

CONFIDENTIAL

Planned approach to the Auckland Regional Public Transport Plan review

For decision: For noting:

Ngā tūtohunga / Recommendations

That the Auckland Transport Board (board):

- a) Approve the approach of reviewing the Regional Public Transport Plan (RPTP).
- b) Recommend the approach to Auckland Council's Planning Committee.

Te whakarāpopototanga matua / Executive summary

1. The RPTP is a statutory plan for the next 10 years of public transport (PT) in Auckland. A full update to the RPTP is necessary to reflect the latest Regional Land Transport Plan (RLTP) and other issues such as the impact of COVID-19 on PT.
2. There is significant and on-going debate around PT's future role in the wider transport system, including how it addresses emissions, equity, and growth. AT needs to clearly set out our aspiration for how PT can address these issues, while also developing an RPTP that meets statutory requirements by setting out what we are currently funded to achieve.
3. We propose to begin the process of reviewing the RPTP by using a PT Discussion Document. This will take an aspirational approach to the development of PT over the next 10 years. It will set out the outcomes we believe can be achieved if more funding were available for PT, rather than being constrained to confirmed funding.
4. In a similar approach to the Parking Strategy, Council will be asked to endorse the strategic direction for the RPTP which will likely take the form of principles and trade-offs. This approach has been effective in securing Council mandate and support to proceed.
5. The Discussion Document will be a vehicle for the public, elected members of Council, and members of our board to shape the strategic direction of the RPTP review. It will seek feedback on the outcomes of an aspirational network and inform trade-offs between outcomes, for example between emissions reduction and equity, as the network develops. This will then guide the development of a draft RPTP for public consultation, which will follow this year's local government elections.
6. We believe this approach is workable in Council's election year, given Councillors will only be asked to endorse a discussion document, rather than being asked to sign off on the RPTP itself. Decisions on approvals of the draft and final RPTP will be up to the board alone.

CONFIDENTIAL

7. Engagement with mana whenua in strategic policy development needs a different approach from consulting on operational delivery matters. Given recent feedback on our engagement at a policy level with mana whenua on the Parking Strategy and the Cycling Programme Business Case, we will ensure that an engagement approach is designed to better address the expectations.

Ngā tuhinga ō mua / Previous deliberations

8. The Design and Delivery Committee reviewed the proposed approach for the RPTP on 17 May 2022. Key feedback received included:
 - Support for the approach, stages and role of Council;
 - The need to put people at the centre (including who are customers are, aren't (and why not) and what Aucklanders' travel needs are);
 - The need to articulate what PT is and isn't, what it can and can't do, and what external enablers are needed, such as first and last mile, active mode support land use changes etc;
 - An improved and dedicated discussion with the Independent Māori Statutory Board (IMSB) on what equity looks like;
 - The importance of looking at radical intervention options, particularly around equity interventions (mimicking the type of deliberate interventions seen in the health system); and
 - Targets being an essential part of the Plan.

Te horopaki me te tīaroaro rautaki / Context and strategic alignment

9. The RPTP is a statutory document that AT is required to adopt under the Land Transport Management Act 2003 (LTMA). It sets out our planned PT network over the next 10 years. It builds on the RLTP to set out the details of both our capital investment in infrastructure and our planned operational expenditure on services. It also sets out our policies related to the network's design, and how we will organise contracts for operators under the Public Transport Operating Model (PTOM).
10. Under the LTMA, the purpose of this RPTP is to promote cooperation between AT and PT operators in the PT network's development and to be an instrument for engaging with the public on this issue. It also plays a key role in Waka Kotahi New Zealand Transport Agency's (Waka Kotahi's) Business Case process, helping to provide the justification for projects to be funded.
11. AT is required by the LTMA to review the RPTP either at the same time, or as soon as practicable following, the release of the RLTP in 2021. The previous RPTP was released in early 2019 and covers the period 2018-2028.
12. Given the scale of change since the last RPTP a full update to the previous plan is needed. This will allow us to reflect changes such as COVID-19 and its impacts and new projects in the RLTP.
13. Under the LTMA, it is the board's responsibility to prepare and approve the RPTP. Council has no statutory role in this process.

CONFIDENTIAL

Ngā matapakinga me ngā tātaritanga / Discussion and analysis

The process for RPTP development needs to provide an opportunity to be aspirational, while resolving emerging trade-offs between objectives for the PT network

14. There are opportunities and challenges facing PT. PT has a core role in addressing all of AT's strategic objectives and is expected to play a significant role in reducing transport emissions. This role is likely to be reinforced in government's forthcoming Emissions Reduction Plan (ERP) and Auckland Council's forthcoming Transport Emissions Reduction Plan (TERP). The level of emissions reduction expected will likely require substantial changes in the design and delivery of PT – for example to address travel needs outside the peak periods.
15. At the same time, there is an increasing emphasis on reducing fares along with the use of PT services to address perceived equity issues around the availability of alternatives to car travel. More equitable PT service provision would likely require an increase in services to parts of the urban area that traditionally require higher subsidies per passenger to service. Meanwhile, the impact of the COVID-19 pandemic has reduced our patronage, revenue, and is placing pressure on our ability to maintain existing service levels.
16. While funding for PT services may increase as part of the ERP, we expect overall funding limits will still require trade-offs between objectives for the PT network going forward. In particular, trade-offs are likely to be required between the more traditional commuter mode shift role, an emphasis on emissions reductions and improvements in coverage to address equity concerns. At the same time, Director feedback has also emphasised a need to set out the aspirational potential for a fully funded PT network to address these objectives simultaneously.
17. Given this context, our proposed approach to RPTP development seeks to set out the aspirational potential for the PT network, whilst also seeking Councillor and public feedback on priority roles for the future network. Although the RPTP development is a role of the board, we think Planning Committee guidance on potential trade-offs – for example between climate change, affordability and equity – is important to provide certainty for network development.

Development of the next RPTP will proceed in three phases

18. The first phase involves setting the aspirational strategic direction for PT in Auckland for 2032, comprising an end-goal for the network (which would align with current and emerging work related to emissions reduction and mode shift) and a preferred approach to reach that goal. The strategic direction will align with the work underway for the Transport Emissions Reduction Plan (TERP), but will go further and in more detail.
19. This strategic direction and prioritised steps to reach the goal will be articulated to the public through the release of a discussion document. This discussion document, which will be an opportunity to gain public response to the strategic direction and to tell the PT story and need for change (with connections to other strategic interventions).
20. The second phase will develop a draft RPTP. This document will comprise:
 - Our approach to planning and managing the PT system (including our operational policies and network planning methodology);
 - Details of the changes which will be delivered over the next decade given our confirmed budget (including at a route-by-route level);

CONFIDENTIAL

- Explanation of the 2032 aspirational network (from the discussion document) and how we will get there as any additional funding becomes available; and
- Any other legislated requirements of the document as applicable.

21. This draft RPTP will be taken through public consultation in accordance with Auckland Council’s Special Consultative Procedure.

22. The third phase will involve reviewing and incorporating feedback from consultation on the draft plan, to prepare a final version of the RPTP.

23. The key decision points for the board will be to propose to the Planning Committee a strategic direction and prioritised pathway (for the Planning Committee’s approval), to endorse the draft RPTP for consultation and to approve the final RPTP post consultation amendment.

Auckland Council Planning Committee’s role will be to set the strategic direction

24. The board will be responsible for approving the strategic direction, draft RPTP and final RPTP.

25. While Council does not have a statutory role in the development of the RPTP, we consider it is appropriate to involve them in Phase One - strategic direction setting. This will ensure that the RPTP meets Auckland Council’s objectives and relates to their overall strategy. We will seek Planning Committee endorsement of the strategic direction for PT ahead of us articulating it in the public discussion document.

26. Involving the Planning Committee at this stage will enable the Council to help shape the overall development of the RPTP and receive guidance on the prioritisation of interventions should additional funding be secured.

The RPTP timelines will account for the local government election process

27. The timeframes for the development of the RPTP have been agreed with Auckland Council but will need to retain flexibility to account for the elections in October 2022. The post-election period will provide reduced opportunities for engagement with the Planning Committee, and possibly the need to re-engage should there be substantial turnover in elected members post-October.

Time period	Activity	Comment
March 2022 – May 2022	Preparatory work on strategic direction.	
June 2022	Engagement with board and Planning Committee.	Seeking endorsement of strategic direction and preferred pathway for the discussion document.
July 2022 – August 2022	Release of public discussion document.	
September 2022 – January 2023	Development of draft RPTP.	Will comprise elements present regardless of strategic direction (such as presently funded 2032 network).
February 2023	Engagement with Planning Committee.	Final endorsement of strategic direction.

CONFIDENTIAL

Time period	Activity	Comment
March 2023	Draft RPTP endorsed.	Board role (Council informed).
April 2023	Public consultation on draft RPTP.	
May 2023 – July 2023	Amendments from feedback and final approval and release of RPTP.	Board role (Council informed).

Ngā tūraru matua / Key risks and mitigations

28. Key risks with the RPTP’s development relate to public and political expectations, and can be mitigated by the Discussion Document process:

Key risk	Mitigation
Progressing the RPTP development process without Council mandate for strategic direction may result in significant negative feedback from communities and difficulties in finalising the plan.	Conversations with Council’s Strategy team to agree Council’s strategic role up front – in endorsing the strategic direction for AT to implement through the development of the RPTP.
A new Council, following elections, no longer supports the direction agreed through the Discussion Document process, leading to rework and delay in finalising the plan.	Public feedback on the Discussion Document, if supportive, can be used to justify continuing with the direction already agreed and we will re-engage as needed, based on the turnover experienced.
Discussion Document creates an expectation for infrastructure projects and service improvements that AT is not funded to deliver, which could lead to negative public perception of AT.	We will make clear the distinction between the aspirational and funded network. The Document will explain how PT is funded, and how we will use feedback to shape future investment decisions.
Un-met expectations to address transport equity result in dissatisfaction and opposition to the plan and its proposals	A focus on defining equity issues that need addressing then being transparent about how the RPTP can respond to these will be critical.
Our engagement with key interests in the development of policy does not meet expectations resulting in removal of support at the Council table.	Learning from the engagement with the Parking Strategy and Cycling PBC development, ensuring our engagement particularly with key mana whenua interests is carefully planned to address their expectations.

CONFIDENTIAL

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

29. Feedback on our aspirational network and priorities for investment will help to inform future financial and resource allocations under the Regional Land Transport Plan, as well as our use of operational and capital funding already allocated for PT improvements.
30. The RPTP's development is funded by internal staff budgets, with support from consultants for the project's management. We have Waka Kotahi co-funding for the RPTP's development.

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

31. Mode shift to PT is a core part of our plans for emissions reduction. The RPTP has a key role in setting out how we will achieve this shift, as well as reflecting our plans to transition the PT fleet to low emission vehicles.
32. The Discussion Document will set out how our aspirations for the PT network (with significant additional funding) can help us to reach targets for emissions reduction. It will also highlight the trade-offs involved in prioritising further investment in sustainable outcomes (above what is already committed) ahead of investment towards other outcomes we may seek from PT.

Ngā whakaaweawe me ngā whakaaro / Impacts and perspectives

Mana whenua

33. Given recent feedback from IMSB about the way we are engaging with Maori on policy development, we propose to re look at our process for this, recognising that different requirements of mana whenua, IMSB and mataawaka on policy matters needs to be different to engaging with them on operations delivery matters. Its critical to incorporate a māori world view in the development of policy. Additional rounds of engagement will occur alongside the development of the draft and final versions of the RPTP.
34. Māori responsiveness was one of four 'focus areas' in the 2018 RPTP. While we are not proposing specific focus areas in the updated RPTP, we will ensure that a focus on Māori outcomes is carried over into the new plan. Engagement with Māori will help to ensure this is done successfully and in a way that meets their aspirations. This will include engaging on issues in the *Schedule of Issues of Significant to Māori in Tāmaki Makaurau*, such as equitable access to PT services.

CONFIDENTIAL

Ngā mema pōti / Elected members

35. Development of the discussion document will give elected members of Auckland Council a chance to shape the direction of the RPTP - particularly in terms of trade-offs between key policy outcomes. We will workshop the document with them ahead of asking them to formally endorse it for public input. This will give us a chance to incorporate their feedback from the workshop before the document is finalised.
36. Local board members will have an opportunity to express their views as part of feedback on the discussion document. We will also engage with them following consultation on the Document closing, to give them an overview of feedback and provide them a chance to shape the draft RPTP. We will then engage with local boards again on the draft RPTP following public consultation, before we finalise the plan.

Ngā rōpū kei raro i te Kaunihera / Council Controlled Organisations

37. Eke Panuku will be engaged with alongside the public consultation on the discussion document. We will also engage with them (and other organisations such as KiwiRail and Kāinga Ora) on the details of changes planned for their areas as part of the draft RPTP's development.

Ngā kiritaki / Customers

38. Feedback from customers on key PT issues, gathered as part of regular surveys conducted by AT, will be an input into the discussion document. Public engagement on the Document will provide an opportunity for additional feedback to shape the draft RPTP.
39. Public consultation on a draft of the RPTP, which will be informed by feedback on the discussion document, is planned for November 2022.

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

40. There are no specific health, safety or wellbeing considerations associated with the development of the RPTP.




Ā muri ake nei / Next steps

41. The pathway and roles will be communicated to the Planning Committee meeting in June 2022. The draft strategic direction (principles and outcomes) will be workshopped with the committee, prior to being worked through with the Planning Committee and its endorsement sought.
42. The draft discussion document (articulating the strategic direction) will then be presented to the Planning Committee and the board on 30 June 2022 for approval to go to public engagement.
43. If approved, consultation on the Discussion Document will run between 18 July and 12 August 2022.
44. A final endorsement of the strategic direction will be sought from the Planning Committee in February 2023.

CONFIDENTIAL

- 45. Feedback on the Discussion Document will inform a draft RPTP, which will be presented to the committee and board in March 2023 to approve ahead of consultation currently planned for April 2023.
- 46. After incorporating feedback on the draft RPTP, we expect to present a final version of the plan to the board in June 2023 for approval.

Te pou whenua tuhinga / Document ownership

Submitted by	Luke Elliott Principal Planner Rapid Transit Network	
Recommended by	Jenny Chetwynd Executive General Manager Planning and Investment Mark Lambert Executive General Manager Integrated Networks	 
Approved for Submission	Shane Ellison Chief Executive	