



Submission on the Draft Regional Land Transport Programme 2012/2015

22nd March 2012

Introduction

The Campaign for Better Transport (CBT) welcomes the opportunity to submit on the Draft 2012/2015 Auckland Regional Land Transport Programme and the Auckland Transport Plan. Consultation with groups such as ours and wider transport stakeholders is vital to achieving better transport outcomes for Auckland.

The Campaign for Better Transport is an incorporated society with the declared objective of being advocates of public transport, cycling, walking and other alternatives to the private car. Membership consists of 90 financial members.

The Campaign for Better Transport is a voluntary group and is politically independent.

The CBT's submission focuses on the following matters:

Outcomes of the 2009/10 – 2011/12 Regional Land Transport Programme:

- How effective was the previous Regional Land Transport Programme?
- Auckland Integrated Fare Solution should be complete by now.

Giving effect to the Auckland Plan:

- Implementing the patronage targets of the Auckland Plan's transport chapter
- Achieving the 'transformational change' for transport envisaged by the Auckland Plan
- Prioritising projects in a way that implements the Auckland Plan (generally, not just its transport chapter)

Alignment with Auckland Council's Long Term Plan:

- Resolving inconsistencies with the LTP over public transport services funding
- Resolving inconsistencies in the funding split between public transport and roads compared to the LTP

Project Prioritisation

- How are benefits and costs calculated?
- Priority should be given to transport options that reduce oil dependency

Project Specific:

- Investigating a busway along SH16 between Waterview and Westgate
- Ensuring that infrastructure to support the reorganisation of Auckland's bus network is funded
- Funding the full integration of public transport fares
- Removal of a number of projects from the RLTP that actively undermine the goals of the Auckland Plan and of the programme generally



1. Outcomes of the 2009/10 - 2011/12 Regional Land Transport Programme

The preamble on p.5 states that the first RLTP was produced in 2009 by the former Auckland Regional Land Transport Authority.

The CBT submits that there should be some attempt to reconcile this previous programme of work with the programme of work contained in the latest draft RLTS.

It would also be beneficial to know if the projects in the preceding RLTS achieved desirable outcomes or not, or even if they have been completed at this point.

For instance, the preceding 2009 RLTS contained this line item on p. 56:

Project	Total Cost	2009/10 Cost	2010/11 Cost	2011/12 Cost
Auckland Integrated Fare Solution	\$70,000,000	\$15,000,000	\$35,000,000	\$20,000,000

We know that AIFS is still yet to be implemented in Auckland, but there is little explanation at all of the remaining components to be implemented in the draft RLTS. There are bound to be other projects which are equally "disconnected" between the two plans.

2. Giving Effect to the Auckland Plan

Page 5 of the Draft RLTP notes that the Draft Auckland Plan was given consideration in the preparation of the document. Since the publication of the Draft Auckland Plan, a number of amendments have been made to it that are relevant to the RLTP. The wording of the Auckland Plan seeks a "transformational shift" in public transport most particularly, but also has a number of targets that relate to reducing Auckland's automobile dependency. These include:

- Public Transport patronage of 121 million trips by 2022
- Public Transport patronage per capita of 100 by 2040
- 70% of vehicular trips to the city centre by public transport in 2040
- Increasing the proportion of people living within walking distance of frequent public transport from 14% to 32% by 2040
- Increasing proportion of non-car AM peak trips from 23% to 45% by 2040

While most of these targets have a 2040 implementation, the CBT considers that some progress towards achieving them will need to occur over the period covered by the RLTP. Currently the RLTP does not clearly highlight how these targets will be achieved (understandable as many of the targets were not on the Draft Auckland Plan and therefore not able to be incorporated into the draft RLTP) or even worked towards.



The 'transformational shift' in transport the Auckland Plan seeks to create is also not carried through into the RLTP to the extent that is necessary. The wording of the Auckland Plan highlights that Auckland's population growth over the next 30 years will mean that a fundamental shift in the way Aucklanders get around is required – quite simply, it is impossible (and increasingly undesirable and expensive) to continue to build additional road-space to cope with traffic growth. Therefore, a much greater use of public transport as well as the optimisation of the existing transport network, is necessary. The RLTP, while focused on projects in the next three years in particular, should prioritise those projects based on which ones best contribute to achieving the 'transformational shift' envisaged by the Auckland Plan.

The prioritisation of project must also complement other goals of the Auckland Plan (not just transport). In particular:

- Providing a transport network and making transport decisions that encourage intensification in places identified as suitable for such development
- Undertaking high-level investigation in proposed Greenfield suburban areas to ensure a different outcome to the 'car dependent urban sprawl' that has typically resulted from previous urban expansion

As well as the Auckland Plan, the RLTP must by law give effect to the Regional Land Transport Strategy. The 2010 RLTS proposed a 50/50 funding split between roads and other forms of transport – a funding split that should be given effect to by the RLTP.

3. Alignment with Auckland Council's "Long Term Plan"

There are a number of areas where the Draft RLTP does not align with Auckland Council's Long Term Plan. This misalignment causes confusion around "what will actually happen", particularly in relation to the funding available for public transport services and the funding split between roads and public transport.

In relation to the Long Term Plan:

1. We support the proposed funding split in operational expenditure between public transport of approximately 50/50 however we do note the following:
 - That the proposed funding for PT subsidies doesn't match the RLTP which predicts operational costs to stay largely the same over the same time period. It appears that the council have largely just carried forward the current operational costs based on predicted patronage numbers. This indicates that we aren't expecting to see any increase in efficiency of our public transport network which is one of the aims of both Auckland transport, the NZTA and the central government
 - These costs also don't match the wording on page 42 of volume one and page 87 of volume 2 of the LTP which says that the operational subsidy for public transport will increase by \$73.5m over 10 years.

We submit that these numbers need to be clarified and matched to what is in the RLTP. This is likely to cause the proposed operational expenditure on public transport to decrease significantly. It also means the split between spending on roads vs public transport will no



The Campaign For Better Transport

longer be balanced. We would like to see the funding level and split to stay the same which would allow for Auckland transport to invest in additional services which would further help to increase patronage in the region.

2. The LTP needs to take account of the patronage targets that have been agreed to by the council of reaching 121 million trips by 2022.
3. The LTP will need to take into account the changes in the priorities of projects as a result of the various changes that have been made to the Auckland Plan, specifically:
 - a. The bringing forward of the completion of the AMETI project
 - b. There is no mention of how the East West link will be funded
 - c. Potential investigation into a NW Busway
4. We recognise that a number of projects that have been listed as roading projects will contain a significant public transport components in them. More work needs to be done to split these costs out so the public are accurately informed of the costs.
5. We support that the LTP has provided funding for the City Rail Link however we are concerned by how it is being addressed in the LTP.
 - a. It is noted that the funding for the CRL is dependent on the government contributing 50% of the costs and if that doesn't eventuate then the project will be reassessed in the 2015-2025 LTP. We feel that as the council has confirmed the project as the top transport priority for the region that it needs to have more certainty around it. In the event of the government not contributing to the project then the council should be looking to fund it solely and do so by delaying, cancelling or scaling back other less important projects first.
 - b. The Council is giving the impression that much of the funding pressure that will be placed on ratepayers is a result of the CRL when there is a considerable amount more money being planned to be spent on roads. The language in the document needs to be clear to the public where the majority of the money is planned to be spent.
6. There are a number of projects that we feel the timing or scope of should be adjusted:
 - a. The Auckland Plan proposes considerable greenfield development in the south, this will likely to make electrification to Pukekohe necessary before 2022.
 - b. There is likely to be a requirement for further bus priority along Wellesley St which would require available funding.
 - c. Integrated ticketing will likely mean a lot more transfers between public transport services. We feel that some money should be budgeted at key interchanges for infrastructure upgrades to make the process quick and easy for passengers.
 - d. There is likely to be strong growth on the rail network to stations other than Britomart or Newmarket. To help avoid fare evasion funding should be made available to install fare gates at other key stations e.g. Henderson, New Lynn, Panmure, Manukau, Papakura.
 - e. We also support funding being made available to progress the development of walking and cycling across the harbour bridge.



4. Project Prioritisation

How projects are prioritised is given in only the most general sense on p. 26 and in Appendix 3.

In terms of calculating project benefits, recent research overseas show that predicted travel time savings rarely persist. In the UK, for example, average travel times have remained static at about half an hour per trip since the 1970's. (David Metz).

Recently an NZTA study found that many commuters actually like spending time travelling and don't consider the time to be wasted. However these findings are not reflected in the current Economic Evaluation Manual for roading projects.

The RLTS talks about efficiency only in terms of the BCR, however there is no attempt to define how costs and benefits are calculated. The assumption is that the BCR calculation is consistent with the Economic Evaluation Manual. If this is the case then the calculation of benefits and costs should be challenged by the RLTS, particularly in the Auckland context.

In the Auckland region, greater emphasis should be placed on projects that reduce pollution. For the good of the economy, projects which reduce consumption of fossil fuels should also have a higher benefit weighting than those that do not.

There also needs to be a strategic focus that acknowledges the very strong possibility of increasing oil prices for the foreseeable future, and that projects which are not dependent on cheap oil for their viability should be promoted ahead of projects which are.

5. Project Specific Comments

The CBT considers that a number of changes should be made to the RLTP's project list, to better align with a more sensible strategic direction for transport, and to better give effect to high-level documents such as the Auckland Plan and the RLTS.

Projects to be added:

- Investigation and design of a busway along State Highway 16 between Westgate and Waterview, to support the significant urban development proposed for the northwest part of Auckland. This work needs to occur as soon as possible, so that it can inform NZTA's proposed upgrade to the motorway.
- The CBT understands (from AT Board Papers) that significant changes to the operational structure of Auckland's public transport network are likely to occur over the next three years. There will be infrastructure requirements arising from these changes, such as bus priority measures, relocation of bus stops, road widening to eliminate bottlenecks for buses, key interchanges (both between bus and rail, and bus to bus). To ensure the success of the changes to the PT network, funding needs to be set aside for necessary infrastructure improvements.
- To properly take advantage of integrated ticketing, implementation of a zone-based fare system is necessary. This may require some funding in the short-term to cover any revenue loss while the system is being fine-tuned. Given that integrated ticketing is yet to be implemented (ignoring the soon to be disestablished Snapper card which has been branded as "Hop"), we



believe further investment is going to be necessary to implement AIFS, however there appears to be zero budget for this in the 2012/13 year on p.44.

- More emphasis should be given to connected cycle lanes for commuting purposes. The emphasis in cycling is on developing cycleways across the region but there are no reasonable connected cycle lanes in the CBD to provide safety for those wishing to cycle to their workplace in the CBD in safety. At least two such cycle lanes should be developed north-south and two east-west across the CBD. Walk/cycleway over the harbour bridge should be included as a funded project
- More pedestrianisation of the CBD should be envisaged, eg shared space in High Street or Queen Street.
- Rail link to airport - should be better defined as rail extension from Onehunga to Mangere then via airport to Manukau; Mangere communities are poorly served with PT and would greatly benefit from at least a first stage extension of the Onehunga line across the Manukau harbour.
- We support the AMETI project but would ideally like to see longer term planning for a rail corridor west-east across the Manukau region, to Botany or further then linking back to Panmure.
- The extension of the Wynyard Quarter tram to Britomart and beyond along Tamaki Drive and / or Queen Street.
- The Avondale – Southdown rail corridor is identified as a proposed future RTN, however there appears to be no work towards achieving this in the draft RLTP.
- We support the inclusion of the City Rail Link project in the programme of work. The arrival of electric trains will put more pressure on the rail system and increasing capacity further will be impossible without making Britomart a through station.

Projects to be removed:

- The Hayman Park carpark. This project undermines general policies in the Auckland Plan to encourage alternative transport options to metropolitan centres and also undermines investment in the Manukau Railway Station.
- Poorly located park and ride proposals. In inner areas (such as Sylvia Park and Avondale) extensive areas of parking can seriously undermine efforts to align land-use and transport outcomes, while adding relatively few passengers to the PT network.

6. Conclusions:

Some changes to the draft RLTP are necessary to ensure that it aligns more clearly with the 'transformational shift' for transport articulated in the Auckland Plan. In particular, targets in the Auckland Plan relating to reducing Auckland's car dependency need to be embedded in the RLTP and form part of the project prioritisation process – projects contributing to achieving these targets should be ranked higher, projects undermining the targets should be ranked lower.

Auckland has traditionally suffered from having a disconnect between the strategies, policies and goals of its transport documents, and where the money is actually spent. The draft RLTP continues this unfortunate trend, by ignoring the transformational targets it has been set and continuing to



The Campaign For Better Transport

spend the bulk of its money on road-based projects. This submission suggests changes to the RLTP that would ensure it better meets its requirements to give effect to strategic documents like the Auckland Plan and the 2010 Regional Land Transport Strategy.

Overall, the CBT notes that factors influencing transport patterns are changing at a relatively rapid rate. Rising fuel prices, changing demographics, the need to reduce carbon emissions and the Council's desire for a compact city mean that our future transport demands may be very different to what has happened historically. The Auckland Plan must be robust and resilient to these changes.

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