

Development guidelines for regional public transport plans

2024



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More information

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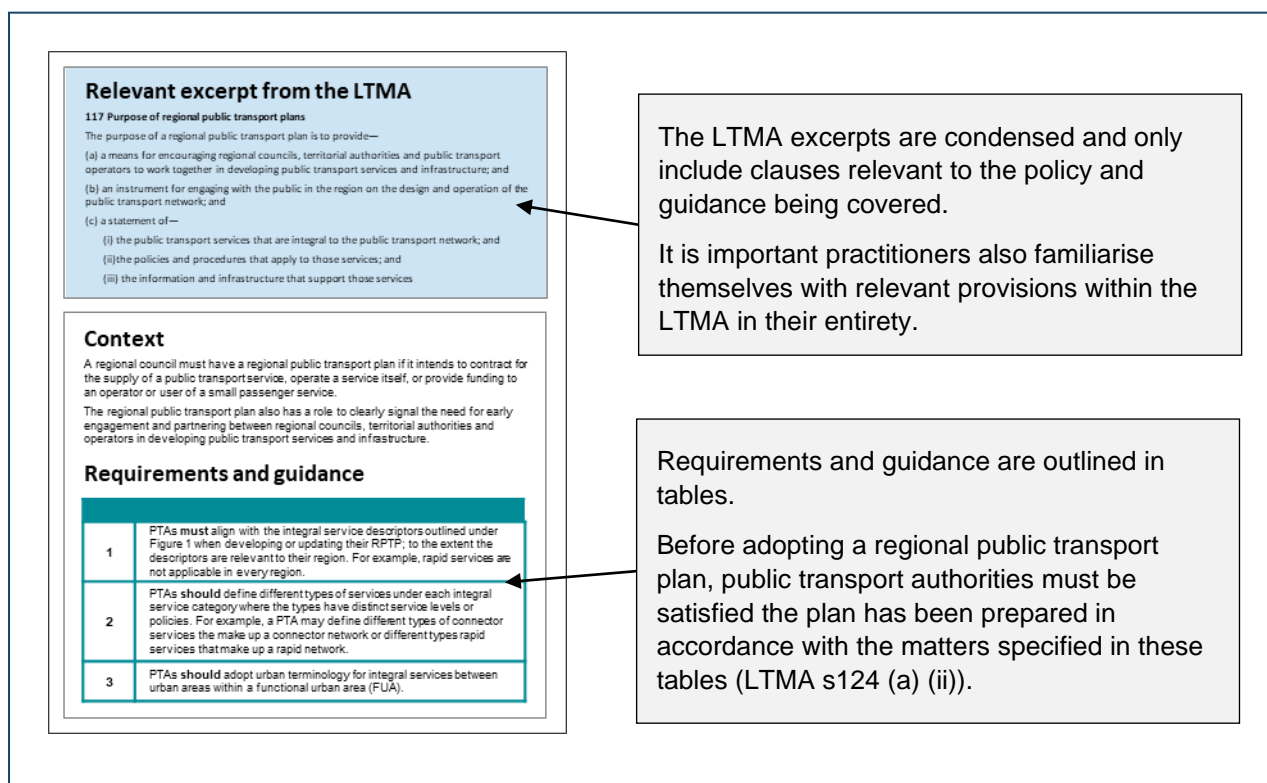
1 Introduction and overview

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 Waka Kotahi (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



1.2 Guidance and requirements

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

- **“Must”** denotes requirements. 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.

NZTA will update requirements and guidance from time to time.

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.

1.3 Exemption procedure

Before adopting a regional public transport plan, PTAs must ensure the plan is prepared in accordance with this document (LTMA s124 (a) (ii)).

Regional public transport plans need to address the priorities and context of each region. Since these can vary, it may not always be effective to strictly adhere to all requirements and guidance in this document. Importantly, NZTA also wishes to encourage continuous improvement and innovation in public transport planning.

Where there is a valid reason to depart from a “must” or “should” in this document, PTAs can briefly outline their rationale and request written confirmation from NZTA that the departure is acceptable under LTMA s124 (a) (ii).

As general guidance, valid reasons for a departure may include:

- the requirement or guidance is not relevant due to unique factors or context specific to a PTA
- the PTA has developed a more effective approach to address the applicable subject matter.

For clarity, this exemption procedure only relates to NZTA development guidelines and does not apply to requirements specified in the LTMA.

1.4 Further policy and guidance

Further policy and guidance relevant to the planning and delivery of public transport in New Zealand can be accessed online via NZTA's [Public Transport Framework](#).

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 must 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 must 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 must, before adopting a regional public transport plan, be satisfied that it has applied the principles specified in LTMA s115(1).</p> <p>PTAs should 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*
 - (ii) *a territorial authority whose district is within the region, under a contract with the regional council; or*
 - (iii) *any other person, under a contract with the regional council.*
- (2) *However, subsection (1) does not apply if the public transport service is an exempt service.*

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.*

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"> • only PTAs can adopt, vary or renew regional public transport plans (LTMA s119) • 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). <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"> • Integral services - 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. • Exempt services - are an important part of a public transport system but are generally “exempt” from regulation that otherwise apply to integral services. 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 PTA. Exempt services are usually provided by private enterprise or independent not-for-profit entities. • Excluded services – 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 for private hire or tourism.

3.2 Integral services must be provided under contract unless exempt

Extract from the LTMA as amended 2023

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*
 - (ii) *a territorial authority whose district is within the region, under a contract with the regional council; or*
 - (iii) *any other person, under a contract with the regional council.*
- (2) *However, subsection (1) does not apply if the public transport service is an exempt service.*

Requirements and guidance

1	<p>Identifying a service as integral means it must be provided by, or under contract with, a PTA, and operated in a unit, or part of a unit, unless exempt. This ensures PTAs can plan and deliver integral services in an integrated manner.</p> <p>Refer to section 4.4 for policy and guidance relating to arranging services into 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
 - PTA may operate the service, or establish a similar service as a contracted service, if the exempt service is later deregistered
 - 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

Extract from the LTMA as amended 2023

130 Exempt services must be registered to operate

- (1) A person must not operate an exempt service in a region unless the service is registered as an exempt service with the regional council of that region.
- (2) Despite subsection (1), a person may operate an exempt service in a region without the service being registered if—
- (a) the service can be reserved for use by a single person or a self-selected group of people; or
- (b) the service is an unscheduled service that is operated—
- (i) using fewer than 10 vehicles; or
- (ii) using vehicles with 9 or fewer seating positions, including the driver's; or
- (c) the service is a shuttle service.
- ...

131 Register of exempt services

- (1) A regional council must keep a current register of all exempt services that must be registered under section 130.
- (2) A regional council must record in the register—
- (a) the name of the operator of the exempt service; and
- (b) if the operator is a company that is not a listed company, the name of each shareholder of the operator (or, if the operator is a subsidiary within the meaning of section 5 of the Companies Act 1993, the name of its ultimate holding company); and
- (c) the contact details of the operator of the exempt service, including the operator's business address, telephone number, email address (if any), and Internet site (if any); and

- (d) the route or routes, or geographic area of operation, of the exempt service; and
- (e) the date the exempt service is intended to begin.

...

132 Contents of register to be made available to public

A regional council that keeps a register of exempt services under this subpart must ensure that—

- (a) the information on the register is reasonably readily available for public inspection, whether in written or electronic form, free of charge and during normal office hours; and
- (b) a copy of the information that is on the register can be made available for purchase by the public at a reasonable price.

133 Notification of proposal to operate or vary exempt services that must be registered

... refer to LTMA

134 Grounds for declining registration or variation of exempt services

... refer to LTMA

135 Process for declining registrations or variations of exempt services

... refer to LTMA

136 Registration of and variation to exempt services

... refer to LTMA

137 Deregistration of exempt services and removing details of variations

... refer to LTMA

138 Process for deregistering exempt services or removing details of variations

... refer to LTMA

139 Withdrawal of exempt services

... refer to LTMA

146 Operating unregistered exempt services

- (1) A person who, without reasonable excuse, operates, in a region, an exempt service that is not registered under section 136 in that region commits an offence and is liable on conviction to a fine...

Exempt services and their registration play a key role in the organisation of public transport under Part 5 of the LTMA. Maintaining an accurate and up-to-date register has important legal implications and requires action from both PTAs and operators. Ensuring that registers are publicly accessible is a key legal requirement for PTAs.

Requirements and guidance

1	PTAs should outline, in their regional public transport plan, the process for registration and variation of exempt services, and how to access the exempt service register.
2	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>Subsidy</p> <p>Integral services must be delivered by, or under contract to, a PTA (unless exempt), irrespective of whether the service requires a subsidy to operate (LTMA s116A).</p> <p>However, if a subsidy is required, it must 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. For further policy and guidance related to arranging services into units, refer section 4.4.</p> <p>For the purposes in Part 5 of the LTMA, subsidy is defined as any funding from a PTA, local authority, and the National Land Transport Fund (NLTF).</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 is delivered by, or under contract with, a 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>Financial assistance</p> <p>Exempt services operate without a subsidy (LTMA s114A). For an exempt service to receive a 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 a subsidy and financial assistance. A PTA and/or a local authority may provide financial assistance without changing the statutory status of an exempt service under the following limited circumstances.</p> <ul style="list-style-type: none"> • To reduce passenger fares in accordance with an agreement between public transport authority and an exempt service operator. • Financial assistance for exempt services in small passenger service vehicles.
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 must:</p> <ul style="list-style-type: none"> • be identified in the relevant regional public transport plan as having an integral function • be allocated into an exempt unit type for administrative purposes (refer section 4.4) • be provided financial assistance in accordance with an agreement between the PTA and exempt service provider.

3.6 Integrated planning and delivery

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

...

(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:

...

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

...

124 Matters to take into account when adopting regional public transport plan

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

...

(c) take into account—

...

(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

...

(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

...

125 Preparation of regional public transport plans

..

(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

Integration

The LTMA places a significant emphasis on PTAs planning and delivering public transport in consultation and collaboration with territorial authorities and public transport operators, as summarised in the above LTMA extracts.

This recognises that delivering consistently good journey experiences and attracting and retaining passengers requires a wide range of elements to be integrated, such as land use,

	network planning, infrastructure provision, and efficient and effective operation of services.
2	<p>Coordination</p> <p>Regional public transport plans should 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"> • meet the needs of passengers • encourage more people to use the services • support mode shift from private motor vehicle use and equitable access to places, facilities, services, and social and economic opportunities • reduce the environmental and health impacts of land transport • enable public transport investment to be efficient and provide value for money
3	Regional public transport plans should include objectives, policies and actions that promote integrated delivery across land use, services and infrastructure provision and the different entities involved.
4	Actions identified within regional public transport plans are not binding on entities however they may be used to identify key dependencies and serve as a blueprint for achieving alignment and integrated delivery across relevant entities.
5	Where dependencies are tightly coupled across different stakeholders and long-term relationships are required, PTAs should foster a relational delivery approach and utilise this when developing regional public transport plans with key stakeholders. Further context and guidance is provided in 5.7 Appendix B.

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

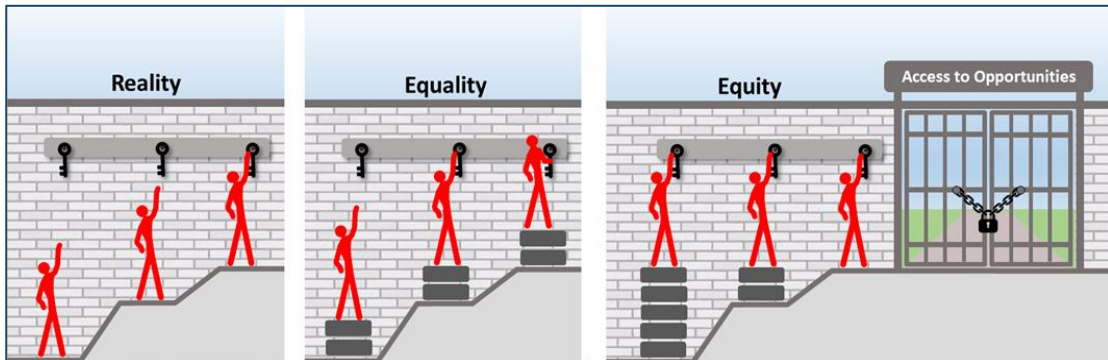
A regional council must, before adopting a regional public transport plan,—

...

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

Requirements and guidance	
1	<p>Identifying transport disadvantaged</p> <p>PTAs must in their regional public transport plan identify the groups of people they consider to be transport disadvantaged.</p> <p>PTAs should 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 factors can impede people's mobility and access to basic community activities and services. These may include:</p> <ul style="list-style-type: none"> • age (youth and elderly) • physical and mental disabilities • health conditions • low income • lack of access to a private vehicle/s • lack of accessible public transport services. <p>Based on the factors above, regional public transport plans should identify the groups of people more likely to be transport disadvantaged than the general population, such as people:</p> <ul style="list-style-type: none"> • with accessibility needs • without driver licences, including children under driving age • on low incomes • in households without private vehicles.
2	<p>Meeting the needs of transport disadvantaged</p> <p>PTAs must describe how the plan will assist the transport disadvantaged.</p> <p>PTAs should consider the difference between equality and equity when describing how the transport disadvantaged will be assisted.</p> <ul style="list-style-type: none"> • Equality – 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. • Equity – 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. <p>PTAs should 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"> • accessibility standards for public transport infrastructure and vehicles • ensuring walking/wheeling infrastructure to and from stops are accessible, step-free and in good condition • 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 as 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 address the region’s specific priorities and context.

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](#) 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 several ways, such as:

- Enabling efficient and productive use of high value urban space (economic prosperity, environmental sustainability).
- Alleviating congestion (economic prosperity).
- Improving access to markets, employment and areas that contribute to economic growth (economic prosperity, inclusive access).
- Enabling access to employment, education, healthcare, social and cultural opportunities (economic prosperity, inclusive access, healthy and safe people).
- Ensuring access to essential services for those unable to drive (economic prosperity, inclusive access, healthy and safe people).
- Providing resilience to rising transport and energy costs by providing an alternative to private motor vehicles (resilience and security, inclusive access, economic prosperity).
- Reducing harmful emissions to the environment and human health (environmental sustainability, healthy and safe people).
- Reducing 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

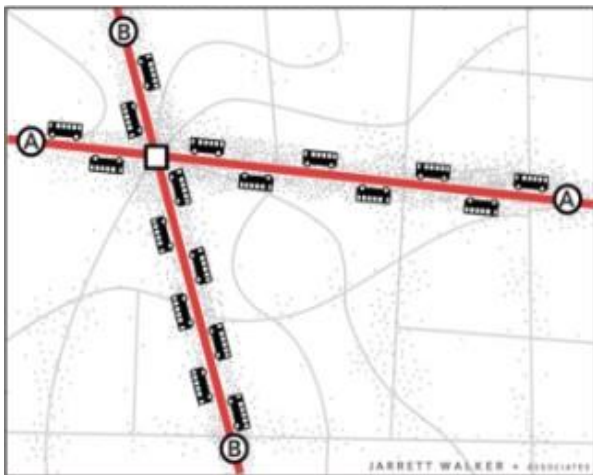


4.1.3 Function of integral services

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

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

Figure 3: Patronage-oriented service design



Patronage-oriented service design

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

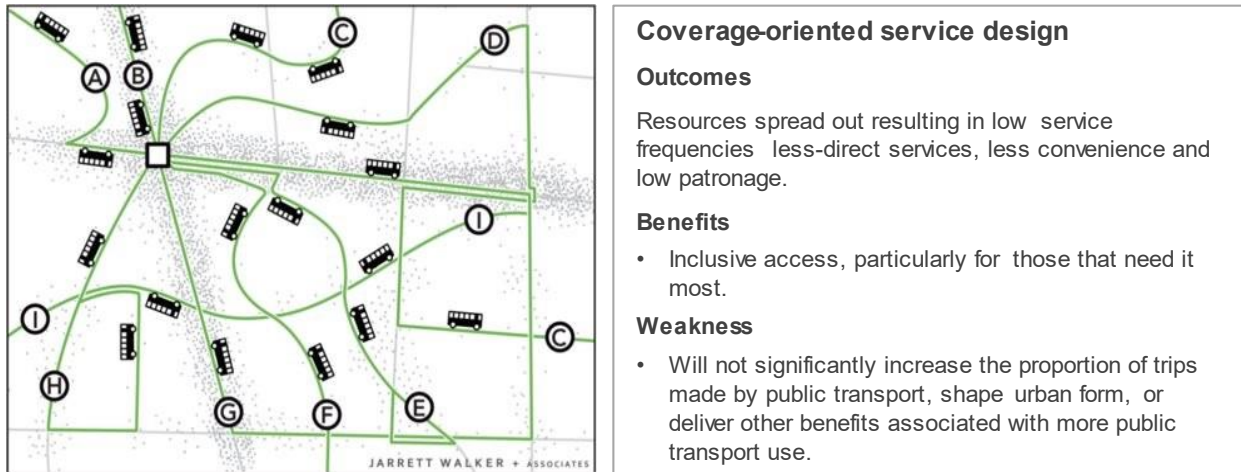
Benefits

- Increase the proportion of trips made by public transport
- Shape urban form
- Reduce harmful emissions

Weakness

- Many people will not have services nearby, impacting inclusive access.

Figure 4: Coverage-oriented service design



Patronage and coverage-oriented services are neither better nor worse than each other. They derive different outcomes that are both 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).

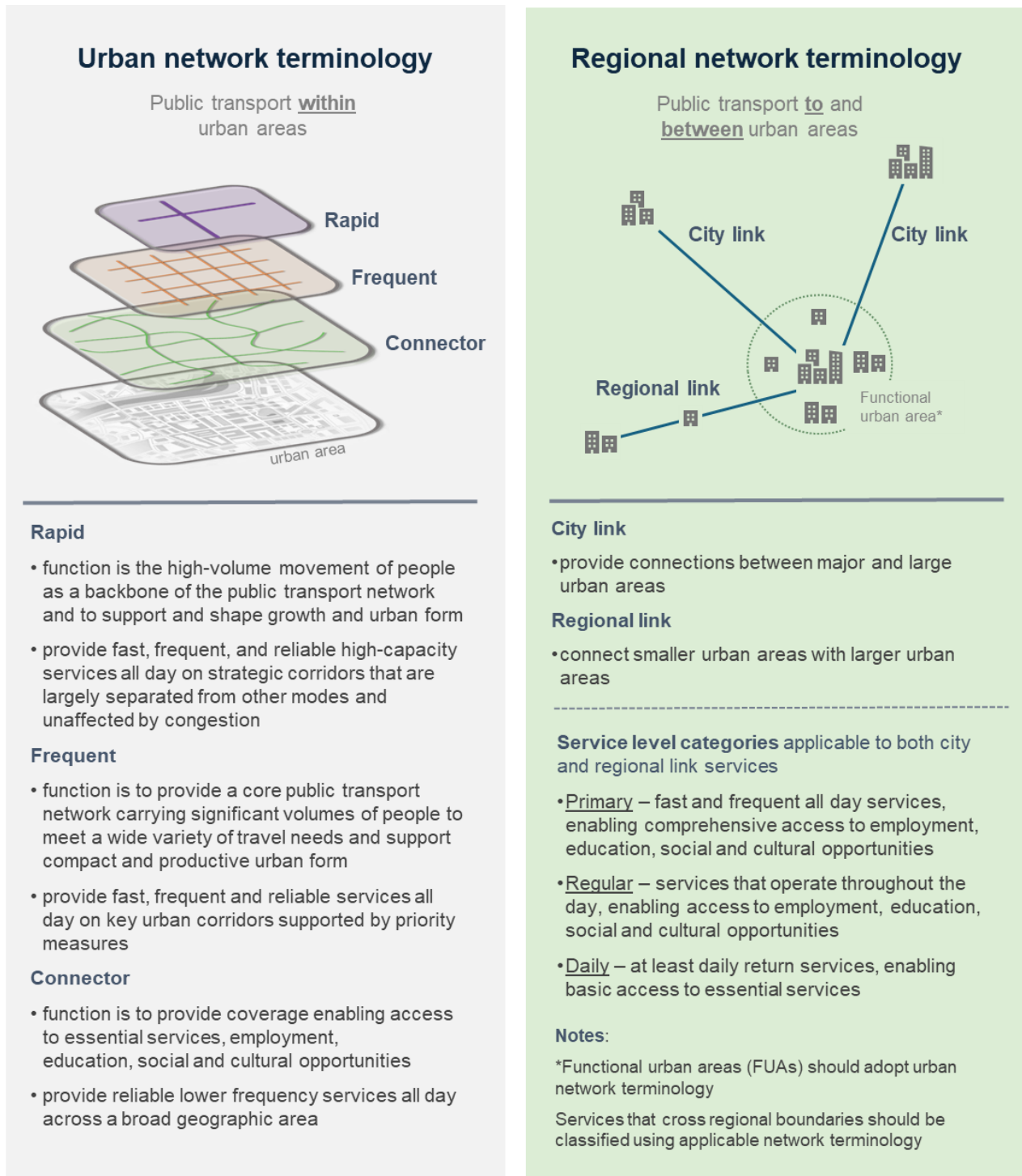
Each approach utilises limited resources and funding in different ways and, to some extent, one approach must be prioritised over the other.

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



Targeted services

- services to meet specific needs
- applicable in both urban and regional environments
- examples include but are not limited to school services, peak services, special events, Total Mobility, community transport, and city and regional link services that operate less than daily.

Requirements and guidance	
1	<p>Engaging with stakeholders</p> <p>PTAs must 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).</p>
2	<p>Strategic context</p> <p>For strategic context in regional public transport plans, PTAs should outline at a high level:</p> <ul style="list-style-type: none"> • problems, opportunities and outcomes sought by spatial context within their region • the role of public transport in addressing those problems, opportunities and outcomes • expected benefits of public transport provision for communities, the economy, and/or the environment, by spatial context within the region where public transport is provided or is intended to be provided • needs of the transport disadvantaged (refer to section 3.7 for further guidance).
3	<p>Integral service rationale</p> <p>For transparency, regional public transport plans should include the general principles and rationale used to determine what services are identified as integral. This may vary depending on context and can change over time as population, technology, and the environment changes.</p>
4	<p>Integral service descriptors</p> <p>PTAs must align with the functional service descriptors outlined in 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.</p> <p>PTAs may 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 that 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.</p>
5	<p>Service allocation</p> <p>Regional transport plans should include service allocation policies such as, but not limited to, the following.</p> <ul style="list-style-type: none"> • The extent to which the PTA is pursuing patronage and coverage-oriented outcomes by spatial context within a region. • Coverage-oriented policy that makes clear to the public the spatial extent of coverage and minimum level of service the PTA aims to provide 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. • Patronage-oriented policy that makes clear to the public the extent and circumstances under which the PTA aims to provide patronage-oriented services, such as frequent and rapid services, where relevant.

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
- (ia) 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>Public transport plans should outline rapid, frequent and connector services (where applicable) at least schematically and at a scale that covers the entirety of the relevant urban area. If required for legibility, diagrams can be an overview and do not need to specify individual routes.</p> <p>Targeted services should 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 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 link services
- regional link services
- targeted services.

City and regional link services each have distinct service level categories: primary, regular, and daily.

Requirements and guidance

1	<p>City link and regional link services (where applicable) should 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 should 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 included within a regional public transport plan (refer to section 4.4 for further guidance on units).</p>
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4.2.3 Time horizons

Requirements and guidance	
1	<p>Where urban and/or regional services are intended to improve overtime, PTAs should include a series of diagrams that illustrate key changes across different time horizon.</p> <ul style="list-style-type: none"> • A future state network schematic – 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. • Medium term network schematic – illustrating intended network changes within 10 years of the plan's adoption. • Short term network schematic – illustrating existing and planned connections by applicable service type and mode (bus, train ferry) within 3 years of the plan's adoption. <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 should 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 stakeholders, need to identify services and service levels appropriate to their regional and local context.</p> <p>Service levels for targeted services should be outlined separately, along with objectives and policies relevant to those services.</p>

Table 1: Urban services (to the extent applicable)

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

Note: This table does not constitute service level guidance. As part of developing or renewing plans, PTAs, in consultation with key stakeholders, need to identify services and service levels appropriate to their regional and local context.

Table 2: Regional services

Service type	Service level	Minimum frequency	Hours of operation
City link	Primary	Hourly	6am to 8pm – 7 days
	Regular	5 return services per day	6am to 6pm – 7 days
	Daily	1 return service per day	7 days
Regional link	Primary	Every 2 hours	6am to 8pm – 7 days
	Regular	4 return services per day	6am to 6pm – 7 days
	Daily	1 return service per day	7 days
Definitions: include any relevant definitions.			

Note: This table does not constitute service level guidance. As part of developing or renewing plans, PTAs, in consultation with key stakeholders, need to identify services and service levels appropriate to their regional and local context.

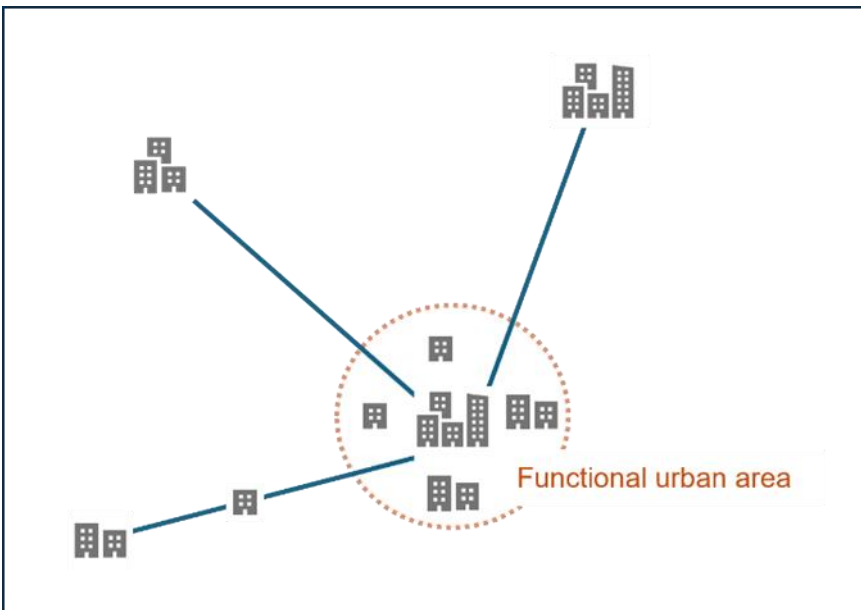
Table 3: Targeted services

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

4.2.5 Functional urban areas

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

Figure 6: Functional 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 [Functional urban areas – methodology and classification](#)

Requirements and guidance	
1	<p>Depending on the context, connections between urban areas within a broader functional urban area may warrant either urban or regional service types.</p> <p>In such cases, PTAs should use regional or urban service descriptors and outline service levels that best align with the function and desired outcomes for each connection within the functional urban area (refer to section 4.1.4 for functional service descriptors).</p>

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"> the service should be identified within the regional public transport plan of all PTAs where the service operates the regional public transport plans should, 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, funding, procuring and operating the service (unless exempt) the service should be assigned standard terminology appropriate to its function (refer functional service descriptors in section 4.1.4).

4.2.7 School services

School travel can be a significant driver of demand for public transport. Demand for school travel can be met in several ways, such as general access services or targeted, school-only services.

Requirements and guidance	
1	<p>Regional public transport plans should outline their approach to meeting demand for school transport, including any relevant policies and actions.</p>

4.2.8 On-demand public transport provided by a PTA

Requirements and guidance	
1	<p>On-demand public transport are services identified in regional public transport plan as integral. These services are allocated into a unit and provided by, or under contract to, a PTA, unless exempt. On-demand public transport is distinct from publicly-assisted, demand-responsive transport (as defined in section 4.2.9).</p> <p>Where a PTA provides, or intends to provide, on-demand public transport services, it must include objectives and policies within its regional public transport plan that:</p>

	<ul style="list-style-type: none"> • outline the use cases for which a PTA may deploy on-demand public transport • the accessibility standards that will apply to the scheme and vehicles utilised within the scheme • 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"> - fares and payment methods - operating catchment - operating mode - hours of operation - eligibility to utilise the service.
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4.2.9 Publicly-assisted, demand-responsive transport

Requirements and guidance	
1	<p>Publicly-assisted, 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 (see section 3.5), the regional public transport plan must identify the service and include objectives and policies that outline the circumstances and extent to which a PTA may support the service.</p>

4.2.10 Total Mobility

Total Mobility is a form of financially assisted demand-responsive public transport for people with transport disability or impairment.

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

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. In turn, this will vary between and within regions. To enable a nationally consistent and flexible approach, PTAs should use the [One Network Framework](#) and [Public Transport Design Guidance](#) as the basis to identify network infrastructure.

Requirements and guidance

1	<p>Process guidance</p> <p>The One Network Framework (ONF) should be used as a basis to identify network infrastructure necessary to support integral services by:</p> <ul style="list-style-type: none"> • 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 • 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 • 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 & stations, and priority and optimisation incorporate ONF classifications • identifying gaps (if any) between existing infrastructure and infrastructure necessary to support services for both links and nodes for each corridor segment
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	<ul style="list-style-type: none"> • identifying the time horizon within which gaps should be addressed <ul style="list-style-type: none"> ○ future state – 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. ○ medium term - activities that should be funded, delivered or commenced within a 10-year window of the plan being adopted. ○ short term - activities that should be funded, delivered or commenced within a three-year window of the plan being adopted.
2	<p>Output guidance</p> <p>Regional public transport plans must 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"> • 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"> ○ infrastructure required to support services by way of reference to relevant public transport design guidelines or standards ○ gaps (if any) between existing and required infrastructure and the time horizon within which gaps should be addressed • objectives and policies that promote the integrated provision of services and infrastructure.
3	<p>Exempt and excluded services</p> <p>Exempt and excluded services form an important part of New Zealand’s public transport system. Such services contribute significantly to economic and social outcomes by enabling inter-regional travel, facilitating tourism and meeting community transport needs.</p> <p>Regional public transport plans should identify policies and, where relevant, actions that promote provision of infrastructure necessary to support the safe, efficient and effective operation of exempt/excluded services and enable a good customer experience. For example, such policies and actions should encourage sufficient parking space for large passenger service vehicles at key destinations and central city locations. Policies should define the circumstances under which such infrastructure should be publicly provided (e.g., facilities within public roading corridors) or privately provided (e.g., as part of developing key locations such as hotels and event facilities).</p>

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 over time.

Requirements and guidance	
1	<p>As part of developing or renewing regional public transport plans and procurement strategies, PTAs should 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 promotes fair competition and supports efficient markets for unit contracts, and best long-term value for money.</p>
2	<p>Defining infrastructure and assets</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"> • 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. • Tier 2 assets: Medium-term enabling assets essential to service delivery (generally, up to a 10-year lifecycle), the treatment of which can significantly influence obtaining value for money. • Tier 3 assets: Commodity type assets (generally, up to a 10-year lifecycle) routinely renewed and replaced as part of normal business processes. <p>Regional public transport plans should outline the time horizon within which strategic enabling infrastructure assets should be provided, renewed or upgraded to enable the delivery of integral services.</p> <ul style="list-style-type: none"> • Short term – assets that should be provided, renewed or upgraded within a three-year window of the plan being adopted. • Medium term - activities that should be provided, renewed or upgraded within a 10-year window of the plan’s adoption. • Future state - 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.
3	<p>Regional public transport plans should:</p> <ul style="list-style-type: none"> • identify tier 1 and 2 enabling infrastructure and assets required to deliver integral service and the time horizons within which they should be provided, renewed or upgraded, and • include objectives and policies that guide how, and who, will provide the identified enabling infrastructure and assets in a way that will promote fair competition and support efficient markets for unit contracts, and long-term value for money. <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.

Requirements and guidance

1

Unit types

Integral 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.
- **Exempt fare reduction** – Comprising one or more exempt public transport services that are considered integral, receive, or are intended to receive, financial assistance to reduce fares in accordance with an agreement between the PTA and exempt service operator.
- **Exempt financially-assisted** – Comprising one or more exempt public transport services that are provided in small passenger services vehicles (12 or fewer seats) and

	<p>receive, or are intended to receive, financial assistance under LTMA s120(1)(a)(vii).</p> <ul style="list-style-type: none"> • Exempt integral – Public transport services that are independently operated, considered integral to the network, and not financially-assisted or intended to receive financial assistance. • 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 a subsidy. <p>Allocating integral services into units based on the statutory service type provides a logical organising structure and an efficient way to manage and report units and services.</p> <p>Exempt services that are not identified as integral do not need to be allocated into units but may need to be registered with the PTA (refer section 3.4).</p>
2	<p>Basis for arranging services into units</p> <ul style="list-style-type: none"> • Geographically-based <p>Units must be geographically based – LTMA s114B defines a unit as a geographic area of any size identified in a regional public transport plan.</p> <p>The geographic area of a unit is largely determined by the services within the units and may change over time.</p> • Single mode <p>Services in a unit must be of the same mode. For example, a unit cannot include a combination of bus, ferry or train services. This provides greater transparency and simplifies monitoring and reporting, but does not prevent integrated procurement across different modes, if required.</p> <p>On-demand public transport is a variant to a parent mode, such as bus or ferry, and may be arranged into separate units or form part of units with fixed route services of the same mode.</p> • Single operator <p>All services allocated into a contracted or in-house unit must 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.</p> <p><i>Exception</i> – An exempt unit may 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.</p> • Efficiency and value for money <p>Services must be arranged into 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</p>

4.4.2 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*—

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

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.

4.4.3 Schedule of units

Requirements and guidance	
1	<p>Regional public transport plans should include a schedule of units to provide an efficient way to:</p> <ul style="list-style-type: none"> indicate the geographic locality of the unit via the unit name identify the mode of service included within the unit (e.g. bus, train or ferry) identify any units for which the regional council intends to provide subsidy or financial assistance by noting the type of unit in the schedule indicate whether the service or services will be operated by the PTA, or another entity, by noting the type of unit in the schedule indicate how the procurement of services in units will be phased in over time by noting the status of unit in the schedule indicate the scale of the units by noting the approximate peak vehicle requirement (PVR) and in-service hours or estimated demand. <p>Table 4: Example schedule of units provides an example schedule of units.</p>

Table 4: Example schedule of units

Reference	Unit name ¹	Mode	Type of unit	Approximate scale of unit ²	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 and open to eligible service providers	Existing
TM 02	Total Mobility – locality 2	SPSV	Exempt – small passenger service vehicle	N/A – Demand driven and open to eligible service providers	Existing
CT 01	Community transport – locality 1	SPSV	Exempt – small passenger service vehicle	N/A – Demand driven and open to eligible service providers	Planned

4.4.4 Schedule of services

Policy and guidance	
1	<p>Regional public transport plans should include a schedule of services to provide an efficient way to:</p> <ul style="list-style-type: none"> 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 provide an outline of routes or geographic area via the “service description” column provide an outline of frequency, and hours of operation via the “service type”, which references network schematics (where relevant) and service level tables included

¹ The unit name should reference the high-level geographic locality of the unit.

² 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+

	<p>within the regional public transport plan (refer section 4.1 for further context)</p> <ul style="list-style-type: none"> • indicate the date that any service in a unit, or part of a unit, is expected to start operating • indicate and planned service changes, where known • identify the unit the service is allocated into and identify any future change to unit allocation, where known. <p>Table 5: Example schedule of services provides an example of a schedule of services.</p>
2	Separate tables should be provided for each mode of transport (e.g. bus, ferry and train).

Table 5: 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 link	Existing	4	4
26 – Southern connector	Westham – City via Chelsea and Leads	Regional link	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
- 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>Vehicles</p> <p>In relation to ferry and train units, regional public transport plans should 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 funded via the NLTF, regional public transport plans must 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>Infrastructure</p> <p>Regional public transport plans must describe the infrastructure necessary to support integral service standards and PTAs should do this in a manner that is integrated with the ONF and with reference to relevant infrastructure standards and guidelines (refer to section 4.2.7 for further guidance).</p> <p>Note: NZTA publishes Public Transport Design Guidance on our website.</p>
3	<p>Information</p> <p>Regional public transport plans should outline methods and channels for communicating with the public and passengers along with supporting objectives, policies and, where relevant, actions for improving provision of public transport information and communications.</p> <p>Regional public transport plans should identify policies and actions to provide 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

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—*

...

(b) *fares and the method or formula or other basis for setting and reviewing those fares; and*

...

Requirements and guidance

1	<p>Fares and pricing policy</p> <p>PTAs must include a fares and pricing policy in their regional public transport plan that:</p> <ul style="list-style-type: none"> • Provides clear objectives that balance financial sustainability, transport system efficiency and equity. • Reflects 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.
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	<ul style="list-style-type: none"> • Ensures 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. • Specifies any government, national or regionally defined fare concessions, including eligibility criteria and basis for setting fares for those concessions (refer fare concessions). • Specifies the method for setting and reviewing fares, with fare pricing reviews to occur annually and fare structure reviews at least every six years. • Ensures 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. • Specifies any fares and pricing measures and targets advised by NZTA. 																					
2	<p>Fare concessions</p> <p>PTAs must align with the following fare concession requirements and set pricing as a percent discount off the standard adult fare for equivalent travel.</p> <ul style="list-style-type: none"> • Government-defined concessions <p>PTAs must specify whether they offer any Crown fare concessions in their region, including:</p> <ul style="list-style-type: none"> ○ SuperGold card – free off-peak ○ Community Services card – 50% discount <ul style="list-style-type: none"> • Nationally defined concessions <p>PTAs must specify whether they offer any of the following nationally defined concessions in their region:</p> <ul style="list-style-type: none"> ○ Infant – under 5 years – free ○ Youth – age 5 to 18 years – discount set by PTA ○ Under 25 – age 19 to 24 years – discount set by PTA <p>PTAs must ensure any regionally defined concessions (see below) 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.</p> <ul style="list-style-type: none"> • Regionally defined concessions <p>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.</p> <p>The following table is an example of how fare concessions may be specified as part of the fares and pricing policy.</p> <table border="1" data-bbox="260 1680 1404 1960"> <thead> <tr> <th>Category</th> <th>Concession group</th> <th>Eligibility criteria</th> <th>Concession discount</th> </tr> </thead> <tbody> <tr> <td rowspan="2">Government</td> <td>SuperGold card</td> <td>Hold a SuperGold or Veterans SuperGold card</td> <td>Free off-peak</td> </tr> <tr> <td>Community services card</td> <td>Hold a community services card</td> <td>50%</td> </tr> <tr> <td rowspan="3">National</td> <td>Infant</td> <td>Persons aged under 5 years</td> <td>Free</td> </tr> <tr> <td>Youth</td> <td>Persons aged 5 to 18 years</td> <td>Region to define</td> </tr> <tr> <td>Under-25</td> <td>Persons aged 19 to 24</td> <td>Region to define</td> </tr> </tbody> </table>	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
Category	Concession group	Eligibility criteria	Concession discount																			
Government	SuperGold card	Hold a SuperGold or Veterans SuperGold card	Free off-peak																			
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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>Concession validation</p> <p>PTAs should 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>Automated verification as standard – 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"> • 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 • 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 • Regionally-defined concessions should be validated by automated means unless the cost of automation outweighs the benefits. <p>Other methods by exception – 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>Use of cash</p> <p>PTAs should seek to minimise the use of cash over time and include their position for the use of cash in their fares and pricing policy.</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>Dependencies</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 of procurement procedures/strategies.</p> <p>5.7 Appendix C provides a high-level overview of key dependencies across the different workstreams.</p>
2	<p>Procurement strategies</p> <p>Under LTMA s25, NZTA must approve procedures for activities funded from the NLTF. Procurement procedures include the development of procurement strategies. The approach to the procurement of units intended to receive funding from NZTA must be set out in procurement strategies. Those strategies must be adopted by PTAs and endorsed by NZTA to be eligible for NLTF funding.</p> <p>The approach to the 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>Openness and transparency</p> <p>Regional public transport plans should include policy that confirms:</p> <ul style="list-style-type: none"> the development of procurement strategies will involve engagement with incumbent and non-incumbent service providers and other stakeholders procurement strategies adopted by a PTA will be publicly available on the PTA's website
4	<p>Process of establishing units</p> <p>Regional public transport plans should include policy that confirms that the process of establishing units will be informed by the development of procurement strategies.</p>
5	<p>Approach to procurement</p> <p>The following must 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"> the intended approach 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

	<p>the PTA</p> <ul style="list-style-type: none"> • how the procurement of services in units will be phased in over time.
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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 must 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 should briefly outline in their regional public transport plans the purpose and principles that underpin their policies and their approach to managing, monitoring, and evaluating the performance of services in units.</p>
2	<p>Purpose</p> <p>By way of guidance, NZTA sees the purpose of managing, monitoring and evaluating the performance of services as follows:</p> <ul style="list-style-type: none"> • 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). • to improve end-to-end journey experience for passengers and encourage more people to use public transport. • to enable continuous improvements to the efficiency, effectiveness and value for money from public investment in public transport services and infrastructure.
3	<p>Principles</p> <p>PTAs and operators should manage, monitor and evaluate service performance at both the service level (individual routes and services) and network level (overall system).</p> <p>Improving customer experience should 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, should offset lower-performing ones to enable well-functioning integrated networks. As such:</p> <ul style="list-style-type: none"> • performance expectations should be used as a guide for how services in units will be managed, monitored, and evaluated • performance targets included within a regional public transport plan should relate to the

network overall, not routes and services individually.

Performance expectations and targets **should** 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.

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>Regional public transport plans should include 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"> • experience accessing pre-travel information • safety and experience getting to public transport services • safety and experience at waiting locations • safety and experience on board vehicles • safety and experience at the alighting destination • safety and experience getting to an end destination • customer service and feedback.
2	<p>As a minimum, PTAs should:</p> <ul style="list-style-type: none"> • utilise the NZTA public transport customer satisfaction survey as a basis for monitoring end-to-end journey experience • 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.

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>Contracted services</p> <p>PTAs should 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 should reflect the nature and type of services being provided. For</p>
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	<p>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 should outline performance expectations by service type for the following factors:</p> <ul style="list-style-type: none"> • Patronage • Service reliability • Service punctuality • Financial <ul style="list-style-type: none"> ○ Fare revenue ○ Cost per service KM ○ Cost per passenger boarding <p>Performance expectations may be expressed as very low, low, medium, high or very high with an applicable value range defined for each category.</p> <p>Table 6 sets out an example of how performance expectations may be outlined.</p> <p>Performance expectations may be used as a basis for specifying policy that guides how services in units will be managed, monitored, and evaluated.</p> <p>For example, it may be a PTA's policy to monitor actual performance vs performance expectations and to use this as guide for:</p> <ul style="list-style-type: none"> • 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	<p>Exempt services</p> <p>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.</p>

Table 6 Service performance expectations example

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
City link	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)

Network performance

Requirements and guidance

- | | |
|---|--|
| 1 | <p>PTAs should include in their regional public transport measures and targets for monitoring network performance factors such as:</p> <ul style="list-style-type: none">• Patronage• Passenger satisfaction (refer Customer experience section above)• Service reliability and punctuality• Public and private revenue ratios (refer to 5.7Appendix D for context and guidance)• Coverage goals where relevant (refer to section 4.1.3 and 4.1.4)• Patronage oriented goals where relevant (refer to section 4.1.3 and 4.1.4)• Emissions targets and goals where relevant• Any other matter the PTA considers relevant. |
|---|--|

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 relevant matters have been addressed (refer section 5.3) and the collaboration and consultation requirements (refer section 5.4) have been met.

Requirements to vary 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 may 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.
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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>Amendments</p> <p>PTAs may 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>Periodic review and renewal</p> <p>PTAs should review and, if necessary, renew or vary their regional public transport plan at least every three years.</p> <p>PTAs must renew and adopt a regional public transport plan at least once every six years</p>
4	<p>Alignment with regional land transport plans</p> <p>In any event, a PTA must 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.*

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.

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.
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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	<p>PTAs must include a "significance policy" in their regional public transport plan.</p> <p>The significance policy should identify:</p> <ul style="list-style-type: none"> • matters that will be considered when deciding on significance • matters that will: <ul style="list-style-type: none"> ○ always be considered "significant" ○ always be considered "not significant" ○ usually be considered "not significant" • the approach to consultation for "significant" and "not significant" matters.
2	<p>PTAs may identify the following matters in their significance policy as considerations when deciding on significance:</p> <ul style="list-style-type: none"> • the reason for the change, and the alternatives available • the magnitude of the proposed change, in terms of its financial cost to the region • the extent to which the proposed variation departs from the strategic direction and guiding principles contained within the regional public transport plan • the proportion of the regional community that would be affected to a moderate or greater extent by the change • the likely effect on the overall level, quality, and use of public transport services in the region • the extent to which the change is consistent with existing plans, including long-term plan, regional land transport plan and Government policy statement. • 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.
3	<p>PTAs must identify the following matters in their significance policy as matters that will always be considered "significant":</p> <ul style="list-style-type: none"> • major reorganisation of units • changes to the significance policy
4	<p>PTAs may identify the following matters in their significance policy as matters that will always be considered "not significant":</p> <ul style="list-style-type: none"> • minor changes to units or services • minor changes to fare levels, e.g. annual fare reviews
5	<p>PTAs may identify the following matters in their significance policy as matters that will usually be considered "not significant":</p> <ul style="list-style-type: none"> • addition or removal of individual units, including any trial units, consistent with the regional public transport plan • addition, removal or amendment of any matter that has already been the subject of public consultation • minor changes to service descriptions after a service review, for example changes to the

	<p>frequency and hours of a service that result in the same, or a better, level of service</p> <ul style="list-style-type: none"> changes to the descriptions of services or service groupings following a service review, provided there is no significant increase in cost
6	PTAs should follow the special consultative procedure for “significant” matters.
7	<p>PTAs should identify in their significance policy approaches to consultation for matters identified as “not significant.” For example:</p> <ul style="list-style-type: none"> Service reviews: 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. Minor service delivery changes: 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 Other non-significant changes: 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

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,—*
- establish and maintain processes to provide opportunities for Māori to contribute to the organisation’s land transport decision-making processes; and*
 - 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*
 - 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 regarding their public transport needs. Placing an emphasis on Māori engagement in 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	PTAs must engage with Māori when reviewing and preparing a regional public transport plan. NZTA's Engaging with Māori policy provides guidelines for engagement in relation to activities proposed for funding out of the NLTF.
2	PTAs should include a policy in their regional public transport plans for engaging with Māori on changes to their public transport systems.
3	PTAs should strengthen reporting on engagement and outcomes for Māori relevant to public transport.

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 must 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 must 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. This means consulting prior to finalising a draft regional public transport plan for wider public consultation.

Requirements and guidance

1	PTAs must consult “statutory stakeholders” prior to finalising a draft regional public transport plan for wider public consultation.
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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.*

Requirements and guidance

1	<p>Special consultative procedure</p> <p>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.</p> <p>PTAs should follow the special consultative procedure as councils already have established processes and it aligns well with the purpose of regional public transport plans (refer section 2.1).</p>
2	<p>Combining consultation processes</p> <p>PTAs may combine consultation on their regional public transport plan with consultation on:</p> <ul style="list-style-type: none"> • Regional land transport plan • Long-term plan • Annual plan.

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.*

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.*

Requirements and guidance

1	PTAs must ensure regional public transport plans are published and available to the public via their websites.
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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. Figure 7 outlines key customer experience touchpoints that make up an end-to-end journey experience. Around these touchpoints, we outline key elements to continuous improvement.

Figure 7 Customer experience touchpoints

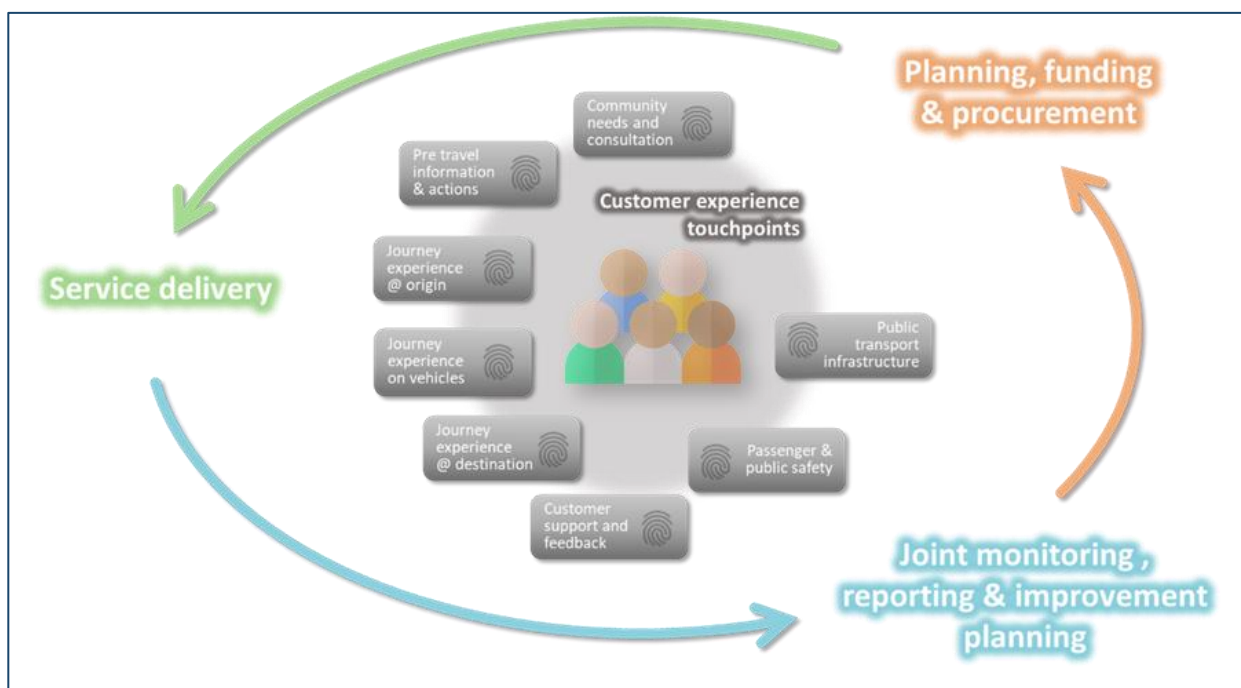
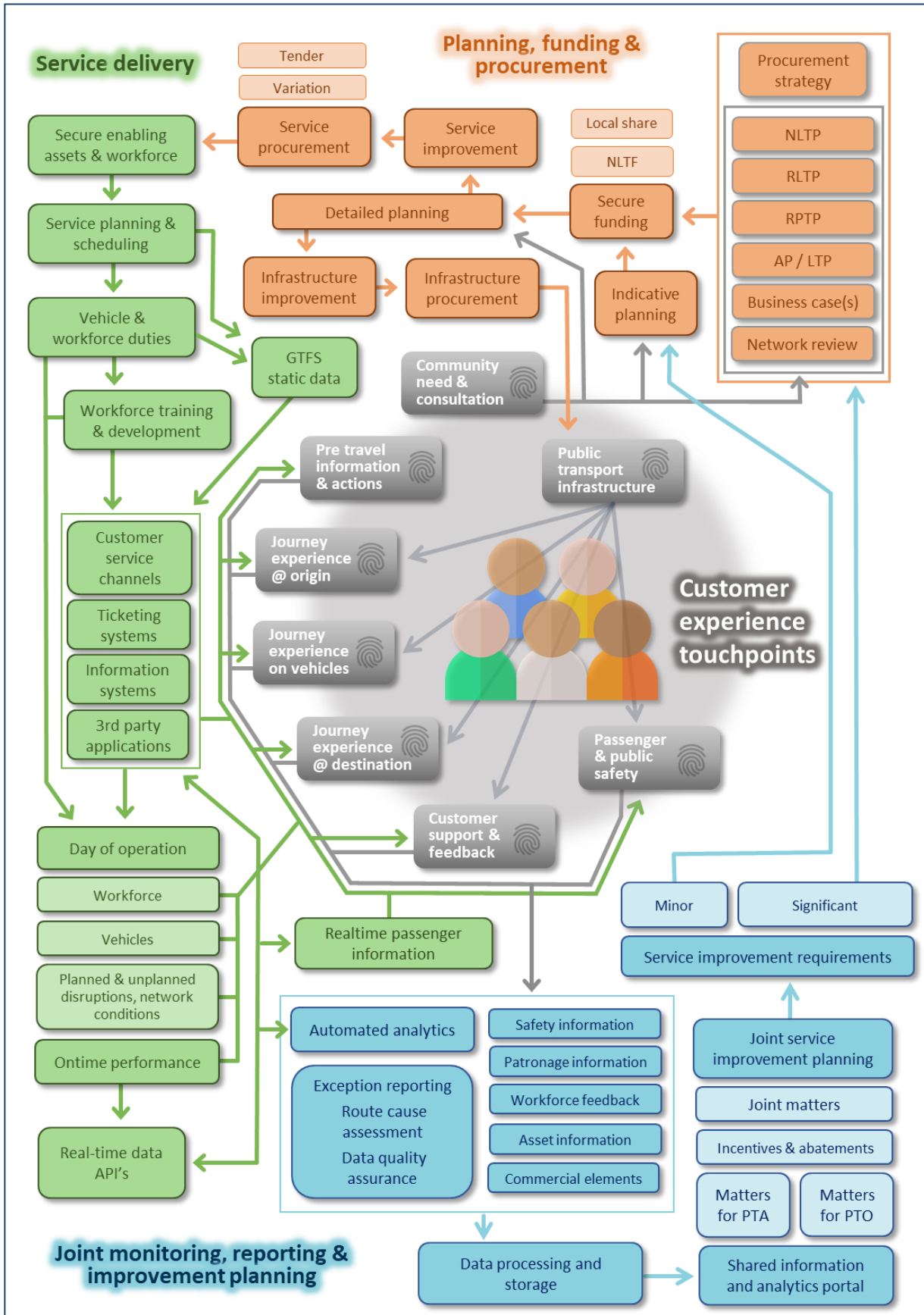


Figure 8 provides a generalised outline of key elements relevant to the delivery of public transport services and infrastructure in New Zealand. The scale and extent to which elements are relevant depends on context which varies significantly by location in New Zealand.

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.

Figure 8 Elements of public transport service and infrastructure delivery



Appendix B Relational approach to public transport delivery

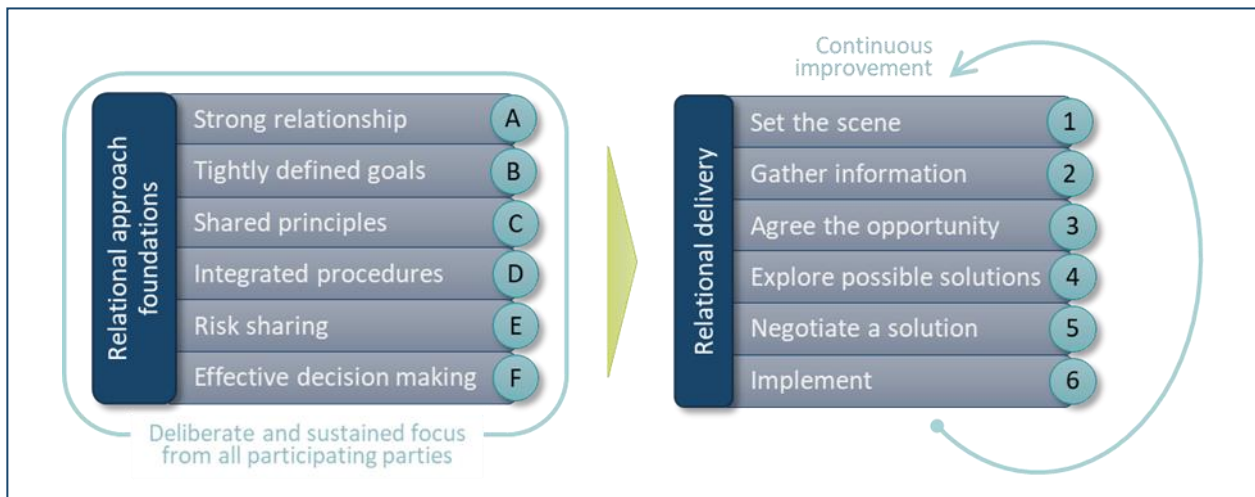
Relational delivery approaches can be effective in complex and dynamic sectors where the parties need to adopt a long-term approach, collaborate closely, share information, and adapt to changing circumstances. This contrasts with transactional approaches, which focus on specific exchanges.

Public transport authorities have a key role under the LTMA to plan and implement public transport networks. This involves long-term relationships with various entities like territorial authorities, NZTA, 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: the foundations and delivery, as summarised in Figure 9. It is necessary for the foundations to be in place for the delivery element to be efficient and effective.

Figure 9 Elements of a relational delivery approach



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 a relational approach is an ongoing process, not a one-off initiative. This method also builds on sector experiences and evolves over time. 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

Planning and procurement dependencies

This graphic provides a highlevel 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 (LTMA).

Under LTMA s120:

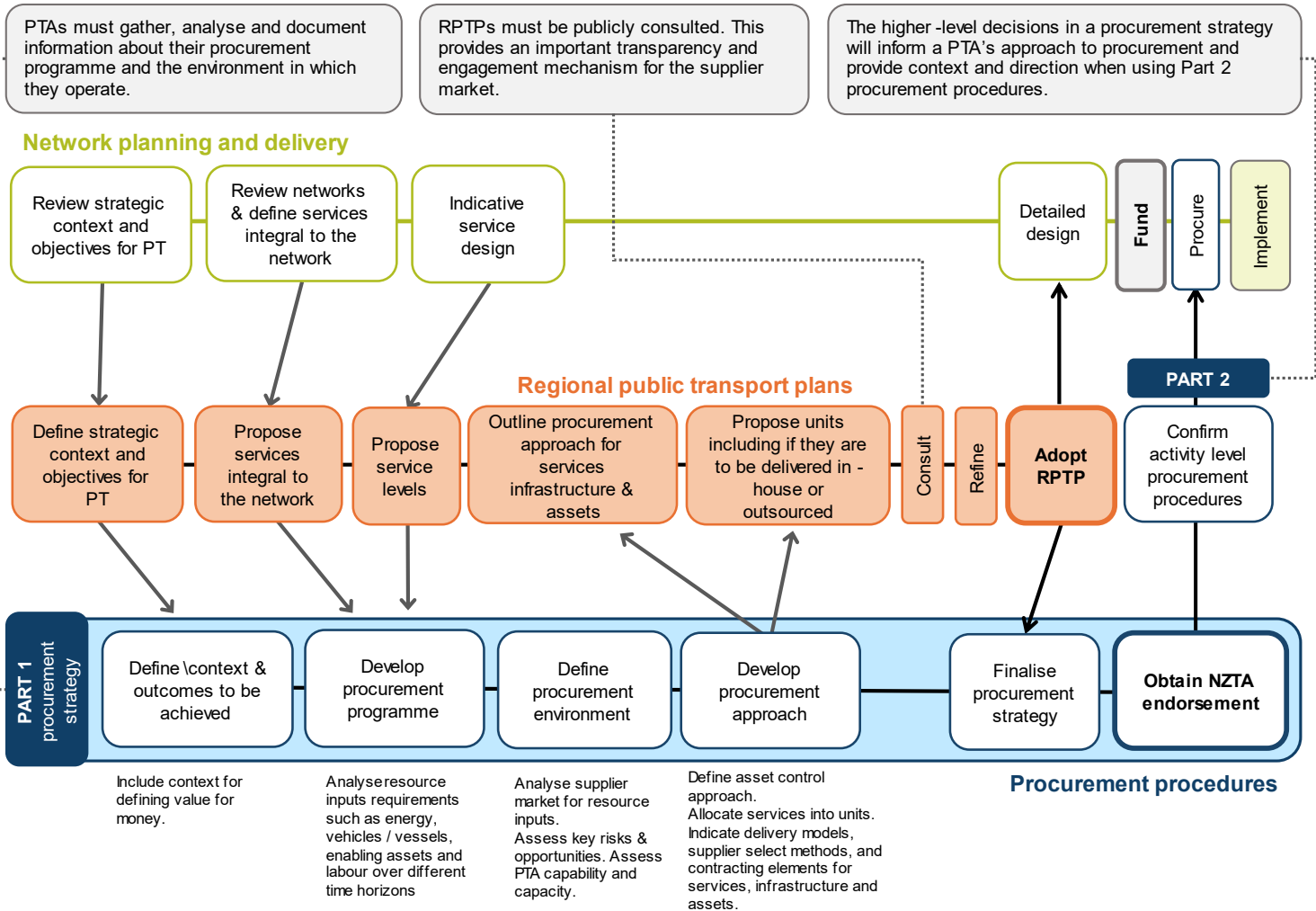
- RPTPs must arrange services into units and include policies on:
 - the process for establishing units
 - the approach that will be taken to provide the services in a unit, including;
 - how the procurement of units will be phased in over time, and
 - whether they are to be delivered in-house or outsourced
 - 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
Total	\$ 12,000,000

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
Total	\$ 12,000,000

Revenue ratios				
30%	34%	Private		
4%				
8%	35%	Central	66%	Public
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
A	Passenger services	All activities that qualify under work categories 511, 512, 515.
B	Operations and maintenance	All activities that qualify under work categories 514, 524, 525.
C	Total	Total operating expenditure

Operating revenue		Definitions
D	Passenger fares	All fare revenue received from passengers.

E	Third parties	All funding from third parties such as but not limited to advertising, tertiary institutions, or developer contributions.
F	Crown	All funding from the crown such as but not limited to SuperGold and Community Connection funding.
G	NLTF	All funding received from the NLTF.
H	Local (with FAR)	All local share funding that received co-funding from the NLTF.
I	Local (without FAR)	All local share funding not co-funded from the NLTF.
	Total	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).

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

Private share illustrative example

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

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

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

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.