

# DEVELOPING REGIONAL LAND TRANSPORT PLANS: REGIONAL PROGRAMMES

Regional Land Transport Plans (RLTPs) are the primary documents guiding integrated land transport planning and investment within a region

An RLTP sets the strategic direction for a region's transport network for the next 10–30 years. It describes the long-term vision and identifies the short- to medium-term regional investment priorities to move towards this vision. The RLTP also includes a regional programme of transport activities proposed for funding over the next three to six years.

The guidance material prepared by Transport Special Interest Group (TSIG) and Waka Kotahi to assist in preparing the strategic section of the RLTP was released in December 2019 and can be found here - <https://www.nzta.govt.nz/planning-and-investment/national-land-transport-programme/2021-24-nltp/>. The template document ended with the heading "*Programme and Funding*".

This guidance material is designed to assist in preparation of the Programme and Funding section of the RLTP. The following heading structure should be used in the layout of the Programme and Funding section. The notes indicate the content that should be included.

## INTRODUCTION

This section of the RLTP forms the regional programme of land transport activities in the [XXX] region for which funding is sought from the National Land Transport Fund (NLTF) and subsequent inclusion in the National Land Transport Plan (NLTP). The minimum requirements for inclusion are set out in Section 16(3) which requires RLTPs to contain the first 6 financial years. The front end or strategy section of an RLTP provides evidence of the problems, the long-term direction (objectives, policies, measures) and priorities that activities in the programme will need to contribute and respond to.

### a. Taking a System Approach

A system approach considers how each element works together in the land transport system to contribute to the outcomes for customers. To achieve integration between partners and programmes is important. RLTP development is a key part of this, providing clarity between Waka Kotahi and Approved Organisations (AOs).

A system approach means transport issues may have a different intervention than transport levers alone. For example, mode shift plans may require land-use change, or a resilience issue may have an interventions outside of the road network such as use of rail, emergency response plans etc. This is important for transport programmes and for input into the strategic context of RLTPs

To achieve a system approach and inform integrated planning, a shared evidence base is important. Through [Arataki](#), Waka Kotahi has a view of the step changes needed for transport in each region. Arataki views are taken into account and incorporated into the strategic section of the RLTP. The programme should be aligned vertically with each regions strategy and horizontally through a consistent Council and Waka Kotahi approach.

# SUGGESTED STRUCTURE HEADINGS FOR THE RLTP PROGRAMME

## Inter-regional Significant Activities

Inter regionally significant activities are defined in the prioritisation guidance. A significant activity includes:

- an activity that has implications for connectivity with other regions; and /or
- for which cooperation with other regions is required; or
- any nationally significant activity identified in the Government Policy Statement on Land Transport

The Land Transport Management Act (LTMA) 2003 requires RLTPs to identify those activities (if any) that have inter-regional significance. The approach to identifying them is agreed between the relevant regions and recognised in the relevant RLTPs (see s16(2)(d)). The priority of inter-regionally significant projects could be explained through a short statement in RLTPs and/or within an additional column with a tick to indicate an inter-regionally significant project.

Regions are encouraged to include an agreed shared statement of their common inter-regionally significant projects within their RLTPs.

## Committed Activities

Committed activities are defined as currently committed phases for activities that are expected to continue into 2021. A committed activity is one where there is an approved phase (business case or delivery) that has received funding approval and is either being implemented or will allow a contract to be let to complete the phase of work. These activities should be identified and reported here for all activity classes but will generally be from the improvement activity classes.

## Business as Usual and Transport Planning Activities

Standardised table formats are being prepared by TSIG and Waka Kotahi in conjunction with the Transport Investment Online (TIO) upgrade programme.

## Significant Activities

Significant activities included in the RLTP are to be identified separately and described how they meet the RLTP objectives .

Significant activities are defined as:

**All improvement activities in the region** where funding from the NLTF is required within the first three years of the RLTP **other than:**

- maintenance, operations and renewal programmes
- public transport programmes (existing services)
- low cost/low risk programmes
- road safety promotion programmes
- investment management activities, including transport planning and modelling
- business cases that are not part of a package

Section 16 (3)(d) of the LTMA requires significant activities - to be presented in order of priority.

### **Prioritisation**

Specific guidance on the prioritisation process is identified separately. Highlight key sections of that guidance and provide a link

A high-level summary of the prioritisation process/principles should be provided in this section for the reader, with more detail available as appendices or via linked documents.

## **Contribution of Activities to RLTP Objectives and Other Relevant Information**

Activities need to reference back and identify the specific RLTP objectives they will contribute to. The assessment of activities against the RLTP objectives is a requirement under section 16(e)(3)(i) of the LTMA. In addition to the legal requirement, it does provide a key element of adding value to the programme through the demonstration of the coherence to resolve the regions transport problems. The specific activities proposed for delivery by AO's can be:

- developed and sifted through the lens of regional strategic responses (as defined in the front end); and
- prioritised for delivery across the full range of investment levers, NLTF activity classes or delivery pathways as a regional programme.

Section 16(e) also requires the following information is provided:

- an estimate of the total cost and the cost for each year
- the expected duration of the activity
- any proposed sources of funding other than the national land transport fund (see additional guidance below)
- any other relevant information

## **Benefits Management Framework**

Section 16(3)(f) of the LTMA requires that RLTPs include measures used to measure the performance of activities. Waka Kotahi is promoting a standardised set of measures that can apply nationally. We have provided preliminary advice on using the benefits framework - released in xx date. Further guidance will be released soon on the use of the framework. The RLTPs will be required to identify the programme benefits and this should work through from the strategic front end to the programme. TSIG and Waka Kotahi would encourage its use, but understandably because of the advanced states of the 2021 – 2031 RLTPs suggest that that a transitional approach is adopted.

The use of the benefits framework in RLTPs is detailed in Appendix 1.

## **Future Opportunities**

The strategic section of the RLTP contains descriptions possible future significant changes in land use that may have regional or sub-regional implications for transport networks. Such future opportunities may result in funding being sought from the NLTF either during this RLTP or future RLTPs.

Future opportunities can be identified but clearly outlined as requiring further investigation. These may be activities that have been considered by the proposing authority but not sufficiently scoped to enable rigorous assessment. It is expected that such activities will be described, but will have little or no detail on costs, cashflow etc. Regions are also encouraged to outline any activities considered necessary to deliver on regional issues and opportunities from 2027 and beyond. These need not be programmed to the levels of detail for 2021 to 27, but provide an outline of their scale and scope that enables them to be:

- Considered in future land use and transport planning and programming
- well placed for more detailed development in future programme cycles; and
- brought forward should the opportunity arise through any changes to strategic direction.

## Funding Sources

It is useful for every RLTP programme to include a section that outlines the main way transport activities are funded. For example: *'The main sources of funds for land transport activities for the region are: The NLTF; Councils' local share; Other funding sources, including third party funding, Crown appropriations and fare revenue from public transport passengers'*.

It is also useful to have a high-level summary of NLTF revenue, and how NLTF funds are allocated via activity classes defined by the GPS. This provides context for the reader.

In addition, the LTMA includes two specific requirements in relation to funding sources:

- Section 16(3)(e) requires that the assessment of each activity prepared by the organisation that proposes the activity (i.e. the information inputted to TIO for each activity) includes *'any proposed sources of funding other than the national land transport fund (including, but not limited to, tolls, funding from approved organisations, and contributions from other parties)'* This relates to any activities seeking funding from the NLTF and supplemented by other funding sources. This requirement should be covered by a column in all tables presented in the RLTP programme.
- Section 16(2)(c) requires every RLTP to include *'all regionally significant expenditure on land transport activities to be funded from sources other than the national land transport fund during the 6 financial years from the start of the regional land transport plan'*. The RLTP programme should therefore also include a section that identifies those transport activities expected to be funded from non-NLTF sources –e.g. NZUP, RGF, etc - to provide an overview of the full transport response for that region irrespective of funding source.

## 10-year Financial Forecast

Section 16 (2) (b) of the LTMA requires every RLTP to include 'a financial forecast of anticipated revenue and expenditure on activities for the 10 financial years from the start of the regional land transport plan'. The 10-year forecast should be presented by AO and activity class. TSIG and Waka Kotahi are working on standardised tables to assist with presenting this information from the TIO download.

## Supporting Tables

The Working Group will be developing tables to support the TIO information requirements.

## Appendix 1

*This is an excerpt from the Benefits Framework Manual - Regional land transport plans (RLTPs)*

A regional land transport plan (RLTP) sets out a region's land transport objectives, policies, and measures for at least 10 financial years, as required under section 16 of the [Land Transport Management Act 2003](#). The direction set by an RLTP is an essential part of the strategic context for any land transport investment proposal.

RLTPs are the primary vehicle for discussing and agreeing a clear set of regional outcomes, priorities and improvement projects in the land transport space. They describe the gap between where the region is at and where it aims to get to, along with the programme of activities needed to bridge that gap. Therefore, an RLTP tells a powerful story about a region and its aspirations.

For Waka Kotahi, RLTPs are more than just a list of activities or projects that funding is being sought for – they tell the story what really matters to a region, how investment in different activities will achieve the community's outcomes and where change is most needed. This includes the benefits that the RLTP will deliver.

The two key components of an RLTP are the:

- strategic context
- RLTP programme (detailed list of activities included in the RLTP).

### Benefits and RLTPs

Benefits feature most significantly in the strategic context of an RLTP. The activities that make up the RLTP programme are defined elsewhere and have their own benefit identification processes, as detailed elsewhere in this guide. This section therefore only

The 2021-31 RLTPs are well under development at the time this guidance is released. We would encourage AO's to move towards using the benefits framework, but recognise that this may take time. Transitional arrangements and allowances are outlined in the description below and the detailed process map at Figure 3.

provides guidance for the strategic context section of the RLTP. The RLTP strategic context template distributed through the Transport Special Interest Group (TSIG) in late 2019 asks for benefits-related information in sections A (strategic framework), C (10-year transport priorities), and D (monitoring indicator framework).

Supplementary guidance provided to regions in June 2020 advises that the benefits framework should be used to inform benefits-related information to encourage consistency across regions, and to ensure each RLTP aligns with other transport planning and investment requirements.

However, a transitional approach is to be taken to include the benefits framework into RLTPs for the 2021–24 NLTP period, with a view to full alignment in the next NLTP period. Transitional arrangements and allowances are outlined in the detailed process map at Figure 1, and are explained in the sections below, which outlines the four main types of benefits information to be considered and defined in the RLTP strategic context.

### 1. Strategic framework

The first is the identification of a **benefits cluster** in association with each of the objectives in Section A of the template, strategic framework (step 2 in the process map at Figure 3).

The requirement to identify a benefits cluster is not reflected in the template. As a transitional approach, the benefit clusters are not required to be specifically identified in the published document, although the area of change should be woven into the description where possible.

However, a primary benefit cluster should be selected in TIO for each of the objectives entered by regions. Benefits clusters will be high-level indicators of areas of change targeted in the RLTP and will provide context for benefits selected in TIO in associated programmes and investments at local levels.

### 2. 10-year priorities

The second type of benefits information is the identification of **benefits** in section C of the template, 10 year priorities (step 6 in Figure 3).

The identification of benefits has traditionally been done in this section. The difference now is that benefits can be selected from the consistent list in the benefits framework. Detailed description of each of the benefits is available in Part One of the [Land transport benefits framework and management approach: guidelines](#).

Where benefits have already been identified and signed off through an ILM process, in this transitional period we suggest that benefits from the benefits framework be woven into the description of the ILM-identified benefits in this space.

If benefits from the framework are selected as-is here, it is appropriate to identify parallel historical benefits in the description of the benefit, to allow for transition between the two.

### 3. Summary of evidence

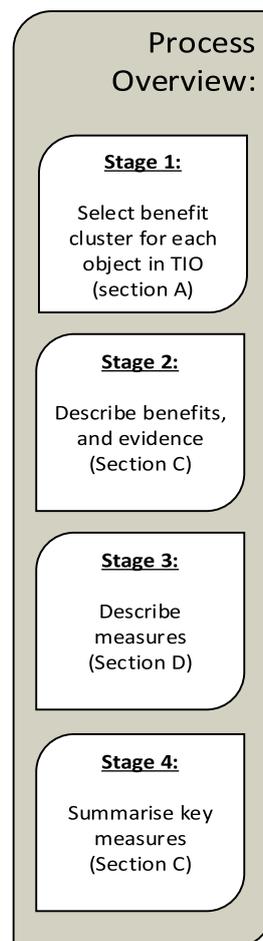
The third is the use of **benefits information and data** to inform the summary of evidence (step 7 in Figure 3).

All centrally held data about benefit measures is shared through the [StoryMaps](#) tool.

A password is required to view the spatial maps and access the data files provided in the [StoryMaps](#) tool for the 28 quantitative measures for which partial or complete information is held. Contact [investment.benefits@nzta.govt.nz](mailto:investment.benefits@nzta.govt.nz) to request access.

### 4. Monitoring indicator framework

The final type of benefits information is the use of the set of **quantitative and qualitative benefits measures** identified in the benefits framework in Section D, monitoring indicator framework (steps 14–26 in Figure 3).



The template has been adapted to allow the use of measures from the benefits framework in this area. Refer to the [Non-monetised benefits manual](#) for a detailed description of the qualitative and quantitative measures.

A transitional approach can also be taken to measures, with the parallel running of benefits framework measures alongside historical measures. A forecast trend (increase, maintain, decrease) and data sources (centralised from the [StoryMaps](#) tool or local data) are requested for each of the measures, as well as a description of the benefit for which it provides evidence and a description of any historical measures it parallels.