

# TĀMAKI MAKĀURAU AUCKLAND

## AT A GLANCE

*The size and scale of Auckland's growth makes good, well supported planning essential so its benefits are unlocked for the region and the whole of New Zealand. The transport system needs to provide improved travel choices, support the COVID-19 recovery, economic growth and ensure Auckland remains a great city to live, work and play in.*

## COVID-19 INSIGHTS AND IMPACTS

This section sets out how the current pandemic might impact on land transport in Auckland. Auckland's reliance on tourism and gateway role, plus large numbers of international students and high volumes of migrant workers, means a significant short to medium-term impact. There may be an increase in internal migration as people seek employment opportunities from elsewhere plus a reduction in outward migration as housing market and business relocations cool.

Significant levels of uncertainty remain regarding the scale and duration of COVID-19 impacts, particularly in the medium to long-term. We will continue to monitor and update as things change.

### POTENTIAL IMPACTS ON KEY SECTORS

- Auckland economy will be significantly impacted by border closures and a reduction in international migration, international tourism and overseas students, with flow-on effects for construction, retail, accommodation and other service industries.
- Auckland is New Zealand's primary international gateway. The region's total annual tourism spend (approximately \$7.8 billion) is the country's largest, over double that of Otago in second place. Of this 53% is generated from international visitors.<sup>54</sup>
- Auckland has the largest number of temporary migrant workers (18,261), with above national average representation in the accommodation, construction and food service sectors.
- The region will therefore be disproportionately impacted by border closures.

### POTENTIAL IMPACTS ON EMPLOYMENT AND COMMUNITIES

- Forecasts indicate that Auckland will experience slower population growth and a sluggish economy in the short to medium-term.
- Under the slower recovery scenario:
  - Auckland's forecast fall in employment to 2021 (relative to BAU) is -6.8%, slightly above the national average of -6.7%<sup>35</sup>

- because of the size of the workforce the total number of forecast job losses (64,095) equates to 36% of the national total<sup>35</sup>
- employment in Auckland is forecast to return to pre-COVID-19 levels by around 2023, however it is not expected to reach BAU levels by 2031.<sup>35</sup>

- Māori, Pasifika and youth are likely to experience the greatest impacts. An increase in youth not in employment, education or training (NEETs) is expected.

### POTENTIAL IMPACTS ON THE LAND TRANSPORT SYSTEM

- There is an expected easing of growth in passenger transport demand over the short-term because of slower population growth, and reduced employment and discretionary trips.
- No significant changes are expected in the nature, scale and location of transport demand over the medium to long-term. The 10-year outlook remains largely unchanged.
- Changes to the nature of work for professional services may see a reduction in peak trips to the city centre, because more people working remotely.
- There will be an ongoing need to focus on network optimisation, mode shift and climate change mitigation (emissions reductions).

- Effectively integrating land-use and transport remains critical to ensure growth areas are serviced with active mode and public transport infrastructure and services, and to link housing to employment and essential services.
- There will be an ongoing need for transport services to support the COVID-19 recovery by improving access to employment and essential services for vulnerable communities.
- There will be ongoing pressure on transport revenue as a result of the COVID-19 lockdown.



SIGNIFICANCE OF STEP CHANGE TO REGION 2021-31

KEY

## REGION STEP CHANGES

### IMPROVE URBAN FORM

Auckland’s forecast to grow by up to one million people over the next 30 years. 60-70% growth is expected in the existing urban area,<sup>55</sup> although pressure is spilling into neighbouring regions. While growth is expected to slow in the short to medium-term, it remains our largest centre.

### TRANSFORM URBAN MOBILITY

Public transport is playing an increasing role, particularly to and from the city centre, although travel remains largely reliant on private vehicles. Investment in public transport and walking/cycling infrastructure now offers realistic choices for many travelling to and within the city centre.

### SIGNIFICANTLY REDUCE HARMS

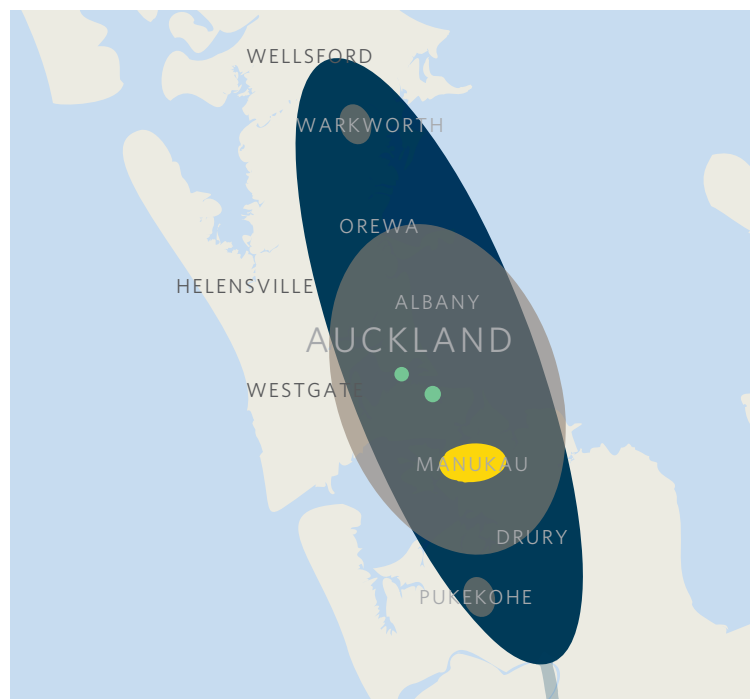
The number of deaths and serious injuries on Auckland’s roads nearly doubled between 2013 and 2017.<sup>60</sup> Conflicts between high volumes of different road users, as well as many unsafe rural roads are key contributors to Auckland’s road safety challenge.<sup>47</sup>

### TACKLE CLIMATE CHANGE

The risk of increased sea level rise and storm surges will impact low-lying coastal areas, including Tamaki Drive and SH1 immediately north of the Auckland Harbour Bridge. Auckland’s high transport emissions also need to be reduced significantly to help tackle climate change.

### SUPPORT REGIONAL DEVELOPMENT

Some communities, particularly those in south Auckland, have high levels of deprivation and unemployment rates, above the national average.<sup>56</sup> This is likely to be exacerbated by the impact of COVID-19 over the short to medium-term because of Auckland’s reliance on the international movement of people. There is likely to be increased unemployment among young people, Māori and Pasifika, building on an already large number of young people not in employment, education or training. These communities need improved access to employment, education and essential services.



**1,571,718**  
REGIONAL POPULATION<sup>25</sup>

**27%**  
OF NATIONAL VEHICLE EMISSIONS<sup>48</sup>

**11%**  
REGIONAL POPULATION GROWTH 2013-18<sup>25</sup>

**37.9%**  
OF NATIONAL GROSS DOMESTIC PRODUCT YEAR END MARCH 2018<sup>26</sup>

**33.4%**  
OF NATIONAL POPULATION<sup>25</sup> 2018

**4.1%**  
REGIONAL UNEMPLOYMENT RATE

**23.9%**  
OF NATIONAL DEATHS & SERIOUS INJURIES (DSI)<sup>47</sup>  
**716** TOTAL DSI<sup>47</sup>

**4.1%**  
NATIONAL RATE YEAR END JUNE 2019<sup>49</sup>

## AUCKLAND TODAY

Because of the level of uncertainty of population and economic trends, this section has not been reviewed in detail for Arataki V2

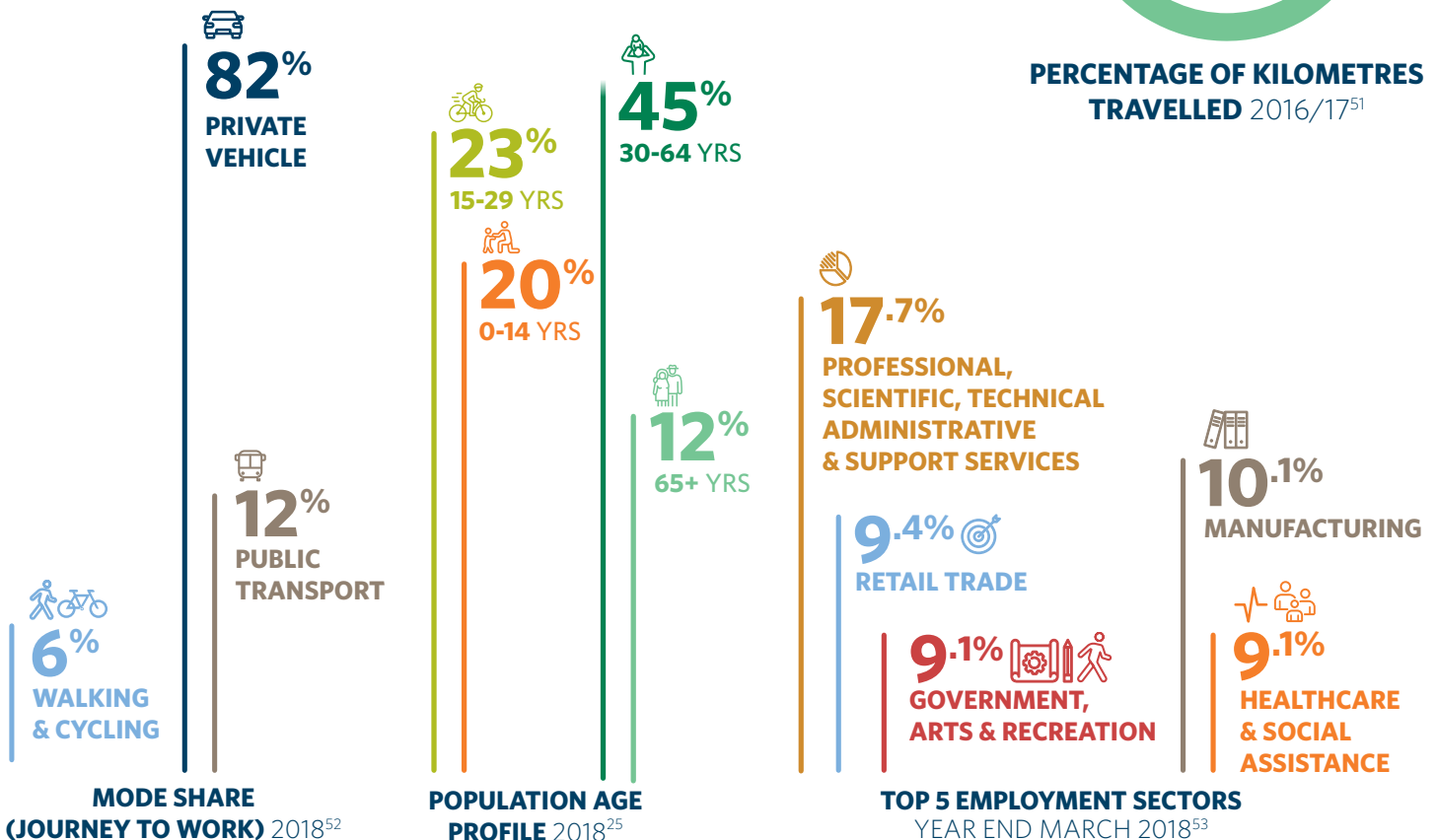
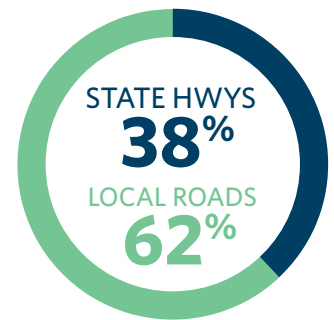
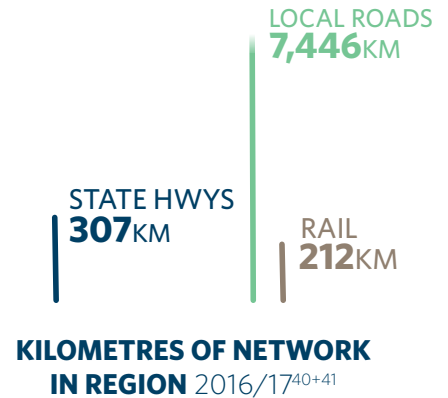
**AUCKLAND IS HOME TO ALMOST 1.6 MILLION PEOPLE FROM MORE THAN 120 ETHNICITIES<sup>57</sup> AND SUPPORTS ONE THIRD OF THE NATION'S POPULATION. MOST OF THE REGION'S POPULATION IS URBAN BASED.**

For Auckland to be successful, it needs a safe, reliable and integrated transport system, where people have choices about how they move around. Every year Aucklanders travel around 15 billion kilometres by private vehicle and 1 billion kilometres by public transport.<sup>58</sup>

Auckland is the main gateway into and out of New Zealand, for both people and goods. More than 70% of all New Zealand visitors arrive at Auckland Airport,<sup>29</sup> while the Port of Auckland receives the largest value of imports,<sup>28</sup> and inland ports at Wiri and Southdown are nationally significant distribution hubs.

There has been substantial investment over the past 10 to 15 years in roads, public transport and more recently cycling infrastructure. However, a long history of predominantly growing outwards and focusing on expanding road networks means that Auckland's land transport system has under-developed public transport and cycle networks. This means most people are dependent on private vehicles for their travel, with transport and urban form in the city largely car-oriented.

Auckland's reliance on private vehicles creates a number of challenges. Without a significant shift to public transport and walking or cycling, vehicle travel will increase substantially, leading to more congestion, poorer access to opportunities, more emissions, a less safe and healthy population, and overall a poorer quality city for residents, businesses and visitors.



## AUCKLAND TOMORROW

Prior to COVID-19, Auckland's population was expected to grow by up to one million people during the next 30 years. Of the total growth in New Zealand over that time, 80% of growth in the working age (15-64 years) was expected to be in Auckland. In the next decade, nearly 55% of New Zealand's population growth was forecast to be in the Auckland region, an extra 300,000 people.<sup>27</sup> It is currently expected that this will slow over the short to medium-term because of lower international immigration but there could be some inward internal migration as displaced workers from other regions seek opportunities in New Zealand's largest labour market.

Despite this, the population is likely to continue to be relatively young and more culturally diverse than any other New Zealand city. Manukau to the south was the largest growth area between 2013 and 2018<sup>25</sup>. Communities of high social deprivation in south Auckland, as well as Tamaki and parts of West Auckland, are looking for increased local employment and improved connections to centres where their young people can access education and employment, and for older residents to access physical and social activities, health and social services.

These communities are more vulnerable to the impacts of COVID-19, which will exacerbate issues such as high unemployment and rates of young people not in employment, education or training (NEETs), particularly among the large populations of Māori and Pasifika.<sup>59</sup> Recent transport improvements have resulted in increased growth in communities north and south of the city. New housing in existing neighbourhoods will need new transport services and increased higher-density living will impact the existing transport network. Both development paths will need to continue to offer customers different transport options.

Some critical road and rail lines in the region are at risk of storms and sea level rise, including SH1 immediately north of the Auckland Harbour Bridge and Tamaki Drive. Auckland's regional transport network is significant and there are a number of alternate routes which result in lower impacts across the land transport network as a whole. There is an ongoing need to assess and confirm priorities around network resilience and to reduce its high carbon emissions from vehicles, particularly in urban areas.

Border closures have had an immediate impact on international tourism, education and the availability of migrant workers. This is likely to continue in the short-term and have flow-on impacts on retail and accommodation, which will also impact construction and other service industries as demand decreases. This means that the rate of growth in employment in service industries will decrease in the short to medium-term. Manufacturing will be important to Auckland's economic recovery. Its long-term decline will slow down but not enough to affect the structure of the economy in the long-term.

The majority of any new jobs created are still expected to be located in existing centres. As the city grows, some residents, particularly in the south and west, face barriers to accessing employment, education and other essential services because of increasing distance from employment centres and transport disadvantages such as a lack of alternatives to travel other than by private car.

Technological changes expected during the next decade will offer new travel choices that may reduce carbon emissions, the reliance on private transport and improve network management. These include Mobility as a Service, on-demand travel options and intelligent transport systems.

There will be a short-term easing in passenger travel demand and reduction in peak-time trips to the city centre because of changing work patterns. It will remain important to cater for increased demand for walking and cycling when numbers living and working in the inner city and other centres recover and grow. There will also continue to be increasing demand to plan, book and pay digitally for journeys. The growing popularity of online purchasing and home delivery will impact on-demand travel, including the movement of freight.

While more investment than ever is going into improving Auckland's transport system, much of this funding is simply required to keep pace with existing growth, which will resume in the long-term. To deliver the outcomes sought in the Auckland Plan for quality of life, new funding and financing mechanisms are likely to be required.

### ATAP AND BEYOND

Between 2015 and 2018 the government and Auckland Council worked together to develop an aligned future transport plan for Auckland, known as the Auckland Transport Alignment Project (ATAP). This work confirmed that the transport challenge for Auckland is not just one of congestion, but also:

- poor travel choice beyond private vehicles, especially in lower income areas
- a near doubling of deaths and serious injuries on roads since 2013
- the need to reduce the transport system's environmental impact
- enabling and supporting a rapid acceleration in the rate of housing construction and building strong and healthy communities
- the need for streets to play a growing role in creating vibrant and inclusive places.

While ATAP predominantly focuses on responding to the transport challenges of the Auckland region itself, there is also a need to recognise Auckland's place in the wider upper North Island. This includes enabling improved outcomes in the

Hamilton to Auckland corridor, supported by high quality inter-regional road and rail connections, and getting more benefit from the current transport system, through optimising existing networks and services, and demand management.

Once operational, the Hamilton to Auckland passenger rail service will provide mass transit connections between Frankton in Hamilton and Papakura, in South Auckland. The service is expected to open late 2020. Recent investment in rail lines includes a significant investment to maintain base levels of service on the line between Auckland and Northport, and on

the lines within the Auckland Metro area. An additional line is being constructed from Avondale to freight hubs at Southdown and work is underway to extend the Auckland Metro electrified network beyond Papakura to Pukekohe. Rail Network Growth Impact Management is a substantive programme to address the age and type of rail infrastructure. Further work is also needed to understand the risks and potential impacts of climate change on transport networks as well as supporting any potential future port relocations.

## KEY SYSTEM INSIGHTS

- Auckland's size and scale of long-term growth requires significant ongoing investment in infrastructure and services, as well as a greater focus on optimising what we have. However, on its own this will not be sufficient to address the step changes needed.
- Auckland's reliance on private vehicles creates a number of critical challenges. Without a significant shift to public transport, walking and cycling, vehicle travel will increase substantially, leading to greater congestion, reduced access to opportunities, higher emissions, impacting on health, and overall a poorer quality city for residents, businesses and visitors.
- Auckland presents opportunities for new development to improve the standard of living of existing communities and reduce reliance on private vehicles, as well as support higher density development along the rapid transit corridors.
- The region has a need to focus effort on reducing crashes at intersections and involving vulnerable road users, inappropriate speed limits on high-risk roads, high-risk motorcycle routes and increasing risks at rail crossings.
- Transport can support regional development by improving access to employment, education and essential services for transport disadvantaged communities in South Auckland, Tamaki and parts of West Auckland. These communities face long-term high levels of social deprivation and have large concentrations of young people, Māori and Pasifika, who are also vulnerable to the impacts of COVID-19.

## FOCUS OF EFFORT: 2018-21

This section represents the existing commitments (eg the NLTP and NZUP). V2 has not been updated to include economic stimulus packages as that space continues to evolve.

### DELIVERING ATAP WITH OUR PARTNERS

ATAP details a \$28 billion transport programme for Auckland from 2018 to 2028. It contains a mix of specific large-scale projects and direction about the amount of investment in areas like walking and cycling, network development and bus priority programmes. Delivering ATAP has been the focus since it was finalised and by 2021 many key initiatives will be underway.

ATAP supports several step change areas, especially transforming how we move around the city, improving city layout and significantly reducing harm. The direction established in ATAP for Auckland is consistent across the Government Policy Statement, the Auckland Plan, the Auckland Regional Land Transport Plan and the recently developed Auckland Mode Shift Plan.

By 2021, Auckland's motorway network will be essentially complete within the existing urban area as current projects are finished. Several major public transport projects will be well progressed, including City Rail Link, the Auckland Manukau Eastern Transport Initiative (AMETI) Eastern

Busway and light rail. ATAP bus priority, cycling and growth programmes will also be well underway.

Other important initiatives detailed in ATAP are also progressing, including investigations into road pricing, updates to street design guidelines, speed limit reductions on high-risk roads, and planning work to protect future transport networks in existing neighbourhoods where more growth is expected.

Overall, ATAP is well aligned with the step change areas guiding Arataki. Decisions made since ATAP's approval, such as Auckland Council declaring a 'climate emergency', the government introducing the Zero Carbon Act, progression of the Urban Growth Agenda and joint development of the Auckland Mode Shift Plan are all broadly consistent with the direction of ATAP, while also highlighting further opportunities.

In January 2020 the government's NZ Upgrade Programme was announced which included funding for several projects in Auckland to support Auckland's transport system to manage growth.

## DELIVER ATAP WITH OUR PARTNERS

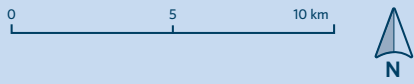
Our proposed focus for Auckland remains on delivering ATAP. Maintaining strong alignment with our ATAP partners is critical to continue progress. It is important that the individual ATAP projects come together in an integrated way. Waka Kotahi needs to continue to work with partners to operationalise ATAP into processes. Priority areas of planning work include:

- a rapid transit plan linking the high-level direction provided in ATAP's rapid transit network with the operational detail required to inform project-level business cases
- a comprehensive city centre transport plan that integrates all transport initiatives in and around the city centre, aligning these with Auckland Council's overall strategic direction for the area
- further guidance on corridor priorities across public transport, freight, walking and cycling
- the Connected Communities programme that looks at key corridors to deliver optimised improvements
- joint transport and land-use planning in key areas of growth that are experiencing significant change and redevelopment including the Supporting Growth programme.

An ATAP update is now being processed to reflect a number of considerations since 2018. These include:

- the recent NZ Upgrade Programme of investment
- climate change and mode shift which have emerged as significant policy considerations for both the government and Auckland Council, and against which the investment package should be assessed
- the upcoming round of statutory planning processes which will require direction from ATAP (for example, the Regional Land Transport Programme (RLTP) and the Long-Term Plan)
- new information from project investigations
- the impacts of COVID-19, including considering available funding envelopes.

This map shows all projects underway during the period



- KEY**
- Safety project
  - Walking and cycling project
  - Port
  - Airport
  - Access project
  - Transport choice
  - Project in pipeline
  - Project underway
  - Project delivered

Interactive map available online [www.nzta.govt.nz/arataki-map6](http://www.nzta.govt.nz/arataki-map6)

## AREAS OF FOCUS: AUCKLAND 2021-31

### IMPROVE URBAN FORM (HIGH)

We will support a well-integrated and well-designed land-use and transport system to make Auckland a better place to live, work and play. In particular we will:

- enable and encourage housing and business growth in metropolitan centres and areas with better travel choices, and support increased employment opportunities in existing neighbourhoods
- promote opportunities to influence better urban form through policy, regulation, and investment
- advocate for land-use change that reduces car trips, supports public transport, walking and cycling trips and enhances existing communities. Ensure that the layout and design of new urban areas supports a range of transport modes
- continue planning and investment work with partners on key urban growth priorities.

### TRANSFORM URBAN MOBILITY (HIGH)

Long-term population growth in Auckland will increase travel demand on the region's networks and provides opportunities to increase use of public transport, walking and cycling. Our focus will be on:

- delivering the rapid transit, public transport, walking and cycling infrastructure improvements included in ATAP. Continue planning the next priority strategic network improvements
- improving public transport services, working towards the 2028 network identified in the Regional Public Transport Plan and exploring opportunities to accelerate service improvements
- exploring opportunities to use technology to help deliver better shared services at a lower cost
- working with Auckland Council to encourage actively manage carparking in the city centre, city fringe area and other key centres to increase uptake of public transport, walking and cycling for trips to these locations
- identifying opportunities for smaller projects, including optimising the network, that can improve system outcomes while larger transformational projects are planned and built
- focusing transport network programmes on supporting the safe and efficient movement of people through operational and network changes that can be implemented quickly
- supporting trials of street changes that can be adapted quickly and implemented at low cost.

### SIGNIFICANTLY REDUCE HARMS (HIGH)

Support implementation of the *Road to Zero: New Zealand's road safety strategy 2020-2030* and associated *Action plan 2020-2022*, and regional safety strategies, with a particular emphasis on:

- intersection and rail crossing improvements
- infrastructure improvements to provide safe walking and cycling trips
- speed management to provide safe and appropriate speeds at high-risk locations, and in urban areas with high numbers of vulnerable users
- safety treatments on high-risk motorcycle routes.

### HEALTH

Our approach to delivering better health outcomes, particularly the reduction of harmful emissions, will primarily be through initiatives that target other step changes, including improved urban form, increasing access to and use of public transport, walking and cycling, and efforts to reduce carbon emissions.

We will support future pandemic planning by drawing on our COVID-19 experience and initiative such as low-cost and temporary street calming and active transport projects that enable social distance while bringing health benefits from increased physical activity and reduced air emissions.

We will also continue to work to ensure that the noise impacts of transport are appropriately managed through a mix of land-use planning and mitigation works.

### TACKLE CLIMATE CHANGE (HIGH)

We will continue to work to understand the opportunities to support climate change adaptation and mitigation.

#### ADAPTATION:

We will focus on:

- working with Auckland Council/Auckland Transport to prioritise interventions and responses to natural hazards in high-risk areas
- continuing work to better understand routes that provide critical connections, their conditions, pressures they will face, and the level of investment needed to address impacts, including assessments to identify priorities for network resilience including Lonely Track Road North slip and Tank Farm Culvert to Exmouth Footbridge coastal inundation study
- engaging in local planning processes to avoid infrastructure and development in areas at increased risk of natural hazards and effects of climate change
- seeking continuous improvement in network resilience through maintenance and renewals, and 'low cost/low risk' investments
- enabling quick recovery following disruption to the land transport system.



## MITIGATION:

Auckland needs to reduce its high carbon emissions per capita and minimise growth in gross emissions because of population growth. We will focus on:

- working collaboratively to help ensure planning for growth supports reduced carbon emissions by reducing travel by private vehicle and average trip length
- identifying low-carbon transport options, infrastructure and services in high-growth urban areas to support the shift from cars to low-emission options
- ensuring network design and operations make the best use of existing transport systems to manage demand and reduce emissions by prioritising the move to public transport and low-emission options, and actively managing speed, urban freight and congestion.

## SUPPORT REGIONAL DEVELOPMENT (HIGH)

Lower socio-economic communities in South Auckland, Tamaki and parts of West Auckland will continue to face challenges without smartly planned and executed land-use and transport interventions to improve access to education, employment and essential services in their communities. It will also be important to optimise the contribution of transport activities to COVID-19 recovery. To support this, we will:

- work with local government to shape planning rules and zoning around major rapid transit
- support and help deliver compact, connected, land-use development with access to transport options
- expand public transport services and urban cycleways, and explore opportunities to improve the affordability of public transport
- explore opportunities to support the mobile delivery of education and essential services
- contribute to COVID-19 economic recovery planning in Auckland, including for industry sectors to optimise the contribution of transport.

