

CONFIDENTIAL

## Auckland Cycling and Micromobility Programme Business Case

For decision:  For noting:

### Ngā tūtohunga / Recommendations

That the Auckland Transport Board (board):

- a) Endorse the Auckland Cycling and Micromobility Programme Business Case (CAM-PBC) as an investment strategy, its prioritisation process, and recommended programme that works towards the aspiration of a 7% cycling mode share by distance by 2030, as defined in Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan.
- b) Note that while approval of additional funding is not sought at this stage, to achieve 7% cycling mode share by distance by 2030 this requires:
  - i. An increase in capital funding from \$306 million in the 2021-2031 Regional Land Transport Plan (RLTP) to \$2 billion (for strategic cycling connections, focus areas and local area networks, bike parking, and customer growth initiatives).
  - ii. Implementation of the current cycling and multi-modal projects of the RLTP.
  - iii. Currently unfunded projects such as Connected Communities and Airport to Botany that have crucial safe cycling connections being funded for implementation.
  - iv. A significant portion of the CAM-PBC's policy recommendations to be implemented by Auckland Transport (AT), its partners, and other parties.
  - v. Additional operating expenditure to enable delivery of the full suite of recommended Customer Growth Initiatives.
- c) Note that \$1 billion is estimated to be the current maximum quantum of cycling infrastructure that could be procured, funded, and delivered in this decade, based on current settings.
- d) Endorse the direction of the proposed changes to AT's Cycleway Delivery Scope and Design Standards fact sheet (Attachment 4 of this item) that will enable more affordable delivery of cycle facilities.
- e) Note that the Planning Committee passed a resolution on 5 May 2022 to endorse the intent and direction of the CAM-PBC.

CONFIDENTIAL

## Te whakarāpopototanga matua / Executive summary

1. Te-Tāruke-ā-Tāwhiri: Auckland's Climate Plan seeks to reduce Auckland's greenhouse gas emissions by 50% by 2030, with a 64% reduction in transport emissions. The resulting cycling mode share (by distance) goal is 7% by 2030.
2. The CAM-PBC is a 10-year investment programme for cycling and micromobility that:
  - a. prioritises an extensive list of projects so AT can respond to the \$306 million that is currently allocated in the 2021-31 Regional Land Transport Plan (RLTP) or any additional funding;
  - b. seeks to deliver 45 kilometres of cycling connections, 4 focus areas, and \$21 million of Customer Growth Initiatives (because ensuring safe cycling infrastructure is delivered across more of our network is critical to enabling cycling in greater volumes, as *safety* is the number one impediment to the uptake of cycling). Please refer to Attachment 1 for deliver rates for additional funding scenarios;
  - c. is supported by other cycling and multi-modal transport projects and programmes to reduce transport emissions and increase cycle and micromobility mode share; and
  - d. advocates for broadscale behaviour change policies to further increase cycling mode share and work towards the 7% goal.
3. To reduce cost and accelerate delivery of cycling facilities, the CAM-PBC has prioritised cycle projects based on (among other things) the ability to reallocate road space to safe cycle facilities and building a connected network that caters to multiple different trip types. Additional supportive initiatives are summarised in Attachment 1
4. Delivering the entire Cycling and Micromobility Strategic Network of AT's Future Connect<sup>1</sup> remains AT's ultimate long -term goal. The CAM-PBC estimates the cost of delivering the entire Future Connect '*Strategic*' cycling and micromobility connections to be over \$6 billion, which would also require the components outlined in bullet points 17.b and 17.c below.
5. The CAM-PBC identifies an investment programme with economic returns of 2.0 to 3.4. It includes: an investment programme of \$2 billion; the implementation of RLTP; the implementation of a number of currently unfunded projects (see section 17) that include significant cycling components; and the implementation of a significant number of behaviour change policies to further lift cycling mode share.
6. Noting that \$1 billion is estimated to be the current maximum quantum of cycling facilities and associated programmes that could be delivered in this decade - without substantial upscaling of funding and procurement frameworks.
7. Endorsement is sought is for CAM-PBC's investment strategy, and its prioritisation process that provides an agile programme – not additional funding at this stage.

---

<sup>1</sup> The Cycle and Micromobility Strategic Network in Future Connect is AT's tool for planning cycling and micromobility routes across Auckland. The indicative network outlines where cycling is most important in Auckland and where the most people are expected to cycle. Future Connect outlines the strategic networks for other transport modes, including Walking, Public Transport, Freight and General Traffic.

CONFIDENTIAL

## Ngā tuhinga ō mua / Previous deliberations

Date	Report Title	Key Outcomes
May 2022 Planning Committee	Auckland CAM-PBC	Further to the verbal updated given to the Design and Delivery Committee, the Planning Committee were asked to endorse the intent and direction on the CAM-PBC. The Planning Committee resolutions were carried.

Please refer to Attachment 1 for earlier previous deliberations.

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

8. The CAM-PBC was developed to respond to lessons learnt about the cost and speed of delivery of cycling facilities, new transport strategies, and to establish a new 10-year funding case for cycling and micromobility.
9. The strategic direction generally remains consistent with the 2017 Auckland Cycling Programme Business Case with a new 'problem' added around accelerating the delivery of cycling facilities. The 'problems' of the CAM-PBC are summarised in Attachment 1.
10. The objectives of the CAM-PBC respond to the following (noting that some are still in development): Vision Zero and Road to Zero; the 2021 Government Policy Statement; Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan that seeks to reduce greenhouse gas emissions by 50% by 2030 (with 64% of that allocated to transport); the Government's draft Emissions Reduction Plan, Council and AT's joint development of a Transport Emissions Reduction Plan; and the National Policy Statement for Urban Development. The cycling mode share goal (by distance) of Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan is 7%.

## Ngā matapakinga me ngā tātaritanga / Discussion and analysis

11. Future Connect sets out AT's ultimate indicative Cycling and Micromobility Strategic Network. With the understanding that all *strategic* cycling and micromobility connections of Future Connect are estimated to be over \$6 billion and cannot be delivered in one decade based on current settings, the CAM-PBC provides a pathway to 7% cycling mode share by distance (with delivery subject to funding). Its investment strategy seeks to increase cycling mode share with infrastructure projects, associated customer growth initiatives, and behaviour change policies.
12. The CAM-PBC seeks to leverage the network effect by closing network gaps, enhancing connections to schools, rapid transit stations, and Metropolitan Centres. Connections to rapid transit stations have been prioritised on patronage, with those with lesser boardings not having high enough benefits to bring into the programme list at this time.

**CONFIDENTIAL**

13. The entire CAM-PBC programme exceeds the identified funding of \$306 million of the On-going Cycling Programme of the RLTP and includes 180 prioritised connections and focus areas that exceed \$3 billion. The prioritisation of this extended list of projects allows AT (and Waka Kotahi) to respond quickly and progress the next project/s if additional funding is made available.
14. Effective delivery of this programme relies on: the Parking Strategy to support road space reallocation (potential removal of roadside parking, some flush medians, and in some cases general traffic lanes); prioritised cycling connections that often favour parallel corridors to manage the interface with frequent public transport; and designs that are safe but may not always allow for passing within the facility.
15. In relation to design, a proposed programme-wide departure from AT’s design standards (set out in the Technical Note of Attachment 4) is sought and that also underpins the reduced project costing assumptions made in the CAM-PBC. The proposed departure has received positive feedback from our technical working group and the independent reviewer. Additional delivery initiatives are explained in Attachment 2.
16. Policy changes, such as smarter transport pricing initiatives, are needed to close the gap between what infrastructure can achieve and the goal of 7% cycling mode share. AT is not the authority for many of the policy recommendations that are summarised in Attachment 3.
17. The following table sets out the CAM-PBC’s pathway to 7% cycling and micromobility mode share<sup>2</sup>.

Estimated Cycling mode share by 2030	
a. \$2 billion <sup>3</sup> investment in safe cycling facilities and customer growth initiatives; b. the various cycling connections of the RLTP’s cycling and multi-modal projects; c. the crucial cycle connections of unfunded projects (such as those of Connected Communities) being funded and implemented in this decade; d. Additional operational capital for Customer Growth Initiatives <sup>4</sup> ; and	3% <sup>5</sup>  (from items ‘a’ to ‘d’)
e. Key policy initiatives are recommended by the CAM-PBC to make up the balance from what can be achieved through infrastructure investment <sup>6</sup> .	4%
<b>Total forecast cycling mode share by distance by 2030</b>	<b>7%</b>

18. The CAM-PBC concludes that \$2 billion of cycling specific investment is required to progress towards the 7% mode share goal. This level of funding is not currently available (see financial section) and current delivery constraints of this funding level includes market readiness,

<sup>2</sup> By distance by 2030.

<sup>3</sup> The \$2 billion level of investment includes the committed \$306 million of the RLTP.

<sup>4</sup> Customer Growth Initiatives account for 7% of the entire CAM-PBC programme dollars (any level).

<sup>5</sup> It is acknowledged the mode share generated from the infrastructural components will likely be higher due to modelling limitations.

<sup>6</sup> It is not considered possible to accurately estimate which policy changes will result in a particular mode share. Attributing 4% to policy recommendations is an estimate at this stage to demonstrate the pathway towards achieving a 7% mode share by distance.

**CONFIDENTIAL**

internal capacity, dedicated cycling delivery programme managers and funding certainty. Staff will engage with our partners to address these constraints. The Benefit Cost Ratio of the \$2 billion programme is 2.0 - 3.4, demonstrating low diminishing returns and good value.

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

Key risk	Mitigation
Current funding, procurement, governance and delivery settings do not support the rapid roll out of facilities and behaviour change policy.	Staff will continue to engage with its partners to advocate for resolution.
The Parking Strategy’s approach of efficient movement is at the consultation stage and not yet agreed.	Staff are actively working with Council on approving the strategy.

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

- 19. The CAM-PBC provides a solid basis for additional funding (over \$306 million), given the positive return on investment. The CAM-PBC is not seeking additional funding at this stage, with funding discussions to occur subsequently.
- 20. The \$2 billion investment programme equates to half of the national funding for walking and cycling being directed to Auckland. Due to this and current constraints listed above, \$1 billion is considered the maximum currently feasible 10-year cycling investment programme.
- 21. If the Climate Action Targeted Rate is approved, it will help close the gap to a \$1 billion cycling investment programme. However, to reach 7% cycle mode share by distance, the entire pathway (as outlined in paragraph 17 above and including delivery of the unfunded projects) is required. This would require a significant uplift in government funding and implementation of behaviour change policies.

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

- 22. It is considered that the full pathway of the CAM-PBC (as noted above) will generate enough mode shift to reach the 7% cycling mode share (by distance by 2030) goal of Te Tāruke-ā-Tāwhiri: Auckland’s Climate Plan. This meets Council’s transport emissions reduction challenge for cycling, while delivering other environmental benefits.
- 23. Conservative estimates of the annual tonnage of carbon emissions avoided by 2028 (only from the infrastructural component of the pathway) are: 3,200 from the \$306 million cycling programme; 22,000 and 30,000 from the \$1 billion and \$2 billion cycling programmes respectively.

CONFIDENTIAL

## Ngā whakaaweawe me ngā whakaaro / Impacts and perspectives

24. The CAM-PBC was developed with Waka Kotahi and Council staff and supported by four technical reference groups.

### Mana whenua reference group

25. Key feedback included that investment needs to be equitable, it needs to be safe, and that the rationale for cycling investment need to be communicated to community. An equity lens has, in part, resulted in many programmed connections in the south and west.

### Ngā mema pōti / Elected members

26. The CAM-PBC Political Reference Group members were nominated by the Planning Committee following a formal request at its February 2021 meeting and includes three councillors and two local board members. Feedback from the group centred around transport equity, micromobility, the particular needs of rural areas, and the importance of building strong community support through local champions. The group also wanted the CAM-PBC to demonstrate how cycling mode share can reach 7% by distance by 2030.

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

27. No engagement took place with other Council Controlled Organisations.

### Ngā kiritaki / Customers

28. The road space reallocation approach may generate public feedback and will require policy, partner, and political support. No public consultation took place. However, the CAM-PBC is informed by other strategies that were consulted on.

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

26. The increase of cycling mode share will have community health and place-making benefits while making cycling and the roads safer for all. One of the investment objectives of the CAM-PBC is to contribute to reducing cycling deaths and serious injuries by 40% by 2030.

## Ā muri ake nei / Next steps



27. The Summary Document (Attachment 5) will be released and the CAM-PBC tabled at the next Waka Kotahi Board for endorsement.

CONFIDENTIAL

## Ngā whakapiringa / Attachments

Attachment number	Description
1	Supplementary notes
2	CAM-PBC Design and Delivery Committee presentation
3	Summary of policy recommendations
4	Cycleway Delivery Scope and Design Standards
5	Summary Document – Auckland CAM-PBC
6	Indicative programme maps (Onehunga Mall & Hendry Avenue to be removed from \$306 million programme)

## Te pou whenua tuhinga / Document ownership

Submitted by	Chris Morgan <b>Group Manager Strategic Projects</b>	
Recommended by	Jenny Chetwynd <b>Executive General Manager, Investment and Planning</b>	
Approved for submission	Shane Ellison <b>Chief Executive</b>	