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## Walking Programme Business Case

For decision:  For noting:

### Te tūtohunga / Recommendation

That the Auckland Transport Board (board):

- a) Endorses the Walking Programme Business Case (PBC), as the basis for a funding proposal as part of the 2024 Regional Land Transport Plan (RLTP), to guide additional funding that may arise and as a basis for engagement with existing programmes.

### Te whakarāpopototanga matua / Executive summary

1. To support objectives around mode shift and emissions reduction, AT has completed the Walking PBC. The PBC was developed with key partners and stakeholders (Waka Kotahi New Zealand Transport Agency (Waka Kotahi), Auckland Council, mana whenua, Accident Compensation Corporation (ACC) and Living Streets Aotearoa) and was funded by a grant of \$300,000 from ACC.
2. This PBC establishes the case for change for investment in walking in Auckland and provides the first investment plan for walking in New Zealand. It provides a recommended programme for Auckland Transport (AT), including outlining the best approach, the initial level of investment required, and the scope of improvements needed across Auckland.
3. The programme focuses on 'inclusive access'. This programme recognises human diversity and provides a more equitable transport network that enables participation for people of all ages, abilities, and backgrounds to access their daily needs by walking for journeys less than 2km.
4. The PBC identifies 11 initial priority areas for targeted investment and provides a toolbox of interventions related to walking infrastructure improvements, non-infrastructure initiatives, and advocacy opportunities including policy changes at a local and national level. In addition to these targeted areas, the programme also includes walkability improvements including 35km of key walking connectivity improvements across Auckland on the Walking Strategic Network (Future Connect) to fill in the gaps and create new links (focused on public transport (PT) nodes, schools and town/local centres).
5. At present, there is no funding allocated to implement the PBC, including in the 2021-31 RLTP over and above what is included in the do-minimum option (\$49m for New Footpaths Programme, and safety improvements for people walking as part of the Safety Programme). This limits the contribution that walking can make to Auckland's transport system and the achievement of our carbon emissions reduction targets. We seek board endorsement of the PBC so that it can underpin a funding proposal to the 2024 RLTP, provide a basis for leveraging opportunities to deliver walking improvements via existing programmes, provide a platform for advocating the recommended policy changes and as a guide for additional funding that may become available.

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6. The endorsement of the Walking PBC is sought in parallel with the endorsement of the Cycle and Micromobility PBC.

## Ngā tuhinga ō mua / Previous deliberations

Date	Report Title	Key Outcomes
November 2021 – Design and Delivery Committee	Walking PBC	<ul style="list-style-type: none"> <li>Requested to demonstrate alignment across walking and cycling PBCs.</li> <li>Requested to submit the two PBCs for endorsement at the same time.</li> <li>Support for aligning with other ongoing programmes e.g., renewals.</li> </ul>
March 2022 – Design and Delivery Committee	Walking PBC	<ul style="list-style-type: none"> <li>Recommended to the board for approval of the Walking PBC.</li> </ul>

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

- Almost every journey starts and ends with walking. Walking can therefore play an important role (particularly when combined with public transport for longer journeys) in achieving mode shift from private car and assisting Auckland to meet its carbon emissions reduction targets.
- We have an opportunity to get more people walking more often in Auckland through investing in reducing barriers to walking and improving Auckland’s walkability. Overall, the walking mode share in Auckland is low for journeys to work and education (9.2% in 2018) and the number of children walking to school has reduced from 42% to 26% since 1990. Further, the number of lives lost when walking has increased again since 2019. The PBC identifies what, where and how we should invest in improving Auckland’s walkability to support a case for funding and to leverage from other transport projects. The PBC will also inform future work and improve integration and coordination of planning and investment in this transport mode.
- Better walkability in Auckland and the need to encourage more people to walk safely are identified in several key strategic documents, including Auckland Transport Alignment Project (2021), Tāmaki Makaurau Vision Zero Strategy (2019), Auckland Plan 2050 and also in the mode shift plan, Better Travel Choices (2019). The Auckland Road Safety Business Improvement Review 2021 identified the Walking PBC as ‘an important programme for Auckland requiring a quality business case and strong advocacy’. As the need to reduce transport emissions grows more urgent, a plan to strategically approach increasing walking mode share, and walking to support public transport journeys, is becoming more important.

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## Ngā matapakinga me ngā tātaritanga / Discussion and analysis

10. The PBC confirms that we need to: increase walking for journeys less than 2km; increase walking mode share to/from work, education and public transport; improve the quality of the walking network; decrease pedestrian deaths and serious injuries (DSIs); and increase perception of safety of walking.
11. Investing in walking in Auckland provides multiple benefits to individuals and the community, particularly for those who have fewer travel choices, e.g., children. By walking more for their everyday needs, people will be less sedentary and become healthier. Less people will die or be seriously injured when walking in Auckland. Walking is low cost, which assists reduction of household transport related expenditure and more people have more affordable access to more opportunities. Walking has zero carbon emissions, which assists reduction of our transport emissions.
12. Improving Auckland's walkability requires more than new footpaths. Comfort, safety, visual interest, connectivity, and directness are all necessary for a city to be walkable. Given the scale of potential for improvement in walking, the PBC considered both what is needed to address the problems (i.e. type of interventions) and identified locations of greatest need where we should invest first in walking.
13. Seven potential programme options were considered: do minimum, baseline, road safety, connectivity, place and amenity, inclusive access, and liveability (do maximum). The inclusive access programme offers the best value for money of the shortlisted programmes.
14. The inclusive access provides a greater social outcome in terms of equity. It focuses on improving our walking network through a universal access lens recognising the diverse needs of users of the walking network, including people in various life scenarios, such as pregnancy, childhood, injury, disability, and old age. Relative to other shortlisted options, the inclusive access programme incorporates the highest level of investment for interventions related to supporting universal design and improving personal safety and security, as well as addressing the severance of the network and pedestrian delays.
15. Potential areas for walking investment were prioritised based on expected opportunities for increased walking takeup, focusing on areas with a low walking mode share, high population growth, and where there is the highest need or walking deficiency. The final list of 11 initial priority areas (Tāmaki Regeneration Area (including Glen Innes West, Pt England, Tāmaki), Māngere Central, Manurewa (including Homai West and Manurewa South), New Lynn NW, Henderson Central, Mt Roskill Central North, Takapuna West and Newmarket.) represents a geographic spread across Auckland and will improve transport options in some key high deprivation areas. An element of flexibility has been built into the programme to enable us to respond to opportunities/changes and/or expand investment.
16. In addition to infrastructure delivery, a suite of other operating and behaviour change measures is also included in the PBC's recommended programme. These include travel planning, education, promotion, and wayfinding. These initiatives play a great role in changing our customers' perceptions of walking, and therefore addressing the social barriers to walk as a transport mode for short journeys.
17. Policy changes that benefit walking are crucial to overcome the barriers to walk as a transport mode. Advocacy and policy change can commence ahead of funding allocation to implement this PBC. Advocacy will be focused on reinforcing change in organisational culture and systems and processes. These opportunities include changes to the way walking is valued and how the needs of people walking are

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considered across all programmes, projects, policies, strategies and bylaws. Walking is the fundamental method of human transportation; therefore, advocacy that overcomes systemic barriers associated with walking and the walking environment will benefit all Aucklanders.

- 18. The estimated cost to deliver the recommended programme is \$302.5 m over a ten-year period. Initial assessment of indicative costs and benefits for the full programme indicates a Benefit Cost Ratio (BCR) of 1.05. A separate assessment has indicated a range between 2.8 to 4.1. The BCR will be confirmed through further economic assessment during the next business case phases.
- 19. We anticipate several opportunities through central and local government funding to invest in walking over the coming months, particularly through emissions reduction funding opportunities. The approval of this business case now will enable us to take a strategic, considered approach to planning and optimising investment in walking.

**Alignment with Cycle and Micromobility PBC**

- 20. The endorsement of the Walking PBC is sought in parallel with the endorsement of the Cycle and Micromobility PBC. These PBCs have been developed separately to recognise the different characteristics and challenges associated with each mode, along with the different potential solutions and funding availability. There are also several external pressures on these modes. Given the current context around cycling, it is preferable to ensure walking receives an appropriate level of focus through consideration on its own merits.
- 21. There is, however, a large degree of crossover in the objectives targeted for investment by each mode and co-benefits shared across these modes. To support alignment, we have an ongoing, cross-agency workstream to bring together and articulate the combined vision and the actions we are taking through our investment programmes for active modes. We are also seeking opportunities to pilot an area of combined investment for walking, cycling and micromobility potentially in New Lynn. However, this is dependent on funding becoming available e.g. through Waka Kotahi’s upcoming national Streets for People programme.

**Ngā tūraru matua / Key risks and mitigations**

Key risk	Mitigation
Walking improvements may require trade-offs with other modes in the use of the road reserve, resulting in resistance (e.g. car parking spaces removal to implement a raised zebra crossing).	Further business case work at next phase includes assessment of impacts on other modes. Clear communication and linking this activity to the wider repurposing conversation of the road reserve is critical.

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

- 22. No immediate financial implication, but we will be seeking opportunities from within existing programmes to further investigate and deliver walking improvements in one of the priority areas over the next three years.

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

23. Moving forward with the implementation of this PBC will assist in encouraging more sustainable travel options, particularly for short journeys, which are now mostly private vehicle journeys. Subject to funding, delivery of the PBC would assist AT's carbon emissions reduction targets.

## Ngā whakaaweawe me ngā whakaaro / Impacts and perspectives

### Mana Whenua

24. We engaged with mana whenua at various hui and sought input and interest from iwi to participate in this project. The PBC was well received. Mana whenua also evaluated the long list programme options with a focus on the impacts on Te Ao Māori.

### Ngā mema pōti / Elected members

25. We informed the Local Boards and councillors and presented the PBC at the Local Board Chairs Forum in November 2021.

### Ngā rōpū kei raro i te Kaunihera / Council Controlled Organisations (CCO)

26. We plan to engage with Eke Panuku in the next phase, given they work across many neighbourhoods to meet the needs of Auckland's growth, including designing new and redesigned public places and more walkable communities.

### Ngā kiritaki / Customers

27. Key stakeholders involved in the development of this PBC were Living Streets Aotearoa and CCS Disability Action. We presented the PBC to the AT Disability Advisory Panel, and to the Council Disability Advisory Panel in November 2021.

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

28. The recommended 'Inclusive access' programme will assist in creating a more equitable transport network in Auckland. The PBC also centres on safety and personal security and aims to reduce pedestrian related deaths and serious injuries on our transport network.

29. Mode shift for short journeys from driving to walking will also lessen air and noise pollution.

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## Ā muri ake nei / Next steps



30. Assuming board endorsement of the PBC, the next steps will include:

- a. Presentation of the PBC to the Council Planning Committee.
- b. Publishing a summary report on AT's website and social media and distribution to our partners and stakeholders.
- c. Seek funding from within existing programmes to further investigate and deliver walking improvements using a community-led process for one priority area.
- d. Further business cases work to further define and plan the walking interventions across the city, and to plan and investigate specific walking improvements in the other priority areas incorporating lessons learnt from roll out of the first priority area (subject to funding).
- e. Collaborative work across AT to build walking improvements aligned with 'Inclusive access' into existing programmes and projects.
- f. Progress advocacy opportunities including policy changes that would benefit walking.
- g. Advocacy for increased funding in walking, including submitting a proposal for a dedicated budget in the next RLTP and beyond.

## Te whakapiringa / Attachment

Attachment number	Description
1	Auckland Walking PBC – Summary Report (Final Draft)

## Te pou whenua tuhinga / Document ownership

Submitted by	Patrícia Vasconcelos <b>Senior Planner Healthy Streets &amp; Active Modes, Planning and Investment</b> 
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Approved for submission	Shane Ellison <b>Chief Executive</b> 