Date: Tuesday 4 February 2020
Time: 10.00am
Meeting Room: Reception Lounge
Venue: Auckland Town Hall
301-305 Queen Street
Auckland

Kōmiti Whakarite Mahere / Planning Committee

OPEN ATTACHMENTS

ADDITIONAL ATTACHMENTS UNDER SEPARATE COVER

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Note: The attachments contained within this document are for consideration and should not be construed as Council policy unless and until adopted. Should Councillors require further information relating to any reports, please contact the relevant manager, Chairperson or Deputy Chairperson.
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<th>Time</th>
<th>Subject</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wednesday, February 19, 2020</td>
<td>10 - 11.30am</td>
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</tr>
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Auckland Monthly Housing Update
December 2019
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1. Summary

Produced by the Auckland Council Research and Evaluation Unit (RIMU), the Auckland Monthly Housing Update brings together a number of significant Auckland housing related statistics.

The report includes:

- dwellings – consented, by type, and with CCCs issued
- residential parcels – created, and inside Auckland Plan monitoring boundaries – 2010 Metropolitan Urban Limit (MUL) and Rural Urban Boundary (RUB)
- permanent and long-term migration
- median residential sales price
- residential property buyer classification
- public housing supply and demand in Auckland.
2. Highlights

- 1361 dwellings were consented in October 2019.
- In the year ending October 2019, 14,918 dwellings were consented in the region.
- 49 per cent of new dwellings consented in October 2019 were houses, 11 per cent were apartments and 40 per cent were townhouses, flats, units, retirement village units, or other types of attached dwellings.
- 116 dwellings were consented on Housing New Zealand or Tāmaki Regeneration Company owned land in October 2019.
- 1289 dwellings consented in October 2019 were inside the RUB. Over the past 12 months, 94 per cent of new dwellings consented were inside the RUB.
- 25 per cent of dwellings consented were inside the 1500m walking catchments of the rapid transport network in October 2019.
- 1462 dwellings were ‘completed’ by having a Code Compliance Certificate (CCC) issued in October 2019.
- In the year ending October 2019, 11,837 dwellings had a CCC issued.
- 984 new residential parcels under 5000m² were created in November 2019.
- In the past 12 months, 7992 new residential parcels under 5000m² were created – an average of 666 each month.
- In November 2019, 986 new residential parcels of all sizes were created inside the RUB.
- Long-term arrivals in September 2019 were 4357.
- 26 per cent of residential properties sold in Auckland were purchased by first home owners in October 2019.
- 1027 public housing applications have been housed in the September quarter 2019.
3. Dwellings consented

In October 2019, 1361 dwelling consents were issued, which saw 14,918 consents issued for the past 12 months.

<table>
<thead>
<tr>
<th></th>
<th>Oct 18</th>
<th>Jul 19</th>
<th>Aug 19</th>
<th>Sep 19</th>
<th>Oct 19</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1,077</td>
<td>1,454</td>
<td>1,407</td>
<td>1,143</td>
<td>1,361</td>
</tr>
</tbody>
</table>

Data source: Statistics New Zealand
4. Dwellings consented by type

Of all the dwellings consented in October 2019, 665 were houses, 154 were apartments, and 542 townhouses, flats, units, retirement village units or other types of attached dwellings.

![Dwellings consented by type chart]

Data source: Statistics New Zealand
5. Dwellings consented on Housing New Zealand or Tāmaki Regeneration Company owned land

In October 2019, 116 dwellings (9 per cent of total dwellings consented) were consented on Housing New Zealand (HNZ) or Tāmaki Regeneration Company (TRC) owned land. These included 10 apartment units, 51 houses and 55 townhouses, flats, and other attached dwelling types.

<table>
<thead>
<tr>
<th></th>
<th>Oct 18</th>
<th>Jul 19</th>
<th>Aug 19</th>
<th>Sep 19</th>
<th>Oct 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of HNZ/TRC dwellings consented</td>
<td>94</td>
<td>109</td>
<td>88</td>
<td>85</td>
<td>116</td>
</tr>
<tr>
<td>Percentage of total dwellings consented</td>
<td>9%</td>
<td>7%</td>
<td>6%</td>
<td>7%</td>
<td>9%</td>
</tr>
</tbody>
</table>

Data sources: Statistics New Zealand and Auckland Council
6. Dwellings consented by Auckland Plan monitoring boundaries

In October 2019, 1090 dwellings consented were inside 2010 MUL and a total of 1289 dwellings consented were inside the RUB. Over the past 12 months, 94 per cent of the dwellings were consented inside the RUB.

<table>
<thead>
<tr>
<th></th>
<th>Oct 18</th>
<th>Jul 19</th>
<th>Aug 19</th>
<th>Sep 19</th>
<th>Oct 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inside 2010 MUL</td>
<td>809</td>
<td>1,193</td>
<td>1,139</td>
<td>960</td>
<td>1090</td>
</tr>
<tr>
<td>Between 2010 MUL and RUB</td>
<td>185</td>
<td>183</td>
<td>194</td>
<td>131</td>
<td>189</td>
</tr>
<tr>
<td>Outside RUB</td>
<td>73</td>
<td>78</td>
<td>74</td>
<td>52</td>
<td>72</td>
</tr>
</tbody>
</table>

Data source: Statistics New Zealand
7. Dwellings consented along the rapid transport network

In October 2019, 341 dwellings (25 per cent of total dwellings consented) were consented inside the rapid transport network’s (RTN) 1500m walking catchments. In the last 12 months, 4231 dwellings were consented inside the 1500m RTN walking catchments.

<table>
<thead>
<tr>
<th>Attachments consented inside the 1500m RTN walking catchments</th>
<th>Oct 18</th>
<th>Jul 19</th>
<th>Aug 19</th>
<th>Sep 19</th>
<th>Oct 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of total dwellings consented</td>
<td>22%</td>
<td>43%</td>
<td>26%</td>
<td>25%</td>
<td>25%</td>
</tr>
<tr>
<td>12-month rolling total inside RTN walking catchments</td>
<td>3,608</td>
<td>4,047</td>
<td>4,038</td>
<td>4,130</td>
<td>4,231</td>
</tr>
<tr>
<td>Proportion from the last 12-month inside RTN walking catchments</td>
<td>28%</td>
<td>28%</td>
<td>28%</td>
<td>28%</td>
<td>28%</td>
</tr>
</tbody>
</table>

Dwellings consented inside 1500m RTN walking catchments

Data sources: Statistics New Zealand and Auckland Council
Spatial distribution of dwelling consents

Data sources: Statistics New Zealand and Auckland Council
8. Dwellings with CCCs issued (completions)

1462 dwelling units had received CCCs in October 2019. 94 per cent of the CCCs were issued to dwelling units that had building consents granted within the past two years.

<table>
<thead>
<tr>
<th>CCCs issued</th>
<th>Oct 18</th>
<th>Jul 19</th>
<th>Aug 19</th>
<th>Sep 19</th>
<th>Oct 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-2 years</td>
<td>594</td>
<td>1,037</td>
<td>1,066</td>
<td>1,117</td>
<td>1,371</td>
</tr>
<tr>
<td>3-4 years</td>
<td>250</td>
<td>77</td>
<td>169</td>
<td>51</td>
<td>80</td>
</tr>
<tr>
<td>4+ years</td>
<td>9</td>
<td>4</td>
<td>9</td>
<td>4</td>
<td>11</td>
</tr>
</tbody>
</table>

Data source: Auckland Council
9. Residential parcels created

In November 2019, the total number of residential parcels under 5000 m² created was 984.

<table>
<thead>
<tr>
<th>Parcel size category</th>
<th>Nov 18</th>
<th>Aug 19</th>
<th>Sep 19</th>
<th>Oct 19</th>
<th>Nov 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 1000 m²</td>
<td>505</td>
<td>515</td>
<td>708</td>
<td>750</td>
<td>950</td>
</tr>
<tr>
<td>1000 m² to 1999 m²</td>
<td>24</td>
<td>36</td>
<td>36</td>
<td>38</td>
<td>21</td>
</tr>
<tr>
<td>2000 m² to 2999 m²</td>
<td>9</td>
<td>4</td>
<td>7</td>
<td>6</td>
<td>9</td>
</tr>
<tr>
<td>3000 m² to 3999 m²</td>
<td>2</td>
<td>6</td>
<td>4</td>
<td>7</td>
<td>4</td>
</tr>
<tr>
<td>4000 m² to 4999 m²</td>
<td>4</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>Total number of residential parcels &lt; 5000 m²</td>
<td>544</td>
<td>563</td>
<td>757</td>
<td>805</td>
<td>984</td>
</tr>
</tbody>
</table>

Data source: RIMU and Land Information New Zealand
10. Residential parcels by Auckland Plan monitoring boundaries

546 of new residential parcels of all sizes created in November 2019 were inside 2010 MUL and a total of 986 new residential parcels were inside the RUB.

<table>
<thead>
<tr>
<th></th>
<th>Nov 18</th>
<th>Aug 19</th>
<th>Sep 19</th>
<th>Oct 19</th>
<th>Nov 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inside 2010 MUL</td>
<td>426</td>
<td>456</td>
<td>694</td>
<td>536</td>
<td>546</td>
</tr>
<tr>
<td>Between 2010 MUL and RUB</td>
<td>-</td>
<td>112</td>
<td>72</td>
<td>169</td>
<td>440</td>
</tr>
<tr>
<td>Outside RUB</td>
<td>-</td>
<td>8</td>
<td>2</td>
<td>114</td>
<td>8</td>
</tr>
</tbody>
</table>

Data source: RIMU and Land Information New Zealand
11. Permanent and long-term migration

Long-term arrival number in September 2019 was 4357. Net migration to Auckland data was not available because the requirement for passengers to complete departure cards stopped in November 2018. A new methodology was developed by Statistics New Zealand, however, no regional output was released at the time this monitoring report was produced.

<table>
<thead>
<tr>
<th>Month</th>
<th>Sep 18</th>
<th>Jun 19</th>
<th>Jul 19</th>
<th>Aug 19</th>
<th>Sep 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arrivals</td>
<td>4,840</td>
<td>3,226</td>
<td>4,343</td>
<td>4,023</td>
<td>4,357</td>
</tr>
<tr>
<td>Departures</td>
<td>2,969</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Net Change</td>
<td>2,871</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Data source: Statistics New Zealand
12. Median residential sales price

The median residential sales price from REINZ in October 2019 was $868,000. The District Valuation Roll (DVR) median sales price in September 2019 was $802,000.

<table>
<thead>
<tr>
<th>Data source</th>
<th>Oct 18</th>
<th>Jul 19</th>
<th>Aug 19</th>
<th>Sep 19</th>
<th>Oct 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>REINZ</td>
<td>$865,000</td>
<td>$830,000</td>
<td>$820,000</td>
<td>$848,000</td>
<td>$868,000</td>
</tr>
<tr>
<td>DVR sales(^1)</td>
<td>$855,000</td>
<td>$828,000</td>
<td>$795,000</td>
<td>$802,000</td>
<td>N/A</td>
</tr>
</tbody>
</table>

Data source: Real Estate Institute of New Zealand and Auckland Council

\(^1\) Back data has been updated to reflect the latest sales records captured in council’s District Valuation Roll database. Although conveyancers are required to inform council within 30 days after transactions have occurred, the monitoring team has identified the reporting process has not been thoroughly implemented. It should be noted that there is no penalty if a conveyancer fails to report to council within the 30-day period. As a result, the reporting lag varies from as short as one working day to as long as six months.
13. Residential property buyer classification

In August 2019, 27 per cent of residential properties sold in Auckland were purchased by first homeowners, 22 per cent were purchased by movers and 39 per cent were purchased by multi-property owners.

<table>
<thead>
<tr>
<th>Buyer classification</th>
<th>Oct 18</th>
<th>Jul 19</th>
<th>Aug 19</th>
<th>Sep 19</th>
<th>Oct 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>First home buyer</td>
<td>25%</td>
<td>27%</td>
<td>27%</td>
<td>26%</td>
<td>26%</td>
</tr>
<tr>
<td>Mover</td>
<td>25%</td>
<td>22%</td>
<td>22%</td>
<td>23%</td>
<td>20%</td>
</tr>
<tr>
<td>Multi-property owner</td>
<td>38%</td>
<td>38%</td>
<td>39%</td>
<td>40%</td>
<td>42%</td>
</tr>
<tr>
<td>New to market</td>
<td>4%</td>
<td>5%</td>
<td>4%</td>
<td>4%</td>
<td>5%</td>
</tr>
<tr>
<td>Other</td>
<td>2%</td>
<td>2%</td>
<td>2%</td>
<td>2%</td>
<td>2%</td>
</tr>
<tr>
<td>Re-entry</td>
<td>6%</td>
<td>5%</td>
<td>6%</td>
<td>5%</td>
<td>6%</td>
</tr>
</tbody>
</table>

Data source: CoreLogic NZ
14. Public housing in Auckland²

This section provides an overview of public housing demand and supply in Auckland region. These data are collected and distributed by the Ministry of Housing and Urban Development on a quarterly basis. In the September quarter 2019, 1027 public housing applications have been housed with Housing New Zealand or with a Community Housing Provider.

<table>
<thead>
<tr>
<th></th>
<th>September quarter 2018</th>
<th>December quarter 2018</th>
<th>March quarter 2019</th>
<th>June quarter 2019</th>
<th>September quarter 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public housing stock</td>
<td>31,004</td>
<td>31,341</td>
<td>31,452</td>
<td>32,184</td>
<td>32,326</td>
</tr>
<tr>
<td>Public housing register - housing register (top row) and transfer register (bottom row)</td>
<td>3,908</td>
<td>4,363</td>
<td>4,409</td>
<td>4,846</td>
<td>5,257</td>
</tr>
<tr>
<td>Public housing register – applications housed</td>
<td>910</td>
<td>1,116</td>
<td>1,104</td>
<td>1,170</td>
<td>1,313</td>
</tr>
<tr>
<td></td>
<td>691</td>
<td>818</td>
<td>556</td>
<td>719</td>
<td>1,027</td>
</tr>
</tbody>
</table>

Data source: Ministry of Housing and Urban Development

² Public housing data are extracted from the Public Housing in Auckland Region factsheets. Detailed monthly and quarterly information can be found on the Ministry of Housing and Urban Development’s website. [https://www.hud.govt.nz/community-and-public-housing/follow-our-progress/]
15. Notes on data and analysis

Dwellings consented and dwellings consented by type
Monthly building consent information is sourced from Statistics New Zealand’s InfoShare online portal, which includes counts of number of new dwellings consented, by type of dwelling.

Dwellings consented by Auckland Plan monitoring boundaries
Monthly data for individual building consents is supplied by Statistics New Zealand and mapped to properties by RIMU. This data is then analysed against its location relevant to the Auckland Plan monitoring boundaries, namely the 2010 Metropolitan Urban Limit (MUL) and the Rural Urban Boundary (RUB).

Dwellings with CCCs issued (completions)
Monthly building consent completions data is supplied by Auckland Council Building Control. The data shows the total number of dwelling units which have had Code Compliance Certificate (CCC) issued in that month. This gives an estimation of the number of dwellings being "completed", or "released to the market".

Residential parcels created and residential parcels created inside the 2010 Metropolitan Urban Limit and the Rural Urban Boundary
Parcel data is sourced from Land Information New Zealand (LINZ). A new dataset is downloaded from the LINZ Data Service by RIMU monthly. A list of parcels created in the previous month is also downloaded; this is used to extract new parcels created in the previous month. The new parcels created data is then analysed for size, the Auckland Unitary Plan (decisions version) zone it falls in and its location relevant to the 2010 MUL and the RUB.

Permanent and long-term migration
Migration data is sourced from Statistics New Zealand’s InfoShare online portal; arrivals, departures and net change are estimated for Auckland.

Median residential sales price
The Real Estate Institute of New Zealand (REINZ) produces monthly statistics on the median house price sales for Auckland from data provided to it by its members. This data is available on the REINZ website.
Public housing supply

Public houses are properties owned or leased by Kāinga Ora and registered Community Housing Providers (CHPs) that can be tenanted by people who are eligible for public housing. (definition extracted from Ministry of Housing and Urban Development 2019, Public Housing in Auckland Region factsheet September 2019, page 1.

Public Housing Register

The Public Housing Register is comprised of a Housing Register and a Transfer Register. The Housing Register is prioritised by need and consists of public housing applicants who have been assessed as being eligible. The Transfer Register is made up of people already in public housing, but who have requested and are eligible for a transfer to another property. (definition extracted from Ministry of Housing and Urban Development 2019, Public Housing in Auckland factsheet September 2019, page 3.
Memorandum

To: Planning Committee
Subject: Better Travel Choices – the Auckland Mode Shift Plan
From: Robert Simpson
    Transport Strategy Manager (Acting)

Contact information: Robert.simpson@aucklandcouncil.govt.nz

Purpose

1. To update the committee on the content and pending launch of the Better Travel Choices document jointly produced by NZTA, Auckland Council and Auckland Transport.

Background

2. The Auckland Mode Shift Plan (known as Better Travel Choices) sets out a high level plan for enabling a mode shift away from private vehicles toward public transport, walking and cycling. The document was jointly developed by staff from NZTA, Auckland Council and Auckland Transport. It will be launched publicly by the Minister of Transport and the Mayor at an event on 11 December.

3. Councillors provided direction for the development of the document through a workshop jointly hosted by the Mayor and Minister of Transport on 19 April 2019.

4. Better Travel Choices is the first of several regional mode shift plans that will be released under NZTA’s overall national mode shift plan – Keeping Cities Moving.

5. Better Travel Choices is consistent with key Auckland Council priorities as set out in the Auckland Plan and the draft Auckland Climate Action Framework. It is also consistent with the vision of a quality compact urban form. The primary rationale underpinning the plan is that mode shift will drive growth by improving access to social and economic opportunities. However, there are also a number of potential wider benefits associated with mode shift away from private vehicles including improved health and social equity outcomes, urban amenity, and reduced emissions and environmental degradation.

Context

6. Better Travel Choices was developed against a backdrop of sustained growth in public transport patronage over the past 15 years. As recently as 2006 annual boardings on the entire public transport network were 50 million per annum. Since then boardings have doubled, reaching 102 million per annum in 2019. On a per capita basis annual trips have increased from 35 in 2006, to around 65 today. In 2018 patronage on the public transport network grew by more than 8 percent.

7. While this level of growth is considered exceptional by the standards of cities in the developed world, it came off a very low base and has made very little difference to overall mode share given ongoing growth in Auckland’s population and the number of trips made by private vehicle. As of the 2013 census only 14 percent of all journeys to work in Auckland were undertaken by public transport, walking or cycling. Despite growth in all of these modes since then this figure is unlikely to have moved significantly.
8. While overall mode share across the region as a whole remains small, public and active transport still plays a crucial role in key parts of the city. For example, just over 50 percent of all commuters coming into the central city in the AM peak come by bus, train, ferry, bike, some other form of micro-mobility, or on foot. Similarly, where public and active transport modes are given priority along key arterial routes they play a key role in easing congestion, increasing throughout and improving access. Fanshawe Street, Symonds Street, Onewa Road, Mt Eden Road and Broadway in Newmarket are examples of routes where buses account for well over 50 percent inbound mode share during the morning peak.

The Plan

9. With its unprecedented level of investment in public and active transport infrastructure the Auckland Transport Alignment Project (ATAP) is anticipated to catalyse a further step change in uptake of these modes. However, most of the major infrastructure projects (such as the City Rail Link, Eastern Busway and Light Rail) that will bring this about will not be completed until the middle of next decade and beyond. There is a risk that in the meantime, and in the absence of significant service improvements, more Aucklanders will be forced to travel by private vehicle and the recent growth in public and active transport may stall.

10. Better Travel Choices sets out a range of already underway, planned, funded and unfunded initiatives over the next five years that will help maintain and accelerate recent increases in public and active transport until the more transformational infrastructure projects are delivered. These actions are grouped into three overarching priority areas (p14):

- Shaping urban form
- Making shared and active modes more attractive
- Influencing travel demand and transport choices

11. Appendix one of the document lists the specific initiatives that make up the plan. While the large majority are allocated to Auckland Transport or the NZTA, a number fall within Auckland Council’s area of 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;
- 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 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;
- Improve access to high quality public transport through better walking/cycling facilities and partnering with the private sector (in conjunction with Auckland Transport);
- Review parking and transport regulations in the Auckland Unitary Plan, to ensure they support mode shift.

12. On one level these initiatives represent business as usual activities for council and are consistent with priorities set out in key strategic documents such as the Auckland Plan, the Auckland Unitary Plan and the draft Auckland Climate Action Framework. However, as Better Travel Choices is implemented over the next few years there will be opportunities to review Auckland Council’s current commitments in each area to determine whether more could be done to encourage mode shift.

Next Steps

13. Most of the actions listed in the plan are already budgeted for via the 2018-21 Auckland Regional Land Transport Plan (RLTP). Officers have been advised that Auckland Transport’s Board noted at its most recent meeting (5 December) that there is no additional funding for currently unbudgeted items in this RLTP period. Unbudgeted items could be put forward for consideration for the 2021-24 RLTP and beyond, particularly as the 2021 Government Policy Statement is finalised.
14. Progress with the implementation of *Better Travel Choices* will be monitored and reported via the established ATAP reporting framework. This framework includes a set of key indicators related to mode shift and six monthly progress updates provided to the Minister of Transport and the Mayor of Auckland.

**Attachments**

Attachment: The Auckland Mode Shift Plan – *Better Travel Choices*
Better Travel Choices
Creating a more accessible, healthy, safe and sustainable Auckland by reducing our reliance on private vehicles

December 2019
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ATAP Strategic Approach
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, cycling and public transport.

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.

<table>
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</table>

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.
Attachment C

Item 14

ATAP Strategic Approach

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. 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:

- 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.

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.

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ATAP Strategic Approach

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 below.  

---

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.  

![Auckland fuel sales (12 month rolling totals)](image)

Total fuel sales for the 12 months to August 2019 were 6.1% lower than the 12 months to August 2018.

Petrol sales for the 12 months to August 2019 were 5.6% lower and diesel sales 6.9% lower than the 12 months to August 2018.

Source: Auckland Council fuel tax returns

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.  
- 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.
- 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.

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

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8 Based on 2013 census data.
9 Based on 2013 census data.
ATAP Strategic Approach
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.

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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.
ATAP Strategic Approach

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 below:

| Attachment C | Item 14 |

| Sequencing of major Mode Shift Initiatives in the 2018 Regional Land Transport Plan |
|---------------------------------------------------------------|---------------------------------------------------------------|---------------------------------------------------------------|
| **2018-2021 Completion** | **2021-2024 Completion** | **Post 2024 Completion** |
| **Rapid transit** | • Additional electric trains | • Northern busway extension to Albany | • Light rail |
| | • Eastern Busway (Panmure-Pakuranga) | • City Rail Link | • Eastern Busway (Pakuranga-Botany) |
| | • Airport-Puhinui initial improvements | • Papakura-Pukekohe electrification | • Further additional electric trains & stabilising |
| **Bus & ferry** | • Downtown bus improvements | • Wellesley St & Learning Quarter bus improvements | • Ongoing bus priority programmes and service improvements |
| | • Downtown ferry terminal upgrade | • Ongoing bus priority programmes and service improvements | |
| | • Ongoing bus priority programmes and service improvements | | |
| **Walking & cycling** | • Urban cycleways programme | • Walking & cycling programme (initial phases) | • Half of Cycling Programme Business Case initiatives completed by 2028. |
| | | • Seapath and a shared walking and cycling path across the Auckland Harbour Bridge | |
| | | • Victoria St Linear Park | |

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.

10 Timing of initiatives in the table reflects the 2018 RLTP
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 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 emissions:

- 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.
ATAP Strategic Approach
2. Developing the Plan

2.1. Strategic direction

Better Travel Choices forms a part of Waka Kotahi NZ Transport Agency’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.
ATAP Strategic Approach

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

<table>
<thead>
<tr>
<th>Priority Location</th>
<th>Explanation</th>
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</thead>
</table>
| Trips to, from and within the city centre | • 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 optional 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        | • 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                                   | • 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                                                                | • 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                            | • 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).

<table>
<thead>
<tr>
<th>Short term priorities (0-2 Years)</th>
<th>Medium term priorities (3-5 Years)</th>
</tr>
</thead>
<tbody>
<tr>
<td>• 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.</td>
<td>• Inform next GPS and 2021-24 funding plans.</td>
</tr>
<tr>
<td>• Planning, design and investigation work to support faster implementation of medium and longer-term initiatives.</td>
<td>• Initiatives that will take 3-5 years to be delivered.</td>
</tr>
<tr>
<td></td>
<td>• Greater funding flexibility and scope, but still key affordability constraints.</td>
</tr>
<tr>
<td></td>
<td>• Relies on planning work over the next two years.</td>
</tr>
</tbody>
</table>
3. The Plan

3.1. Summary

Better Travel Choices is based on the three levers detailed in the over-arching Transport Agency 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.

<table>
<thead>
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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.
**ATAP Strategic Approach**

**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 patterns.\(^{52}\)

![Proportion of Students Travelling to Campus by Car](image)

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.

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\(^{52}\) Data from the Auckland Regional Public Transport Plan.
Better Travel Choices

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 into 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.
ATAP Strategic Approach

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 years 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.

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Better Travel Choices

**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.
### 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 delivery 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 Plan, 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.**

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.

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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.
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**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

**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.16

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.

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16 Nexus Travel Demand Management research for the Transport Agency, April 2019.
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.
- Phased improvements along the SH-16 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:

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6 TDM qualitative research, slide 26

28
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. 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 Transport 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 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.
ATAP Strategic Approach

- New wayfinding signage 1km around stations/interchanges and along cycleways
- FREE 2 week pre-loaded AT HOP card
- Additional pedestrian & safety facilities around schools
- More bus shelters
- Partnering with parking providers to explore new sites for temporary park and ride
- Improved lighting within 1km of stations/interchanges
- Additional pedestrian crossings around bus stops
- Targeted interventions for residents and businesses within 1km of station/interchange
- Cycle parking at schools, stations/interchanges
- Inter-peak fare reduction
- Selling the PT and Cycle network campaign to raise awareness
Better Travel Choices

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.\(^8\) 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.\(^9\) This is reinforced by local research, which suggests that the primary disadvantages of public transport relate to travel time, getting wet and poor reliability.\(^2\)

Disadvantages of Public Transport:
Reliability is much more commonly mentioned in relation to disadvantages compared to advantages confirming that it is largely a hygiene factor. The key problem to fix in relation to bus is journey time.

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

\(^8\) TDM quantitative research, slide 28.
\(^9\) 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
\(^2\) TDM quantitative research, slide 33.
ATAP Strategic Approach

between peak and off-peak fares 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 59 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 spending 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...
ATAP Strategic Approach

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:²⁴

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

Please select your top three priorities

- I don't know: 2%
- Community halls / venues / meeting places: 6%
- None of the above - nothing additional needed: 7%
- Library: 9%
- Other (please specify): 12%
- Community spaces e.g. town hall, public square for markets: 13%
- Accessibility / facilities for elderly or disabled residents: 14%
- Playgrounds: 15%
- Green space for sport and recreation e.g. local parks, reserves, or sport fields: 17%
- Roadings: 19%
- Pool and leisure facilities: 22%
- Car parking: 22%
- Walkways and cycleways: 29%
- Pedestrian / cycling safety: 30%
- Public transport options e.g. bus stops, train station, park and ride: 32%

**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.²⁵

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 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:
Better Travel Choices

- 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 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.

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21 Auckland Council People’s Panel Survey February/March 2019: [https://aucklandcouncil.lq.co.nz/surveys/printable/report/qua9b9cy0qGygWz/ZYXDA](https://aucklandcouncil.lq.co.nz/surveys/printable/report/qua9b9cy0qGygWz/ZYXDA)

## Appendix 1:

### Status and responsibility for priorities

<table>
<thead>
<tr>
<th>Lever</th>
<th>Priority</th>
<th>Status/Next Steps</th>
<th>Funding</th>
<th>Responsibility (Lead)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shape urban form</td>
<td>Enable, support and encourage housing and business growth in areas with better travel options</td>
<td>Underway/Planned</td>
<td>Budgeted</td>
<td>Auckland Council, Shared responsibility</td>
</tr>
<tr>
<td></td>
<td>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.</td>
<td></td>
<td></td>
<td>Auckland Council</td>
</tr>
<tr>
<td></td>
<td>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.</td>
<td></td>
<td></td>
<td>Auckland Council</td>
</tr>
<tr>
<td></td>
<td>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.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Locate significant public facilities near high quality public transport</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Develop agreed guidelines for the location of key public facilities, with particular regard to how their location will support mode shift.</td>
<td>Further Investigation Needed</td>
<td>Unbudgeted</td>
<td>Shared responsibility</td>
</tr>
<tr>
<td></td>
<td>Ensure the layout and design of new urban areas supports the use of public transport, walking and cycling</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Time and sequence the development of key growth areas to integrate with the delivery of major public transport initiatives.</td>
<td>Underway</td>
<td>N/A</td>
<td>Auckland Council</td>
</tr>
<tr>
<td></td>
<td>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.</td>
<td>Underway</td>
<td>N/A</td>
<td>Auckland Council</td>
</tr>
<tr>
<td></td>
<td>Support the early introduction of public transport services, potentially through innovative funding agreements with landowners and developers.</td>
<td>Underway/Planned</td>
<td>Unbudgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td></td>
<td>Ensure the detailed layout and design of streets supports high levels of walking and cycling for short to medium length trips.</td>
<td>Underway</td>
<td>Partly Budgeted</td>
<td>Auckland Transport, Auckland Council</td>
</tr>
<tr>
<td>Improve the safety and attractiveness of streets for walking and cycling</td>
<td>Finalise and communicate new street design guides and standards and how they place a greater focus on active modes.</td>
<td>Underway</td>
<td>Budgeted</td>
<td>Auckland Transport, Transport Agency</td>
</tr>
<tr>
<td></td>
<td>Pursue opportunities to align maintenance and renewal programmes with improvements to street design and deliver better safety outcomes for active modes.</td>
<td>Underway</td>
<td>Partly Budgeted</td>
<td>Auckland Transport, Transport Agency</td>
</tr>
<tr>
<td></td>
<td>Integrate the development and delivery of safety and security programmes with ongoing mode shift work.</td>
<td>Underway/Planned</td>
<td>Budgeted</td>
<td>Auckland Transport, Transport Agency</td>
</tr>
<tr>
<td>Making shared and active modes more attractive</td>
<td>Expand, improve and optimise public transport services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Expand frequent networks and working towards frequent services having an ‘every 10 minutes’ definition.</td>
<td>Planned</td>
<td>Partly Budgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td></td>
<td>Ensure service delivery is being optimised, with trade-offs being made in a clear and transparent way.</td>
<td>Underway</td>
<td>Budgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td></td>
<td>Explore the ways new forms of shared mobility could more efficiently and effectively meet basic coverage and access needs.</td>
<td>Investigation Underway</td>
<td>Unbudgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td></td>
<td>Partner with landowners and developers to enable the early introduction of public transport services (or improvements to existing services) in growth areas.</td>
<td>Underway/Planned</td>
<td>Unbudgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td>Invest in infrastructure and network optimisation to make public transport more efficient and attractive</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Focus network optimisation programmes on improving the efficiency of public transport services and supporting mode shift.</td>
<td>Underway</td>
<td>Budgeted</td>
<td>Auckland Transport, Transport Agency</td>
</tr>
<tr>
<td></td>
<td>Develop the ‘Neighbourhood Interchange Programme’ for consideration as a future funding priority.</td>
<td>Investigation Underway</td>
<td>Unbudgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td></td>
<td>Improve access to high quality public transport through better walking/cycling facilities and partnering with the private sector.</td>
<td>Underway/Planned</td>
<td>Partly Budgeted</td>
<td>Auckland Transport, Auckland Council</td>
</tr>
</tbody>
</table>
## ATAP Strategic Approach

### Better Travel Choices

<table>
<thead>
<tr>
<th>Lever (continued)</th>
<th>Priority (continued from above page)</th>
<th>Status/Next Steps</th>
<th>Funding</th>
<th>Responsibility (Lead)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Making shared and active modes more attractive (Continued)</td>
<td>Accelerate implementation of major rapid transit, bus and cycle lane programmes</td>
<td>Underway</td>
<td>Partly Budgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td></td>
<td>Successfully deliver the Connected Communities Programme to improve bus and cycle lanes across key routes.</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Complete the Urban Cycleways Programme and commencing delivery of cycling improvements in high priority areas identified in the 2017 Cycling Programme Business Case.</td>
<td>Underway</td>
<td>Partly Budgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td></td>
<td>Explore opportunities to accelerate implementation of key rapid transit corridors, including phased implementation that delivers early improvements.</td>
<td>Underway</td>
<td>Partly Budgeted</td>
<td>Auckland Transport, Transport Agency</td>
</tr>
<tr>
<td>Influencing travel demand and transport choices</td>
<td>Make it safe, easy and intuitive for people to change the way they travel</td>
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</tr>
<tr>
<td></td>
<td>Continue to raise awareness of the advantages of travelling by public transport, walking and cycling predominately focusing on encouraging occasional users to travel more frequently by these modes.</td>
<td>Underway</td>
<td>Budgeted</td>
<td>Auckland Transport, Transport Agency</td>
</tr>
<tr>
<td></td>
<td>Focus travel planning on workplaces and schools, to help establish life-long travel habits other than private vehicle use.</td>
<td>Underway</td>
<td>Budgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td></td>
<td>Combine policy, service and infrastructure initiatives in target areas to maximise mode shift.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Develop localised mode shift programmes in target areas that integrate policy, service and infrastructure initiatives.</td>
<td>Further Investigation Needed</td>
<td>Unbudgeted</td>
<td>Auckland Transport</td>
</tr>
<tr>
<td></td>
<td>Ensure financial incentives and disincentives support mode shift</td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Investigate targeted public transport fare changes, focused on improving travel affordability for those in the greatest need and on optimising existing service capacity.</td>
<td>Underway</td>
<td>Partly Budgeted</td>
<td>Shared responsibility</td>
</tr>
<tr>
<td></td>
<td>Review parking and transport regulations in the Auckland Unitary Plan, to ensure they support mode shift.</td>
<td>Further Investigation Needed</td>
<td>Budgeted</td>
<td>Auckland Council</td>
</tr>
<tr>
<td></td>
<td>Continue current investigations into road pricing.</td>
<td>Underway</td>
<td>Budgeted</td>
<td>Shared responsibility</td>
</tr>
<tr>
<td></td>
<td>Explore opportunities to encourage e-scooters and shared mobility providers to operate more in some areas than others.</td>
<td>Underway</td>
<td>Partly Budgeted</td>
<td>Shared responsibility</td>
</tr>
</tbody>
</table>
Item 14

Find out more:
transport.govt.nz/atap
aucklandcouncil.govt.nz/atap
Memorandum

12 December 2019

To: His Worship the Mayor, Councillors, Local Board Members, Independent Māori Statutory Board Members.

From: Megan Tyler – Chief Planning Officer

Subject: Request for feedback on Waikato 2070 Growth and Economic Development Strategy

Contact Information: luke.carey@aucklandcouncil.govt.nz or sanjay.bangs@aucklandcouncil.govt.nz

Purpose

- To inform elected members of an opportunity to provide feedback on the draft growth and economic development strategy for Waikato District, Waikato 2070.

Summary

- Submissions on the draft strategy close on 17 January 2020.
- Council staff will be preparing a submission on the draft strategy and invite feedback from elected members. Council’s submission is proposed to focus on cross boundary issues such as the growth of Pokeno and Tuakau and infrastructure implications.
- We request that individual feedback is provided by Monday 23 December 2019.
- The submission will be approved under delegated authority and provided to the Planning Committee as an information memorandum when completed.

Context

- The draft strategy takes an integrated approach to planning for future growth in the Waikato district by addressing economic and community development focus areas together with future land use and infrastructure planning.
- The draft strategy will help deliver on Waikato district’s contribution to the region’s Future Proof growth strategy and spatial plans developed through the Hamilton to Auckland Corridor Plan.
- The strategy includes a development plan for each settlement in the district outlining the location of future growth areas and the indicative uses. The strategy also looks at development timeframes for each future growth area.
- Waikato District Council is also undertaking a review of its district plan, which is currently at the hearing stage. This strategy will help to inform the district plan review.
Discussion

- Auckland Council has been participating in and supporting various north Waikato planning initiatives in recent months. Since August 2019 Auckland Council has been an associate member of the expanded Future Proof partnership.
- Council has been a participant in the Hamilton to Auckland (H2A) corridor work programme together with Waikato councils, mana whenua and central government. As part of this work programme, Auckland Council staff have provided input into various H2A initiatives including a larger Pokeno scenario and rapid rail business case.
- Auckland Council staff also provided separate feedback on the draft Waikato District Council community 'blueprints', focusing particularly on growth, economy, transport and infrastructure in Pokeno and Tuakau.
- In July 2018, Auckland Council submitted on the proposed Waikato District Plan, a copy of council’s submission is attached to this memo.
- Council’s submission supported compact urban development in several north Waikato towns. It also sought that the plan affords greater protection of high-class soils and provide for outcomes in the Hamilton to Auckland corridor plan, interim rail business case and Future Proof phase two review.
- At this stage, Auckland Council’s submission to Waikato District Council’s draft Growth and Economic Development Strategy, is proposed to focus on cross boundary issues, such as the growth in Pokeno and Tuakau, and the implications for physical and social infrastructure provision.

Next steps

- Submissions on the draft strategy close on 17 January 2020.
- Auckland Plan Strategy and Research (APS) and Plans and Places are leading a submission on the draft strategy. Watercare Services Limited and Auckland Transport have also expressed interest in providing feedback on the draft strategy.
- Because of the tight submission timeframe, the submission will be approved by the Mayor and Deputy Mayor, Chair and Deputy Chair of the Planning Committee under delegated authority, and it will be provided to the Planning Committee as an information memorandum when completed.
- We ask for your feedback on the draft strategy, which we will do our best to incorporate into council’s submission.
- We request that those providing feedback please do so by Monday 23 December 2019, so that we can meet the submission deadline.
- If you have any queries, please contact either Luke Carey luke.carey@aucklandcouncil.govt.nz or Sanjay Bangs sanjay.bangs@aucklandcouncil.govt.nz.

Attachments


Attachment B: Auckland Council Submission on the Proposed Waikato District Plan.
### Attachment B – Auckland Council Submission on the Proposed Waikato District Plan

**Topic: Urban Growth and Future Proof Growth Strategy**

<table>
<thead>
<tr>
<th>Plan Section</th>
<th>Support/Oppose</th>
<th>Decision Requested</th>
<th>Reason for Decision Requested</th>
</tr>
</thead>
<tbody>
<tr>
<td>Section 1.5</td>
<td>Support in part, seek amendments</td>
<td>Amend section 1.5 to be titled as follows: 1.5 What does this mean for Waikato District strategic objectives and directions?</td>
<td>Proposed amendments will explicitly identify that the matters listed in section 1.5 are the district strategic objectives and directions of the Plan.</td>
</tr>
<tr>
<td>Sections 1.5.1(a), 1.5.2(a), 1.5.4(c)</td>
<td>Support</td>
<td>Retain</td>
<td>Overall strategic direction relating to creating a compact urban growth development pattern in line with the outcomes of Future Proof.</td>
</tr>
<tr>
<td>Sections 1.5.5(f), 1.5.5(g)</td>
<td>Support</td>
<td>Retain</td>
<td>Services and general Infrastructure provisions and servicing deliver growth patterns identified in Future Proof.</td>
</tr>
<tr>
<td>Sections 1.5.7.3(b)</td>
<td>Support</td>
<td>Retain</td>
<td>Provision of water supply to growth areas and links to the Sub-regional Three Waters Strategy (part of the Future Proof partnership).</td>
</tr>
<tr>
<td>Planning maps - Application of ‘live’ urban residential zones in and around Pokeno and Tuakau. This submission point includes but is not limited to the provisions in Chapter 4, Chapter 16 Residential Zone, and Planning Maps.</td>
<td>Oppose</td>
<td>Amend Chapter 4, Chapter 16, the Planning Maps and any other provisions that are proposed for unserviced urban residential areas in and around Pokeno and Tuakau where there is uncertainty about the funding, staging and timing for infrastructure provision.</td>
<td>The provisions of Section 4.1 Strategic Direction do not adequately address how subdivision and development activities will be managed where a ‘live’ residential zoning is proposed for unserviced land in and around Pokeno and Tuakau. The planning framework proposed for these areas is not promoting an integrated, staged approach to infrastructure and development. It is likely to enable development that undermines the ability to coordinate the adequate provision of network and community infrastructure to support growth. An alternative method to ‘live’ zoning of these areas should be considered, to more appropriately manage land where a live zone has been applied, but where there is no existing or planned supporting infrastructure. The introduction of the National Planning Standards may provide alternative methods to large areas of live zoned residential areas,</td>
</tr>
</tbody>
</table>
### Attachment D

**Item 14**

<table>
<thead>
<tr>
<th>Section</th>
<th>Support in part</th>
<th>Amend provisions and maps to provide for outcomes identified in the Hamilton-Auckland Corridor Plan, Interim Rail Business Case and Future Proof Strategy Phase 2 review.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>There is work underway producing the Hamilton-Auckland Corridor Plan and Interim Rail Business Case, and also carrying out the Phase 2 review of the Future Proof Growth Strategy. These processes will generate a vision for managing urban growth and development in significant parts of the Waikato District that may differ in some respects from that in the Proposed Plan as currently written.</td>
</tr>
</tbody>
</table>

**Topic: Providing for Future Growth in Tuakau and Pokeno**

<table>
<thead>
<tr>
<th>Plan Section</th>
<th>Support/Oppose</th>
<th>Decision Requested</th>
<th>Reason for Decision Requested</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential Zone 16.1.3 (RD1)</td>
<td>Support in part; seek amendments</td>
<td>Amend 16.1.3 (RD1) as it relates to Pokeno and Tuakau as follows: A Multi-Unit development that meets all of the following conditions:</td>
<td>Growth can be accommodated within Pokeno and Tuakau through expanding the urban areas or through enabling greater densities within existing urban areas. The proposed plan seeks to accommodate growth within Tuakau and Pokeno through increasing the urban footprints of these towns.</td>
</tr>
<tr>
<td>The requirements for multi-unit development within the residential zone.</td>
<td></td>
<td>(a) The Land Use – Effects rules in Rule 16.2; (b) The Land Use – Building rules in Rule 16.3, except the following rules do not apply: (i) Rule 16.3.1, Dwelling; (ii) Rule 16.3.8 Building coverage; (iii) Rule 16.3.9 Living court; (iv) Rule 16.3.10 Service court; (c) The minimum net site area per residential unit is 300m²; (d) The Multi-Unit development is connected to public wastewater</td>
<td>Within the proposed Residential zone there is provisions for multiunit development however, each unit must have a minimum net site area of 300m². The minimum site area for vacant lot subdivision is 450m². The proposed rules within the residential zone will not provide for intensification of the existing urban area nor will they result in a range of housing typologies that facilitate housing choice. The proposed rezoning of rural land for urban development and the zone rules will generate further urban sprawl on land and will result in a loss of prime soil. Furthermore, the lack of variety in housing typologies facilitated within the Residential and Village zones will result in a lack of housing choice to cater for a variety of incomes in and around Tuakau and Pokeno. Higher minimum densities than those proposed are more appropriate for established residential areas immediately adjacent to the Business</td>
</tr>
</tbody>
</table>
and water reticulation. ....

Alternatively, introduce an alternative residential zone for Pokeno and Tuakau which provides for terrace housing.

Town Centre zones. Higher residential densities around this zone would better support public transport and other infrastructure, the commercial vitality of the town centre and promote people living, working and playing in their local town centres.

The provision of other bulk and location requirements, site coverage and the assessment criteria included for this type of activity are sufficient enough to address the likely impacts on amenity and residential character, whilst encouraging alternative types of housing design and delivering on the typology enabled by these provisions.

An alternative to the above is to enable a new zone to be included within established residential areas, such as within walking distance from existing Business Town Centre zoned areas. This could be a more dense residential zone, or one that enables slightly increased building envelopes to enable in-fill and additional residential development to occur close to town centres.

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**Topic: Pressure on productive capacity of rural land**

<table>
<thead>
<tr>
<th>Plan Section</th>
<th>Support/Oppose</th>
<th>Decision Requested</th>
<th>Reason for Decision Requested</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Protection of the productive capacity of high class soils</strong></td>
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</tr>
<tr>
<td>Section 1.5</td>
<td>Support in part; seek additions</td>
<td>Amend: Insert a new section in Section 1.5 for High class soils as a matter of strategic direction.</td>
<td>Identify the protection of high class soils is a significant issue with its own strategic direction and objective in section 1.5.1.</td>
</tr>
<tr>
<td>Section 1.5.1</td>
<td>Support</td>
<td>Retain</td>
<td>Identifying compact urban development as one of the strategic directions of the plan to ensure growth occurs around existing established centres.</td>
</tr>
<tr>
<td>Objective 5.1.1</td>
<td>Support</td>
<td>Retain</td>
<td>Provisions that protect and retain high class soils, particularly for their value in food production.</td>
</tr>
<tr>
<td>Objective 5.2.2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>224.1.1 Prohibited Subdivision</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Maintenance of rural character and amenity</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rule 224.15 Rural Hamlet Subdivision</td>
<td>Oppose</td>
<td>Delete</td>
<td>Rural Hamlets and the growth of new residential areas should be limited and focused around existing towns and villages. Strategic directions in the plan encourage growth around existing towns and</td>
</tr>
</tbody>
</table>

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centres, therefore enabling rural hamlets do not align with this. Rural hamlet developments have the potential to create small enclaves of residential activity, with potential effects on reverse sensitivity, transport management and on rural character.

Policy 5.3.8(d)  
Oppose  
Delete  

The provisions enabling rural hamlet development do not cascade appropriately from the higher order strategic objectives of the plan and as the provisions enabling rural hamlets are sought for deletion, the associated policy is also sought for deletion.

<table>
<thead>
<tr>
<th>Conservation lots</th>
</tr>
</thead>
<tbody>
<tr>
<td>22.4.1.6 Conservation lot subdivision</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Transferable Title (TTR) mechanism</th>
</tr>
</thead>
</table>
| 22.4.1.1 Prohibited subdivision Rule PR4 | Support in part; seek amendments | 22.4.1.1 Prohibited subdivision Rule PR4 with changes as follows (remove stricken through and insert underline):  
a) Any subdivision where a lot has been created for the purpose of a transferable rural lot subdivision under the provisions of the previous Operative Waikato District Plan – Franklin Section by either:  
(i) Amalgamation; or  
(ii) Re-survey | WDP approach to rural subdivision does not include TTR mechanism which enables additional subdivision rights to be transferred to other sites where certain criteria are met. Suggest amendments to the provisions to make it more absolute that no additional lots are able to be subdivided where a transferable rural lot subdivision has occurred in the past. |

**Topic: Cross Boundary issues**

<table>
<thead>
<tr>
<th>Plan Section</th>
<th>Support/Oppose</th>
<th>Decision Requested</th>
<th>Reason for Decision Requested</th>
</tr>
</thead>
<tbody>
<tr>
<td>General cross-boundary matters</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Section 1.5.3</td>
<td>Support</td>
<td>Retain Section 1.5.3 Cross-boundary issues</td>
<td>Support the strategic recognition of the significance of cross boundary issues for integrated decision making.</td>
</tr>
<tr>
<td>Section 1.5.5(e)</td>
<td>Support</td>
<td>Retain Section 1.5.5(e) regarding consultation between the organisations responsible for the infrastructure, developers, adjoining landowners, and iwi and adjoining consent authorities.</td>
<td>Support the directive for consultation between the organisations responsible for the infrastructure, developers, adjoining landowners, and iwi and adjoining consent authorities.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Cross boundary natural environment protection matters</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Section 1.5.3 use of term “natural character”</strong></td>
</tr>
<tr>
<td><strong>Section 1.5.3 Cross boundary issues</strong></td>
</tr>
<tr>
<td><strong>Section 1.5.3</strong></td>
</tr>
<tr>
<td><strong>Section 1.5.3</strong></td>
</tr>
<tr>
<td><strong>Objective 3.2.1</strong></td>
</tr>
<tr>
<td><strong>(a) Indigenous biodiversity in Significant Natural Areas is protected and enhanced.</strong></td>
</tr>
<tr>
<td><strong>Policy 3.2.2</strong></td>
</tr>
</tbody>
</table>
## Road network activities

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Definition</th>
<th>Support/Oppose</th>
<th>Decision Requested</th>
<th>Reason for Decision Requested</th>
</tr>
</thead>
<tbody>
<tr>
<td>13. Definitions</td>
<td>Road network activities</td>
<td>Support</td>
<td>Retain</td>
<td>General alignment of the definition of 'road network activities' will make it more efficient for Auckland Transport to manage roading within Waikato District and across the common boundary.</td>
</tr>
</tbody>
</table>

### Rule 14.12.1(a) P5 for permitted activity standards for road network activities

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<table>
<thead>
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<tbody>
<tr>
<td>Support</td>
<td>Retain</td>
<td></td>
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</tr>
</tbody>
</table>

### Topic: Reverse sensitivity and management of adjoining land uses

<table>
<thead>
<tr>
<th>Plan Section</th>
<th>Support/Oppose</th>
<th>Decision Requested</th>
<th>Reason for Decision Requested</th>
</tr>
</thead>
<tbody>
<tr>
<td>Section 1.5.4(b)</td>
<td>Support</td>
<td>Retain</td>
<td>Strategic recognition that reverse sensitivity.</td>
</tr>
<tr>
<td>Policy 5.3.7</td>
<td>Support</td>
<td>Retain</td>
<td>Policy that recognises types of rural environment activities and avoids and or mitigates the effects of these activities on other sensitive land uses.</td>
</tr>
<tr>
<td>22.3.7.2 Building setback sensitive land use</td>
<td>Support</td>
<td>Retain</td>
<td>Building setbacks create separation for sensitive activities based on zone and site size. Specific rules for sensitive activities are included.</td>
</tr>
<tr>
<td>22.3.7.1 Building Setbacks - All</td>
<td>Support</td>
<td>Retain</td>
<td>Building setbacks create separation for sensitive activities based on zone and site size. Specific rules for sensitive activities are included.</td>
</tr>
</tbody>
</table>
## Topic: Natural Hazards and Climate Change

<table>
<thead>
<tr>
<th>Plan Section</th>
<th>Support/Oppose</th>
<th>Decision Requested</th>
<th>Reason for Decision Requested</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chapter 11</td>
<td>Seek clarification</td>
<td>Retain</td>
<td>Query the value and process for a “stage 2” plan change and how/when it will be included into the plan. What impact will a stage 2 plan change have on provisions included in the proposed plan, particularly those relating to the implications of climate change such as developable areas, floor levels and restrictions on coastal development.</td>
</tr>
</tbody>
</table>
Memorandum

To: Planning Committee and Local Board Chairs
Subject: Upper North Island Supply Chain Strategy: Final report released 12 December 2019
From: Megan Tyler, Chief of Strategy
Contact information: megan.tyler@aucklandcouncil.govt.nz

19 December 2019

Purpose
1. Provide the recommendations from the Upper North Island Supply Chain Strategy (UNISCSC) Working Group’s final report
2. Provide a summary of council staff preliminary views of the final report and the advice to government from Treasury and Ministry of Transport officials that accompanied the report.
3. Summarise Government’s next steps now that the UNISCSC Working Group’s work is complete.

Summary
4. The UNISCSC final report recommends moving Ports of Auckland Limited operations from the Auckland Waitemata waterfront to Northport in Northland
5. The UNISCSC group recommend legislative intervention to action this recommendation if a commercial agreement cannot be made before 1 December 2020.
6. The UNISCSC final report completes the Working Group’s work.
7. Cabinet has asked for more work to be done on both the Northport option and the other options considered by the Working Group.
8. That work will be reported to Cabinet in May 2020.

Context
9. On 9 December 2019 Cabinet received the final report from the independent Upper North Island Supply Chain Strategy Working Group. The Working Group’s final recommendations are attached. No decisions were sought on the future of the Upper North Island Supply Chain.
10. The delivery of the third and final report to Cabinet ends the UNISCSC Working Group’s work.
11. On 12 December 2019 Cabinet proactively released the UNISCSC final report, and accompanying advice on the second and third reports provided by Treasury and the Ministry of Transport independent of the UNISCSC Working Group. All reports are available online here.

Discussion

Auckland Council advice and involvement
12. Auckland Council’s involvement in the UNISCSC process has been limited. In 2017 the Mayor wrote to the Minister for Regional Economic Development with some suggestions on the scope of the study. The Chair of the Working Group presented to a November 2018 meeting of the Upper North Island Strategic Alliance that the Mayor attended; and the Mayor, Deputy Mayor, Planning Committee Chair and Independent Māori Statutory Board Chair also met with the
Working Group in December 2018. The Mayor and others communicated the need for a robust, transparent and evidence-based process that acknowledged Auckland Council ownership of Ports of Auckland Limited (PoAL) on behalf of Aucklanders. The Working Group also met with PoAL and Auckland Transport in late 2018.

13. Council’s requests for the detail or evidence used in the Working Group’s analysis have not been met.

14. Council staff provided Councillors and Local Board Chairs with a memo following the release of the UNISCO second report on 23 October 2019. That memo raised several questions and concerns about the analysis underpinning the UNISCO preferred option of moving PoAL operations to Northport in Northland.

15. Overall, staff were not satisfied that the second report’s analysis and subsequent conclusions could be used to justify the scale of investment suggested by the UNISCO group. The urgency and criticality with which the North Port option is promoted by the Working Group lacks established basis in fact.

The UNISCO final report

16. The third and final report essentially summarises the UNISCO position and recommendations (Attachment 1).

17. In summary, the UNISCO group’s recommendations are:
   - Relocate PoAL operations from the Auckland Waitematā waterfront to Northport in Northland
   - A transition should begin immediately and be fully completed by no later than 2034, fifteen years hence, with a stretch target of 2029
   - Port owners and port companies should be encouraged to reach a commercial agreement to give effect to the recommendation
   - If port owners cannot do so before the 1 December 2020, Government should legislate to give effect to the recommendation.

18. The third report does not address concerns council staff had with the second report. Neither does it expand on the analysis used as the evidence base for the Working Group’s preferred option.

19. The Working Group commissioned a consortium led by Ernst and Young to complete economic and other analysis. The assumptions and modelling that underpin that analysis have not been made available to council.

20. We note that “Treasury requested to be given the full analysis undertaken by EY in order to better understand what assumptions were made. However, the Chair of the Working Group refused the request on the basis the report stands for itself”\(^1\)

21. Council staff agree with advice from Treasury and Ministry of Transport officials that “the methodology behind the analysis is not sufficiently clear and makes it difficult to reach a view on whether the UNISCO Working Group’s findings are supported by a strong evidence base”.

22. Overall, it is the opinion of staff that there is insufficient detail or analysis to be able to determine the feasibility or rationale for the recommendations made by the Working Party.

Cabinet considerations and next steps

23. Cabinet considered the report on 9 December and proactively released the paper, official’s advice and the Working Group’s report on 12 December 2019. The cabinet paper’s

\(^1\) Cabinet paper: Upper North Island Supply Chain Strategy Final Report
recommendations are attached as Attachment 3 and are different to the recommendations of the Working Group.

24. In summary, Cabinet has asked for more work to be done on both the Northport option and the other options considered by the Working Group. In particular, the focus will be on four workstreams:
   1. Logistics and supply chain analysis
   2. Transport analysis
   3. Land use planning and wider economic benefits analysis
   4. Legislative

25. The further analysis requested by Government pertains to the broader set of options for the Upper North Island Supply Chain and is not limited to the UNISCS group’s preferred option.

26. Government indicate that there will be early and open engagement with port owners and port companies, in recognition that central government do not hold all the decision-making rights pertaining to supply chain issues. Auckland Council and PoAL are named as ‘cornerstone’ partners in the cabinet paper.

27. Staff support this and welcome collaboration with Government officials now that the UNISCS group has completed its work. Council staff look forward to engaging with Government officials as they progress a robust, transparent process of evidence-building.

Next steps

28. Government will progress the identified workstreams of analyses.

29. Auckland Council staff are in communication with Ministry of Transport and Treasury officials to coordinate engagement and any assistance we can provide to that process. We expect to be able to provide an update in February on the progress of this work.

30. The four workstreams are expected to report back to Cabinet in May 2020.

Attachments

Attachment 1: The UNISCS final report’s recommendations to Government

1. Ports of Auckland’s CBD freight operation is no longer economically or environmentally viable, and is constrained by landside infrastructure failure. It is in the interests of taxpayers and ratepayers that it be progressively closed and the land it currently occupies be progressively rezoned for higher and better uses.

2. Northport should be developed to take over much or all of Auckland’s existing and projected future freight business.

3. Port of Tauranga’s existing expansion plans should proceed to accommodate growth.

4. Auckland’s cruise ship terminal should be modernised and the Waitematā become a commuter, tourism and recreation harbour.

5. The new two-port configuration should be supported by a rejuvenated North Auckland rail line and spur to Northport, and a new inland freight hub in northwest Auckland to complement and be connected to Metroport in the south.

6. This transition should begin immediately and be fully completed by no later than 2034, fifteen years hence, with a stretch target of 2029.

7. The Government should adopt our strategy as policy immediately and announce a clear timetable for the government infrastructure projects necessary to support it.

8. The Government should give the ports and their owners until 1 December 2020 to reach commercial agreement on how the strategy is to be implemented.
9. The Government should announce a backstop that, if commercial agreement is not reached by 1 December 2020, it will introduce legislation to Parliament to reform the Port Companies Act 1988 and take all other necessary steps to make our recommendations happen.

10. The Government should establish a project implementation capacity to facilitate the commercial negotiations and deliver the strategy. This should be based in Auckland and be led and staffed by people with extensive experience in difficult multi-billion-dollar commercial negotiations and managing major engineering and infrastructure projects, and with proven track records in meeting deadlines and budgets.
Attachment 2: Key considerations for Auckland

1. Auckland Council, on behalf of Aucklanders, owns PoAL outright.
2. PoAL pay an annual dividend to Auckland Council.
3. We have seen no evidence that Ports of Auckland’s CBD freight operation is no longer economically viable as stated by the UNISCS group.
4. It is important to minimise the potential impact of the uncertainty caused by this review on the commercial operations of PoAL as this will impact on future dividends for Auckland Council and the value of the PoAL asset.
5. PoAL and Auckland Council understand that land-side infrastructure capacity is likely to constrain growth of freight throughput in the next 30yrs.
6. PoAL have a 30yr Masterplan, seen by Council, that provides for 30yrs of growth without enlarging the port’s footprint.
7. Auckland Council wishes to ensure that national investment is prudent and directed towards opportunities that will provide the greatest national benefit. Once an investment is made, and given the overall funding available nationally is constrained, there is an opportunity cost. Because any investment directed by an Upper North Island Supply Chain Strategy will be substantive, this emphasizes the need for it to be good value for money as it potentially will crowd out other national investments, some of which could be more directly beneficial for Auckland.

Attachment 3: Cabinet Recommendations

overleaf
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Legislative Implications

48. There are no imminent legislative implications associated with this paper, however one of the work streams proposed in this paper is intended to address the regulatory and legislative issues and risks that might emerge depending upon Cabinet’s future decisions on the Working Groups report.

Impact Analysis

49. Impact Analysis requirements do not apply to the proposals in this paper.

Human Rights, Gender Implications and Disability Perspective

50. There are no human rights, gender or disability implications associated with this paper.

Publicity

51. The Working Group has provided us with its final report. We recommend its report be publicly released following consideration by Cabinet. We also recommend in early engagement with cornerstone partners begin in parallel.

Proactive Release

52. We recommend that this paper is released alongside the public release of the Working Group’s final report.

Recommendations

We recommend that the Committee:

1. note the Working Group’s final report on the Upper North Island Supply Chain Strategy is attached to this paper;

2. note that the Ports of Auckland is not viable as the upper North Island’s key import port in the long term;

3. note that the Working Group recommends the transition to an alternative port arrangement be completed no later than 2034, fifteen years hence, with a stretch target of 2029;

4. agree to release the Upper North Island Supply Chain Strategy Working Group’s final report;

5. agree to a work programme to inform future decisions on the upper North Island supply chain strategy, with Ministers reporting back to Cabinet in May 2020, comprising:

52.1. Logistics and supply chain analysis

52.2. Transport analysis
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52.3. Land use planning and wider economic analysis
52.4. Legislative and regulatory considerations
52.5. Funding and finance
52.6. Governance and commercial considerations
52.7. Stakeholder engagement and communications;

6. note that, as part of the work programme, officials will assess the Working Group’s recommended Northport scenario and other scenarios looked at by the Working Group;

7. note that the Minister of Finance, the Minister of Transport and the Minister of Regional Economic Development will continue to be the lead Ministers responsible for the work programme to May 2020;

8. agree that Ministers initiate engagement with cornerstone partners, comprising, Auckland Council, Ports of Auckland, Bay of Plenty Regional Council, Port of Tauranga, Northland Regional Council, Northport Ltd and Marsden Maritime Holdings Ltd. Withheld to maintain the constitutional conventions which protect the confidentiality of advice tendered by Ministers and Officials.

10. note that funding for this work may be funded from MOT baselines, a Between-Budget Contingency or a combination of both;

11. authorise the Minister of Finance and Minister of Transport to make joint decisions on the immediate funding for the work programme (including whether that funding should be met from the Ministry of Transport baseline, Between-Budget Contingency or a combination of both and establishing and amending the necessary appropriations) up to a maximum of $2 million in the 2019/20 financial year; and

Withheld as information will soon be made publicly available.

Authorised for lodgement

Hon Phil Twyford

Hon Shane Jones
Memorandum

20 December 2019

To: Planning Committee
   Independent Māori Statutory Board

Subject: The Draft New Zealand Rail Plan

From: Ryan Falconer
   Lead Transport Advisor

Contact information: ryan.falconer@aucklandcouncil.govt.nz

Purpose

1. To provide an overview of the background to and content of the Draft New Zealand Rail Plan (the Plan), and analysis of preliminary implications of this Plan for Auckland Council and Auckland Transport.

2. To provide advice on the relevance of the Plan to Auckland and recommend providing informal feedback to the Ministry of Transport in advance of formal engagement in 2020.

Summary

3. The Draft National Rail Plan provides context for proposed reform of rail network planning and investment in New Zealand, integrating rail with the balance of the land transport system and establishing a funding basis from the National Land Transport Fund.

4. The Plan is being publicised simultaneously with proposed legislative change (related amendments to the Land Transport Management Act 2003 and Land Transport Act 1988). This proposed legislative change is addressed in a separate Planning Committee memorandum.

5. The Plan emphasises the planning, funding and operations of both Auckland and Wellington’s metropolitan rail networks and prioritises addressing the needs of both passenger and freight traffic.

6. The Government has invited informal comments on the Plan. The Plan will be out for formal public engagement, alongside the Government Policy Statement on Land Transport, in 2020. However, the Government has invited informal feedback on the plan prior to this. Staff propose providing informal feedback to the Ministry of Transport in January in accordance with the points raised in this memorandum.

7. While the Ministry of Transport has sought and received input from Council staff during preparation of the Plan, the informal feedback period is another opportunity for Council to address matters of importance to Auckland. These include alignment between national rail planning and the Regional Land Transport Plan, and track access agreements.

Context

8. The main purpose of the Draft New Zealand Rail Plan is to provide context for a long-term planning and funding system for rail in a manner relatively consistent with other forms of land transport. It will inform the development of the next Government Policy Statement on Land Transport (GPS) and future budget decisions. The Plan is attached (Attachment one).
9. Since the 1980s, rail planning has been ad hoc and most funding for the nationwide network was made in the form of grants from the Crown. Government applied a strategy of “managed” decline of the national rail network until quite recently. In the 2010s, reinvestment in metropolitan rail has been precipitated by Auckland Council, Auckland Transport and the New Zealand Government, and proposed in the Auckland Transport Alignment Project (ATAP). The current Government Policy Statement for Land Transport (GPS) and National Land Transport Plan (NLTP) include provision for $376M of funding in transitional rail projects; however, this Activity Class is oversubscribed (i.e. there are more projects than funding available).

10. The Plan is a non-statutory document articulating a 10-year vision for rail and a series of planning and investment priorities. The priorities for Auckland’s metropolitan rail networks, articulated in ATAP, are reflected in the Plan. The Plan does not, however, incorporate a complete list of projects that are being considered for investment, nor does it provide funding certainty.

11. Simultaneously with the release of the Plan, the Government initiated legislative change to implement reform. The Land Transport (Rail) Legislation Bill is an omnibus Bill introduced to amend the Land Transport Management Act 2003 and Land Transport Act 1998, enabling establishment of the planning and funding framework for the heavy rail track network for the long term. The Bill is at the Select Committee stage and the formal submissions period commenced on 19 December with closure on 7 February 2020. Staff recommend that Auckland Council submits on this Bill and a separate Planning Committee memorandum deals with this.

12. Over the last 18 months, the Ministry of Transport has engaged intermittently with Auckland Council and Auckland Transport staff regarding rail reform. In the third quarter of 2019, staff were provided with early draft copies of the Plan for review and comment. Much of the feedback provided, including elevating the importance of metropolitan rail passenger operations and priorities and ATAP, was adopted by the Ministry of Transport and is reflected in the draft Plan.

13. Immediate priorities include the third main line between Wiri and Quay Park, Papakura to Pukekohe electrification, accelerated renewals, a new Auckland train control centre, additional rolling stock procurement and associated stabling, cleaning and maintenance facilities, remodelling of Britomart East, and level crossing upgrades and removals.

14. On 22 November, Auckland Council staff summarised a range of issues associated with the reform process in a memorandum to the Chief Executive and Chief of Strategy. This is provided separately for information (Attachment two).

15. Auckland Council can now review and comment further on the Plan in advance of formal engagement, which is proposed for March 2020, concurrently with the draft GPS. Staff recommend that Auckland Council takes the opportunity to provide informal feedback early in the new year given more recent conversations with the Ministry of Transport pertaining to aspects of the proposed rail planning, approvals and funding processes, and possible implications for track access and user charges.

Discussion

16. The Plan articulates the strategic challenges and priorities for rail in New Zealand. The main issues particular to Auckland’s metropolitan rail network are well defined with some exceptions (see below).

Risk of discontinuities between the RLTP and RNIP

17. The particulars of reform proposed to the rail planning and funding framework are articulated in the omnibus Bill and will be reflected in the Rail Network Investment Programme (RNIP) giving effect to the new legislation, if enacted. Auckland Council and Auckland Transport staff have reservations regarding aspects of the framework as they pertain to project definition, prioritisation and decision-making, and track access and charges. These reservations are addressed in the memorandum relating to the omnibus Bill; however, the causes for these reservations should also be acknowledged in the Plan.

Risks of impacts from track-user charges reforms
18. Page 10 of the Plan discusses ownership and operations of Auckland and Wellington’s metropolitan rail networks. Staff propose that content is added to this section of the Plan acknowledging that there are existing track access agreements that provide cost- and access-certainty for both Auckland Transport and Greater Wellington Regional Council. These certainties are essential for metropolitan rail passenger operations being fulfilled.

19. Similarly, staff propose that the provision of sufficient network capacity to fulfil both freight and passenger operations, while respecting existing access agreements, are matters of national significance and should be articulated as such.

20. On pages 21 and 22 of the Plan, the New Zealand Transport Agency (NZTA) needs to assume responsibility explicitly for advising the Minister for Transport how the proposed rail investment programme reconciles with Regional Land Transport Plans (RLTP). According to the planning and funding framework proposed, the RLTP will have been approved when the rail investment programme is assessed, finalised, and approved (see memorandum relating to the omnibus Bill).

21. The footnotes to page 22 of the Plan include that “The intention is not to make changes to these arrangements [track access agreements] in the near term.” This is an insufficient level of comfort and certainty for Auckland Council and Auckland Transport given the importance of these agreements for operation of the metropolitan rail network and our longer-term network and growth planning.

22. On page 32 of the Plan, the increasing conflict is acknowledged between freight and passenger operations on Auckland’s and Wellington’s metropolitan rail networks. This acknowledgement should extend to include that existing track access agreements provide cost- and access-certainty for both Auckland Transport and Greater Wellington Regional Council.

Further comments

23. Page 15 of the Plan defines KiwiRail’s role as a State-Owned Enterprise (SOE). KiwiRail also fulfills a critical public agency role and this should be defined.

24. There are several references in the Plan to the potential for improved planning and rail investment to reduce carbon emissions from the transport sector, relative to relying on road transport to convey passenger and freight traffic. This is consistent with Auckland Council’s declaration of a climate emergency.

25. Staff propose, however, that further electrification of the rail network should not be a post-2031 priority (page 31) given the Government’s enactment of the Zero Carbon Act.

Next steps

26. The Government has invited informal feedback on the Plan ahead of its formal consultation in 2020 alongside the GPS. Given the opportunity to address matters of importance to Auckland, staff propose that informal feedback be provided in January in accordance with the points raised in this memorandum.

27. Staff are happy to meet and discuss these matters with the Planning Committee Chair and Deputy Chair, Independent Māori Statutory Board and Planning Committee members ahead of agreeing the content of any informal feedback provided.

28. As this is an opportunity to provide informal feedback rather than being a formal submission, neither a committee decision nor exercise of a delegation is required.

29. Staff recommend that the Planning Committee invites the Ministry of Transport to present on reform and answer questions pertaining to how risks of reform for Auckland’s rail network are intended to be mitigated.

Attachments

Attachment one: Draft National Rail Plan
Attachment two: November 2019 briefing memorandum for Chief Executive and Chief of Strategy.
The Draft
New Zealand Rail Plan
2019
Ko te pae tāwhiti, whāia kia tata
Ko te pae tata, whāia kia tina!

Seek out the distant horizons, while holding fast to those achievements at hand.
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Foreword
Kupu Whakataki

This draft New Zealand Rail Plan outlines the Government’s vision and priorities for rail. Our long-term vision is for New Zealand’s national rail network to provide modern transit systems in our largest cities, and to enable increasing volumes of freight to be moved off the roads and onto rail.
Enabling alternative transport options for people and freight is a key part of providing a multi-modal transport system. It will support us to achieve the Government’s objectives to reduce carbon emissions, the numbers of deaths on our roads, and congestion, as well as delivering jobs and economic development in our cities and regions.

The freight task in New Zealand is growing, and will continue to grow in nearly all regions. We expect freight tonnage in New Zealand to increase more than 55 percent by 2042, and all parts of the freight system will need to play their part to support this growth. The network has suffered from under-investment, and significant parts of the network are facing a state of managed decline. Over the next decade we need to invest to retain the current level of service from our national network and achieve a reliable and resilient national freight rail network. This will provide a platform for further investment to support growth in rail freight. This requires a long-term commitment to investment in the national freight rail network.

We have already begun the investment required with $1.042 billion of funding to the rail freight network in the Wellbeing Budget 2019. $741 million of that funding is the first phase of investment required to start restoring a reliable, resilient and safe freight and tourism network. The Provincial Growth Fund (PGF) is also contributing funding for regional rail projects to support growth and jobs in the regions.

In our biggest cities we are already seeing the benefits of earlier investment in rail. Significant investment has been made in our metropolitan rail networks in Auckland and Wellington. Passenger growth has continued to outstrip expectations. Increased capacity in Auckland is being provided through $4.4 billion in funding from the Government and Auckland Council in the City Rail Link (CRL) to transform the Auckland network. This is in addition to the funding we have put aside in the current Government Policy Statement on Land Transport. We have allocated $115 million in funding from the National Land Transport Fund (NLTF) to improve our urban rail passenger networks in Auckland and Wellington, and support inter-regional passenger services. The investments we are making in Auckland will help deliver on the Auckland Transport Alignment Project.

With this investment, over the next decade, rail patronage in the Auckland metro network is expected to more than double to over 46 million passenger trips per annum by 2039. Wellington’s public transport is expected to reach 20 million passenger trips by 2039.

However, what is clear is that funding alone will not be sufficient to improve the outcomes we want to see, particularly in freight rail. While the passenger network is already supported through the National Land Transport Fund, the freight rail network has continued to suffer from under-investment and short-term decision-making. We cannot continue to take the current approach to planning and funding rail. This draft Plan is the first product of a new long-term planning and funding system for rail. We are also making changes to the Land Transport Management Act 2003, which will improve integrated planning and investment decisions across road and rail.

This is a significant programme of change for the land transport system. It is important that we start on this journey now to build a better and more integrated transport system.

We welcome your views on this draft Plan through the engagement process in 2020 on the draft Government Policy Statement on Land Transport 2021. Rail is a significant long-term asset, and changes now will positively influence the future of our transport system and the wellbeing of all New Zealanders.
Overview of the draft New Zealand Rail Plan

This is the first draft New Zealand Rail Plan [the draft Plan]. It outlines our long-term commitment to the significant investment needed to achieve a reliable, resilient and safe rail network.

Our strategic priorities for rail are in two parts:
- Part A: Establishing a new long-term planning and funding framework under the Land Transport Management Act.
- Part B: Investment priorities for a reliable and resilient rail network.
  - Strategic Investment Priority: Investing in the national rail network to maintain freight rail, and provide a platform for future investments for growth.
  - Strategic Investment Priority: Investing in metropolitan rail to support growth in our largest cities.

Separate lead investments are being made in regional rail to support regional development and jobs through the Provincial Growth Fund.

This draft Plan is a product of the Future of Rail Review [the Review]. The Review recognised that significant parts of the national rail network are facing a state of managed decline. Investment alone will not allow rail to play the role the Government wants to see it play in the transport system. Alongside remedial investment, a new long-term integrated land transport planning and funding framework for rail is required.

This draft Plan is the first component of the new planning and funding framework for rail. In the past, investment in rail has been made on a year-by-year basis. This is not sufficient when making investments in long-life infrastructure assets such as rail. The draft Plan sets out our intentions for the first decade of investment needed to achieve a reliable, resilient and safe rail network. Our investment priorities will inform the development of the draft Government Policy Statement on Land Transport 2021/22-2030/31 (GPS 2021).

In order to better integrate long-term planning on road and rail investments, we are also making changes to the Land Transport Management Act 2003 (the LTMA). The investment priorities outlined in the draft Plan and GPS 2021 will inform the detailed investment decisions as part of the new planning and funding framework for rail. They will also underpin future Budget considerations for Crown investment. The draft Plan does not provide a definitive list of investments for rail over the next decade, nor does it provide a funding commitment for any of the projects outlined. However, it does send a strong signal of this Government’s commitment to rail to inform future funding decisions.

The Auckland Transport Alignment Project and the Wellington Regional Rail Plan have provided the basis of the investments outlined for the metropolitan rail networks. We will be seeking feedback on this draft Plan as part of the engagement on the draft GPS 2021, which will take place in the first half of 2020. This will allow you to see where funding for rail sits within the overall priorities for the land transport system. It also allows time for councils to consider the priorities we have outlined for rail against their regional priorities. We are also continuing work on the Future of Rail Review, which will support the final Plan.

We will issue the Final Plan, alongside the final of GPS 2021, in the second half of next year. We will refresh and update this Plan alongside the GPS in future years. This will enable us to reflect changes in investment priorities for rail as required. As this is our first draft Plan, we expect it to evolve and develop over time.
The draft Plan has four sections:

1. **Section 1: Strategic Context** – this outlines the contribution of rail to our transport system and broader outcomes, the Future of Rail Review, and why changes are required to our current system.

2. **Section 2: Strategic Priorities for Rail** – this outlines the new planning and funding framework for rail and the investment required to achieve a reliable, resilient and safe rail network, as well as future investment opportunities.

3. **Section 3: Measuring the benefits of investment** – this outlines how we will monitor performance in delivering these investments to ensure they are achieving the outcomes.

4. **Section 4: What next?** – this outlines how these changes will be implemented.

Remedial funding, alongside a new integrated land transport planning and funding framework for rail, will enable rail to play its role in the land transport system and achieve positive social, economic, and environmental benefits for New Zealand. These changes will also provide a platform for KiwiRail to grow as a commercial business.

This Plan and the new planning and funding framework applies to the heavy rail network in New Zealand. It does not apply to light rail investments.

This is the draft New Zealand Rail Plan. We have timed release of this Plan prior to the engagement on the draft of the next GPS, to ensure that our vision for rail can be considered in GPS 2021, and future budget decisions. We welcome your feedback on the draft Plan. We will be undertaking formal engagement on the draft Plan as part of the engagement on the draft of GPS 2021, which will take place in the first half of 2020. Your feedback will help inform the final Plan and GPS, which are due out in the second half of 2020.

Alongside engagement on the draft Plan, we are also progressing amendments to the Land Transport Management Act 2003 (LTMA). The legislative process will allow for public feedback on the changes proposed in the LTMA to enable the new planning and funding framework outlined in Section 2, Part 2.

If you would like to provide feedback ahead of the formal engagement in 2020, you can email: DraftNZRailPlan@transport.govt.nz.

The Ministry will update its website regarding the formal engagement process through the GPS and timelines for formal feedback.
Section one

Strategic Context

Ko tō te Rautaki Horopaki

Rail is an integral part of the transport system in New Zealand

Rail transports people and goods to where they need to go, supporting productivity and business growth, reducing emissions, congestion and road deaths, and strengthening social and cultural connections between communities. It is a key part of a multi-modal transport system for both freight and passengers in New Zealand.

This section outlines the contribution the current rail network makes to New Zealand and why change is required to support the Government’s vision for rail.
Rail contributes significant value to New Zealand

Rail has a long and proud history in New Zealand, stretching back over 150 years. Today, the national rail network consists of 3,700 km of track, covering 18,000 hectares of land, crosses more than 1,300 bridges and includes almost 100 tunnels. The network links most major cities, ports and freight hubs and connects the North and South Islands through the Cook Strait ferries.

Kiwirail owns and operates the rail network in New Zealand and provides freight, tourism and property rail services. KiwiRail has 3,700 staff operating in more than 50 towns and cities across the country; it is a significant employer in New Zealand.

The following types of traffic use the network:
- Import-export freight to and from major ports
- Domestic freight between major cities
- Bulk commodities for processing or export, such as logs and coal
- Passengers on the Auckland and Wellington metropolitan networks
- Freight and passengers across the Cook Strait
- Tourism and other passenger services.

Rail is a key part of New Zealand's freight supply chain and supports distribution of high volumes of goods between key transport nodes. It is also well suited to support mass transit of people in urban areas, and provides rapid transit links as part of our public transport networks in dense urban environments. It serves freight customers, commuters and tourists.

Urban passenger rail services operate in Auckland and Wellington. These metropolitan rail networks, urban passenger, inter-regional passenger and freight trains all share the same rail network.

Rail provides the rapid transit backbone of the public transport systems in these cities, providing access to jobs and shaping urban development and future growth. Auckland Transport (AT) and Greater Wellington Regional Council (GWRRC) are responsible for planning and funding metropolitan rail services in these regions. They own the passenger rolling stock and related infrastructure required to support passenger operations (i.e. station buildings and maintenance depots), and are responsible for procuring the operator of passenger services. Tranz Alpine, Wellington and Transdev Auckland are currently contracted to provide passenger rail services. KiwiRail owns and maintains the network.

Kiwirail provides tourist-oriented passenger services, including the Tranz Alpine, Coastal Pacific and the Northern Explorer. Dunedin Railways operates tourist trains, and a number of heritage operators run charter specials across the national rail network. KiwiRail also operates the inter-regional passenger services between Wellington and Palmerston North, and will operate the Hamilton to Auckland service when it is expected to begin next year.
The national rail network

The bold lines show the major network rail routes, the regular lines show the minor network routes, and dotted lines show mothballed (disused) routes. There are also busy metropolitan networks in Auckland and Wellington used by commuter and freight trains.

North Island Main Trunk

Marton – New Plymouth Line

Wairarapa Line

Stillwater – Ngakawau Line

Midland Line

Main South Line

Kiwirail has 3,700 staff operating in more than 50 towns and cities across the country. It is a significant employer in New Zealand.
Rail delivers positive social, economic and environmental benefits

Rail contributes to the overall wellbeing of New Zealanders, by helping deliver the following outcomes.1

Environmental sustainability
- Moving more people and products by rail will help the transport system play its part in reducing carbon emissions, supporting the Government’s objectives to reduce green house gas emissions overall.
- On average, every tonne of freight moved by rail produces 66 percent less carbon emissions compared with heavy road freight.
- The electrified commuter rail networks in Auckland and Wellington also deliver emissions savings from the efficient mass movement of people and avoided car trips.
- Even greater environmental benefits can be achieved through further investment in rail, for example new modern rolling stock and ferries and further electrification of the rail network.

Healthy and safe people
- The wellbeing of every New Zealander is at the heart of this Government’s vision, and healthy and safe people is a critical outcome for the transport system.
- Increased use of rail transport for passengers and freight will support the Government’s Road to Zero Strategy and aid in reducing road deaths by lowering the number of trucks on the road and by individuals choosing to use public transport as opposed to driving.
- In its 2016 study, EE has estimated that rail eliminates around 371 safety incidents per year by reducing the volume of heavy transport on the road.2

“...In 2016, two or three trains a week were moving containers to and from Midland to the Port. Now, KiwiRail operates up to 16 return services a week from Midland. Not only is this taking at least 120 trucks off the road each day, it is ensuring that containers are moved to and from the Port efficiently without traffic delays and at lowest cost to customers. A number of containers moving through Midland Port never touch the road, making Midland Port a key part of reducing our customers’ carbon emissions and providing a sustainable logistics solution.”
Simon Hunt, Marketing Manager, Lyttelton Port Company, 2015

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1 These five outcome areas are based on the Transport Customer Framework, which identifies what Government is seeking to achieve through the transport system. This framework is available on the Ministry of Transport website via the following link: https://www.transport.govt.nz/multi-modal/key-performance-plans/transport-outcomes-framework

2 The Value of Rail in New Zealand, EE for the Transport Agency (2016)
Economic prosperity

- Rail enables the efficient movement of large volumes of goods and people. Rail enables people in our cities to commute and engage in employment opportunities. Rail connects our ports to regions, enabling goods to get to international markets. This contributes to both national economic productivity and regional economic growth, supporting people, businesses, producers and tourism.
- The freight task in New Zealand is growing, and will continue to grow in nearly all regions. We expect freight tonnage in New Zealand to increase by 55 percent by 2042. This will impact all transport modes.
- At present the national freight rail network is facing managed decline in many areas, making it difficult for it to support this growth. Rail hauled 3.5 billion tonne kilometres of goods in 2017/18, this is approximately 12% of the total freight task (based on tonne kilometres). In recent years rail’s mode share has been impacted by the Kaikoura earthquake, and a reduction in coal traffic.
- Investment in a reliable and resilient rail network will enable it to continue to provide freight services at current levels. It provides a platform for future investment to support growth in freight rail and enable Kiwirail to grow commercially in the long-run.
- In certain sectors, rail’s contribution is significantly higher. Kiwirail hauls 26 percent of all exports, playing a significant role in the movement of dairy products, meat, pulp and paper exports, coal and logs.

- Rail makes a significant contribution to the functioning of our biggest cities with the metropolitan rail networks in Auckland and Wellington providing more than $5 million passenger trips a year.
- Congestion in cities, particularly Auckland, constrains national productivity, reduces people’s access to job markets, and affects people’s health and quality of life. Moving people and goods by rail will help us to manage congestion across the transport system and mitigate these problems. In particular, in Auckland and Wellington, where passenger rail provides an alternative to car journeys for commuters.
- Over 1 million tourist passengers also use the rail network each year, contributing to jobs and prosperity in our regions.
- In addition in financial year 2019, more than 825,000 passengers and 28,000 cars were also carried across Cook Strait on the Interislander ferries. The Interislander also carried nearly 1.2 million lane metres of trucks and 550,000 lane metres of rail freight, including road bridged freight.

Inclusive access

- Metropolitan passenger trains play an important role in providing people with access to places for learning, earning, and participating in society. Rail is one of the most efficient and sustainable forms of mass transit. There has already been significant investment to support patronage growth in Auckland and Wellington over the last decade and we expect this growth to continue.
- Rail networks shape cities, encouraging urban intensification along rail corridors and around passenger rail stations.
- Better long-term planning of rail will support more integrated land-use and transport planning.

Resilience and security

- Rail supports resilience in the transport network and can provide an alternative transport option for both goods and passengers in emergency situations.
- This was highlighted following the Kaikoura earthquake, where the rail line was re-opened first and was able to transport supplies needed to reestablish State Highway One.
- The Interislander ferries also provide a vital lifeline connection for the transportation of people and goods between the North and South Islands.

As part of the new planning and funding framework for rail, we will be monitoring and measuring the benefits of our investments in line with these outcomes. This is discussed further in section 3.

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5 Ministry of Transport, Transport Outlook Future State (November 2017), The Ministry is in the process of updating these projections based on the National Freight Demand Study 2017/18.
6 Ministry of Transport, National Freight Demand Study 2017/18 (September 2018).
In 2016, an EY report quantified the non-monetary societal benefits of rail. This study looked at the benefits generated by rail, including reduced congestion (in Auckland and Wellington), lower emissions, fewer road accidents, and less road damage due to heavy vehicles. The value of these benefits was conservatively estimated at $1.3 billion per annum as outlined below:

The Ministry of Transport is working with EY to update the Value of Rail report to take into account changes in the rail and road network since 2016. The Ministry is also updating previous work on domestic costs and charges of transport.

The total economic value of rail is: $1.47B - $1.54B EVERY YEAR

Total value is derived from:
- $1.3B reduced congestion
- $8.5M reduced emissions
- $60M improved safety outcomes
- $63M reduced road maintenance

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The Value of Rail in New Zealand, EY for the Transport Agency (2016).
Why change is needed

The railway system in New Zealand has faced a number of long-term challenges

The Government is committed to ensuring a resilient and reliable rail network as an integral part of the transport system. A resilient and reliable railway is the first step towards achieving the transport and wider outcomes for New Zealand, and providing a platform for KiwiRail to grow as a commercial business.

The realisation of these benefits has been hampered by a lack of long-term sustainable investment in rail, and inadequate planning and funding frameworks. While there has been past investment in both rail freight and passenger networks, it has not been consistent or sustainable.

This has resulted in a backlog of deferred maintenance and renewals, with significant parts of the national freight rail network facing a state of managed decline.

The history of the railway in New Zealand has also created challenges

Over the last 40 years, rail has experienced a series of changes, which has affected its ability to provide services to support growing freight and passenger demands. Rail has changed ownership models from Government to private and back again:

- **From the late 1800’s to 1982**
  - Rail in New Zealand was mostly controlled by the central Government under the Railways Department.

- **1982**
  - Railways Corporation created as statutory corporation from Railways Department.

- **1993**
  - The rail network was sold for $328 million to a joint New Zealand-US private consortium, led by New Zealand merchant bank FayRichwhite.

- **2002**
  - Auckland metro rail – bought back by the Government for $81 million.

- **2004**
  - Toll takes over Tranz Rail, selling the track infrastructure back to the Government for $1.

- **2008**
  - The Government buys Toll’s rail and ferry assets for $590 million, and reintegrates the business with the rail network infrastructure.

Today KiwiRail operates as a commercial State-Owned Enterprise. KiwiRail has been unable to fully fund the level of investment needed to sustain the full national rail freight network. Many core operational assets are at the end of their economic lives and need to be replaced, for example inter-island ferries, rolling stock and maintenance depots.

Operational restrictions, increased failure rates across the network and unplanned disruptions limit rail’s contribution to the transport network. The full potential for commercial growth in freight and logistics propositions has not been able to be realised. Despite these challenges, the commercial disciplines and focus of KiwiRail have been important to support efficiency in asset management, and to drive commercial returns from the provision of freight, property and tourism services to customers.

In metropolitan areas, demand for passenger rail services has been increasing. Previous investment in rail in Auckland and Wellington has successfully delivered the intended outcomes, and rail patronage growth has continued.

Investment in the metropolitan rail networks is now moving on to the next phase of expansion, as well as addressing any remaining legacy issues.
The Future of Rail Review considered the challenges faced by rail

The Future of Rail Review (the review) considered these challenges and recommended significant changes to the way we plan, fund and invest in rail.

The review recognised that our current planning and funding framework for the rail network:
- involvs short-term funding decisions, which are inadequate for long-lived assets
- isolates road and rail infrastructure decisions from each other, which makes it difficult to deliver a coordinated land transport investment programme.

To realise the wide-ranging and long-term benefits of rail, the review recognised that there needed to be remedial investment, and that this investment should be accompanied by a substantial change to the existing planning and funding frameworks for rail.

The review recommended that rail network investment should be planned and funded under the long-term land transport planning and funding framework in the LTMA. This change will mean a long-term approach to funding the rail network. It will enable rail network investments to be considered as part of a more integrated approach to land transport investment decisions. Over time, this will allow better investments in complementary modes.

Section Two of this plan outlines the new planning and funding framework for rail, and the investment priorities for a remedial investment programme over the next 10 years.
Section two

Strategic priorities for Rail
Ko ngā tino whāinga a te rautaki tereina

Our strategic priorities are in two parts:

- Part A: Establishing a new long-term planning and funding framework under the Land Transport Management Act
- Part B: Investment priorities for a reliable and resilient rail network
  - Strategic Investment Priority: Investing in the national rail network to maintain freight rail, and provide a platform for future investments for growth
  - Strategic Investment Priority: Investing in metropolitan rail to support growth in our largest cities.

This section details each of these strategic priorities.
Part A
Establishing a new long-term planning and funding framework under the Land Transport Management Act 2003

We are changing the way we plan and fund rail in New Zealand by moving from a short-term to a long-term focus. The new approach will see rail network investment decisions taken under the LTMA. This will result in the national rail network being planned and funded alongside the rest of the land transport system, including the road and public transport networks.

These significant changes to the land transport system will take until 2021 to implement and will require amendments to the LTMA. Further information about the timing of implementing the new framework is outlined in Section 4.

The following sections outline how the new planning and funding framework will work in practice, including the roles and responsibilities of key organisations in the framework.
Integrated and long-term planning

Integrated and long-term planning and funding of road and rail investments will:

- improve the transparency of Government investment decisions on the land transport network
- see investments being made on a more mode-neutral basis, for example, road and rail projects will be assessed on a similar national benefits basis
- facilitate a medium to long-term approach towards investment in rail, consistent with other land transport networks, reflecting that rail investment provides benefits long into the future.

This approach provides greater certainty for KiwiRail, local government and other rail participants to enable long-term planning and investment in rail. It should also enable increased customer confidence to support increased volumes on rail, providing commercial and wider benefits.

Agencies with rail responsibilities

The new planning and funding framework will require the Ministry of Transport, Waka Kotahi NZ Transport Agency (the Transport Agency), KiwiRail, Auckland Council, Auckland Transport and Greater Wellington Regional Council to work together to plan and fund New Zealand’s rail network infrastructure. This includes working with other councils who have responsibility for inter-regional rail services.

Planning, operating, and maintaining the rail network and providing the associated freight, tourism and property services remain the core business and responsibility of KiwiRail.

Auckland Transport and Greater Wellington Regional Council will remain responsible for planning and operating the metropolitan passenger services in their regions.

The Ministry of Transport will continue to provide strategic policy advice to the Minister of Transport on rail. This role will include developing the New Zealand Rail Plan (this document) on behalf of the Minister of Transport. The Ministry will also play an important role in coordinating the implementation of the Future of Rail Review, including the new planning and funding framework.

The Transport Agency will be responsible for advising the Minister of Transport on how rail network activities align with the outcomes in the GPS and fit with the overall land transport investment programme. The Transport Agency will be responsible for advising the Minister that the activities represent good value for money. The Transport Agency will also continue to be the rail safety regulator.

The following sections describe the key components of the new framework.
The New Zealand Rail Plan

The Rail Plan is a non-statutory planning document that will guide investment for the rail system over the longer term by setting out the Government’s strategic vision and priorities over a 10-year investment programme.

The Rail Plan will guide investment in the overall rail system, including future National Land Transport Fund (NLTF) and Crown funding decisions. The Rail Plan will also influence the GPS, which is the Minister of Transport issues under the LTMA. The GPS is an important strategic document that governs investment made from the NLTF.

A new funding model for rail

Under the new framework, rail network funding will be channelled through the NLTF with funding coming from NLTF revenue, track users, and the Crown. This will support rail to be funded on the same basis as other land transport modes. This funding will be spent on continuous programmes of maintenance, renewal and management of the network with additional improvement projects considered where an investment case is demonstrated. Rail network activities will be outlined in a Rail Network Investment Programme.

Further work is underway to establish track user charges to ensure KiwiRail and other track users contribute to the cost of the rail network in a fair and transparent way. KiwiRail’s freight and tourism services and ferries will continue to be funded as they are now, from commercial revenue and financing, and Crown investment.

Auckland and Wellington passenger trains and services will also continue to be supported by a number of funding sources, including passenger and council contributions and funding for public transport that comes from the NLTF.

The Crown may also invest for outcomes outside of transport and purchase these directly from KiwiRail or other providers, for example, investing through the Provincial Growth Fund to support regional economic development outcomes, or as the owner of KiwiRail.

Rail Network Investment Programme

Under the proposed planning and funding changes, KiwiRail will be required to develop a 3-year investment programme for the rail network. The Rail Network Investment Programme (RNIP) will also include a 10-year forecast. The Rail Plan, and the funding envelope and signals in the GPS, will guide development of the RNIP.

The Minister of Transport will approve the RNIP. This enables Ministers to take a holistic view of rail investment to ensure it achieves its goals around the restoration of rail. This is particularly important at present, while the Crown is investing separately in KiwiRail to enable intergenerational replacement of key assets, such as locomotives and ferries.

The Transport Agency will be responsible for advising the Minister of Transport on how the proposed RNIP and the activities under it, fit with its broader land transport investment programme under the National Land Transport Programme. This involves confirming that the rail network activities are aligned with the LTMA’s purpose, and the GPS. The Transport Agency will also monitor the delivery of the RNIP.

Funding for continuous programmes, such as renewal and maintenance, will be approved via the RNIP. Assessment of this programme will include consideration of key documents including KiwiRail’s asset management plan. In the near term, the focus of funding is likely to be on continuous maintenance and renewal.

Any significant improvement projects in the RNIP will be assessed by the Transport Agency as they become ready to progress and will then be submitted for Ministerial sign off. This process will help to ensure value for money.

Auckland and Wellington

Auckland Transport and the Greater Wellington Regional Council are major users of the rail networks in Auckland and Wellington because they operate extensive urban passenger rail services, and own rolling stock and station assets. It is essential that investments in the rail network take into account the needs of these urban passenger rail services, as well as freight and inter-regional passenger services that also use the networks. To recognize the need for integrated rail planning in these regions, regional rail network activities will go through their regional land transport planning processes before they are included in the RNIP.

KiwiRail will work jointly with Auckland Transport, Auckland Council and Greater Wellington Regional Council to agree a programme of proposed rail network investment and these activities will be included in each region’s Regional Land Transport Plan. This will create a formal opportunity for the Auckland and Wellington Regional Transport Committees to provide a regional view before the RNIP is finalised, and provide for public consultation on the proposals. KiwiRail will become a non-voting member of these Committees.

This approach to rail investment in the Auckland and Wellington regions will support the development of a better-integrated regional view of transport investments in these metropolitan areas, considering passenger, freight, and inter-regional needs. It is important that the metropolitan networks are planned and funded considering all demands on the network.

The proposed legislation will allow the Auckland and Wellington planning approach to be extended to other regions in future on a case-by-case basis.

The following diagram outlines the new planning and funding framework.

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We recognize that there are existing track access arrangements in place in Auckland and Wellington. The intention is not to make changes to these arrangements in the near term.

Rail network activities refer to what is commonly referred to as “below rail”, such as track, overhead power supply, signals and platforms.
New Planning and Funding System for Rail

Government Policy Statement on land transport (GPS)
Land Transport Management Act
- Sets out the strategic direction for land transport investment, including allocating the National Land Transport Fund to different types of land transport investments
- Approved by the Minister of Transport

New Zealand Rail Plan
Non-statutory – New
- Sets out Government’s 10-year vision and investment priorities for rail
- Issued by the Minister for State Owned Enterprises, the Minister of Finance, the Minister of Transport, and the Minister for Regional Development

Rail Network Investment Programme (RNIP)
Land Transport Management Act – New
- KiwiRail’s 3-year investment programme for the rail network
- Prepared by KiwiRail and approved by the Minister of Transport after considering the Transport Agency’s advice
- Includes Auckland and Wellington network proposals informed by RLTPs

Auckland and Wellington Regional Land Transport Plans (RLTP)
Land Transport Management Act
- Sets out the proposed land transport activities for Auckland and Wellington regions
- Prepared by the Auckland and Wellington Regional Transport Committees and, for the relevant region, approved by Auckland Transport and Greater Wellington Regional Council

Attachment F
Part B
Investment priorities for rail

The new planning and funding framework will support significant investment in rail over the next decade and beyond.

The Government's investment priorities centre on restoring a resilient, reliable and safe freight and passenger rail network for New Zealand over the next decade. This means first focusing our investment on restoring our existing rail network in order to maintain freight rail and passenger rail, and provide a platform for future investment to support growth. This investment is vital to provide confidence and support customer needs in freight and passenger markets, and enable continued growth in rail.

The focus of our investment for restoring a resilient and reliable network is:
- Strategic Investment Priority: Investing in the national rail network to maintain freight rail, and provide a platform for future investments for growth.
- Strategic Investment Priority: Investing in metropolitan rail to support growth in our largest cities.

These priorities will guide investment considered through the new planning and funding framework, and the development of the rail network investment programmes.

In addition, there is investment in some inter-regional services provided from the NLTF, specifically for the Capital Connection from Wellington to Palmerston North, and the Hamilton to Auckland start-up service. Crown funding has also been provided to the mandated 'Hamilton to Auckland InterCity Connectivity business case', which will consider the potential for rapid rail between the two cities.

There are also lead investments through the PGC, including in Northland rail, and tourist rail expansion through the TransAlpine and Coastal Pacific.

This will drive a balanced programme to:
- restore resilience and reliability of core rail freight assets as a foundation for future investment to support growth in the level of freight being carried on the national network, and to enable Northland's commercial growth.
- support current and future growth in Auckland and Wellington metropolitan rail networks by first completing the programme of rail investments committed through ATAP and the NLTF transitional rail funding, and then considering the next tranche of projects.
- support growth in the regions through completing rail investments committed through the Provincial Growth Fund, particularly investments in Northland rail, and then considering the next tranche of projects.
- ensure that safety is enhanced throughout the freight and passenger networks, and health and safety obligations continue to be met.

The following section provides further detail on our investment priorities to restore a reliable and resilient rail network, and potential future opportunities.
Strategic Investment Priority
Investing in the national rail network to maintain freight rail and provide a platform for future investments for growth

Rail is an integral part of freight supply chains in New Zealand and has potential to play a greater role

Rail is an important part of New Zealand’s freight supply chain and helps ensure resilience by providing an alternative transport option for distributors and exporters.

Freight tonnage in New Zealand is expected to increase more than 55 percent by 2042 (from 237 million tonnes in 2013/14 to 386 million tonnes by 2042/43)\(^\text{16}\), and all parts of the transport will need to play their part.

Rail plays a major role transporting New Zealand’s exports, hauling 26 percent of exports to ports.\(^\text{15}\) Rail makes a critical contribution to particular sectors, and in particular regions of New Zealand.

In 2017/18, for example, some 40 percent of dairy product export movements were handled by rail, mostly for export. For meat, the figure was slightly higher at 43 percent. In addition, 76 percent of all pulp and paper exports were carried by rail as well as 100 percent of export coal.\(^\text{15}\) Rail also makes a significant contribution to other areas, such as logs, wood panels and steel.

Rail moves significant freight between the Ports of Tauntona and Auckland, lessening the load on the roads. Up to 3 million tonnes flow between the two regions, both imports and exports.\(^\text{16}\) It also handles containers to and from all major container ports in New Zealand (except Nelson and NorthPort), reducing the demands on the road network and alleviating congestion.

Despite performing well in certain areas, significant parts of the network are facing a state of managed decline.

We need to invest to provide a reliable and resilient rail freight rail network to enable rail to maintain its current services at a reliable level. This investment will provide a platform for future investment to support growth in freight rail. This will take time given the state of the current network and significant investment is required over the next decade or more.

In the long-run shifting freight off the roads and onto rail will have significant safety, congestion and environmental benefits. In particular in terms of environmental benefits, on average every tonne of freight moved by rail delivers a 66 percent reduction in carbon emissions compared with heavy road freight.

> “With rail infrastructure built into many of our manufacturing sites and distribution centres, shifting freight from road to rail is an important aspect of our strategy to reduce carbon emissions from freight transport.”
> 
> Brendan Miller, GM Global Supply Chain Network, Fonterra, 2019

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14 Ministry of Transport, Transport Outlook Future State (November 2017). The Ministry is in the process of updating these projections based on the National Freight Demand Study 2017/18.
16 Kiwirail data and the National Freight Demand Study 2017/18 (September 2018).
16 Ministry of Transport, Freight Information Gathering System.
The Kaimai Tunnel is an example of the benefits of past transformational investment in the rail network. Opened in 1978, and the longest tunnel in New Zealand at 8,979 metres, the Kaimai Tunnel links the Bay of Plenty to the Waikato, Auckland and beyond. It is an essential component of the East Coast Main Trunk rail route between Hamilton and Tauranga, linking key customers such as Fonterra and the Port of Tauranga, and is essential to support Kiwirail’s freight business.

Before the tunnel opened in September 1978, the East Coast Main Trunk route, which passed through the Karangahake and Athenree Gorges, was constrained by its length, difficult grades, and inadequate rail, which prohibited the use of the more powerful diesel locomotives.

The Kaimai Tunnel was constructed to service this increasing traffic between Hamilton and Tauranga. The rail line has brought significant change in the distribution economics of the North Island, conferring regional economic benefits through direct, shortened and speedier rail links. It has reduced travelling times between Hamilton and the Port of Tauranga by approximately an hour and a half, and has enabled heavier trains, running at greater frequencies. This is much safer than putting all this traffic on road, and avoids the use of the difficult road over the Kaimai range.

Today, there are up to 25 weekday freight train movements per day through the Kaimai Tunnel, and up to 19 movements per day during the weekends. Freight transported includes inter-port container traffic, timber and timber products, coal, manufactured goods, and petroleum. The volume of freight goods has grown significantly since its opening, and has now increased to over 5 million nett tonnes in 2018/2019, a rise of almost four times the volume the old route handled in 1978.
Investment pipeline

Over the next decade, the key investment priority will be to restore the freight network to a resilient and reliable state. This will enable a better service offering to freight customers, supporting increased volumes and providing a platform for KiwiRail to grow as a commercial business over time. Intergenerational asset investment is required to address areas of decline and to support a resilient and reliable level of service.

Investment will be required to support a longer-term sustainable programme of maintenance and renewal of the national rail network. Funding will come through the NTF under the new planning and funding framework, with support from the Crown and track users.

In addition, the Crown and KiwiRail will continue to invest in the programme of intergenerational replacement of locomotives, interisland ferries, wagons and shunts, and modernisation of maintenance facilities reaching end of life.

The key priorities for investment over the next decade are:

- network renewals and maintenance programme – investment in tracks, bridges, tunnels and signals across the national network to improve service levels
- level crossing safety improvements
- locomotive and wagon replacement programme – replacing and of life locomotives and wagons with a modern, reliable and efficient fleet
- installation of automatic train protection for all trains operating in metropolitan rail areas and supporting alignment between Auckland and Wellington systems
- mechanical depot upgrades and renewals – improved workshop layout, safety and productivity enhancements and seismic strengthening of a number of maintenance facilities, including Hutt Valley, Auckland and Christchurch
- design and procurement of two ferries to replace the ageing Interislander fleet and associated landside assets, enabling greater reliability, efficiency and resilience for this vital link in the freight supply chain between the North and South Islands
- core asset renewals, such as mechanical overhauls and parts replacement for the existing fleet of locomotives and wagons, freight handling equipment, hoists, generators, and enabling technology.

These investments will be the core focus over the next decade. Investments that relate to Auckland and Wellington metropolitan areas are primarily outlined in the next section.

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Footnote: The investment will be aligned with asset management plans and will support the principal operating as remitters for the network (e.g. axle load, line speed etc.). This covers the current network only, and does not cover extensions to the rail network or major upgrades such as the expansion of rail in Northland. These types of projects will require separate funding beyond the resilient and reliable investment scenario, potentially through the Provincial Growth Fund, which recognises the enabling role of rail in regions.
Future opportunities

There are many opportunities for investment in growth and transformation, to support an increased role for rail in the freight and tourism sectors. Future priorities could include:

- more regional routes and improved logistics hubs
- improved integration and greater resilience in ferry terminals and ports, which could include considering moving the Wellington Ferry Terminal from Kiwihia Wharf to a more resilient site
- additional infrastructure and rolling stock to support growth opportunities and regional initiatives
- more extensive network upgrades to enable accelerated and increased levels of service including:
  - Upper North Island – double track Auckland to Hamilton, re-open Stratford to Okahukura line, increase axle weight to 20 tonnes plus Auckland to Tauranga and 18 tonnes plus elsewhere, complete upgrade of rail in Northland
  - Lower North Island – standardise loop lengths from Palmerston North to Wairarapa
  - South Island – increase axle weight to 38 tonnes plus
- further investments to support the Government’s commitment to emissions reduction, such as further electrification (as discussed in the Case Study).
The transport sector, and rail in particular, presents a huge opportunity to help meet the Government’s commitment to transition to a carbon neutral economy by 2050.

At present, freight carried by rail saves approximately 66 percent of the carbon emissions compared to heavy road transport, so each tonne of freight that moves from road to rail makes a tangible difference to New Zealand’s carbon footprint. There is much more that could be achieved, and choices to be made on whether to pursue a more aggressive carbon reduction strategy.

At present, the most credible low carbon alternative to diesel for maritime long-haul freight is electrification. Further electrification of locomotives requires investment in electrification of the track infrastructure. Due to the cost involved, this kind of investment can generally only be justified on high volume routes, such as the heavily utilised routes of the North Island Main Trunk (NIMT) between Auckland and Wellington, and the East Coast Main Trunk (ECMT) between Auckland and Tauranga. The section of the NIMT between Hamilton and Palmerston North is already electrified.

Outside of these areas, alternative zero-emissions propulsion systems will be considered as the technology and necessary infrastructure develops. Low particulate emission diesels are the only option currently available for KiwiRail’s upcoming South Island locomotive replacement programme. For replacement shunt fleets some sites can consider battery technology.

**2050**

**GOVERNMENT’S COMMITMENT TO TRANSITION TO A CARBON NEUTRAL ECONOMY BY 2050**

**66%**

**FREIGHT CARRIED BY RAIL SAVES APPROXIMATELY 66% OF THE CARBON EMISSIONS COMPARED TO HEAVY ROAD TRANSPORT**
## Strategic Investment Priority

**Investing in the national rail network to support growing freight demand**

### Key Priority

*Restore resilience and reliability to freight and tourism rail assets as a platform for growth*

<table>
<thead>
<tr>
<th>Above or below rail</th>
<th>Investment Priorities 2019-21</th>
</tr>
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</table>
| Above rail          | • Start locomotive and wagon replacement programme (900 wagons)  
                     | • Start mechanical depot upgrades programme  
                     | • Refurbishment of electric fleet  
                     | • Core asset capital renewals |
| Below rail          | • Renewals and maintenance programme for existing network  
                     | • Complete Main North Line reinstatement and resilience |

### Benefits of investment

**Provides platform for growth:**
- Improved resilience, reliability and safety
- Must secure core network first as foundation to add new services
- Provides better service level for customers
- Moves more freight by rail with benefits of reduced congestion, improved safety and lower emissions

**Supports Transport Outcomes Framework:**
- Economic Prosperity
- Environmental Sustainability
- Healthy and Safe People
- Resilience and Security
**Investment Priorities 2021-31**

- Intergenerational replacement of Interislander ships and landside facilities
- Replacement of locomotives and wagons
- Implement automatic train protection
- Mechanical depot upgrades and renewals – including Hutt, Christchurch, and Auckland
- Core asset capital renewals (e.g., facilities, technology, ship and rolling stock renewals, plant and machinery)

- Build resilience and reliability in existing network through expanded renewals and maintenance programme. Investment in tracks, bridges, tunnels and signals across the existing network. Supports uplift in performance against the Asset Management Plan targets over 10 years.
- Public safety – level crossing improvement programme

**Future opportunities**

Future opportunities may include considering:

- more regional routes and improved logistics hubs
- improved integration and greater resilience in ferry terminals and ports
- additional infrastructure and rolling stock to support growth opportunities and regional initiatives
- more intensive network upgrades to enable accelerated and increased levels of service
- further investments to support the Government’s commitment to emissions, such as further electrification.
Strategic Investment Priority
Investing in metropolitan rail to support growth in our largest cities

Rail can provide modern transit systems in our largest cities

The metropolitan rail services in Auckland and Greater Wellington provide vital support for their significant commercial, government, and professional services industries. They also provide important connections for freight, with key connections to the ports.

In these metropolitan rail networks, urban passenger, inter-regional passenger and freight trains all share the same rail network. As use of the network increases, there will be increasing capacity constraints and competing demands for train paths.

The Auckland and Wellington networks have seen unprecedented growth over the last decade, primarily driven by increased use of passenger rail. Between June 2009 and June 2019, total patronage on the Auckland metro network grew from over 7.65 million to 21.39 million per annum – a 160 percent increase in patronage in 10 years.18

Increased capacity in Auckland is being provided through the construction of the CRL and investments planned through the Auckland Transport Alignment Project. These investments, including the third main line between Westfield and Wiri, will allow more trains to operate efficiently and reliably on the Auckland rail network and reduce challenges associated with accommodating passenger and freight trains. As a result of these investments, over the next decade, rail patronage in the Auckland metro network is expected to more than double to over 46 million trips per annum by 2028.19

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18 Auckland Transport rail patronage data and forecasts.
19 Auckland Transport rail patronage data and forecasts.
Case Study
City Rail Link (CRL)

CRL is New Zealand’s largest public transport infrastructure project – a $4.4 billion investment jointly funded by Auckland Council and the Crown. CRL is currently under construction and is scheduled to open in 2024.

CRL will provide a step-change in the capacity of the rail system. When operational, CRL will increase capacity on the entire rail network at least twofold, carrying up to 54,000 passengers an hour at peak times through the CRL tunnel linking Britomart with Mt Eden. This is the equivalent of three Auckland Harbour Bridges or 16 extra traffic lanes into the city at peak times. 10 stations are now being future proofed to accommodate nine-car trains to meet the demands of future growth and passenger numbers.

Passengers will benefit from improved connections to bus services, more frequent trains and reduced journey times. Rail has the ability to move more people more efficiently than other modes during peak traffic periods when congestion is at its highest. In addition, the benefits of CRL go beyond just transport; with job creation, new station development and place-making. Auckland and New Zealand are set to benefit from a world-class infrastructure that supports a growing population and economy.

For more information on CRL visit https://www.cityraillink.co.nz

$4.4 BILLION
A $4.4 BILLION DOLLAR INVESTMENT JOINTLY FUNDED BY AUCKLAND COUNCIL AND THE CROWN

54,000
CRL WILL INCREASE CAPACITY, CARRYING UP TO 54,000 PASSENGERS AN HOUR AT PEAK TIMES

2024
SCHEDULED TO OPEN IN 2024

9
STATIONS ARE NOW BEING FUTURE PROOFED TO ACCOMMODATE NINE-CAR TRAINS
The Wellington metropolitan network has also seen growth over the past decade, from a higher base. Between June 2009 and June 2019, rail patronage grew from 11.8 million trips to more than 14.3 million. Over the last 5 years, peak growth has risen by over 25 percent. If this trend continues, and sufficient capacity is provided, patronage will reach 20 million trips by 2030.

Wellington's patronage growth was driven by a mix of population growth and from strategic investments, including a number of significant investments to improve passenger experience. A key future consideration is the impact of the Let’s Get Wellington Moving (LGWM) investment programme, which includes a range of active mode, public transport and road-based initiatives that are expected to appreciably increase rail network demand.

Improving the attractiveness of public transport is key to achieving modal shift and reducing dependency on private vehicles in our large and fast-growing cities. Rapid transit is the backbone of public transport systems, providing fast, frequent, high-capacity services along corridors that are separated from general traffic and therefore unaffected by road congestion. Aside from Auckland's Northern Busway, rail makes up the entire rapid transit networks of Auckland and Wellington.

There is also growing demand for inter-regional passenger services between our largest urban centres, particularly Hamilton to Auckland and Wellington to Palmerston North, as well as for expanded metro services connecting cities to their surrounding regions. These also impact on the urban networks and what needs to be provided for.

Increasing the capacity and resilience of metropolitan rail networks, while preserving existing access arrangements, is vital to drive more efficient and liveable urban forms. It will help make room for growth and promote active travel. The role of rail in improving our urban areas is more important than ever before.

Spatial planning will play an increasingly important role in ensuring that future growth strategies for cities and regions are led by transport investment. The impacts of spatial planning activities are likely to be seen in the second and third decades, and will be important for considering future opportunities for investment.

In order to address the current and future growth there are a range of options. However, all of the options ultimately require investment. Where investment is made it often can benefit both passenger and freight traffic.

**Wellington Rail Network Patronage Growth**

![Wellington Rail Network Patronage Growth Chart](chart-image-url)
Investment pipeline

There has been substantial investment committed to the metropolitan rail networks in recent years to enable resilient, reliable and safe metropolitan rail networks in Auckland and Wellington.

This includes investment from Auckland Council and Auckland Transport, Greater Wellington Regional Council, and the Crown. Most recently $315 million in funding has been set aside through the NLTF in the Transitional Rail Class in the current GSS.

In line with our commitment to resilience and reliability, our strategic focus for the next decade is to deliver on this programme of investments. Our first priority is to deliver existing committed projects in the NLTF for Auckland and Wellington, and the already committed inter-regional passenger services. Following this, we will consider what more is required to support and enable growth in our urban networks.

This means the investment pipeline for the next decade will focus on delivering:
- the rail programme outlined in the Auckland Transport Alignment Project (ATAP)
- the Wellington Metro Upgrade programme (WMUP)
- enhanced regional services – Hamilton to Auckland and the Capital Connection

Auckland Metropolitan Network

Auckland Council and the Government have worked together with other key stakeholders to develop an aligned strategic approach to planning and investing in Auckland’s transport system. The ATAP package identified investment in Auckland’s rail network (in addition to CRL) over the next decade of approximately $1.6 billion. This comprises rail network upgrades with an estimated combined cost of $940 million, plus $550 million for new trains and stationing.

Investment Priorities

Completion of the CRL will continue to be the top priority for Auckland. The Council and the Crown have jointly set aside $4.6 billion for investment in the CRL. This investment is outside of the new planning and funding framework.

The following other key priorities for rail investment in Auckland metro area were identified in ATAP and are priorities for investment to realise the benefits of the CRL:
- electrification of the line from Papakura to Pukekohe. This will allow the old diesel fleet to be replaced by electric trains, removing the need for passengers to change trains at Papakura. It is also a critical component of investment to facilitate urban development in the Southern Growth Area
- the provision of a third main rail line between Westfield and Pukekohe and an upgrade of Westfield rail junction to better separate passenger and freight services, enabling higher frequencies and improved reliability
- a programme of works to improve safety, resilience and performance of the Auckland rail network, including crossovers, line speed improvements, and remedial track, formation and drainage works.

There are a number of additional priority projects identified in ATAP that will need to be considered to support growth. These include:
- provision of an integrated Rail Management Centre incorporating Auckland Train Control to ensure there is capacity to manage a greater number of services
- progressive improvement and removal of road/rail level crossings to better manage safety risks and address road congestion
- a further order of new trains and stationing, cleaning, and maintenance facilities planned for later in the decade to provide additional capacity, improve train frequencies and to cater for the growth that is expected to follow the opening of the CRL.

These improvements are essential to accommodate increased train frequencies and reduce conflicts between passenger and freight services.

The Council and the Crown have jointly set aside $4.6 billion for investment in the CRL. This investment is outside of the new planning and funding framework.
Future opportunities

The investments identified above are essential and help to complete much of Auckland’s rapid transit network over the next decade. However, with the exception of CRL, these projects do not get rail ahead of the demand curve and further improvements will be required in the medium term.

General enhancements which have a system-wide benefit

Ultimately the capacity constraint is the number of train paths available, which in Auckland’s case means train paths shared between freight, metro, and long-distance trains. The options for creating capacity range from:

- creating new lines to support express passenger services and further separate passenger and freight trains – for example third and fourth main lines.
- reducing the number of locations where slower freight trains conflict with faster metro trains.
- operating more and longer metro trains (for example 9-car units). This will include consideration of corresponding upgrades of stations to provide capacity for additional passenger numbers, in particular key stations such as Newmarket. There will also need to be consideration of additional shelters and grade separated access to provide for all users at stations.
- running trains closer together – which is influenced by the signalling systems and the ability to get people on and off trains quickly.

With growth and increased pressure on capacity, additional investment will need to be considered to support:

- platform capacity – extending platforms to accommodate longer trains, potentially up to the equivalent of 9-car units with associated alterations to track, signalling and overhead lines
- signalling capacity and safety – ETCS level 2 and beyond will be required in future decades to operate trains closer together to increase capacity without diminishing safety.
- traction system resilience and stability – providing additional capacity to support overall network resilience and change some elements of the system operation
- further level crossing grade separation and closure
- progressive fencing and security of the corridor
- additional rolling stock and related storage across the network
- consideration of land purchase to support expansion of existing or future rail corridors, including consideration of grade separation of level crossings.

Support for other potential network enhancements

Investment may need to be considered in the Auckland metropolitan rail area to support forecasted growth from investment north and south of the Auckland network, depending on the outcomes of current studies.

For example, depending on decisions taken following the Upper North Island Supply Chain Study (UNIICS), there will be implications for the Auckland network. This includes upgrades to the North Auckland Line beyond Swanson, likely extra tracks between Swanson and Avondale, and potentially construction of the long-planned rail freight bypass route between Avondale and Onehunga.

The Southern Growth Alliance is also considering what is required to support substantial urban growth in southern Auckland and the northern Waikato. The rail network may require new stations between Papakura and Pukekohe, as well as potentially extending urban passenger rail services beyond Pukekohe to Tuakau/Pokeno.

Wellington metropolitan network

The Wellington metropolitan network has had a series of investments between 2013 and 2017 to replace aging assets. This included the Matangi Electric Multiple Units (EMUs), a new EMU Maintenance Depot and associated aspects of the signalling and power systems to make them “modern EMU capable”.

Since 2014 there has been a series of programs funded and delivered to improve resilience and enable growth in line with the Wellington Metropolitan Rail Upgrade Programme (WMURP). Concurrently there has been other significant complementary investment by EWRE and others in recent times, positioning the rail network as a key part of Wellington’s integrated public transport system.
Investment Priorities

Significant progress has already been made on the Wellington network, including recent investment from the Crown and through Transitional Rail funding from the NLTP. The following programmes (totaling approximately $300 million) are currently funded and underway in the Wellington metropolitan area:

The investments above will deliver capacity and resilience improvements and in particular remove the network’s longstanding vulnerability from the state of the overhead traction system. They were supported for growth investments. These projects have already been funded through the Crown and the Transitional Rail Activity Class in the NLTP. Delivering these projects is the key investment priority in the Wellington metro area.

<table>
<thead>
<tr>
<th>Programme</th>
<th>Primary Scope Overview</th>
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</thead>
</table>
| WMUP II   | • Renewal of traction overhead on Hutt Valley and Johnsonville Lines  
                         • Replacing all remaining 3.3kV signals power supplies with low voltage power  
| WMUP III  | • Catch-up track renewals formation upgrade and drainage upgrade, primarily on Wairarapa Line  
                         • Remutaka and Tawa Tunnels catch up track renewal  
                         • Re-steepling twelve short tunnels  
                         • Slope stabilisation  
                         • Bridge replacement  
| WMUP IV   | Capacity and resilience upgrades  
                         • Trentham – Upper Hutt double track  
                         • Plimmerton Turn back  
                         • Wellington Station approaches – improvements to increase capacity  
                         • Traction Power Supply Upgrade |

In addition, a further emerging resilience and safety investment requirement relates to the Wellington Railway Station building (owned by KiwiRail). The station building is a listed heritage building, but despite some strengthening works over the last 20 years, is currently considered earthquake prone. The likely investment required to bring it much closer to 100% code compliance will be significant and is currently under review.

The role of the station and its potential development as a hub supporting rail, bus and future rapid transport solutions will also need to be considered in light of Let’s Get Wellington Moving. The investment needed to support that will also need to be considered.

Future opportunities

To accommodate current growth and safety expectations the following additional investments will need to be considered in the medium term:

• New trains for Wairarapa and Capital Connection and increase in service frequency (including a new depot and Wairarapa Line capacity and safety upgrades)  
• WMUP V – Signalling improvements and automated train protection  
• WMUP VI – Re-modelling rail approaches to Wellington Station to add capacity

These investments would be parallelised by GNRC-led improvements to platforms and station facilities, coupled with greater integration with other modes of transport.

Beyond that, with growth and increasing pressure on capacity, additional investment may need to be considered to support:

• Reduce length of Kapiti Line North – South Junction single track  
• Provide an additional platform at Wainuiomata  
• New Metro EMU fleets  
• Further grade separation e.g. Kapiti Line to NIMT  
• Wellington Station passenger terminal and building upgrades.
## Investing in urban public transport in our cities

**Key Priority**
Deliver on ATAP and transitional rail programme to support growth in urban public transport

<table>
<thead>
<tr>
<th>Location</th>
<th>Investment Priorities</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Reliable and resilient networks</strong></td>
<td></td>
</tr>
</tbody>
</table>
| Auckland | - Third main line Wiri to Quay Park  
- Papakura to Pukekohe electrification  
- Catch up renewals programme to improve network resilience  
- Asset Management Plan renewals and maintenance  
- New Auckland train control centre |
| Wellington | - WMUP II – Renewal of traction overhead on Hutt Valley and Johnsonville Lines  
- WMUP III – Catch up track renewals, formation and drainage upgrades and slope stabilisation  
- WMUP IV – Capacity and resilience upgrades  
- Annual scheduled renewals and maintenance  
- Seismic compliance – Wellington Railway Station |

### Benefits of investment

- Provides platform for growth:
  - Improved resilience, reliability and safety
  - Provides better service level for customers
  - Supports anticipated growth with benefits of reduced congestion, improved safety and lower emissions

### Supports Transport Outcomes Framework:

- Inclusive Access
- Economic Prosperity
- Environmental Sustainability
- Healthy and Safe People
- Resilience and Security
### Attachment F

**Item 14**

<table>
<thead>
<tr>
<th>Location</th>
<th>Investment Priorities</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Capacity for growth</strong></td>
<td></td>
</tr>
</tbody>
</table>
| **Auckland** | • Progressive improvement and removal of road/rail level crossings to better manage safety risks and address road congestion  
• Britomart East remodelling  
• Pedestrian level crossings  
• New trains and stabling, cleaning, and maintenance facilities |
| **Wellington** | • New trains to replace Wairarapa and Capital Connection carriages and provide for metro growth (including a new depot and Wairarapa Line capacity upgrades)  
• WMUP V – Signalling improvements and automated train protection  
• WMUP VI – Re-modelling rail approaches to Wellington Station to add capacity |

#### Future opportunities

<table>
<thead>
<tr>
<th>Location</th>
<th>Opportunities</th>
</tr>
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</table>
| **Auckland** | • Increased platform capacity – e.g. for 9-car units  
• Signalling capacity and safety  
• Tramway system resilience and stability  
• Further level crossing grade separation and closure  
• Progressive fencing and security of the corridor  
• Additional rolling stock and related storage across the network  
• Completion of the fourth main line – Westfield to Pukete  
• Grade separation Westfield Junction  
• Enhancements North/South NIMT, NAL/Western Line and Southdown to Avondale  
• Hamilton to Auckland service enhancements |
| **Wellington** | • Reduce length of Kāpiti Line North – South junction single track  
• Provide an additional platform at Waikanae  
• New Metro EMU fleets  
• Further grade separation e.g. Kāpiti Line (NIMT)  
• Wellington Station passenger terminal and building upgrades |
Enhanced inter-regional services

Investment Priorities
The priority for regional commuter rail will be to support existing regional services between Hamilton and Auckland, and between Palmerston North and Wellington.

Palmerston North to Wellington
KiwiRail operates an inter-city service, the Capital Connection, between Palmerston North and Wellington, with one return service per day on weekdays. KiwiRail has been running the Capital Connection service since 1993, and has had limited funding from councils for the last four years.

The service runs close to capacity, with approximately 135,000 passenger trips per year, but currently uses older rolling stock which is nearing its end of life and needs to be either refurbished or replaced. A current service short life extension has been funded through the NZTF, with two future longer-term alternatives under consideration:
- replace current assets with Auckland to Hamilton equivalent assets; or
- purchase new longer distance rolling stock.

Hamilton to Auckland
Funding has been committed to a five-year interim rail service (2 returns per day) starting in mid-2020. It will be operated by KiwiRail.

The services will use re-manufactured diesel-hauled carriages terminating initially at Papakura where passengers transfer to Auckland Metro Services. Extending this service to stop at the Puhinui interchange (and then run on to Westfield for servicing as currently planned) is under investigation. The level of service provided will be akin to the Capital Connection in Wellington, with the Hamilton-Auckland service providing a higher level of amenity offering coffee, food, wine, comfortable seats, Wi-Fi and tables.

Crown funding has also been provided to the mandated ‘Hamilton to Auckland InterCity Connectivity business case’, which will consider the potential for rapid rail between the two cities. Among other issues, impacts on line operating capacity will need to be assessed, in particular north of Wiri.
Enabling regional development and connectivity through the PGF

Rail offers benefits to regions through creating jobs, delivering goods to people and ports, moving freight off regional roads and bringing tourists to regions.

Regional New Zealand plays an important role, both socially and economically. The regions generate the bulk of New Zealand’s commodity exports, such as agriculture products, forestry and manufacturing. The Provincial Growth Fund (PGF) is investing in building the connectivity and economic productivity of regions, and ensuring that regions get their fair share of the opportunities that rail can provide.

In addition to the priority investments that will be considered under the new planning and funding framework above, the Government is separately making lead investment in regional rail projects through the PGF.

Investment in regional rail increases throughput of freight and reduces travel times, while improving the resilience and sustainability of the transport infrastructure that connects regions with one another and their exports to markets. It provides opportunities to bring tourists to our regions, and creates jobs and economic development opportunities for regional New Zealand.

As a key transport mode for bulk exports such as forestry products, investment in rail underpins current and future areas of economic opportunity in the regions. Improved intra- and inter-regional transport links can give businesses and investors confidence that they will have reliable access to markets, enabling accelerated business growth and more, higher-paid jobs in the regions. Multimodal freight and distribution hubs offer efficiency gains for freight transport and encourage investment from private enterprise.

The regional focus of the PGF means it has been uniquely placed to invest in transport in the regions, and it has made substantial investments in rail to capture the benefits it offers to those areas. This investment has been focused where it will support regions’ key sectors and exports and have a significant and sustainable impact on their productivity.

**Investment Priorities**

To date, over $560 million from the PGF has been committed to rail projects in the regions. This includes $300 million for regional rail initiatives announced in the Wellbeing Budget 2019. This investment will drive regional economic development and support local employment through delivery of the PGF-funded rail investment programme.

The investment pipeline so far includes the following projects:

- Adding additional capacity and a new premium service to the TranzAlpine, delivering increased high net worth tourist visits to the West Coast and supporting local jobs
- Upgrades to the Coastal Pacific, including additional capacity, a new premium service and an extension to a full 12-month timetable (from existing 7 months)
- Securing land for an intermediate freight hub in Palmerston North – KiwiRail is developing plans for a high-tech, multi-modal freight hub which will help grow Palmerston North’s role as a critical freight distribution centre for the lower North Island
- Whanganui to Castletown rail line upgrade to support resilience and reliability and encourage model shift to rail
- Constructing a log hub in Dannevirke (dependent on the outcomes of an evaluation) and an inter-modal distribution hub in Kawerau
- Refurbishing the Hillside heavy engineering workshop in Dunedin
- North Auckland Line (NAL) repairs and maintenance south of Whangarei to halt the previous state of managed decline and ensure the line remains operational.

**Future opportunities**

Of the PGF funding committed to rail, a balance of $172 million has yet to be assigned to specific projects.

The allocation of this balance will be informed by the final report of the UNICS Working Group. Future opportunities that may be funded by the PGF include:

- Manawatu Pool: Rail Link
- NAL Upgrade to allow for growth
- NAL Upgrade to fully signalled 20 tonne plus axle load.
Enabling regional development and connectivity through the PGF

Drive regional economic development through delivery of PGF funded rail investment programme

1. NORTHLAND RAIL – ESSENTIAL REPAIRS TO NAL
2. CENTRAL NORTH ISLAND FR & HT HUB LAND PURCHASE AND SITE PLANNING
3. NAPIER TO WAIROA RE-OPENED
4. WHANGANUI UPGRADE WORKS
5. DAMDEVILC LOGGING SIDING AND KAWAREAU DISTRIBUTION HUB
6. SOUTH ISLAND TOURISM – COASTAL PACIFIC AND TRANZALPINE ENHANCEMENTS
7. HILLSIDE HEAVY ENGINEERING CAPABILITY
8. IMPROVEMENTS TO REGIONAL NETWORK RESILIENCE AND CAPABILITY

Remainder of $300m PGF rail package announced in Budget 2019 – under review
Benefits of investment

- Supports PGF criteria, particularly:
  - creating jobs, leading to sustainable economic growth
  - enabling Māori to realise aspirations in all aspects of the economy
  - encouraging environmental sustainability and helping New Zealand meet climate change commitments
  - improving resilience, particularly of critical infrastructure and by diversifying our economy.

Future regional growth opportunities

- Northland:
  - Marsden Point Rail Link (Phase III)
  - NAL Upgrade to allow for growth (Phase IV)
  - NAL Upgrade to fully signalled 20 tonne plus axle load (Phase V)

Focused on opportunities that are sustainable commercially over time.
Section three

Measuring the benefits of investment

Me pēhea te whakawāriu i ngā painga huhua noa

We need to monitor our performance in delivering these investments to ensure they are achieving the outcomes of the system.

We will be tracking our investments and the outcomes they are achieving for the transport system and New Zealand. We expect to monitor the benefits realised through our investment in a number of ways. Further work is underway on developing the monitoring framework for rail.

Measuring the achievement of outcomes

Investment in rail is anticipated to deliver:

- increased resilience and reliability of the rail network to enable rail to retain its share of the freight market
- increased capacity in Auckland and Wellington passenger rail networks to support:
  - rail patronage in the Auckland metropolitan network to more than double to over 47 million passenger trips per annum by 2028
  - rail patronage on the Wellington metropolitan network to reach 50 million trips by 2030

It will also contribute to transport system outcomes as outlined in Section 1.

We will report investment levels for rail assets, including maintenance, renewal and improvement of the network.

Further work will occur on the overall monitoring framework as part of the development of the final GPS and the final Rail Plan. In order to ensure a cohesive monitoring and performance framework for the national land transport system, rail activities funding from the NLT will form part of the GPS monitoring framework in future.

Kiwirail reports its performance as a commercial State Owned Enterprise (SOE) in accordance with the expectations of Shareholding Ministers.

Measuring improvements to the network

At a technical level, the improved resilience and reliability of the network will be tracked and monitored.

Investment will be aligned with asset management plans and will support the principal operating parameters for the network (for example axle load and line speed) which will be outlined in the RNP. Detailed operational measures will be developed and included in the RNP with regular reporting on progress.

These measures will reference required levels of service for the national network and metropolitan areas.
Section four

What next?
He aha kei te whai ake?

Feedback on the Plan

Formal feedback will be sought on the draft Rail Plan as part of the engagement process for the draft GPS 2021 which is due to occur in the first half of 2020. We have timed release of this Plan prior to the release of the draft of the GPS 2021, to ensure that our vision for rail can inform its development.

Regions are in the process of updating their key transport planning documents, including their plans for rail. As part of this, they may wish to provide feedback.

We will issue the final Rail Plan alongside the final GPS in the second half of 2020. The final Plan will also provide further information on funding sources and principles to facilitate the ongoing investment in the development of rail, including track user charges to support the NLT. The monitoring framework will also be finalised alongside the GPS.

Alongside engagement on the draft Plan, we are also progressing amendments to the LTMA. The legislative process will allow for an opportunity to provide feedback on the changes proposed to the LTMA to enable the new planning and funding framework outlined in Section 2, Part 2.

If you wish to provide early feedback on the plan before the formal engagement process next year you can email: DraftNZRailPlan@transport.govt.nz

The Ministry will update its website regarding the formal engagement process through the GPS and timelines for formal feedback.

Overall implementation

The changes described in this plan are significant and will take until 2021 to implement. The overall programme will require a significant commitment from all parties involved in the rail activity, particularly from the Ministry of Transport, KiwiRail, the Transport Agency, Auckland Transport, Auckland Council and Greater Wellington Regional Council.

The Ministry of Transport will lead the implementation approach and will work collectively with all agencies to support the implementation.

We aim to implement the overall regime in mid-2021 in line with the next National Land Transport Programme. We intend to introduce legislation giving effect to the new planning and funding framework by the end of this year.

KiwiRail will also start working with Auckland Transport, Auckland Council and Greater Wellington Regional Council to develop the Rail Network Investment Programme. This will occur alongside the legislative changes occurring, in order to align with the next National Land Transport Programme timing.

This is an ambitious two-year implementation period. It will take much longer to fully embed such significant changes, and will require continued refinement over time.
Memo

22 November 2019

To: Stephen Town – Chief Executive, Auckland Council
Megan Tyler - Chief of Strategy, Auckland Council

Copy: Penny Pirrit – Director, Growth & Housing, Auckland Council
Jacques Victor – General Manager Auckland Plan, Strategy & Research, Auckland Council

From: Ryan Falconer – Lead Transport Advisor, Auckland Council
David Hawkey – Head of Growth, Transport and Infrastructure Strategy, Auckland Council
Claire Gomas – Principal Advisor, CCO/ External Partnerships, Auckland Council

Subject: Briefing regarding Ministry of Transport’s Future of Rail (FoR) project

1. Introduction

This memo provides a briefing ahead of next week’s FoR Steering Group meeting and summarises key issues raised by Council and Auckland Transport staff to Ministry of Transport (MoT) relating to the rail sector reform proposals. The briefing outlines key issues for Auckland and future activities anticipated relating to the reform.

2. Future of Rail – basis of reform

The intent of the reform is for rail to be treated largely in a manner consistent with other forms of land transport by enabling funding to support rail infrastructure to flow from the National Land Transport Fund (NLTF) to KiwiRail. The reforms also provide for Ministers to approve NLTF funding for significant rail activities. The reform involves planning and funding changes to the current model. Policy decisions on these matters were made earlier in the year by Cabinet. Legislation amending the Land Transport Management Act (LTMA) 2003 and to give effect to these decisions is expected to go to Cabinet in December and Select Committee in February 2020. Council and Auckland Transport will likely want to submit on this.

In late September 2019, a draft National Rail Plan (NRP) was issued to Auckland Council and Auckland Transport staff for comment. The revised draft NRP is now before Cabinet and anticipated to be advertised pre-Christmas. Appendix A shows the proposed rail planning, funding and approval model. The key changes include KiwiRail being required to develop a Rail Network Improvement Plan (RNIP), which will operationalise the proposed NRP.

The reform scope includes a proposal to introduce Track-User Charges (TUC) for all rail services using the national network. Auckland Transport (and Greater Wellington Regional Council [GRWC]) already pay TUC by contributing a significant share of the costs of operating, maintaining and renewing rail infrastructure in the two metro areas through their respective network access agreements. These costs are funded through a combination of Council rates and funding from the New Zealand Transport Agency (NZTA) via the NLTF (recurring funding for operations).

Auckland Transport pays approximately 75% of the cost of Auckland metro network infrastructure, which will be around $30 million for 2019/20. The charges are based on recovering the full costs of the network, split between passenger and freight on a network usage basis. This is in addition to
the costs of operating metro services, and operating and maintaining stations and trains. The balance is expected to be picked up by KiwiRail's freight services.

MoT has advised Council and Auckland Transport that TUC levied on Auckland Transport will not be reformed as these are a key aspect of access agreements; however, they may be reviewed in future. Importantly, TUC could be amended if, for example, levies for freight and long-distance passenger services outside Auckland are set below full cost recovery. In this case, metro passenger charges in Auckland should be reduced as well.

The network access agreements also provide Auckland Transport and GWRC with a number of rights including mechanisms to agree allocation of network capacity, approval of timetables, and the development of agreed network asset management plans. The Auckland agreement has an 85-year term commencing in 2012 and provides long-term certainty of access to enable investment to be made in trains, stations and passenger services, and City Rail Link. Retaining Auckland's rights through the agreement is therefore essential. Ensuring that NLTF funds flow via the agreement is also important if Auckland Transport is to hold KiwiRail to account for network performance.

Associated with the reform is the commercial structure of KiwiRail and its status as a State-owned Enterprise (SoE). MoT has advised that greater transparency will be established regarding the commercial and public benefit components of KiwiRail's operations; however, we have had no visibility of MoT's proposals in relation to KiwiRail's commercial structure.

3. **Key matters for consideration**

- Council staff support the establishment of a rail activity class (next iteration of the transitional rail class in the current Government Policy Statement [GPS] and NLTF) as this should provide more certainty for investment in the network.
- Essential for Auckland is ensuring continued track access for passenger transport in the Auckland region. MoT has signalled that Auckland's current metro access arrangements will be protected; however, if TUC for freight and long-distance passenger services are established below full cost recovery, then the same needs to be done for metro passenger services.
- Council and Auckland Transport staff have raised concerns as to how the proposed planning and funding decision-making process will address disagreement between the parties. The proposal requires Auckland Transport and KiwiRail to collaborate to produce a joint rail programme for inclusion in the Regional Land Transport Plan (RLTP). KiwiRail will have a representative (non-voting) on the Regional Transport Committee (RTC), which recommends the draft RLTP to the Auckland Transport Board for approval. Subsequently, KiwiRail will finalise its RINP, which will be subject to a different approval and funding process (via advice from NZTA and approval from the Minister for Transport). While the rail programme from the RLTP would be expected to be included in the RINP, KiwiRail would have the ability to amend or reprioritise the programme prior to submission to NZTA. Furthermore, based on advice from MoT, the Minister for Transport will make decisions ultimately regarding investment in significant rail activities in Auckland. This raises the potential for misalignment in planning, funding and delivery. The Working Group has agreed that guidance/ protocols (or an escalation process) needs to be developed to provide for how disputes will be reconciled. We understand that this is not addressed in the draft legislation.

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1 While the guidelines described on this page are anticipated to define 'significant', ongoing ambiguity is a risk for Auckland.

https://auckland-my.sharepoint.com/personal/fofonr_altc_govt_nz/Documents/Projects/Future of Rail/Briefings/Correspondence/191122_Briefing Memo for CE and CoS_Future of Rail_ISSUE.docx
• Nevertheless, there remains risk that RNIP differs to the RLTP in terms of content requiring amendments to the RLTP or causing planning and funding issues for Auckland through the NLTFF. For example:
  o Omissions from or changes to projects in the RNIP compared to RLTP leading to inability for Auckland to access funding
  o Increased competition for scarce funding
  o Consequences for operation of Auckland’s metro rail network because of conditions for regional passenger or freight that were not accounted for in the RLTP.

• We note that Auckland Transport has certain rights of veto under the current access agreement in relation to the approval of timetables, which could be used to prevent services from using the Auckland network. Nevertheless, this would be a last resort and is not a suitable mechanism to resolve fundamental disagreements.

• There will be a requirement that NZTA upskill given their intended role reviewing the RNIP and offering recommendations to the Minister for Transport for capital (not operational) investment. We note the NZTA staff have not been attending the working group meetings. While NZTA and MoT need to ensure they have sufficient resource and capability to manage the planning and funding system, it is important that their roles are clearly defined and that there is no duplication of functions.

• There is ongoing lack of clarity regarding which aspects of KiwiRail’s business will be operated for profit rather than for public good (e.g. KiwiRail properties utilised by the metro passenger system). Auckland Council and Auckland Transport have requested more information from MoT regarding these matters so impacts on our operations can be ascertained.

• There is no resolution yet with regard for funding pathways for land acquisition and land designations. Presently, Council assumes responsibility for land acquisitions (including funding them) to enable future rail investments. NZTA will only contribute funding when capital investment is confirmed. KiwiRail is the body responsible for designating for rail but is currently reluctant to do so because of the assumption of financial responsibility that follows. Reform should include reconsideration of statutory functions and financial responsibilities to reduce the cost imposition on Council and facilitate better network planning. This issue remains to be addressed by MoT.

• Potential in the future for the Auckland access agreement arrangements to be revisited. This has risks as it could undermine significantly the ability for metro passenger rail operations to be maintained and enhanced, and for Auckland Transport to provide certainty for rail investment and its rail operator. Despite its limitations, the access agreement has been one of Auckland Transport’s more effective mechanisms to ensure the delivery by KiwiRail of negotiated access and maintenance service levels. This is a particular risk in future depending on investment requirements, funding availability and pressures arising from both new projects outside of Auckland and KiwiRail’s role as an SoE (e.g. should North Port proceed and place vastly increased freight rail demands on rail infrastructure in Auckland).

4. Future activities

The upcoming reform programme includes:

• Ongoing working group meetings (three-weekly) involving officers from MoT, Auckland Council, Auckland Transport, Greater Wellington Regional Council, KiwiRail and NZTA.
• In December 2019, proposed legislative changes are anticipated to be announced. Auckland Council is expecting to review these changes and will need to consider whether it makes a submission in response.

• Pre-Christmas, the draft NRP is anticipated to be announced publicly

• In early 2020, the Government’s next GPS is anticipated to be announced publicly. Auckland Council is expecting to review and submit on this, and the Ministry expects this to be opportunity for parties to submit also in relation to the draft NRP

• In the new year, preparation will commence of the next (2021-2031) RLTP and the RNIP. Concurrently, aspects of ATAP will be reviewed given emerging priorities (e.g. climate change mitigation policy), and changes to project costs and sequencing.
APPENDIX A – Proposed planning, funding and approval model developed by Ministry of Transport

[Diagram of approval model]

Key:
- Ministers
- Councils and Auckland Transport
- KiwiRail
- NZ Transport Agency

Non-statutory

Regional Land Transport Plan

National Land Transport Programme (approved by NZTA Board)

Rail Network Programme (RNP)

Public

Regional Public Transport Plans

PT Service Proposal

Local Road Networks

Rail Infrastructure Improvements (KiwiRail)

Rail Infrastructure Maintenance and Renewal (KiwiRail)

Other funding sources e.g., Kiwirail retained earnings, shareholder injections, Provincial Growth Fund, Crown.

Subsidy RNT for NZTA funding

NZTA funding approval (NZTA Board)

NZTA funding approval (Minister of Transport)

NZTA funding approval (Minister of Transport)

RAIL INFRASTRUCTURE IMPROVEMENTS (KiwiRail)

Comprises significant upgrades of existing rail network infrastructure and new-build rail infrastructure (including in the metro regions). These are individual projects within the approved programme which are subject to the NZTA Business Case Approach before funding is released.

RAIL INFRASTRUCTURE MAINTENANCE AND RENEWAL (KiwiRail)

Comprises a continuous 3-year programme of maintenance and renewal of existing network infrastructure (including in the metro regions). Delivered as an ongoing task from one NZTA to the next to maintain an adequate customer service level. Does not include proposals that are part of the NZTA Business Case Approach, but expectation that Business Case Approach (if exit) provides for these to be appropriately applied, subject to appropriate input by the Asset Management Plan. Funding provided immediately after approval process.

Track user charge

Track user charge (Council and AT Track Access Charge)
Memorandum

To: Planning Committee
Independent Māori Statutory Board

Subject: Land Transport (Rail) Legislation Bill

From: Ryan Falconer
Lead Transport Advisor

Contact information: ryan.falconer@aucklandcouncil.govt.nz

Purpose
1. Provide an early overview of the background and proposed content of the Land Transport (Rail) Legislation Bill.
2. Advise of implications of this Bill for Auckland Council and Auckland Transport following preliminary analysis of its content, ahead of the development of Council’s submission.

Summary
3. The omnibus Land Transport (Rail) Legislation Bill (the Bill) includes changes proposed to both the Land Transport Management Act (LTMA) 2003 and Land Transport Act 1988. Its objective is implementing a new planning and funding framework for the heavy rail track network owned by KiwiRail by bringing it under the regime set by the LTMA.
4. On 19 December, the Ministry of Transport advised that the Transport and Infrastructure Select Committee is calling for public submissions and the submissions period closes on 7 February 2020. Council’s submission will be reported to the 4 February Planning Committee for approval.
5. The Bill is being published simultaneously with the Draft National Rail Plan. A separate Planning Committee memorandum relates to this draft Plan.
6. A key risk associated with the new framework proposed is of discontinuities between the approved Regional Land Transport Plan (RLTP) and Rail Network Investment Programme (RNIP). The RNIP will be developed by KiwiRail as a requirement of the new legislation.
7. The second key risk is impacts of reform on track access agreements in Auckland and Wellington, despite assurances from the Ministry of Transport that these will be preserved at least in the short-term.
8. To note, Auckland Transport will make a separate but complementary submission on the Bill, dealing with more operational and technical matters.

Context
9. The objective of the Land Transport (Rail) Legislation Bill is to implement a new planning and funding framework for the heavy rail track network owned by KiwiRail by bringing it under the regime set by the Land Transport Management Act (LTMA) 2003. This would establish a long-term planning and funding system for rail in a manner relatively consistent with other forms of land transport – e.g. via the National Land Transport Fund (NLTF). A Rail Network Investment Programme (RNIP) would give effect to the new legislation, if enacted.
10. Since the 1980s, rail planning has been ad hoc and most funding for the nationwide network was made in the form of grants from the Crown. Until recently, Government applied a strategy of “managed” decline of the national rail network. In the 2010s, reinvestment in Auckland’s metropolitan rail has been precipitated by agreements between Auckland Council, Auckland Transport and the New Zealand Government, and proposed in the Auckland Transport Alignment Project (ATAP). The current Government Policy Statement on Land Transport (GPS) and National Land Transport Plan (NLTP) include the provision for $378M of funding in transitional rail projects over the period 2018-2021; however, this Activity Class is oversubscribed (i.e. there are more projects than funding available).

11. The Government published the draft National Rail Plan (the Plan) at the same time as the proposed legislative change. The Plan is a non-statutory document articulating a 10-year vision for rail and series of planning and investment priorities. The Plan reflects ATAP and Auckland priorities.

12. Formal engagement on the Plan is proposed for 2020, alongside the Government Policy Statement on Land Transport (GPS). However, informal feedback is sought in January. A separate Planning Committee memorandum dealt with this.

13. Over the last 18 months, the Ministry of Transport has engaged intermittently with Auckland Council and Auckland Transport staff regarding rail reform. Staff advised the Ministry of Transport on multiple occasions concerns with some aspects of reform particularly, those relating to the processes for development of the Regional Land Transport Plan (RLTP) and RNIP, review and approval of these plans and programmes, and associated funding decisions, and implications for existing track access agreements.

14. On 22 November, Auckland Council staff summarised a range of issues associated with the reform process in a memorandum to the Council’s Chief Executive and Chief of Strategy. It is provided as an attachment for information. The Bill reflects these issues.

15. This memorandum is issued for information in advance of development of a formal submission relating to the Bill. The submission period commenced on 19 December and is open to 7 February 2020. Auckland Council staff are liaising with staff from Auckland Transport who will prepare a separate submission.

16. A separate submission is being prepared by Auckland Transport given they are the road-controlling authority for Auckland and Council staff anticipate their submission delving into significant detail relating to track access and other operational considerations. Council’s submission may be comparatively briefer, focusing on key strategic issues.

Discussion

17. Auckland Council staff identified a range of issues with the Bill following a provisional review and comparison to matters discussed previously with the Ministry. These issues are summarised below, including references to specific clauses in the Bill.

Risk of discontinuities between the RLTP and RNIP

18. The Bill defines the approval pathway for the RNIP, which includes the Minister of Transport in consultation with KiwiRail’s shareholding Ministers. The particulars of this pathway are of key concern to Auckland (and Greater Wellington) given it is a process separate to approval of the RLTP and applications for funding for projects through the New Zealand Transport Agency’s (NZTA’s) typical processes.

19. NZTA assumes responsibility for ensuring consistency – including strategic alignment and delivery of intent - between the RLTP and RNIP. Nonetheless, there are neither legislative requirements proposed to, nor does the Ministry’s draft process diagram (see Attachment three), address how such inconsistencies will be resolved. This means that, hypothetically, a situation could arise where the RLTP and RNIP have conflicting inclusions, meaning a revised RLTP may be required.

20. Staff understand from the Ministry of Transport that changes to the LTMA are intended to apply only to below-track infrastructure. Nevertheless, proposed Section 5A (Meaning of rail activity) creates ambiguity. ‘Railway infrastructure’ may include all rail buildings and structures.
21. Section 6A states: “The matters included in a regional land transport plan under subsection (6)(ga) or (gb) are for the purposes of co-ordinated planning and do not limit or affect the process by which any rail activities or combinations of rail activities may be included or excluded, as the case may be, from a rail network investment programme and its funding processes.” The implications for Auckland are that while preparation of the RNIP should have due regard to negotiations informing and inclusions in the RLTP, it may feature projects not anticipated in the RLTP, omit projects or propose alternative scales or sequencing of investments. The inclusion of rail activities in RLTP may be based on alignment of thinking between stakeholders at a point-in-time and endorsed by the applicable Regional Transport Committee; however, the RNIP may not reflect earlier agreements regarding rail activities and be approved by Ministers in a form that compromises aspects of the RLTP.

22. Similarly, Section 22A (2)b means KiwiRail recommends rail activities to be funded via the NLTF and these are reviewed by NZTA as per Section 22F. These rail activities may or may not align with inclusions and assumptions in the RLTP.

23. Section 22C does not require the Minister of Transport or the NZTA to report on or have specific regard to consistency between the RNIP and the RLTP, unless this is considered as “any other matter the Agency thinks relevant.”

24. Section 22D permits KiwiRail to vary RNIP during its period of currency without obligation to consult with Auckland Transport, Auckland Council or Greater Wellington Regional Council (the latter in relation to Wellington’s metropolitan rail network).

25. Section 102A defines new responsibilities for NZTA, which requires Agency staff to upskill and may cause problems—(differences of opinion) during the deliberative and consultation phases of developing the RLTP. Historically, rail planning and investment activities have been defined and negotiated between Auckland Transport and KiwiRail.

26. Section 105A prescribes that KiwiRail appoints a member to both Auckland’s and Wellington’s Regional Transport Committees; however, these members shall lack voting rights and may not be either Committee Chairs or Deputy Chairs. 

**Risks of impacts of track-user charges reforms**

27. Part 2 proposes changes to the Land Transport Act 1998, which appear to enable reform to track-user charges. Changes to these charges, while not impacting directly on Auckland Transport’s existing contractual arrangements with KiwiRail, may have broader impacts on investment funding and lead to future conflicts-of-interest. These conflicts could relate to both KiwiRail’s dual functions as a State-Owned Enterprise (SOE) and public agency, and track access for different sectors (passenger and freight).

28. Furthermore, the Ministry of Transport advised Auckland Council and Auckland Transport prior to publishing the Bill that existing contractual arrangements may be subject to future review. These matters are of acute concern to Auckland Transport and may have knock-on implications for Auckland Council funding, planning and urban growth.

**Next steps**

29. The formal submission period opened on 19 December and concludes on 7 February 2020. Staff will prepare a draft submission, which will be reported to the 4 February 2020 Planning Committee for approval.

30. Particularly, staff will consider how legislation and the draft RNIP development process could be amended to require reengagement with Auckland Council and Auckland Transport should inconsistencies arise between RNIP and the RLTP. Grounds for reengagement could include addition or removal of projects outside of Auckland should these have material effects on Auckland’s rail network. Staff will consult with Auckland Transport as part of this consideration.

31. Staff are happy to receive input from Planning Committee members whilst the draft submission is being developed in January. Input can be emailed to ryan.falconer@aucklandcouncil.govt.nz.

32. Staff recommend that the Planning Committee invites the Ministry to present on reform and answer questions pertaining to how risks of reform for Auckland’s rail network are intended to be mitigated.
Attachments

Attachment one: Land Transport (Rail) Legislation Bill
Attachment two: November 2019 briefing memorandum for Chief Executive and Chief of Strategy
Attachment three: draft process diagram provided on behalf of the Ministry of Transport.
Land Transport (Rail) Legislation Bill

Government Bill

Explanatory note

General policy statement

The Land Transport (Rail) Legislation Bill (the Bill) is an omnibus Bill introduced under Standing Order 263(a). That Standing Order provides that an omnibus Bill to amend more than 1 Act may be introduced if the amendments deal with an interrelated topic that can be regarded as implementing a single broad policy.

Objective

The objective of the Bill is to implement a new planning and funding framework for the heavy rail track network (the rail network) owned by KiwiRail. This new framework involves bringing planning and funding of the rail network under the land transport planning and funding regime set by the Land Transport Management Act 2003 (the LTMA).

Approach


Part 1: new planning and funding framework for heavy rail under LTMA

Part 1 of the Bill will bring planning and funding of the rail network under the land transport planning and funding regime set up in the LTMA. The LTMA currently deals with the planning and funding of public transport, state highways, road policing, and local roads.

The existing planning and funding framework for the rail network creates uncertainty for the rail business as a result of annual budget processes, and separates road and rail network investment decisions. This has resulted in a short-term focus rather than a long-term strategic planning focus for the rail network, an inability to consider road
and rail investment together, and the absence of an integrated and co-ordinated land transport investment programme.

Under the proposed rail planning and funding framework, funding for the rail network will be channelled through the national land transport fund. A statutory rail network investment programme (an RNIP) will be established, which the Minister of Transport will need to approve in consultation with KiwiRail’s shareholding Ministers. This will allow the rail network to be funded from the national land transport fund.

To promote integration of rail network investment and other land transport investment, the New Zealand Transport Agency (NZTA) will advise the Minister of Transport on how the RNIP fits with the overall land transport investment programme under the LTMA. This advice will be given as part of the RNIP approval processes. KiwiRail will be responsible for providing rail activities funded from the national land transport fund.

**Part 2: charges for use of rail network in Land Transport Act 1998**

Changes will also ensure track users can contribute to the costs of the rail network in a fair and transparent way. A minor amendment to the Land Transport Act 1998 will allow fees and charges established by regulations under Part 11 of that Act to become land transport revenue. This change will allow track user charges, set by regulation to recover rail network costs from track users, to be paid into the national land transport fund. A consequential amendment to the Legislation Act 2012 is required to ensure any regulations that are made for this purpose will be classified as confirmable instruments under that Act.

**Departmental disclosure statement**

The Ministry of Transport is required to prepare a disclosure statement to assist with the scrutiny of this Bill. The disclosure statement provides access to information about the policy development of the Bill and identifies any significant or unusual legislative features of the Bill.


**Regulatory impact assessment**

The Ministry of Transport produced a regulatory impact assessment on 21 August 2019 to help inform the main policy decisions taken by the Government relating to the contents of this Bill.

A copy of this regulatory impact assessment can be found at—

- [https://www.transport.govt.nz/about/governance/ris-bccs/](https://www.transport.govt.nz/about/governance/ris-bccs/)
Clause by clause analysis

Clause 1 is the Title clause.

Clause 2 provides that the Bill, once passed, will take effect on 1 July 2020.

Part 1

Amendments to Land Transport Management Act 2003

Clause 3 provides that Part 1 amends the Land Transport Management Act 2003.

Clause 4 amends section 5 of the LTMA to insert new definitions relevant to new sections 22A to 22G (inserted by clause 11) and to amend the definition of regional transport committee as it relates to Auckland (for the purposes of the amendments in clause 13). A definition of region is also inserted.

Clause 5 inserts new section 5A into the LTMA to define the term rail activity. The definition may be extended or limited by regulations.

Clause 6 amends paragraph (c) of the definition of land transport revenue in section 6 of the LTMA to include an express reference to Part 11 of the Land Transport Act 1998. This amendment relates to the amendment in clause 16. The amendment to paragraph (c) also removes a reference to the Transport (Vehicle and Driver Registration and Licensing) Act 1986. That Act was repealed in 2011.

Clause 7 makes 2 amendments to section 9 of the LTMA. The first authorises the Crown to utilise land transport revenue to fund rail activities or combinations of rail activities approved by the Minister under new section 22E (inserted by clause 11). The second amendment clarifies the Crown, when utilising money from that fund, may apply that money to land transport investment-related strategy and policy activities by the insertion of new paragraph (vva) in subsection 9(2)(b).

Clause 8 amends section 10 of the LTMA to authorise the national land transport fund to be used to pay for rail activities or combinations of rail activities approved by the Minister under new section 22E.

Clause 9 amends section 16 of the LTMA, which relates to the form and content of regional land transport plans. The amendment requires the plans for the Auckland and Wellington regions (and any other region that the Minister so requires under new section 10SA (inserted by clause 10)) to include a list of rail activities that have significance for the region and that are included in the current rail network investment programme or that KiwiRail intends to propose be included in the programme immediately after that (see new section 22A in clause 11).

Clause 10 amends section 19C of the LTMA, which sets out the matters that must be included in a national land transport programme. The amendment requires a programme to also include rail activities or combinations of rail activities that have funding approval under new section 22E.

Clause 11 inserts 7 new provisions into the LTMA, new sections 22A to 22G, which relate to the planning and funding of certain rail activities provided by or on behalf of KiwiRail. New section 22A requires KiwiRail to prepare a programme of activities
(the rail network investment programme) for which it seeks funding from the national land transport fund. The Minister may approve the programme under new section 22B, but only after having consulted KiwiRail’s shareholding Ministers and receiving advice from the New Zealand Transport Agency (NZTA) (defined in the LTMA as the Agency). Once a programme is approved, the rail activities or combinations of activities in the programme are then eligible for funding under new section 22E if the Minister approves their funding (and, again, provided the Minister has consulted KiwiRail’s shareholding Ministers and received advice from NZTA). New section 22G requires KiwiRail to apply a particular procurement procedure to activities funded in this manner.

New section 22E also authorises the Minister to approve funding of urgent or emergency rail activities without following the usual planning and funding framework.

Clause 12 inserts new section 102A into the LTMA, which confers a new monitoring duty on NZTA in relation to the delivery of rail activities approved by the Minister under the new framework (and a corresponding duty on KiwiRail to provide sufficient relevant information so that NZTA can properly fulfil this new obligation).

Clause 13 amends section 105 of the LTMA, which relates to the establishment of regional transport committees. The section will now be subject to the requirements in new section 105A.

Clause 14 inserts new section 105A into the LTMA and requires an additional member to be appointed to certain regional transport committees. The requirement applies to the committees for Auckland and the Wellington region and any other regional committee that the Minister names, by notice in the Gazette. The additional member must be appointed by KiwiRail, but the member has no voting rights and must not preside at any meeting of the committee.

**Part 2**

Amendments to other legislation

Clause 15 provides that clauses 16 and 17 amend the Land Transport Act 1998 (the LTA).

Clause 16 amends section 168 of the LTA, which empowers regulations to be made under the LTA in relation to fees and charges for land transport. The amendment adds to the scope of the regulation-making power to provide that regulations may identify those fees and charges that are to be treated as land transport revenue for the purposes of the LTMA.

Clause 17 inserts new section 168AA into the LTA and imposes procedural requirements on an Order in Council making regulations that prescribe fees or charges that are to be treated as land transport revenue for the purposes of the LTMA, including that the order is a confirmable instrument under section 47B of the Legislation Act 2012.

Clause 18 amends the Legislation Act 2012 to insert a reference to the confirmable instrument provision inserted by clause 17.
**Hon Phil Twyford**

**Land Transport (Rail) Legislation Bill**

Government Bill

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### The Parliament of New Zealand enacts as follows:

1. **Title**
   
   This Act is the Land Transport (Rail) Legislation Act 2019.

2. **Commencement**
   
   This Act comes into force on 1 July 2020.

#### Part 1

**Amendments to Land Transport Management Act 2003**

3. Amendments to Land Transport Management Act 2003
   
   This Part amends the Land Transport Management Act 2003.

4. **Section 5 amended (Interpretation)**
   
   (1) In section 5(1), insert in their appropriate alphabetical order:
KiwiRail means KiwiRail Holdings Limited or any subsidiary of, or successor to, that company

rail activity has the meaning set out in section 6A

rail network investment programme means a rail network investment programme—
(a) prepared by KiwiRail under section 22A; and
(b) approved by the Minister under section 22B (and section 22D, if any variations are included)

region has the same meaning as in section 5(1) of the Local Government Act 2002

shareholding Ministers has the same meaning as in section 2 of the State-Owned Enterprises Act 1986

(2) In section 5(1), definition of regional transport committee, paragraph (b)(i), after “Transport”, insert “(and the person required by section 105A)”.

(3) In section 5(1), definition of regional transport committee, paragraph (b)(ii), after “member”, insert “(and the person or persons required by section 106A)”.

5 New section 5A inserted (Meaning of rail activity)
After section 5, insert:

5A Meaning of rail activity
(1) In this Act, unless the context otherwise requires, rail activity—
(a) means—
(i) any activity provided by KiwiRail (whether itself or on its behalf) that relates to railway infrastructure, railway premises, or rail maintenance vehicles (whether or not self-propelled); and
(ii) any combinations of activities described in subparagraph (i); and
(iii) any activity or combinations of activities specified as a rail activity in regulations made under subsection (3); but
(b) excludes any activity or combinations of activities specified as not a rail activity in regulations made under subsection (3).

(2) For the purposes of subsection (1), railway infrastructure and railway premises have the meanings given in section 4(1) of the Railways Act 2005.

(3) The Governor-General may, by Order in Council made on the recommendation of the Minister, make regulations for the purposes of subsection (1)(a)(iii) and (b).
Part 1 cl 6

Land Transport (Rail) Legislation Bill

6 Section 6 amended (Meaning of land transport revenue)
In section 6(c), replace “Part 1 of the Transport (Vehicle and Driver Registration and Licensing) Act 1986” with “Part 11”.

7 Section 9 amended (The Crown’s authority to incur certain land transport expenses and capital expenditure)
(1) After section 9(2)(a), insert:
   (aa) rail activities or combinations of rail activities up to the amount approved by the Minister under section 22E;

(2) After section 9(2)(b)(iv), insert:
   (iva) land transport investment-related strategy and policy activities;

8 Section 10 amended (National land transport fund)
After section 10(3)(a), insert:
   (aa) rail activities or combinations of rail activities approved under section 22E;

9 Section 16 amended (Form and content of regional land transport plans)
(1) After section 16(6)(g), insert:
   (ga) in the case of the plan for Auckland, a list of rail activities that have significance for Auckland and that are included in the current rail network investment programme or that KiwiRail intends to propose be included in the programme immediately after that, and
   (gb) in the case of the plan for the Wellington region (or any other region whose transport regional committee is named in a notice under section 105A), a list of rail activities that have significance for the region and that are included in the current rail network investment programme or that KiwiRail intends to propose be included in the programme immediately after that, and

(2) After section 16(6), insert:
   (6A) The matters included in a regional land transport plan under subsection (6)(ga) or (gb) are for the purposes of co-ordinated planning and do not limit or affect the process by which any rail activities or combinations of rail activities may be included or excluded, as the case may be, from a rail network investment programme and its funding processes.

10 Section 19C amended (Content of national land transport programme)
After section 19C(e), insert:
   (en) rail activities or combinations of rail activities approved under section 22E; and
11 New sections 22A to 22G and cross-heading inserted

After section 22, insert:

**Rail network investment programme**

**22A KiwiRail must prepare rail network investment programme**

(1) Every 3 financial years, KiwiRail must prepare a rail network investment programme for the following 3 financial years.

(2) Each programme must set out KiwiRail’s recommendations for the rail activities or combinations of rail activities—

(a) to be provided by KiwiRail (whether itself or on its behalf); and

(b) to be funded or partially funded by the national land transport fund in accordance with section 10(3)(aa).

(3) Each programme must—

(a) be prepared by a date set by the Minister; and

(b) include sufficient information to allow the Agency to give advice to the Minister on the matters set out in section 22C; and

(c) include any other information that the Minister requires KiwiRail to provide.

(4) Despite subsection (3)(a), KiwiRail must prepare the first rail network investment programme by 1 July 2021.

**22B Minister must decide whether to approve rail network investment programme**

(1) The Minister must decide whether to approve (or not approve) each rail network investment programme prepared by KiwiRail under section 22A.

(2) The Minister must make reasonable efforts to decide whether to approve a programme by the beginning of the first financial year to which the programme relates.

(3) The Minister must not approve a programme unless the Minister has first—

(a) consulted KiwiRail’s shareholding Ministers; and

(b) considered the Agency’s advice given under section 22C.

(4) The Minister may at any time refer a programme back to KiwiRail with a request that KiwiRail reconsider 1 or more aspects of it.

(5) **Subsection (6) applies if the Minister refers a programme back under subsection (4) and KiwiRail submits a revised programme after the Minister has completed the requirements of subsection (3).**

(6) The Minister must repeat the requirements of subsection (3) unless the Minister considers that the revisions are not significant (or the Minister does not intend to approve the revised programme).
(7) The Minister must notify the shareholding Ministers, the Ministry, the Agency, and KiwiRail of whether a programme has been approved.

(8) A programme approved under this section is to be treated as if it were approved before the start of the first financial year to which it applies.

22C Agency must advise on rail network investment programme

(1) The Agency must give advice to the Minister for the purposes of section 22B(3)(b) on the following matters:

(a) whether the rail network investment programme contributes to the purpose of this Act and is consistent with the GPS on land transport;

(b) whether the Agency is satisfied that the programme includes the following information:

(i) a recommendation on the total amount of the contribution to be made from the national land transport fund under section 10(3)(aa):

(ii) a statement of the specific rail activities or combinations of rail activities to be funded or partially funded using that contribution:

(iii) a statement of the revenue (if any) KiwiRail expects to receive in relation to the activities other than from the fund:

(iv) a financial forecast, for the 10-year period starting from the date on which the programme takes effect, of anticipated revenue and expenditure in relation to the activities:

(c) whether the Agency considers KiwiRail has provided the information that the Minister has required under section 22A(3)(c) (if any):

(d) whether, based on the matters set out in paragraphs (a) to (c), and any other matter the Agency thinks relevant, the Agency considers that the Minister should approve the programme.

(2) The Agency’s advice must be provided by a date set by the Minister.

22D Rail network investment programme may be varied during its currency

(1) KiwiRail may prepare a variation to a rail network investment programme for approval during its currency.

(2) For that purpose, the process for approval set out in section 22B must be followed, and that section and section 22C apply as far as they are relevant and with any necessary modification.

(3) Subsection (2) applies unless the Minister considers the variation is not significant, in which case the Minister must simply approve (or not approve) the variation.
22E Minister may approve funding of rail network investment programme activities

1. The Minister may approve a rail activity or combinations of rail activities to be funded or partially funded by the national land transport fund.

2. The Minister must not approve the funding of an activity or combinations of activities unless:
   (a) the activity or combinations of activities are included in—
      (i) the current rail network investment programme; or
      (ii) any programme being considered for approval under section 22A (and as a parallel process to that approval); and
   (b) the Minister has first—
      (i) considered the Agency’s advice given under section 22F; and
      (ii) consulted KiwiRail’s shareholding Ministers.

3. The Minister may approve a rail activity or combinations of rail activities for funding under subsection (1) without satisfying the requirements of subsection (2) if—
   (a) either or both of the following apply:
      (i) the activity or activities are in the urgent interests of public safety;
      (ii) the activity or activities are necessary to immediately or temporarily repair damage caused by a sudden and unexpected event; and
   (b) the activity or activities will be provided by KiwiRail (whether itself or on its behalf); and
   (c) before making a decision, the Minister has sought advice from the Agency on whether it considers that the Minister should approve the funding.

4. The Minister must notify the shareholding Ministers, the Ministry, the Agency, and KiwiRail of all activities that, under this section, the Minister—
   (a) approves to be funded or partially funded; or
   (b) does not approve to be funded or partially funded.

22F Agency must advise on rail activities to be funded

1. The Agency must give advice to the Minister for the purposes of section 22E(2)(b)(i) on the following matters:
   (a) whether the rail activity or combinations of rail activities are included in the current rail network investment programme or a programme being considered for approval under section 22A;
   (b) whether the activity or combinations of activities take into account—
      (i) any relevant regional land transport plan; and
Part 1 cl 12  
Land Transport (Rail) Legislation Bill

(ii) any national energy efficiency and conservation strategy; and
(iii) any relevant national policy statements or regional policy statements for the time being in force under the Resource Management Act 1991:

(c) whether the activity or combinations of activities will contribute to the purpose of this Act and are consistent with the GPS on land transport;

(d) whether the activity or combinations of activities are efficient and effective;

(e) whether the maximum level of expenditure for the activity or combinations of activities will exceed the maximum level of expenditure for the rail network investment programme as outlined in the GPS on land transport for the financial year concerned;

(f) whether, based on the matters set out in paragraphs (a) to (e), and any other matter the Agency thinks relevant, the Agency considers that the Minister should approve the funding of the activity or combinations of activities.

(2) If the advice relates to activities or combinations of activities included in a programme being considered for approval under section 22A, the Agency must also give advice on whether there is reference to the activities or combinations of activities in the statement required by section 22C(1)(b)(ii).

(3) The Agency must develop, and make it available on its Internet site, 1 or more assessment methods to use when giving advice in relation to the matters set out in subsection (1)(c) and (d).

22G KiwiRail must use specified procurement procedure for delivering certain activities

(1) KiwiRail must approve 1 or more procurement procedures that will apply to the delivery of rail activities and combinations of rail activities funded under section 103(3)(aa).

(2) The procedures must—

(a) be designed to obtain the best value for the money funded under that section; and

(b) be consistent with current all-of-government procurement practices to the extent that they are applicable to the matter.

(3) KiwiRail must consult the Agency before approving the procedures.

(4) KiwiRail and the Agency must each publish the procurement procedures on their Internet sites.

12 New section 102A inserted (Monitoring and reporting on rail activities approved under section 22E)

After section 102, insert:

8
### 102A Monitoring and reporting on rail activities approved under section 22E

1. The Agency must—
   1. monitor the provision of rail activities or combinations of rail activities approved by the Minister under section 22E; and
   2. report on its findings to the Minister.

2. For that purpose, KiwiRail must, when reasonably requested to do so, provide the Agency with sufficient relevant information for the Agency to fulfil those obligations.

### 13 Section 105 amended (Regional transport committees)

After section 105(15), insert:

16. This section is subject to the requirements of extra membership in section 108A.

### 14 New section 105A inserted (KiwiRail representation on regional transport committees)

After section 105, insert:

105A KiwiRail representation on regional transport committees

1. In this section, regional transport committee means—
   1. the regional transport committee for the Wellington region established under section 105 (or a joint committee established under that section that includes members for the Wellington region); and
   2. the regional transport committee for Auckland (as that committee is defined in section 5(1)); and
   3. a regional transport committee to which subsection (8) applies.

2. A regional transport committee must include 1 further member to represent KiwiRail (the KiwiRail member).

3. The KiwiRail member must be appointed by KiwiRail.

4. The KiwiRail member has no voting rights at any meeting of the committee and must not be appointed as the chairperson or deputy chairperson (or by any other process preside at any meeting).

5. The Minister may, by notice in the Gazette, name any other regional transport committee, or the joint regional committee to which that regional transport committee belongs, as a regional transport committee for the purposes of this section, but only if the Minister considers that the consequence of doing so will contribute to the purpose of this Act.
Part 2
Amendments to other legislation

15 Amendments to Land Transport Act 1998

Sections 16 and 17 amend the Land Transport Act 1998.

16 Section 168 amended (Regulations relating to fees and charges for land transport)

After section 168(4)(g), insert:

(h) identify those fees and charges that are to be treated as land transport revenue for the purposes of the Land Transport Management Act 2003.

17 New section 168AA inserted (Certain orders are confirmable instruments)

After section 168, insert:

168AA Certain orders are confirmable instruments

(1) This section applies to regulations made by Order in Council under section 167(1)(j) that prescribe fees or charges to be treated as land transport revenue for the purposes of the Land Transport Management Act 2003.

(2) The explanatory note of the Order in Council must indicate that—

(a) it is a confirmable instrument under section 47B of the Legislation Act 2012; and

(b) it is revoked at a time stated in the note, unless earlier confirmed by an Act of Parliament; and

(c) the stated time is the applicable deadline under section 47C(1)(a) or (b) of that Act.

18 Amendment to Legislation Act 2012

(1) This section amends the Legislation Act 2012.

(2) In Schedule 2, insert in its appropriate alphabetical order:

<table>
<thead>
<tr>
<th>Act</th>
<th>Provision</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Transport Act 1998</td>
<td>167(1)(j) — restriction, only if the regulations prescribe fees and charges that are to be treated as land transport revenue for the purposes of the Land Transport Management Act 2003</td>
</tr>
</tbody>
</table>
Memo

22 November 2019

To: Stephen Town – Chief Executive, Auckland Council
    Megan Tyler - Chief of Strategy, Auckland Council

Copy: Penny Pirrit – Director, Growth & Housing, Auckland Council
       Jacques Victor – General Manager Auckland Plan, Strategy & Research, Auckland Council

From: Ryan Falconer – Lead Transport Advisor, Auckland Council
      David Hawkey – Head of Growth, Transport and Infrastructure Strategy, Auckland Council
      Claire Gomas – Principal Advisor, CCO/ External Partnerships, Auckland Council

Subject: Briefing regarding Ministry of Transport’s Future of Rail (FoR) project

1. Introduction

This memo provides a briefing ahead of next week’s FoR Steering Group meeting and summarises key issues raised by Council and Auckland Transport staff to Ministry of Transport (MoT) relating to the rail sector reform proposals. The briefing outlines key issues for Auckland and future activities anticipated relating to the reform.

2. Future of Rail – basis of reform

The intent of the reform is for rail to be treated largely in a manner consistent with other forms of land transport by enabling funding to support rail infrastructure to flow from the National Land Transport Fund (NLTF) to KiwiRail. The reforms also provide for Ministers to approve NLTF funding for significant rail activities. The reform involves planning and funding changes to the current model. Policy decisions on these matters were made earlier in the year by Cabinet. Legislation amending the Land Transport Management Act (LTMA) 2003 and to give effect to these decisions is expected to go to Cabinet in December and Select Committee in February 2020. Council and Auckland Transport will likely want to submit on this.

In late September 2019, a draft National Rail Plan (NRP) was issued to Auckland Council and Auckland Transport staff for comment. The revised draft NRP is now before Cabinet and anticipated to be advertised pre-Christmas. Appendix A shows the proposed rail planning, funding and approval model. The key changes include KiwiRail being required to develop a Rail Network Improvement Plan (RNIP), which will operationalise the proposed NRP.

The reform scope includes a proposal to introduce Track-User Charges (TUC) for all rail services using the national network. Auckland Transport (and Greater Wellington Regional Council [GRWC]) already pay TUC by contributing a significant share of the costs of operating, maintaining and renewing rail infrastructure in the two metro areas through their respective network access agreements. These costs are funded through a combination of Council rates and funding from the New Zealand Transport Agency (NZTA) via the NLTF (recurring funding for operations).

Auckland Transport pays approximately 75% of the cost of Auckland metro network infrastructure, which will be around $30 million for 2019/20. The charges are based on recovering the full costs of the network, split between passenger and freight on a network usage basis. This is in addition to...
the costs of operating metro services, and operating and maintaining stations and trains. The balance is expected to be picked up by KiwiRail’s freight services.

MoT has advised Council and Auckland Transport that TUC levied on Auckland Transport will not be reformed as these are a key aspect of access agreements; however, they may be reviewed in future. Importantly, TUC could be amended if, for example, levies for freight and long-distance passenger services outside Auckland are set below full cost recovery. In this case, metro passenger charges in Auckland should be reduced as well.

The network access agreements also provide Auckland Transport and GWRC with a number of rights including mechanisms to agree allocation of network capacity, approval of timetables, and the development of agreed network asset management plans. The Auckland agreement has an 85-year term commencing in 2012 and provides long-term certainty of access to enable investment to be made in trains, stations and passenger services, and City Rail Link. Retaining Auckland’s rights through the agreement is therefore essential. Ensuring that NLTTF funds flow via the agreement is also important if Auckland Transport is to hold KiwiRail to account for network performance.

Associated with the reform is the commercial structure of KiwiRail and its status as a State-owned Enterprise (SoE). MoT has advised that greater transparency will be established regarding the commercial and public benefit components of KiwiRail’s operations; however, we have had no visibility of MoT’s proposals in relation to KiwiRail’s commercial structure.

3. Key matters for consideration

- Council staff support the establishment of a rail activity class (next iteration of the transitional rail class in the current Government Policy Statement [GPS] and NLTTF) as this should provide more certainty for investment in the network.

- Essential for Auckland is ensuring continued track access for passenger transport in the Auckland region. MoT has signalled that Auckland’s current metro access arrangements will be protected; however, if TUC for freight and long-distance passenger services are established below full cost recovery, then the same needs to be done for metro passenger services.

- Council and Auckland Transport staff have raised concerns as to how the proposed planning and funding decision-making process will address disagreement between the parties. The proposal requires Auckland Transport and KiwiRail to collaborate to produce a joint rail programme for inclusion in the Regional Land Transport Plan (RLTP). KiwiRail will have a representative (non-voting) on the Regional Transport Committee (RTC), which recommends the draft RLTP to the Auckland Transport Board for approval. Subsequently, KiwiRail will finalise its RNIP, which will be subject to a different approval and funding process (via advice from NZTA and approval from the Minister for Transport). While the rail programme from the RLTP would be expected to be included in the RNIP, KiwiRail would have the ability to amend or reprioritise the programme prior to submission to NZTA. Furthermore, based on advice from MoT, the Minister for Transport will make decisions ultimately regarding investment in significant rail activities in Auckland. This raises the potential for misalignment in planning, funding and delivery. The Working Group has agreed that guidance/protocols (or an escalation process) needs to be developed to provide for how disputes will be reconciled. We understand that this is not addressed in the draft legislation.

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1 While the guidelines described on this page are anticipated to define ‘significant’, ongoing ambiguity is a risk for Auckland.
• Nevertheless, there remains risk that RNIP differs to the RLTP in terms of content requiring amendments to the RLTP or causing planning and funding issues for Auckland through the NLTF. For example:
  o Omissions from or changes to projects in the RNIP compared to RLTP leading to inability for Auckland to access funding
  o Increased competition for scarce funding
  o Consequences for operation of Auckland’s metro rail network because of conditions for regional passenger or freight that were not accounted for in the RLTP.

• We note that Auckland Transport has certain rights of veto under the current access agreement in relation to the approval of timetables, which could be used to prevent services from using the Auckland network. Nevertheless, this would be a last resort and is not a suitable mechanism to resolve fundamental disagreements.

• There will be a requirement that NZTA upskill given their intended role reviewing the RNIP and offering recommendations to the Minister for Transport for capital (not operational) investment. We note the NZTA staff have not been attending the working group meetings. While NZTA and MoT need to ensure they have sufficient resource and capability to manage the planning and funding system, it is important that their roles are clearly defined and that there is no duplication of functions.

• There is ongoing lack of clarity regarding which aspects of KiwiRail’s business will be operated for profit rather than for public good (e.g. KiwiRail properties utilised by the metro passenger system). Auckland Council and Auckland Transport have requested more information from MoT regarding these matters so impacts on our operations can be ascertained.

• There is no resolution yet with regard for funding pathways for land acquisition and land designations. Presently, Council assumes responsibility for land acquisitions (including funding them) to enable future rail investments. NZTA will only contribute funding when capital investment is confirmed. KiwiRail is the body responsible for designating for rail but is currently reluctant to do so because of the assumption of financial responsibility that follows. Reform should include reconsideration of statutory functions and financial responsibilities to reduce the cost imposition on Council and facilitate better network planning. This issue remains to be addressed by MoT.

• Potential in the future for the Auckland access agreement arrangements to be revisited. This has risks as it could undermine significantly the ability for metro passenger rail operations to be maintained and enhanced, and for Auckland Transport to provide certainty for rail investment and its rail operator. Despite its limitations, the access agreement has been one of Auckland Transport’s more effective mechanisms to ensure the delivery by KiwiRail of negotiated access and maintenance service levels. This is a particular risk in future depending on investment requirements, funding availability and pressures arising from both new projects outside of Auckland and KiwiRail’s role as an SoE (e.g. should North Port proceed and place vastly increased freight rail demands on rail infrastructure in Auckland).

4. Future activities

The upcoming reform programme includes:

• Ongoing working group meetings (three-weekly) involving officers from MoT, Auckland Council, Auckland Transport, Greater Wellington Regional Council, KiwiRail and NZTA.
• In December 2019, proposed legislative changes are anticipated to be announced. Auckland Council is expecting to review these changes and will need to consider whether it makes a submission in response.

• Pre-Christmas, the draft NRP is anticipated to be announced publicly.

• In early 2020, the Government’s next GPS is anticipated to be announced publicly. Auckland Council is expecting to review and submit on this, and the Ministry expects this to be opportunity for parties to submit also in relation to the draft NRP.

• In the new year, preparation will commence of the next (2021-2031) RLTP and the RNIP. Concurrently, aspects of ATAP will be reviewed given emerging priorities (e.g. climate change mitigation policy), and changes to project costs and sequencing.
APPENDIX A – Proposed planning, funding and approval model developed by Ministry of Transport

Key
Ministers
Councils and Auckland Transport
Investor
NZ Transport Agency
Attachment G

Item 14

DRAFT

Scoping contents of RNP Planning and Investment Guide

RNP Planning and Investment Guide: development (NZTA/ITMA/AltaRail and
Government engagement with ATAC and STARC over metro processes)

Legislative processes

Enabling legislation enacted

KenRail proposes:
Asset management plan
KenRail develop:
Costation model
Financial separation agreed

KenRail and AT, OC and STARC joint development RLTIP and
Indicative rail programme

AROG (all activities) of significance to region that are in
RORP

Decline of rail activities of significance to region that are in
RORP

Draft RLTIPs
Approved for reference for ATACs

Public consultation on RLTIPs

Development of programmes by RLTIPs

Draft Rail Plan released
Draft GSP released
GSP and Rail Plan released

FV 2019/20

Dec
Jun
Jul

Satisfied RLTIP contributes to ITMA
Satisfied RLTIP consistent with GSP

Rail corridor improvements - alternative LTP objectives and the
Feasibility and affordability of each

How taken into account: energy efficiency and
Community strategy.
DRAFT Process as outlined in the Land Transport Management Amendment (Rail) Bill

As at 3 Nov 2019

**Planning Committee**
04 February 2020

**Attachment G**

**Item 14**
Memo

To:     Planning Committee
cc:
From:   Tian Liu, Planner – Plans and Places

Subject: Auckland Council’s input into the government’s ‘Implementation of the Globally Harmonized System of Classification and Labelling of Chemicals, Revision 7 (2017)’

Context/Background

The Environmental Protection Authority consulted on proposed changes to update New Zealand’s current hazardous substance classification system to Revision 7 (2017) of the Globally Harmonized System of Classification and Labelling of Chemicals (GHS). Submissions on this consultation were open for public submission from 29 October 2019, with a closing date of 9 January 2020.

Summary of the Consultation Document

The consultation document outlines the five proposals to issue a new Classification Notice. These are:

- Proposal 1: Updating the existing HSNO classification system to the GHS 7
- Proposal 2: Adoption of building blocks from GHS, including specific building blocks that are not proposed to be adopted
- Proposal 3: Incorporating the classification criteria for mixtures contained within the GHS into the Classification Notice by reference
- Proposal 4: Implementing a classification category for substances that are ecotoxic to the terrestrial environment
- Proposal 5: Including an additional two-year transitional period in the Labelling, Safety Data Sheet, and Packaging Notices, on top of the four-year transitional period currently provided for

Council’s Feedback Process

Input on the questions raised in the consultation document had been sought and obtained from the following Council departments:

- Plans and Places
- Resource Consents
- Licensing & Regulatory Compliance
- Auckland Plan Strategy & Research
A meeting was held on 16 December 2019 to discuss the key points Council would like to make on the proposal and a draft version of the submission was circulated the following day by Plans and Places to allow for the incorporation of any edits or additions from the rest of the Council staff.

The final wording of the submission is attached as Appendix 1. This was be submitted on 8 January 2020 via the online form system as requested by the EPA.
Appendix 1

Proposal 1 - To update the existing HSNO classification system by issuing a new EPA Classification Notice, which will incorporate GHS Revision 7 (2017) by reference.

1. Do you agree with our proposal to update the HSNO classification system by issuing a new EPA Classification Notice that will incorporate GHS revision 7 (2017) by reference? Please provide your reasons.

Auckland Council generally supports the proposal to update the existing classification system. We agree with the view that this will allow New Zealand’s hazardous substances classification system to align with international classification system, improve efficiency in chemical management and the effectiveness of the HSNO Act.

2. Do you agree with our proposal to discontinue the current HSNO classification framework and numbering system, noting that the current system will still be referred to in guidance material? If not, please provide your reasons.

We support the discontinuation of the current HSNO classification framework and numbering system.

3. Are you aware of any benefits or costs involved in adopting the GHS 7 that are not outlined in Section 3 of this document?

We note that there are likely to be costs for territorial local authorities to carry out plan changes to incorporate the proposed classification system within their relevant plans, as well as costs associated with training staff for consenting and compliance purposes. We welcome assistance from central government in reducing the flow on effects of any such costs.

4. Do you have any other comments you would like to make on the proposal to adopt the GHS 7?

The Auckland Unitary Plan (Operative in Part) (referred to as AUP hereafter) has a chapter specifically on hazardous substances (Chapter E31). This chapter addresses the potential adverse effects (specifically risk) of the use of land for the use, storage, or disposal of hazardous substances in Auckland. As a result, Auckland Council has the following comments relating to the implementation of the proposal, should the new classification system be adopted:

- As part of the Resource Management Amendment Act 2017 (RMAA 2017), sections 30 and 31 of the Resource Management Act were amended to remove the control of hazardous substances as an explicit function of Councils. We seek clarification on how the proposed reforms will interact with the RMAA 2017.

- As a result of the RMAA 2017, Councils were not required to make immediate changes to their plans but would implement this amendment when they review their plans and policy statements. We seek clarification on whether the adoption of the proposed classification system triggers the need for Council to review the AUP and Auckland Regional Policy Statement in advance of the next scheduled review timeframe (i.e. seven years from now). If this is the case, Chapter E31 of the AUP would require major amendments and as part of this process, Auckland Council would need to determine whether it would seek to impose additional controls on hazardous substance use under the RMA, beyond that covered by the existing HSNO and Worksafe controls.

- Clear transitional provisions will be required to cover the transition between the existing and proposed classification systems as this will affect how the AUP provisions are interpreted and administered. This is particularly important if it is determined that the proposed reform will trigger the review requirements introduced under RMAA 2017 as described above.
• The majority of Chapter E31 of the AUP directly reflects the categories from the HSNO Act 1996. However, Chapter E31 also refers to categories that are not included in the HSNO Act 1996 as well as those HSNO categories that do not have a corresponding counterpart in GHS Revision 7 (as discussed in Proposal 4). Considering these differences, we seek clarification on whether the change from the current classification to the proposed classification would be automatic or whether a formal plan change under Schedule 1 of the Resource Management Act 1991 would be required.

• We also seek clarification on how the Environmental Protection Agency has taken into consideration Māori interests and the Principles of the Treaty of Waitangi in developing the proposal as this has not been specifically detailed in the consultation document.

Proposal 2 - Adoption of building blocks from the GHS.

5. Do you agree with proposal 2a, to not adopt the GHS acute toxicity Category 5 (HSNO 6.1E) if not, why not?

We generally support this proposal.

6. Do you agree with proposal 2b, to not adopt the GHS skin irritation Category 3 (HSNO 6.3B) if not, why not?

We seek further information on the consequences of this change, particularly examples of substances that will not be classified as hazardous (skin irritation) under HSNO, and what this means for New Zealand products and chemicals that are being handled internationally.

7. Do you agree with proposal 2c, to not adopt the GHS aspiration hazard Category 2? If not, why not?

We generally support this proposal.

8. Do you agree with proposal 2d, to adopt all seven GHS categories for substances hazardous to the aquatic environment, i.e. GHS Acute 1- 3 and Chronic 1-4? If not, why not?

We generally support this proposal.

9. Do you have any other comments on the building blocks we have proposed to adopt?

We note that in the consultation documentation it appears that the EPA proposes to not adopt the category from GHS Revision 7 relating to hazardous substances to the ozone layer. However, the decision to defer its adoption has not been specified as a proposal in the list that has been provided.

Proposal 3 - The classification criteria for mixtures contained in the GHS will be incorporated into the EPA Notice by reference. Where optional concentration cut-off values are provided for, it is proposed that the values as listed in Table 2 will be included in the Classification Notice.

10. Do you agree with our proposal to adopt the lower level of concentration cut-off values for classification as outlined in Table 2? If not, please provide your reasons.

We have no comment on this matter.

11. Do you envisage any issues with implementing these values? If so, please outline these issues.

We have no comment on this matter.

Proposal 4 - Implement a single classification category for substances that are ecotoxic to the terrestrial environment.
12. Do you agree with our proposal to replace the current HSNO subclasses for terrestrial ecotoxicity (9.2, 9.3 and 9.4) and 9.1D biocides with a single category for "substances that are ecotoxic to the terrestrial environment", and for that category to be applied only to agrochemicals or related substances, as defined in Appendix 1?

We have no comment on this matter.

13. Can you envisage any issues with implementing this proposal? If so, please outline these.

We have no comment on this matter.

Proposal 5 - To include a two year transitional period in the Labelling, Safety Data Sheet, and Packaging Notices, on top of the four year transitional period currently provided for that is due to expire in December 2021.

14. Do you consider an additional two year transitional period for labelling, safety data sheet, and packaging requirements is adequate? Please provide your reasons.

We have no comment on this matter.

15. Do you have any comments relating to the proposed consequential amendments, including the revocation of the Minimum Degrees of Hazard Notice?

We have no comment on this matter.
Memorandum

To: Auckland Council Planning Committee.

From: Jacques Victor, General Manager, Auckland Plan Strategy and Research

Subject: Auckland Council submission on Waikato District Growth and Economic Development Strategy – Waikato 2070

Contact Information: luke.carey@aucklandcouncil.govt.nz or sanjay.bangs@aucklandcouncil.govt.nz

Purpose

- To inform all elected members of Auckland Council’s submission on the draft Growth and Economic Development Strategy for Waikato District, Waikato 2070.

Summary

- Council staff have prepared a submission on the Strategy, which is attached to this memo.
- The submission has been approved under delegated authority by the Deputy Mayor and Chair of the Planning Committee, as per the earlier memo circulated 12 December 2019. The approved submission was forwarded to Waikato District Council on 24 January 2020.
- Council’s submission is focused on areas of the Strategy where additional information could be included to provide greater clarity and reduce uncertainty, thereby improving alignment between delivery agencies.

Context

- The draft Growth and Economic Development Strategy, Waikato 2070 takes an integrated approach to planning for future growth in the Waikato District by addressing economic and community development focus areas together with future land use and infrastructure planning.
- A copy of the Strategy is attached as Attachment A.
- The Strategy will help to deliver on Waikato District’s contribution to the region’s Future Proof Growth Strategy and spatial plans developed through the Hamilton to Auckland Corridor Plan.
- The Strategy includes a development plan for each settlement in the district outlining the location of future growth areas and the indicative uses. The Strategy also looks at development timeframes for each future growth area.
- Waikato District Council is also undertaking a review of its district plan, which is currently at the hearing stage. It is uncertain how this Strategy fits with the district plan review.
Discussion

- Auckland Council has been participating in and supporting various north Waikato planning initiatives in recent months, including the Hamilton to Auckland (H2A) corridor work programme and the expanded Future Proof partnership. In July 2018, Auckland Council submitted on the proposed Waikato District Plan.

- Submissions on Waikato 2070 close on 24 January 2020. The original closing date for feedback was extended during the submission period by one week.

- Council staff have prepared a submission on the Strategy. Auckland Council’s submission is attached to this memo as attachment B.

- The submission has been approved under delegated authority by the Deputy Mayor and Chair of the Planning Committee, as per the earlier memo circulated 12 December 2019 (Attachment C). The approved submission was forwarded to Waikato District Council on 24 January 2020.

- Council’s submission is focused on areas of the Strategy where additional information could be included to provide greater clarity and reduce uncertainty, thereby improving alignment between delivery agencies.

- Council’s submission also addresses cross boundary issues such as the provision of social and community facilities and ensuring enough business-zoned land is identified in appropriate locations to support future employment needs.

- We thank those who have provided feedback on the Strategy.

- If you have any queries, please contact either Luke Carey luke.carey@aucklandcouncil.govt.nz or Sanjay Bangs sanjay.bangs@aucklandcouncil.govt.nz.

Attachments


Attachment B: Auckland Council submission on Waikato 2070.

STATEMENT OF PROPOSAL

WAIKATO 2070
DRAFT GROWTH AND ECONOMIC DEVELOPMENT STRATEGY

waikatodistrict.govt.nz
0800 492 452
This Statement of Proposal is made for the purposes of Sections 83 of the Local Government Act 2002.

IT INCLUDES:
- Background to the proposal
- Reasons for the proposal
- 'have your say' details
BACKGROUND

The Waikato District Council growth and economic development strategy, Waikato 2070, provides a long-term plan to achieve the Council’s vision of creating and nurturing liveable, thriving and connected communities.

The Waikato 2070 strategy is unique as it takes an integrated approach to future growth in the Waikato District. It combines economic and community development focus areas with future land use and infrastructure planning and growth patterns. This document will inform communities, businesses, investors, iwi, governments and neighbouring local authorities and the Council itself, to help deliver and achieve the communities’ vision.

The planning, design and management of our urban and rural areas, and the supporting of economic and community development activities will have long term impacts on the quality of life, social amenity, economic prosperity and wellbeing of our communities. The overall wellbeing of individuals is strongly influenced by the quality of the environments where we live, work, learn and play.

At a local level this strategy helps give life to and implement the relevant initiatives identified by the district’s various communities through Blueprints. At a sub-regional level this strategy helps deliver on the Future Proof Growth Strategy and spatial plans* developed through the Hamilton to Auckland Corridor Initiative.

Regionally, the strategy is informed by documents such as the Regional Policy Statement, and the Regional Land Transport Strategy.

At a national level, the strategy sits under the Local Government Act (2002) and is in accordance with Resource Management Act (1991) and relevant national policy statements.

* Pokeno & Surrounds Spatial Plan, Huntly & Surrounds Spatial Plan and the Hamilton-Waikato Metropolitan Area Spatial Plan currently underway.

STRATEGIC REASONS FOR THE PROPOSAL

- To translate the Council’s vision for liveable, thriving and connected communities into an economic, community and land use strategy,

- To ensure that Waikato District Council has a clear strategy for the district’s future growth and development, to help with planning and infrastructure provision, and when engaging with its partners,

- Lead development by directing and encouraging good economic, community and planning outcomes and avoiding costly development patterns.
IF WE DO NOTHING

In the short term:
- Not capitalising on economic and community development opportunities
- Council either can't deliver infrastructure in time to enable development or it costs significantly more to do so
- Ad-hoc investment and piecemeal development patterns that do not achieve cohesive communities
- Poor and inefficient use of natural and physical resources

In the medium to long term:
- Disconnected communities
- Poor economic, social and environmental outcomes
- High servicing costs
- Not adequately providing for bulk infrastructure and key transport linkages at the right time to enable growth
SUBMISSIONS CAN BE:

ONLINE: www.waikatodistrict.govt.nz/sayit

POSTED: Waikato District Council
Private Bag 544
Ngaruawahia 3742

DELIVERED: Waikato District Council
Attn: Corporate Planner
15 Galileo Street, Ngaruawahia 3742

Huntly Office
142 Main Street, Huntly 3700

Raglan Office
7 Bow Street, Raglan 3225

Tuakau Office
2 Dominion Rd, Tuakau 2121

Te Kauwhata Office
1 Main Road, Te Kauwhata 3710

EMAILED: consult@waidc.govt.nz
Subject heading should read: “Waikato 2070 – Submission”

WHAT HAPPENS NEXT?

Council will acknowledge each submission received in writing, either by letter or email.

Following the closing of submissions on 10 January 2020, all submissions will be reviewed. Verbal submissions will be heard and all submissions formally considered at a Council meeting in March 2020 (or as soon thereafter as possible).

This meeting is open to both submitters and the public to attend.

IMPORTANT DATES TO REMEMBER:

SUBMISSIONS OPEN – 13 November 2019

SUBMISSIONS CLOSE – 17 January 2020

HEARING OF SUBMISSIONS – date to be confirmed

If you have any further queries or would like further copies of the draft District Growth and Economic Development Strategy, please contact Donna Tracey on 0800 692 452.
WELCOME TO THE WAIKATO DISTRICT

This draft strategy has been prepared to seek public feedback and input for the Waikato District Council Growth & Economic Development Strategy, Waikato 2070.

WHAT IS THE GROWTH STRATEGY?
A guiding document that the Waikato District Council uses to inform how, where and when growth occurs in the District over the next 50 years.

HOW DO I PROVIDE FEEDBACK?
You can submit your feedback online via www.waikatodistrict.govt.nz/sayit, via email to consult@waikatodc.govt.nz, post to any one of our offices or come along to one of our public open days in your local community and let us know what you think.

WHAT DOES IT COVER?
The strategy takes a broad and inclusive approach to growth which takes into account its economic, social, environmental, cultural and physical dimensions.

WHEN WOULD WE LIKE TO HEAR FROM YOU?
Submissions close on the 17th of January 2020 and hearings will be held in February/March 2020.

HOW DOES THIS STRATEGY FIT WITH BLUEPRINTS?
This strategy draws on the initiatives and ambitions which were identified through the blueprint exercises and informs future planning, investment and decision making by the Council for the district.

This document has been prepared under the Local Government Act (2002) special consultative procedure.
CONTENTS

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O1.0

INTRODUCTION.

01.1 ABOUT THIS STRATEGY

The Waikato District Council growth and economic development strategy, Waikato 2070, provides a long-term plan to achieve the Council’s vision of creating and nurturing liveable, thriving and connected communities built on four Focus Areas.

The Waikato 2070 strategy is unique as it takes an integrated approach to future growth in the Waikato District. It combines economic and community development aims with future land use and infrastructure planning and growth patterns. This document will inform communities, businesses, investors, iwi, governments and neighbouring local authorities and the Council itself, to help deliver and achieve the communities’ vision.

The planning, design and management of our urban and rural areas, and the supporting economic and community development activities will have long-term impacts on the quality of life, social amenity, economic prosperity and wellbeing of our communities. The overall wellbeing of individuals is strongly influenced by the quality of the environments where we live, work, learn and play.

01.2 HOW IT FITS

At a local level, this strategy helps give life to and implement the relevant initiatives identified by the district’s various communities through Blueprints. At a sub-regional level, this strategy helps deliver on the Future Proof Growth Strategy and spatial plans developed through the Hamilton to Auckland Corridor Initiative.

Regionally, the strategy is informed by documents such as the Regional Policy Statement and the Regional Land Transport Strategy.

At a national level, this strategy sits under the Local Government Act (2002) and is in accordance with Resource Management Act (1991) and relevant national policy statements.

*Role and Gisborne Spatial Plan, Ruakuri & Seraudo Spatial Plan, and the Hamilton-Waikato Metropolitan Area Spatial Plan are currently under development. Information will be added in this strategy when complete.
1.3 COMMUNITY WELL-BEING

We recognize that the well-being of our people, the health of our economy and the shape and function of our communities are intrinsically linked.

In order to achieve the best outcomes from growth we must nurture the four pillars of a strong and resilient society: Our Communities, Our Identity, Our People and Our Businesses (Waikato District’s four focus areas).

Through evidence based land use and infrastructure planning and the active support of community and business led initiatives we can shape our communities of the future.

Economic development means working with others to leverage effort and ensure the right conditions exist for all businesses to grow and benefit from the many competitive and comparative advantages offered across the district.

Community led development is about working in partnership with our people and local, regional and national agencies to support and develop initiatives that achieve the aspirations of our communities.
OUR VISION

LIVEABLE, THRIVING, AND CONNECTED COMMUNITIES

LIVEABLE

Livable communities are well-planned and people friendly, providing for a range of quality residential options, social infrastructure and amenity. They reflect what’s important to people and support a shared sense of belonging both at the local community and the wider district.

THRIVING

Thriving communities participating in council decision making and community-led projects, having the capacity and capability to provide input into the management of their local assets and sustain the local business sectors providing local employment.

CONNECTED

Connected communities have fit-for-purpose physical and social infrastructure to create livable thriving communities. Connectivity through roads, cycle ways, walkways and digital capabilities enable rapid information sharing and engagement in activities together. By these means, people in communities access services and amenities that meet their social, health, education, employment and wellbeing needs.
01.3 OUR DISTRICT

The Waikato District covers 4,188,893ha, a strategically significant land area between two of the fastest growing metropolitan centres in New Zealand, Hamilton and Auckland. It is also located in the heart of the ‘golden triangle’ the economic zone encompassing Auckland-Hamilton-Tauranga, which generates over 50% of NZ GDP and is home to over 50% of NZ’s population. The Waikato River (NZ’s longest river) flows through the district and is a critical water body contributing to the biodiversity of the region, provides potable water for the area and neighbouring population centers and has significant cultural value. Additionally, the Waikato District boundary extends along the western coast of New Zealand and touches the eastern coastline at the settlement of Miranda on the Hauraki Gulf. The District is also home to large areas of significant indigenous vegetation.

The Waikato District contains some of the country’s most highly productive soils which are key contributors to the country’s agricultural and horticultural sectors. The District therefore makes a vital contribution to the country’s economy in terms of contribution to revenue generation and gross domestic product.

The varied nature of the district’s environment supports a diverse range of communities, each with unique identities. The district has a median age of 35.3 years with a disproportionately high number of people aged under 15 (25.5%) and yet only 10% over 65 (however is expected to change over time). The make-up of the district is 69% European, 25.9% Māori, 2.8% Asian, and 2.4% Pacific Islanders. The district’s urban wards have much higher percentages of Māori than its rural wards.

01.4 OUR GROWTH

The Waikato District has been experiencing 3% population growth year-on-year over the past decade. This is higher than both the Auckland and national average growth rates. This is significant in the context of the district, as historically the district has experienced static, and in some cases declining growth.

Following the restructuring of local government in Auckland, the Waikato District boundary shifted north to encompass the towns of Tuakau and Pokeno. The expansion of the jurisdictional area has presented new challenges for the District. The challenges are compounded by the rural-urban nature of the district, diverse natural environment, mixed socio-economic and population demographics, geographic scale, and its proximity to Auckland and Hamilton metropolitan areas.
01.5
OUR GROWTH

THE WAIKATO DISTRICT AND ITS COMPLEX PATTERNS OF FLOWS OF PEOPLE, GOODS AND IDEAS WILL CONTINUE TO SHAPE ITS FUTURE

Pre - 1840
MAAORI SETTLEMENT

Waikato Tainui have a long lineage back to the Tainui Waka and beyond. The Waikato Region was a thriving area with highly productive lands with the Waikato River as a source of food and resources for the early Polynesian settlers and was recognised as an area of prime real estate. Māori settlements and pa sites formed along the river and inland trade routes at key strategic locations (Pōkeno, Tuakau, Rangiriri, Meremere, Taupiri, Ngaaruawhia). The Waikato Tainui experienced a time known as the Golden Years prior to the 1840s.

1840 - 1900
EUROPEAN ARRIVAL

European settlement further developed key transport trade corridors established by Māori leading to the creation of many small outposts and settlements along these corridors (Great South Road, the Waikato River and the North Island Main Trunk Rail Line) some of which followed those established by Māori. This was then led by the conversion of forest, scrub and wetlands into farms.

1900-1930
THE RISE OF AGRICULTURE AND THE GROWTH OF RURAL COMMUNITIES

The growth of farming and agricultural industries required large supporting rural populations which led to the growth of settlements to service the rural economy and connect produce to local and international markets and trading centers, in Hamilton and Auckland, predominantly by river and rail.

1930 - 1980
MECHANISATION AND THE GROWTH OF INDUSTRY

The rise of mechanised machinery for rural and industrial purposes and the widespread use of private vehicle led to the development of a significant road network to service the rural economy. favouring road over rail; the conversion of dry-stock farms to dairying and the establishment of large mining and power generation operations in the district. These changes prompted the start of depopulation of our rural areas and the urbanisation of the main centres.
COMMUNITIES HAVE EXPERIENCED THEIR EVOLUTION. THESE CHANGES AND WEALTH HAVE AND WILL CONTINUE.

1980-2000
URBANISATION
Economic reforms of the 1980s removed government subsidies from farming and changed international trade dynamics which created a more competitive environment for farming to operate. This led to further de-population of rural towns and settlements, necessitated increased farm sizes in order to remain competitive and saw the consolidation of populations in the main centres such as Hamilton and Auckland where more employment opportunities existed. By the mid-1990s the motorway network began to be constructed south from Auckland which started to by-pass many of the small service-towns on the route.

2000-2010
RURAL REVIVAL
During the early 2000s a re-orientation to rural areas occurred, peri-urban development started which began to revive some rural settlements as people chose to live in the country and to commute to the main centres for work. This led to ad hoc growth patterns and the fragmentation of productive farms. By the late 1990s and early 2000s the farming sector had largely re-adjusted to the new economic environment bolstered by strong demand internationally for its dairy products.

2010-2020
THE GROWTH OF OUR TOWNS
High-immigration coupled with internal migration patterns and overseas investment led to significant growth in Auckland and rising property prices. Whilst initially causing a two-speed economy, Auckland and the rest of the country, an overflow effect on Hamilton and the Waikato District began to be experienced. Over a decade this eventually led to rapid growth in Pokeno and Te Kauwhata as well as development pressures elsewhere in the district which has rarely been seen in recent decades.
02.0

OUR OPPORTUNITIES AND WHAT WE MUST TREASURE.
O2.1 OUR NATURAL ENVIRONMENT

The district’s natural features and constraints create Waitakati’s identity and make it a special place to live, work and play. Natural features include the Waitakati River and its tributaries; the Waipa River; numerous lakes and wetlands; coastal lines; steep hill country and inland range landscapes; and distinctive gully systems. Areas of particular landscape value are identified as outstanding natural features and outstanding natural landscapes which include significant amenity landscapes. Those with particular terrestrial ecological value are identified as significant natural areas.

There is an opportunity to promote, protect and enhance these ahead of and during the course of development, through targeted restoration efforts. Ecological enhancement such as restoration planting can enhance amenity values.

O2.2 OUR RICH SOILS

The Waitakati District contains large areas of high-class soils which have been the cornerstone of the rural economy. Large sites with high-class soils, that have not been significantly fragmented, should be protected from further subdivision and development to ensure economic viability for the horticultural and agricultural sectors and their supporting industries along with the food supply into the future.

O2.3 OUR PEOPLE

The district has a diverse socio-economic demographic comprising some of the lowest socio-economic communities in New Zealand contrasted with some of the most affluent. This diversity is reflected in the unique identity of our settlements.

Some parts of the district have had static population growth and historically declining economic and social indicators and high-deprivation whereas others have experienced the opposite.

Future growth, development and investment choices must respond to these trends and be facilitated in a way which promotes the advancement of the more disadvantaged through housing, employment and education choices and opportunities. Land-use planning, infrastructure provision and services have a key role to play in helping promote increased wellbeing in the district.

O2.4 OUR CLIMATE

Our climate is changing and we are experiencing more extreme weather events. These weather events pose a hazard to communities and property in the district. It is critical that we take steps to ensure our people and property are more resilient to changes in climate and that we adapt how we live to help reduce the effects of climate change. This means using our natural and physical resources more sustainably and considering our impact on the environment as we grow and develop.
02.5 OUR LANDSCAPES
Areas around the Waikato River and other water bodies, including coastlines, are flood-prone and subject to inundation hazards. Topographic issues also affect the district significantly with steep hill country and ranges in many parts. These constraints restrict developable land in the district and generally confine areas for future growth in and around existing settlements and means that we need to consider a more compact growth pattern in the future.

02.6 OUR CULTURE
The Waikato is rich in Maori history, the home of Kingitanga and ties to many iwi. Tangata Whenua hold a significant physical and cultural relationship with the Waikato District. Tangata Whenua recognise the need to protect and provide for land, water, waahi tapu and other taonga. Therefore, it is important to acknowledge tangata whenua as kaitiaki within the Waikato District, who endeavour to sustainably utilise resources and actively practice tikanga to ensure future generations are not deprived.

02.7 OUR TRANSPORT
The Waikato express-way (SH1), SH2 and the North Island Main Truck Line (NIMTL) run through the district. These critical transport corridors have shaped the district and dissect many of the districts towns and settlements along the route. Future development of these corridors and the provision of improved public transport (road and rail) can leverage off these assets to help connect the district regionally, nationally and internationally.

However, future development needs to occur in a way that takes account of the constraints caused by these transport corridors to avoid disconnected and separated communities being created.

02.8 OUR ECONOMY
The district has some key industry sectors that provide ongoing employment opportunities and wealth creation. These need to be protected, built on and promoted including the rural sector. New industrial areas and activities need to be identified and promoted in our towns to help diversify the district’s economy and provide employment opportunities for our communities. Without new employment opportunities to match our growing population the district risks becoming a dormitory commuter district with people travelling to Auckland, Hamilton and Tauranga for work and services, which will have negative long term impact on our communities.
Item 14

Attachment I
03.0
FOCUS AREAS.

03.1
GROW OUR COMMUNITIES
Blueprint initiative: 4, 5, 7, 8

03.2
BUILD OUR BUSINESSES
Blueprint initiative: 6

03.3
EMBRACE OUR IDENTITY
Blueprint initiative: 1, 2, 3

03.4
EMPOWER OUR PEOPLE
Blueprint initiative: 9
### GROW OUR COMMUNITIES

**DIRECTION**

- Deliver well-planned and people-friendly communities
- Support regeneration of our town centers and encourage quality in-fill developments around our future mass transit stations
- Support rural communities by maintaining services
- Invest in place-making activities across communities including multi-use trails, greenways, cycle ways and walkways and open spaces and streetscape/public space improvements
- Enable higher density development (up to 4 storeys) in town centers
- Ensure our towns offer employment and housing choice
- Avoid development that leads to social isolation
- Ensure our communities have easy access to infrastructure and services
- Well situated and appropriately designed passive and active recreation areas

**IMPLEMENTATION**

1. Take leadership and build our district to respond to climate change and help mitigate its effects
2. Stage development and be adaptable to future growth scenarios
3. Integrate land use and transport to make better use of infrastructure and our transport connections
4. Leverage existing transport networks, including walking and cycling infrastructure
5. Protect strategic sites, corridors and areas for future development
6. Locate future development to capitalise on existing serviced network infrastructure and facilities of towns
7. Ensure connectivity and integration of greenfield development to existing built-form (street block design)

### BUILD OUR BUSINESSES

**DIRECTION**

- Support existing businesses to grow and attract new businesses to the district
- Create ease of access pathways and incentives for investors to locate in the district
- Strengthen collaboration and engagement with businesses
- Identify new areas for service industries to locate and expand
- Support primary industries which underpin the Waikato economy
- Ensure businesses have access to social and physical infrastructure and services
- Create regional and local skills training development for our people (build people capital)

**IMPLEMENTATION**

1. Lead, support and coordinate initiatives focused on growing economic development activities for businesses within the district
2. Adapt and respond promptly to changing business needs
3. Link central and regional government initiatives to businesses
4. Create economic and social opportunities that ensure our young people have access to employment and social activities that build a future in the district
5. Grow and develop the social and economic potential of social enterprise
6. Facilitate stronger community and business partnerships
7. Promote the development of a diversified economy and increase employment opportunities in knowledge based sectors
## EMBRACE OUR IDENTITY

<table>
<thead>
<tr>
<th>DIRECTION</th>
<th>IMPLEMENTATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promote our culture</td>
<td>1. Continue to partner with local iwi to help realise their social, cultural, economic and environmental aspirations.</td>
</tr>
<tr>
<td></td>
<td>2. Build on the Open Waikato Initiative to promote the district.</td>
</tr>
<tr>
<td></td>
<td>3. Support tourism development and work with tourism agencies to promote the district’s diverse culture.</td>
</tr>
<tr>
<td>Celebrate our history</td>
<td>1. Protect our natural, cultural and built heritage.</td>
</tr>
<tr>
<td></td>
<td>2. Ensure new developments and redevelopment retains and reflects the history of the area and site.</td>
</tr>
<tr>
<td></td>
<td>3. Support tourism development and work with tourism agencies to promote the district’s history.</td>
</tr>
<tr>
<td>Protect our environment</td>
<td>1. Encourage sustainable and resilient land use patterns that focus development in our key towns which are well connected and serviced by amenities</td>
</tr>
<tr>
<td></td>
<td>2. Promote ecological and environmental protection and restoration.</td>
</tr>
<tr>
<td></td>
<td>3. Restrict residential development in areas at risk from natural hazards.</td>
</tr>
<tr>
<td></td>
<td>4. Encourage land uses that utilise our highly productive land and restrict those uses that reduce them and diminish their quality.</td>
</tr>
<tr>
<td></td>
<td>5. Restrict multi-lot residential subdivision in rural areas outside of identified growth areas.</td>
</tr>
<tr>
<td></td>
<td>6. Cluster industrial activities in industrial zones and restrict them in rural areas.</td>
</tr>
</tbody>
</table>

## EMPOWER OUR PEOPLE

<table>
<thead>
<tr>
<th>DIRECTION</th>
<th>IMPLEMENTATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase capability and capacity</td>
<td>1. Develop capability programmes to support community leaders to grow their ability to deliver community initiatives.</td>
</tr>
<tr>
<td></td>
<td>2. Create opportunities for communities to determine and lead improvement initiatives for their local areas in accordance with their local area blueprints and community plans.</td>
</tr>
<tr>
<td></td>
<td>3. Collaborate with health, social and education agencies to ensure opportunities are not missed for our growing communities.</td>
</tr>
<tr>
<td>Build resilient local workforce</td>
<td>4. Connect communities with agencies to help improve opportunities and outcomes.</td>
</tr>
<tr>
<td></td>
<td>5. Invest time and resources in community leaders to ensure sustainable programmes for youth engagement.</td>
</tr>
<tr>
<td></td>
<td>1. Identify skill requirements for future workforce and champion training programmes to support this</td>
</tr>
<tr>
<td></td>
<td>2. Create pipelines of opportunity for all sectors of society to access training and employment opportunities.</td>
</tr>
<tr>
<td></td>
<td>3. Ensure there are pathways for training and employment opportunities within new and existing businesses within the district.</td>
</tr>
<tr>
<td></td>
<td>4. Promote our young people as a future workforce.</td>
</tr>
<tr>
<td></td>
<td>5. Assist industry to build stronger relationships with education and training providers.</td>
</tr>
</tbody>
</table>
Item 14

Attachment I
04.0

IDENTIFYING WHERE AND WHEN GROWTH CAN OCCUR.

The following section details spatially where and when development can occur (residential and employment) in the district, aligned to our four focus areas.*

Some areas in the district have strong capacity to support future growth due to their location, environment and infrastructure. Other areas of the district have significant constraints to growth and are therefore not suitable for further growth and development (and have not been identified in this strategy).

Areas identified for future growth, in some cases, include areas already zoned under the Operative District Plan (2013) or are proposed for re-zoning under the Proposed District Plan (2018).

*Refer section 03.0
### Attachment I

**Item 14**

#### SUB-REGIONAL GROWTH

<table>
<thead>
<tr>
<th>Transport connections</th>
<th>Short-term</th>
<th>Medium-term</th>
<th>Long-term/megacityway</th>
<th>Rail</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mass transit stations (existing and proposed)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Existing Business Clusters</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Existing airports/ports/inland ports</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Current towns and settlements</td>
<td></td>
<td></td>
<td></td>
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</tbody>
</table>

- **Transport connections**: This section likely outlines the various modes of transportation included in the sub-regional growth plan.
- **Mass transit stations**: Details on existing and proposed stations.
- **Existing Business Clusters**: Information on existing business clusters.
- **Existing airports/ports/inland ports**: Details on existing airports, ports, and inland ports.
- **Current towns and settlements**: Notes on current towns and settlements.
TUAKAU DEVELOPMENT PLAN 50-YEARS

LOCATION: TUAKAU IS LOCATED CLOSE TO THE BANKS OF THE WAIKATO RIVER, NEAR THE NORTHERN BOUNDARY OF THE WAIKATO DISTRICT, A 10-MINUTE DRIVE FROM THE POKENO INTERCHANGE OF SH1, AND ON THE RAIL LINE BETWEEN PUKEKOHE AND POKENO.
LOCATION: POKEÑO IS LOCATED NORTH OF THE WAIKATO RIVER, NEAR THE NORTHERN BOUNDARY OF THE WAIKATO DISTRICT. AT A SH1 INTERCHANGE, NEAR THE JUNCTION WITH SH2, AND ON THE RAIL LINE BETWEEN TUAHKAU AND MERCER.
POKENO TOWN CENTRE PLAN 50-YEARS

POKENO COMMUNITY HAS IDENTIFIED A RANGE OF OUTCOMES AND INITIATIVES WHICH THEY WOULD LIKE TO SEE DELIVERED THROUGH THE REDEVELOPMENT OF POKENO TOWN CENTRE. AN INITIAL CONCEPT FOR THE FUTURE POSSIBLE LAYOUT OF POKENO TOWN CENTRE HAS BEEN DESIGNED REFLECTING ASPIRATIONS OF THE COMMUNITY.
MANGATAWHIRI & MANGATANGI DEVELOPMENT PLAN 50-YEARS

MANGATAWHIRI AND MANGATANGI ARE SITUATED ON SH2 AND WITHIN CLOSE PROXIMITY TO SH5, POKENO AND THE WAIKATO EXPRESSWAY. THEY HAVE BEEN IDENTIFIED AS POSSIBLE FUTURE STRATEGIC SITES FOR INDUSTRIAL DEVELOPMENT AND SHOULD BE SAFEGUARDED FOR FUTURE USE.

<table>
<thead>
<tr>
<th>Roads &amp; Rail</th>
<th>sidewalk</th>
<th>collector</th>
<th>main arterial</th>
<th>highway</th>
<th>bypassway</th>
<th>rail</th>
</tr>
</thead>
<tbody>
<tr>
<td>Activity Zones</td>
<td>Residential</td>
<td>Commercial &amp; Industrial</td>
<td>Town Centre (business &amp; residential)</td>
<td>Special Activity Precinct</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Development Time frame</td>
<td>5-10</td>
<td>1-5</td>
<td>5-10</td>
<td>5-10</td>
<td>5-10</td>
<td>5-10</td>
</tr>
<tr>
<td>Building type</td>
<td>Industrial</td>
<td>Town Centre (levels)</td>
<td>Townhouse (levels)</td>
<td>Residential lot size (standalone)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possible future mass transit</td>
<td>-</td>
<td>train station</td>
<td>bus station</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
04.5
MEREMERE, MERCER DEVELOPMENT PLAN 50-YEARS

<table>
<thead>
<tr>
<th>Roads &amp; Rail</th>
<th>Activity Zones</th>
<th>Development Time-frame</th>
<th>Building Types</th>
<th>Possible Future Mass Transit</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Residential</td>
<td>1st Decade: 2010-2020</td>
<td>Industrial</td>
<td>Train station</td>
</tr>
<tr>
<td></td>
<td>Commercial &amp; Industrial</td>
<td>2nd Decade: 2021-2030</td>
<td>Town Centre (Residential)</td>
<td>Bus station</td>
</tr>
<tr>
<td></td>
<td>Special Activity/Park</td>
<td>3rd Decade: 2031-2040</td>
<td>Town House (Residential)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>4th Decade: 2041-2050</td>
<td>Residential Lot Areas (Rural Areas)</td>
<td></td>
</tr>
</tbody>
</table>
04.6
TE KAUWHATA DEVELOPMENT PLAN 50-YEARS

LOCATION: TE KAUWHATA IS SITUATED AT THE NORTHERN END OF LAKE WAIKARE, AND SOUTH OF THE WHANGAMARINO WETLAND. THE TOWN IS LOCATED TO THE EAST OF SH1 AND ACCESSED BY AN INTERCHANGE. IT IS LOCATED ON THE RAIL LINE BETWEEN MERE MERE AND OHINEWAI.
04.7
HUNTLY & OHINEWAI
DEVELOPMENT PLAN 50-YEARS

LOCATION: HUNTLY IS LOCATED ON THE BANKS OF THE WAIKATO RIVER, AT AN INTERCHANGE OF SH1, AND ON THE RAIL LINE BETWEEN OHINEWAI AND TAUPIRI. THE COMMERCIAL, INDUSTRIAL AND RESIDENTIAL AREAS OF THE TOWN ARE SEVERED BY THE RIVER, SH1, AND THE RAILWAY.
04.8
HUNTY
TOWN CENTRE PLAN 50-YEARS

Attachments
TAUPIRI DEVELOPMENT PLAN 50-YEARS

LOCATION: TAUPIRI IS LOCATED EAST OF THE WAIKATO RIVER AND HAKARIMATA RANGES. IS INTERSECTED BY THE CURRENT LOCATION OF SH1 AND SH1B, AND IS POSITIONED ON THE RAIL LINE BETWEEN HUNTYL AND NGARUAWAHIA.
NGARUAWAHIA DEVELOPMENT PLAN 50-YEARS

TE KOWHAI DEVELOPMENT PLAN 50-YEARS

LOCATION: TE KOWHAI IS LOCATED OFF SH35 ON HOROTIUL ROAD, ABOUT 6KM SOUTHWEST OF HOROTIUL, AND EAST OF THE WAIPA RIVER.
HOROTIU DEVELOPMENT PLAN 50-YEARS

LOCATION: HOROTIU IS LOCATED ADJACENT TO THE WAIKATO RIVER ON THE WESTERN BANK, IS ACCESSED BY SH1 INTERCHANGE, AND IS LOCATED ON THE RAIL LINE BETWEEN Ngaruawahia and Hamilton.
Raglan Development Plan 50-Years

**Location:** Raglan is located on the west coast of the Waikato district at the Whaingaroa Harbour, and is accessed by SH23.

---

*Diagram description:*

- **Roads & Rail:** Includes highways, local roads, and rail networks.
- **Activity Zones:** Residential, Commercial & Industrial, Town Centre (business & residential), Special Activity Precinct.
- **Development Time Frame:** Various stages from early-2020 to 2050.
- **Building Type:** Individual, Town Centre Develop, Town House Develop, Residential for sale/rent.
- **Possible Future Mass Transit:** Train station, Bus station.

---

*Map highlights:*

- Town Centre
- Whaingaroa Harbour
- Raglan Town Centre
- Residential areas
- Commercial zones

---

*Footnotes:*

- 3-10 m
- 1-10 m
- 10 m
- 450 m
- 450 m
- 10 m
05.0
GLOSSARY.

COMMUNITY-LED LOCAL DEVELOPMENT
When we talk about Community-led local development we refer to involving local partners from all parts of our community, business people, educators, residents of all ages to help with the designing and implementation of local and integrated strategies that help their areas sustainable for the future.

COMMUNITY CAPACITY AND CAPABILITY BUILDING
Community capacity and capability building is about providing support, training, mentoring etc to build up the ‘capacity and capability’ of local communities to develop, implement and sustain their own solutions to problems in a way that helps them have a voice and a level of control over their physical, social, economic and cultural environments.

SOCIAL INFRASTRUCTURE
Social infrastructure is construction and maintenance of facilities that support social services. Types of social infrastructure include healthcare (hospitals), education (schools and universities), public facilities (community housing and prisons) and transport (railways and roads).

WELL-BEING
Individuals and communities with a higher state of well being are generally happier and feel more connected. The Local Government Community Well-being Act encourages local government to promote the social, economic, environmental and cultural well-being of communities in the present and for the future.

ECONOMIC DEVELOPMENT
Economic Development is our process for driving economic well-being for our communities. It may be about promoting our district to new business or working with our existing businesses to support them to grow, at all times promoting opportunities for our communities to benefit from new business growth opportunities.

BLUEPRINTS
Blueprints were developed in consultation with communities through local area workshops to provide a picture of how the district could progress over the next 30 years with a focus on addressing the communities’ social, economic and environmental needs.

OPEN WAIKATO
Open Waikato is a Waikato District Council initiative to promote the district as a place to invest, visit and live.

PEOPLE CAPITAL
People Capital is the collective skills, knowledge and other intangible assets of individuals that can be used to create economic value for the individuals, their employers or their community.

COMMERCIAL
Any activity trading in goods, equipment or services. It includes any ancillary activity (for example, administrative or head office) (National Planning Standards).

GREENFIELD DEVELOPMENT
Describes areas that are to be developed for residential and commercial purposes which are currently in rural use.

BROWNFIELD DEVELOPMENT
Describes the redevelopment of sites and areas that are currently developed for commercial and/or residential purposes. The re-development of brownfield sites might include modernizing what is there, increasing the intensity of development on the site or changing the use (for example from commercial to residential).

DEVELOPMENT HAZARDS
Means any atmospheric or earth or water related occurrence (including earthquake, tsunami), erosion, volcanic and geothermal activity, landslip, subsidence, sedimentation, wind, drought, fire or flooding the action of which adversely affects or may adversely affect human life, property, or other aspects of the environment (National Planning Standards).

HIGH-CLASS SOILS
Soils with an LUC classification of Class 1, 2 and 3 (Draft National Policy Statement - Highly Productive Land).

INDUSTRIAL
Any activity that manufactures, fabricates, processes, packages, distributes, repairs, stores, or disposes of materials (including raw, processed or partly processed materials) or goods. It includes any ancillary activity to the industrial activity. (National Planning Standards).

LONG TERM
Between 10 and 30 years (Draft National Policy Statement - Urban Development) (NPS-UD).

MEDIUM TERM
Between 3 and 10 years (NPS-UD).

SHORT TERM
Within the next 3 years (NPS-UD).
INCLUSIVE GROWTH


In 2015 New Zealand and 192 countries of the United Nations committed to 17 Sustainable Development Goals that will improve the wellbeing of current and future generations. They bring together the economic, social and environmental dimensions of sustainable development. Inclusive Growth

Inclusive growth is economic growth that is distributed fairly across society and creates opportunities for all. The OECD Policy Framework for Inclusive Growth outlines how Governments and Businesses can shape inclusive growth, recognizing that more equal societies benefit business through a larger middle class and growing consumer purchasing power; enhanced government capacity to invest in education, health and infrastructure; and improved economic productivity.

CLUSTERS

Clusters are a group of connected businesses, suppliers, customers and firms in related industries that are located near each other. Cluster development is the promotion and facilitation of groups of businesses in related sectors to benefit from the synergies that develop when businesses come together to collaborate making the whole greater than the sum of its parts.

SOCIAL ENTERPRISE

A social enterprise is a commercial organization that has specific social objectives that serve its primary purpose. Social enterprises seek to maximize profits while maximizing benefits to society and the environment.

Their profits are principally used to fund social, cultural or environmental programs.
Attachment I

Item 14
Ko te tāpaetanga o te Kaunihera o Tāmaki Makaurau

Auckland Council Submission 22 January 2020

Auckland Council Submission on the draft Waikato 2070 Growth and Economic Development Strategy for Waikato District

Submission to Waikato District Council

Overview

This is Auckland Council’s submission in response to the draft Waikato 2070 Growth and Economic Development Strategy for Waikato District (the Strategy). Auckland Transport have contributed to this submission. The terms “we” or “our” used in this submission represent the views of both Auckland Council and Auckland Transport (AT). The Ōtara-Papatoetoe Local Board supports this submission. The views of Papakura Local Board are appended to this submission.

Auckland Council does not wish to speak to its submission.

Introduction

Auckland Council welcomes the opportunity to submit on the Strategy. There are important social, environmental, economic and cultural challenges that Auckland and Waikato District have in common, including a changing climate, increased demand for affordable housing, increased pressure on transport networks, maintaining rural productivity and aligning land use and infrastructure. Auckland Council has an interest in ensuring an aligned strategic approach to these cross-boundary issues with central government, local government and mana whenua.

This submission outlines our feedback on the vision and strategic fit of the Strategy. It then identifies four key areas where additional information could be included in the Strategy to provide greater clarity and reduce uncertainty, thereby improving alignment between delivery agencies. Specific feedback on the focus areas and maps is appended to the main submission.
Overall Comments

We support the vision of the Strategy, particularly the inclusion of ‘connected communities’ and the specific focus on transport and social infrastructure. We also support the Strategy’s aim of combining economic and community development aspirations with future land use and infrastructure planning.

Auckland Council has recently agreed to participate in the Future Proof partnership as an associate member. We suggest that greater detail be included on how the Strategy fits with and delivers on the Future Proof Growth Strategy (refer section 1.2 of the Strategy). We also suggest it be more clearly explained what the Blueprints are and how they relate to the Strategy.

It is unclear whether the spatial plans currently being developed (refer section 1.2) are a part of the Hamilton to Auckland Corridor Initiative or another plan/strategy. It is also not clear how the Strategy fits with/informs the Proposed Waikato District Plan, which is currently progressing through the hearing process, and whether Waikato District Council anticipates the need for plan changes to give effect to the Strategy. Auckland Council recently submitted on the Proposed Waikato District Plan.

Recommendations:
2. Explain more clearly what the ‘Blueprints’ are and how they relate to the Strategy.

Key Issues

Key Issue 1 – Anticipated Growth

It would be useful to include information on what the anticipated population, household and employment growth are for the Waikato District in the next 30-50 years (refer section 1.4). This could then be referenced throughout the Strategy to strengthen linkages between anticipated growth, the opportunities that this creates and the focus areas. It would also inform Auckland’s planning for growth.

Recommendation:
3. Include the anticipated population, household and employment growth figure(s) for the district in the Strategy.
Key Issue 2 - Employment

We support the recognition that 'without new employment opportunities to match our growing population the district risks becoming a dormitory commuter district with people travelling to Auckland, Hamilton and Tauranga for work and services...'.

It is important to Auckland Council and Auckland Transport that residential growth is matched with new employment opportunities for future residents so that new residents are not dependent on travelling long distances to existing employment centres in Auckland and Hamilton and are not placing further demand on congested transport networks. However, the overall employment story for the district is not clearly articulated in the Strategy. It is unclear whether the right quantity and quality of business land will be delivered to meet future needs. Key information from the district-wide section of the Waikato Blueprint document could be brought up into the Strategy to support the employment story and Focus Areas.

There is also little information in the Strategy on the amount of future business land available in the Waikato District and why particular locations have been identified. We suggest that where future business land has been identified, its approximate area (in hectares) could be shown in the development plan, and an estimated employment count be provided, where available. A brief rationale could also be included explaining why these locations have been identified for business activities (for example gentle/flat topography, access to strategic transport networks, contiguous with existing township etc).

Recommendations:

4. Clearly articulate the overall employment story for the district in the Strategy and incorporate key information from the district-wide section of the Waikato Blueprint document.

5. Where future business land has been identified, include its approximate area (in hectares) in the development plan, and (where available) an estimated employment count.

Key Issue 3 - Infrastructure

There is a high level of uncertainty about what infrastructure will be required, and whether it will be provided in time for the anticipated growth. To ensure integrated planning there is a need to know what the likely magnitude of infrastructure investments will be over the life of the strategy, particularly in the short to medium
term. This includes information on three waters, transport and social infrastructure required to support the proposed growth areas.

We suggest that a list of committed (funded through the LTP or other sources) and planned infrastructure projects required to support the anticipated growth and development be shown alongside the development plans, or reference made to where this information can be found. Indicative costings could be included (where available) for near-term projects. It would also be useful for stakeholders if the strategy provided some indication of whether Waikato District Council can fund all or just some of the bulk infrastructure required, or whether alternative funding sources will be required, and identify the key agencies/partners for implementation.

This information would help ensure that cross-boundary infrastructure planning and delivery is aligned and integrated, and in place at the right time to support future growth.

**Recommendations:**

6. Include a list of committed and planned infrastructure projects required to support the anticipated growth and development alongside the development plans (or refer to where this information can be found).

7. Signal whether alternative funding sources will be required and identify the key implementation agencies/partners.

**Key Issue 4 – Climate Change**

New Zealand has committed to net zero emissions by 2050. Auckland Council recognises the need to rapidly transition to a low-carbon economy and society in the next 10-30 years to limit global temperature rise to 1.5 degrees Celsius. Auckland and Waikato District both share the challenge of doing this while accommodating growth. The Strategy contains very little acknowledgement of and response to climate change. Land use and planning decisions, particularly those around development and infrastructure, are fundamental to climate action.

Many of the goals outlined in the Strategy; achieving greater alignment between land use and transport, providing local employment, and protecting rich soils; will go some way toward addressing and responding to climate change. However, we suggest that other aspects of the Strategy be further strengthened or reviewed to align with the Strategy’s goal of demonstrating climate leadership (see focus area 3.1.1). This could include:
- ensuring the business areas identified are contiguous with existing townships to reduce dependence on vehicular travel and leverage off existing infrastructure.
- including triggers to ensure mass transit and community and social facilities are in place ahead of major urban developments.
- avoiding development within areas potentially susceptible to natural hazard risks.

Recommendations:

8. Ensure the Strategy sufficiently addresses and responds to climate change.

Other Matters

Cross boundary considerations

Auckland Council and Auckland Transport look forward to working collaboratively with Waikato District Council on an ongoing basis, to ensure that growth between the Auckland Region and Waikato District is managed in an aligned and coordinated manner.

Some of the development areas are close to the Auckland / Waikato boundary and there is already a relationship between these areas and Auckland. For example, approximately 62 percent of Waikato District residents work outside the Waikato District ¹, and 47 percent of trips originating from North Waikato are destined for Auckland ².

Given the proximity of the townships to Auckland, some Waikato District residents regularly use Auckland Council community facilities, particularly parks and open space as well as pools and leisure centres. Auckland Council is willing to discuss the formal sharing of facilities with Waikato District Council in situations where doing so could benefit both councils. Auckland Council has investigated the need for new facilities to support planned growth in Pukekohe and Paerata, and an interim cost-sharing agreement could provide Waikato residents access to large regional facilities well in advance of when there is enough rating base in Pokeno and Tuakau to support the development of their own facilities.

¹ Waikato Blueprint, section 3.6 Economy, page 34. Includes those working in Hamilton City.
² North Waikato Integrated Growth Management – Programme Business Case, s5.10, page 35.
Similarly, both Auckland and Waikato residents and business treat the transport connections across the Auckland / Waikato boundary as being part of a continuous transport network; it needs to be planned accordingly. As plans for these future development areas progress, Auckland Transport seeks to work with Waikato District Council to assess the volume and nature of trips across the boundary and to establish a process to fund and procure projects that cross the boundary.

*Mana Whenua*

There is an opportunity to strengthen the recognition of mana whenua interests in the Strategy, namely the interests of relevant mana whenua from Tāmaki Makaurau. Tāmaki iwi that may have an interest in the Strategy include Ngāti Te Ata Waiohua, Te Ākitai Waiohua Iwi Authority, Ngāti Tamaoho, Waikato-Tainui, Ngāi Tai ki Tāmaki, Ngāti Maru, Ngāti Tamaterā, Ngāti Whanaunga, Te Kawaerua a Maki, Te Ahikaroa and Ngāti Paoa. Mana whenua will likely have a particular interest in urban development outcomes relating to affordable housing, climate action and environmental protection, infrastructure servicing capacity, and provision of employment opportunities.

*Feedback on Focus Areas and Maps*

Specific feedback and some suggested changes to the focus areas and maps are included as appendices.

If you have any questions or queries, please contact Luke Carey, Advisor, Growth and Spatial Strategy, luke.carey@aucklandcouncil.govt.nz +64 21 801 463
Appendix 1 – Feedback on Focus Areas

Our feedback on the focus areas is outlined in Table 1 below. Where changes are suggested to the Strategy these are written as recommendations.

Table 1: Feedback on focus areas

| 03.1 Grow our communities | Item 2 – We support the intention to encourage quality infill developments around future mass transit stations. However, it is critical to ensure that the timing of development is aligned and coordinated with the delivery of mass transit infrastructure and services. It is also important that the overall urban form around station locations provides good amenity and safe walking and cycling connections.
| 03.1 Grow our communities | Item 6 – We support the intention to ensure that towns offer employment and housing choice, including allowing development up to four storeys in and around town centres.
| 03.1 Grow our communities | Item 1 – We support the intention to respond to climate change and consider that growth itself is a mechanism to deliver or adapt infrastructure in a way that increases climate resilience. This does not appear to be covered by the Strategy.
| 03.1 Grow our communities | Item 3 - We support the intention to integrate land-use and transport to make better use of infrastructure and transport connections. However, it is also important to recognise that there needs to be alignment and coordination between the timing of infrastructure delivery and the sequencing of development. Bulk infrastructure planning and delivery and development planning are two parallel, inter-dependent processes that ensure land is development ready (refer to Future Urban Land Supply Strategy, Auckland Council, Figure 4).
| 03.1 Grow our communities | Item 4 - We support the leveraging of existing transport networks, including walking and cycling infrastructure but note the need to assess the capacity of existing networks and provide for the requirements of growth.
| 03.1 Grow our communities | Item 6 - We support locating future developments to capitalise on existing serviced network infrastructure and facilities. However, it is important to recognise that some infrastructure investment may still be required in these locations.
| 03.2 Build our businesses – Supporting existing businesses to grow and attract new businesses to the district | Item 1 – We support the intention to build on existing industrial clusters and promote the clustering of complementary businesses. This will ensure better utilisation of existing business land and provide employment opportunities for new and existing residents.
| 3.3 Embrace our identity – Protect our environment | Item 5 - We support the identification of new appropriately located areas for service industries to locate and expand. We suggest that there is a focus on providing larger sites for industries that require large floorplates.
| 3.3 Embrace our identity – Protect our environment | Items 1-6 - We support all the identified Focus Areas in this section of the Strategy.
North Waikato’s network of wetlands and peat lakes is internationally significant and at risk from a range of land use impacts. The growth of the district will increase demand for access and improvements to a range of natural areas and open spaces. This presents an opportunity to promote environmental enhancement and protection efforts for these areas.

We recommend that the following be added (in addition to item 3):
“Protect, enhance and promote wetlands, peat lakes and other significant ecological areas”. And, “identify and develop a network of ecological corridors for native species”.

Item 4 - We support encouraging land uses that utilise highly productive land and restricting those uses that reduce them and diminish their quality. However, we recommend that the Strategy emphasise avoiding further fragmentation of highly productive land. This is linked to part 2.2 of the Strategy ‘our rich soils’.
**Appendix 2 - Feedback on Maps**

Detailed additional feedback from Auckland Council on the maps and development concept plans for each settlement is outlined in the table below.

*Table 2: Additional feedback on maps and development concept plans*

<table>
<thead>
<tr>
<th>Map – Where the district is situated (page 5)</th>
</tr>
</thead>
<tbody>
<tr>
<td>• The main settlements included in the Strategy, namely Tuakau, Pokeno, Te Kauwhata, Huntly, Ngāruawahia and Raglan could be highlighted by use of a different colour to represent them in the map.</td>
</tr>
<tr>
<td>• Check that the locations of Papakura and Drury are shown correctly.</td>
</tr>
<tr>
<td>• State Highway 22 from Pukekohe to Drury is not shown, nor is State Highway 3, linking Te Awamutu and Otorohanga with Hamilton.</td>
</tr>
<tr>
<td>• The Hamilton section of the Waikato expressway is not shown, and the Huntly section could be shown as a solid line since it opens in February 2020. This would ensure the map has greater longevity.</td>
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</table>

<table>
<thead>
<tr>
<th>Map - Natural Environment (pages 16-17)</th>
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<tbody>
<tr>
<td>• This map is currently split between two pages making it difficult to read and would be better fitted to one page.</td>
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</table>

<table>
<thead>
<tr>
<th>Map - Sub-Regional Growth (pages 24-25)</th>
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<tbody>
<tr>
<td>• This map would also be easier to interpret fitted to one page and reduced in scale/extent to show the Waikato District, plus Hamilton and Auckland.</td>
</tr>
<tr>
<td>o The location of existing airports, seaports and land ports (including the Port of Tauranga) could instead be shown on the map 'Where the district is situated' (page 5).</td>
</tr>
<tr>
<td>• Support distinguishing between existing and proposed mass-transit stations (both short and long-term).</td>
</tr>
<tr>
<td>• Suggest the use and location of ‘S’ and ‘P’ icons on the map to show existing business clusters be reviewed, perhaps shown alongside the location label.</td>
</tr>
<tr>
<td>• As per map 1, the SH1 Huntly bypass could be shown with a solid line, and the Hamilton section shown as a proposed road.</td>
</tr>
<tr>
<td>• This map could also be used as an index map, identifying the approximate spatial extent of the development plans for each settlement that follow this map.</td>
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</table>
## Development Concept Plans

<table>
<thead>
<tr>
<th>General feedback, all development concept plans</th>
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<tbody>
<tr>
<td>• Suggest that a disclaimer is included clarifying that the development plans are indicative, and the development of these areas and the development timeframes will require structure planning and further technical evaluation and economic analysis, including considering impacts on transport networks.</td>
<td></td>
</tr>
<tr>
<td>• No environmental context, constraints or opportunities are shown on the development plans. Streams, ridgelines, natural hazards, elite and prime soils or other natural features could be shown.</td>
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<tr>
<td>• Some brief rationale could be included outlining why the development areas have been identified <em>(as per key issue 2, employment)</em>.</td>
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</tr>
<tr>
<td>• Recommendations 5 and 6 <em>(see key issues)</em> also relate to the development concept plans, for ease of reference they are repeated below -</td>
<td></td>
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<tr>
<td>• <em>(Where future business land has been identified, its approximate area (in hectares) is shown in the development plan, and (where suitable) an estimated employment count.)</em></td>
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<tr>
<td>• <em>(A list of committed and planned infrastructure projects required to support anticipated growth and development is shown alongside the development plans (or reference made to where this information can be found).)</em></td>
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<tr>
<th>Pokeno Development Concept &amp; Town Centre Plan</th>
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<tbody>
<tr>
<td>• Support the integration with mass transit, east-west connections and identification of streams in the centre plan.</td>
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<tr>
<td>• We <em>recommend</em> reconsidering commercial/business uses in Pokeno East. This area risks becoming an out-of-centre retail development focused on the highway, which would compromise the development of Pokeno Town Centre.</td>
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<tr>
<th>Huntly Development Concept &amp; Town Centre Plan</th>
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<tr>
<td>• Note that development is proposed within the catchment of a sensitive receiving environment <em>(Lake Hakanoa)</em>.</td>
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<tr>
<td>• Some of the development areas are established existing urban areas and indicate redevelopment, which could be distinguished from greenfield expansion of urban areas.</td>
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</tbody>
</table>
Papakura Local Board feedback on the draft Waikato 2070 Growth and Economic Development Strategy

Background

On 13 November 2019 Waikato District Council published its draft growth and economic development strategy, *Waikato 2070*. Submissions on the draft strategy close on 17 January 2020. The draft strategy takes an integrated approach to planning for future growth in the Waikato district by addressing economic and community development focus areas together with future land use and infrastructure planning. The draft strategy will help deliver on Waikato district’s contribution to the region’s Future Proof growth strategy and spatial plans developed through the Hamilton to Auckland Corridor Plan. The strategy includes a development plan for each settlement in the district outlining the location of future growth areas and the indicative uses. The strategy also looks at development timeframes for each future growth area.

The Franklin and Papakura Local Boards have been invited to provide feedback on the proposed Plan.

Papakura Local Board feedback

The Papakura Local Board provides the following feedback on the draft growth and economic development strategy, *Waikato 2070*:

a) Provision of transport infrastructure that links to the wider Auckland and Waikato networks is critical as growth occurs in Pokeno and Tuakau.

b) Public transport links to the rail network needs to keep pace with growth, particularly in the Pokeno area. The motorway network is already significantly congested. Potentially there will be a need for dedicated bus lanes to link in with the Auckland commuter rail network and in the longer term train stations developed in the outlying townships. Cycling links should also be part of this network.

c) In the longer term, the provision of an additional rail line may be required if rail freight volumes increase.

d) Future open space and recreation infrastructure, including community facilities, must be planned for to benefit the communities of Pokeno and Tuakau.

e) Planning for adequate water and waste water infrastructure also needs to be in place to support growth.

f) The protection of high-class soils should be treasured.

g) Planning for public transport needs to provide connectivity to main transport hubs.
h) To avoid Pokeno and Tuakau becoming sleepy suburbs of Auckland, the strategy should speak to opportunities for social procurement to increase capabilities and employment opportunities for local people, in particular, the younger demographic.

For example, any large contract that the council has decision making power over would require the contractor to take on a certain number of young local people in roles, either as apprentices or with a view to a future leadership role, while paying living wage, with a view to long-term employment. That is, investing in growing people’s capability to keep them in the region.

Brent Catchpole  
Chairperson  
Papakura Local Board

Jan Robinson  
Deputy Chairperson  
Papakura Local Board

Date: 21 April 2020
Memorandum

12 December 2019

To: His Worship the Mayor, Councillors, Local Board Members, Independent Māori Statutory Board Members.

From: Megan Tyler – Chief Planning Officer

Subject: Request for feedback on Waikato 2070 Growth and Economic Development Strategy

Contact Information: luke.carey@aucklandcouncil.govt.nz or sanjay.bangs@aucklandcouncil.govt.nz

Purpose

• To inform elected members of an opportunity to provide feedback on the draft growth and economic development strategy for Waikato District, Waikato 2070.

Summary

• Submissions on the draft strategy close on 17 January 2020.
• Council staff will be preparing a submission on the draft strategy and invite feedback from elected members. Council’s submission is proposed to focus on cross boundary issues such as the growth of Pokeno and Tuakau and infrastructure implications.
• We request that individual feedback is provided by Monday 23 December 2019.
• The submission will be approved under delegated authority and provided to the Planning Committee as an information memorandum when completed.

Context

• The draft strategy takes an integrated approach to planning for future growth in the Waikato district by addressing economic and community development focus areas together with future land use and infrastructure planning.
• The draft strategy will help deliver on Waikato district’s contribution to the region’s Future Proof growth strategy and spatial plans developed through the Hamilton to Auckland Corridor Plan.
• The strategy includes a development plan for each settlement in the district outlining the location of future growth areas and the indicative uses. The strategy also looks at development timeframes for each future growth area.
• Waikato District Council is also undertaking a review of its district plan, which is currently at the hearing stage. This strategy will help to inform the district plan review.
Discussion

- Auckland Council has been participating in and supporting various north Waikato planning initiatives in recent months. Since August 2019 Auckland Council has been an associate member of the expanded Future Proof partnership.

- Council has been a participant in the Hamilton to Auckland (H2A) corridor work programme together with Waikato councils, mana whenua and central government. As part of this work programme, Auckland Council staff have provided input into various H2A initiatives including a larger Pokeno scenario and rapid rail business case.

- Auckland Council staff also provided separate feedback on the draft Waikato District Council community 'blueprints', focusing particularly on growth, economy, transport and infrastructure in Pokeno and Tuakau.

- In July 2018, Auckland Council submitted on the proposed Waikato District Plan, a copy of council's submission is attached to this memo.

- Council's submission supported compact urban development in several north Waikato towns. It also sought that the plan affords greater protection of high-class soils and provide for outcomes in the Hamilton to Auckland corridor plan, interim rail business case and Future Proof phase two review.

- At this stage, Auckland Council's submission to Waikato District Council's draft Growth and Economic Development Strategy, is proposed to focus on cross boundary issues, such as the growth in Pokeno and Tuakau, and the implications for physical and social infrastructure provision.

Next steps

- Submissions on the draft strategy close on 17 January 2020.

- Auckland Plan Strategy and Research (APSR) and Plans and Places are leading a submission on the draft strategy. Watercare Services Limited and Auckland Transport have also expressed interest in providing feedback on the draft strategy.

- Because of the tight submission timeframe, the submission will be approved by the Mayor and Deputy Mayor, Chair and Deputy Chair of the Planning Committee under delegated authority, and it will be provided to the Planning Committee as an information memorandum when completed.

- We ask for your feedback on the draft strategy, which we will do our best to incorporate into council’s submission.

- We request that those providing feedback please do so by Monday 23 December 2019, so that we can meet the submission deadline.

- If you have any queries, please contact either Luke Carey luke.carey@aucklandcouncil.govt.nz or Sanjay Bangs sanjay.bangs@aucklandcouncil.govt.nz.

Attachments


Attachment B: Auckland Council Submission on the Proposed Waikato District Plan.
Kōmiti Whakarite Mahere / Planning Committee Workshop: Direction Setting for the 2019-2022 term

NOTES

Minutes of a Planning Committee workshop held in the Reception Lounge, Level 2, 301-305 Queen Street, Auckland on Thursday, 5 December 2019 at 9.35am.

PRESENT
Chairperson Cr Chris Darby
Deputy Chair Cr Josephine Bartley
Cr Cathy Casey
Deputy Mayor Bill Cashmore
Cr Linda Cooper, JP
Cr Angela Dalton
Cr Alf Filipaina From 10.52am, on council business
Cr Hon Christine Fletcher, QSO From 10.43am, on council business
Mayor Hon Phil Goff, CNZM, JP
IMSB Member Hon Tau Henare From 10.29am
Cr Shane Henderson
Cr Richard Hills
Cr Tracy Mulholland
Cr Daniel Newman, JP From 10.07am
IMSB Member Liane Ngamane From 9.52am
Cr Desley Simpson, JP
Cr Sharon Stewart, QSM
Cr Wayne Walker From 9.42am
Cr John Watson
Cr Paul Young

ABSENT
Cr Faa’anana Efeso Collins
Cr Pippa Coom On council business
Cr Greg Sayers

Note: No decisions or resolutions may be made by a Workshop or Working Party, unless the Governing Body or Committee resolution establishing the working party, specifically instructs such action.
**Purpose:** For members to consider what they want to achieve in this term and for staff to provide and for staff to provide an overview of the committee’s forward work programme.

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<tbody>
<tr>
<td><strong>1</strong></td>
<td><strong>Apologies</strong></td>
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<tr>
<td></td>
<td>Apologies from Cr Collins and Cr Sayers for absence and Cr Coom for absence on council business were noted.</td>
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<tr>
<td><strong>2</strong></td>
<td><strong>Declarations of Interest</strong></td>
</tr>
<tr>
<td></td>
<td>There were no declarations of interest.</td>
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<tr>
<td><strong>3 - 5</strong></td>
<td><strong>Overview of work programme items – focus on upcoming decisions and major programmes of work over the next three years</strong></td>
</tr>
<tr>
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<td><strong>Key Challenges for Auckland – Planning Committee</strong></td>
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<td><strong>Facilitated discussion on future work programme</strong></td>
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<td>A presentation was provided.</td>
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<td><strong>Workshop presenters and facilitators</strong></td>
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<td></td>
<td>• Megan Tyler, Chief of Strategy</td>
</tr>
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<td></td>
<td>• Dan Lambert, General Manager Communications</td>
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<td><strong>The committee agreed:</strong></td>
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<td>• A workshop in 2020 on the completed forward work programme for 2020.</td>
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</table>

**Notes**

- Planning Committee members agreed that principles and priorities for the committee are important to guide the committee’s work programme for the next three years.
- Members noted a number of areas of interest for the work programme particularly across the Auckland Unitary Plan, urban growth and housing, and transport.
- Members also noted particular considerations they would like built into work already underway, such as climate action, equity and building resilient communities.
- Staff will use the discussion to form a forward work programme for discussion by the Committee.

The workshop closed at 11.13am.
Kōmiti Whakarite Mahere / Planning Committee Workshop: Resource Management System Reform

NOTES

Minutes of a Planning Committee workshop held in Room 1, Level 26, 135 Albert Street, Auckland on Wednesday, 11 December 2019 at 9.36am.

<table>
<thead>
<tr>
<th>PRESENT</th>
<th>From 9.37am</th>
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<tbody>
<tr>
<td>Chairperson Cr Chris Darby</td>
<td></td>
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<tr>
<td>Deputy Chair Cr Josephine Bartley</td>
<td>From 9.44am</td>
</tr>
<tr>
<td>Cr Cathy Casey</td>
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<tr>
<td>Deputy Mayor Bill Cashmore</td>
<td>Until 11.05am</td>
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<tr>
<td>Cr Fa’anaana Efeso Collins</td>
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<tr>
<td>Cr Pippa Coom</td>
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<tr>
<td>Cr Linda Cooper, JP</td>
<td>From 9.40am</td>
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<tr>
<td>Cr Angela Dalton</td>
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<tr>
<td>Cr Hon Christine Fletcher, QSO</td>
<td>From 10.19am, until 10.45am</td>
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<tr>
<td>Cr Shane Henderson</td>
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<td>Cr Richard Hills</td>
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<td>Cr Tracy Mulholland</td>
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<td>Cr Daniel Newman, JP</td>
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<tr>
<td>IMSB Member Liane Ngamane</td>
<td>From 9.51am</td>
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<tr>
<td>Cr Greg Sayers</td>
<td>Until 10.46am</td>
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<tr>
<td>Cr Desley Simpson, JP</td>
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<tr>
<td>Cr Sharon Stewart, QSM</td>
<td>Until 10.55am</td>
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<tr>
<td>Cr Wayne Walker</td>
<td>From 9.37am, until 10am</td>
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<tr>
<td>Cr John Watson</td>
<td>From 9.54am</td>
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<td>Cr Paul Young</td>
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<thead>
<tr>
<th>ABSENT</th>
<th>On council business</th>
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<tr>
<td>Cr Alf Filipaina</td>
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<tr>
<td>Mayor Hon Phil Goff, CNZM, JP</td>
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<td>IMSB Member Hon Tau Henare</td>
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<tr>
<th>ALSO PRESENT</th>
<th>Chairperson, Franklin Local Board</th>
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<tr>
<td>Andrew Baker</td>
<td>Hibiscus and Bays Local Board</td>
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<tr>
<td>Gary Brown (from 9.47am to 10am)</td>
<td>Howick Local Board</td>
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<tr>
<td>David Collings</td>
<td>Chairperson, Puketāpapa Local Board</td>
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<tr>
<td>Harry Doig (until 11.02am)</td>
<td>Puketāpapa Local Board</td>
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<tr>
<td>Ella Kumar, JP (until 10.54am)</td>
<td>Chairperson, Maungakiekie-Tāmaki Local Board</td>
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<tr>
<td>Chris Makore</td>
<td>Chairperson, Upper Harbour Local Board</td>
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<tr>
<td>Margaret Miles, QSM, JP</td>
<td>Chairperson, Waitakaruru Local Board</td>
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<td>Richard Northey, ONZM</td>
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Note: No decisions or resolutions may be made by a Workshop or Working Party, unless the Governing Body or Committee resolution establishing the working party, specifically instructs such action.
**Purpose:** To be briefed on the strategic context for the resource management system reform and to provide direction on key issues for council's submission.

The Deputy Mayor chaired the workshop until Chairperson Cr Darby arrived at 9.37 am.

1. **Apologies**
   - Apologies from Cr Filipaina for absence, Mayor Phil Goff for absence on council business and Chairperson Cr Darby, Deputy Chairperson Cr Bartley, Cr Cooper and Cr Fletcher for lateness were noted.

2. **Declarations of Interest**
   - There were no declarations of interest.

3. **Resource Management system comprehensive reform: issues and options paper submission development**

   **Workshop presenters and facilitators**
   - Simon Randall, Team Leader – Strategic Scanning
   - Lou-An Ballantyne, Māori Outcomes Lead CPO
   - John Duguid, General Manager – Plans and Places

   **Notes**
   - The workshop canvassed several key issues identified by the Resource Management Review Panel’s issues and options paper titled *Transforming the resource management system: Opportunities of change*. These were:
     - Issues with the resource management system and the drivers behind them
     - Purpose and principles of a future system
     - Integration of land use planning and environmental protection
     - Better recognising Te Tiriti o Waitangi and Te Ao Māori.
   - Staff will use the guidance received to inform Council’s draft submission
     - This is due 3 February 2020 to the Resource Management Review Panel
     - The Chair and Deputy Chair of the Planning Committee and IMSB Member Liane Ngamane have been delegated the authority to approve the final submission. This will be reported to a subsequent meeting of the Planning Committee.
     - After the panel has reported its proposed approach to the Minister for the Environment by 1 June 2020 council will have the opportunity to submit on the Minister’s preferred approach.

The workshop closed at 11.09 am.
Comprehensive Resource Management System Reform: Issues and options submission
Purpose of today

- Context and overview
  - Current challenges
  - Issues with the system

- Issues for guidance:
  - Integration of land use planning and environmental protection
  - Purpose of the resource management system
  - Priorities for the resource management system
  - Appropriate recognition of Te Tiriti o Waitangi and Te Ao Māori
Context

- Comprehensive review by an independent panel
- Builds on a number of reviews (Environmental Defence Society, Productivity Commission, Parliamentary Commissioner for the Environment)
- Part of “improving our resource management system programme”
- After the panel delivers its final report the Government will consult on its reform proposals
- Any legislation would be next term (post October/November 2020) dependent on the election outcome
Current challenges facing the resource management system (pgs 11-13)

- New Zealand's natural environment is under significant pressure (including with climate change)
- Urban development not keeping pace with growth
- Impacts of changing use of rural land

1. Are these the right challenges to be addressing?
Reasons why the system has not adequately responded (pgs 13-19)

- Lack of clear environmental protections
- Lack of recognition of the benefits of urban development
- A focus on managing effects of resource use rather than planning to achieve outcomes
- A bias towards the status quo
- Lack of effective integration across the system
- Excessive complexity, uncertainty, and cost
- Lack of adequate national direction
- Insufficient recognition of Te Tiriti and lack of support for Māori participation
- Weak and slow policy and planning
- Weak compliance, monitoring, and enforcement
- Capability and capacity challenges in central and local government
- Weak accountability for outcomes and lack of effective monitoring and oversight

2. Do these look right? Are there any other reasons we should capture?
3. Are there some of these that are more important to us than others?
Purpose of the resource management system (Issue 2)

4. Should the purpose of the resource management system be:
   • sustainably managing natural and physical resources (status quo) or
   • improving outcomes for people, places and environment or
   • something else

5. Should there be a requirement to positively improve the environment as well as avoiding, remedying, or mitigating adverse effects on it?

6. Does the system need to be more focused on outcomes than effects?
Integration of land use planning and environmental protection (Issue 1)

7. Should the way land use is planned and controlled, and protection for the environment (air, land, and water) be:
   
   • Governed by the same system
   • Governed by separate systems
Priorities for the resource management system (issue 2)

8. Should any of the following be added as new priorities:
   • High quality urban environments
   • Provision of sufficient appropriate capacity for development to meet current and future demands
   • A more holistic response to climate change (adaptation, mitigation, resilience)
   • Provision of key infrastructure
   • Any others?
Recognising Te Tiriti o Waitangi and te ao Māori (issue 3)

A Treaty based approach to resource management

• Are changes required to s8 (taking into account the principles of the Treaty) including the hierarchy with regard to ss. 6 and 7?

Recognising Te Ao Māori

• Other changes needed to address Māori interests and engagement in RMA decision making?
Councillors’ Office

20 December 2019

Shane Ellison
Chief Executive
Auckland Transport

Dear Shane,

We seek your assistance and leadership to plan implementation of the transformative vision outlined in the City Centre Masterplan refresh.

As you are aware, the CCMP refresh establishes major changes to support a friendly, safe, and vibrant city centre. These plans are enabled by the Access for Everyone concept, which sets forth a framework for rationalising general vehicle access to prioritise public transport, walking and cycling, and the public realm.

Residents of Tāmaki Makaurau are eager for these changes, with 76 percent of respondents supporting the CCMP’s general direction, and 82 percent supporting Access for Everyone. Our collective responsibility is now to deliver this plan.

Realising this vision requires united efforts between and across AT, Auckland Council, and NZTA. As Planning Committee Chair and Deputy Chair, working with these and other stakeholders to implement the CCMP will be a top priority.

As stated in AT’s submission on the CCMP refresh, a significant modal shift among people traveling to the city centre is foundational to realising the CCMP. This includes a substantial reduction in the number of private vehicles entering the city centre during the peak hours, and a correspondingly large increase in public transport, cycling, and walking above currently planned levels. More than any other institution, AT understands the significant efforts required to achieve this shift, and we understand AT has begun studying the requirements to deliver Access for Everyone.

We seek to formalise next steps to coordinate efforts among AT, Council, and NZTA. This includes establishing a cross-organisational working party to ensure existing programmes are aligned, challenges and risks are identified, and funding gaps are addressed.

We seek AT’s leadership to create an implementation plan to realise the modal shift necessary to achieve the CCMP vision. We envision this implementation plan would answer the following questions, among others:

- How should such a working party be governed to ensure shared decision making and accountability?
- To what degree can existing programmes and funding sources achieve required modal shift? For example, what modal shift can be attained through:
  - Parking, logistics, and kerbside management policies
- Existing cycling programmes
- Road safety programmes
- Programmes upgrading corridors entering the city centre
- Travel demand management tools

- How can we leverage existing and upcoming construction disruptions? In particular, how can we take advantage of this opportunity to deliver a Queen Street transit mall and ‘kick-start’ the Access for Everyone concept?
- What major infrastructure programmes envisaged by the CCMP (e.g. Wellesley Street transit mall, Quay Park interchange, etc.) can be executed in the next one, three, and five years? Which can be trialled or accelerated through temporary, low-cost interventions?
- What changes to State Highways are required, and how do they interact with other interventions?
- If funding gaps will prevent us from achieving the necessary shift, through what sources could they be filled?
- What updates to the RLTP and ATAP might be required?
- What KPIs, milestones, and outcomes must be monitored and evaluated?

These are some of the many considerations that require planning and analysis, many of which are already being explored by AT, Council, and NZTA.

In sum, with modal shift as an overarching priority, how can our efforts be coordinated and accelerated, what shortfall do we face, and how will it be overcome?

Guided by such a plan, we believe a cross-organisational working party will provide residents of Tāmaki Makaurau clarity and certainty that the CCMP and Access for Everyone is being realised.

We welcome your ideas and insights on this proposed process to create a more accessible city centre.

Yours sincerely

[Signatures]

Cr Chris Darby  Cr Josephine Bartley
Chair  Deputy Chair
Planning Committee  Planning Committee