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## Capital Programme – Delivery and Risks

For decision:  For noting:

Reason for inclusion in closed board meeting session	
1. Please state why this report is being considered in the closed board meeting as opposed to the open board meeting. Please refer to the 'reasons for confidentiality' and provide a direct reference to one of these reasons.	<b>To protect information that will soon be publicly available.</b> Decisions related to progressing politically sensitive projects.
2. Please provide an estimated date for release of this report.	Post August Board meeting

### Te tūtohunga / Recommendation

That the Auckland Transport Board (board):

- a) Note that Auckland Transport's (AT) capital plan for 2023/24 was approved by the board in June 2023 at \$1,058 million. This budget is \$128 million lower than the Regional Land Transport Plan (RLTP) and AT also needs to absorb approximately \$125 million of flood and storm recovery costs within this budget.
- b) Note that AT has also identified a pinch point for the capital programme in 2024/25 and 2025/26, which creates uncertainty around the ability for AT to continue to award multi-year contracts.
- c) Note that management have modelled a scenario which would enable some small and mid-sized projects to continue. This scenario could require up to:
  - i. An additional \$100 million capital budget in 2023/24, which would require an additional \$20 million of additional Auckland Council (AC) funding and \$80 million of non-AC funding.
  - ii. An additional \$136 million capital budget in 2024/25, which would require an additional \$66 million of additional AC funding and \$70 million of non-AC funding.
- d) Note, that this increased investment may not occur in these time frames, due to delivery risk and potential savings from contingency and scope management.
- e) Endorse management's recommendation to continue with a select number of small and mid-sized projects, noting the associated risks, and that this risk will need to be continually managed and reassessed.

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- f) Note, that management intends to seek similar support from the AC Governing Body to increase committed spend, noting the risks involved.
- g) Note that this modelling does not allow for fully funding renewals, and this issue will need to be considered as part of the upcoming LTP/RLTP conversations.

### Te whakarāpopototanga matua / Executive summary

1. AT's capital plan for 2023/24 was approved by the board in June 2023 at \$1,058 million. That capital programme required stringent prioritisation to accommodate additional storm/flood response of \$125 million, some additional Climate Emergency Response Fund (CERF) projects, and the effects of inflation.
2. The Tāmaki Makaurau Transport Plan (TMTP) initiative identified scenarios for assumed levels of funding for the three years 2024/25 to 2026/27 based on signals from AC and Waka Kotahi New Zealand Transport Agency (Waka Kotahi). TMTP also highlighted a peak in investment for committed multi-year projects in 2024/25 and 2025/26 corresponding with higher planned levels of asset renewal investment and lower levels of assumed funding. This identified a pinch point for the capital programme in 2024/25 and 2025/26 which constrains AT's ability to award multi-year contracts.
3. The capital funding available during the pinch point is currently based on assumptions and will be determined through AC's Long Term Plan (LTP) 2024-34 and the next RLTP by June 2024. The current signals from AC and Waka Kotahi are that they have significant pressure on funding for 2024/25 and 2025/26, consistent with TMTP assumptions.
4. Funding pressures in the current and next financial year have been partially alleviated, with news that the Crown funding for the Eastern Busway project is likely to be rephased and provided earlier in the period. Management now expect to receive an additional \$33 million in 2023/24 and \$41 million in 2024/25.
5. Management have modelled a capital scenario which would enable a number of small and mid-sized projects to continue. This scenario is set out in Attachment 1. Attachment 2 shows the assumed funding split between AC and Non-AC sources for the capital scenario. This scenario could require up to:
  - a) An additional \$100 million capital budget in 2023/24 (\$20 million of additional AC funding and \$80 million of non-AC funding).
  - b) An additional \$136 million capital budget in 2024/25 (\$66 million of additional AC funding and \$70 million of non-AC funding).

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## Ngā tuinga ō mua / Previous deliberations

Date	Report Title	Key Outcomes
June 2023 Design and Delivery Committee (committee)	2023-24 Capital Programme update	The committee recommended the draft budget for endorsement by the board.
June 2023 board	Capital programme 2023/24 Update	The board approved the 2023/24 Capital budget.

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

- AT has delivered between 85% and 99% of its capital budget over each of the last five years. To achieve this outcome, typically each financial year is started with up to 30% over-programming. AT currently face a somewhat different situation, with a high level of committed spend meaning that there is a potential risk of overspend in 2023/24 and 2024/25 if over-programming is utilised.
- AT is entering a new funding cycle and significant uncertainty exists, with a new LTP, RLTP, Government Policy Statement (GPS), National Land Transport Programme (NLTP) and potential change in Government all in the next 12 months. If AT does not continue to award contracts in the interim, then AT will under-deliver on both its 2023/24 and 2024/25 capital programmes.
- Management have modelled a scenario that supports the prudent approval of certain multi-year contracts during 2023/24, with a view to managing through the pinch point in 2024/25 and 2025/26. As more information becomes available through the AC LTP and RLTP development processes, and the Governments GPS and NLTP processes capital forecasts will continue to be updated.

## Ngā matapakinga me ngā tātaritanga / Discussion and analysis

- AT's current capital budget, by funding source, for the next three years is as follows:

Description	2023-24		2024-25		2025-26	
Non AC Funding	546 m	52%	620 m	54%	643 m	53%
AC Funding	512 m	48%	527 m	46%	572 m	47%
<b>Budget (RLTP + CATR)</b>	<b>1058 m</b>		<b>1147 m</b>		<b>1215 m</b>	

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10. Attachment 1 models a possible capital programme for the next three years. It includes the 2023/24 capital plan and the forecast delivery and the currently forecast/internal bids for 2024/25 and 2025/26 to show the deferral/trade-off assumption in the scenario. Significant deferrals are highlighted in yellow.
11. It is important to note that the scenario does not allow sufficient funding for asset renewals. In 2024/25 there is a \$122 million gap between the proposed \$272 million renewals budget and the emerging AMP requirement of \$394 million. This issue will need to be considered as part of the upcoming LTP/RLTP conversations:

Description	2023-24	2024-25	2025-26
RLTP21	322	375	413
AMP21 (needs)	377	442	486
% Funded	<b>85%</b>	<b>85%</b>	<b>85%</b>
AMP24 (forecast needs)	377	394	467
Proposed Budget	288	272	400
% Funded	<b>76%</b>	<b>69%</b>	<b>86%</b>

12. The proposed scenario allows for a minimum level of core activities such as network optimisation and technology, minimal safety and local/minor works investment, and slightly deferred Climate Action Transport Targeted Rate (CATR) projects.
13. The proposed scenario allocates capital to progress the following key multi-year projects:
- Level crossings for City Rail Link (CRL) (Church Street east, pedestrian crossing improvements and closures).
  - Midtown bus for CRL (Wellesley Street stage1).
  - Downtown bus stage1 (Customs Street).
  - Karangahape roadside for CRL (Project K).
  - Urban Cycleways Great North Road.
  - Urban Cycleways Point Chevalier to Westmere.
  - Urban Cycleways Links to Glenn Innes.
  - Meadowbank Kohimarama Connectivity path.

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- i) Rosedale Station.
  - j) Hill Street Intersection (Warkworth).
  - k) Property provisions for route protection.
14. The proposes scenario does not include any allocation for Glen Innes to Tamaki Drive Stage 4, Lincoln Road and Lake Road improvements until at least 2025/26, severely trims annual continuous programmes for safety, technology, local board/community/services investments, and defers other projects. Investment in National Ticketing will need to be included in the upcoming LTP and RLTP.
15. Attachment 2 shows the assumed funding split between AC and Non-AC funding sources for the capital scenario set out in Attachment 1. This includes the rephasing of the \$200 million of Eastern Busway funding which is now likely to be more front loaded. Management now expect to receive an additional \$33 million in 2023/24 and \$41 million in 2024/25, which partially relieves pressure on AC funding.
16. This modelling scenario could require up to:
- a) An additional \$100 million capital budget in 2023/24 (\$20 million of additional AC funding and \$80 million of non-AC funding).
  - b) An additional \$136 million capital budget in 2024/25 (\$66 million of additional AC funding and \$70 million of non-AC funding).
17. If AT was to proceed on the basis of the scenario modelled, it is likely that some under delivery would occur (through consenting, consultation and construction delays) and this level of funding may not actually be required.
18. On this basis management recommend that AT to continue to award a select number of small and mid-sized projects, noting the associated risks, and that this risk will need to be continually managed and reassessed.

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

Key risk	Mitigation
The capital plan for 2023/24 cannot be fully utilised because projects that run into 2024/25 cannot be contracted.	Options are either to over-programme, anticipating delivery risk of circa 10% across the capital programme, or request a budget uplift for the current year and next year.
Multi-year projects are started in 2023/24 that cannot be continued through into 2024/25 (need to put on hold due to the funding pinch point).	Once a project is started these will need to be categorised as 'Committed projects' in the prioritisation process. Other non-committed projects and programmes will need to be deprioritised.

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Key risk	Mitigation
AT receives inadequate funding (lower than assumed) through the LTP/RLTP for 2024/25 and 2025/26, making the pinch point more extreme than currently assumed.	Uncommitted projects and programmes will need to be scaled back including renewals.  Identify contingencies and hard savings within the capital programme to unlock funding capacity within the approved programme and envelope to be able to do more with the same amount of money.
AT is unable to maintain and renew assets to an adequate level – renewals are reduced further or for longer to deliver a viable works programme within available funding.	Keep advocating for more funding and manage this risk via continuous reprioritisation of the capital programme.
Changes in political direction (GPS and LTP) forces changes in priorities from 2024/25 that cause disruption of the programme in a tight funding environment.	Keep advocating for more funding and manage this risk via continuous reprioritisation of the capital programme. It is important to note the pinch point is in 2024/25 and 2025/26. Beyond this period there is significant funding headroom to reset the capital programme.

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

19. This paper enables contract decisions that have current and future year risks. If various assumptions do not hold it is possible that AT will be creating an over commitment in future years and may need to scale back uncommitted projects and programmes including renewals.

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

20. Addressing climate change, for both emissions reduction and adaptation is a key priority. The proposed programme provides support for climate change through mode shift initiatives by completing planned CRL, public transport and cycling. Any stakeholder expectations for Transport Emission Reduction (TERP) and reducing Vehicle Kilometres travelled (VKT) will be prioritised through the LTP and RLTP development.

**Ngā whakaaweawe me ngā whakaaro / Impacts and perspectives**

21. AC has been clear in its guidance to us that Māori identity and well-being is a key outcome in the Auckland Plan. This will need to be prioritised in the LTP and RLTP development.

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**Ngā mema pōti / Elected members**

22. The programme scenario in this paper, and related prioritisations and assumptions, have not been consulted with elected members.

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

23. There has been no engagement to date with Council Controlled organisations.

**Ngā kiritaki / Customers**

24. There has been no engagement to date with specific customers or the public.

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

25. There are no immediate health, safety and well-being impacts arising from this paper.

**Ā muri ake nei / Next steps**

26. If possible, seek assurances from the AC Governing Body, regarding their appetite for AT to continue to progress small and medium size projects.

27. Prepare bids for the LTP and the RLTP.

28. Continue to work with various agencies to source additional funding.







29. Continue to progress the project pipeline and award certain construction contracts for prioritised projects.

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### Ngā whakapiringa / Attachments

Attachment number	Description
Attachment 1	Capital Programme – Delivery and Risks by Project (Three Year Scenario)
Attachment 2	Capital Programme – Funding Mix by Project (Three Year Scenario)

### Te pou whenua tuhinga / Document ownership

<b>Submitted by</b>	Mohamed Nalar <b>Head of Capital Performance and Projects</b>	
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<b>Approved for submission</b>	Dean Kimpton <b>Chief Executive</b>	



**ATTACHMENT 1**

**Capital Programme – Delivery and Risk Analysis by Project (Three Year Scenario)**

Description	FY24 Fcast Delivery	FY24 Plan	Draft 2024-25 Capital Scenario	FY25 Bid (for 24 RLTP)	Draft 2025-26 Capital Scenario	FY26 Bid (for 24 RLTP)	Comments
<b>Currently Committed</b>	<b>391</b>	<b>398</b>	<b>584</b>	<b>586</b>	<b>375</b>	<b>374</b>	
Eastern busway2	172	172	310	310	263	263	EB stage2-3
EMUs	86	86	170	170	24	24	
Ferries stage1	60	60	56	56	58	58	
Northwest bus	13	17	26	27	9	9	
Open loop	10	10	12	12	1	1	
Supporting growth	12	15	10	10	9	9	Excluding property risk
Other committed	38	38	0	0	11	11	Huapai Improvements, School Speed Management, Scott Point Repayment, Supporting Growth - Investigation for Growth Projects, Tāmaki Drive/ Ngapipi Road safety improvements, Wainui Improvements
<b>Renewals and core</b>	<b>569</b>	<b>516</b>	<b>451</b>	<b>683</b>	<b>569</b>	<b>764</b>	
Deferral from prev.FY	47	0	0	0	0	0	
Renewals	288	288	272	394	400	467	
Flood response	125	125	53	75	57	50	
Core/optimize	45	45	60	85	52	95	Bus Minor Improvements, Core Network Programme, Core Technology and Renewals, Customer and Business Systems, Freight Network Improvements, Intelligent Transport Systems, Network Optimisation
Safety/local	51	51	51	108	60	123	Marae and Papakainga (Turnouts) safety programme, Minor Cycling and Micromobility, Minor Network Improvements, New Footpaths Regional Programme, Public Transport Safety and Amenity, Road Safety Programme, Safe Speeds programme
Local Boards	13	7	15	20	0	29	

Description	FY24 Fcast Delivery	FY24 Plan	Draft 2024-25 Capital Scenario	FY25 Bid (for 24 RLTP)	Draft 2025-26 Capital Scenario	FY26 Bid (for 24 RLTP)	Comments
Local Boards	13	7	15	20	0	29	
<b>Funded</b>	<b>91</b>	<b>52</b>	<b>58</b>	<b>89</b>	<b>112</b>	<b>95</b>	
CATR bus,cycle,walk	14	7	30	51	57	52	
CERF projects	49	24					
Carrington (IAF)	11	11	21	21	32	32	
Northwest (HIF)	6	0	5	5	10	10	
Other funded	11	11	2	12	13	1	Rodney
<b>CRL/CBD</b>	<b>26</b>		<b>63</b>		<b>58</b>		
Level crossings1	12	12	21	30	30	30	
Midtown bus1	8	8	19	19	2	2	
Downtown bus1	1	0	7	7	13	13	
Project K	5	5	8	8	4	4	
Other CRL	0	0	8	8	9	9	Preparations for opening CRL
<b>Cycling</b>	<b>48</b>		<b>59</b>		<b>15</b>		
CP Mangere west	3	3					
CP Meadowbank	2	0	17	0	5	0	
UCP Great North	14	10	14	15	0	0	
UCP Pt Chev	15	15	19	20	0	0	
UCP GI Links	11	7	6	6	0	0	
UCP GI to TD4	0	0	0	33	0	14	
Other Cycleway	3	4	3	17	10	31	
<b>Other priority</b>	<b>13</b>		<b>68</b>		<b>112</b>		
National ticket	0	0	10	25	0	84	
Rosedale station	2	8	10	10	25	25	
Hill street	1	1	15	15	4	4	
Ferries stage2	0	0	8	8	43	43	
Kainga Ora	0	0	5	10	10	22	
Property provision	10	1	20	26	30	27	

Description	FY24 Fcast Delivery	FY24 Plan	Draft 2024-25 Capital Scenario	FY25 Bid (for 24 RLTP)	Draft 2025-26 Capital Scenario	FY26 Bid (for 24 RLTP)	Comments
All other project pipeline - Note 1	20	20	0	252	0	579	*see detail below
<b>TOTAL</b>	<b>1,158</b>	<b>1,058</b>	<b>1,283</b>	<b>1,866</b>	<b>1,241</b>	<b>2,120</b>	
<b>Budget assumption (RLTP + CATR)</b>	<b>1,058</b>		<b>1,147</b>		<b>1,215</b>		
<b>Budget risk</b>	<b>-100</b>		<b>-136</b>		<b>-26</b>		

**Note 1**

Description	2023-24	2024-25	2025-26
Unsealed Road Improvements		6	6
Airport to Botany Rapid Transit Route Protection	5	0	0
Seismic Strengthening Programme	3	5	5
Street Lighting Improvements	3	3	3
Parking Programme	2	4	4
Regional Improvement Projects	2	0	0
Wynyard Quarter Integrated Road Programme	2	2	28
Glenvar Road/East Coast Road intersection and corridor improvement	2	1	16
Neighbourhood Interchanges	1	0	0
Environmental Sustainability Infrastructure	1	1	1
Lincoln Road Corridor Improvements	0	48	39
Lake Road/Esmonde Road Improvements	0	18	17
Rosedale Road Corridor	0	16	15
Connected Communities	0	9	11
Minor Cycling and Micromobility (Pop-Up Cycleways)	0	9	8
Albert and Vincent Street Bus Priority Improvements	0	8	0
Level Crossings Removal - Group 2	0	4	11
Access for Everyone Introductory Works	0	2	2
Northwest Growth Improvements	0	1	1
Northern Busway Enhancements	0	0	6
Waiheke Ten-Year Transport Plan	0	0	5
Smales Allens Road Widening and Intersection Upgrade	0	0	3
Drury Local Road Improvements	0	0	2
Airport to Botany Stage 2 Bus Improvements	0	0	1
Accessibility Improvement Project	0	0	1
Park and Ride Programme	0	0	1
Wolverton Culverts	0	0	0
Other new bids	0	113	390
	<b>20</b>	<b>252</b>	<b>579</b>

**ATTACHMENT 2**

**Capital Programme – Funding Mix by Project (Three Year Scenario)**

Description	FY24 Fcast Delivery	Non-Council Share (\$m)	AC Share (\$m)	Draft FY25 Capital Scenario	Non-Council Share (\$m)	AC Share (\$m)	Draft FY26 Capital Scenario	Non-Council Share (\$m)	AC Share (\$m)	Comments
<b>Currently Committed</b>	<b>391</b>	<b>252</b>	<b>139</b>	<b>584</b>	<b>377</b>	<b>207</b>	<b>375</b>	<b>218</b>	<b>157</b>	
Eastern busway	172	133	39	310	226	84	263	167	96	EB stage2-3 + NZUP accelerated for drawdown by 30/6/25
EMUs	86	46	40	170	87	83	24	12	12	
Ferries stage1	60	35	25	56	29	27	58	30	28	
Northwest bus	13	13	0	26	26	-	9	9	-	Assuming CIP direct funding fully claimed by AT FY24
Open loop	10	5	5	12	6	6	1	1	0	
Supporting growth	12	6	6	10	5	5	9	5	4	Plan cost excluding property risk
Other committed	38	14	24	-	1	1	11	5	16	Matakana Link Rd - repayment \$1.5m FY25, \$9.1m FY26. Assuming budget 70% fundable by NTLF. Huapai Improvements, School Speed Management, Scott Point Repayment, Supporting Growth - Investigation for Growth Projects, Tāmaki Drive/ Ngapipi Road safety improvements, Wainui
<b>Funded</b>	<b>569</b>	<b>261</b>	<b>308</b>	<b>451</b>	<b>194</b>	<b>257</b>	<b>569</b>	<b>256</b>	<b>313</b>	
Deferral from prev. FY	47	18	30	-	-	-	-	-	-	
Renewals	288	129	159	272	120	152	400	176	224	Assuming no caps and approx ave FAR of 61% for FY25 for Flood Recovery reinstatement
Flood	125	76	49	53	31	22	57	33	24	Circa 61% FAR
Core/Optimise	45	14	31	60	20	40	52	16	36	Assuming core tech of \$20m FY25
Safety/local	51	22	29	51	23	28	60	31	29	
Local Boards	13	2	11	15	-	15	-	-	-	

Description	FY24 Fcast Delivery	Non-Council Share (\$m)	AC Share (\$m)	Draft FY25 Capital Scenario	Non-Council Share (\$m)	AC Share (\$m)	Draft FY26 Capital Scenario	Non-Council Share (\$m)	AC Share (\$m)	Comments
Local Boards	13	2	11	15	-	15	-	-	-	
<b>Funded</b>	<b>91</b>	<b>69</b>	<b>22</b>	<b>58</b>	<b>42</b>	<b>16</b>	<b>112</b>	<b>74</b>	<b>38</b>	
CATR bus,cycle,walk	14	2	12	30	15	15	57	29	28	Assuming CATR budget is cost (not net of NLTF)
CERF projects	49	49	-	-	-	-	-	-	-	
Carrington (IAF)	11	10	1	21	21	-	32	32	-	
Northwest (HIF)	6	6	-	5	5	-	10	10	-	Accelerated funding will trigger payback period
Other funded	11	2	9	2	0	2	13	3	10	Rodney
<b>CRL/CBD</b>	<b>26</b>	<b>12</b>	<b>14</b>	<b>63</b>	<b>32</b>	<b>31</b>	<b>58</b>	<b>30</b>	<b>28</b>	
Level crossings1	12	5	7	21	11	10	30	15	15	
Midtown bus1	8	4	4	19	10	9	2	1	1	
Downtown bus1	1	1	0	7	4	3	13	7	6	
Project K	5	3	2	8	4	4	4	2	2	
Other CRL	0	-	-	8	4	4	9	5	4	
<b>Cycling</b>	<b>48</b>	<b>23</b>	<b>24</b>	<b>59</b>	<b>29</b>	<b>30</b>	<b>15</b>	<b>5</b>	<b>10</b>	
CP Mangere west	3	2	1	-	-	-	-	-	-	
CP Meadowbank	2	1	1	17	9	8	5	3	2	
UCP Great North	14	7	7	14	7	7	-	-	-	
UCP Pt Chev	15	8	7	19	10	9	-	-	-	
UCP GI Links	11	6	5	6	3	3	-	-	-	
UCP GI to TD4	0	-	-	-	-	-	-	-	-	
Other Cycleway	3	1	2	3	1	2	10	3	7	Assuming at least 50% of cost is fundable (not in excess of approved, etc)
<b>Other priority</b>	<b>33</b>	<b>8</b>	<b>25</b>	<b>68</b>	<b>17</b>	<b>51</b>	<b>112</b>	<b>42</b>	<b>70</b>	
National ticket	0	-	-	10	-	10	-	-	-	
Rosedale station	2	1	1	10	5	5	25	13	12	
Hill street	1	-	1	15	8	7	4	2	2	
Ferries stage2	0	-	-	8	4	4	43	22	21	
Kainga Ora	0	-	-	5	-	5	10	5	5	HAF-related? NLTF unlikely.
SGA - Property provision	10	-	10	20	-	20	30	-	30	SGA property won't be funded when purchased, unless it is for HIF

Description	FY24 Fcast Delivery	Non-Council Share (\$m)	AC Share (\$m)	Draft FY25 Capital Scenario	Non-Council Share (\$m)	AC Share (\$m)	Draft FY26 Capital Scenario	Non-Council Share (\$m)	AC Share (\$m)	Comments
All other project pipeline - Note 1	20	- 7	- 13	-	-	-	-	-	-	
<b>TOTAL</b>	<b>1,158</b>	<b>626</b>	<b>532</b>	<b>1,283</b>	<b>691</b>	<b>593</b>	<b>1,241</b>	<b>624</b>	<b>617</b>	
<b>(RLTP+CATR) Budget</b>	<b>1,058</b>		<b>1,058</b>	<b>1,147</b>		<b>1,147</b>	<b>1,215</b>	<b>-</b>	<b>1,215</b>	

Non AC Funding	546	<b>52%</b>	620	<b>54%</b>	643	<b>53%</b>
AC Funding	512	<b>48%</b>	527	<b>46%</b>	572	<b>47%</b>
	<u>1,058</u>		<u>1,147</u>		<u>1,215</u>	
Forecast Non AC Funding	626	<b>54%</b>	691	<b>54%</b>	624	<b>50%</b>
Forecast AC Funding	532	<b>46%</b>	593	<b>46%</b>	617	<b>50%</b>
	<u>1,158</u>		<u>1,283</u>		<u>1,241</u>	
Variance Non AC Funding	- 80		- 71		19	
Variance AC Funding	- 20		- 66		- 45	
	<u>- 100</u>		<u>- 136</u>		<u>- 26</u>	