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# Additional Waitematā Harbour Connections Business Case

For decision:

For noting:

## Ngā tūtohunga / Recommendations

That the Auckland Transport Board (board):

- i. Endorse the findings of the Additional Waitematā Harbour Connections (AWHC) Business Case, which in priority order are:
  - a. The need for enhancement to the capacity and performance of the Northern Busway
  - b. The need to develop an additional rapid transit network for the North Shore
  - c. The need to investigate improvements to Northern Motorway connectivity and resilience issues
- ii. Note that AT's contributions to this ongoing work are subject to funding being prioritised in the development of the 2021-2031 Regional Land Transport Plan.
- iii. Note that the potential scale of the impact and investment for the AWHC programme calls for a combined Waka Kotahi New Zealand Transport Agency/Auckland Council/Auckland Transport governance level structure.
- iv. Note active modes must be added to the business case priorities.
- v. Note that the AWHC problem statements, objectives and performance outcomes must be agreed by the Crown and Council before any further work is commenced, including adding consideration of active modes and ambitious climate change objectives.

## Te whakarāpopototanga matua / Executive summary

1. Whilst there has been strong recent interest in the immediate resilience of the Auckland Harbour Bridge, this paper deals with broader longer term issues related to the harbour crossing.
2. AT has developed a business case with Waka Kotahi New Zealand Transport Agency (Waka Kotahi) and Auckland Council (AC) to assess future cross harbour strategic transport needs between the North Shore and Auckland. The business case identifies the need to enhance the

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existing busway, commence more detailed work on a supplementary rail-based Rapid Transit Network (RTN) intervention and also consider a range of motorway network improvements. Road pricing as a travel demand tool is also expected to be part of the future programme.

3. These matters are recommended to be developed through a Strategic Transport Networks Single Stage Business Case (SSBC) jointly progressed with Waka Kotahi and AC. The potential for these workstreams to affect AT's strategic objectives means it is important for the Board to consider the governance and staging of the future interventions.
4. AT will be required to contribute to both the business case development and delivery phases of this ongoing work, and this will be subject to funding being prioritised in the development of the 2021-2031 Regional Land Transport Plan (RLTP).

## **Ngā tuhinga ō mua / Previous deliberations**

5. Material on this topic has been brought to the board most recently in December 2019, where endorsement was received for the urgent commencement of a Detailed Business Case (DBC) to identify a detailed programme of works to enhance the performance and capacity of the Northern Busway. Full resolutions from previous deliberations are shown in Appendix A.

## **Te horopaki me te tīaroaro rautaki / Context and strategic alignment**

6. The harbour bridge carries on average 235,000 people a day, including 30,000 bus trips and 12,000 freight trips. The North Shore's population is projected to grow from 337,000 to around 500,000 by the late 2040s, with most growth forecast to occur north of Albany. Since the Northern Busway opened in 2008, ridership has increased dramatically from 800,000 trips a year to over 6,000,000 trips annually. As the corridor has long been congested at peak times, growth in vehicle demand has been accommodated through a lengthening of the traditional 'peaks'.
7. The Auckland Transport Alignment Project (ATAP) 2018 outlined the urgent need to "*confirm the rapid transit corridor's future mode and alignment, including how it integrates with a potential future road crossing*". ATAP also noted "*the need to provide more certainty about the optimal timing, modal mix, configuration and operation*" of any future crossing. The importance of this work was highlighted recently by disruption caused by a truck striking a part of the harbour bridge.
8. A business case, developed in collaboration with Waka Kotahi and AC, has now been finalised to address these issues. The Waka Kotahi Board endorsed the business case in early September and allocated up to \$20 million towards the next phases.

## **Ngā matapakinga me ngā tātaritanga / Discussion and analysis**

9. The AWHC Business Case confirmed that the Northern Busway is critical to serving ongoing North Shore growth and must first be enhanced to improve its capacity, performance and therefore its longevity.

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10. However, even with enhancements, by the mid 2030's public transport patronage will exceed the peak capacity of the busway (over 10,000 people per hour), and hence additional capacity will be needed. A supplementary rail-based Rapid Transit Network (RTN) intervention is identified, which serves key activity centres in the lower North Shore, leaving the busway to continue to serve growing northern areas.
11. Alongside this, consideration needs to be given to enhancement of the State Highway and local road network as issues relating to resilience and congestion will need to be addressed.
12. Analysis underpinning this business case is comprehensive, considering the latest population growth projections and the needs of customers.
13. In progressing the findings of the AWHC, it is important that the three workstreams (busway, RTN and motorway) are considered together in order to deliver integrated interventions that support a low carbon future, and meet Auckland's mode shift and congestion objectives. Resilience issues, RTN solutions and policy interventions, including road pricing, must all be included as part of the considerations going forward. These challenges provide the perfect case study to demonstrate what can be achieved with policy and land use planning shifts also in the mix.
14. In addition, significant attention will be given to data and analysis on population growth, employment growth and performance metrics from across the transport system.
15. To ensure this is achieved, it is important that AT is fully represented at a governance level, and there is clear accountability as to leadership, decision-making and collaboration expectations across the programme. Given the importance of the work, we are considering Board-level governance of these workstreams in conjunction with Waka Kotahi's Board, potentially though the establishment of a joint committee with representatives from both organisations.
16. The investment required to resolve these challenges is substantial, and there is currently a call for that investment to be made as soon as possible, in light of the recent bridge strike event. ATAP allocates investment on these matters across all three decades, with the largest proportion of investment (for RTN then motorway construction) towards the end of the second and third decades.
17. Given the lengthy timeframe of this work, optimising the existing public transport network through the progression of the Northern Busway Enhancements DBC will be critical. This work is underway, the scope of which was endorsed by the Board in December 2019. A detailed work programme to enhance the future performance of the Northern busway will be brought to the board for its consideration in December 2020.

## Ngā tūraru matua / Key risks and mitigations

| Key risk   | Mitigation  |
|--|---|
| Reputational risk - high public interest, but no engagement recently | Process has been led by Waka Kotahi but going forward the combined SSBC governance will ensure external engagement. A communications strategy will also be jointly developed to manage this risk. |

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|--|--|
| Project risk – integration with other projects | SSBC workstreams will integrate with key projects, including the Auckland Harbour Bridge Long Term Plan, Supporting Growth, and the Upper North Island Supply Chain Study. |
| Financial Risk – cost and fundability          | The scale of the various investments are substantial and opportunities for reducing or optimising costs, or staging implementation, will be considered in the next phases. |
| Governance – network integration               | Both AT and Waka Kotahi have network responsibilities, so joint governance is critical.  |

## **Ngā ritenga-ā-pūtea me ngā rauemi / Financial and resource impacts**

18. The overall scale of the various programme components to be examined within the SSBC are likely to be the most significant in recent NZ transport history, and the cost of the SSBC itself (whilst still being scoped) is likely to be substantial. Waka Kotahi has set aside up to \$20 million towards the SSBC and associated investigations, whilst AT has yet to prioritise its contribution within the upcoming RLTP. Funding is firstly required for the SSBC and also the next design/implementation phases of the busway enhancements workstream. The broad approach to these workstreams is contained in ATAP.

## **Ngā whaiwhakaaro o te taiao me te panonitanga o te āhuarangi / Environment and climate change considerations**

19. The scale of potential future North Shore transport infrastructure to be explored through the SSBC is likely to have region-level effects upon travel choice, and therefore will influence Auckland's ongoing emissions. Some of the resilience issues to be explored relate to sea level rise resulting from climate change. Ambitious climate change outcomes will be sought for inclusion in the updated project objectives.

## **Ngā reo o mana whenua rātou ko ngā mema pooti, ko ngā roopu kei raro i te maru o te Kaunihera, ko ngā hāpori katoa / Voice of mana whenua, elected members, Council Controlled Organisations, customer and community**

20. Stakeholder engagement has to date been led by Waka Kotahi and been extremely limited, however a wider range of stakeholders is expected to be engaged as part of developing the SSBC.

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## Ngā whaiwhakaaro haumaruru me ngā whaiwhakaaro hauora / Health, safety and wellbeing considerations

21. No considerations at this stage.

### Ā muri ake nei / Next steps




22. The next steps include:

- a. bringing the Northern Busway Enhancements DBC to the December Board meeting for approval
- b. agreeing the scope and governance of the Strategic Transport Networks SSBC with Waka Kotahi and AC
- c. allocating funding towards the SSBC and busway enhancements from the upcoming RLTP.

### Te whakapiringa / Attachment

| Attachment number | Description                                     |
|-------------------|---|
| Attachment 1      | Previous deliberations                          |
| Attachment 2      | Summary chart of workstreams from business case |

### Te pou whenua tuhinga / Document ownership

|                         |  |   |
|-------------------------|--|---|
| Submitted by            | Chris Morgan<br><b>GM, Strategic Projects</b>        |  |
| Recommended by          | Jenny Chetwynd<br><b>EGM Planning and Investment</b> |  |
| Approved for submission | Shane Ellison<br><b>Chief Executive</b>              |  |

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## Attachment 1: Previous deliberations

| Date             | Report Title  | Key Outcomes  |
|------------------|---|---|
| 22 October 2019  | Additional Waitematā Harbour Connections Business Case Update | <ol style="list-style-type: none"> <li>1. Noted that the AWHC Business Case will be brought to the Board in December, there are some initial findings of relevance to AT;</li> <li>2. Approved the urgent commencement of a DBC to identify a detailed programme of works to enhance the performance and capacity of the Northern Busway to continue to serve growing North Shore travel demand;</li> <li>3. Noted that there is no funding for Northern Busway Enhancements implementation in the 2018-28 RLTP and this will need to be prioritised in the next funding round, in order for forecast customer demand to be met;</li> <li>4. Approved that a DBC for a <b>supplementary</b> long-term RTN intervention for the lower North Shore commences once key reference data is available from the Northern Busway Enhancements DBC; and</li> <li>5. Noted that pre-implementation funding for the long-term RTN project will need to be prioritised in the development of the 2021-2031 RLTP, with implementation funding beyond that</li> </ol> |
| 11 December 2018 |   | <ol style="list-style-type: none"> <li>1. Noted that the North Shore RTN enhancements are not funded through the 2018-28 RLTP;</li> <li>2. Noted that Waka Kotahi has been directed to accelerate the North Shore to City Strategic Transport Business Case;</li> <li>3. Noted AT management supports the two projects being combined;</li> <li>4. Noted that AT management supports the acceleration based on projected growth in patronage demand; and</li> <li>5. Noted that AT management will liaise with Waka Kotahi on business case funding.</li> </ol>   |

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## Attachment 2: Summary chart of workstreams from business case

