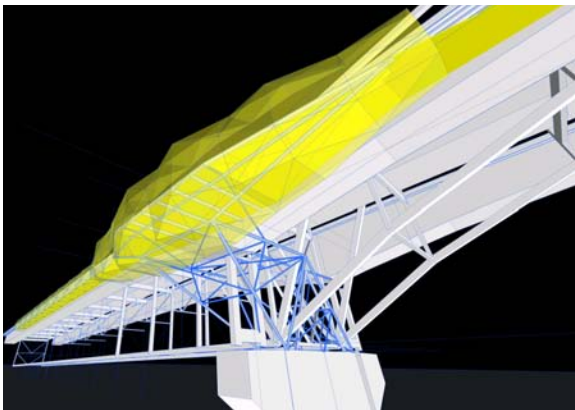




# Auckland Harbour Bridge Pathway Business Plan

## Auckland Harbour Bridge Pathway Trust

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## Executive Summary

Since May 2011, NZTA and the AHB Pathway Trust have committed significant resources to identify and finalise the optimal design for a walking and cycling Pathway on the Auckland Harbour Bridge.

NZTA has advised that funding for the construction of the Pathway is not available through its National Land Transport Programme

In order for Auckland to have the benefits of this important infrastructure without delay, the AHB Pathway Trust proposes that the Pathway's construction and operation is overseen by a Public Private Partnership (PPP) which is funded by revenue from a toll on users and the sale of naming rights to the Pathway.

The proposed Public Private Partnership will enable the Pathway to be implemented quickly, and to deliver significant economic, social, and environmental benefits for the Auckland region at minimal or no cost to Auckland Council. In addition, once the construction loan is repaid, ownership of the Pathway would be transferred to Auckland Council as a debt-free asset with an expected overall service life of at least 50 years.

A potential funder and a naming rights sponsor for the Pathway has been identified. Auckland Council's involvement is now required as PPP beneficiary and underwriter.

Due to the robust financial case of the project, it is considered unlikely that the underwrite would ever be called upon. Instead, the financial forecasting indicates that Auckland Council would be a beneficiary to the project's net surpluses, estimated at \$59 million over 12 years.

***The AHB Pathway Trust now invites Auckland Council to consider the benefits and implications of participation in the Pathway project as a Public Private Partnership.***

## Overview of Financial Information

An overview of the toll charges and construction costs

### Tolls:

Proposed tolls for Pathway users are:

Smartcard user (e.g.: HOP or Snapper Card)	\$2.00 one way, \$4 return (incl GST)
Cash/Credit card/EFT-POS/Text	\$6.00 one-way, \$8 return (incl GST)

### Construction Costs

The cost of the completed Pathway (including contingencies, detailed design work, access ramps to connect with local streets, toll booths, two observation decks and special effects night lighting) has been costed by Auckland Council's consultant quantity surveyors at: **\$29.2 million**.

### Funding

A potential funder for the Pathway project has been identified. The funder requires an underwriter who will guarantee the revenue from the Pathway. (The underwriter would be a beneficiary of the forecast net surpluses).

### Cashflow and Payback

The net surpluses (after deducting operational expenses and construction loan repayments) over a 20 year period have been conservatively estimated as follows:

<b>Pathway with two observation decks and special effects night lighting</b> (cost \$ 29.2M)	<b>Base scenario</b> of revenue and expenses	<b>Pessimistic</b> (revenue is 70% of base, expenses are 90%)	<b>Optimistic</b> (revenue is base scenario adjusted for upper range of expected tourist visits)
<b>Projected 20 year dividends</b>	<i>\$59 Million</i>	<i>\$6 Million</i>	<i>\$81 Million</i>
<b>Net Present Value of forecast dividends</b> (applied discount rate of 8%)	<i>\$16 Million</i>	<i>\$1.3 Million</i>	<i>\$25 Million</i>
<b>Payback period</b>	<i>12 years</i>	<i>19 years</i>	<i>9 years</i>

## Background

The lack of a walking and cycling access on the Auckland Harbour Bridge is the most critical gap in the Auckland Region's walking and cycling network. Previous studies have failed to find a feasible solution for walking and cycling access on the Auckland Harbour Bridge.

The members of the AHB Pathway Trust have been actively working to find a solution since 2004. The provision of walking and cycling access on the AHB is regarded as a key catalyst for the greatly improved uptake of walking and cycling in Auckland.

## NZTA Support

The NZ Transport Agency sought to future proof the AHB for walking and cycling when undertaking the strengthening works of the clip-on lanes in 2007 to 2009.

***“The [NZTA] Board deliberately sought the necessary funding to ensure that further structural elements will be incorporated into the current strengthening works to future-proof the clip-on lanes and allow for future walking and cycling options”***

*NZTA Board member/Transit Chair Bryan Jackson, see Appendix 1*

NZTA commissioned its bridge consultants, Beca Infrastructure, to provide a capacity analysis of the Auckland Harbour Bridge. The subsequent report<sup>1</sup> revealed that the southbound (city-side) clip-on has capacity for a shared walking and cycling path.

The concept of a toll to pay for its construction and operation has the support of the NZ Transport Agency (see Appendix 2, letter dated 7 December, 2009):

***“Current analysis indicates that there is sufficient capacity in the southbound box girder to support a walkway/ cycleway”***

***“...should a funding source be identified, we would be happy to work with the advocates of the scheme to develop proposals further.”***

NZTA's Tommy Parker  
State Highway Manager, Auckland and Northland

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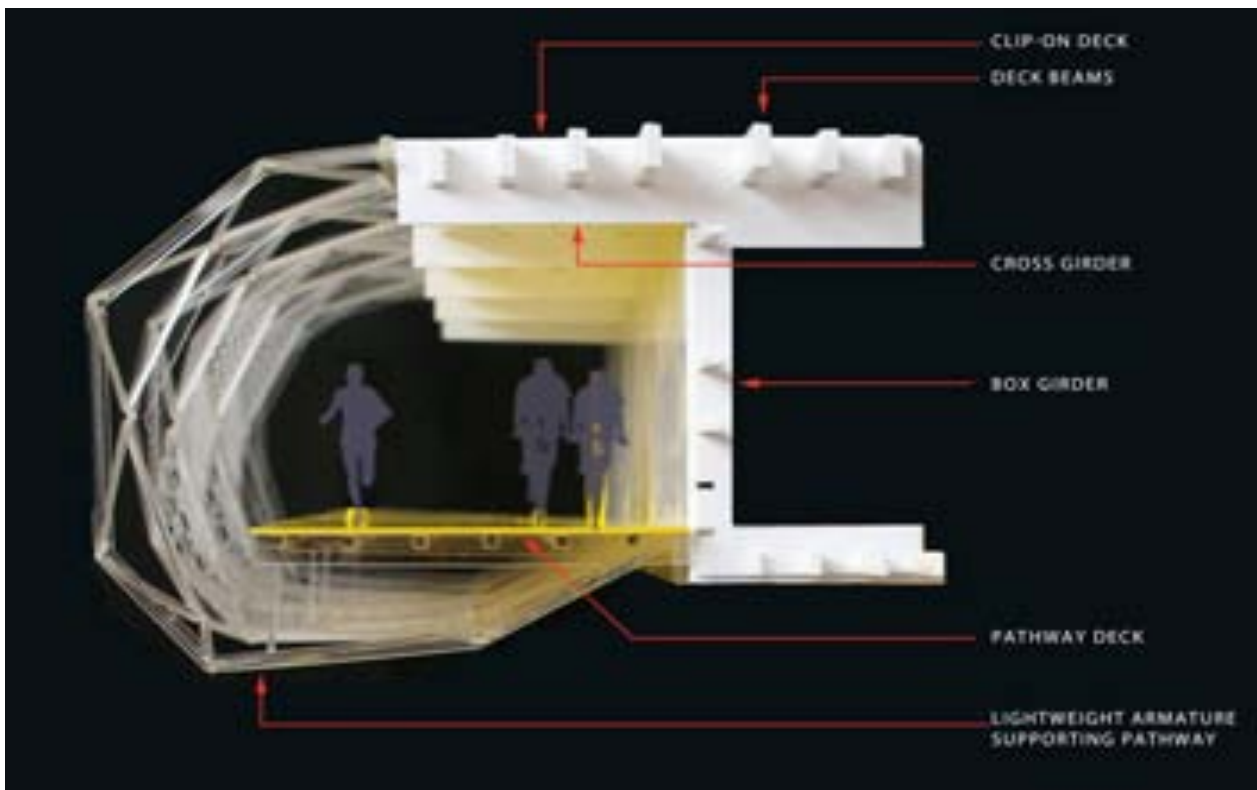
<sup>1</sup> Assessment of Effect of Future Traffic Load Growth on Auckland Harbour Bridge by Beca Infrastructure Ltd, prepared for New Zealand Transport Agency, dated 28 September 2009.

## The Pathway Design

The AHB Pathway has been architecturally designed to provide a high quality walking and cycling experience, with three observation decks providing views over the city and Hauraki Gulf. Special effects lighting will provide the opportunity to illuminate the facility at night.

The Pathway concept design was released in August 2011 for Aucklanders' feedback. Responses to date have been highly favourable.

The Pathway will be attached under the deck cantilever of the eastern (city-side) clip-on, as shown below. A shared path width of 4 metres has been achieved through structural design and the use of management techniques to ensure safe loadings.



The Pathway will be an attractive architecturally designed facility that will provide a safe and pleasant experience for commuters and attract tourists to visit.



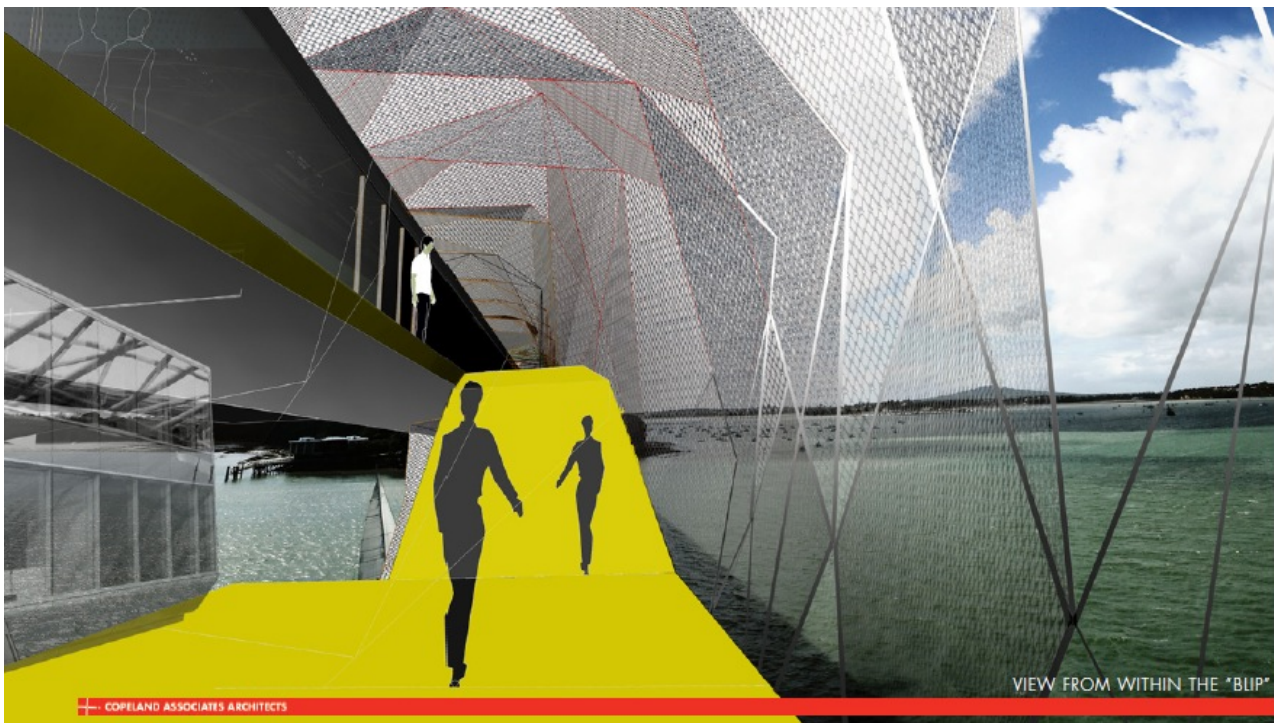


The Pathway will include viewing platforms and facilities for users.



The Pathway will be illuminated at night and special effects lighting will provide a visual spectacle on the City's waterfront.

Facilities on the Pathway will include viewing stations that give views across Auckland Harbour towards the city, North Shore and the Hauraki Gulf. These can include information areas, cafes, bungy jump, seating, drinking fountains and coin-operated binoculars.



## Managing the total number of Concurrent Users on the Pathway

The Pathway's toll gates will be used to monitor and control the total number of concurrent users on the Pathway.

Management ensures the Pathway will have no adverse effect on the service life of the Bridge or its capacity for motorised traffic. Even with restrictions on the number of Pathway users at peak times (i.e.: 3-4pm weekdays during summer), the capacity of the Pathway remains far higher than the expected demand.

The maximum number of Pathway visitors on a single day has been estimated at 10,000 people. The following table shows that this upper level estimate of users will be possible even at the conservative level of loading restrictions.

	<b>Most critical period of 3 to 4pm weekdays in Summer</b> (peak period for heavy tracks; southbound)	
	Maximum number of concurrent users <sup>2</sup>	<b>equates to capacity<sup>3</sup></b>
In 2011	600 people	<b>3,000 people per hour or 36,000 people per 12 hours</b>
In 2026; under "high-growth traffic" scenario	350 people	<b>1,750 people per hour or 21,000 people per 12 hours</b>

Outside the critical period of 3-4pm on summer weekdays (as shown in the above table), the maximum permissible number of concurrent users would be approximately 2,000, with this maximum determined by the operational factors outlined in the following section.

## Optimising the total number of Concurrent Users on the Pathway

It is expected that the maximum people numbers will increase significantly through further innovations during the detailed design phase of work, such as: an aluminium pathway deck structure for span 2, greater knowledge of the appropriate second land load factor, and a review of load factors to the British EN1990 standard.

Consequently it is likely that maximum concurrent user numbers will be determined by operational factors, such as fire and safety regulations, rather than AHB traffic loadings and Pathway user numbers. It is estimated that these operational factors will impose an estimated upper limit of 2,000 concurrent users on the Pathway. This estimate will be further refined in the detailed design stage of the project which is currently underway.

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<sup>2</sup> These numbers of users are from the concept design work recently completed by Beca and Airey Consultants. As described above, these are expected to significantly increase in the detailed design phase.

<sup>3</sup> Assumes one third of Pathway users are stationary, one third are walking and one third are cycling.



## Pathway features and facilities

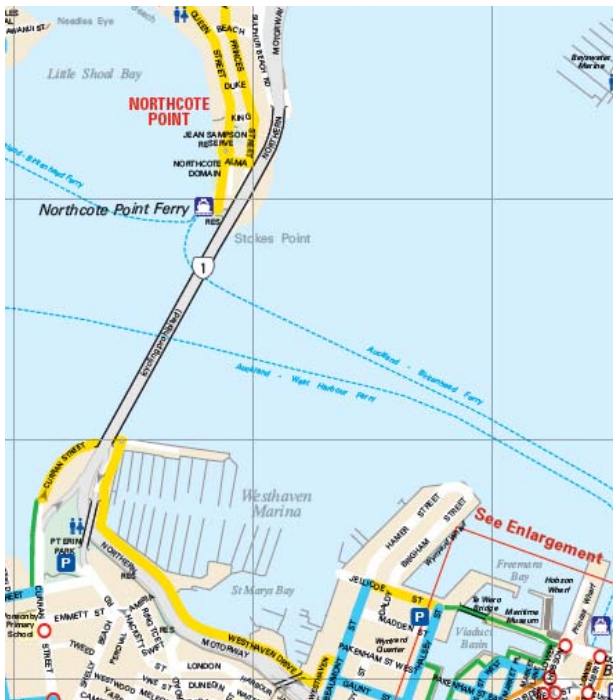
### Security and Emergency Access



Golden Gate Bridge Pathway Security Guards

Security is provided through the use of CCTV, intercom/alarms, security staff on foot and bicycle (based at the existing Westhaven Marina Security) and police from the Traffic Control station on Northcote Point (where the existing Bridge traffic CCTVs and intercoms are monitored). Emergency access from the Pathway to the road deck above can be provided using fire service vehicle ladders.

### Connections to Either Side



The local cycling networks connect directly with the AHB Pathway, as shown by Auckland Transport's Central Cycle Map (the yellow roads are quiet roads recommended by cyclists, blue is busier but with adequate space for cyclists).

On the northern (North Shore) side, the Pathway connects to Princes Street, Northcote Point. The local street network provides access to Northcote, AUT University, Glenfield, Birkenhead, Takapuna and other North Shore suburbs and facilities.



On the southern (Auckland City) side, the Pathway connects directly to Westhaven Drive, which is part of Auckland City's existing 50-km cycling circuit, and provides access to the CBD via Westhaven and the Wynyard Quarter development. Connection to Ponsonby is provided by an existing walking and cycling path along Curran Street or via Shelley Beach Road, as left

As a cycling destination, the Pathway is easily reached, and links to a number of surrounding cycle routes, as seen on Auckland Transport's Cycle route maps here:

North Shore:

<http://www.maxx.co.nz/assets/cycling/1-0%20132805%20ARTA%20Nth%20Shore%20Cycle%20Map%20Poster.pdf>

Auckland City:

<http://www.maxx.co.nz/assets/cycling/1-0%20132850%20ARTA%20Central%20Cycle%20Map%20Poster.pdf>

## Link to Ferries



The ferry from Northcote Point to the Auckland CBD provides an attractive option for recreational and tourist visitors who want to make a scenic tour of the Viaduct, Westhaven, Northcote Point and the Waitematā Harbour. There is an existing pathway (approx 100m) that provides a direct connection to the Northcote ferry terminal, shown in this photograph:

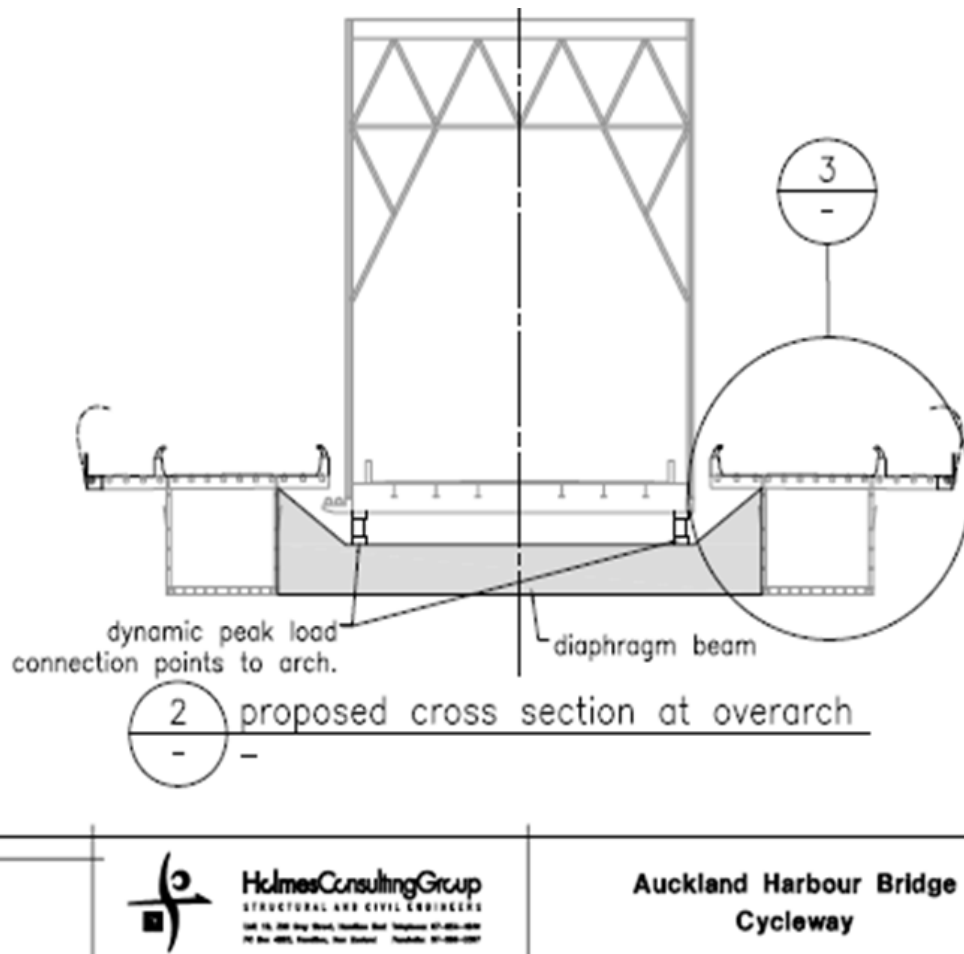
## Part of NZ Cycle Trail

The Auckland Harbour Bridge Pathway is likely to be the most popular walking and cycling path in New Zealand. As the Pathway is potentially a critical link in the NZ Cycle Trail for cycle tourists heading north, it will be developed to ensure future accreditation as part of the NZ Cycle Trail.

## Advantages of the Proposed Option

The proposed option for walking and cycling access under the Auckland Harbour Bridge traffic deck has a number of distinct advantages over other options in previous studies, as it:

- can serve as a combined pedestrian and cyclist facility, creating significant cost savings over previous options which entailed two separate pathways
- can be built wide enough (4 metres) to provide enough shared space for both cyclists and pedestrians, improving safety for all users
- does not require heavy (concrete) barriers to provide physical separation from vehicle traffic;
- does not require narrowing of the traffic lanes, nor the associated costs and weight of deck strengthening to realign the traffic wheel track location
- can be designed to avoid adding wind resistance to the existing structure
- uses the eastern clip-on, which has ample load capacity to ensure capacity nor service life of the AHB is not detrimentally affected and allows city views, while retaining motorists' unimpeded views of the harbour
- is sheltered from traffic emissions and weather, yet still allows views of the harbour
- has toilets available on the city side at Westhaven Marina, approximately 40 metres from the southern entrance to the Pathway
- will utilise the components specifically added by NZTA as part of the current clip-on strengthening and future-proofing works to enable walking and cycling access
- it diverts through the pylons on the northern side to avoid any airspace issues with neighbouring properties (this is not an issue on the southern side)
- it has been designed to be an iconic 'top 10' tourist attraction for the Auckland region to attract patronage
- the gradient of the Pathway is 5% (3 degrees), which is deemed 'easy' by the NZ Cycle Trail guidelines
- clearance for ships navigating under the Bridge is unaffected
- the Pathway's local connections to the streets north and south are already in place and use low-traffic streets
- the Pathway allows access for bridge maintenance
- the Pathway does not inhibit options for future strengthening of the clip-ons, such as load-sharing with central truss bridge using diaphragm beams as shown on following page:

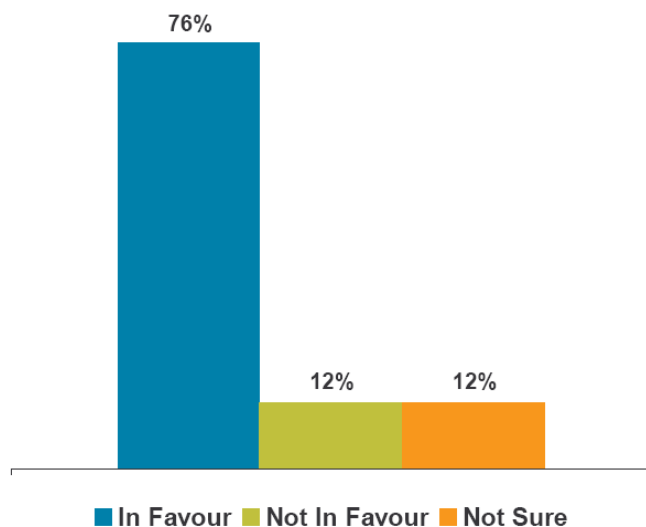


### ***Load-sharing with central truss bridge using diaphragm beams***

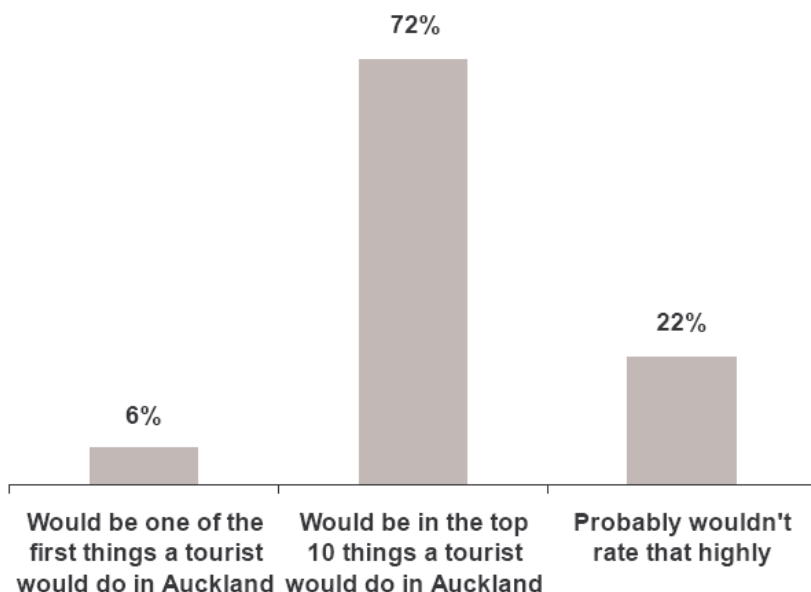
*The Pathway does not inhibit options for future strengthening of the clip-ons,  
as this example of load-sharing with central truss bridge using diaphragm beams*

## Support from Aucklanders

The Pathway has very strong support across the Auckland Region. Market research of Aucklanders<sup>4</sup> reveals 76% in favour, 12% against and 12% unsure.



It will be a popular tourist attraction for the Auckland Region: 78% of respondents regarded the Pathway as a 'top 10' tourist attraction:



NZTA's market research determined that 318,000 Aucklanders were likely to attend a proposed official walk-across event to commemorate the Bridge's 50th anniversary. (KeyResearch, October 2008).

<sup>4</sup> Y&R's Viewfinder Research: November 2007



# Benefits of the proposed Pathway

## Tourism Opportunities

The AHB Pathway will be an attractive visitor destination in its own right as well as enhancing the visitor potential of Waterfront attractions, and multiplying the economic value of other Waterfront developments.

Tourism benefits in line with those recognised as flowing from similar bridge facilities worldwide are expected.

Internationally, bridges are regarded as a showcase experience for visitors, and are an important tourism attraction.

The Golden Gate Bridge in San Francisco, the Sydney Harbour Bridge, and many others world wide, report that high percentages of visitors to these cities include a Bridge visit as a key part of their experience.

The Pathway supports and enhances the value of the planned Waterfront walk and cycleway, adding value to the plans for both Aucklanders and tourists.

The bicycle rental business for tourists and locals has seen a boom in cities worldwide. The Pathway will greatly enhance the tourist bicycle experience for both city cyclists and cycle-tourists, and contribute economic value around these fast-growing activities.

The Auckland Harbour Bridge Pathway will be attractive to the majority of visitors to Auckland. It will potentially be used by domestic and international visitors:

- of all demographic profiles;
- on holiday or business;
- with a wide range of cycling experience, from day trippers to seasoned cycle tourists.

It will be a highly scenic experience that showcases Auckland.

The Auckland Harbour Bridge is a centrally-located landmark, relatively close to Auckland International Airport for cycle tourists heading north, as well as inner-city attractions and accommodation. With its location in Auckland, the Pathway will be particularly suitable as the starting or finishing ride for a cycle tourist visiting New Zealand.

## Economic Benefits

International tourists are likely to increase their average stay in Auckland from the current 1.8 nights<sup>5</sup> to visit the Pathway. This will boost Auckland's economy through additional spending on food and accommodation, cycle hire, transport use as well as on other tourism infrastructure in the vicinity of the Pathway and the Auckland waterfront.

Domestic tourists will provide benefits such as spending on food and accommodation (although domestic tourists tend to stay in private homes), cycle hire and transport usage as well as boosting patronage of other tourist attractions.

Businesses that will benefit as a result of this increased tourism include the accommodation sector, food/beverage and hospitality sectors, bike shops, retail sector, and the transport sector for those wishing to access the Pathway (ferries, buses and rail as well as downtown car parking buildings).

## Environmental Benefits

The Pathway is forecast to be used each week day by at least 1,000 commuters, many of whom would otherwise drive private motor vehicles. This is estimated to result in carbon savings of over 1,800 tonnes per year and significant reductions in air and water pollution caused by vehicle emissions.

Spill-over benefits will include the wider social and health benefits experienced by Aucklanders seeking recreational activities, particularly as the Pathway would be a draw card for family cycle trips, and generally help make Auckland a more attractive place to live.

## Other Benefits

Taking 1,000 commuter vehicles off the Auckland Harbour Bridge each day will benefit the remaining commuters who drive, as it will reduce congestion and free up car parking in the CBD.

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<sup>5</sup> Average hotel nights by international tourists as advised by Tourism Auckland  
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## Financial Modelling

***“The ability to fund an [Auckland Harbour Bridge] walking and cycling facility will be the real issue for the region to face.”***

*NZTA Board member/Transit Chair Bryan Jackson, see Appendix 1*

## Funding Sources

The AHB Pathway Trust has identified options for funding of the Pathway in a range from 100% Government funding through nomination of the Pathway as a ‘Road of National Significance’, to the Pathway being privately funded and operated as a tolled facility through a Public Private Partnership.

NZTA has advised that funding for the Pathway is not available through its National Land Transport Programme funding. This means an alternate funding solution must be found. One solution is to toll the users of the Pathway which, along with the sale of naming rights, is used to fund the construction and operation of the proposed Pathway

Confirmation has been received from Hopper Developments subsidiary InfraSol (NZ) Ltd that the Pathway is financially viable (refer Appendix 3).

## Cost of Pathway Construction

The estimated cost of the completed Pathway (including contingencies, external night lighting and two observation decks) are as follows:

Pathway and access ramps	\$17.8M
Bridge additional strengthening <sup>6</sup>	\$3.8M
Design review costs	\$1.6M
External night lighting	\$1.8M
Two observation decks	<u>\$4.2M</u>
<b>Total:</b>	<b><u>\$29.2M</u></b>

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<sup>6</sup> In regard to the extra strengthening, NZTA has previously advised that it would ensure the bridge was strengthened to future proof for walking and cycling and so it may be that it is willing to absorb this cost. (NZTA board paper 6189)

## Patronage Estimates

Estimates of the number of walkers and cyclists expected to use the Pathway have been broken down into three key segments:

1. Commuters
2. Recreational users
3. Tourists; both international and domestic

### 1. Commuters

Auckland Council and NZTA have commissioned a number of independent consultants to estimate the likely patronage by commuters on the AHB, for example:

- the Opus AHB Cycle Demand Estimate (Auckland Council, 2008) forecast that approximately 1,580 cyclists would commute across the Pathway each day
- the Maunsell's NZTA AHB Access Study, (2008) estimated that 280 pedestrians would commute daily over the Auckland Harbour Bridge.

For the purpose of the determining a base revenue scenario, a wet weather factor of 64% has been applied to the following figures for commuter users of the Pathway on weekdays:

Weekday commuters	Wet weather and Winter (May-Sept)	Shoulder (Mar-Apr & Oct-Dec)	Peak period (Jan-Feb)
Cyclists	1,010	1,580	1,580
Pedestrians	50	100	280
<b>Total daily:</b>	<b>1,060</b>	<b>1,680</b>	<b>1,860</b>

For context, the average number of daily cyclists recorded by Auckland Transport's 2011 Regional Cycle Monitoring at Tamaki Drive/The Strand is 1,555.

The current mode share of cycle commuters across the Auckland region is 1.4%<sup>7</sup>. The daily traffic count across the Auckland Harbour Bridge is 165,000, so applying 1.4% to this figures indicates approximately 2,310 commuter cyclists would use the pathway each day.

### 2. Recreational Users

Public demand for recreational walking and cycling across the AHB is very strong. Based on Y&R market research, Tasman Research has advised that up to 10,000 people per day could be expected on fine weather weekends.

NZTA's market research determined that 318,000 Aucklanders were likely to attend an official walk-across event to commemorate the Bridge's 50th anniversary<sup>8</sup>.

<sup>7</sup> Cycling mode share for the Auckland region in 2009 (ARC's Auckland Regional Land Transport Strategy). Mode share for public transport across the Auckland Harbour Bridge in 2006 was 27%.

<sup>8</sup> KeyResearch, October 2008. Margin of error +/- 5%. (Due to concerns regarding the forecast large crowds, the event was cancelled)

For the purpose of the determining a base revenue scenario, the following conservative figures has been used for recreational visitors on weekdays:

<b>Weekday tourists and recreational visitors</b>	<b>Wet weather and Winter (May-Sept: 5 months)</b>	<b>Shoulder (Mar-Apr &amp; Oct-Dec: 5 months)</b>	<b>Peak period (Jan-Feb: 2 months)</b>
Cyclists	20	60	120
Pedestrians	50	150	300
<b>Total daily:</b>	<b>90</b>	<b>210</b>	<b>420</b>

### 3. Tourists

Using the 2010 statistic for domestic and international tourists to Auckland<sup>9</sup>, calculations have been based on the “Leisure” and “Visiting Family and Relatives” (VFP) tourist categories. For each of these categories, percentages of visitor numbers are calculated as Pathway users, with a low percentage and a higher percentage given. The higher percentage is still within a conservative estimate range.

Total Estimated Tourist Patronage for the Pathway is a sum of these Leisure and VFP category visitor numbers, with a low and high range shown.

All other categories of visitors (e.g., those here on business or for events) are not included as significant numbers. A very small percentage of numbers for business and other categories is included in the calculations for International visitors to the pathway, given that some business, education, and other visitors will also want to experience the Pathway.

#### INTERNATIONAL VISITORS

Table A: Estimate of International Visitor Patronage of Pathway  
(from Table 1 ATEED Auckland Visitor Plan, 2010 figures)

<b>Category of International visitor</b>	<b>Category Number of visitors 2010</b>	<b>Estimated percentage of category visitors likely to visit Pathway</b>	<b>Estimated numbers of category visitors likely to visit Pathway</b>
Leisure	732,000	20% - 30%	146,400 - 219,600
VFR	388,000	5%-10%	19,400 - 38,800
All other categories	630,000	0.5%	31,500
<b>Total International Visitors</b>	<b>1,750,000</b>	<b>approx 11%-16%</b>	<b>197,300 - 289,900</b>

<sup>9</sup> ATEED Auckland Visitor Plan December 2011



## DOMESTIC VISITORS

Table B: Estimate of Domestic Visitor Patronage of Pathway  
(from Table 3 ATEED Auckland Visitor Plan, 2010 figures)

Category of Domestic visitor	Category Number of visitors 2010	Estimated percentage of category visitors likely to visit Pathway	Estimated numbers of category visitors likely to visit Pathway
Leisure	699,000	15%-25%	104,850-174,750
VFR	1,045,000	5%	52,250
All other categories	6,853,400	0%	0
<b>Total Domestic Visitors</b>	8,597,400	approx 1.5% - 2.5%	157,100 - 227,000

## TOTAL ESTIMATED TOURIST VISITS TO AHB PATHWAY

Table C : Combined estimates of Domestic and International Visitors

	Low-High
Total A: International visitors	197,300 - 289,900
Total B: Domestic visitors	157,100 - 227,000
<b>TOTAL tourist visits to Pathway</b>	<b>354,400 - 516,900</b>

The estimate of 354,000 tourists has been applied to the Pathway's "base scenario" financial modelling as follows:

Weekday tourists and recreational visitors	Wet weather and Winter (May-Sept: 5 months)	Shoulder (Mar-Apr & Oct-Dec: 5 months)	Peak period (Jan-Feb: 2 months)
Cyclists	60	480	900
Pedestrians	150	800	1,500
<b>Total daily:</b>	<b>210</b>	<b>1,280</b>	<b>2,400</b>

The estimate of 516,900 tourists has been applied to the Pathway's financial modelling to develop the "optimistic scenario".

## Other factors

The following factors have not been included the patronage estimates but are likely to have a positive impact on demand:

- Major events or special occasions that could attract large numbers (e.g. cruise ships visits, yacht racing on the harbour, long weekends, etc).
- Night-time use by tourists
- Rapid growth in tourist numbers to Auckland (expected to increase by 80% over the next 10 years; ATEED)
- Wynyard Quarter is developed with high density accommodation and offices
- Local councils will over time enhance the local walking and cycling connections
- Recreational events, eg: runners training for the Auckland marathon
- Conference groups, school and pre-school group day visits
- Access by Bungy jump and Bridge climb participants

## Summary comparison with other bridges

The above conservative patronage figures for the Auckland Harbour Bridge can be summarised into the following table, and compared to the Golden Gate and Sydney Harbour Bridges:

<b>AHB Pathway base estimates:</b>	<b>Total per annum</b>
Commuters	369,000
Recreational Users	126,000
Tourists	354,000
<b>Base estimate for AHB Pathway</b>	<b>849,000</b>

Actual figures for the Golden Gate and Sydney Harbour Bridges:

	<b>Walking</b>	<b>Cyclist</b>	<b>Total per annum</b>
<b>Golden Gate Bridge</b>	<b>&gt;2,000,000</b>	<b>&gt;1 million</b>	<b>&gt; 3,500,000<sup>10</sup></b>
<b>Sydney Harbour Bridge</b>	<b>998,000</b>	<b>490,000</b>	<b>1,488,000<sup>11</sup></b>

Both the Golden Gate Bridge and Sydney Harbour Bridge are experiencing increases in use by walkers and cyclists. The Golden Gate Bridge authority has reported significant growth in the number of bike rental operators, and the Sydney Harbour Bridge recorded increases of 12% and 27% for walking and cycling respectively in 2009.

<sup>10</sup> Bicycle Safety Study for the Golden Gate Bridge 2011

<sup>11</sup> Roads & Traffic Authority NSW count for 2009

## Sale of Naming Rights and Marketing of the Pathway

The value of naming rights to the Pathway has been estimated at \$450,000 to \$500,000 per annum. The holder of the naming rights would be required to demonstrate a comprehensive marketing programme in order to gain maximum exposure for the Pathway.

In addition, the Pathway will be marketing by the operation as a top tourist attraction that can be enjoyed as a full or half day experience by combining bike hire and/or a ferry trip (see letter of support from Fullers Ferries; appendix 6).

## Estimated Revenue and Expenses

The Auckland Harbour Bridge Pathway is expected to be open seven days a week; 6am until midnight during the week and 24 hours a day in the weekends. Additional closures may be required in exceptional circumstances (e.g. for maintenance or extreme weather).

A November 2009 survey of the 11,000 GetAcross supporters<sup>12</sup> reveals 95.5% in favour of a toll on users to fund the construction of the Pathway. The toll will be collected using technology similar to 'pay and display' parking ticket machines working in conjunction with access barriers at each end of the Pathway. Given the level of security and monitoring, the level of toll evasion is expected to be minimal.

A small percentage of the toll will be used to pay for its collection. The rest of the toll will go to debt repayment, maintenance, security, insurance, operations and administration of the Pathway:

### Expenses (Base Year)

Staff, Operations & Marketing	\$410,000	
Insurance	\$238,000	
Security	\$165,000	
Maintenance	\$238,000	
Toll collection and bank fees	\$80,000	
Total cost before debt servicing/repayment		<u>\$1,131,000</u>

The financial model has budgeted an extra \$120,000 in one-off start up costs in year 1.

The following indicative tolls have been used in the financial modelling (GST Inclusive):

- Smartcard (eg: "Hop" or "Snapper" card) \$2.00 each way, \$4.00 return
- EFTPOS, cash, credit card, texting \$6.00 each way, \$8.00 return

The toll for children will be less half these rates. The price structure has been designed to encourage commuters (who currently pay a minimum of \$3.20 each way to take public transport, or incur the costs of petrol, congestion and car parking).

<sup>12</sup> GetAcross is a not-for-profit group dedicated to making it possible for Aucklanders, domestic and international visitors to 'get across' the Auckland Harbour Bridge on foot or cycle. It was established in March 2007. See [www.getacross.org.nz](http://www.getacross.org.nz)

Tourists to Auckland are likely to pay by cash, credit card or text. The fare for the toll paid in these ways is higher to cover the higher costs of the transaction.

The Auckland Harbour Bridge Pathway Trust will employ a general manager (part-time) and an administration officer who will be based nearby. They will be tasked with the efficient operation, maintenance and marketing of the Pathway.

The Pathway operation would operate under an agreement with New Zealand Transport Agency, as does the existing Bridge Climb and Bungy operation. However due to the social content of the service being provided the royalty payable to NZTA will be nominal.

Under the usage scenario described above is applied in the attached spreadsheet. The financial forecasts are summarised as follows:

<b>Pathway with two observation decks and special effects night lighting</b> (cost \$ 29.2M)	<b>Base scenario</b> of revenue and expenses	<b>Pessimistic</b> (revenue is 70% of base, expenses are 90%)	<b>Optimistic</b> (revenue is base estimate but uses the upper range of expected tourist visits and expenses at 120% of base)
<b>Projected 20 year dividends</b>	\$59 Million	\$6 Million	\$81 Million
<b>Net Present Value of projected dividends</b> (using a discount rate of 8%)	\$16 Million	\$1.3 Million	\$25 Million
<b>Payback period</b>	12 years	19 years	9 years

These figures are extracted from the Excel spreadsheet "AHB Pathway Financial Modelling" which provides a detailed break-down of the financial model and a list of the key assumptions. The spreadsheet is available for review.

## AHB Pathway Trust Costs and Intellectual Property

The following costs for design, engineering, project management and promotion have been incurred by the consultants to the AHB Pathway Trust to 15/8/11 and form part of the estimated overall cost for the Pathway construction.

Organisation	Service	Total
Copeland Associates	Architects	\$180,000
Airey Consultants	Structural Engineering	\$204,000
BetterWorld	Project management	\$151,000
BuildMedia	Computer animation	\$5,000
	<b>Total (excl GST):</b>	<b>\$540,000</b>

The AHB Pathway Trust has agreed to pay the above consultants when the project receives the necessary funding. The Trust also has agreements in place for the use of the intellectual property created by its consultants in working on the Pathway project, this includes the design, engineering and operational aspects of the Pathway.

The AHB Pathway Trust will make available to Council by formal agreement its collective intellectual property for the work done to date on the Pathway's engineering, design and operation, but retains ownership of all intellectual property relating to the Pathway, and reserves the right to further negotiate its use by Council or any other party at any time.



# SWOT Analysis

A summary of the Strengths, Weaknesses, Opportunities and Threats:

<p><b>Strengths:</b></p> <ul style="list-style-type: none"> <li>○ Strong demand from users</li> <li>○ Iconic location</li> <li>○ Integrates with and enhances the development of Auckland's waterfront</li> <li>○ Toll revenue provides funding to ensure successful operation</li> <li>○ A catalyst for improving walking &amp; cycling conditions across the region</li> <li>○ The tolled facility is an example for Auckland of an innovative approach to solve funding issues.</li> </ul>	<p><b>Weaknesses:</b></p> <ul style="list-style-type: none"> <li>○ Requires tolling to fund it</li> </ul>
<p><b>Opportunities:</b></p> <ul style="list-style-type: none"> <li>○ Iconic design &amp; night lighting</li> <li>○ Top 10 tourist attraction (cf: Mt Eden)</li> <li>○ Can be used to fund additional walking &amp; cycling facilities</li> <li>○ NZTA willing for it to be implemented</li> <li>○ Provision of related tourism activities eg: guided tours, ferry trips, bike hire, cafes, tourist shops and enhanced bungy and bridge climb operations</li> </ul>	<p><b>Threats:</b></p> <ul style="list-style-type: none"> <li>○ Next harbour crossing provides free access</li> <li>○ Poor patronage</li> <li>○ Too many people wanting to use the Pathway</li> <li>○ Accident or crisis</li> <li>○ Revenue targets are not met</li> </ul>

## Addressing the weaknesses:

- **Requires tolling to fund it**

This need not be expensive or complex. Pathway users will be able to swipe their HOP card and proceed through the access control gates. The toll payment booths will be similar to car parking ticket machines, providing users a wide range of payment options.

The need to toll users provides the opportunity to generate funding, the net surpluses can be used to fund additional walking & cycling facilities in the region

## Addressing the threats:

- **Next harbour crossing provides free access**

It is unknown when the next harbour crossing will be provided, whether it will be a bridge or a tunnel or whether it will provide for walking & cycling (current indications are that rail will not be provided for)

However as the next harbour crossing is almost certain to be at least 20 years away, the proposed Pathway will have paid for its construction and operation in this time.

The Pathway is likely to have a valuable role when the next harbour crossing is provided as it connects to Ponsonby to Northcote Point (the next harbour crossing will connect Victoria park with Onewa Road) and it could become a pedestrian-only Pathway.

- **Poor patronage**

Given the very conservative estimates used for the financial modelling (below the predicted demand by transport planners) and the growth of the Auckland region, the uptake in walking and cycling, and the development of the Wynyard Quarter, this is regarded as most unlikely.

- **Too many people wanting to use the Pathway**

Given the interest Aucklanders have in wanting to walk or cycle across the AHB, it is possible that demand in weekends and holiday periods may exceed capacity.

In order to maintain safety, maximum numbers at any one time on the Pathway will be controlled by the access control gates. The amount of spare capacity (ie: number of extra users that can be accommodated on the Pathway) will be displayed on digital signs at either end, on the Pathway's website and made available as a Smartphone application.

At times of high demand, users will be encouraged to keep moving on the Pathway by security and the PA system.

- **Accident or crisis**

The operation of the Pathway will be professionally managed to mitigate and minimise the potential for accidents and crisis events. This includes on-site security staff, management personnel, CCTV, access control gates, speed control devices, a PA system, Police support and signage.

- **Revenue targets are not met**

The financial modelling is very conservative in its estimation. There are a number of revenue sources that have not been included; such as:

- Rental of observation deck space for cafés, bungee jump operation, corporate events
- Subsidiary of the Pathway operation and maintenance by NZTA or Auckland Transport
- Exclusion of income from carbon credits

Should revenue from the toll need to be increased then options include promotion of the Pathway to increase users, or increasing the amount of the toll.

## Auckland Council's Involvement

Auckland Council's involvement in the Pathway can include the following:

- 1) Lead Agency**  
Establish Auckland Council as the lead agency for the Pathway project to ensure it receives the necessary leadership and expertise.
- 2) Independent due diligence**  
Auckland Council could commission an independent due diligence exercise to review the project's viability and recommend to Auckland Council how the Pathway could align with Mayor's PPP targets.
- 3) Business case and wider economic benefits**  
Auckland Council could commission an independent economic benefits analysis of the Pathway for the Auckland region
- 4) Develop the design work**  
The Pathway will need to go through the detailed design stage and undergo various reviews (see next section). Auckland Council could commission our architects and engineers to work on this to their brief.
- 5) Set a time frame**  
The Pathway can be realised quickly with Auckland Council's active involvement and project support. Our goal is to see it completed in 2013.
- 6) PPP Underwriter/Beneficiary**  
The Auckland Harbour Bridge Pathway can be delivered by Auckland Council acting as project underwriter and beneficiary in a PPP with the AHB Pathway Trust. It is proposed that the AHB Pathway Trust could act as project consultants and as minority shareholder in the PPP.

In agreeing to act as the underwriter and beneficiary to the PPP, Auckland Council benefits by:

- i. resolving the most critical gap in Auckland's walking & cycling network
- ii. delivering a significant tourism attraction that will encourage longer stays by visitors to Auckland
- iii. receiving a share of the projected net surpluses, estimated at \$59 over 12 years
- iv. providing a flagship project for the revival of walking and cycling in Auckland (similar to the way Britomart Station was a catalyst for rail travel)
- v. taking ownership of the Pathway once the construction loan is paid off. This is likely to occur sooner than expected when a future Government uses NLTP funding to repay the loan
- vi. earning on-going revenue beyond the term of this proposal by tolling users (eg: tourists) who do not have a HOP card.

A summary of the various responsibilities and benefits attributed to each party under a joint venture partnership could work as follows:

### ***Pathway Joint Venture Company (JVC)***

<b>Responsibilities</b>	<b>Benefits</b>
<ul style="list-style-type: none"> <li>Legal entity that has delivers the Pathway through its various stages and is owner of the facility; including detailed design, consenting, construction, operation, maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>Uses a contestable process to ensure the best value for project funding and construction</li> <li>Acquires the AHB Pathway Trust's intellectual property for the work to date on the Pathway's engineering, design and operation</li> <li>Its shareholders provide existing working relationship with Pathway architects, structural engineers, quantity surveyors and key stakeholders</li> </ul>

The joint venture company will oversee the funding, design and building of the Auckland Harbour Bridge Pathway in conjunction with the NZTA. It will operate the Auckland Harbour Bridge Pathway for up to 20 years to repay the funding, after which time the Pathway will be transferred to Auckland Council at no cost. Ongoing maintenance and operating costs can be covered by sale of naming rights and leasing of space in the observation decks.

### ***Auckland Council***

<b>Responsibilities</b>	<b>Benefits</b>
<ul style="list-style-type: none"> <li>JVC shareholder, with directors on the JVC board</li> <li>Underwrites the revenue stream</li> </ul>	<ul style="list-style-type: none"> <li>Receives a majority percentage of any surplus as a dividend from the JVC</li> <li>Enables the project's significant tourism and amenity benefits for the Auckland region to be unlocked</li> <li>Low finance rate achieved</li> <li>By having a motivated JV managing the Pathway, the risk of having to fulfil the revenue underwrite provision is reduced</li> <li>Takes ownership of the Pathway asset (by assuming 100% ownership of the JVC) after the agreed term at a transfer price of \$0</li> <li>Can continue with tolling of users on the Pathway if it wishes to do so</li> </ul>

### ***AHB Pathway Trust***

<b>Responsibilities</b>	<b>Benefits</b>
<ul style="list-style-type: none"> <li>JVC shareholder, with directors on the JVC board</li> <li>Delivers the collective intellectual property for the work done to date on the Pathway's engineering, design and operation</li> <li>As Charitable Trust with the objective of improving walking and cycling in the Auckland Region, brings expertise in pedestrian and cyclist facility design and operation</li> </ul>	<ul style="list-style-type: none"> <li>Receives a minority percentage of any surplus as a dividend from the JVC</li> <li>As a Charitable Trust, its constitution requires all such funds to be directed to other walking and cycling projects.</li> </ul>

The AHB Pathway Trust will make available to Auckland Council its collective intellectual property for the work done to date on the Pathway's engineering, design and operation. The AHB Pathway Trust recommends that the net surpluses received by Auckland Council are used to support other walking and cycling projects in the Auckland region.

## The Way Forward

The AHB Pathway Trust's consultants (the "Pathway Working Group" or "PWG") are meeting regularly with NZTA, Auckland Council and Auckland Transport to advance the project through the following work programme:

- NZTA approval of any departures from NZ standards
- Risk assessment using EN 1990
- Detailed design of pathway
- Wind tunnel testing of effects on AHB
- Concept design of strengthening
- Detailed assessment of box girder structure
- Cost estimates to be updated

Details of the work and minutes are reported on separately.

A funder for the Pathway has been identified. The funder requires an underwriter who will guarantee the revenue from the Pathway and be the beneficiary of the forecast net surpluses.

We invite Auckland Council to actively engage with the AHB Pathway project to ensure it is completed in 2013 to deliver the economic, social, and environmental benefits as part of the Waterfront Plan.

Details of the AHB Pathway Trust and its consultants are provided in Appendix 5.

### **For any questions or updates, please contact:**

Bevan Woodward, Project Director  
Trustee, AHB Pathway Trust  
Office 7, 5 Lilburn St, Warkworth

Mob: 021 122 6040  
Email: [bevan.woodward@betterworldnz.com](mailto:bevan.woodward@betterworldnz.com)

Kirsten Shouler  
Project Co-ordinator  
AHB Pathway Trust

Mob: 0272 811 956  
Email: [kkss@ihug.co.nz](mailto:kkss@ihug.co.nz)



## References

**The Waterfront Plan Working Paper: Walking and Cycling 2010:**  
(Waterfront Auckland)

**Auckland Visitor Plan: ATEED** December 2011

**Additional Harbour Crossing Network Plan: Walking and Cycling 2010**  
NZTA (Flow Transportation Specialists)

**Auckland Waitemata Harbour Cyclist and Pedestrian Access Study 2008**  
(Maunsell)

**Opus AHB Cycle Demand Estimate** (2008)

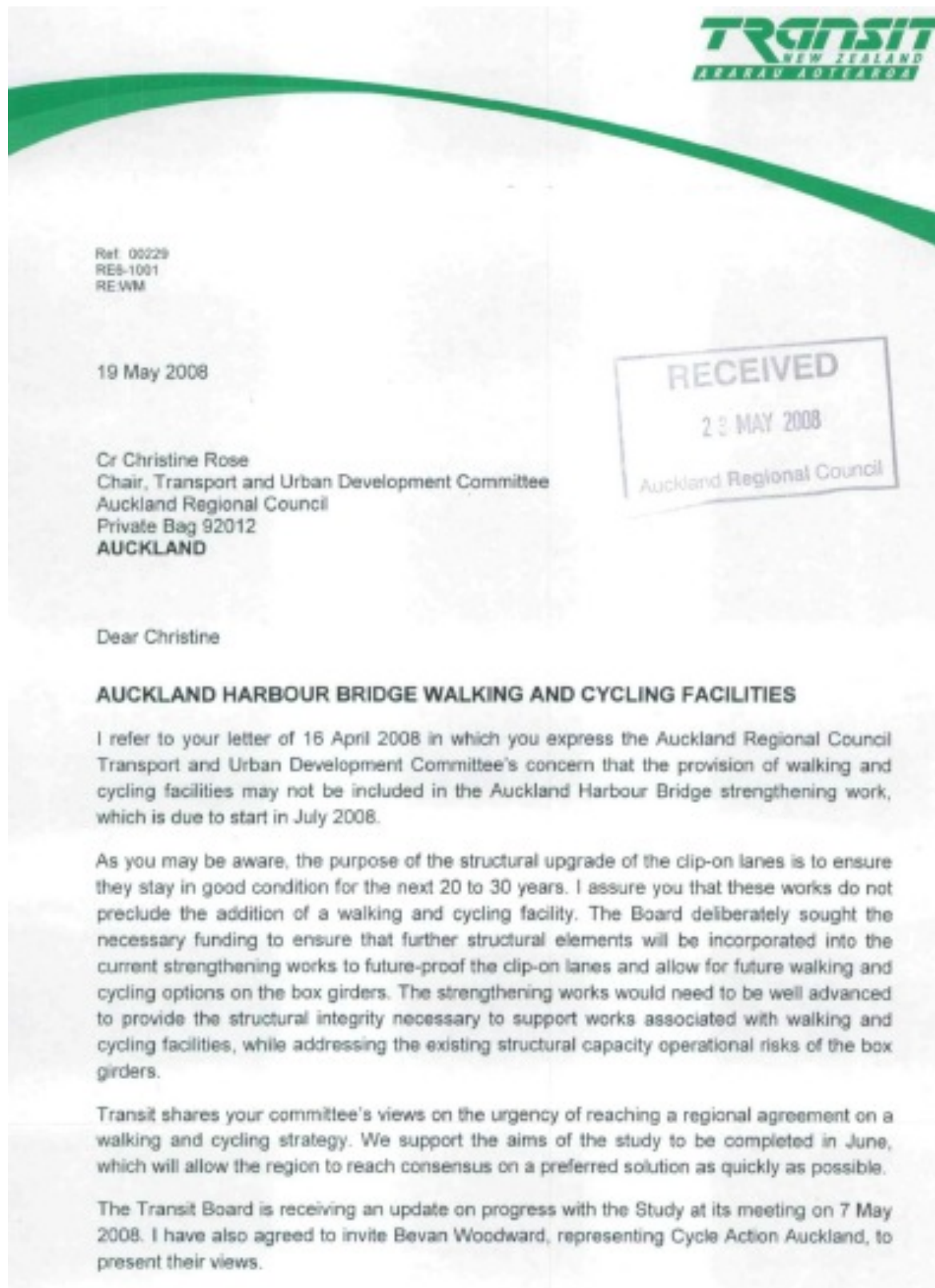
**The San Francisco Convention & Visitors Bureau (SFCVB) 2010**

**San Francisco Visitor Profile Research 2010 (SFCVB)**  
<http://www.sanfrancisco.travel/>

**Bicycle Safety Study for the Golden Gate Bridge 2011**  
[http://goldengate.org/news/bridge/documents/bikesafetystudy\\_april2011.pdf](http://goldengate.org/news/bridge/documents/bikesafetystudy_april2011.pdf)

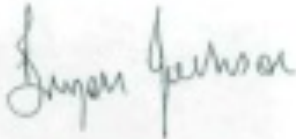
# Appendices

## Appendix 1: Transit / NZTA advice re: Future-proofing



I hope this letter will allay your committee's concerns. I trust that your committee understands the necessity of the structural upgrade works in their own right and that opportunities to add a facility in future will not be lost. The ability to fund an additional walking and cycling facility will be the real issue for region to face.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Bryan Jackson', written in a cursive style.

**Bryan Jackson**  
**Acting Chair**

## Appendix 2: NZTA's offer to collaborate



26 November 2009

Bevan Woodward  
5 Lilburn Street  
**WARKWORTH 0910**

Level 13, Qantas House  
191 Queen Street  
PO Box 1459  
Shortland Street  
Auckland 1140  
New Zealand  
T 64 9 368 2000  
F 64 9 368 2059  
[www.nzta.govt.nz](http://www.nzta.govt.nz)

Dear Bevan

### Pathway Proposal

Thank you for your proposal for the Pathway which I have reviewed with interest. I have received specific comments from other members of NZTA on the various aspects of your proposal, which I have attached. These comments should be taken as initial comments only, but are meant to provide positive feedback to assist you in developing your proposals further. I am happy to provide general feedback and on your specific request to NZTA.

Your proposal involves the introduction of private finance to fund the proposal for a single walkway/cycleway, built to an agreed specification, with the debt paid off through toll collection. As I have indicated to you before, this is a concept that the NZTA would be prepared to consider further provided the source of funding being introduced was from a credible and reliable provider. You have indicated in your proposal that you are having discussions with potential funders and I look forward to hearing the outcome of these discussions.

With regard to your first two requests to oversee the development of the proposal and the design and costing, as I have stated above, should the proposals receive positive funding, the NZTA would be happy to work in partnership with Getacross to ensure that the scheme is developed to meet a required specification. This is not without precedent, there are existing examples where NZTA infrastructure has been funded by a third party and we have worked collaboratively to specify the requirements, facilitate delivery and provide technical advice. As we have discussed, we do not have the budget to engage external resource but could utilise the extensive knowledge of our internal staff in this matter.

Your third request is for NZTA to support the Pathway proposal as part of the National Cycleway. I understand that discussions on the National Cycleway proposals are ongoing and there is a meeting this Friday (27 November) to discuss options in the Auckland region. I would suggest that we wait for the conclusion of these discussions before seeing how the Pathway proposal fits into this project.

Your final request relates to the revision of the Via Strada demand review. As we know, we have had long discussions in the past over forecast levels of demand. From the NZTA point of view if the funding is being provided by a private financier, then the forecast demand becomes less significant as the risk is passed to the funder. I therefore do not see an advantage in revisiting these forecasts at this stage. I am however happy to discuss this further when we meet.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Tommy Parker', is written over the 'Yours sincerely' text.

**Tommy Parker**

State Highways Manager, Auckland and Northland



## Appendix 3: Letter from InfraSol confirming financial viability



28<sup>th</sup> July 2010

The Chairman  
Auckland Harbour Bridge Pathway Trust  
**AUCKLAND**

Dear Bevan,

We have reviewed the projections of the AHB Pathway Group concerning patronage of the proposed Auckland Harbour Bridge combined footpath/cycleway and are of the opinion that, given current assumptions regarding project construction, operation and utility costs, the Pathway has a reasonable expectation to be financially viable. Patronage numbers include walking and cycling, but exclude moped and scooter potential.

However, this project should not be judged solely as a stand-alone financial proposition, but as a Public-Social Private Partnership (PSPP), which is in essence a PPP modified to include extra mechanisms and criteria to ensure that such a PPP meets a social goal, i.e.:

- Assures and implements public aims, agendas and tasks in the sense of community benefit;
- Adheres to and sustains the agendas and aims of co operations in the mid-and long term;
- Plans and suitably applies the necessary conditions and resources (e.g. financing) for sustainable results.

In the new world where social and environmental concerns and low carbon clean technology, ecology and such are identified as critical risks/issues, compared to the traditional pure economical and financial factors, the AHB Pathway stands out as a project that meets the Triple Bottom Line test, being financially, socially and environmentally responsible.

As a result we would suggest the Trust enter discussions with NZTA on financial arrangements to further advance the project.

Yours Sincerely  
**INFRA<SOL (NZ) LTD**

**Leigh Hopper**  
**Chairman**

## Appendix 4: Technical confirmation from NZTA



Level 13, Qantas House  
191 Queen Street  
PO Box 1459  
Shortland Street  
Auckland 1140  
New Zealand  
T 64 9 368 2000  
F 64 9 368 2059  
[www.nzta.govt.nz](http://www.nzta.govt.nz)

7 December 2009

Last week, the NZTA released a report updating the forecast future loadings on the Auckland Harbour Bridge. The report confirmed earlier analysis that if left unrestricted to all traffic, the Northbound box girder (clip on) could need to be replaced in approximately 20 years. In order to reassure the public and stakeholders, the NZTA has confirmed that planning for a future additional harbour crossing is on going and that it is expected that planning and design for this crossing will be undertaken in the next 10 years with construction not expected to start before 2020. this crossing, whether bridge or tunnel, will complement the existing bridge and between them, will provide for all transport modes.

In the interim the NZTA will develop their Asset Management Strategy for the existing bridge to continue to manage the structure to meet the current demands for its safe and efficient operation.

At the same time the NZTA is committed to investigating all possible options to extend the life of the bridge and any of its component parts. There are a number of possible innovations to pursue in this regard.

With respect to the Pathway proposal for a Walking and Cycling link on the existing Harbour Bridge advocated by Getacross, I can confirm that the NZTA's position remains unchanged. Current analysis indicates that there is sufficient capacity in the southbound box girder to support a walkway/ cycleway and that should a funding source be identified, we would be happy to work with the advocates of the scheme to develop proposals further.

**Tommy Parker**  
**State Highway Manager, Auckland and Northland**

## Appendix 5: Project management

The AHB Pathway project has been commissioned by the AHB Pathway Trust. The trustees are:

Bevan Woodward, Transport Planner  
Alex Sweeney, CEO, Heart of the City  
Andy Smith, President of Walk Auckland  
Christine Rose, ex-ARC Chair of Transport committee

The AHB Pathway Trust utilises its “Pathway Working Group” to oversee the development of the project. This group comprises of the AHB Pathway trustees and consultants as follows:

Bevan Woodward, Trustee and Project Director  
Alex Sweeney, Trustee  
Andy Smith, Trustee  
Christine Rose, Trustee  
Kirsten Shouler, Project Co-ordinator  
Roger Twiname, Structural engineering consultant, Airey Consultants  
Barry Copeland, Design consultant: Copeland Associates Architects

### Contributors:

#### Architects

John Dymond, Copeland Associates  
Finn Scott, Copeland Associates

#### Legal Advice

Michael Lloyd, Barrister  
Wayne Hudson, IP Law, HGM Legal

#### Engineering Advisors

Saia Thomas, Airey Consultants  
Michael Newby, Holmes Consulting

#### Demand Forecasting

Graeme Lindsay, Auckland University  
Andrew Stevenson, Tasman Research

#### Group

#### Web site Management

Mark Roberts, SBN  
Liz Quilty, Velofille.com

#### Graphic Design

Luke Williamson, Halcyon Design  
Raul Sarrot, Fresh Fish Studio

#### Market Research

Karin Glucina, Y&R

#### Communications

Audrey Van Ryn  
Kate Thompson  
Jon Bridges

#### Financial modelling and funding

Corrie Keyser, InfraSOL (NZ) Ltd  
Leigh Hopper, Hoppers Developments

## Appendix 6: Letter of support from Fullers Ferries



To whom it may concern:

Fullers Group Limited is the largest operator of passenger ferries on Auckland's Hauraki Gulf; transporting over four million passengers each year to a number of island destinations as well as on a network of ferry services across the Auckland Harbour. Around forty percent of all trips are made by Auckland residents travelling for recreational reasons or by people from outside Auckland travelling as tourists.

Fullers' interest in supporting Cycle Action Auckland's initiative to create a network of cycleways throughout the Auckland City region is for the potential it offers Aucklanders and tourists to use existing ferry services for recreation and tourist experiences. Fullers sees this as a growth area that would generate new revenue for the ferry industry that would be applied to improving existing services, underwrite to some extent the commuter fare price and be the catalyst for starting new ferry services.

Fullers' ferries are capable of carrying cycles and some of the cycleways proposed by Cycle Action Auckland would have an attractive feature of a ferry ride to enhance the recreational value for the cyclist.

The proposed cycleway incorporating the Harbour Bridge is a particularly important one. It would without doubt be the iconic cycleway in New Zealand and give Auckland the tourist boost it so desperately needs. A base from which a wider network can grow – combined with the enthusiasm Cycle Action Auckland.

We urge you to support this important visionary initiative, we unreservedly support it ourselves.

Yours sincerely

A handwritten signature in black ink, appearing to read "M Fitchett", with a stylized flourish at the end.

Michael Fitchett

General Manager – Support Services