
Draft Investment Assessment Framework for the 2018–21 National Land Transport Programme

16 APRIL 2018

The draft Investment Assessment Framework (IAF) has been developed to give effect to the draft of the Government Policy Statement on land transport for 2018/19 to 2027/28 (GPS).

The Transport Agency uses the IAF, with our investment partners, as part of our investment decision making to assess and prioritise activities for investment from the National Land Transport Fund (NLTF) for inclusion in the National Land Transport Programme (NLTP). The IAF ensures that investment in land transport infrastructure and services delivers on the Government's desired outcomes and priorities set out in the GPS.



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Manager, Information
NZ Transport Agency
Private Bag 6995
Wellington 6141

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More information

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If you have further queries, call our contact centre on 0800 699 000 or write to us:

NZ Transport Agency
Private Bag 6995
Wellington 6141

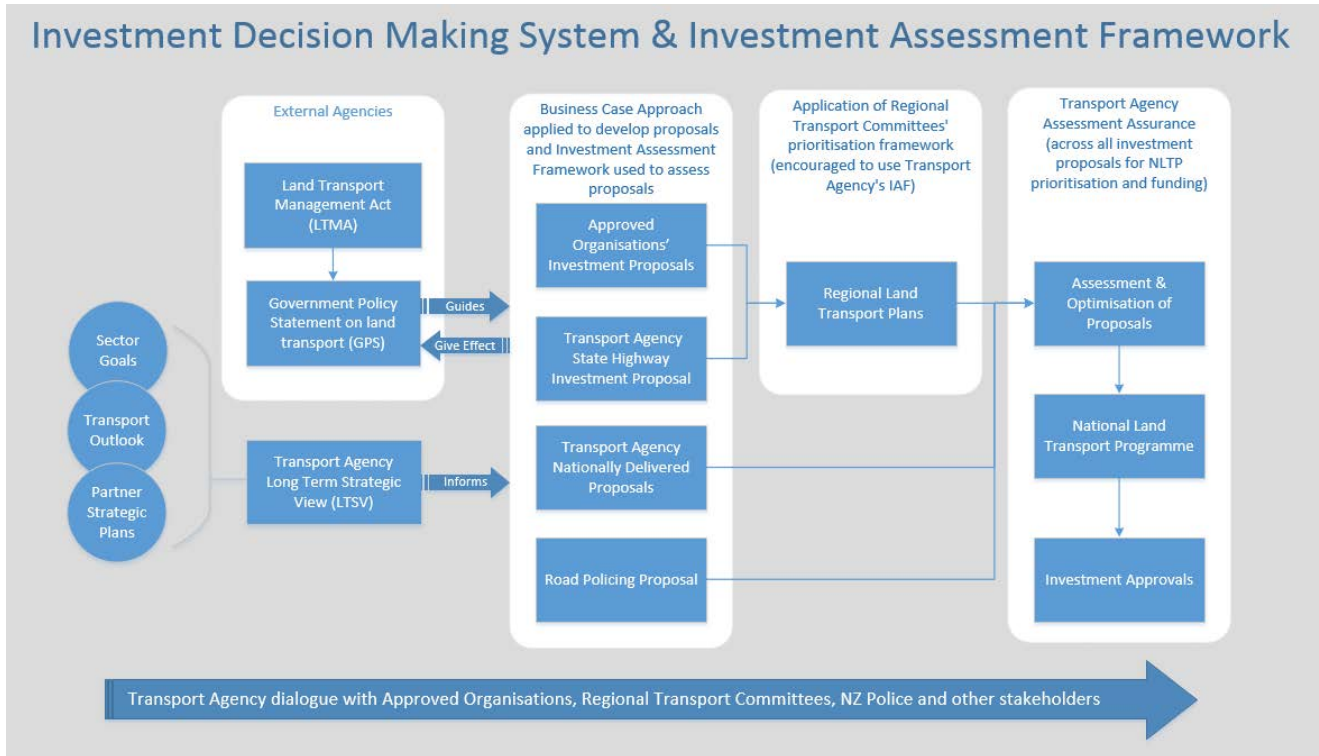
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Draft IAF within the investment decision making system

The new IAF will be used to support the Transport Agency and our investment partners to develop land transport activities for inclusion in Regional Land Transport Plans (RLTPs), as part of the development and delivery of the 2018-21 National Land Transport Programme (NLTP).



IAF within the investment decision making system

The role of the IAF in the investment decision making system

The GPS sets out the Government's priorities for the land transport sector including the outcomes the Government expects from investment through the National Land Transport Fund (NLTF).

The IAF is the framework the Transport Agency uses, with approved organisations, to translate GPS priorities and expectations in order to develop an integrated prioritised NLTP that gives effect to the GPS.

Finalisation of the IAF

The IAF will remain in draft until the Minister of Transport approves and releases the final GPS and may change as a result. The final GPS and the final IAF will be released by 30 June 2018 following sector engagement.

The draft GPS direction

The draft GPS 2018 was released for sector engagement by the Ministry of Transport on 3 April 2018. The GPS identifies safety and access as key priorities, supported by the priorities of environment and value for money.

The GPS strategic objectives have been defined to provide a land transport system that:

- is a safe system, free of death and serious injury
- provides increased access to economic and social opportunities
- enables transport choice and access
- is resilient
- reduces the adverse effects on the climate, local environment and public health
- delivers the right infrastructure and services to the right level at the best cost.

Themes have also been included in the GPS to assist understanding of how to effectively deliver on the priorities. The themes influence how the results should be delivered to ensure the best transport solutions for New Zealand are achieved. The themes for GPS 2018 are:

- a mode-neutral approach to transport planning and investment decisions
- incorporating technology and innovation into the design and delivery of land transport investment
- integrating land use and transport planning and delivery.

The GPS sets priorities, objectives, long, medium and short term results and ranges of funding to activity classes, to guide decision makers where to prioritise investment. The GPS does not determine the individual activities which will be funded, or how much funding any particular activity will receive. The role of the Transport Agency is to give effect to the GPS by using the IAF to prioritise which proposals should receive funding within the activity class funding ranges.

IAF key principles

The Transport Agency adopts a range of high level and activity class principles to ensure that the IAF appropriately achieves what the Government seeks from investments in the transport sector.

- The IAF must help the Transport Agency and sector give effect to the GPS and it must ensure there is a visible pathway from GPS priorities and results through to investment.
- The IAF is a translation of the GPS priorities and results into a prioritisation framework rather than a simple reiteration of the GPS which does not provide the granularity required for investment decision making.
- The GPS defines the outcomes and results from the sector which the Government is looking for. The IAF interprets those results by defining the investment outputs which have been prioritised in the programme of work delivered under the NLTP.
- The IAF aims to achieve value for money by prioritising investment proposals which are targeted to achieve the GPS priorities and make efficient use of the available resources.
- Efficient use of available resources requires cost-benefit appraisal which is tailored for the type of interventions required and the context of those interventions to achieve the GPS outcomes sought.
- Any activity already approved for local authorities is treated as committed ie they will not be required to be reviewed under the 2018-21 IAF.
- Any investment proposal seeking funding approval in the 2018-21 NLTP must be assessed and prioritised under the IAF by the Transport Agency.

Overview of the investment decision making system

Rigorous application of the investment decision making system gives effect to the GPS priority of achieving value for money. Entry to the investment decision making system is through the assessment of the business case, where proposals are assessed for evidence to identify the strategic case for investment.

The Transport Agency assesses business cases and supporting evidence for investment proposals and considers how well the principles of the business case approach have been applied. The business case approach forms the basis for activity and programme development for investment from the NLTF. It supports planning and investing for outcomes, ensuring early collaboration between stakeholders and progressive development of a robust, evidence based investment case.

The business case provides the evidence to identify the strategic case for investment, and develops a short-list of potential options. It identifies the best option to address the issue and the benefits that will be realised while managing delivery risk.

At each investment decision point an assessment of the business case is undertaken by the Transport Agency before the activity progresses to assessment under the IAF. The assessment of the business case consists of a set of questions specific to the type of activity, ie whether it is an improvement activity, maintenance programme, public transport services programme or road safety promotion programme or activity.

Proposals that pass the assessment of the business case 'gateway' are then assessed against the two IAF factors, results alignment and cost benefit appraisal, and then prioritised. The Transport Agency will also assess that proposals are appropriately scaled and integrated according to their context, and options for the response are considered on a mode neutral basis.

We have retained the changes to the framework assessment components proposed in 2017, including the reduction to a two-factor assessment approach.

As shown in the diagram below, programme support will assist in high level filtering of issues and assessing their associated urgency within the national context, to address the identified strategic case within three years, 10 years or beyond 10 years.

Business case

Assessment of the Business Case
(Pass / Rework / Fail)
Is there evidence that the issue and its benefits justifies investment and that the proposed response best solves the result identified (is it effective)?

IAF

Results Alignment
(Low / Medium / High / Very high)
What is the significance of the case for change to the desired results in the GPS (is it in the public interest)?

Cost- Benefit Appraisal
(Low / Medium / High / Very high)
How efficient is the proposal?

Supported by

Programme Support
(3 / 10 / 10+ years)
What is the urgency?

Results alignment

Results alignment is an assessment of investment proposals against the outcomes sought from the GPS in terms of safety, access and environment. Assessment is at an activity class level and considers criteria that align to the GPS results, rating the alignment from low to very high.

The results alignment criteria for each activity class grouping are tabulated from page 14 onwards of this document. Types of levels of service are defined with specific reference to gaps (or opportunities, including efficiency gains) in levels of service related to activity class frameworks, identified in appendix 1, and the approach defines priority criteria summarised as follows:

GPS PRIORITY	LOW	MEDIUM	HIGH	VERY HIGH
Safety	Continuous programmes: a higher level of service than required Improvements: a gap in required levels of service	Continuous programmes: a fit-for-purpose level of service Improvements: an identified gap of some significance in required levels of services	Continuous programmes: a gap in existing levels of service Improvements: a significant gap in a targeted regional or national context	Directly link to specific priority results sought in the draft GPS
Access – thriving regions				
Access – liveable cities				
Environment				

Details of the results alignment criteria and application will be updated once the IAF is finalised, and can be found in the Transport Agency’s Planning and Investment Knowledge Base (PIKB).

Cost-benefit appraisal

Overview

The cost-benefit appraisal is the current evaluation tool used to assess the efficiency of proposed investments, comparing the benefits that are achieved with the inputs (primarily costs) used to achieve the benefits.

The Transport Agency is required to prioritise investments made through the NLTP and ensure that these achieve value for money. Value for money is one of the GPS strategic priorities and is expected to support the key GPS priorities of safety and access.

The GPS continues the emphasis on value for money to maximise the impact of money spent to achieve the Government's outcomes. Achievement of value for money will be supported through decision makers taking account of the full range of benefits and costs over the whole life of investments. The GPS expects that achieving value for money will place greater emphasis on transparent investment decision-making, and seeks to ensure that investments are made at the best cost. It also identifies a need to investigate the appropriateness of current evaluation practices, to reflect best evidence to ensure they are fit for purpose in giving effect to the GPS strategic priorities.

The Transport Agency plans to undertake an investigation of the effectiveness of its current evaluation practices and provide the outcomes for consideration in the second stage GPS.

Cost-benefit appraisal and results alignment ratings determine what projects and programmes are included in the NLTP, and inform priority for investment.

Cost-benefit appraisal for improvement activities

For improvement activities the cost-benefit appraisal assessment methodology normally requires determination of a benefit-cost ratio (BCR). In demonstrating that improvement investments will achieve value for money, the GPS expects that investment proposals included and prioritised in the NLTP will achieve a BCR of greater than one.

For prioritisation purposes, the BCR is categorised in priority order from low (for BCRs of 1–2.9) to very high (for BCRs of 10+).

For improvement activities where a BCR is not applicable, eg like-for-like bridge replacements, the cost-benefit appraisal uses least whole-of-life economic cost. Instead of a priority rating, these activities are designated with a Present Value end of Life (PVEOL) rating.

Safety improvement activities

Safety is a key priority in the GPS which signals a requirement for a step change in reduction of deaths and serious injuries. The Transport Agency's current evaluation methodology can result in some safety projects being assessed with a very low priority which does not meet the GPS expectation of a BCR greater than one, for example, the high cost of some safety interventions and the negative impact on travel time in some cases overriding the safety benefits.

A low priority assessment reduces the likelihood that safety proposals will be included in the NLTP. This could work against the step change in safety sought in the draft GPS. Under current methodology a BCR less than one implies those activities won't be included in the NLTP.

In investigating the appropriateness of its current evaluation and prioritisation practices, the Transport Agency must also consider the requirement to deliver a step change in national safety outcomes in the short term.

There are a range of BCR options that could support a step change in safety outcomes, for example:

- Application of a special safety cost-benefit appraisal rating for safety improvement projects. Safety improvements are defined as projects for which the overriding business case target benefit is safety. In specific project circumstances such improvements would have certain travel time disbenefits discounted in the context of the wider network for the calculation of an increased 'special safety' BCR, ie the increase in travel times at the project level within the context of the wider network is ignored in the calculation of BCR.
- Ensuring the 'do minimum' and options include only speeds that match the road environment for safe travel.
- Assessment of safety packages in the context of networks to allow for an integrated, holistic approach across a range of measures

Under existing funding policies the Transport Agency Board reserves the right to approve any funding application as an exception to the IAF assessment given other compelling evidence.

The Transport Agency is seeking feedback on these options, and any other potential options, that are identified in the feedback to this draft.

For selecting the best safety investment option for a project, incremental economic cost-benefit appraisal continues to be required.

Cost-benefit appraisal for continuous programmes

Cost efficiency benchmarking is the main cost-benefit appraisal methodology for assessing continuous programmes as a whole, and the activities within them.

Levels of service performance comparisons are set against required customer levels of service and trend analysis (past and future costs and demands).

Continuous programmes are assessed where a low, medium or high rating is determined for cost-benefit appraisal based on their relative cost effectiveness, established through peer group and sector benchmarking comparisons.

Prioritisation

Prioritisation is based on the two assessment factors of results alignment and cost-benefit appraisal.

Prioritisation for improvement activities

Prioritisation is the basis for NLTP inclusion. Depending on the amount of funding available for an activity class, activities with sufficiently high priority are included in the NLTP. Activities are then assessed for funding approval at the time they are ready to progress, and an appropriate business case has been developed and assessed.

Activities prioritised as improvements (in no particular order)

- Public transport improvements
- Rapid transit improvements
- Rail improvements (public transport)
- Walking and cycling improvements

- Regional improvements
- Local road improvements
- State highways improvements

The two assessment factors of results alignment and cost-benefit appraisal are brought together to form an assessment profile that determines a proposal's priority. The table below summarises the priority order for improvement programme proposals based on the scores achieved.

RESULTS ALIGNMENT	COST- BENEFIT APPRAISAL	PRIORITY ORDER
Very high	L/M/H/VH	1
L/M/H	Very high (BCR 10+)	2
High	High (BCR 5-9.9)	3
High	Medium (BCR 3-4.9)	4
Medium	High (BCR 5-9.9)	4
High	Low (BCR 1-2.9)	5
Medium	Medium (BCR 3-4.9)	5
Medium	Low (BCR 1-2.9)	6
Low	High (BCR 5-9.9)	7
Low	Medium (BCR 3-4.9)	8
Low	Low (BCR 1-2.9)	Exclude

Prioritisation for continuous programmes

Funding decisions for these programmes are made when the NLTP is adopted. This provides the sector and Transport Agency investment partners funding continuity certainty, tensioned through application of the appropriate assessment of the proposals received by the Transport Agency.

Applying the IAF to continuous programmes supports decisions around cost effective levels of investment to maintain an appropriate customer level of service, rather than providing definitive investment decisions.

Activities prioritised as continuous programmes (in no particular order)

- Public transport existing services
- Local road maintenance programme
- State highways maintenance programme

The two assessment factors of results alignment and cost-benefit appraisal are brought together to form an assessment profile that determines a proposal's priority.

The business cases for continuous programmes are the result of collaborative assessment by the Transport Agency and its investment partners. They are therefore expected to achieve a medium or above rating from the IAF assessment. If there are inadequacies with a business case these would

incur a condition of funding (eg one year of funding approved with the subsequent funding contingent on resolving the inadequacies during the NLTP period).

RESULTS ALIGNMENT	COST- BENEFIT APPRAISAL	RANK
Very high	N/A	1
High	High	3
High	Medium	4
High	Low	5
Medium	High	4
Medium	Medium	5
Medium	Low	6

Funding levels will be informed by the profile and will take account of the Transport Agency's Intervention Hierarchy.

Prioritisation for other programmes and activities

Hybrids of core improvement and continuous programmes

- Investment management, comprising:
 - Regional land transport planning management.
 - Transport model development.
 - Activity management planning.
 - Programme business case development.
- Road safety promotion and demand management.
- Road policing programme.
- Low cost low risk improvement programmes.

Investment management

Only results alignment is assessed for investment management proposals.

For assessment, the investment management activity class is considered under its component parts, with each assessed and prioritised separately. Some parts are allocated a default profile eg regional land transport planning, sector research, and investment in the funding allocation system, recognising that these either are core activities (ie non-discretionary) or have a robust process for assessing and prioritising the activities within them.

Some parts of transport planning are assessed and prioritised for results alignment in a similar way to improvement activities, ie transport modelling, activity management planning improvements, and programme business case development (see the PIKB for definitions).

Road safety promotion and demand management

The majority of road safety promotion activities are low cost, low risk activities, ie below \$1m in total cost, and therefore these are assessed as a programme in the same manner as low cost, low risk programmes for road improvements.

Road safety promotion activities above \$1m in total cost are assessed and prioritised separately, in the same way as an improvement activity in other activity classes.

Demand management is a new component of this activity class and the activities are assessed and prioritised separately, also in the same way as an improvement activity.

Road policing programme

The road policing programme is made up of a base programme which maintains current levels of enforcement, and an improvements programme.

The base road policing component is assessed at a programme level, in a similar way to continuous programmes. Improvements to the road policing programme are assessed and prioritised in the same way as an improvement activity in other activity classes.

Road policing is under review and we anticipate a range of recommendations regarding delivery of, and investment in, the road policing programme.

Low cost low risk programmes

Low cost low risk improvement programmes of projects less than \$1m in total cost are assessed under a streamlined approach. The IAF identifies criteria for results alignment in respect of the low cost low risk programmes as follows:

- The assessment is made at the programme level. The generic rating for results alignment for low cost low risk programmes is high.
- Results alignment for each activity in the programme is captured in the relevant low cost, low risk template and it is critical this is completed and kept current.
- A strong linkage to activity management planning documents (eg AMP, RPTP) should provide insight to the quality and value proposition of these programmes.
- The generic rating for cost-benefit appraisal for low cost, low risk programmes is medium.

Key principles for low cost low risk programmes include:

- The expectation is that the activities in these programmes will be optimised following a straightforward process to reflect the Government's priorities. Investment partners can apply their own assessment framework during their programme prioritisation, but there is a clear expectation they will assess an individual project's alignment with the appropriate activity class results alignment criteria.
- Walking and cycling activities that form part of an investment partner's low cost, low risk programme should be cross-checked for alignment with activities out of the walking and cycling activity class.
- It's particularly important there is flexibility to adjust the programme over the three year NLTP period, particularly where parts of the programme are not well developed at the time the NLTP is adopted.
- Projects within a low cost low risk programme will not need to calculate a benefit cost ratio. They will need to identify the principal benefit that the project is seeking to achieve.

Investment criteria tables

The investment assessment criteria tables below will enable assessors to determine the degree to which proposals align with the results sought in the GPS.

The Transport Agency has combined activity class assessment criteria where this makes sense. In some cases the criteria within each table apply only to certain components of activity classes eg

public transport improvements and continuous programmes are assessed using different criteria, even though they are part of the same public transport activity class.

The GPS refers to main urban centres as 'major metropolitan areas' (list provided in appendix 2). In the tables below 'high growth urban areas' includes these major metropolitan areas plus Queenstown.

Explicit definitions are appropriate for key words used in the assessment criteria, consistent with the definitions which are referenced in the PIKB.

Definition of significant

Investment proposal assessment considers how the problem/issue/opportunity is significant:

- in relation to the desired GPS result(s)
- in relation to the scale of the gap to the appropriate customer level of service or performance measure
- as part of an end-to-end journey
- from a national perspective (given local, regional, national perspectives)
- from a community perspective in regard to access to social and economic opportunities
- in relation to GPS timeframes ie a significant issue/opportunity within 3/10/10+ years.

Any potential need for investment comes from addressing a level of service gap and/or system performance gap in delivering the appropriate level of service. Historically, the gap has not been explicitly or consistently defined.

The One Network Road Classification (ONRC) defines nationally consistent customer levels of service. Over time, all roads in a particular category should offer an increasingly consistent fit for purpose customer level of service for users. Identifying the gap to the ONRC customer levels of service is a key input into the assessment of results alignment for road maintenance and improvements.

No nationally consistent level of service or classification exists for public transport or walking and cycling, although these are in development. Proxies are used to determine the significance of the problem, issue or opportunity including the geographical classification such as high growth urban areas or primary routes. Further detail on the referenced level of service frameworks is provided in appendix 1.

Public transport, rapid transit and rail improvements

Public transport improvements are a component of the public transport activity class and include new infrastructure and significant increases in services not covered by the public transport continuous programme. The criteria also cover new infrastructure for the new rapid transit and rail improvements activity classes. This includes new improvements and improvements to existing assets and services.

Key principles

- The assessment and prioritisation of rapid transit improvements is the same as that for any other public transport improvements.

STRATEGIC PRIORITIES	LOW	MEDIUM	HIGH	VERY HIGH
	A low results alignment may be given if the activity addresses one or more of the following criteria:	A medium results alignment may be given if the activity addresses one or more of the following criteria:	A high results alignment may be given if the activity addresses one or more of the following criteria:	A very high results alignment must only be given if the activity addresses one or more of the following criteria:
Safety - a safe transport system free of death and serious injury			<ul style="list-style-type: none"> enhances actual and perceived safe use of and access to public transport 	<ul style="list-style-type: none"> addresses a very high predicted safety risk resulting from public transport
Access to opportunities, enables transport choice and access, and is resilient - thriving regions	<ul style="list-style-type: none"> addresses an identified gap in the level of service in accessing social or economic opportunities 	<ul style="list-style-type: none"> addresses a significant gap in level of service in accessing social or economic opportunities and is identified in an approved programme addresses a significant gap for inter-regional public transport 	<ul style="list-style-type: none"> addresses a significant gap in level of service in accessing social or economic opportunities in a region and is identified in an approved regional economic development programme (RED) as making a significant contribution makes best use of the public transport service operations in a multi-modal context with land use supports technology to enhance public transport user experience addresses significant resilience gap in the public transport network addresses an unplanned loss of an existing significant public funded transport connection 	
Access to opportunities, enables transport choice and access, and is resilient - liveable cities	<ul style="list-style-type: none"> addresses an identified gap in the level of service in accessing social or economic opportunities 	<ul style="list-style-type: none"> addresses a significant gap in level of service in accessing social or economic opportunities and is identified in an approved programme address identified gap in access to new housing priority areas trials innovations in public transport that test improvements in levels of service supports agreed integrated land use and multi-modal plans in urban areas 	<ul style="list-style-type: none"> addresses a significant gap in level of service in accessing social or economic opportunities and makes a significant contribution address significant gap in access to significant new housing priority areas supports agreed integrated land use, multi-modal plans and mode shift in high growth urban areas improves intermodal connectivity where this enhances the appropriate use of public transport makes best use of the public transport service operations and connection to other services supports technology to enhance public transport user experience address significant risk to continued operation of the public transport network addresses an unplanned loss of an existing significant public funded transport connection 	<ul style="list-style-type: none"> enables a substantial increase in access to social and economic opportunities for large numbers of people¹ along dedicated key corridors in Auckland, Wellington and Christchurch and enables transit-oriented development
Environment - reduce adverse effects on the climate, local environment and public health		<ul style="list-style-type: none"> enables reductions in harm to the environment and people, particularly arising from land transport-related air pollution and noise 	<ul style="list-style-type: none"> enables significant reductions in harm to the environment and people, particularly arising from land transport-related air pollution and noise enables long term reductions in greenhouse gas emissions from land transport 	

¹ Rapid transit improvement proposals need to demonstrate that they will substantially increase the movement of large numbers of passengers on dedicated key high growth urban area corridors.

Public transport existing services (continuous programme)

This component of the public transport activity class includes investment in provision of existing services, at appropriate levels of service, and may include moderate investments in incremental service improvements.

Principles

- Continuous programmes are supported through an approved RLTP.
- The results alignment rating assessment is not an indication of how well a continuous programme is being optimised and delivered by an organisation. A medium rather than a high results alignment rating should not be viewed as having “negative” management connotations regarding network performance. A medium results alignment rating provides an indication a network is being managed to largely meet appropriate customer levels of service.

STRATEGIC PRIORITIES	LOW	MEDIUM	HIGH	VERY HIGH
	A low results alignment may be given if the activity addresses one or more of the following criteria:	A medium results alignment may be given if the activity addresses one or more of the following criteria:	A high results alignment may be given if the activity addresses one or more of the following criteria:	Not applicable
Safety - a safe transport system free of death and serious injury		<ul style="list-style-type: none"> • maintains levels of safety and security 	<ul style="list-style-type: none"> • addresses a gap in levels of safety and security that can be addressed through moderate increase in investment 	
Access to opportunities, enables transport choice and access, and is resilient - thriving regions Access to opportunities, enables transport choice and access, and is resilient - liveable cities	<ul style="list-style-type: none"> • maintains a customer level of service above the required level 	<ul style="list-style-type: none"> • provides an appropriate customer level of service for access to social and economic opportunities 	<ul style="list-style-type: none"> • addresses a gap in an appropriate customer level of service that can be addressed through moderate increase in investment 	
Environment - reduce adverse effects on the climate, local environment and public health		<ul style="list-style-type: none"> • enables reductions in harm to the environment and people, particularly arising from transport-related air pollution and noise 	<ul style="list-style-type: none"> • enables significant reductions in harm to the environment and people, particularly arising from land transport-related air pollution and noise • enables long term reductions in greenhouse gas emissions from land transport 	

Local road and state highway maintenance

These activity classes allow for investment to maintain local roads and state highways (including footpaths and cycleways) at appropriate levels of service and also to respond to reduced levels of service as a result of natural events.

The opportunity will be provided to include footpath maintenance within local road maintenance programmes.

Key principles

- The Transport Agency expects road maintenance programmes to be well linked to long term planning documents, particularly activity management plans (AMPs).
- The programme must be supported by a robust business case, in most cases the AMP, and should reflect both the direction provided by the GPS and levels of service guidance in the ONRC.
- The programme must demonstrate how the request makes best use of the life-cycle costs of the road networks in delivering the appropriate customer levels of service.

STRATEGIC PRIORITIES	LOW	MEDIUM	HIGH	VERY HIGH
	A low results alignment may be given if the activity addresses one or more of the following criteria:	A medium results alignment may be given if the activity addresses one or more of the following criteria:	A high results alignment may be given if the activity addresses one or more of the following criteria:	A very high results alignment must only be given if the activity addresses one or more of the following criteria:
<p>Safety - a safe transport system free of death and serious injury</p> <p>Access to opportunities, enables transport choice and access, and is resilient - thriving regions</p> <p>Access to opportunities, enables transport choice and access, and is resilient - liveable cities</p> <p>Environment - reduce adverse effects on the climate, local environment and public health</p>	<ul style="list-style-type: none"> • maintains a customer level of service above the required level 	<ul style="list-style-type: none"> • maintains appropriate customer levels of service, to provide safe and resilient access to social and economic opportunities, including tourism and freight movement • maintains the ability to use existing network, including use by people who identify as disabled, and reduce environmental and public health harms 	<ul style="list-style-type: none"> • addresses a significant gap in customer levels of service to provide safe and resilient access to social and economic opportunities, including tourism and freight movement • makes best use of the existing network, including use by people who identify as disabled, and reduce environmental and public health harms 	<ul style="list-style-type: none"> • addresses the immediate response and reinstatement of levels of service as a result of the significant impact of natural events

Road safety promotion and demand management

This activity class is a combination of investment in road safety promotion and new activity of transport system demand management. These programmes are assessed as improvements rather than continuous programmes as they involve assessing investment proposals to achieve step changes in performance.

New Zealand's current road safety strategy, Safer Journeys, was released in 2010 to guide improvements in road safety from 2010 to 2020. It includes the reduction of deaths and serious injuries and the improvement of public health outcomes as a key strategic priority.

The Safer Journeys' vision is of a safe road system increasingly free of death and serious injury. Safer Journeys will be completed in 2020, so a new road safety strategy needs to be developed for 2020-30. The Government has signalled that it sees a review of the strategy as a priority. It has also signalled that any new strategy should be broader in scope and explore the benefits of a broader harm reduction strategy for New Zealand with a focus on all road transport users. It should include a greater focus on walking and cycling and consideration of a broader range of benefits and harms, including health related impacts from emissions and noise pollution, as well as how improving safety can support greater choice in transport options. It should also explicitly consider personal safety while travelling, especially in the developing shared, and potentially driverless, modes of travel.

The Transport Agency has adopted the Communities at Risk Register to prioritise funding to those communities that feature highly within a national risk area. It also addresses issues that are not identified as an area of high concern in the Safer Journeys strategy, but are still a significant local risk issue.

Demand management contributes towards safety, environmental and public health outcomes. It also provides tangible financial benefits for individuals, businesses and organisations (eg deferral of infrastructure investment, reducing business travel costs such as office parking space, and improving land use).

Key principle

- Safer Journeys or future safety strategies developed by Government will define strategy for road safety promotion programmes and activities.

STRATEGIC PRIORITIES	LOW	MEDIUM	HIGH	VERY HIGH
	A low results alignment may be given if the activity addresses one or more of the following criteria:	A medium results alignment may be given if the activity addresses one or more of the following criteria:	A high results alignment may be given if the activity addresses one or more of the following criteria:	A very high results alignment must only be given if the activity addresses one or more of the following criteria:
Safety - a safe transport system free of death and serious injury	<ul style="list-style-type: none"> promotes an approach across road safety promotion programmes and tools 	<ul style="list-style-type: none"> targets a national or local issue in a Safer Journeys area of ongoing or medium concern targets an integrated approach across road safety promotion programmes and tools focused on medium risks promotes system user awareness of safety issues and risks targets a local issue for a community at medium risk² 	<ul style="list-style-type: none"> targets a national or local issue in a Safer Journeys area of high concern targets an integrated approach across road safety promotion programmes and tools focused on high risks promotes system user awareness of significant safety issues and risks targets a local issue for a community at high risk⁴ 	<ul style="list-style-type: none"> promotes the implementation of an approved speed management approach focused on treating the top 10 percent of the network that will result in the greatest reduction in deaths and serious injuries promotes changes made to safety regulation that address one of the high priority safety areas
Access to opportunities, enables transport choice and access, and is resilient - thriving regions		<ul style="list-style-type: none"> promotes system user and community³ awareness and use of optimal travel choices 	<ul style="list-style-type: none"> targets mode shifting and ride sharing particularly from single occupancy vehicles to improve access to economic and social opportunities 	
Access to opportunities, enables transport choice and access, and is resilient - liveable cities		<ul style="list-style-type: none"> promotes increases in average vehicle occupancy promotes system user and community awareness and use of optimal travel choices supports agreed integrated land use and multi-modal plans in urban areas promotes mode shifting to improve access to economic and social opportunities and improve amenity in metro areas promotes opportunity to establish and promote active modes or public transport access to new housing priority areas 	<ul style="list-style-type: none"> targets the uptake of technology for the purposes of improved demand management in high growth urban areas targets system user and community awareness and use of optimal travel choices at peak system use periods supports agreed integrated land use and multi-modal plans in high growth urban areas targets mode shifting and ride sharing to improve access to economic and social opportunities and improve amenity in high growth urban areas targets opportunity to establish and promote active modes or public transport access to significant new housing priority areas 	
Environment - reduce adverse effects on the climate, local environment and public health		<ul style="list-style-type: none"> promotes lower emissions from the transport system to reduce environmental and public health harms promotes the use of active modes for health and environmental benefits 	<ul style="list-style-type: none"> targets promotion of significant lower emissions from the transport system to reduce environmental and public health harms targets the use of active modes for health and environmental benefits 	

² As defined in the Communities at Risk Register.

³ Community is widely defined and may include residents, schools, employers, logistics providers and developers.

Walking and cycling improvements

This activity class is intended to cover funding for walking and cycling investments that are not otherwise part of a road improvement or public transport improvement activity. This includes new improvements and improvements to existing assets and services.

It is assumed that investment to maintain and renew walking and cycling infrastructure (including eligible emergency works) will be covered under the local road and state highway maintenance activity classes. Walking and cycling improvements are assumed to enable transport choice and safe use, contribute to reductions of adverse effects on climate, and positively contribute towards public health. Building walking and cycling infrastructure needs to be complemented by investment to promote and encourage safe use of the transport network.

Key principle

- In the absence of a defined levels of service framework for walking and cycling the default is the Cycle Network Guidance – Planning and Design (CNG) to guide appropriate levels of service (using the Austroads Levels of Service (LoS) tool).

STRATEGIC PRIORITIES	LOW	MEDIUM	HIGH	VERY HIGH
	A low results alignment may be given if the activity addresses one or more of the following criteria:	A medium results alignment may be given if the activity addresses one or more of the following criteria:	A high results alignment may be given if the activity addresses one or more of the following criteria:	A very high results alignment must only be given if the activity addresses one or more of the following criteria:
Safety - a safe transport system free of death and serious injury	<ul style="list-style-type: none"> • addresses identified safety issues 	<ul style="list-style-type: none"> • addresses a predicted medium walking or cycling safety risk⁴ • addresses a perceived safety risk to use of the mode 	<ul style="list-style-type: none"> • addresses a high predicted walking or cycling safety risk⁶ • addresses a high perceived safety risk to use of the mode 	<ul style="list-style-type: none"> • addresses a very high predicted walking or cycling safety risk
Access to opportunities, enables transport choice and access, and is resilient - thriving regions	<ul style="list-style-type: none"> • addresses a gap in access to social and economic opportunities 	<ul style="list-style-type: none"> • address an identified gap in an approved RED programme • targets the completion and promotion of strategic networks to enable access to social and economic opportunities • addresses an identified problem with the ability to use existing facilities including use by people who identify as disabled and young people • addresses a high resilience risk in a corridor 	<ul style="list-style-type: none"> • address a significant gap in an approved RED programme • supports development of the connections to the NZ Cycle Network and Te Araroa Trail, including the premium tourism trails • addresses a significant problem with the ability to use existing facilities including promotion, and use by people who identify as disabled and young people • supports increasing the uptake of children using walking and cycling especially to and from school • addresses a very high resilience risk in a corridor 	<ul style="list-style-type: none"> • addresses a critical missing link in a strategic network connection
Access to opportunities, enables transport choice and access, and is resilient - liveable cities	<ul style="list-style-type: none"> • addresses a gap in access to social and economic opportunities 	<ul style="list-style-type: none"> • targets the completion and promotion of networks in urban areas to enable access to social and economic opportunities • addresses a high resilience risk in a corridor in an urban area • supports agreed integrated land use and multi-modal plans in urban areas • address identified gap in access to new housing priority areas 	<ul style="list-style-type: none"> • targets the completion and promotion of networks in high growth urban areas to enable access to social and economic opportunities • addresses a significant problem with the ability to use existing facilities including use by people who identify as disabled • supports increasing the uptake of children using walking and cycling especially to and from school • addresses a high or very high resilience risk in a corridor in a main urban area • supports agreed integrated land use and multi-modal plans in high growth urban areas • address significant gap in access to significant new housing priority areas 	<ul style="list-style-type: none"> • addresses a critical missing link in a strategic network or multi-modal interchange in high growth urban areas
Environment - reduce adverse effects on the climate, local environment and public health		<ul style="list-style-type: none"> • enables a modal shift from private motor vehicles to active modes 	<ul style="list-style-type: none"> • enables a significant modal shift from private motor vehicles to active modes 	

⁴ As defined in the Communities at Risk Register.

Regional, local road and state highway improvements

This activity class includes investment in improvements of regional, local roads and state highway infrastructure. This includes new improvements and improvements to existing assets and services.

Evaluation of proposals considers short and long term impacts which may identify gaps such as amenity and placemaking⁵ eg in Wanaka where the road improvement slowed traffic to enhance economic and social opportunities for tourism based on active modes.

Principles

- The ONRC defines the levels of service for these activity classes and is the basis of assessment criteria.
- The IAF will support investment proposals that are complementary to the Provincial Growth Fund (PGF), and demonstrated linkages are evident in business cases.

STRATEGIC PRIORITIES	LOW	MEDIUM	HIGH	VERY HIGH
	A low results alignment may be given if the activity addresses one or more of the following criteria:	A medium results alignment may be given if the activity addresses one or more of the following criteria:	A high results alignment may be given if the activity addresses one or more of the following criteria:	A very high results alignment must only be given if the activity addresses one or more of the following criteria:
Safety - a safe transport system free of death and serious injury	<ul style="list-style-type: none"> • address safety gaps with reference to the ONRC 	<ul style="list-style-type: none"> • addresses safety issues presenting a medium crash risk⁶, affecting communities subject to medium safety risk, and/or in Safer Journeys area of medium concern 	<ul style="list-style-type: none"> • addresses safety issues presenting a high crash risk, affecting communities subject to high safety risk, and/or in Safer Journeys area of high concern • addresses safety issues presenting a high societal consequence risk 	<ul style="list-style-type: none"> • implements a speed management approach focusing on treating the top 10 percent of the network that will result in the greatest reduction in deaths and serious injuries • targets high collective risk DSI reduction opportunities
Access to opportunities, enables transport choice and access, and is resilient - Thriving regions	<ul style="list-style-type: none"> • address identified resilience gap or impediments to accessing social and economic opportunities 	<ul style="list-style-type: none"> • addresses an identified gap in an approved RED programme • addresses significant resilience gap or impediment to access on regionally important social and economic connections • supports priority elements in agreed integrated land use and multi-modal plans in regions • makes best use of key corridors that prioritise regional freight and tourism 	<ul style="list-style-type: none"> • enables a significant regional economic development opportunity in an approved RED programme • addresses significant resilience gap or impediment to access on nationally important social and economic connections • addresses a gap in an approved RED programme in high priority RED regions • makes best use of key corridors that prioritise national freight and tourism 	
Access to opportunities, enables transport choice and access, and is resilient - Liveable cities	<ul style="list-style-type: none"> • address identified resilience gap or impediments to accessing social and economic opportunities 	<ul style="list-style-type: none"> • addresses significant gap in access to social or economic opportunities • address identified gap in access to new housing priority areas • addresses identified risk to continued operation of the network • addresses significant gap in integrated intermodal and user information, and significant deficiencies in network operation 	<ul style="list-style-type: none"> • supports high priority elements in agreed integrated land use and multi-modal plans • address significant gap in access to significant new housing priority areas • addresses a significant risk to continued operation of key corridors • makes best use of key corridors that prioritise multi-modal use and freight 	
Environment - Reduce adverse effects on the climate, local environment and public health		<ul style="list-style-type: none"> • enables reductions in harm to the environment and people, particularly arising from land transport-related air pollution, noise, and impact of construction and ongoing use of transport infrastructure on water quality and biodiversity 	<ul style="list-style-type: none"> • enables significant reductions in harm to the environment and people, particularly arising from land transport-related air pollution, noise, and impact of construction and ongoing use of transport infrastructure on water quality and biodiversity • enables long term reductions in Greenhouse Gas emissions from land transport 	

⁵ Placemaking is a multi-faceted approach to the planning, design and management of public spaces.

⁶ As currently defined in the PIKB (can be redefined as Safety Risk if considered appropriate, given the broad context of roading improvement programmes which may include activities from other activity classes).

Road policing programme

This activity class enables funding to be invested in road policing activities nationally, targeting safety in particular.

The road policing programme is negotiated and the New Zealand Police report back to the Transport Agency on investment performance. The current road policing programme review will potentially move us from the current negotiated approach to a partnership approach focused on agreed outcomes and accountability.

Key principle

- Effective road policing activities, in partnership with other interventions contributes to achieving the vision of Safer Journeys and reducing deaths and serious injuries.
- Base elements of the road policing programme are treated as a continuous programme, and include investment in the provision of existing services at appropriate levels of service, and may include moderate investment in service and productivity improvements.

STRATEGIC PRIORITIES	LOW	MEDIUM	HIGH	VERY HIGH
	A low results alignment may be given if the activity addresses one or more of the following criteria:	A medium results alignment may be given if the activity addresses one or more of the following criteria:	A high results alignment may be given if the activity addresses one or more of the following criteria:	A very high results alignment must only be given if the activity addresses one or more of the following criteria:
Safety - a safe transport system free of death and serious injury	<ul style="list-style-type: none"> • enforces legislative requirements 	<ul style="list-style-type: none"> • targets activities identified as medium concern in the Safer Journeys Strategy and Action Plan • contributes to minimising the level of death and serious injuries on our roads through prevention • ensures vehicle fleet and operation complies with the legislative requirements 	<ul style="list-style-type: none"> • targets activities identified as high concern in the Safer Journeys Strategy and Action Plan and is well integrated with other road safety activities • targets the use of technology to drive improved safety performance across the transport system • targets high risk behaviours, particularly driver distraction and use of restraints 	<ul style="list-style-type: none"> • supports implementation of the Speed Management Guide • targets activities to address driving at unsafe speeds • targets activities to address driver impairment
Access to opportunities, enables transport choice and access, and is resilient - thriving regions Access to opportunities, enables transport choice and access, and is resilient - liveable cities	<ul style="list-style-type: none"> • contributes to minimising the levels of economic and social disruption in transport system operation 	<ul style="list-style-type: none"> • targets a significant contribution to minimising the levels of economic and social disruption in transport system operation • ensures vehicle fleet and operation complies with the legislative requirements • ensures users of the transport system comply with the legislative requirements for accessing the system 	<ul style="list-style-type: none"> • targets technology and process improvement to optimise continuity of economic and social connections in transport system operation • promotes an integrated partnership approach to effective operation of the vehicle fleet and compliance to access the system 	<ul style="list-style-type: none"> • supports continued management of the transport system following the unplanned loss of a significant link
Environment - reduce adverse effects on the climate, local environment and public health	<ul style="list-style-type: none"> • contributes to limiting the harmful effects of road vehicles 	<ul style="list-style-type: none"> • enables reductions in harm to the environment and people, particularly arising from land transport-related air pollution and noise 	<ul style="list-style-type: none"> • enables significant reductions in harm to the environment and people, particularly arising from land transport-related air pollution and noise • enables long term reductions in greenhouse gas emissions from land transport 	

Investment management

This activity class covers transport planning, sector research and investment in the Funding Allocation System (IFAS). A single factor Results Alignment assessment is applied for this activity class.

Key principles

- A mode neutral approach is applied in transport planning to ensure that a full range of modal options is considered in response to the transport issue.
- All new investment proposals will be supported by a business case (with some exceptions).
- Core (non-discretionary) components or components that have robust investment processes have default ratings.

Sector research

The purpose of sector research is to acquire new knowledge so that it can be applied by transport decision makers to deliver a more effective and efficient transport system. The research programme is a nationally delivered programme managed by the Transport Agency. The Transport Agency research programme is developed through a robust process which targets the high priority research issues and strives for value for money.

A default profile of high results alignment is applied to the sector research programme as a whole.

Investment in the funding allocation system (IFAS)

Investment in the funding allocation system is the activity that incorporates the processes, tools and systems required to plan, optimise and deliver the NLTP, thereby giving effect to the GPS. The activity is developed as a nationally delivered activity as part of the Transport Agency business planning assessment and prioritisation process.

A default profile of high results alignment is applied to the IFAS programme as a whole.

Integrated transport and land use planning

The draft GPS identifies that integrated land use planning is a key component of transport system planning, especially in relation to enabling housing development, multi-modal connections and placemaking.

Development of RLTPs is assessed with a generic profile of high results alignment, noting that additional variations of RLTPs may be required within the upcoming NLTP period to align with the Government's strategic direction.

STRATEGIC PRIORITIES	LOW	MEDIUM	HIGH	VERY HIGH
	Not applicable	A medium results alignment may be given if the activity addresses one or more of the following criteria:	A high results alignment may be given if the activity addresses one or more of the following criteria:	Not applicable
Safety - a safe transport system free of death and serious injury		<ul style="list-style-type: none"> • considers approaches to addressing safety issues in areas identified as being of medium predicted crash risk 	<ul style="list-style-type: none"> • considers approaches to addressing safety issues in areas identified as being of high predicted crash risk 	
Access to opportunities, enables transport choice and access, and is resilient - thriving regions Access to opportunities, enables transport choice and access, and is resilient - liveable cities		<ul style="list-style-type: none"> • addresses identified gaps in activity management planning (eg AMP, Regional Public Transport Plan (RPTP), Road Safety Action Plan (RSAP), Procurement strategies) • considers approaches to addressing a significant actual or predicted gap in access to economic and social opportunities and ensures integration of modes, transport and land use planning, and network optimisation • considers approaches to addressing a significant resilience gap in a regionally important social and economic connection 	<ul style="list-style-type: none"> • addresses significant gaps in activity management planning (eg AMP, RPTP, RSAP, Procurement strategies) • considers approaches to addressing a significant actual or predicted gap in access to economic and social opportunities in high growth urban areas and makes improvements to multi-modal whole-of-network, long-term local, regional and national planning • considers approaches to addressing a significant resilience gap in nationally important social and economic connections • considers approaches to addressing significant transport gaps in regional development and consider coordination with PGF funding (high priority RED region emphasis) • considers approaches to addressing an unplanned loss of an existing significant connection from the impact of significant natural events 	
Environment - reduce adverse effects on the climate, local environment and public health		<ul style="list-style-type: none"> • considers approaches to addressing identified environmental and public health impacts on and from operation of the land transport system 	<ul style="list-style-type: none"> • considers approaches to addressing significant environmental and public health impacts on and from operation of the land transport system 	

Appendix 1: Reference frameworks

The IAF references a number of Transport Agency and external and international best-practice performance measurement frameworks, specifically addressing one or more activity classes.

Road safety strategy and Safer Journeys

Safer Journeys is the Government's strategy to guide improvements in road safety over the period 2010 to 2020. The strategy's vision is a safe road system increasingly free of death and serious injury and introduces the Safe System approach to New Zealand. In May 2016 the third and final Safer Journeys Action Plan 2016-2020 was released.

The Safe System recognises that people make mistakes and are vulnerable in a crash. It reduces the price paid for a mistake so crashes don't result in loss of life or limb. Mistakes are inevitable – deaths and serious injuries from road crashes are not.

Significant progress has been made under the two previous action plans across all key areas of the Safe System. This includes initiatives such as:

- raising public awareness through advertising campaigns
- lowering blood alcohol levels
- making our high risk roads safer through rumble strips and median barriers
- mandating electronic stability control for light vehicles.

Many initiatives will continue as a core part of the policies and decision making of various agencies.

However, there are still areas where progress towards a safe road system needs more momentum. The third action plan will renew focus on areas of greatest risk and disproportionate harm, and present opportunities for the use of current and emerging technologies. In particular, this action plan's focus (and specific objectives) is to:

- enable smart and safe choices on the road (particularly through technology enablement)
- make motorcycling safer (road environment, education and technology to address crash severity)
- ensure roads and roadsides support safer travel (highest risk roads including local urban arterials, head on, run off road and intersection crashes, and open road crashes)
- encourage safe vehicles (technology and vehicle safety standards).

One Network Road Classification

The One Network Road Classification (ONRC) has been adopted by the sector to ensure national consistency around the levels of service delivered by a network. The Road Efficiency Group (REG), including the Transport Agency, has developed a suite of 27 performance measures to support the next phase of implementing ONRC in the 2018 - 2021 National Land Transport Programme (NLTP).

All approved organisations and the Transport Agency (state highways) are required to provide evidence of the customer levels of service that they propose to deliver and how they relate to the ONRC measures.

Maintenance programme submissions from approved organisations and the Transport Agency (state highways) may be supported by and take account of a wider set of performance measures than those currently mandated in support of ONRC. For example an approved organisation may wish to support their submission with their Long Term Plan (LTP) measures in addition to the ONRC measures. Consideration of funding allocations for maintenance programmes in the 2018-21 NLTP will be based primarily on assessment of the transport network performance to be achieved as measured against the ONRC measures.

The Transport Agency expects further development of the suite of performance measures will continue during the 2018-21 NLTP and lead to a broader set of specific performance targets for investment for the 2021-24 NLTP.

Public transport

For public transport 'levels of service' refers to a range of factors from service frequency to quality and placement of public transport infrastructure like bus stops. Determining the appropriate level of service for public transport, unlike roads, are not subject to a national standard. For the purposes of determining whether there is a gap in current levels of service factors that could be looked at include:

- Land use and density – do services link residential areas with commercial/social/employment centres (ie places where people want to go) and does the public transport network reflect future land use intentions?
- Existing services – does demand exceed supply of services? Is there a need to increase service levels to meet demand?
- Congestion – are there parts of the roading network that are congested that an increase in public transport service levels could help alleviate?
- Transport disadvantaged – does existing public transport service levels provide an adequate modal alternative to car?
- Hours of service – do the hours of operation enable travel at times people want to travel?
- Customer information – does the level of customer information provided meet customer expectation?

There is a draft Guidelines for Public Transport Infrastructure⁷ for provision of bus stops and facilities at bus stops which provide a good guide for levels of service at bus stops. The Transport Agency recommends use of the draft guideline to guide appropriate levels of service at bus stops. We are actively engaged in considering the wider public transport infrastructure levels of service and guidelines.

Walking and cycling network guidance

The Transport Agency continues to recommend use of the [Cycle network guidance – planning and design](#) (CNG) to guide appropriate levels of service (using the Austroads LoS tool) and determine what is fit-for-purpose on target corridors when considering new cycling facilities.

CNG aims to promote a consistent, best-practice approach to cycling network and route planning throughout New Zealand. It sets out a principles-based process for deciding what cycling provision is desirable, and provides best-practice guidance for the design of cycleways.

Regional transport committees and approved organisations need to have a clear understanding of who the cycling programme is targeting, what level of service is required in delivering the activity or activities, and how different activities might complement each other to maximise the benefits of investment.

The main factors influencing level of service relate to safety, comfort, delays, which consider network characteristics such as traffic volumes and speed, degree of separation from motor traffic, facility width, delay etc.

As there is no nationally consistent level of service or classification yet (although one is in development) to determine walking levels of service, in the absence of defined levels of service the default is the *Pedestrian planning and design guide*. The Austroads LoS tool is recommended.

The full reference for the Austroads LoS tool is: 'Level of Service metrics for Network operations Planning (AP-R475-15)'.

⁷ <http://www.nzta.govt.nz/assets/About-us/docs/Consultations/2014/guidelines-pt-infrastructure-draft.pdf>

Appendix 2: High growth urban areas

The draft GPS identifies the following as major metropolitan areas for the purposes of land transport planning:

- Northern Auckland Zone
- Western Auckland Zone
- Central Auckland Zone
- Southern Auckland Zone
- Hamilton Zone
- Tauranga
- Porirua Zone
- Upper Hutt Zone
- Lower Hutt Zone
- Wellington Zone
- Christchurch
- Dunedin

The Transport Agency has identified Queenstown as a specific high growth urban area given similarities in its transport requirements to those in the major metropolitan areas, and therefore the application of the IAF criteria is treated in the same way as major metropolitan areas.

The combined group is referred to as 'high growth urban areas' in the IAF criteria.