

# Development guidelines for regional public transport plans

New Zealand Transport Agency

1 June 2024

**DRAFT for consultation**

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# 1 Introduction and overview

The purpose of this document is to provide guidance to public transport authorities (PTAs) when preparing regional public transport plans.

## 1.1 Using this document

The NZ Transport Agency (NZTA) intends these guidelines as a practical tool to help councils prepare regional public transport plans. For ease of reference this document includes relevant excerpts from the Land Transport Management Act 2003 (LTMA) and supplements it with supporting requirements and guidance as illustrated in Figure 1.

Figure 1 Format

**Relevant excerpt from the LTMA**

**117 Purpose of regional public transport plans**

The purpose of a regional public transport plan is to provide—

(a) a means for encouraging regional councils, territorial authorities and public transport operators to work together in developing public transport services and infrastructure; and

(b) an instrument for engaging with the public in the region on the design and operation of public transport network; and

(c) a statement of—

(i) the public transport services that are integral to the public transport network; and

(ii) the policies and procedures that apply to those services; and

(iii) the information and infrastructure that support those services

**Context**

A regional council must have a regional public transport plan if it intends to contract for the supply of a public transport service, operate a service itself, or provide funding to an operator or user of a small passenger service.

The regional public transport plan also has a role to clearly signal the need for early engagement and partnering between regional councils, territorial authorities and operators in developing public transport services and infrastructure.

**Requirements and guidance**

1	PTAs <b>must</b> align with the integral service descriptors outlined under Figure 1 when developing or updating their RPTP; to the extent the descriptors are relevant to their region. For example, rapid services are not applicable in every region.
2	PTAs <b>should</b> define different types of services under each integral service category where the types have distinct service levels or policies. For example, a PTA may define different types of connector services that make up a connector network or different types rapid services that make up a rapid network.
3	PTAs <b>should</b> adopt urban terminology for integral services between urban areas within a functional urban area (FUA).

The LTMA excerpts are condensed and only include clauses relevant to the policy and guidance being covered.

**It is important practitioners also familiarise themselves with relevant provisions within the LTMA in their entirety.**

Requirements and guidance are outlined in tables.

Before adopting a regional public transport plan, public transport authorities must be satisfied the plan has been prepared in accordance with the matters specified in these tables (LTMA s124 (a) (ii)).

The following terms are utilised to distinguish between requirements and guidance:

- **“Must”**: This term refers to content that PTAs must adhere to when developing a regional public transport plan. These requirements can stem from either a statutory provision within the LTMA or statutory powers granted to NZTA under the LTMA, such as defining conditions of receiving funding from the NLTF or approving procurement procedures.
- **“Should” and “May”** denotes guidance: The term “should” indicates strong recommendations or best practices, while “may” suggests optional guidelines.

This document:

- provides guidance on the content and process of developing regional public transport plans.

This document does not:

- provide guidance on the form and structure of regional public transport plans.
- limit the matters that may be addressed in a regional public transport plan. Under the LTMA, a PTA may state or describe any matters the PTA thinks fit.

## 2 Purpose, principles and responsibilities

### 2.1 Purpose of regional public transport plans

*Extract from the LTMA as amended 2023*

#### **117 Purpose of regional public transport plans**

*The purpose of a regional public transport plan is to provide—*

- (a) a means for encouraging regional councils, territorial authorities and public transport operators to work together in developing public transport services and infrastructure; and*
- (b) an instrument for engaging with the public in the region on the design and operation of the public transport network; and*
- (c) a statement of—*
  - (i) the public transport services that are integral to the public transport network; and*
  - (ii) the policies and procedures that apply to those services; and*
  - (iii) the information and infrastructure that support those services.*

#### **119 Adoption of regional public transport plans**

- (1) A regional council must adopt a regional public transport plan if it intends to—*
  - (a) enter into a contract for the supply of a public transport service; or*
  - (b) operate a public transport service itself; or*
  - (c) provide financial assistance to an operator or user of any other passenger service in a small passenger service vehicle.*

...

### Requirements and guidance

- |   |  |
|---|--|
| 1 | <p>The purpose of a regional public transport plan is to describe public transport services and supporting infrastructure in a region, encourage stakeholder collaboration and facilitate public engagement.</p> <p>The plan serves as a statement of services integral to the public transport network, the policies and procedures that govern those services, and the information and infrastructure that support them.</p> <p>The LTMA places a particular emphasis on PTAs planning and delivering public transport in consultation and collaboration with territorial authorities, and public transport operators. This is reflected in the statutory purpose of regional public transport plans.</p> <p>Plans <b>must</b> be subject to public engagement prior to adoption. This ensures communities can inform the design and operation of public transport networks.</p> |
|---|--|

### 2.2 Principles when exercising powers

*Extract from the LTMA as amended 2023*

#### **115 Principles**

- (1) All persons exercising powers or performing functions under this Part must be guided by each of the following principles to the extent relevant to the particular power or function:*
  - (a) well-used public transport services reduce the environmental and health impacts of land transport, including by reducing reliance on single-occupant vehicles and using zero-emission technology;*
  - (b) public transport services support a mode shift from private motor vehicle use and equitable access to places, facilities, services, and social and economic opportunities if they are co-ordinated, integrated, reliable, frequent, accessible, affordable, and safe;*
  - (c) fair and equitable employment or engagement of people in the public transport workforce should ensure that there is a sufficiently robust labour market to sustain and expand public transport services:*

- (d) *regional councils, territorial authorities, and public transport operators should work together to co-ordinate public transport services, the provision of infrastructure, and land use as necessary—*
  - (i) *to meet the needs of passengers; and*
  - (ii) *to encourage more people to use the services:*
- (e) *public transport services should be provided in a way that assists—*
  - (i) *public transport investment to be efficient; and*
  - (ii) *public transport investment to give value for money.*

...

**124 Matters to take into account when adopting regional public transport plans**

*A regional council must, before adopting a regional public transport plan,—*

...

- (b) *be satisfied that it has applied the principles specified in section 115(1)*

## 2.2.1 Application of principles

### Requirements and guidance

1	<p>Developing a regional public transport plan is a statutory function undertaken by PTAs under Part 5 of the LTMA. PTAs <b>must</b> therefore be guided by each of the principles when developing regional public transport plans.</p> <p>The principles emphasise a broad range of outcomes sought from providing public transport and reference attributes required to achieve those outcomes.</p>
2	<p>PTAs <b>must</b>, before adopting a regional public transport plan, be satisfied that it has applied the principles specified in LTMA s115(1).</p> <p>PTAs <b>should</b> include a brief assessment of the extent to which each principle under LTMA s115(1) is relevant and how the regional public transport plan has been developed to give effect to relevant principles.</p>

## 2.3 Responsibility

*Extract from the LTMA as amended 2023*

**119 Adoption of regional public transport plans**

- (1) *A regional council must adopt a regional public transport plan if it intends to—*
  - (a) *enter into a contract for the supply of a public transport service; or*
  - (b) *operate a public transport service itself; or*
  - (c) *provide financial assistance to an operator or user of any other passenger service in a small passenger service vehicle.*

...

- (4) *A regional council (or a territorial authority to which the responsibility is transferred under the Local Government Act 2002) may not delegate the responsibility for adopting, varying, or renewing a regional public transport plan to a committee or other subordinate decision-making body, or a member or an officer of the council (or territorial authority, as the case may be), or any other person.*

...

**116A Limitations on operating integral public transport services**

- (1) *A public transport service identified in a regional public transport plan as integral to the public transport network—*
  - (a) *must be operated in a unit or part of a unit; and*
  - (b) *may only be operated by—*
    - (i) *the regional council; or*

<p>(ii) a territorial authority whose district is within the region, under a contract with the regional council; or</p> <p>(iii) any other person, under a contract with the regional council.</p> <p>(2) However, subsection (1) does not apply if the public transport service is an exempt service.</p> <p><b>116B Limitations on payment of subsidies</b></p> <p>A subsidy may only be provided to a public transport service that is—</p> <p>(a) identified in a regional public transport plan as integral to the region’s public transport network; and</p> <p>(b) operated in a unit or part of a unit.</p>
---

**2.3.1 Definition of public transport authority (PTA)**

Requirements and guidance	
1	<p>The term “public transport authority” or “PTA” is an industry abbreviation to mean regional councils, unitary authorities and Auckland Transport, or any territorial authority to which the regional council has transferred relevant public transport statutory functions and powers, as set out in the LTMA.</p> <p>PTAs are responsible for statutory functions foundational to the organisation and delivery of public transport services in New Zealand.</p>

**2.3.2 Role of public transport authorities**

Requirements and guidance	
1	<p>Under the LTMA:</p> <ul style="list-style-type: none"> <li>• only PTAs can adopt, vary or renew regional public transport plans (LTMA s119)</li> <li>• an integral service must be identified as such in a regional public transport plan and can only be delivered by or under contract to a PTA (unless exempt) irrespective of whether the service requires public subsidy to operate (LTMA s116A and 116B).</li> </ul> <p>Collectively these provisions enable PTAs to plan and deliver public transport networks in an integrated manner.</p>



### 3 Context and key considerations

The following sub-sections provide background context relevant to the preparation of public transport plans.

#### 3.1 Statutory service types

Requirements and guidance	
1	<p>Under the LTMA public transport regulation is organised around three statutory service types. The service types are relevant to all modes of public transport.</p> <ul style="list-style-type: none"><li>• <u>Integral services</u> - are identified by PTAs as being integral to the functioning of a regional public transport network and must be delivered by or under contract with a PTA, unless exempt.</li><li>• <u>Exempt services</u> - are an important part of a public transport system but are generally “exempt” from regulation that otherwise apply to integral services.</li></ul> <p>Exempt services meet the definition of a public transport service under the LTMA, operate without a subsidy and are not provided by or under contract to a public transport authority. Exempt services are usually provided by private for-profit entities or independent not for profit entities.</p> <ul style="list-style-type: none"><li>• <u>Excluded services</u> - are excluded from the regulatory framework set out in part 5 of the LTMA. Examples include services contracted or funded by the Ministry of Education, services that are not available to the public generally and services operated for private hire or tourism purposes.</li></ul>

#### 3.2 Integral services must be provided under contract unless exempt

<p><i>Extract from the LTMA as amended 2023</i></p> <p><b>116A Limitations on operating integral public transport services</b></p> <p>(1) A public transport service identified in a regional public transport plan as integral to the public transport network—</p> <p>(a) must be operated in a unit or part of a unit; and</p> <p>(b) may only be operated by—</p> <p>(i) the regional council; or</p> <p>(ii) a territorial authority whose district is within the region, under a contract with the regional council; or</p> <p>(iii) any other person, under a contract with the regional council.</p> <p>(2) However, subsection (1) does not apply if the public transport service is an exempt service.</p>	
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Requirements and guidance	
1	<p>Identifying a service as integral means it <b>must</b> be provided by or under contract with a PTA and operated in a unit or part of a unit, unless exempt. This ensures integral services can be planned and delivered in an integrated manner by PTAs.</p> <p>Refer to section 4.4 for policy and guidance relating to units.</p>

### 3.3 Exempt services can be identified as integral

Extract from the LTMA as amended 2023

#### 120 Contents of regional public transport plans

- (1) A regional council, in a regional public transport plan,—
- (a) must—
- (i) identify the public transport services that are integral to the public transport network; and
- ...
- (c) may describe exempt services but may not make them subject to the objectives and policies described in paragraph (b); and
- ...

#### Requirements and guidance

- 1 Identifying an exempt service as integral does not change its status as an exempt service. The service, while exempt, is not subject to the objectives or policies of the regional public transport plan and are not required to be operated in a unit under contract with a PTA.
- Where a PTA identifies an exempt service as integral within a regional public transport plan, this signals that:
- the exempt service is an important part of the regional public transport network
  - the PTA may operate the service or establish a similar service as a contracted service should the exempt service be deregistered in the future
  - the service may be eligible for financial assistance (refer to section 3.5 subsidy and financial assistance for further context).

### 3.4 Register of exempt services

#### Requirements and guidance

- 1 Some exempt services must be registered with a PTA to operate (LTMA s130 and s146). Each public transport authority **must** publish and maintain an exempt services register (LTMA s131). The LTMA sets out requirements for the registration, variation (LTMA s136) and withdrawal of exempt services (LTMA s139).
- A PTA may refuse to register a service (LTMA s134) or deregister an existing exempt service under certain circumstances (LTMA s137 and s138).
- The status of an exempt service could also be changed by an order in council (LTMA s150). Decisions can be appealed to a court of law under certain circumstances.
- 2 PTAs **should** outline in their regional public transport plan the process for registration and variation of exempt services and the location where the exempt service register can be accessed.
- PTAs **should** make exempt service registers publicly accessible on their website.

### 3.5 Subsidy and financial assistance

Extract from the LTMA as amended 2023

#### 5 Interpretation

- (1) In this Act, unless the context otherwise requires,—
- local authority** has the same meaning as in section 5(1) of the Local Government Act 2002
- subsidy**, in Part 5,—
- (a) means any funding from—
- (i) the national land transport fund; or
  - (ii) a local authority; but
- (b) does not include—
- (i) anything done under an agreement between the relevant regional council and an operator to reduce passenger fares; or
  - (ii) financial assistance provided by the relevant regional council for a passenger service identified in the council's regional public transport plan under section 120(1)(a)(vii)

#### 116B Limitations on payment of subsidies

A subsidy may only be provided to a public transport service that is—

- (a) identified in a regional public transport plan as integral to the region's public transport network; and
- (b) operated in a unit or part of a unit.

### Requirements and guidance

1	<p><u>Subsidy</u></p> <p>Integral services <b>must</b> be delivered by or under contract to a public transport authority (unless exempt) irrespective of whether the service requires subsidy to operate (LTMA s116A).</p> <p>However, if subsidy is required it <b>must</b> only be provided to a public transport service that is identified in a regional public transport plan as integral to the region's public transport network; and operated in a unit or part of a unit by or under contract to a PTA.</p> <p>Under the LTMA, subsidy is defined as any funding from a PTA, local authority, and the National Land Transport Fund.</p> <p>This means PTAs, city councils, district councils and NZTA (via the NLTF) can only fund integral services identified in a regional public transport plan that are delivered by or under contract with PTA in a unit.</p> <p>This enables PTAs to plan and deliver public transport networks in an integrated manner and further reinforces the need for PTAs and territorial authorities to work together in developing public transport services and infrastructure.</p>
2	<p><u>Financial assistance</u></p> <p>Exempt services operate without subsidy (LTMA s114A). For an exempt service to receive subsidy from a PTA, local authority or from the NLTF it would need to be reclassified as an integral non-exempt service and be regulated accordingly.</p> <p>However, the LTMA makes a distinction between subsidy and financial assistance. A PTA and / or a local authority <b>may</b> provide financial assistance— without changing the statutory status of an exempt service under the following limited circumstances:</p> <ul style="list-style-type: none"> <li>• to reduce passenger fares in accordance with an agreement between public transport authority and an exempt service operator</li> <li>• financial assistance for exempt services in small passenger service vehicles.</li> </ul>

3	<p>It is NZTA policy, that where a PTA and / or a local authority intends to financially assist an exempt service with funding from the NLTF or Crown via NZTA, the service <b>must</b>:</p> <ul style="list-style-type: none"> <li>• be identified in the relevant regional public transport plan as having an integral function; and,</li> <li>• be allocated into an exempt unit type for administrative purposes (refer section 4.4); and;</li> <li>• financial assistance must be provided in accordance with an agreement between the PTA and exempt service provider.</li> </ul>
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### 3.6 Integrated planning and delivery

<i>Extract from the LTMA as amended 2023</i>	
<b>115 Principles</b>	<p>(1) <i>All persons exercising powers or performing functions under this Part must be guided by each of the following principles to the extent relevant to the particular power or function</i></p> <p>...</p> <p>(d) <i>regional councils, territorial authorities, and public transport operators should work together to co-ordinate public transport services, the provision of infrastructure, and land use as necessary—</i></p> <p style="padding-left: 20px;">(i) <i>to meet the needs of passengers; and</i></p> <p style="padding-left: 20px;">(ii) <i>to encourage more people to use the services:</i></p> <p>...</p>
<b>117 Purpose of regional public transport plans</b>	<p><i>The purpose of a regional public transport plan is to provide—</i></p> <p>(a) <i>a means for encouraging regional councils, territorial authorities, and public transport operators to work together in developing public transport services and infrastructure; and</i></p> <p>...</p>
<b>124 Matters to take into account when adopting regional public transport plan</b>	<p><i>A regional council must, before adopting a regional public transport plan,—</i></p> <p>...</p> <p>(c) <i>take into account—</i></p> <p>...</p> <p>(ii) <i>any relevant regional policy statement, regional plan, district plan, or proposed regional plan or district plan under the Resource Management Act 1991; and</i></p> <p>(iia) <i>the transport component of any plan or strategy that has been developed and publicly consulted on by—</i></p> <p style="padding-left: 20px;">(A) <i>a territorial authority within the region; or</i></p> <p style="padding-left: 20px;">(B) <i>the regional council if it has transferred its public transport responsibilities to a territorial authority under section 17 of the Local Government Act 2002; and</i></p> <p>...</p> <p>(iva) <i>the views of the territorial authorities in the region; and</i></p> <p>(v) <i>the views of public transport operators in the region; and</i></p> <p>(vi) <i>the views of the public transport workforce and its representative unions registered under Part 4 of the Employment Relations Act 2000; and</i></p> <p>...</p>
<b>125 Preparation of regional public transport plans</b>	<p>...</p> <p>(3) <i>A regional council that is preparing a regional public transport plan may request any information from any territorial authority within its region that the regional council considers necessary to perform its functions under this Act in relation to that plan, and the territorial authority must promptly comply with that request</i></p> <p>...</p>

## Requirements and guidance

1	<p>The LTMA, places a significant emphasises on PTAs planning and delivering public transport in consultation and collaboration with territorial authorities, and public transport operators as summarised in the LTMA extracts above.</p> <p>This recognises, that to deliver consistently good journey experiences and attract and retain passengers requires a wide range of elements such as land use, network planning, infrastructure provision and efficient and effective operation of services need to come together in an integrated way.</p>
2	<p>Regional public transport plans <b>should</b> outline the key roles, responsibilities and dependencies across different entities within the region necessary to coordinate public transport services, the provision of infrastructure, and land use to:</p> <ul style="list-style-type: none"> <li>• meet the needs of passengers</li> <li>• encourage more people to use the services</li> <li>• support mode shift from private motor vehicle use and equitable access to places, facilities, services, and social and economic opportunities</li> <li>• reduce the environmental and health impacts of land transport</li> <li>• enable public transport investment to be efficient and give value for money</li> </ul>
3	<p>Regional public transport plans <b>should</b> include objectives, polices and actions that promote integrated delivery across land use, services and infrastructure provision and the different entities involved.</p>
4	<p>Actions identified within regional public transport plans are not binding on entities however they <b>may</b> be used to identify key dependencies and serve as a blueprint for achieving alignment and integrated delivery across relevant entities.</p>
5	<p>Where dependencies are tightly coupled across different stakeholders and long-term relationships are required, PTAs <b>should</b> foster a relational delivery approach and utilise this when developing regional public transport plans with key stakeholders. Further context and guidance is provided in Appendix A.</p>

### 3.7 Meeting the needs of transport disadvantaged

Extract from the LTMA as amended 2023

#### 5 Interpretation

(1) *In this Act, unless the context otherwise requires,—*

...

**transport-disadvantaged** means people who the regional council has reasonable grounds to believe are the least able to travel to basic community activities and services (for example, work, education, health care, welfare, and shopping)

...

#### 120 Contents of regional public transport plans

(1) *A regional council, in a regional public transport plan,—*

(a) *must—*

...

(vii) *identify any passenger services in small passenger service vehicles for which the regional council intends to provide financial assistance; and*

(viii) *describe how the network of public transport services and the services referred to in subparagraph (vii) will assist the transport-disadvantaged; and*

...

#### 124 Matters to take into account when adopting regional public transport plans

A regional council must, before adopting a regional public transport plan,—

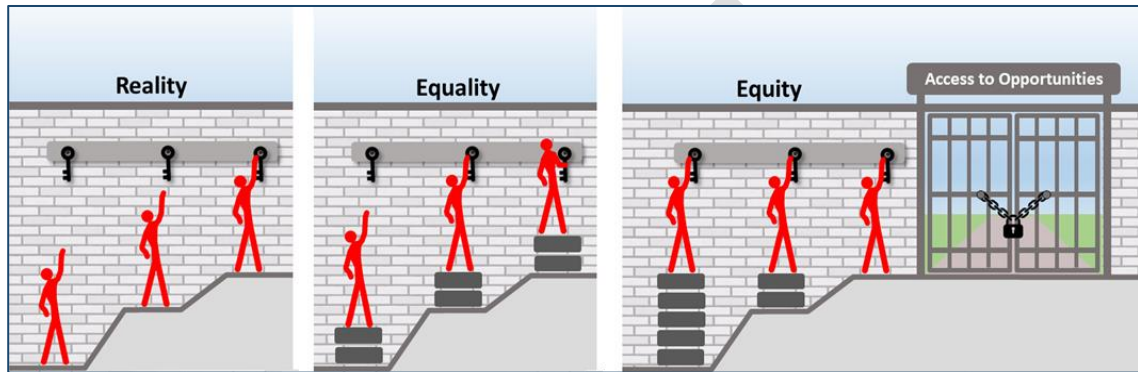
...

(d) consider the needs of persons who are transport-disadvantaged.

## Requirements and guidance

1	<p><u>Identifying transport disadvantaged</u></p> <p>PTAs <b>must</b> in their regional public transport plan identify the groups of people they consider transport disadvantaged.</p> <p>PTAs <b>should</b> identify in their regional public transport plan the range of personal, demographic, social and geographical attributes likely to restrict access to opportunities and the use of public transport services and facilities. Various reasons can impede people's mobility and access to basic community activities and services. These may include:</p> <ul style="list-style-type: none"><li>• Age (youth and elderly)</li><li>• Physical and mental disabilities</li><li>• Health conditions</li><li>• Low income</li><li>• Lack of access to a private vehicle/s</li><li>• Lack of accessible public transport services.</li></ul> <p>Based on the factors above, regional public transport plans <b>should</b> identify the groups of people more likely to be transport disadvantaged than the general population. The following are some of the groups most likely to be transport disadvantaged:</p> <ul style="list-style-type: none"><li>• People with accessibility needs</li><li>• People without driver licences, including children under driving age</li><li>• People on low incomes</li><li>• People in households without private vehicles.</li></ul>
2	<p><u>Meeting the needs of transport disadvantaged</u></p> <p>PTAs <b>must</b> in their regional public transport plan describe how the plan will assist the transport disadvantaged.</p> <p>PTAs <b>should</b> consider the difference between equality and equity when describing how the regional public transport plan assists the transport disadvantaged:</p> <ul style="list-style-type: none"><li>• <u>Equality</u> – an equality approach seeks to ensure public transport is generally available on an equal basis for all. This is an important component of coverage oriented public transport design, but on its own does not necessarily mean people can utilise services.</li><li>• <u>Equity</u> – an equity approach recognises that what is required to overcome transport disadvantage can vary significantly, and additional support should be targeted to people of greatest need.</li></ul> <p>PTAs <b>should</b> include objectives, policies and actions in their regional public transport plan to assist transport disadvantaged. These should be informed through engagement with transport disadvantaged. Possible focus areas include, but are not limited to:</p> <ul style="list-style-type: none"><li>• accessibility standards for public transport infrastructure and vehicles</li><li>• ensuring walking/wheeling infrastructure to and from stops are accessible, step-free and in good condition</li></ul>

- customer service training and awareness for public transport staff
- providing information and communications about public transport in accessible formats including New Zealand Sign Language, Easy Read, Braille, large print and audio.
- providing targeted services for people with greatest need such demand responsive services like, on-demand public transport, total mobility or support for community transport initiatives
- services to locations and at times that serve the needs of transport-disadvantaged
- targeted fare concessions
- targeted travel training / assisted journeys for transport-disadvantaged.



### 3.8 Plan can include any matter a PTA thinks fit

Extract from the LTMA as amended 2023

#### 120 Contents of regional public transport plans

(1) A regional council, in a regional public transport plan,—

...

(d) may state or describe any other matters that the regional council thinks fit.

..

### Requirements and guidance

- 1 The LTMA specifies certain matters that **must** be included within a regional public transport plan. These are addressed in the following sections of this document.  
The LTMA also enables PTAs to state or describe any other matters that the regional council thinks fit. This ensures the regional public transport plans can address the specific priorities and context of each region.

## 4 Content of plans

### 4.1 Services integral to the network

*Extract from the LTMA as amended 2023*

#### **120 Contents of regional public transport plans**

- (1) A regional council, in a regional public transport plan,—
- (a) must—
- (i) identify the public transport services that are integral to the public transport network; and
- ...
- (c) may describe exempt services but may not make them subject to the objectives and policies described in paragraph (b); and
- ...

#### **4.1.1 Identifying integral services**

Services that are integral to the public transport network are those that a PTA considers necessary for the effective and efficient operation of the public transport system in the public interest. Exempt services can also be identified as integral as set in section 3.3.

Being clear about the role and function of public transport in different contexts and the benefits sought by providing services is an important consideration for designating a service as integral.

#### **4.1.2 Outcomes sought from public transport**

The Ministry of Transport's Transport Outcomes Framework (available online [www.transport.govt.nz](http://www.transport.govt.nz)) outlines five outcome areas sought from the transport system. These are economic prosperity, inclusive access, healthy and safe people, resilience, and security and environmental sustainability. Public transport contributes to these outcome areas in various ways. For example, public transport can:

- Enable efficient and productive use of high value urban space (economic prosperity, environmental sustainability).
- Alleviate congestion (economic prosperity).
- Improve access to markets, employment and areas that contribute to economic growth (economic prosperity, inclusive access).
- Enable access to employment, education, healthcare, social and cultural opportunities (economic prosperity, inclusive access, healthy and safe people).
- Ensure access to essential services for those unable to drive (economic prosperity, inclusive access, healthy and safe people).
- Provide resilience to rising transport and energy costs by providing an alternative to private motor vehicles (resilience and security, inclusive access, economic prosperity).
- Reduce harmful emissions to the environment and human health (environmental sustainability, healthy and safe people).
- Reduce deaths and serious injuries as public transport is among the safest form of transport (healthy and safe people).

The role of public transport and the benefits it can offer differ by location and spatial context.



**Figure 2 Spatial context examples**

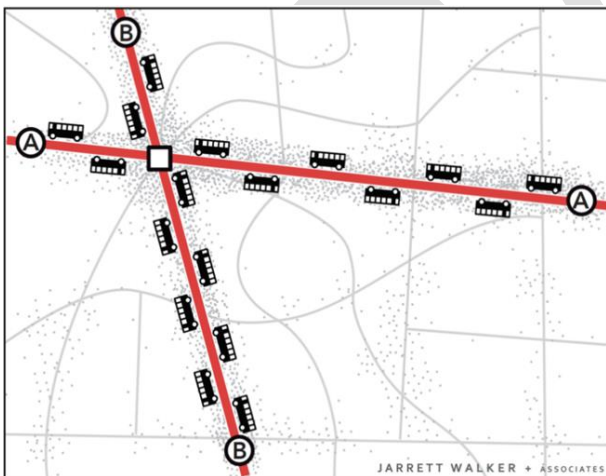


**4.1.3 Function of integral services**

Being clear about the role of public transport in different contexts and the benefits sought are also key factors for identifying the function of integral services. For example:

- **Patronage** oriented service design will be required where mode shift, alleviating congestion, emission reduction and enabling productive urban form are key outcomes being sought.
- **Coverage** oriented service design will be required where inclusive access and meeting the needs of transport disadvantaged are identified as key outcomes being sought.

**Figure 3 Patronage oriented service design**



**Characteristics**

High service frequencies, direct service alignments resulting in maximum convenience and high patronage.

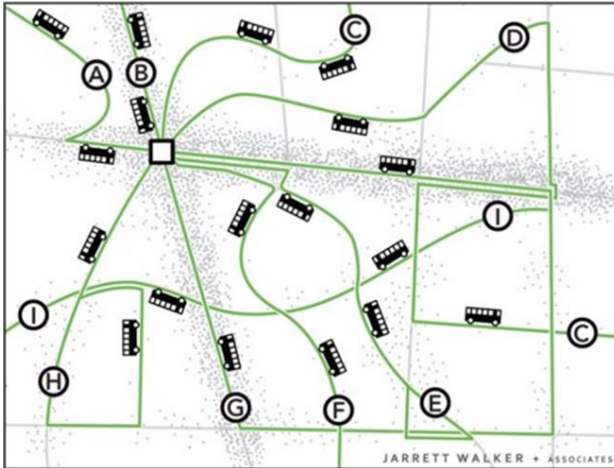
**Key benefits**

- Increase mode share & alleviate congestion
- Enable productive urban form along corridors
- Reduce harmful emissions

**Limitations**

- Many people will have no service, including transport disadvantaged.

**Figure 4 Coverage oriented service design**



**Characteristics**

Resources spread out resulting in low service frequencies less-direct services, less convenience and lower patronage.

**Key benefits**

- Inclusive access, particularly for transport disadvantaged.

**Limitations**

- Approach will not significantly increase mode share, shape urban form or reduce harmful emissions from the transport system.

Patronage and coverage-oriented services are neither better nor worse than each other. Rather they result in different outcomes that are in the public interest. Often communities seek both patronage and coverage-oriented outcomes. The LTMA could be interpreted as supporting both service types. For example:

- The purpose of the LTMA is to contribute to an effective, efficient, and safe land transport system in the public interest (LTMA s3)
- The LTMA s115 principles reference the role of public transport in supporting:
  - mode shift and reducing the environmental and health impacts of land transport (outcomes requiring patronage-oriented service design)
  - equitable access to places, facilities, services, and social and economic opportunities, (outcomes requiring coverage-oriented service design)
- LTMA s120 (1) (vii) requires that PTAs, in a regional public transport plan must describe how the network of public transport services will assist the transport-disadvantaged. Under the LTMA, “Transport-disadvantaged means people who the regional council has reasonable grounds to believe are the least able to travel to basic community activities and services (for example, work, education, health care, welfare, and shopping)” (LTMA s5).

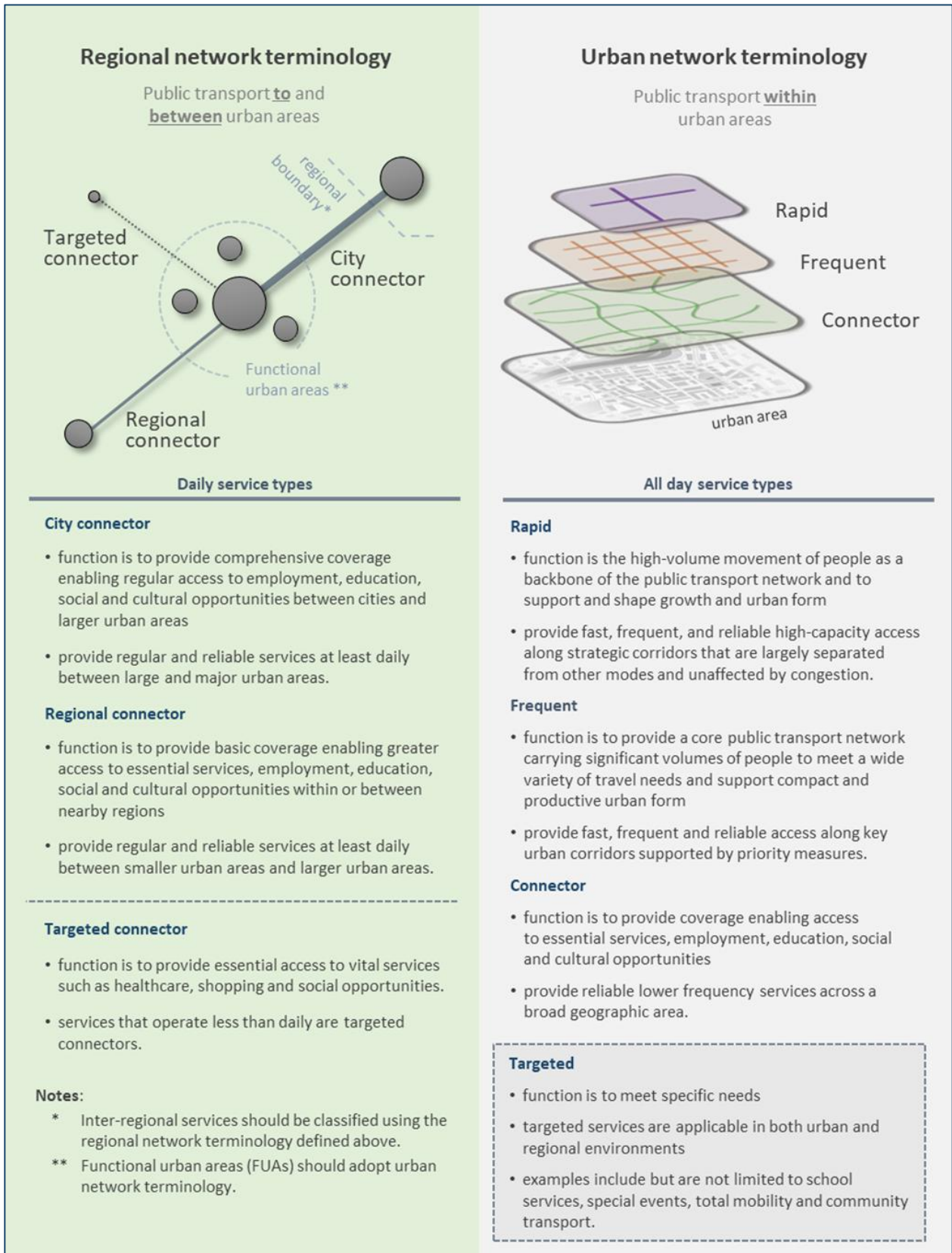
Each approach utilises limited resources and funding in different ways and to some extent one approach must be prioritised over the other.

**4.1.4 Functional service descriptors**

Utilising nationally consistent language for describing integral public transport services enables better integration across local, regional, and national stakeholders and with different disciplines such as land use and transport planning.

The functional service descriptors are designed to integrate with the one network framework (ONF) and serve as a basis for defining public transport service levels and other operational policy within regional public transport plans.

**Figure 5 Functional service descriptors**



## Requirements and guidance

1	PTAs <b>must</b> collaborate with key stakeholders when identifying integral services. Refer integrated planning and delivery (section 3.6) and collaboration and consultation when preparing a plan (section 5.5).
2	<p>As strategic context PTAs <b>should</b> outline at a high level in regional public transport plans the:</p> <ul style="list-style-type: none"> <li>• problems / opportunities and outcomes sought by spatial context within their region</li> <li>• role of public transport in addressing those problems, opportunities, and outcomes</li> <li>• benefits expected from provision of services for communities, the economy and the environment by spatial context within the region where public transport is provided or is intended to be provided</li> <li>• needs of the transport disadvantaged (refer to section 3.7 for further guidance)</li> </ul>
3	For transparency, PTAs <b>should</b> include in their regional public transport plan the general reasons or principles they have used to determine what services are integral. This may vary depending on context and can change over time as population, technology, and the environment changes.
4	<p>PTAs <b>should</b> include service allocation policies in their regional public transport plans such as but not limited to:</p> <ul style="list-style-type: none"> <li>• The extent to which PTA is pursuing patronage and coverage-oriented outcomes by spatial context within a region.</li> <li>• Coverage-oriented policy that makes clear to the public the spatial extent of coverage and minimum level of service the PTA aims to provision via coverage-oriented services (such as connector services and / or targeted services designed to provide coverage) in both an urban and regional context where relevant.</li> <li>• Patronage oriented policy that makes clear to the public the extent and circumstances under which PTA aims to provision patronage-oriented services such as frequent and rapid services where relevant.</li> </ul>
5	PTAs <b>must</b> align with the functional service descriptors outlined under Figure 5 when identifying integral services, to the extent the descriptors are relevant to their region. For example, rapid services are not applicable in every region.
6	PTAs <b>may</b> define different types of services under each functional service category where the types have distinct service levels or policies. For example, a PTA may define different types of connector services the make up a connector network or different types of rapid services (e.g bus, rail, ferry, or urban gondola) that make up a rapid network.

## 4.2 Outlining routes and service levels

*Extract from the LTMA as amended 2023*

### **120 Contents of regional public transport plans**

- (1) A regional council, in a regional public transport plan,—
- (a) must—
- (i) identify the public transport services that are integral to the public transport network; and
  - ...
  - (ii) for scheduled services identified under subparagraph (i), provide an outline of their routes, frequency, and hours of operation; and
  - (iia) for unscheduled services identified under subparagraph (i), provide an outline of their geographic area, and hours, of operation; and
  - ...

### 4.2.1 Urban routes

Within urban areas, public transport services form integrated urban networks. Service types include:

- Rapid services
- Frequent services
- Connector services
- Targeted services

The role and benefits of public transport varies by context and not all service types are applicable in every case. For instance, smaller urban areas may only need connector or targeted services, while larger urban areas might require a comprehensive range of service types to achieve desired outcomes.

#### Requirements and guidance

1	<p>Rapid, frequent and connector networks (where applicable) <b>should</b> be outlined at least schematically within regional public transport plans at a scale that covers the entirety of the relevant urban area. If required for legibility, such diagrams need not specify routes individually, rather provide an overview of the network.</p> <p>Targeted services <b>should</b> be outlined separately along with relevant objectives and policies relevant to those services.</p> <p>High level descriptive outlines for individual routes and services should be included in unit tables within included within a regional public transport plan (refer to section 4.4 for further guidance on units).</p>
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### 4.2.2 Regional routes

Regional services facilitate travel to and between urban areas. Service types include:

- City connectors
- Regional connectors
- Targeted connectors
- Targeted services

Regional services of any type can also cross regional boundaries, contributing to a nationally connected network.

## Requirements and guidance

- |   |  |
|---|--|
| 1 | <p>City connectors, regional connector and targeted connectors (where applicable) <b>should</b> be outlined diagrammatically at a scale that covers the entirety of the region and any existing or planned connections with neighbouring regions (refer to section 4.2.6 for further guidance on inter-regional services)</p> <p>Targeted services <b>should</b> be outlined separately along with relevant objectives and policies relevant to those services.</p> <p>High level descriptive outlines for individual routes and services <b>should</b> be included in unit tables within included within a regional public transport plan (refer to section 4.4 for further guidance on units).</p> |
|---|--|

### 4.2.3 Time horizons

#### Requirements and guidance

- |   |   |
|---|---|
| 1 | <p>Where urban and / or regional services are intended to improve overtime, PTAs <b>should</b> include a series of diagrams that illustrate key changes across different time horizon:</p> <ul style="list-style-type: none"><li>• <u>A future state network schematic</u> - illustrating a longer-term vision for public transport that necessarily precedes other shorter-term planning and funding processes that determine if, when, and how a future state can be realised. A future state schematic can both inform and / or be informed by broader integrated land use and transport planning initiatives such as district plans, spatial plans and future development strategies.</li><li>• <u>Medium term network schematic</u> - illustrating intended network changes within a 10-year window of the plan being adopted.</li><li>• <u>Short term network schematic</u> - illustrating existing and planned connections by applicable service type and mode (bus, train ferry) within a three-year window of the plan being adopted.</li></ul> <p>If required for legibility, such diagrams need not specify routes individually, rather provide an overview of the network and intended changes.</p> |
|---|---|

### 4.2.4 Outlining frequency and hours of operation

#### Requirements and guidance

- |   |   |
|---|---|
| 1 | <p>Regional public transport plans <b>should</b> outline minimum service frequencies and hours of operation by functional service type for urban and regional networks.</p> <p>Illustrative examples are provided below. This does not constitute service level guidelines. As part of developing or renewing plans, PTAs in consultation with key stockholders, need to identify services and service levels appropriate to their regional and local context.</p> <p>Service levels for targeted services <b>should</b> be outlined separately along with relevant objectives and policies relevant to those services.</p> |
|---|---|

**Table 1 - Urban services (to the extent applicable)**

Service type	Minimum frequency	Hours of operation
<b>Rapid</b>	5 - 10 minutes peak 10 minutes off-peak (bus) 15 minutes off-peak (train) 20 minutes off-peak (ferry)	6am to midnight - 7 days
<b>Frequent</b>	15 minutes peak 15 minutes off-peak 30 minutes evenings	6am to 11pm - 7 days
<b>Connector</b>	20 minutes peak 30 minutes off-peak 60 minutes evenings	6am to 10pm - 7 days
<b>Definitions:</b> include relevant definitions such as peak periods, off-peak periods and evenings.		

**Table 2 - Regional services**

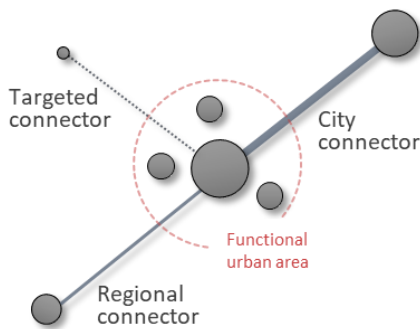
Service type	Minimum frequency	Hours of operation
<b>City connector</b>	2 -hourly	6am to 8pm - 7 days
<b>Regional connector</b>	4 return services per day	6am to 6pm - 7 days
<b>Targeted connector</b>	Weekly	Varies
<b>Definitions:</b> include any relevant definitions.		

**Table 3- Targeted services**

Service type	Service levels
<b>Peak assist</b>	Outline relevant content or refer to relevant section within the regional public transport plan
<b>School</b>	“
<b>On-demand</b>	“
<b>Total mobility</b>	“
<b>Community transport</b>	“
<b>Special events</b>	“

## 4.2.5 Functional urban areas

Functional urban areas include a central urban core and highly integrated adjacent urban areas.



On a national basis, Statistics New Zealand has categorised functional urban areas and identified:

- 6 metropolitan areas
- 11 large regional centres
- 14 medium regional centres
- 22 small regional centres.

For further guidance refer to Stats NZ (2021) Functional urban areas – methodology and classification or subsequent updates available online: [www.stats.govt.nz](http://www.stats.govt.nz).

### Requirements and guidance

- |   |   |
|---|---|
| 1 | <p>In some cases, it may be appropriate to identify service levels for functional urban areas separately to that of services within urban areas and longer distance regional services. In such cases, PTAs <b>may</b> set this out in a separate table that:</p> <ul style="list-style-type: none"> <li>• utilises regional or urban service descriptors that best fit the function and outcomes being sought for each connection within a functional urban area (refer section 4.1.4 functional service descriptors)</li> <li>• outlines service levels appropriate to its regional and local context</li> </ul> |
|---|---|

## 4.2.6 Inter-regional services

Public transport services of any type (refer to functional service descriptors in section 4.1.4) can cross regional boundaries. These may be long distance services that connect cities and towns, or relatively short distance services that connect urban areas that happen be situated either side of a regional boundary.

### Requirements and guidance

- |   |  |
|---|--|
| 1 | <p>Where an integral service crosses a regional boundary:</p> <ul style="list-style-type: none"> <li>• The service <b>should</b> be identified within the regional public transport plan of all PTAs where the service operates, and</li> <li>• the regional public transport plans <b>should</b>, in a consistent way, outline the responsibilities of the respective PTAs relevant to the provision of the service, including identification of a lead PTA responsible for planning, procuring and operating the service (unless exempt).</li> </ul> |
|---|--|



- the service **should** be assigned standard terminology appropriate to its function (refer functional service descriptors in section 4.1.4).

#### 4.2.7 Demand responsive public transport

##### Requirements and guidance

1	<p><u>Publicly provided</u></p> <p>Publicly provided demand responsive transport services are services identified in regional public transport plan as integral, are allocated into a unit and provided by or under contract to a PTA, unless exempt.</p> <p>Where a PTA provides or intends to provide on-demand public transport service it <b>must</b> include objectives and policies within its regional public transport plan that:</p> <ul style="list-style-type: none"> <li>• Outline the use causes for which a PTA may deploy on-demand public transport.</li> <li>• The accessibility standards that will apply to the scheme and vehicles utilised within the scheme.</li> <li>• Signal how on-demand public transport schemes may be adjusted in response to changing customer demand to promote good customer experience. This may include replacing the service or adjusting: <ul style="list-style-type: none"> <li>- Fares and payment methods</li> <li>- Operating catchment</li> <li>- Operating mode</li> <li>- Hours of operation</li> <li>- Eligibility to utilise the service</li> </ul> </li> </ul> <p><u>Publicly assisted</u></p> <p>A publicly supported demand responsive transport services are exempt services such as (but not limited to) community transport initiatives that the PTA identifies as providing an integral function and where provision of financial assistance represents good value for money and is in the public interest.</p> <p>Where a PTA intends to financially assist an exempt service, it <b>must</b> identify the service within the regional public transport plans and include objectives and policies that outline the circumstances and extent to a PTA may support the service (refer to section 3.5).</p>
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#### 4.2.8 Total mobility

##### Requirements and guidance

1	<p>As a minimum, regional public transport plans must include policies specifying:</p> <ul style="list-style-type: none"> <li>• any regional fare caps and their process for review;</li> <li>• policy for enabling hoist-equipped vehicles; and</li> <li>• eligibility requirements for admitting or removing transport providers from participating in the Total Mobility Scheme</li> </ul>
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2	Regional public transport plans <b>should</b> outline the purpose of total mobility, how it is managed and delivered within the region, and if relevant outline any issues or opportunities and actions for improving delivery of the scheme.
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### 4.3 Identifying necessary infrastructure

*Extract from the LTMA as amended 2023*

#### **120 Contents of regional public transport plans**

- (1) A regional council, in a regional public transport plan,—
- (a) must—
- (i) identify the public transport services that are integral to the public transport network; and
  - (ia) identify the infrastructure necessary to support the services identified under subparagraph (i); and
- ...

#### 4.3.1 Infrastructure types

Public transport infrastructure includes physical assets, facilities and systems necessary for integral public transport services to be delivered efficiently and effectively to meet their stated function and purpose as set out in a PTA's regional public transport plan.

Public transport infrastructure types that should be considered when developing regional public transport plans, include:

- Network infrastructure
- Strategic enabling infrastructure and assets

Each category is further outlined below, along with guidance relevant to the development of regional public transport plans.

#### 4.3.2 Network infrastructure

Network infrastructure comprises infrastructure located “out on the network” that enables passengers to utilise integral services and / or enable efficient service delivery. Examples include (but are not limited to) bus stops, train stations, ferry terminals, interchanges, special vehicle lanes like bus lanes, rail lines, vehicle layover locations, workforce rest and meal break facilities, and opportunity charging locations.

Relevant network infrastructure and applicable standards will vary by integral service type, public transport mode and spatial context. This in turn will vary by region and location within regions. To enable a nationally consistent yet flexible approach, PTAs should utilise the One Network Framework and the Public Transport Design Guidance as a basis for identifying network infrastructure.

### Requirements and guidance

1	<p><u>Process guidance</u></p> <p>The One Network Framework (ONF) should be used as a basis for identifying network infrastructure necessary to support integral services by:</p> <ul style="list-style-type: none"> <li>• Identifying existing and future integral networks and outlining minimum service frequencies and hours of operation for each integral service type in general accordance with section 4.1 of this document.</li> <li>• Using the ONF classifications to allocate integral service networks into corridor segments (such as dedicated, spine, primary, secondary, and targeted) using the ONF public transport classifications.</li> </ul>
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	<ul style="list-style-type: none"> <li>• Identifying the infrastructure necessary to support services for both links (road, rail and ferry corridors) and nodes (stops, stations, terminals) for each corridor segment by way of reference to relevant public transport design guidelines or standards. Such guidance and standards should take account of ONF place and movement functions. For example, the NZTA public transport design guidance topics: bus stop, Interchanges &amp; stations, and priority and optimisation incorporate ONF classifications.</li> <li>• Identifying gaps (if any) between existing infrastructure and infrastructure necessary to support services for both links and nodes for each corridor segment.</li> <li>• Identifying the time horizon within which gaps should be addressed. <ul style="list-style-type: none"> <li>○ <u>Future state</u> – activities that should be developed over a long-time horizon to give effect to longer term strategies or land use plans. Short- and medium-term initiatives should be steps toward a future state.</li> <li>○ <u>Medium term</u> - activities that should be funded, delivered or commenced within a 10-year window of the plan being adopted.</li> <li>○ <u>Short term</u> - activities that should be funded, delivered or commenced within a three-year window of the plan being adopted</li> </ul> </li> </ul>
2	<p><u>Output guidance</u></p> <p>Regional public transport plans <b>must</b> identify infrastructure necessary to support integral services (LTMA s120). In relation to network infrastructure, this should be implemented by including:</p> <ul style="list-style-type: none"> <li>• a network schematic(s) of integral services, overlaid with corridor segments informed by ONF classifications. Supplementary tables should be included for each segment that, in a simple way, identifies: <ul style="list-style-type: none"> <li>○ infrastructure required to support services by way of reference to relevant public transport design guidelines or standards.</li> <li>○ gaps (if any) between existing and required infrastructure and the time horizon within which gaps should be addressed</li> </ul> </li> <li>• Objectives and policies that promote the integrated provision of services and infrastructure.</li> </ul>

### 4.3.3 Strategic enabling infrastructure and assets

Strategic enabling infrastructure and assets refers to foundational elements necessary to deliver efficient and effective public transport services. Examples include depot land, access to motive energy (such as diesel, electricity, and hydrogen), rolling stock (such as buses, trains, and ferries), vehicle maintenance facilities, and workforce facilities. The way these assets are planned and provisioned can influence:

- competition for unit contracts in both the short and long term
- flexibility in enabling service changes over time
- service resilience and continuity overtime

Requirements and guidance	
1	As part of developing or renewing regional public transport plans and procurement strategies, PTAs <b>should</b> identify and classify strategic enabling infrastructure and assets and include objectives and policies that guide how and who will provision those elements in a manner that

	<p>promotes fair competition and supports efficient markets for unit contracts, and best long-term value for money.</p>
<p>2</p>	<p><u>Guidance</u></p> <p>The following criteria can be used to classify enabling infrastructure and assets. Tier 1 and 2 assets should be defined as strategic enabling assets:</p> <ul style="list-style-type: none"> <li>• Tier 1 assets: Foundational long-term strategic enabling assets such as land and access to energy. Lifecycles measured in decades and/or strategically important for enabling competitive and efficient markets and obtaining best long-term value for money.</li> <li>• Tier 2 assets: Medium-term enabling assets essential to service delivery (generally &gt;10-year lifecycles) and the treatment of which can significantly influence obtaining best value for money.</li> <li>• Tier 3 assets: Commodity type assets (generally &lt;10-year lifecycles) routinely renewed and replaced as part of normal business processes.</li> </ul> <p>Regional public transport plans, should outline the time horizon within which strategic enabling infrastructure assets should be provided, renewed or upgraded in order to enable the delivery of integral services:</p> <ul style="list-style-type: none"> <li>• <u>Short term</u> – assets that should be provided, renewed or upgraded within a three-year window of the plan being adopted</li> <li>• <u>Medium term</u> - activities that should be provided, renewed or upgraded within a 10-year window of the plan being adopted.</li> <li>• <u>Future state</u> - activities that should be developed over a long-time horizon to give effect to longer term strategies or land use plans. Short and medium term initiatives should be steps towards a future state.</li> </ul>
<p>3</p>	<p><u>Output guidance</u></p> <p>Regional public transport plans <b>must</b>:</p> <ul style="list-style-type: none"> <li>• identify tier 1 and 2 enabling infrastructure and assets required to deliver integral service types and the time horizons within which enabling infrastructure and assets should be provided, renewed or upgraded, and</li> <li>• include objectives and policies that guide how and who will provision identified enabling infrastructure and assets in a manner that promotes fair competition and supports efficient markets for unit contracts, and best long-term value for money.</li> </ul> <p>This should be informed by the development of procurement strategies, refer to section 4.5.3 for further guidance.</p>

## 4.4 Arranging services into units

Extract from the LTMA as amended 2023

### 114B Meaning of unit

- (1) In this Part, a unit is a defined geographic area (of any size)—
  - (a) that is specified in a regional public transport plan; and
  - (b) for which the regional council for the region has specified (in any way) how public transport services must be operated.
- (2) For example, a regional council may specify the geographic boundaries of a unit by reference to—
  - (a) cadastral, electoral, regional, territorial, or other central or local government administrative boundaries; or
  - (b) suburbs, roads, motorways, or railways; or
  - (c) landmarks; or
  - (d) destinations (for example, a hospital, public library, shopping centre, or transport depot).
- (3) For example, a regional council may specify how public transport services in a unit are to be operated by reference to 1 or more of the following:
  - (a) operation along the whole or a part of the length of 1 or more specified routes within the unit;
  - (b) operation according to a schedule that applies to the whole or a part of 1 or more specified routes within the unit;
  - (c) operation from or to a particular destination within the unit;
  - (d) operation within the unit without predetermined routes or schedules.

### 120 Contents of regional public transport plans

- (1) A regional council, in a regional public transport plan,—
  - (a) must—
    - (i) identify the public transport services that are integral to the public transport network; and
    - ...
    - (iii) arrange all of the public transport services identified under subparagraph (i) into units; and
    - ...
  - (c) may describe exempt services but may not make them subject to the objectives and policies described in paragraph (b); and
  - ...

Units provide a logical structure for procurement, monitoring, reporting, and enabling transparency of information. The following outlines requirements for grouping services into units.

### Requirements and guidance

1

#### Unit types

Services **must** be arranged into units based on their statutory service type and potential eligibility for subsidy or financial assistance. Unit types are as follows:

- Contracted unit - Comprising one or more integral public transport services that are provided or intended to be provided under contract to a PTA and are eligible for subsidy.
- In-house unit - Comprising one or more integral public transport services that are provided or intended to be provided by a PTA and are eligible for subsidy.
- Exempt financially assisted - Comprising one or more exempt public transport services that are provided in small passenger services vehicles (12 or fewer seats) and receive or are intended to receive financial assistance under LTMA s120(1)(a)(vii).

	<ul style="list-style-type: none"> <li>• <u>Exempt fare reduction</u> - Comprising one or more exempt public transport services that receive or are intended to receive financial assistance to reduce fares in accordance with an agreement between the PTA and exempt service operator.</li> <li>• <u>Exempt commercial</u> - Public transport services that are independently operated, considered integral to the network and not financially assisted or intended to receive financial assistance.</li> </ul> <p>Allocation of integral services into units based on the statutory service type enables a logical organising structure and an efficient means of managing and reporting units and services.</p>
2	<p><u>Basis for arranging services into units</u></p> <ul style="list-style-type: none"> <li>• <u>Geographically based</u> Units <b>must</b> be geographically based - LTMA s114B, defines a unit as a geographic area of any size, identified in a regional public transport plan for which the PTA has specified how public transport services must be operated. The geographic area of a unit is largely determined by the services within the units and may change over time.</li> <li>• <u>Single mode</u> Services in a unit <b>must</b> be of the same mode. For example, a unit cannot include a combination of bus, ferry or train services. This enables greater information transparency and simplified monitoring and reporting but does not prevent integrated procurement across different modes if required. On-demand public transport is a variant to a parent mode such as bus or ferry and may be arranged into standalone units or form part of units with fixed route services of the same mode.</li> <li>• <u>Single operator</u> All services allocated into a contracted or in-house unit <b>must</b> have a single operator accountable for the operation and delivery of services within the unit. This does not preclude joint ventures or other such arrangements. <i>Exception</i> - An exempt unit <b>may</b> be associated with one or more exempt service providers. For example, a PTA may identify a unit for the purpose of enabling provision of the Total Mobility scheme in a geographic locality and may have agreements with multiple service providers within that locality.</li> <li>• <u>Efficiency and value for money</u> Services <b>must</b> be arranged units in a manner that is efficient and gives value for money. Policy, guidance, and requirements to help give effect to this are included within the NZTA Procurement Manual.</li> </ul>

#### 4.4.1 Unit information

*Extract from the LTMA as amended 2023*

##### **120 Contents of regional public transport plans**

- (1) A regional council, in a regional public transport plan,—
- (a) *must—*
- (i) *identify the public transport services that are integral to the public transport network;*  
*and*

<p>(ii) <i>for scheduled services identified under subparagraph (i), provide an outline of their routes, frequency, and hours of operation; and</i></p> <p>(iia) <i>for unscheduled services identified under subparagraph (i), provide an outline of their geographic area, and hours, of operation; and</i></p> <p>(iii) <i>arrange all of the public transport services identified under subparagraph (i) into units; and</i></p> <p>(iv) <i>indicate the date by which any service in a unit or part of a unit is expected to start operating; and</i></p> <p>(v) <i>indicate the date by which any exempt service that is to be replaced by a service or services in a unit is to be deregistered; and</i></p> <p>(vi) <i>identify any units for which the regional council intends to provide financial assistance; and</i></p> <p>(vii) <i>identify any passenger services in small passenger service vehicles for which the regional council intends to provide financial assistance; and</i></p> <p>...</p> <p>(2) <i>Without limiting subsection (1)(b), a regional council must, in relation to any units, include in a regional public transport plan policies on—</i></p> <p>...</p> <p>(d) <i>the approach that will be taken to provide the service or services in a unit or part of a unit, including, if relevant, whether the service or services will be operated by the council itself or another person; and</i></p> <p>(e) <i>how the procurement of services in units will be phased in over time; and</i></p> <p>...</p>
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### Requirements and guidance

1	Unit information requirements can be met by including a schedule of units and a schedule of services within a regional public transport plan
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#### 4.4.2 Schedule of units

### Requirements and guidance

1	<p>Regional public transport plans <b>should</b> include a schedule of units. The purpose of the schedule is to provide an efficient way to:</p> <ul style="list-style-type: none"> <li>• indicate the geographic locality of the unit via the unit name</li> <li>• identify the mode of service included within the unit (e.g. bus, train or ferry)</li> <li>• identify any units for which the regional council intends to provide subsidy or financial assistance by noting the type of unit in the schedule</li> <li>• indicate whether the service or services will be operated by the PTA itself or another person by noting the type of unit in the schedule</li> <li>• indicate how the procurement of services in units will be phased in over time by noting the status of unit in the schedule</li> <li>• indicate the scale of the units by noting the approximate peak vehicle requirement (PVR) and in-service hours or estimated demand</li> </ul> <p>Table 2 provides an example schedule of units.</p>
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**Table 2 Example schedule of units**

Reference	Unit name <sup>1</sup>	Mode	Type of unit	Approximate scale of unit <sup>2</sup>	Status
Unit 01	Western suburbs	Bus	Contracted	Small	Existing – ends October 2025
Unit 02	City	Train	Contracted	Large	Existing – ends July 2025
Unit 04	Northern suburbs on demand	Bus	In-house	Small	Planned 2029
Unit 05	Harbour	Ferry	Exempt – commercial	Small	Existing
Unit 06	Unit Name	Cable car	Exempt - fare reduction	Small	Existing
TM 01	Total Mobility – locality 1	SPSV	Exempt - small passenger service vehicle	N/A - Demand driven & open to eligible service provides.	Existing
TM 02	Total Mobility – locality 2	SPSV	Exempt - small passenger service vehicle	N/A - Demand driven & open to eligible service provides.	Existing
CT 01	Community transport - locality 1	SPSV	Exempt - small passenger service vehicle	N/A - Demand driven & open to eligible service provides.	Planned

#### 4.4.3 Schedule of services

Policy and guidance	
1	<p>Regional public transport plans <b>should</b> include a schedule of services. The purpose of the schedule is to provide an efficient way to:</p> <ul style="list-style-type: none"> <li>• identify the service by its “service identifier” being the identifier that, in relation to existing services, is used by passengers and will correlate with more detailed service information published by the PTA</li> <li>• provide an outline of routes or geographic area via the “service description” column.</li> <li>• provide an outline of frequency, and hours of operation via the “service type”, which references network schematics (where relevant) and service level tables included within the regional public transport plan (refer section 4.1 for further context)</li> <li>• indicate the date by which any service in a unit or part of a unit is expected to start operating</li> </ul>

<sup>1</sup> The unit name should reference the high level geographic locality of the unit.

<sup>2</sup> Based on approximate peak vehicle requirement (PVR): Small = PVR of 10 or less, Medium = PVR of 11 to 50, Large = PVR of 51 to 99, Very large = PVR of 100+



	<ul style="list-style-type: none"> <li>• indicate and planned service changes where known</li> <li>• identify the unit the service is allocated into and identify any future change to unit allocation where known</li> </ul> <p>Table 3 provides an example of a schedule of services.</p>
2	Separate tables <b>should</b> be provided for each mode of transport (e.g. bus, ferry and train).

**Table 3 Example schedule of services**

Service identifier	Service description Outline of routes for scheduled fixed route services or outline of geographic catchment for demand responsive services.	Service	Commencement and planned changes where known	Unit Existing	Unit Future
05 - Silverdale	Silverdale - North Hub - Hillcrest -- City Centre	Connector	Existing	1	1
51 - Orbiter	Rosewood – Eerie – Hospital - Flagstaff	Frequent	Existing service - route change planned in 2028 subject to funding. Service will no longer go down Clyde Street and instead will utilise Mc Arthur Road upon completion of bus lanes.	1	8
EX1 - City express	City Hub – Sherwood – Nottingham – Kings court	Rapid	Planned 2027	-	2
EX2 - City express	City Hub – locality 4 – locality 5 – locality 6	Frequent	Existing	2	2
25 - City link	Springfield - City via, Smallville, Shelbyville, Northtown.	City connector	Existing	4	4
26 - Southern connector	Westham - City via, Chelsea and Leads	Targeted connector	Existing	17	10
18 – Flex on demand	Gotham - northern suburbs connecting into north hub	Targeted on demand	Planned 2029	4	4

## 4.5 Objectives and policies

*Extract from the LTMA as amended 2023*

### **120 Contents of regional public transport plans**

- (1) A regional council, in a regional public transport plan,—
- ...
- (b) must specify any objectives and policies that are to apply to—
- (i) any units; and
- (ii) any services referred to in paragraph (a)(vii) [passenger services in small passenger service vehicles for which the regional council intends to provide financial assistance]; and
- (c) may describe exempt services but may not make them subject to the objectives and policies described in paragraph (b); and
- (d) may state or describe any other matters that the regional council thinks fit.
- ...
- (2) Without limiting subsection (1)(b), a regional council must, in relation to any units, include in a regional public transport plan policies on—
- (a) accessibility, quality, and performance; and
- (b) fares and the method or formula or other basis for setting and reviewing those fares; and
- (c) the process for establishing units; and
- (d) the approach that will be taken to provide the service or services in a unit or part of a unit, including, if relevant, whether the service or services will be operated by the council itself or another person; and
- (e) how the procurement of services in units will be phased in over time; and
- (f) managing, monitoring, and evaluating the performance of services in units.
- ...
- (4) A regional public transport plan must set out the policy the regional council will apply in determining whether a proposed variation to the regional public transport plan is significant for the purpose of section 126(4).
- ...

The LTMA takes an enabling approach to PTAs specifying objectives and policies in their regional public transport plan, these can apply to:

- units; and,
- passenger services in small passenger services vehicles intended to receive financial assistance

The LTMA specifically identifies several policy areas which **must** be included in regional public transport plans, which can be summarised as follows:

- Accessibility and quality (LTMA s120(2)(a)) – refer section 4.5.1
- Fares and pricing (LTMA s120(2)(b)) – refer section 4.5.2
- Unit procurement (LTMA s120(2)(c),(d),(e)) – refer section 4.5.3
- Service performance (LTMA s120(2)(f)) – refer section 4.5.4
- Significance policy (LTMA s120(4)) – refer section 5.4

### 4.5.1 Accessibility and quality

*Extract from the LTMA as amended 2023*

### **120 Contents of regional public transport plans**

- ...
- (2) Without limiting subsection (1)(b) [ability to specify any objectives and policies], a regional council must, in relation to any units, include in a regional public transport plan policies on—
- (a) accessibility, quality, and performance; and
- ...

Requirements and guidance	
1	<p><u>Vehicles</u></p> <p>In relation to ferry and train units, regional public transport plans <b>should</b> reference vehicle quality standards applicable to services delivered by or under contract to a PTA.</p> <p>In relation to buses and units intended to be subsidised via the National Land Transport Fund, regional public transport plans <b>should</b> identify the Requirements for Urban Buses in New Zealand as the relevant quality standard.</p> <p>For the avoidance of doubt, the standards do not apply to exempt unit types unless otherwise agreed between the PTA and exempt service provider.</p>
2	<p><u>Infrastructure</u></p> <p>Regional public transport plans <b>must</b> describe the infrastructure necessary to support integral service standards and PTAs should do this by way in integration with the One Network Framework and reference to relevant infrastructure standards and guidelines (refer to section 4.2.7 for further guidance).</p> <p>Note: NZTA publishes Public Transport Design Guidelines online.</p>
3	<p><u>Information</u></p> <p>Regional public transport plans <b>should</b> outline methods and channels for communication with the public and passenger along with supporting objectives, policies and where relevant actions for improving public transport information.</p> <p>Regional public transport plans <b>should</b> identify policies and actions regarding the provision information and communications about public transport in accessible formats such as New Zealand Sign Language, Easy Read, Braille, large print and audio.</p>

#### 4.5.2 Fares and pricing

<p><i>Extract from the LTMA as amended 2023</i></p> <p><b>120 Contents of regional public transport plans</b></p> <p>...</p> <p>(2) <i>Without limiting subsection (1)(b) [ability to specify any objectives and policies], a regional council must, in relation to any units, include in a regional public transport plan policies on—</i></p> <p>...</p> <p>(b) <i>fares and the method or formula or other basis for setting and reviewing those fares; and</i></p> <p>...</p>	
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Requirements and guidance	
1	<p><u>Fares and pricing policy</u></p> <p>PTAs <b>must</b> include a fares and pricing policy in their regional public transport plan to:</p> <ul style="list-style-type: none"> <li>• Provide clear objectives that balance financial sustainability, transport system efficiency and equity.</li> <li>• Reflect the important role of passenger fares in helping cover the cost of public transport and include public transport cost recovery measures as defined by NZTA.</li> </ul>

- Ensure fare revenue supports the level of NLTF funding approved by NZTA and is consistent with the revenue and financing policy in council long-term plans.
- Specify any government, national or regionally defined fare concessions, including eligibility criteria and basis for setting fares for those concessions (refer fare concessions).
- Specify the method for setting and reviewing fares, with fare pricing reviews to occur annually and fare structure reviews at least six-yearly.
- Ensure annual fare pricing reviews consider the effectiveness of alternative interventions for achieving the fare and pricing policy objectives including other potential revenue sources, reducing operating costs and/or wider system efficiencies.
- Specify any fares and pricing measures and targets advised by NZTA.

2 Fare concessions

PTAs **must** specify the following fare concessions and set pricing as a percent discount off the standard adult fare for equivalent travel.

- Government defined concessions  
PTAs **must** specify whether they offer any Crown fare concessions available in their region, including:
  - SuperGold card (SGC) – free off-peak
  - Community Services card (CSC) – 50% discount
- Nationally defined concessions  
PTAs **may** specify the following national fare concessions, if available in their region, with the level of discount set by each PTA except for infant:
  - Infant – under 5 years – free
  - Youth – age 5 to 18 years
  - Under 25 – age 19 to 24 years

PTAs **must** ensure any regionally defined fare concessions do not duplicate or conflict with a nationally defined fare concession. This is to ensure an enhanced and consistent experience for customers and reduce administrative costs.
- Regionally defined concessions  
PTAs **may** set any number of regionally specific fare concessions (e.g. tertiary student, accessibility). Regional fare concessions will not be recognised in other regions as part of the national ticketing solution.

The following table is an example of how fare concessions **may** be specified as part of the fares and pricing policy.

Category	Concession group	Eligibility criteria	Concession discount
Government	SuperGold card	Hold a SuperGold or Veterans SuperGold card	Free off-peak
	Community services card	Hold a community services card	50%
National	Infant	Persons aged under 5 years	Free
	Youth	Persons aged 5 to 18 years	Region to define
	Under-25	Persons aged 19 to 24	Region to define
Regional	Region to define	Region to define	Region to define

3	<p><u>Concession validation</u></p> <p>PTAs <b>should</b> include within their fares and pricing policy a position regarding validation of concessions.</p> <p>For context, the following outlines NZTA policy with respect concession validation under the National Ticketing Solution.</p> <p><b>Automated verification as standard</b> - eligibility for concessions must be verified by automatic means without the need for a customer to furnish evidence in-person wherever practical to do. This policy includes:</p> <ul style="list-style-type: none"> <li>• Government defined concessions such as SuperGold, and Community Connect where applications for concessions should be verified against electronic databases provided by the relevant third-party government agency</li> <li>• Nationally defined age-based concessions (e.g. the youth 5-18 concession) where applications for concessions should be verified against electronic databases provided by the Department of Internal Affairs.</li> <li>• Regionally defined concessions should be validated by automated means unless the cost of automation outweighs the benefits.</li> </ul> <p><b>Other methods by exception</b> – where public transport concessions cannot be validated by automated means, other methods can be utilised. Such methods must be fit for purpose having regard to factors including but not limited to customer experience, the cost of establishing proof versus the benefit gained, public confidence in the ticketing system and the amount of potential customers impacted.</p>
4	<p><u>Use of cash</u></p> <p>PTAs <b>should</b> seek to minimise the use of cash over time and include in their fares and pricing policy a position regarding use of cash.</p>

### 4.5.3 Unit procurement

*Extract from the LTMA as amended 2023*

**116 Planning, procuring, and operating public transport services**

- (1) *Planning, procuring, and operating public transport services must be carried out in an open and transparent manner, irrespective of who operates the service.*

...

**120 Contents of regional public transport plans**

..

- (2) *Without limiting subsection (1)(b), a regional council must, in relation to any units, include in a regional public transport plan policies on—*

...

- (c) *the process for establishing units; and*  
 (d) *the approach that will be taken to provide the service or services in a unit or part of a unit, including, if relevant, whether the service or services will be operated by the council itself or another person; and*  
 (e) *how the procurement of services in units will be phased in over time; and*

...

- (3) *The approach to procurement specified in subsection (2)(d) must, in relation to a public transport service for which the regional council does not intend to provide financial assistance, be approved by the Agency.*

...

## Requirements and guidance

1	<p><u>Dependencies</u></p> <p>To establish and arrange services into units, it is necessary to have first identified services that are integral to the public transport network and developed a preferred procurement approach that is efficient and gives value for money.</p> <p>The process of establishing and arranging services into units is therefore informed by related workstreams such as network planning, development of regional public transport plans and development procurement procedures / strategies.</p> <p>Appendix B provides a high-level overview of key dependencies across the different workstreams.</p>
2	<p><u>Procurement strategies</u></p> <p>Under LTMA s25, NZTA must approve procedures for activities funded from the National Land Transport Fund (NLTF). Procurement procedures include the development of procurement strategies. The approach to procurement of units, intended to receive funding from NZTA, must be set out procurement strategies and those strategies must be adopted by PTAs and endorsed by NZTA to be eligible for NLTF funding.</p> <p>The approach to procurement of public transport services not intended to receive funding must also be approved by NZTA under LTMA s120. Where relevant, this is best addressed within procurement strategies required under LTMA s25.</p>
3	<p><u>Openness and transparency</u></p> <p>Regional public transport plans <b>should</b> include policy that confirms:</p> <ul style="list-style-type: none"> <li>• the development of procurement strategies will involve engagement with incumbent and non-incumbent service providers and other stakeholders</li> <li>• procurement strategies adopted by a PTA will be publicly available on the PTA's website</li> </ul>
4	<p><u>Process of establishing units</u></p> <p>Regional public transport plans <b>should</b> include policy that confirms the process of establishing units will be informed by the development of procurement strategies.</p>
5	<p><u>Approach to procurement</u></p> <p>The following <b>must</b> be set out in procurement strategies and referenced in the unit and service schedules in the regional public transport plans (refer section 4.4):</p> <ul style="list-style-type: none"> <li>• The approach that will be taken to provide services in a unit, including, if relevant, whether the service or services will be operated in-house by the PTA or delivered under contract to the PTA, and;</li> <li>• how the procurement of services in units will be phased in over time.</li> </ul>

#### 4.5.4 Performance and monitoring

Extract from the LTMA as amended 2023

##### 120 Contents of regional public transport plans

...

(2) Without limiting subsection (1)(b) [ability to specify any objectives and policies], a regional council must, in relation to any units, include in a regional public transport plan policies on—

(a) ... performance; and

...

(f) managing, monitoring, and evaluating the performance of services in units.

#### Purpose and principles

##### Policy and guidance

1	<p>PTAs <b>must</b> include in their regional public transport plan policies on performance, including policies on managing, monitoring and evaluating the performance of services in units.</p> <p>PTAs <b>should</b> briefly outline in their regional public transport plans, the purpose and principles that underpin their policies and approach to managing, monitoring, and evaluating the performance of services in units.</p>
2	<p><u>Purpose</u></p> <p>By way for guidance, NZTA sees the purpose of managing, monitoring and evaluating the performance of services as follows:</p> <ul style="list-style-type: none"> <li>• to ensure services are contributing to broader outcomes in the public interest, which will vary depending on the nature and type of service being provided (refer sections 4.1 identifying integral services and outcomes sought).</li> <li>• to improve end to end journey experience for passengers and to encourage more people to use public transport.</li> <li>• to enable continuous improvements to the efficiency, effectiveness and value for money from public investment in public transport services and infrastructure</li> </ul>
3	<p><u>Principles</u></p> <p>PTAs and operators <b>should</b> manage, monitor and evaluate service performance at both the service level (individual routes and services) and the network level (overall system).</p> <p>Improving customer experience <b>should</b> be central to managing, monitoring and evaluating the performance of services and networks.</p> <p>Higher-performing services, with respect to factors such as fare revenue and cost, <b>should</b> offset lower-performing ones to enable well-functioning integrated networks. As such:</p> <ul style="list-style-type: none"> <li>• performance expectations <b>should</b> be used to as a guide for how services in units will be managed, monitored, and evaluated.</li> <li>• performance targets included within a regional public transport plan <b>should</b> relate to the network overall, not routes and services individually</li> </ul> <p>Performance expectations and targets <b>should</b> reflect the nature and type of services being provided. For example, a frequent service should have different performance expectations vs a low frequency connector service, designed and delivered for a different purpose.</p>

## Customer experience

Delivering consistently good journey experiences for passengers is an essential to retaining existing passengers and attracting new ones.

All steps in a journey are linked and a journey can become, unpleasant, impractical, or impossible if any one link is broken or inadequate.

Monitoring end to end journey experience is important for meeting the needs of passengers and for evaluating the performance of services in units. For example, service performance will be impacted where passengers have a poor experience getting to and from public transport services even if their experience on public transport is good.

Requirements and guidance	
1	<p>PTAs <b>should</b> include in their regional public transport policies for monitoring end to end journey experience for passengers. Key aspects of an end-to-end journey experience include but are not limited to:</p> <ul style="list-style-type: none"><li>• Experience accessing pre-travel information</li><li>• Safety and experience getting to public transport services</li><li>• Safety and experience at waiting locations</li><li>• Safety and experience on board vehicles</li><li>• Safety and experience at the alighting destination</li><li>• Safety and experience getting to a final destination.</li><li>• Customer service and feedback</li></ul>
2	<p>As a minimum, PTAs <b>should</b>:</p> <ul style="list-style-type: none"><li>• utilise NZTA public transport customer satisfaction survey as a basis for monitoring end to end journey experience.</li><li>• within regional public transport plans, identify customer satisfaction scores for key aspects of an end-to-end journey and where relevant identify targets and actions for improving customer experience.</li></ul>

## Service performance expectations

Service performance expectations can be used as a guide for how services in units will be managed, monitored, and evaluated. This is distinct from performance measures and targets that may apply at a network level or customer satisfaction metrics.

Requirements and guidance	
1	<p><u>Contracted services</u></p> <p>PTAs <b>should</b> outline performance expectations for each type of service (e.g. targeted, connector, frequent, rapid) identified within their regional public transport plan.</p> <p>Performance expectations <b>should</b> reflect the nature and type of services being provided. For example, a frequent service should have different performance expectations than a low frequency connector service, designed and delivered for a different purpose.</p> <p>As a minimum PTAs <b>should</b> outline performance expectations by service type for the following factors:</p> <ul style="list-style-type: none"><li>• Patronage</li><li>• Service reliability</li></ul>



- Service punctuality
- Financial
  - Fare revenue
  - Cost per service KM
  - Cost per passenger boarding

Performance expectations **may** be expressed as very low, low, medium, high or very high with an applicable value range defined for each category.

The following table is an example of how performance expectations **may** be outlined.

Service type	Patronage	Reliability	Punctuality		Financial		
			At origin	At destination	Fare revenue	Cost per service KM	Cost per boarding
Rapid	High	High	Very high	Very high	High	High	Medium
Frequent	Medium	High	High	High	Medium	High	Medium
Connector	Low	Very high	High	Medium	Low	Medium	High
Regional connector	Medium	Very high	High	Medium	Medium	Medium	Medium
School	High	Very high	Very high	Medium	High	Medium	Low

**Definitions:** Include definitions for each performance metric and expectation type (e.g low, medium, high)

Performance expectations **may** be used as a basis for specifying policy that guides how services in units will be managed, monitored, and evaluated.

For example, it **may** be a policy of a PTA to monitor actual performance vs performance expectations and to use this as guide for:

- identifying when services within units should be reviewed in partnership with operators and other key stakeholders
- identifying and prioritising improvement initiatives to enable performance expectations to be met. For example, a service may be falling short on service reliability expectations due to a lack of infrastructure priority measures.

## 2 Exempt services

Where a PTA has identified exempt services that fulfil an integral function and has allocated those services into exempt units for administrative purposes (see section 3.3 regarding exempt services and section 4.4 arranging services into units), the PTA **should** outline relevant service monitoring criteria, and where applicable performance expectations, relevant to the exempt service or exempt unit type.

## Network performance

### Requirements and guidance

- 1 PTAs **should** include in their regional public transport measures and targets for monitoring network performance factors such as:
  - Patronage
  - Passenger satisfaction (refer customer experience section above)

	<ul style="list-style-type: none"><li>• Service reliability and punctuality</li><li>• Public and private revenue ratios (refer to Appendix D for context and guidance)</li><li>• Coverage goals where relevant (refer to section 4.1.3 and 4.1.4)</li><li>• Patronage oriented goals where relevant (refer to section 4.1.3 and 4.1.4)</li><li>• Emission targets and goals where relevant</li><li>• Any other matter the PTA considers relevant</li></ul>
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## 5 Preparing, adopting, reviewing and varying a plan

### 5.1 Adopting and varying a plan

Extract from the LTMA as amended 2023

#### 119 Adoption of regional public transport plans

...

- (2) A regional council may, by resolution at any time, vary or renew a regional public transport plan previously adopted by it.
- (3) The production in proceedings of a copy of a regional public transport plan purporting to have been adopted, varied, or renewed by a regional council under this section is, in the absence of evidence to the contrary, sufficient evidence of the plan and of the fact that it has been adopted, varied, or renewed in accordance with this section.
- (4) A regional council (or a territorial authority to which the responsibility is transferred under the Local Government Act 2002) may not delegate the responsibility for adopting, varying, or renewing a regional public transport plan to a committee or other subordinate decision-making body, or a member or an officer of the council (or territorial authority, as the case may be), or any other person.
- (5) If a territorial authority has joined a regional transport committee under section 105(11), the plan applying in the region of the regional transport committee applies to the entire area of the territorial authority.

#### 126 Currency and variation of regional public transport plans

...

- (2) Subject to subsections (4) and (5), the provisions of this Act that apply to the adoption of a regional public transport plan apply with the necessary modifications to a variation or renewal of a regional public transport plan.
- (3) A variation forms part of the regional public transport plan it varies.
- (4) Section 125(1) [relating stakeholders to collaborate and consult with] does not apply in respect of a proposed variation to a regional public transport plan if the variation is not significant, in which case, for the purposes of section 125(2)(a) [relating to consultation principles], the persons who will or may be affected by, or have an interest in, the proposed variation include public transport operators and those persons who have notified the regional council of a proposal to operate a public transport service in the region.
- (5) Subsection (4) does not apply to a variation that would alter the policy that the regional council applies in determining whether a proposed variation to a regional public transport plan is significant.

...

A regional public transport plan can be adopted or varied at any time, provided the matters to take into account have been addressed (refer section 5.3) and the collaboration and consultation requirements (refer section 5.4) are met.

The requirements for varying a plan are the same as adopting a plan, except that a PTA may choose a more targeted approach to consultation depending on the significance of the variation (refer section 5.4) or if the variation is correcting minor errors (refer section 5.6).

#### Requirements and guidance

- |   |  |
|---|--|
| 1 | PTAs <b>may</b> vary a regional public transport plan as required to ensure it is kept current, including maintaining an up-to-date schedule of units and services and fare concessions. |
|---|--|

## 5.2 Plans must be kept current

Extract from the LTMA as amended 2023

### 126 **Currency and variation of regional public transport plans**

- (1) A regional public transport plan adopted under section 119—
- (a) must, at all times, be kept current for a period of not less than 3 years in advance, but not more than 10 years in advance; and
  - (b) may be reviewed by the regional council from time to time, but must be reviewed and, if necessary, renewed or varied at the same time as, or as soon as practicable after, the public transport service components of a regional land transport plan are approved or varied.

...

### 118 **Validity of regional public transport plans not affected by certain events**

A regional public transport plan is not invalid merely because the regional council—

- (a) has failed to complete the review of the regional public transport plan within the time required by section 126(1)(b); or
- (b) has included any matter that is not within the scope of the regional land transport plan so long as the regional public transport plan is otherwise consistent with the regional land transport plan.

### 122 **When regional public transport plans take effect**

A regional public transport plan takes effect on the day that is 20 working days after the date on which the regional council adopts the plan.

PTAs are required to keep their regional public transport plans current with regular reviews to ensure plans are relevant and aligned with the strategic goals of the region.

### Requirements and guidance

1	<p><u>Amendments</u></p> <p>PTAs <b>may</b> vary their regional public transport plan at any time to keep it current. Refer section 5.1 on adopting and varying a plan.</p>
2	<p><u>Periodic review and renewal</u></p> <p>PTAs <b>should</b> review and, if necessary, renew or vary their regional public transport plan at least every three years.</p> <p>PTAs <b>must</b> renew and adopt a regional public transport plan at least once every six years</p>
3	<p><u>Alignment with regional land transport plans</u></p> <p>In any event, a PTA <b>must</b> review and, if necessary, renew or vary their regional public transport plan at the same time as, or as soon as practicable after, the public transport service components of a regional land transport plan are approved or varied.</p>

## 5.3 Matters to take into account

Extract from the LTMA as amended 2023

### 124 **Matters to take into account when adopting regional public transport plans**

A regional council must, before adopting a regional public transport plan,—

- (a) be satisfied that the plan—
  - (i) contributes to the purpose of this Act; and
  - (ii) has been prepared in accordance with any relevant guidelines that the Agency has issued; and
  - (iii) is, if it includes a matter that is not within the scope of the regional land transport plan, otherwise consistent with that plan; and
- (b) be satisfied that it has applied the principles specified in section 115(1); and

- (c) *take into account—*
  - (i) *any national energy efficiency and conservation strategy; and*
  - (ii) *any relevant regional policy statement, regional plan, district plan, or proposed regional plan or district plan under the Resource Management Act 1991; and*
  - (iia) *the transport component of any plan or strategy that has been developed and publicly consulted on by—*
    - (A) *a territorial authority within the region; or*
    - (B) *the regional council if it has transferred its public transport responsibilities to a territorial authority under section 17 of the Local Government Act 2002; and*
  - (iii) *the public transport funding likely to be available within the region; and*
  - (iv) *the need to obtain the best value for money; and*
  - (iva) *the views of the territorial authorities in the region; and*
  - (v) *the views of public transport operators in the region; and*
  - (vi) *the views of the public transport workforce and its representative unions registered under Part 4 of the Employment Relations Act 2000; and*
- (d) *consider the needs of persons who are transport-disadvantaged.*

## Requirements and guidance

- |   |   |
|---|---|
| 1 | The LTMA identifies matters to “take into account” when adopting or varying a regional public transport plan. In practice, these matters need to be considered when reviewing and preparing a plan as well as being addressed as part of the PTA resolution adopting or varying a plan. |
|---|---|

## 5.4 Significance policy for consultation purposes

*Extract from the LTMA as amended 2023*

### **120 Contents of regional public transport plans**

...

- (4) *A regional public transport plan must set out the policy the regional council will apply in determining whether a proposed variation to the regional public transport plan is significant for the purpose of section 126(4) [relating to consultation requirements for variations to regional public transport plans].*

...

### **126 Currency and variation of regional public transport plans**

...

- (4) *Section 125(1) [relating stakeholders to collaborate and consult with] does not apply in respect of a proposed variation to a regional public transport plan if the variation is not significant, in which case, for the purposes of section 125(2)(a) [relating to consultation principles], the persons who will or may be affected by, or have an interest in, the proposed variation include public transport operators and those persons who have notified the regional council of a proposal to operate a public transport service in the region.*
- (5) *Subsection (4) does not apply to a variation that would alter the policy that the regional council applies in determining whether a proposed variation to a regional public transport plan is significant.*

The purpose of a significance policy is to make clear what level of consultation a PTA will undertake when making changes to a regional public transport plan. Significant changes require more consultation than changes that are not significant.

The significance of a change will often depend on the circumstances.

## Requirements and guidance

- |   |  |
|---|--|
| 1 | PTAs <b>must</b> include a "significance policy" in their regional public transport plan.<br>The significance policy <b>should</b> identify: |
|---|--|

	<ul style="list-style-type: none"> <li>• the matters that will be considered when deciding on significance</li> <li>• the matters that will: <ul style="list-style-type: none"> <li>○ always be considered “significant”</li> <li>○ always be considered “not significant”</li> <li>○ usually be considered “not significant”</li> </ul> </li> <li>• the approach to consultation for “significant” and “not significant” matters</li> </ul>
2	<p>PTAs <b>may</b> identify the following matters in their significance policy as considerations when deciding on significance:</p> <ul style="list-style-type: none"> <li>• the reason for the change, and the alternatives available</li> <li>• the magnitude of the proposed change, in terms of its financial cost to the region</li> <li>• the extent to which the proposed variation departs from the strategic direction and guiding principles contained within the regional public transport plan</li> <li>• the proportion of the regional community that would be affected to a moderate or greater extent by the change</li> <li>• the likely effect on the overall level, quality, and use of public transport services in the region</li> <li>• the extent to which the change is consistent with existing plans, including long-term plan, regional land transport plan and Government policy statement.</li> <li>• the implication for the present and future economic development and efficiency of the region, safety and personal security, access and mobility, environmental sustainability, or public health.</li> </ul>
3	<p>PTAs <b>must</b> identify the following matters in their significance policy as matters that will always be considered “significant”:</p> <ul style="list-style-type: none"> <li>• major reorganisation of units</li> <li>• changes to the significance policy</li> </ul>
4	<p>PTAs <b>may</b> identify the following matters in their significance policy as matters that will always be considered “not significant”:</p> <ul style="list-style-type: none"> <li>• minor changes to units or services</li> <li>• minor changes to fare levels, eg annual fare reviews</li> </ul>
5	<p>PTAs <b>may</b> identify the following matters in their significance policy as matters that will usually be considered “not significant”:</p> <ul style="list-style-type: none"> <li>• addition or removal of individual units, including any trial units, consistent with the regional public transport plan</li> <li>• addition, removal or amendment of any matter that has already been the subject of public consultation</li> <li>• minor changes to service descriptions after a service review, for example changes to the frequency and hours of a service that result in the same, or a better, level of service</li> <li>• changes to the descriptions of services or service groupings following a service review, provided there is no significant increase in cost</li> </ul>
6	<p>PTAs <b>should</b> follow the special consultative procedure for “significant” matters. PTAs <b>should</b> identify in their significance policy approaches to consultation for matters identified as “not significant”, for example as follows:</p>

	<ul style="list-style-type: none"> <li>• <b>Service reviews:</b> as service reviews affect only a part of the region, full consultation will generally not be required. Instead, key stakeholders (including the relevant operators, local councils and community boards or committees) will be included in preliminary consultation as the service plan is developed. Targeted public consultation may follow once options have been identified.</li> <li>• <b>Minor service delivery changes:</b> minor changes in service delivery that are required to improve efficiency, such as the addition or removal of trips and minor route changes, have only local impacts. In these cases, consultation will generally be undertaken at a low level with the operators involved, and may also include the relevant local councils and passengers who use the services</li> <li>• <b>Other non-significant changes:</b> Any proposals for changes that affect only a sector of the community or the industry (such as a change to the Total Mobility scheme, or a change to specific vehicle quality standards) will be worked through with those most likely to be affected, as well as other relevant stakeholders</li> </ul>
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## 5.5 Collaboration and consultation

### 5.5.1 Engaging with Māori

*Extract from the LTMA as amended 2023*

#### **4 Treaty of Waitangi**

*In order to recognise and respect the Crown's responsibility to take appropriate account of the principles of the Treaty of Waitangi and to maintain and improve opportunities for Māori to contribute to land transport decision-making processes, sections 18, 18A, 18G, 18H, and 100(1)(f) provide principles and requirements that are intended to facilitate participation by Māori in land transport decision-making processes.*

#### **18H Māori contribution to decision making**

- (1) *The Agency and approved public organisations must, with respect to funding from the national land transport fund,—*
  - (a) *establish and maintain processes to provide opportunities for Māori to contribute to the organisation's land transport decision-making processes; and*
  - (b) *consider ways in which the organisation may foster the development of Māori capacity to contribute to the organisation's land transport decision-making processes; and*
  - (c) *provide relevant information to Māori for the purposes of paragraphs (a) and (b).*
- (2) *Subsection (1) does not limit the ability of the Agency or an approved public organisation to take similar action in respect of any other population group.*

An important step in regional public transport plan development and implementation is engagement with Māori on their public transport needs. Placing an emphasis on Māori engagement in the regional public transport plan development, creates the opportunity to better plan and respond to the public transport needs Māori have, and improve outcomes for Māori.

#### Requirements and guidance

1	<p>PTAs <b>must</b> engage with Māori when reviewing and preparing a regional public transport plan.</p> <p>The NZTA <i>Engaging with Māori policy</i><sup>3</sup> provides guidelines for engagement in relation to activities proposed for funding out of the National Land Transport Fund (NLTF)<sup>3</sup>.</p>
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<sup>3</sup> Refer <https://www.nzta.govt.nz/planning-and-investment/planning-and-investment-knowledge-base/2024-27-nltp-investment-requirements/202427-nltp-principles-and-policies/assessment-2/engaging-with-maori-policy/>.

2	PTAs <b>should</b> include a policy in their regional public transport plans for engaging with Māori on changes to their public transport systems.
3	PTAs <b>should</b> strengthen reporting to include reporting on engagement and public transport outcomes for Māori.

### 5.5.2 Collaboration with territorial authorities

*Extract from the LTMA as amended 2023*

#### **125 Preparation of regional public transport plans**

- (1) When preparing a draft regional public transport plan, a regional council must—
- (a) (except Auckland Transport) prepare the draft in collaboration with the territorial authorities in the region; and
- ..
- (3) A regional council that is preparing a regional public transport plan may request any information from any territorial authority within its region that the regional council considers necessary to perform its functions under this Act in relation to that plan, and the territorial authority must promptly comply with that request.
- ...

### Requirements and guidance

1	PTAs <b>must</b> prepare a regional public transport in collaboration with territorial authorities in their region and should foster a relational approach outlined in Appendix B. This is particularly important to enable alignment of public transport services, infrastructure and land use.  Territorial authorities <b>must</b> also promptly provide any information requested by a PTA that is necessary to prepare a regional public transport plan.
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### 5.5.3 Stakeholders who must be consulted

*Extract from the LTMA as amended 2023*

#### **125 Preparation of regional public transport plans**

- (1) When preparing a draft regional public transport plan, a regional council must—
- ...
- (b) consult all the following entities:
- (i) the relevant regional transport committee (but Auckland Transport must consult the Auckland Council and each affected local board of the Auckland Council);
- (ii) the Agency;
- (iii) every operator of a public transport service in the region;
- (iv) every person who has notified the regional council of a proposal to operate an exempt service in the region;
- (v) the Minister of Education;
- (vi) the relevant railway line access provider;
- (vii) Kāinga Ora—Homes and Communities, if there are any specified development projects in the region;
- (viii) if the regional council proposes to plan, procure, or operate an inter-regional public transport service, all relevant local authorities in the other regions in which the service is proposed to operate.

#### **124 Matters to take into account when adopting regional public transport plans**

A regional council must, before adopting a regional public transport plan,—

...



- (c) *take into account—*
  - ...
  - (iva) *the views of the territorial authorities in the region; and*
  - (v) *the views of public transport operators in the region; and*
  - (vi) *the views of the public transport workforce and its representative unions registered under Part 4 of the Employment Relations Act 2000; and*
- (d) *consider the needs of persons who are transport-disadvantaged.*

The LTMA identifies statutory stakeholders who must be consulted when preparing a draft regional public transport plan. Statutory stakeholders are those identified under LTMA s125 (1) (b).

## Requirements and guidance

- |   |   |
|---|---|
| 1 | <p>PTAs <b>must</b> consult statutory stakeholders prior to finalising a draft regional public transport plan for wider public consultation.</p> <p>PTAs <b>should</b> contact statutory stakeholders early in the process of preparing a regional public plan and establish the extent and approach for consultation, which may differ by stakeholder.</p> |
|---|---|

### 5.5.4 Consultation procedures

*Extract from the LTMA as amended 2023*

#### **125 Preparation of regional public transport plans**

- ...
- (2) *Before adopting a regional public transport plan, a regional council—*
  - (a) *must consult in accordance with the consultative principles specified in section 82 of the Local Government Act 2002; and*
  - (b) *may use the special consultative procedure specified in sections 83 and 87 of the Local Government Act 2002, and those sections apply for the purposes of this section with the necessary modifications.*
- ...
- (4) *A regional council may carry out consultation on a proposal to adopt a regional public transport plan in conjunction with the relevant regional transport committee's consultation on its regional land transport plan under this Act.*

#### **18A Combining consultation processes**

- ...
- (2) *A regional transport committee complies with section 18(1) if the required consultation on the regional land transport plan is carried out in conjunction with the relevant regional council's consultation on its long-term plan or its annual plan under the Local Government Act 2002.*

## Principles of consultation

The principles of consultation in section 82 of the Local Government Act 2002 are set out below:

- (a) *that persons who will or may be affected by, or have an interest in, the decision or matter should be provided by the local authority with reasonable access to relevant information in a manner and format that is appropriate to the preferences and needs of those persons:*
- (b) *that persons who will or may be affected by, or have an interest in, the decision or matter should be encouraged by the local authority to present their views to the local authority:*
- (c) *that persons who are invited or encouraged to present their views to the local authority should be given clear information by the local authority concerning the purpose of the consultation and the scope of the decisions to be taken following the consideration of views presented:*
- (d) *that persons who wish to have their views on the decision or matter considered by the local authority should be provided by the local authority with a reasonable opportunity to present*

those views to the local authority in a manner and format that is appropriate to the preferences and needs of those persons:

- (e) that the views presented to the local authority should be received by the local authority with an open mind and should be given by the local authority, in making a decision, due consideration:
- (f) that persons who present views to the local authority should have access to a clear record or description of relevant decisions made by the local authority and explanatory material relating to the decisions, which may include, for example, reports relating to the matter that were considered before the decisions were made.

## Special consultative procedure

The special consultative procedure is used for many council plans and strategies, including regional land transport plans. PTAs have established processes for compliance with the Local Government Act 2002 requirements.

### Requirements and guidance

- |   |   |
|---|---|
| 1 | PTAs <b>should</b> follow the specific consultative procedure as councils already have established processes and aligns well with the purpose of regional public transport plans (refer section 2.1). |
|---|---|

## Combining consultation processes

### Requirements and guidance

- |   |  |
|---|--|
| 1 | PTAs <b>may</b> combine consultation on their regional public transport plan with consultation on their regional land transport plan and/or consultation on their long-term plan or annual plan under the Local Government Act 2002. |
|---|--|

## 5.6 Minor corrections

Extract from the LTMA as amended 2023

### 126 Currency and variation of regional public transport plans

...

- (6) A regional council may, by resolution publicly notified, correct minor errors in a regional public transport plan but only if the correction does not affect an existing right, interest, or duty of any person or organisation that is affected by or has an interest in the regional public transport plan.

PTAs may make minor corrections to a regional public transport plan.

## 5.7 Notifying a plan

Extract from the LTMA as amended 2023

### 121 Notification and provision of copies of plans

- (1) If a regional council adopts or varies a regional public transport plan, the regional council must—
  - (a) ensure that notice is given, as soon as practicable, in the relevant newspaper circulating in the region of the adoption or variation of the plan and its availability for inspection and purchase; and
  - (b) give, as soon as practicable, to the operator of every public transport service in the region, and to every person who has notified the regional council of a proposal to operate an exempt service in the region, written or electronic notice of the adoption and a copy of the plan (or variation); and
  - (c) within 20 working days of adopting or varying a regional public transport plan,—
    - (i) notify, in writing or electronically, each of the following of the regional public transport plan or variation:

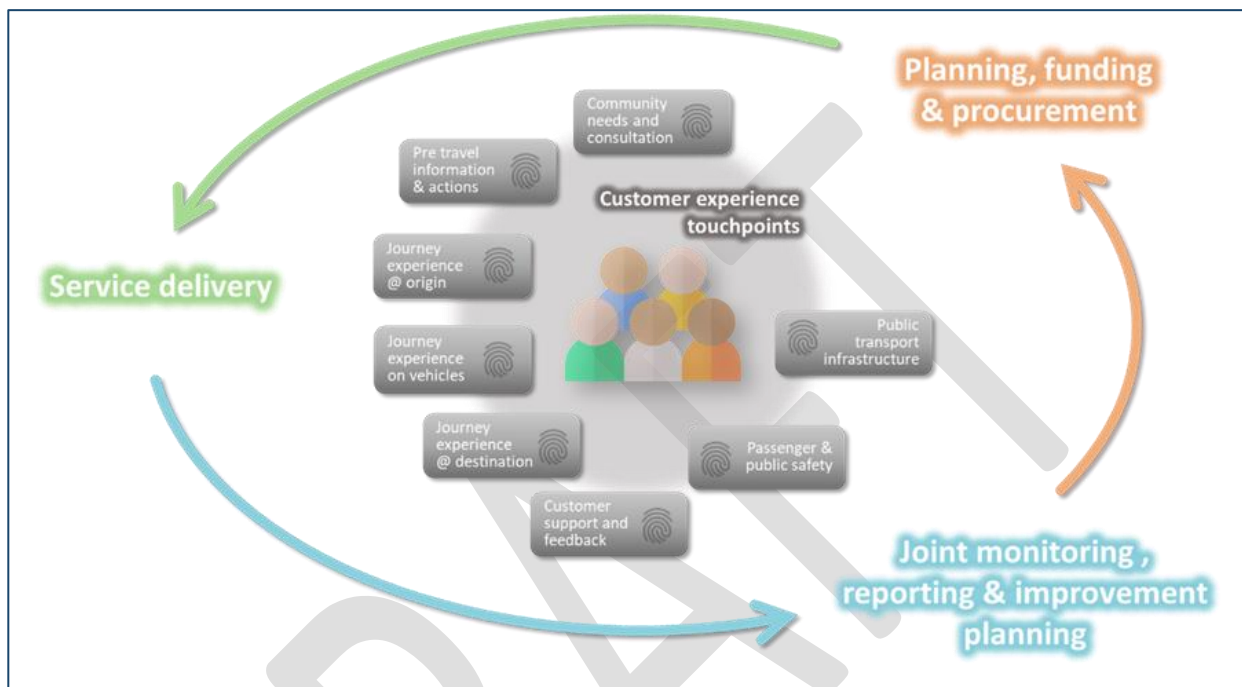
- (A) *the Agency;*
  - (B) *the Secretary;*
  - (C) *the Minister of Education;*
  - (D) *the relevant railway line access provider;*
  - (E) *territorial authorities in the region;*
  - (EA) *if there are any specified development projects in the region, Kāinga Ora–Homes and Communities;*
  - (F) *the relevant regional transport committee;*
  - (G) *in the case of a plan or a variation adopted by Auckland Transport, the Auckland Council; and*
- (ii) *ensure that—*
- (A) *copies of the plan or variation are kept at the regional council's principal office and such other places that the regional council appoints and made available for public inspection, free of charge, and for purchase at a reasonable price; and*
  - (B) *a copy of the plan or variation is made available on the regional council's Internet site.*
- (2) *A regional council may publish a regional public transport plan and a regional land transport plan as a single document.*

PTAs must ensure regional public transport plans are published and available.

## Appendix A Continuous improvement

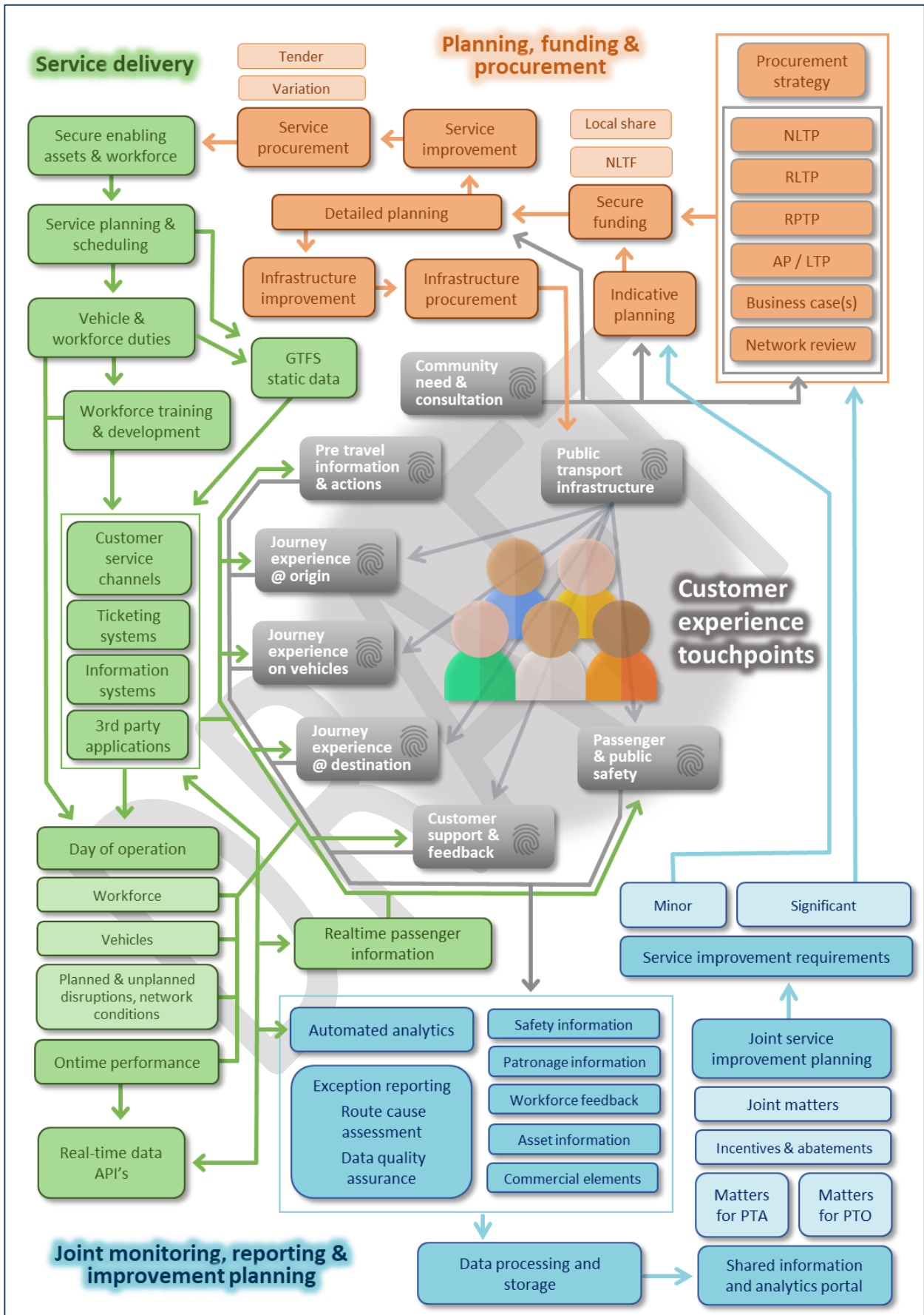
Delivering consistently good journey experiences for passengers is an essential to retaining existing passengers and attracting new ones.

All steps in a journey are linked and a journey can become, unpleasant, impractical or impossible if any one link is broken or inadequate. The diagram below outlines key customer experience touch points that make up an end-to-end journey experience. Around these touchpoints we outline key elements to continuous improvement.



The figure below provides a generalised outline of key elements relevant to the delivery of public transport services and infrastructure in New Zealand. The scale and extent to which elements are relevant depends on context which varies significantly by location in Aotearoa.

As illustrated, even a generalised framework is complex. This reflects the reality of public transport delivery whereby achieving consistently good journey experiences for passengers relies on many elements delivered by many sector participants.



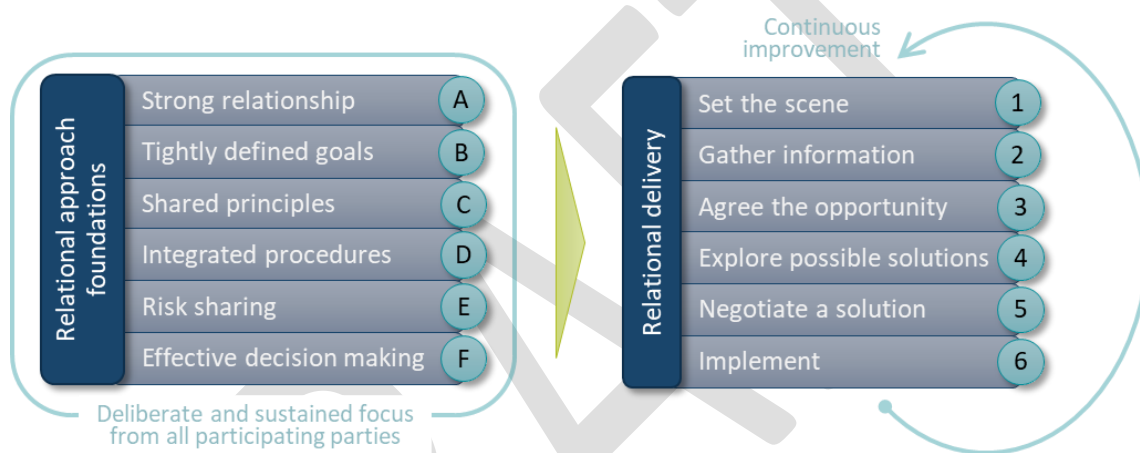
## Appendix B Relational approach to public transport delivery

Relational delivery approaches can be effective in complex and dynamic sectors, where the parties need to adopt a long-term approach, collaborate closely, share information, and adapt to changing circumstances. This contrasts with transactional approaches, which focus on specific exchanges.

Public transport authorities, have a key role under the LTMA is to plan and implement public transport networks. This involves long-term relationships with various entities like territorial authorities, the New Zealand Transport Agency, and service providers.

The relational delivery approach will differ based on the entities involved. For instance, it could be contract-based with service providers, while with public entities like territorial authorities, different mechanisms are needed. Regardless of the specifics, the underlying principles of foundations remain the same.

There are two key elements to a relational approach, being the foundations and delivery as summarised in a below. It is necessary for the foundations to be in place for the delivery element to be efficient and effective.



Relational delivery utilises both consultation and collaboration.

### Consultation

- Valuable for specialised knowledge or quick decisions.
- Useful for addressing technical challenges or industry-specific subject matter.
- Provides insights without prolonged discussions.

### Collaboration

- Ideal for complex problems.
- Integrating diverse viewpoints.
- Fosters ownership and commitment across stakeholders.
- Developing and implementing long term and enduring initiatives

Relational approaches can have benefits and challenges. Some of the benefits include increased efficiency, innovation, flexibility, trust, and alignment of interests. Some of the challenges include increased complexity, uncertainty, dependency, opportunism, and conflict.

Embedding relational approach is an ongoing process, not a one-off initiative. It also builds on sector experiences and evolves overtime. It requires careful ongoing planning, negotiation, monitoring, and evaluation by all participating parties to realise the benefits and guard against potential pitfalls.

## Appendix C Planning and procurement key dependencies

This page provides a high-level overview of key dependencies across, network planning and the development of regional public transport plans and procurement procedures.

These elements are tightly coupled under the Land Transport Management Act (LMTA).

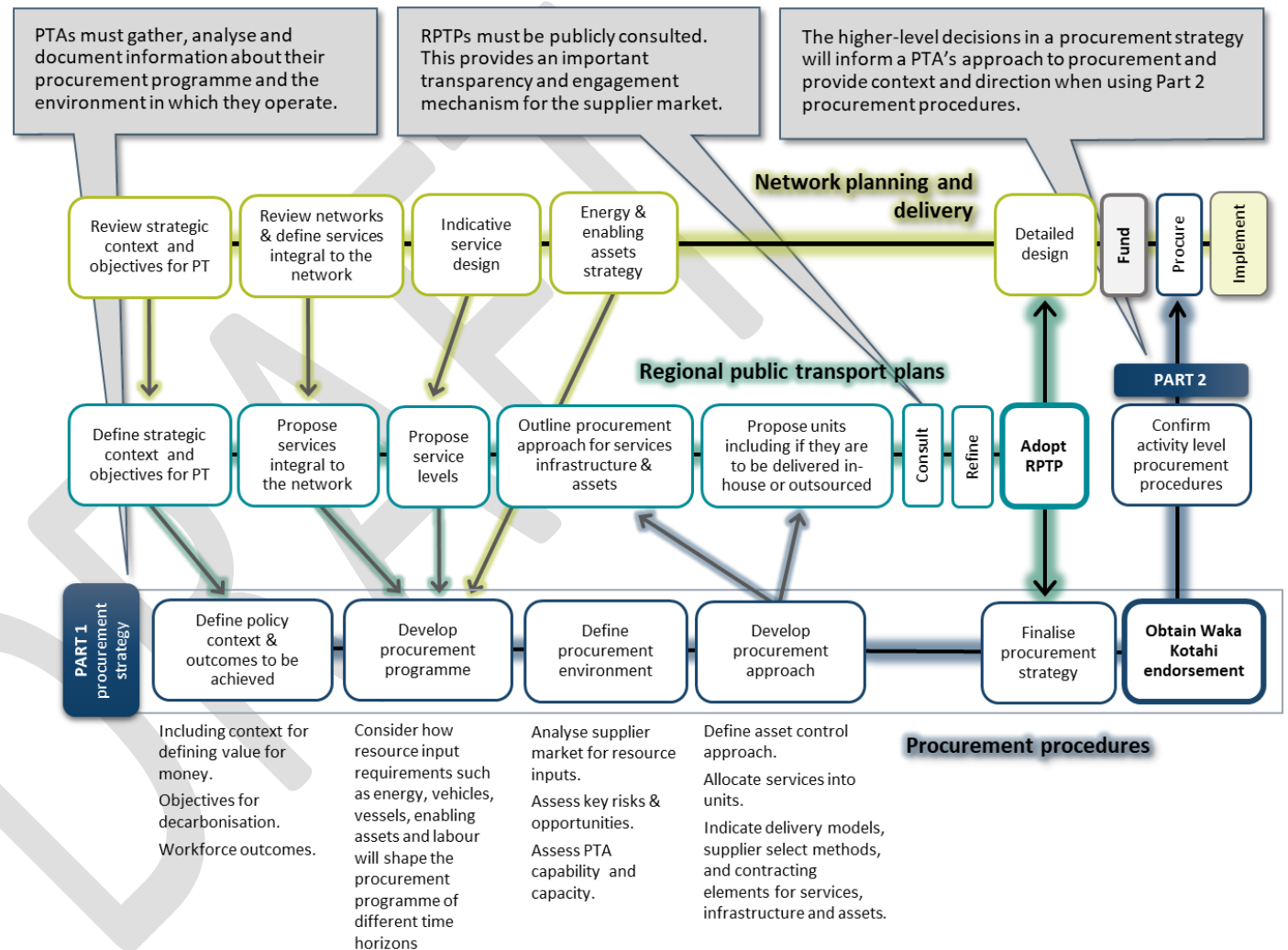
Under LTMA s120:

- RPTPs must arrange services into units and include policies on:
  - the process for establishing units
  - the approach that will be taken to provide the services in a unit, including;
    - how the procurement of units will be phased in over time, and
    - whether they are to be delivered in-house or outsourced
  - managing, monitoring, and evaluating the performance of units.

Under LTMA s25, the Agency must approve procurement procedures designed to obtain best value for money for activities funded from the National Land Transport Fund (NLTF).

Procurement procedures can be summarised into two key parts:

- Part 1 - Procurement strategy:** This strategy outlines how an approved organisation will deliver a programme of activities to obtain best value for money. Strategies must be endorsed by the Agency.
- Part 2 - Activity specific procurement procedure:** this includes defining the strategic context, selecting a delivery model, determining a supplier selection method, and establishing the contract form and content.



## Appendix D Revenue ratios

Revenue ratios reflect the proportion of total expenditure covered by a particular revenue source.

All revenue ratios will sheet to the categories and sub-categories listed below. Revenue ratios can be aggregated or disaggregated as needed depending on context.

- Private share, comprising
  - Passenger fare revenue
  - Third party funding
- Public share, comprising
  - Central government funding
    - Crown funding
    - NLTF funding
  - Local government funding
    - With NLTF co-funding
    - Without NLTF funding
    - Other

### Illustrative example

Operating expenditure	
Services	\$ 10,000,000
Maintenance and operations	\$ 2,000,000
<b>Total</b>	<b>\$ 12,000,000</b>

Operating revenue	
Passenger fares	\$ 3,600,000
Third parties	\$ 480,000
Crown	\$ 960,000
NLTF	\$ 3,243,600
Local (with FAR)	\$ 3,116,400
Local (without FAR)	\$ 600,000
<b>Total</b>	<b>\$ 12,000,000</b>

Revenue ratios				
30%	34%	Private	66%	Public
4%				
8%	35%	Central		
27%				
26%	31%	Local		
5%				

### Calculating revenue ratios

To enable a nationally consistent approach, revenue ratios should be calculated in accordance with the following definitions and formulas.

The letters “A” to “I” in the tables below provide definition for the standard revenue ratio measures and formulas outlined in the next section.

Operating expenditure		Definitions
<b>A</b>	Passenger services	All activities that qualify under work categories 511, 512, 515.
<b>B</b>	Operations and maintenance	All activities that qualify under work categories 514, 524, 525.
<b>C</b>	<b>Total</b>	Total operating expenditure

Operating revenue		Definitions
<b>D</b>	Passenger fares	All fare revenue received from passengers.



<b>E</b>	Third parties	All funding from third parties such as but not limited to advertising, tertiary institutions, or developer contributions.
<b>F</b>	Crown	All funding from the crown such as but not limited to SuperGold and Community Connection funding.
<b>G</b>	NLTF	All funding received from the NLTF.
<b>H</b>	Local (with FAR)	All local share funding that received co-funding from the NLTF.
<b>I</b>	Local (without FAR)	All local share funding <u>not</u> co-funded from the NLTF.
	<b>Total</b>	Total revenue utilised for the purpose of funding public transport expenditure.

### Standard measures and formulas

As a minimum, PTAs must monitor and report the following revenue ratios on an aggregated regional basis utilising the defined formulas.

Revenue ratios are expressed as a percentage and are calculated by dividing the applicable revenue figures (the numerators) by the applicable expenditure figure (the denominator).

$Private\ share\ ratio = \frac{D + E}{C}$	$Central\ share\ ratio = \frac{F + G}{C}$
$Central\ share\ ratio = \frac{F + G + H + I}{C}$	$Local\ share\ ratio = \frac{H + I}{C}$

### Private share illustrative example

Operating expenditure		
<b>A</b>	Services	\$ 10,000,000
<b>B</b>	Maintenance and operations	\$ 2,000,000
<b>C</b>	<b>Total</b>	<b>\$ 12,000,000</b>

$$Private\ share\ ratio = \frac{D + E}{C}$$

Operating revenue		
<b>D</b>	Passenger fares	\$ 3,600,000
<b>E</b>	Third parties	\$ 480,000
<b>F</b>	Crown	\$ 960,000
<b>G</b>	NLTF	\$ 3,243,600
<b>H</b>	Local (with FAR)	\$ 3,116,400
<b>I</b>	Local (without FAR)	\$ 600,000
	<b>Total</b>	<b>\$ 12,000,000</b>

Revenue ratios				
30%	34%	Private		
4%				
8%	35%	Central	66%	Public
27%				
26%	31%	Local		
5%				

### Customised measures and formulas

In addition to the standard formulas, the approach enables flexibility to define and assess a wide range of revenue ratios in different ways by adopting different numerators and denominators as required.

For example, a PTA may wish to assess farebox recovery at a unit level exclusive of broader operating and maintenance expenditure. The formula would be as follows:

$$Farebox\ recovery\ ratio\ (services\ only) = \frac{D}{A}$$

The approach can also be adapted for more granular assessments such as by mode, unit, service or trip as needed.