

NLTP Lessons Learned

Report on lessons learned for the 2021-24 NLTP

Executive Summary



Executive Summary

The lessons learned review included relevant Waka Kotahi teams, the Transport Special Interest Group (TSIG) & a subsection of Approved Organisations (AO). It focused on identifying issues and opportunities in developing the National Land Transport Programme (NLTP) for 2024-27.

Lessons were grouped by themes, and we identified actions and responsibilities to deliver against these themes which have been outlined in the key findings section.

Each key finding has a responsible team and a delivery date. Delivery of these key findings will be monitored by the NLTP Development team with regular updates on our progress reported through to the NLTP sub committee for the development of the 2024-27 NLTP.

From the lessons learned review we have identified the following themes:

- **Improved local government engagement** - Work more closely with local government to better integrate our proposal with RLTPs while communicating better internally to ensure we tell a consistent story to our external partners.
- **Better NLTP project management** - Release a detailed NLTP timeline to ensure products are delivered on time and those responsible are held to account while also ensuring the project is adequately resourced.
- **Effective governance and decision-making arrangements** - Clear decision-making pathway that enables the project to make effective decisions. Need to ensure we communicate with ELT, the Board and the Minister early on critical decisions like debt financing.
- **Improving NLTP communications** - Communication needs to be in the language of the user which is communicated through the right channels to enable users to plan ahead.
- **Clear processes and roles and responsibilities** – Review key processes to ensure they are effective for delivering the NLTP and create sufficient guidance to help the sector through the development process.
- **Investment Prioritisation Method (IPM) was difficult to apply** – Review and update the IPM to ensure it is fit for purpose and provide early guidance and training to ensure consistency in its application.

Purpose, Objective & Approach



Purpose & Objective

The core purpose of the NLTP development project was to:

- Deliver a NLTP that complies with legislative requirements of the LTMA to a quality that meets the standards expected by internal and external stakeholders.

The objective of the lessons learned review is to:

- Identify successes and failures to learn from and integrate into the development of future NLTPs.

Approach

Teams that undertook a lessons learned session:

- Transport Special Interest Group
- Activity Class Management
- Investment Assurance
- NLTP Development
- Local government partnerships
- System Management Investment Advisors
- Investment Planning
- Business Case Process
- Transport Investment Online
- Treasury & Cashflow
- Corporate Communications
- Subsection of Approved Organisations

Steps:

- 1. Teams involved in the process undertook a lessons learned session.**
- 2. The outcome of these sessions were centrally reviewed with an opportunity for those responsible for lessons raised to respond.**
- 3. Combined session with representatives from the critical teams covering the themes and any significant lessons raised.**
- 4. Report on the outcome of the lesson learned process.**

Key Findings



Key findings for each theme

Theme One: Improved local government engagement

Lesson & Description	Action	Responsible team
<p>Continue to improve Local Government (LG) engagement Waka Kotahi needs to utilise the recently established regional teams to improve how we engage with AOs on the NLTP development. Waka Kotahi should leverage LG resources and knowledge to build trust and to ensure any released products fulfil their needs and are fit for purpose.</p>	<ol style="list-style-type: none">1. Set up a LG reference group (including LGNZ) to review critical communications and/or products to obtain feedback from a LG lens.2. Clarify the regional team versus Local Government Partnerships (LGP) relationship with AOs.3. Investigate seconding a member of AO staff into the NLTP development team.	<ol style="list-style-type: none">1. NLTP Development March 20222. NLTP Development & Our Map Partnerships June 20223. NLTP Development June 2022
<p>Increase the relevance of Regional Land Transport Plans (RLTP) Regional Transport Committees (RTC) need a joint approach for developing RLTPs which includes having a consistent prioritisation methodology, agreement on headline targets and early delivery of RLTP objectives & policies to ensure they can support Approved Organisations (AO) within their region. Waka Kotahi also needs to buy into these plans to ensure the NLTP helps deliver against regional objectives & policies where appropriate.</p>	<ol style="list-style-type: none">1. The Transport Special Interest Group (TSIG) will develop a plan for how Waka Kotahi can engage with them in the development of RLTPs and the prioritisation methodology.2. Set an expectation that draft RLTP strategic sections will be ready for release within the sector by October 2022.	<ol style="list-style-type: none">1. TSIG June 20222. TSIG & NLTP Development June 2022

Key findings for each theme

Theme One: Improved local government engagement

Lesson & Description	Action	Responsible team
<p>Waka Kotahi teams need to talk with each other LG messaging around Road to Zero and NLTP development was often muddled with inconsistent stories being told from different teams within Waka Kotahi. The regional/ national role needs to be reviewed as the development process seemed to be more nationally driven with less engagement from regional teams than in the past.</p>	<ol style="list-style-type: none">1. Bring Road to Zero and LGP representatives into the NLTP project meeting for a more aligned LG messaging.	<ol style="list-style-type: none">1. NLTP Development June 2022
<p>The Waka Kotahi Investment Proposal (the Proposal) needs to be delivered on time with high quality information The Proposal was not well managed with it being delayed, released with incorrect activities and inaccurate or incomplete data. Those involved in developing the proposal also changed regularly throughout the NLTP development process further impacting the quality of the document.</p>	<ol style="list-style-type: none">1. Develop a programme plan to confirm timelines and the required resourcing to deliver the proposal.2. Set up a working group to shape the plan involving members of TSIG and the Investment Planning team.	<ol style="list-style-type: none">1. Investment Planning & NLTP Development September 20222. Investment Planning September 2022
<p>Decide whether the next NLTP is a 6-year rolling programme A rolling 6-year planning horizon aligns better with RLTPs and would give LG a signal as to what is coming. The Waka Kotahi investment plan will provide a medium-term view which could be aligned to submission requirements in TIO.</p>	<ol style="list-style-type: none">1. The executive leadership team needs to decide whether the next NLTP is a 6-year rolling programme.	<ol style="list-style-type: none">1. Investment Planning & NLTP Development May 2022

Key findings for each theme

Theme Two: Better NLTP project management

Lesson & Description	Action	Responsible team
Ensure TIO is delivered on time TIO must be delivered on time to provide one source of truth for NLTP information and to ensure excel spreadsheets are not required to be used for the collection and management of AO data during the development process.	1. The implementation plan is being developed to deliver the required changes to TIO 12-18 months ahead of the NLTP being adopted.	1. NLTP Development March 2022
A detailed NLTP timeline is required Waka Kotahi internal & external stakeholders found it difficult to track what was required of them and to understand upcoming milestones. A regularly updated publicly available timeline should be released which aligns itself with the RLTP development cycle.	1. Develop a detailed NLTP project timeline which integrates the RLTP development cycle. 2. Release the NLTP timeline onto our external webpage.	1. NLTP Development March 2022 2. NLTP Development June 2022
NLTP development project needs to be adequately resourced The NLTP Development team needs to be sufficiently resourced for the 2024-27 NLTP. This includes workstream leads being appointed early to help with planning and to organise resources to help deliver their work programme. It was specifically identified that a NLTP programme manager and co-ordinator is required.	1. Complete an NLTP development resource plan. 2. Confirm workstream leads to deliver the NLTP project. 3. Appoint a NLTP development programme manager and co-ordinator.	1. NLTP Development March 2022 2. NLTP Development June 2022 3. NLTP Development June 2022

Key findings for each theme

Theme Two: Better NLTP project management

Lesson & Description	Action	Responsible team
<p>Programmes & packages framework should be used to help build the NLTP</p> <p>Currently we use a bottom-up approach for developing the NLTP which advantages individual activities. We need to use the programmes & packages policy to prioritise activities which form part of national programmes and priority packages. This would ensure the delivery of packages/ programmes is optimised and the outcomes sought are achieved.</p>	<ol style="list-style-type: none">1. Develop guidance on when programmes or packages should be submitted to the NLTP compared to individual activities.2. Review the assessment, prioritisation & funding approach for programmes & packages being included into the NLTP.	<ol style="list-style-type: none">1. Investment Assurance June 20222. NLTP Development, Investment Assurance & Treasury & Cashflow December 2022

Key findings for each theme

Theme Three: Effective governance and decision making arrangements

Lesson & Description	Action	Responsible team
<p>There needs to be a defined decision-making pathway Senior leaders need to be engaged throughout the NLTP development process to ensure they are aware of critical risks and can take action earlier. For instance, limited early engagement with senior leaders meant there was a lack of understanding of the severe financial constraints facing Waka Kotahi and additional debt financing was only secured weeks before NLTP adoption.</p>	<ol style="list-style-type: none">1. Confirm that the NLTP Development team will report directly to the Chief Financial Officer.2. Agree with Investment Planning (Waka Kotahi Investment Proposal) joint reporting through to an executive sub-committee.	<ol style="list-style-type: none">1. NLTP Development June 20222. NLTP Development June 2022
<p>More effective Ministry engagement Additional debt financing came late leading to the rapid distribution of the funds across continuous & LCLR programmes and government commitments. The outcome of the additional financing contradicted messaging from Waka Kotahi throughout the NLTP development process. To help in this space Waka Kotahi has already moved to improve engagement with the Ministry of Transport including partaking in a revenue review which will be completed by the end of 2022.</p>	<ol style="list-style-type: none">1. Review the completed revenue review to understand the impact it has on the NLTP development process.	<ol style="list-style-type: none">1. NLTP Development December 2022

Key findings for each theme

Theme Four: Improving NLTP communications

Lesson & Description	Action	Responsible team
<p>Communications need to be clear to our users</p> <p>AOs found that our communications were flavoured more towards what Waka Kotahi needs rather than what is required of them. AOs & Waka Kotahi also found that communications provided insufficient information on what was needed to be done meaning they needed to seek additional information. Communications should be in the language of its users and provide them sufficient information on what is required of them.</p>	<ol style="list-style-type: none">1. Communications strategy will be reviewed, and a plan put in place around how Waka Kotahi can better communicate internally & externally.2. Set up a LG reference group including LGNZ to review critical communications and/or products to obtain feedback from a LG lens. <i>(Also an action under theme: Improved local government engagement)</i>	<ol style="list-style-type: none">1. Corporate Communications June 20222. NLTP Development & TSIG June 2022
<p>Communications should be easy to track</p> <p>Waka Kotahi found it difficult to identify which messages had been communicated to AOs and by whom. Waka Kotahi & AOs found it difficult to find past communications and suggested that we investigate additional communications channels to broaden the reach of our messages.</p>	<ol style="list-style-type: none">1. Communications strategy will be reviewed, and a plan put in place to ensure the right communications channels are being used and that historic communications can be easily found.	<ol style="list-style-type: none">1. Corporate Communications June 2022

Key findings for each theme

Theme Five: Clear processes and roles & responsibilities

Lesson & Description	Action	Responsible team
<p>Review approach to NLTP moderation and prioritisation</p> <p>The majority of submitted activities did not have completed business cases and therefore information available to assess these activities was limited. The assessment approach for Low Cost Low Risk (LCLR) activities also needs to be reviewed as with the shift to a \$2 million threshold these programmes are not only larger but more complex.</p> <p>Responsibility for the assessment of activities and programmes changed midway through the NLTP development cycle, coupled with the larger more complex LCLR programmes, we need to confirm that the right teams with the right skill sets are performing these assessments.</p>	<ol style="list-style-type: none">1. Update the assessment and prioritisation approach to:<ul style="list-style-type: none">○ Simplify LCLR assessment○ To more fairly prioritise programmes & packages○ To appoint experts which will form a moderation panel.2. Confirm responsibility for assessment of activities and programmes.	<ol style="list-style-type: none">1. NLTP Development December 20222. Local Government Partnerships December 2022
<p>Improved guidance for the development of future NLTPs</p> <p>Process for ongoing management of the NLTP needs to be developed and released on PIKB before the adoption of the next NLTP. There were also a significant number of requests for specific pieces of guidance (i.e. guidance for owner assessments of IPM ratings in TIO) which will need to be in place prior to the adoption of NLTP 2024-27.</p>	<ol style="list-style-type: none">1. Action register will be set up to track requested guidance through the lessons learned process.	<ol style="list-style-type: none">1. NLTP Development March 2022

Key findings for each theme

Theme Five: Clear processes and roles & responsibilities

Lesson & Description	Action	Responsible team
Overprogramming needs to be better and smarter The approach to overprogramming was not confirmed until NLTP adoption and it did not align to the approach taken for the revenue forecast.	1. Agree of overprogramming approach.	1. Treasury & Cashflow June 2023
Nationally Delivered Activity (NDA) management process needs to be improved Responsibility for the management of the NDA programme switched multiple times throughout the development of the NLTP. This led to a lack of oversight in the programme's development, staff being unaware of the status of their bids and the programme missing multiple NLTP development deadlines.	1. Assign a NDA programme lead. 2. Establish the process and roles and responsibilities for developing and managing the NDA programme.	1. NLTP Development March 2022 2. NDA programme lead & NLTP development December 2022

Key findings for each theme

Theme Six: The IPM was difficult to apply

Lesson & Description	Action	Responsible team
<p>Review the IPM</p> <p>Users had limited understanding of the IPM leading to it being inconsistently applied across activities due to:</p> <ul style="list-style-type: none">• significant judgement being required in its application• difficulty in assessing certain types of improvement activities (i.e. resilience upgrades)• difficulty in assessing small scale projects, like those in the LCLR programmes. <p>The IPM was also narrowly focused by:</p> <ul style="list-style-type: none">• only taking account of the highest contribution to a GPS priority rather than an activity's contribution across multiple outcomes; and• not effectively taking account of RLTP priorities.	<ol style="list-style-type: none">1. Complete a review of the IPM (including the indicative efficiency rating tool).2. Test the updated IPM to ensure it functions as intended.3. Release the amended IPM.	<ol style="list-style-type: none">1. Investment Assurance December 20222. Investment Assurance December 20223. Investment Assurance June 2023
<p>Early guidance needs to be released alongside training sessions for users on applying the updated IPM</p> <p>When the IPM being reviewed there is an opportunity to provide additional guidance and training to help users in applying the IPM correctly.</p>	<ol style="list-style-type: none">1. Complete draft guidance for review by the LG reference group.2. Finalise IPM guidance and training sessions in the lead up to NLTP 2024-27.	<ol style="list-style-type: none">1. Investment Assurance December 20222. Investment Assurance June 2023