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## Terms of Reference for the Joint Government/Auckland Council Tāmaki Makaurau Transport Plan

For decision:  For noting:

### Te tūtohunga / Recommendation

That the Auckland Transport Board (board):

- a) Notes the scope of the Joint Government/Auckland Council Tāmaki Makaurau Transport Plan that has been agreed between the Mayor of Auckland (Mayor) and the Minister for Transport (Minister), the benefits of doing such a plan and the key risks to its implementation.

### Te whakarāpopototanga matua / Executive summary

1. Alignment between Government and Auckland Council on transport outcomes, investment priorities and funding is essential to support the broader economic, social and environmental outcomes sought by Aucklanders. Since 2016, the Auckland Transport Alignment Project (ATAP) process has been the primary mechanism to support alignment between the two parties.
2. In January 2023, the Minister and Mayor agreed the need for a broader plan to future proof Auckland, that outlines a joined-up transport system, which more closely integrates decision making across *all* modes. A scope of work has been agreed by the Minister and the Mayor, commissioning Auckland Council, Auckland Transport (AT), Kiwi Rail and the Ministry of Transport to produce a Joint Government/Auckland Council Tāmaki Makaurau Transport Plan (Joint Plan).
3. At a broad level, an integrated transport joint plan for Auckland is welcomed as we expect it to improve transparency and clarity over future investments and encourage closer collaboration, certainty and accountability between the various transport system providers and investors – both central and local government.
4. At a more detailed level, however, there are a number of key challenges that will impact this process. In particular: significant funding constraints on the part of both government and Council; a complex new national hybrid funding model that likely relies on Crown funding to supplement shortfalls in the National Land Transport Fund; significant increases in project costs associated with post-COVID-19 inflation; and, the urgent need to support flood recovery and climate change adaptation. There are also differences in policy objectives and approach between the likely forthcoming draft Government Policy Statement on Land Transport (GPS) and the direction in the Letter of Expectation that are currently unresolved. We also see the risk of a major gap between the expectations set by government and Council emissions reductions plans and what is achievable within available funding to provide Aucklanders with realistic travel alternatives. While these challenges have not been made explicit in the scope document, we expect they will need to be addressed during development of the Joint Plan itself.

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5. A critical challenge is also the timeline, with a final report due by May to meet the timeline for input to the government’s 2024/25 budget process. As a comparison, the scope of this Joint Plan is significantly greater than the 2020/21 ATAP process, which took a year to complete. This will necessitate the Joint Plan generally being set at a ‘high level’, with limited scope for public, partner and stakeholder engagement.
6. The scope document does not provide for input by the board and Regional Transport Committee. Nevertheless, we will seek board direction and approval for input to this process, which will need to be added to the board’s forward agenda for March and April 2023.
7. This plan preparation is being managed through the existing ATAP working group and steering/governance arrangements. Given the extent of work required, we expect that it will replace the usual ATAP review for this cycle.
8. Overall, the Joint Plan has an ambitious scope which we will seek to support in the full. However, the priority needs to be securing funding certainty for the priority elements of our capital and operating programmes that would otherwise not receive funding from Waka Kotahi New Zealand Transport Agency (Waka Kotahi) or the Council over the next three-year cycle.

**Ngā tuinga ō mua / Previous deliberations**

9.

Date	Report Title	Key Outcomes
14 February 2023 Design and Delivery Committee (committee)	Terms of Reference for the Joint Government/Auckland Council Tāmaki Makaurau Transport Plan	The committee discussed their specific role in this process, noting the importance of representing Aucklanders needs, ensuring an equity lens and the need for leadership from the ATAP Governance Group members within their respective organisations.  The committee recommended that the board notes the scope of the Joint Government/Auckland Council Tāmaki Makaurau Transport Plan that has been agreed between the Mayor of Auckland (Mayor) and the Minister for Transport (Minister), the benefits of doing such a plan and the key risks to its implementation.

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

10. Alignment between Government and Auckland Council on transport outcomes and investment in Auckland is essential if the economic, social and environmental outcomes sought by Auckland and New Zealand are to be achieved. This alignment has traditionally been achieved through the ATAP process.
11. However recently, the Mayor and Minister have agreed a scope of work and commissioned Auckland Council, AT, Kiwi Rail and the Ministry of Transport to collaborate to produce a Joint Plan. The Terms of Reference are attached as Attachment 1.
12. In terms of scope, the Joint Plan contains the traditional programme prioritisation elements contained in previous ATAP processes, although these are divided into three-year and ten-year timeframes to support input to the new hybrid funding process. Importantly, the Joint Plan also includes development of:
  - a. The long-term strategic integrated view of transport needs to Tāmaki Makaurau;
  - b. Presentation of an integrated network; and
  - c. Commentary on the implications of consolidating and moving the Auckland Port (drawing on previous work).
13. Although there is significant information available within AT and Waka Kotahi on integrated planning, through Future Connect and Arataki for example, inclusion of these three elements will significantly extend the scope of the Joint Plan compared to the previous two ATAP processes.
14. The work is being administered through the existing ATAP working and governance group arrangements.
15. The agreement and scope of work have been negotiated and agreed between the Mayor and the Minister. On 16 February 2023, the Transport and Infrastructure Committee of Council was asked to note the terms of reference, and endorse a working group of councillors to work more closely with the process.

## Ngā matapakinga me ngā tātaritanga / Discussion and analysis

16. There are significant benefits to be gained from this initiative and we support its intention and will provide all the resources we have available into the working groups. We expect it to enable transparency and provide clarity over future investments and encourage much needed closer collaboration, certainty and accountability between the various transport system providers and investors – both central and local government.
17. There are, however, a number of challenges that the Joint Plan will need to address:
  - a. Significant funding constraints on the part of both government and Council, with future National Land Transport Fund allocation understood to be restricted to continuous programmes, such as renewals, maintenance and public transport services only, and significant restrictions in Council's operational expenditure.

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- b. An emerging new hybrid funding model at the national level, which is understood to include the use of Crown funds to supplement the National Land Transport Fund. We understand it is likely that virtually all unapproved transport improvements projects beyond FY24/25 will now need to go through a Crown budget bid process. These will need to be prepared by the middle of 2023, and this is one of the key drivers for the timing of the Joint Plan. It is critical that AT is able to provide a set of high-quality proposals into this process as it seems likely to provide a key source of funding going forward.
  - c. Project costs have increased significantly, partially as a result of post-COVID-19 pandemic inflation and timing impacts, and there have been some delays. This will lead to a major bow-wave of funding requirements over the short term, likely forcing deferral of other elements of the programme. While more work needs to be done, we expect it will likely take an additional three years to complete the key elements of the 2021 Regional Land Transport Plan (RLTP).
  - d. The renewals programme continues to be under pressure, with significant new requirements emerging around climate change adaptation and the need to respond to storm and other events, such as the January floods.
  - e. There are differences in policy objectives and approach between the likely forthcoming draft 2023 GPS and the direction in the Council's recent Letter of Expectations that are currently unresolved. The Government's recent emphasis on economic outcomes and associated focus on 'bread and butter issues' may, however, mitigate some of these differences. The range of different policy outcomes between Government and Council will also provide a challenge from a prioritisation point of view.
  - f. There is a gap between the expectations for behaviour change and travel reduction set in the Government's Emissions Reduction Plan and the Council's Transport Emissions Reduction Plan and what can be achieved in practice. In particular, expected funding is orders of magnitude less than what is needed to provide Aucklanders with viable alternatives to the majority of current private vehicle trips. At this point, unless new pricing or funding mechanisms are introduced, we do not expect significant changes to emissions reduction outcomes from what was forecast in the 2021 RLTP.
18. These challenges will need to be addressed during development of the Joint Plan itself.
19. The current scope also presents some issues in terms of statutory processes, roles and responsibilities and stakeholder / partner engagement. In particular, the scope notes that the Joint Plan will direct the RLTP, but this is not extended to the National Land Transport Programme or the GPS or Long-Term Plan. If the Joint Plan is to support long-term alignment it must also direct Waka Kotahi and Government funding processes as well, particularly as we are finding that Waka Kotahi alignment to the 2021 ATAP agreement can be variable. We have raised this issue with the Ministry of Transport and will continue to make the point.
20. The scope document does not provide for input by the board and Regional Transport Committee. This presents some risk to the extent to which the board can provide appropriate governance across the work that is submitted into the process. We will seek Board direction and approval for AT input to this process, which will need to be added to the Board's forward agenda in March, and potentially a new meeting in April. However, it is difficult to see how the Regional Transport Committee will be able to provide input from a multi-agency point of view and we do not plan to engage that Committee in the Joint Plan process. A critical initiative to manage this risk is the appointment of a programme

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manager and a focus on careful programme planning with the ATAP working group so inputs, approvals and milestones are agreed well in advance. Funding for this resource is anticipated to be provided by the Mayor's Office and the Minister.

21. The Terms of Reference state that the *Mayor and Minister* will work with mana whenua in Tāmaki Makaurau, supported by officials from the ATAP agencies. We will need to clarify as early as possible what this entails and what support the Minister and Mayor will need from the working group.
22. Assumptions around the nature and level of public engagement and stakeholder engagement will need to be clear as early as possible in the process. The Terms of Reference are clear that broad consultation with the public on this plan will not be possible. To ensure we have the perspective of Aucklanders, as required by the Mayor in his Letter of Expectation to AT, we will need to rely heavily on existing customer research undertaken by AT. The Terms of Reference also state that “targeted” stakeholder engagement could take place in March and April. The short time frame to the end of May will restrict the extent to which this can occur.
23. Engagement with Council during this process is expected. While the scope has already been agreed between the Mayor and the Minister, a political steering group consisting of the Mayor, Deputy Mayor and Chair and Deputy Chair of the Transport and Infrastructure Committee, and Chair of the Planning, Environment and Parks Committee will be established. It is also expected that the final plan will be presented back to the Governing Body for endorsement. To this end, it's expected that the process will also include workshops with the full Council to take place to ensure all councillors views are represented.
24. The Terms of Reference require a commentary to be made on the implications of consolidating and moving the Auckland Port. Given the tight time frames, this commentary will need to be based on existing reports and background research, and is likely to be limited to setting out the issues and implications.
25. AT needs to consider the relationship of this work with the statutory RLTP it is required to prepare and approve, with the Regional Transport Committee, in 2024. Although the scope document is expected to ‘direct’ the RLTP, AT will still need to ensure that the legal requirements of the RLTP development process, and the process expectations of the Council, are not compromised. As such, incorporation of the Joint Plan into the RLTP will need to be subject to RLTP legislative requirements.
26. Overall, the Joint Plan looks to pack a large scope into a short space of time and contains some significant uncertainties, particularly around funding. As there will be a further year before the 2024 RLTP needs to be finalised, including a national election, there is potential for further change after the Joint Plan is finalised. Our view is that the key focus for AT and the board should be securing Crown funding for those improvements projects and services that are otherwise unlikely to receive Waka Kotahi or Council funding within the first three years. These are the immediate issues that need to be resolved to provide certainty for our capital and operating programmes in the short term.

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

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Key risk	Mitigation
Tight time frames for the completion of the Transport Plan compromise the engagement possible with Mana whenua, targeted stakeholders, the effectiveness of engagement with Councillors, and limits the nature of quality of the work.	<p>Early appointment of a programme manager, comprehensive programme plan design with clear inputs and milestones, and deliberate expectation management and communication will be critical.</p> <p>Less critical AT planning work, including the Equity Framework, Waiheke Transport Plan update, Freight Plan Update and other planning related board requests will be deferred to provide capacity.</p>
An absence of broad public consultation on the plan limits our ability to understand Aucklanders’ current needs and reflect these accurately in the Plan, and may impact the processes for the development of the RLTP in 2024.	Clear communication that broad public engagement isn’t possible, and full utilisation of AT’s existing customer research.
Omitting a reference in the Terms of Reference to the Auckland Plan directing Waka Kotahi and Government funding process (in addition to directing the RLTP) resulting in lack of certainty on government’s funding commitment.	Terms of Reference should be amended to include this reference.

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

27. There are no immediate financial impacts of this work. This will however require commitment from many AT staff to develop the proposals in time to meet the May deadline.

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

28. The impacts of climate change will need to be assessed in and presented in the proposals offered into the development of this plan.

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## Ngā whakaaweawe me ngā whakaaro / Impacts and perspectives

### Mana whenua

29. The Terms of Reference state that the Mayor and Minister will work with mana whenua in Tāmaki Makaurau, supported by officials from the ATAP agencies. We will need to clarify as early as possible what this entails and what support the Minister and Mayor will need from the working group.

### Ngā mema pōti / Elected members

30. The terms of reference is being presented to the Transport and Infrastructure Committee at its meeting of 16 February 2023.

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

31. No engagement with other Council Controlled Organisations is planned in this process.

### Ngā kiritaki / Customers

32. Given the time frames, the Terms of Reference specifically state that public engagement is not possible. Customer needs will need to be determined from existing research.

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

33. There are no health safety and wellbeing considerations associated with this proposal.

## Ā muri ake nei / Next steps

34. A programme manager will be appointed and detailed programme of work will be developed. The core working group from each of the contributing ATAP agencies will also be formed.

35. Council's Transport and Investment Committee will consider the Terms of Reference and endorse a smaller working group of Councillors to provide oversight.

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### Te whakapiringa / Attachment

Attachment number	Description
1	Terms of Reference - Joint Government/Auckland Council Tāmaki Makaurau Transport Plan.

### Te pou whenua tuhinga / Document ownership

<b>Submitted by</b>	Jenny Chetwynd <b>Executive General Manager Planning and Investment</b>	
<b>Recommended by</b>	Jenny Chetwynd <b>Executive General Manager Planning and Investment</b>	
<b>Approved for submission</b>	Mark Lambert <b>Interim Chief Executive</b>	

## **Joint Government/Auckland Council Tāmaki Makaurau Transport Plan - Scope**

This scoping document sets out the work ahead for the development of a joined-up transport plan for Auckland. The Minister and Mayor will lead on the plan and will seek endorsement from Cabinet and the Governing Body of Auckland Council. The work will be supported by the ATAP agencies and structure - the Ministry of Transport, Auckland Council, Auckland Transport, Waka Kotahi, the Treasury and KiwiRail. Information and input may be sought from other transport-related organisations, including City Rail Link Limited, Auckland Light Rail Limited, Auckland International Airport Limited and the Ports of Auckland Limited.

This is to be an accelerated process and the scope reflects what can be achieved in a three-month timeframe (February to end-April/early May).

Informing this Transport Plan are the recently developed Tāmaki Makaurau Transport Outcomes.

### **Context**

Alignment between the Government and Auckland Council on transport in Auckland is essential if the economic, social and environmental outcomes sought by Auckland and New Zealand are to be achieved. A shared direction and joint priorities support limited resources and funding being used most effectively and efficiently.

Since 2016 the Auckland Transport Alignment Project (ATAP) has worked to achieve alignment with a strategic approach developed in 2016 and investment programmes agreed over recent years. It has resulted in a significant boost to investment in transport in Auckland by Government and Auckland Council and enabled an expectation of funding to be set in the Government Policy Statement, providing Auckland with greater funding certainty as compared to elsewhere in New Zealand.

The Minister and the Mayor have agreed on the need for a broader plan to futureproof Auckland with a high-quality, joined-up transport system, which more closely integrates decision-making on cars, buses, trains, ferries, cyclists, pedestrians, freight and passenger rail and light rail. This includes considering steps to address immediate and pressing needs, as well as long-term city-shaping initiatives.

### **Scope of The Transport Plan**

Initial work on the Transport Plan will involve the following elements:

- 1. The long-term strategic integrated view of transport needs in Tāmaki Makaurau**
  - Explain the outcomes Auckland is seeking from the transport system, informed by the work undertaken on the Tāmaki Makaurau Transport Outcomes.
  - Explain the key challenges and opportunities facing Auckland's transport system now and into the future, what main interventions will be needed over the longer-term to achieve success, and how these could be phased over time. Package up the larger scale investments and other interventions needed in Auckland over the longer-term and provide a sense of sequencing. This will be at an indicative level and reflect the Tāmaki Makaurau transport outcomes framework.
- 2. Present an integrated network**

- Present an integrated network (current and future) which shows how all transport modes in Tāmaki Makaurau will work together, including for people and freight.

### **3. Provide commentary on implications of consolidating and moving the Auckland Port**

- This work will be based on previous studies, rather than new analysis of the transport implications of consolidating and moving the Auckland Port.

### **4. The shorter-term 3–10-year programme**

- Set out known funding sources and assumed funding from Auckland Council, the National Land Transport Fund (NLTF) and the Crown.
- Determine the continuous programmes (renewals, maintenance and PT services across the coming years) and the NLTF and Auckland Council funding required to deliver these.
- Determine what projects are in construction and contractually committed and the funding requirements for these.
- Allocate any remaining NLTF and Auckland Council funds to priority projects, interventions and policies using the agreed Outcomes Framework and GPS strategic priorities to guide prioritisation. This may include reallocation or reprioritisation of existing projects.
- Develop options for priority investments that would contribute to the longer-term strategic direction and require funding beyond the current known funding. This will provide the political sponsors with information on what could be achieved if different levels of additional funding could be made available through Crown Budget and Council Long-term Plan processes. This will include identifying any commitment of 'matched funding' from Auckland Council as part of the 2024 Long-Term Plan.
- Provide options to the political sponsors on the 3-year and 10-year investment programmes to enable consideration of choices on a programme that is likely to be funded and priorities if additional funding is made available.
- This work will provide direction to the 2024 Auckland Regional Land Transport Plan (RLTP)

### **Timeframe and output**

A draft Transport Plan will be prepared by officials for the political sponsors (Minister of Transport and Mayor Brown) by the end of May 2023. The report will cover the elements listed above.

The Mayor and Minister will meet to provide direction on aspects of the Plan during the process. A schedule of meetings and outcomes will be agreed.

### **Governance and Decision Making**

Decision making will utilise the existing ATAP Governance Framework with officials providing advice through the Steering Group to the Governance Group (collective of Chief Executives from all ATAP partner agencies), which will provide advice to the Mayor and Minister. The Governance Group will take direction from the Mayor and Minister. The Plan will be approved by the Minister of Transport and Cabinet and the Mayor of Auckland and Governing Body of Auckland Council.

### **Engagement**

Targeted stakeholder engagement could take in March/April. Broad consultation with the public (for example submissions) will not be possible in the compressed timeframe, though results of consultation undertaken on earlier projects can be considered.

Rather than consultation, research will be undertaken to understand what Aucklanders want from their transport system, and the matters they care about the most.

### **Mana Whenua**

The Minister and Mayor will work with mana whenua in Tāmaki Makaurau supported by officials from the ATAP agencies.