

# Chapter B1 National strategies and policies

## B1.1 Overview

**Introduction** This chapter presents the components of government strategy and policy that are relevant to transport, particularly land transport.

It describes government strategy and policy documents and the main points relevant to planning and programming for land transport, including coastal shipping.

It also explains the hierarchy of strategies, policies and programmes at the national and regional levels.

**Purpose** The purpose of this chapter is to give an overview of the various strategy and policy components that provide the context for the material in this and subsequent chapters.

**Audience** The audience for this chapter is anyone engaged in land transport planning.

**In this chapter** This chapter contains the following sections:

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## B1.2 The need for strategy and integrated planning

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### Reviews of the sector

Government reviews of the transport sector have raised issues, including:

- value for money
- delivering on the New Zealand Transport Strategy (NZTS)
- delivering on the government's economic transformation and sustainability agenda
- responsiveness
- fiscal risk for the Crown.

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### Government requirements

These government reviews identified five principal requirements for the sector:

- providing greater national direction
- improving certainty and accountability of funding
- reducing fragmentation of decision making at the sub-national level
- supplementing funding tools available to regions
- clarifying the roles of the land transport agencies.

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### Strategy and integrated planning

In the above context, the intent of the LTMA is to fulfil government requirements by better strategy development and by an integrated approach to planning.

This chapter and *Chapter B2* cover these issues.

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### Challenges facing the transport sector

The following may put at risk the ability of the transport sector to deliver the transport vision:

- responding to climate change
  - energy security and cost
  - funding of investment in infrastructure and services while keeping transport affordable
  - increases in the environmental and social impacts of transport
  - changing demands arising from the ageing of New Zealand's population
  - development pressure and its impact on transport demand
  - global terrorism.
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## B1.3 Government transport strategies

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### **NZTS is the primary strategy**

The NZTS is the primary long-term government transport strategy. The NZTS sets out the issues facing the transport sector and a series of transport-specific targets within the context of overarching government targets in the areas of sustainability, energy and climate change.

The NZTS is non-statutory but forms the context for the development of the Government Policy Statement (GPS) on land transport funding, which is referred to in the provisions of the LTMA and in section *B1.4* of this manual.

The multi-modal NZTS was first issued by government in December 2002. An updated version was issued in August 2008.

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### **NZTS vision and objectives**

The NZTS 2008 has the vision that, for transport in 2040:

*People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system.*

The NZTS sets out the key government objectives for transport as:

- assisting economic development
- assisting safety and personal security
- improving access and mobility
- protecting and promoting public health
- ensuring environmental sustainability.

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## B1.3 Government transport strategies, continued

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### **Contents of NZTS**

The NZTS 2008 provides direction for the transport sector until 2040, by setting out targets under each of the five transport objectives and by identifying seven key components, where increased priority needs to be applied. These will guide how transport is planned and delivered.

The seven key components are:

- integrated planning
- making best use of existing networks and infrastructure
- investing in critical infrastructure and the transport sector workforce
- increasing the availability and use of public transport, cycling, walking and other shared and active modes
- considering options for charging that will generate revenue for investment in transport infrastructure and services
- using new technologies and fuels
- maintaining and improving international links.

### **National land transport strategy**

The LTMA also makes provision for a national land transport strategy. This has not yet been prepared.

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## B1.4 Government policy statement on land transport funding

### Introduction

The Minister of Transport must issue a new GPS in advance of the expiry of each three-year National Land Transport Programme (NLTP).

### Legislative basis of the GPS

The GPS, which is issued by the Minister of Transport every three financial years, enables the Minister to:

- guide the NZTA and the land transport sector on the short-to medium-term impacts and objectives that the Crown wishes to achieve under the NLTP, and from the allocation of the NLTF over a period of six years
- link the amount of revenue raised from road users with the planned levels of expenditure from the NLTF.

**Legislation:** LTMA s84 to s91.

### GPS impacts

The GPS sets out the specific short to medium-term impacts that the government expects to be achieved by activities in the NLTP. The impacts in the current GPS are:

#### Impacts that contribute to economic growth and productivity

- Improvements in the provision of infrastructure and services that enhance transport efficiency and lower the cost of transportation through:
  - improvements in journey time reliability
  - easing of severe congestion
  - more efficient freight supply chains
  - better use of existing transport capacity.
- Better access to markets, employment and areas that contribute to economic growth
- A secure and resilient transport network.

#### Other impacts

- Reductions in deaths and serious injuries as a result of road crashes
- More transport choices, particularly for those with limited access to a car where appropriate
- Reductions in adverse environmental effects from land transport
- Contributions to positive health outcomes.

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## B1.4 Government policy statement on land transport funding, continued

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### **Place of GPS in planning and programming**

The NZTA is required to give effect to the GPS when preparing the NLTP and when making recommendations on police activities.

Regional transport committees (RTCs) and the Auckland Regional Transport Authority (ARTA) must be satisfied that their RLTP is consistent with the current GPS. The NZTA expects that this requirement will be addressed in a formal manner.

RTCs must take into account the GPS when preparing their regional land transport strategies (RLTSs).

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### **Guidance to local government and the NZTA**

The GPS provides guidance to local government and the NZTA on the important factors that need to be considered in developing and evaluating transport strategies and programmes – refer to Appendix 2 that contains an extract of the GPS.

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## B1.5 A regional dimension to the GPS

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### **Introduction**

The GPS:

- sets specific impacts to be achieved nationally in the short to medium-term
- sets national funding ranges for activity classes for the forward 10 years
- provides guidance about factors local government and the NZTA need to take into account when planning and assessing and making decisions of funding for activities and combinations of activities.

The factors relating to planning, assessing and funding are addressed by the various chapters of this manual.

The NZTA's strategic investment direction implements the GPS impacts at the national level.

In order to provide more specific guidance on the expectations for implementation of the NZTA's strategic investment direction at the regional level, the NZTA develops a regional dimension to the GPS for regional authority use.

The regional dimensions of the GPS reflect the expected contribution of each region to the NZTA's strategic investment direction and the national GPS impacts and funding ranges.

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### **The NZTA and local authorities**

The NZTA will engage with regional authorities during the process of developing the regional dimension to the GPS and related strategy options.

The regional dimension will be discussed with each region with the intention of reaching alignment between each region and the NZTA.

The NZTA assists and advises approved organisations and, in particular, influences regional authorities and the NZTA (for state highways) so that the NZTA's strategic investment direction and the GPS expectations are met.

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## B1.5 A regional dimension to the GPS, continued

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### **Use of the regional dimension to the GPS**

The NZTA uses the regional dimensions of the GPS as follows:

- The regional impacts and funding ranges (and underlying rationale) established by the NZTA will be communicated as the regional dimension of the GPS.
- The NZTA will consider the regional dimensions of the GPS when:
  - assessing RLTSs
  - proposing activities for inclusion in an RLTP
  - advising on the content of an RLTP
  - contributing to the development of an RLTP as a member of an RTC (outside Auckland)
  - developing the NLTP
  - assessing strategies and packages of activities
  - assessing key activities
  - prioritising activities in the NLTP.
- The contribution of activities and combinations of activities to the the regional dimension of the GPS will influence the priority given in the NLTP.

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### **Identifying additional strategy options for RLTSs**

The NZTA uses the regional dimension to the GPS to assess RLTSs.

Where there is a gap between the contribution that the RLTS makes and the regional impacts, the NZTA will identify possible additional strategy options that could achieve the regional impacts within the regional funding ranges.

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## B1.6 Hierarchy of land transport strategies, policies and programmes

### Introduction

The strategy and policy items discussed relate to the RLTPs and the NLTP in a hierarchy, as shown in the diagram below.

### Components of the hierarchy

The following table shows the major components in the hierarchy of strategy policy and programme and the organisations that are responsible for producing them.

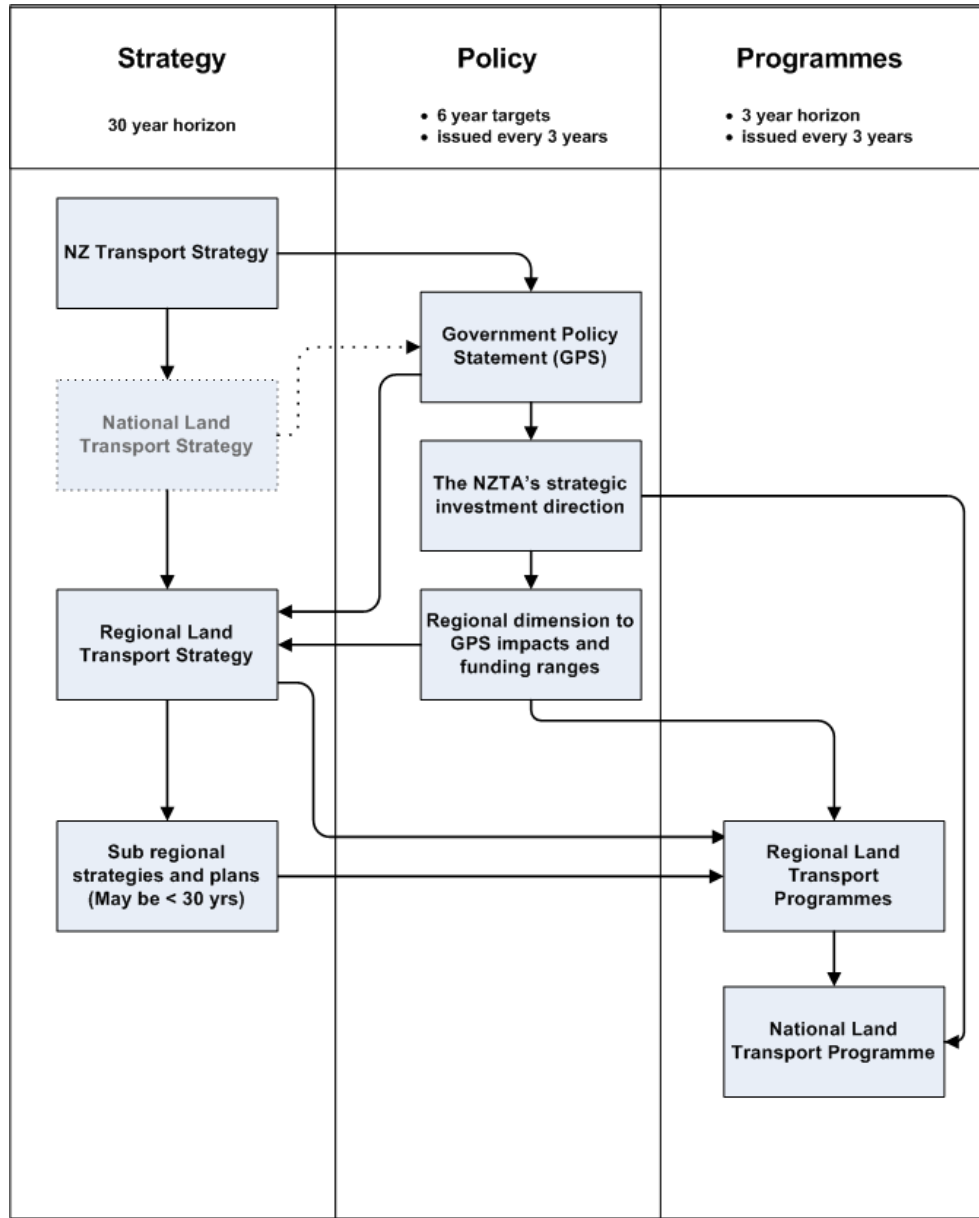
| Component   | Responsibility  |
|---|---|
| New Zealand Transport Strategy (NZTS)                       | Government  |
| National land transport strategy (not yet formulated)       | Government  |
| Government policy statement (GPS) on land transport funding | Government  |
| Regional land transport strategy (RLTS)                     | Regional councils through regional transport committees                                   |
| The NZTA's strategic investment direction                   | The NZTA  |
| Regional dimensions to GPS impacts and funding ranges       | The NZTA  |
| Regional land transport programmes (RLTPs)                  | Regional councils through regional transport committees (or ARTA for the Auckland region) |
| National Land Transport Programme (NLTP)                    | The NZTA  |
| Sub-regional strategies and plans                           | Approved organisations and the NZTA   |

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## B1.6 Hierarchy of land transport strategies, policies and programmes, continued

**Diagram**

This diagram shows the relationship between the various components of the hierarchy.



## B1.7 Other relevant strategies and policies

### Introduction

In addition to the NZTS and the GPS, there are several government strategies that provide direction on how national and local government agencies and organisations should work together and provide outputs to achieve outcomes relating to land transport.

Each of these strategies needs to be considered when developing a land transport programme.

### NZ energy efficiency and conservation strategy

The current national strategy for energy efficiency and conservation is the New Zealand Energy Efficiency and Conservation Strategy (NZE ECS). Its purpose is to promote energy efficiency, energy conservation and renewable energy and to move New Zealand towards a sustainable energy future.

### NZE ECS targets

The strategy, launched in October 2007, has two specific targets:

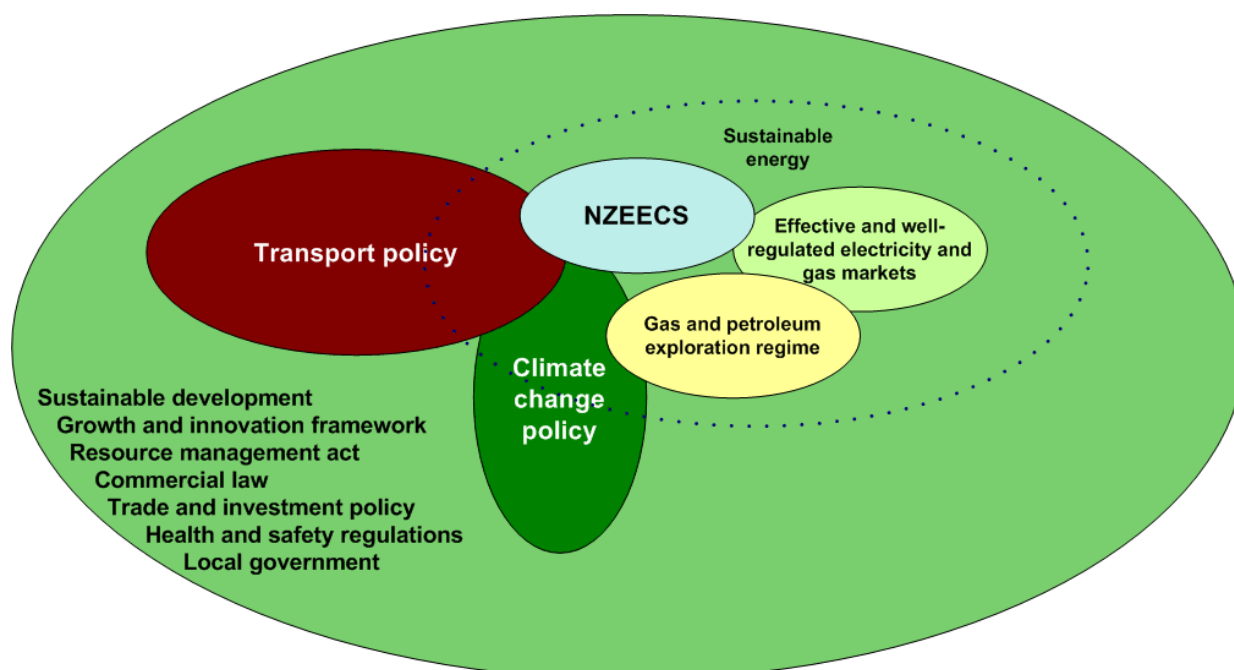
- a 20 percent improvement in energy efficiency by 2012
- increasing our supply of renewable energy by a further 22 percent by 2012.

### NZE ECS must be taken into account

RLTSs, RLTPs and the NLTP must take the NZE ECS into account when they are being prepared.

### Relation of NZE ECS to transport sector

This diagram shows the relationship between the NZE ECS and the transport sector.



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## B1.7 Other relevant strategies and policies, continued

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### **National injury prevention strategy**

The purpose of the New Zealand Injury Prevention Strategy (NZIPS) is to establish a framework for the injury prevention activities of government agencies, local government, non-government organisations, communities and individuals.

The strategy sets out the government's vision for a New Zealand where more people can live free of injury while continuing to lead active and challenging lives. The strategy will assist New Zealand to better focus its injury prevention efforts and resources by providing a clear direction to the range of agencies, organisations and communities that have either a direct involvement or a contributory role in injury prevention activity in New Zealand.

The strategy is the umbrella strategy for six independent but linked strategies covering the area of drowning and near drowning, prevention of falls, assault, suicide, workplace injury, and road safety.

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### **Road safety to 2010 strategy**

The road safety strategy sets out the government's goals for road safety. This is to reduce by 2010:

- road deaths per year to no more than 300
- road hospitalisations to no more than 4500.

The *Road safety to 2010* strategy underpins the NZTS in the area of road safety, and is one of six strategies that come under the umbrella of the NZIPS.

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### **NZ Police road policing strategy**

NZ Police's *Road policing to 2010* strategy sets out the road policing focus as NZ Police works toward playing its part in reducing road trauma. Community reassurance, policing with confidence and organisational development will be targeted along with enforcement activity around the 'fatal five' areas of:

- speed
- drink/drug driving
- restraints
- dangerous/careless driving
- high-risk drivers.

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## B1.7 Other relevant strategies and policies, continued

### ***NZ disability strategy***

The *NZ disability strategy* was published in April 2001 by the Ministry of Health and is available from the Office of Disability Issues, Ministry of Social Development. The strategy sets a framework to ensure that government departments and other government agencies consider disabled people before making decisions.

The strategy sits alongside other government strategies and programmes such as the *Positive ageing strategy*, the *New Zealand health strategy* and the *Re-evaluation of human rights protections in New Zealand*.

The strategy includes 15 objectives, underpinned by detailed actions. One principle relevant to land transport is that community-based services ensure that disabled people are supported to live in their own communities.

### **National walking and cycling strategy**

The *Getting there – on foot, by cycle* strategy to advance walking and cycling in New Zealand transport was issued by government in February 2005. The strategy aims to: ensure supportive walking and cycling environments in communities; that safety is improved for pedestrians and cyclists; and that people walk and cycle more as part of their day-to-day transport mix.

### ***NZ urban design protocol***

The *New Zealand urban design protocol* has been prepared by the Ministry for the Environment in conjunction with an urban design advisory group. The protocol is a key part of the government's sustainable development programme of action and the urban affairs portfolio.

The protocol is a voluntary commitment to specific urban design initiatives by signatory organisations, which include central and local government, the property sector, design professionals, professional institutes and other groups. Good urban design can facilitate safe and sustainable means of travel for neighbourhoods and communities.

### **National rail strategy**

The government's *National rail strategy to 2015* was published in May 2005.

The strategy sets out the government's rail policy objectives and priorities for action to 2015. Government rail sector agencies are responsible for developing detailed programmes and strategies to achieve the objectives.

The strategy focuses on growth in two key areas: freight, especially bulk and containerised freight, and urban passenger transport.

## B1.8 The NZTA's strategic investment direction

### Introduction

The NZTA's strategic investment direction is developed from the GPS. It provides the background against which assessment of activities and combinations of activities is carried out.

| Activity class   | Increased priority for ....   | Maintain focus on ....   |
|--|---|--|
| <p><b>12 New and improved infrastructure for local roads</b></p> <p><b>13 New and improved infrastructure for state highways</b></p> | <p>Investment in state highways and local roads where greatest economic growth and productivity impacts can be achieved through:</p> <ul style="list-style-type: none"> <li>• Investing in Roads of National Significance (RONS) to improve access through, in and out of the major urban areas</li> <li>• Investing in key freight and tourism routes to lift productivity and improve access to markets</li> <li>• Investing in infrastructure on local road networks that support RONS.</li> </ul> | <ul style="list-style-type: none"> <li>• Improving journey time reliability on key routes</li> <li>• Easing severe congestion</li> <li>• Better use of existing capacity</li> <li>• Increasing capacity on key routes</li> <li>• Reducing the risk and number of fatal and serious injuries</li> <li>• Reducing risk from natural hazard or other transport operations disruptions</li> <li>• Managing adverse environmental effects from land transport.</li> </ul> |
| <p><b>3 Walking and cycling facilities</b></p>   | <p>Improving the contribution of walking and cycling facilities investment to reducing congestion by:</p> <ul style="list-style-type: none"> <li>• Targeting investment at communities that have long term commitment to significantly increase walking and cycling as a practical and safe travel option.</li> </ul>   | <ul style="list-style-type: none"> <li>• Reducing the risk and number of fatal and serious injuries</li> <li>• Unlocking the value of past investments by completing key networks to reduce congestion.</li> </ul>   |
| <p><b>5 Public transport infrastructure</b></p>  | <p>Investment in public transport infrastructure where greatest economic growth and productivity impacts can be achieved through:</p> <ul style="list-style-type: none"> <li>• Improving journey time reliability on key routes</li> <li>• Easing severe congestion</li> <li>• Extracting the maximum value from past and current investments.</li> </ul>   | <ul style="list-style-type: none"> <li>• Providing more transport choices, particularly for those with limited access to a car and those vulnerable to high oil prices</li> <li>• Contributing to a reduction in adverse environmental effects from land transport</li> <li>• Making better use of existing transport infrastructure</li> <li>• Reducing the risk and number of fatal and serious injuries.</li> </ul>   |

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## B1.8 The NZTA's strategic investment direction, continued

| Activity class  | Increased priority for ....  | Maintain focus on ....  |
|---|--|---|
| <p><b>4 Public transport services</b></p>   | <p>Economic growth and productivity through:</p> <ul style="list-style-type: none"> <li>• Improvements in journey time reliability on key routes</li> <li>• Easing severe congestion.</li> </ul> <p>Effectiveness and economic efficiency of the investment through application of the intervention hierarchy (maintain, operate, build), which enables:</p> <ul style="list-style-type: none"> <li>• Extracting the maximum value from past and current investments</li> <li>• Optimal fare box recovery rates</li> <li>• Implementation of fare box policies across the public transport network.</li> </ul> | <ul style="list-style-type: none"> <li>• Providing more transport choices, particularly for those with limited access to a car and those vulnerable to high oil prices</li> <li>• Network security and resilience</li> <li>• Contributing to a reduction in adverse environmental effects from land transport</li> <li>• Reducing the risk and number of fatal and serious injuries.</li> </ul> |
| <p><b>8 Maintenance and operation of local roads</b></p> <p><b>9 Maintenance and operation of State highways</b></p> <p><b>10 Renewal of local roads</b></p> <p><b>11 Renewal of State highways</b></p> | <p>Effectiveness of the investment through application of the intervention hierarchy (maintain, operate, build), which enables:</p> <ul style="list-style-type: none"> <li>• Extracting the maximum value from past and current investments</li> <li>• Optimising capacity of the existing network on highly trafficked roads before considering new infrastructure.</li> </ul> <p>Economic growth and productivity by:</p> <ul style="list-style-type: none"> <li>• Linking levels of service to the ability of a key network or route to contribute to economic growth and improved productivity.</li> </ul> | <p>Maintaining State highway and local road networks to ensure agreed levels of service are met for:</p> <ul style="list-style-type: none"> <li>• Reducing the risk and number of fatal and serious injuries</li> <li>• Network security and resilience</li> <li>• Managing adverse environmental effects from land transport.</li> </ul>   |

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## B1.8 The NZTA's strategic investment direction, continued

| Activity class                                      | Increased priority for ....  | Maintain focus on ....   |
|---|--|--|
| <b>2 Demand management and community programmes</b> | <p>Investment in demand management and community programmes where greatest economic and/or safety impacts can be achieved through:</p> <ul style="list-style-type: none"> <li>• Improving transport safety by delivering a significant part of (or significantly supporting) a relevant national road safety strategy.</li> <li>• Travel behaviour change resulting in easing severe congestion.</li> </ul>  | <ul style="list-style-type: none"> <li>• Reducing the risk and number of fatal and serious injuries</li> <li>• Providing more transport choices, particularly for those with limited access to a car and those vulnerable to high oil prices</li> <li>• Contributing to a reduction in adverse environmental effects from land transport</li> <li>• Contributing to the achievement of public health outcomes</li> <li>• Making people aware of the direct and indirect costs of their transport choices, particularly in major urban areas.</li> </ul>  |
| <b>1 Transport planning</b>                         | <p>Investment in transport planning focused on:</p> <ul style="list-style-type: none"> <li>• Extracting maximum value from services and infrastructure</li> <li>• Areas where there is increased priority under the activity classes that are likely to be the outputs of the planning. For example, increased priority areas for planning for new and improved infrastructure for state highways and local roads are: <ul style="list-style-type: none"> <li>– Roads of National Significance to improve access through, in and out of the major urban areas</li> <li>– Key freight and tourism routes</li> <li>– Supporting growth management in areas with fast growing population and employment.</li> </ul> </li> </ul> | <p>Areas where focus is maintained under the activity classes that are likely to be the outputs of the planning, through achievement of GPS impacts, the purpose and objectives of the LTMA by best practice planning processes including:</p> <ul style="list-style-type: none"> <li>• Providing long term, strategic local, regional and national planning including activity management plans and road safety action plans</li> <li>• Ensuring integration between transport planning and land use</li> <li>• Creating opportunities for better integration within and between transport modes</li> <li>• Making the better use of existing networks and infrastructure</li> <li>• Managing adverse environmental impacts from land transport</li> <li>• Adopting a coordinated approach with relevant stakeholders.</li> </ul> |

## B1.8 The NZTA's strategic investment direction, continued

| Activity class            | Increased priority for ....   | Maintain focus on ....  |
|---------------------------|---|---|
| <b>15 Sector research</b> | <ul style="list-style-type: none"> <li>• Investment in research with the greatest potential to improve the valuation of economic growth and productivity contributions and benefits of land transport activities</li> <li>• Investment in activity management research to improve the performance of land transport activities and assets</li> <li>• Investment in integrated land use and transport systems research to improve the efficiency of transport management and integrated land use.</li> </ul> | <ul style="list-style-type: none"> <li>• Transport demand management</li> <li>• Safety, security and public health</li> <li>• Sustainable land transport</li> <li>• Environmental impacts of land transport.</li> </ul> |

## B1.9 The NZTA's expectations for strategy development

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**Use of opportunities**

The NZTA expects the transport sector as a whole to use the opportunities offered by the reinforced strategic direction in national transport legislation, policy and strategy and to meet the challenges involved in delivering on these requirements.

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**Good practice**

The NZTA expects good practice to be employed by the sector to support the focus on strategic delivery.

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**Funding opportunities**

In keeping with its expectation, the NZTA will increasingly seek out funding opportunities that better support national targets and objectives.

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**Quantified underpinning**

The NZTA will be looking for RLTSs that are underpinned by quantified integrated studies and that provide the framework for the development of plans, sub-regional strategies and localised packages of activities.

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# Chapter B2 Integrated planning

## B2.1 Overview

### Introduction

In order for the New Zealand Transport Strategy (NZTS) to achieve its objectives and for the Government Policy Statement (GPS) targets to be achieved, transport planning must be integrated both across the transport sector and between the transport sector and other sectors.

Integration allows individual activities to be coordinated to optimise outcomes and to achieve value for money. Without integration, individual activities may have unintended impacts on other activities and this can produce negative results.

For these reasons, integrated planning practice must be used through both statutory processes and non-statutory techniques.

This chapter covers the way in which planning is integrated at various levels.

### Purpose

The purpose of this chapter is to help regional planners integrate their strategies and policies with national strategies and policies.

### Audience

The audience for this chapter is anyone involved in any aspect of transport planning.

### In this chapter

This chapter contains the following sections:

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| B2.3 Integration with land-use planning                                       | B2-4  |
| B2.4 The NZTA's expectations and principles in support of integrated planning | B2-5  |
| B2.5 Transport mode planning and demand management                            | B2-8  |
| B2.6 Considering alternatives   | B2-9  |
| B2.7 Key land transport processes   | B2-10 |

## B2.2 Background to integrated planning

### Introduction

Integrated planning is an important area for collaborative working between the NZTA and other parts of the transport sector and between the sector and other areas of regional, local and community planning. In particular, it requires interaction with land-use planning, environmental planning and other disciplines.

Integrated planning is a key approach to meeting the requirements of the Land Transport Management Act 2003 (LTMA), the GPS and the NZTS.

### Aim of integrated planning

The new direction for land transport involves:

- assessment of the benefits and costs of packages as a whole considering strategic and tactical factors
- developing a range of alternatives and options to achieve economic, social and environmental outcomes
- integrating all modes of transport (motorised and non-motorised) and making better use of existing infrastructure
- addressing both the supply side (the need for additional transport system capacity) and the demand side (reducing pressure on available capacity)
- responding appropriately to community aspirations and those affected by potential transport investments.

### Factors to consider

Integrated transport planning needs to consider a range of factors, including:

- land-use planning
- demand management
- behavioural change
- accessibility
- network management
- small-scale improvements
- multi-modal investments
- integration
  - land use and transport
  - modes of transport
  - institutions and organisations involved in transport planning
- interchanges
- implementation phasing.

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## B2.2 Background to integrated planning, continued

### Broader benefits to the community

There are three broad transport benefits of integrated planning:

- better connections between transport modes
- greater choice of transport modes
- reduced need for additional road transport infrastructure.

### Benefits within the sector

The transport benefits within the sector of an integrated planning approach are:

- better alignment of the LTMA, Local Government Act 2002 and Resource Management Act 1991 legislative requirements providing opportunities to combine processes and speed up implementation
- greater certainty about National Land Transport Programme (NLTP) funding for activities and combinations of activities required to deliver supported strategies and endorsed packages
- streamlined procedures for assessing and approving packages and other activities and combinations of activities for NLTP funding.

### Occurs at strategy development stage

An integrated approach requires that all modes of transport be considered and integrated wherever appropriate with land use and urban form considerations. Transport planners must actively engage with land-use planners and with other disciplines including urban designers and engineers. It also requires transport planners to actively engage with the private sector, eg with real estate developers.

Engagement should occur during the drafting and ongoing development of the respective strategies and plans.

### Legal and administrative compliance not enough

Good practice in integrated planning is not based solely on compliance with legal and administrative processes and must be approached in an objective, thorough and systematic way.

### Support for integrated planning

Integrated planning needs to be supported by appropriate monitoring, data gathering, forecasting and assessment techniques, including quantified and integrated strategic studies.

## B2.3 Integration with land-use planning

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### **The NZTA's interest and cooperation**

The NZTA has a strong interest in land-use planning because the way this is undertaken can significantly affect demand for resources from the NLTP and the outcomes that result from funded activities.

The NZTA will work cooperatively with organisations responsible for land-use planning and support the development of optimal transport solutions.

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### **Two-way relationship**

The NZTA expects a two-way interaction between transport and land-use planning:

- Transport investment can contribute positively to community and economic development.
- Sustainable development strategies, incorporating travel plans, can reduce the need to travel, reduce transport infrastructure requirements and improve transport choice.

If land-use and growth assumptions are treated simply as given to transport planning, it will become increasingly difficult for the NZTA to deliver a land transport system that addresses national targets and objectives.

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### **Consider transport and land use together**

Transport and land-use planning must be considered together. Changes in one often strongly affect the other. It is essential that the transport implications of proposed plans are considered at the earliest possible stage. This requires consideration of land-use options and alternatives aimed at reducing travel demand *before* new infrastructure proposals are developed.

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### **Non-transport studies to consider transport impact**

It is important that non-transport studies (eg economic development strategies or land-use plans) consider the effect of alternative assumption and land allocations and assess the effect of these different scenarios on transport demand and investment, preferably using a quantified assessment process.

District plan provisions, the resource management consent and designation process, urban design initiatives and environmental plans should also take into account the implications they have for transport demand and access.

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## B2.4 The NZTA's expectations and principles in support of integrated planning

### The NZTA's support and involvement

The NZTA will encourage good integrated planning practice by supporting the development of integrated strategies, plans and packages. These will lead to the formulation of more effective proposals for funding through the NLTP.

The NZTA will contribute to integrated planning efforts, through greater involvement in statutory processes, including the development of regional land transport strategies (RLTSs) and regional land transport programmes (RLTPs). It is important that statutory processes support the development of (and the outcomes from) appropriate non-statutory integrated strategies, plans and packages.

### Multi-modal emphasis

Before investing in new road infrastructure, the NZTA will need to see that alternatives in other modes of transport have been considered.

The NZTA will encourage close collaboration between organisations to support the consideration of multi-modal options for personal travel and for inter-modal options for freight movement.

### Planning guidance in the GPS

The guidance on land transport planning in the GPS should be taken into account when developing land transport plans and strategies.

The GPS gives guidance on:

- achieving value for money
- ensuring integrated planning
- making best use of existing networks and infrastructure
- the potential effect of introducing different charging systems in the future
- implementing and fostering a coordinated approach
- considering networks from a national perspective
- considering the impact of higher fuel prices.

**Reference:** The GPS guidance is reproduced in *Appendix 2*.

### Giving effect to the planning guidance in the GPS

The NZTA will take account of the planning guidance set out in the GPS when assessing strategies and programmes as well as when approving funding for activities.

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## B2.4 The NZTA's expectations and principles in support of integrated planning, continued

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### **Encouraging collaboration**

The NZTA will use its role to encourage close collaboration between organisations and to support the development of integrated strategies, plans and packages.

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### **Giving best effect to GPS planning guidelines**

Giving best effect to the GPS planning guidelines requires:

- sector-wide support of integrated land-use and transport planning
  - the NZTA, local authorities, transport providers, utility companies and developers to undertake long-term multi-modal planning
  - adopting a context-sensitive approach to planning
  - maximising benefits from existing transport networks and services by improving their efficiency and maintaining their strategic and local function
  - taking account of transport impacts of growth provided for in statutory planning documents, and sharing the cost with stakeholders
  - pursuing multi-modal transport solutions that offer transport choices to communities
  - recognising and planning for existing and future transport networks and services supporting existing transport generators and those provided for within statutory planning documents
  - addressing transport issues proactively
  - coordinating land development and the development of supporting transport networks and services.
- 

*Contd*

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## B2.4 The NZTA's expectations and principles in support of integrated planning, *continued*

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### **Application of GPS planning guidance**

The NZTA expects that applying the planning guidance in the GPS will require:

- major generators of travel demand to be located in or near key public transport nodes and interchanges, such as rail and other major public transport services where possible (city, town and district centres are preferred to out-of-town locations)
  - new urban development to be planned around public transport and existing infrastructure, with provision for safe and convenient bus routes and walking and cycling routes to serve the development and future developments as they occur
  - sites released for development to be:
    - well related to existing infrastructure, including existing connections and interchanges, and that the level of service of existing infrastructure will not be compromised by new connections or interchanges
    - coordinated with public transport improvements
  - developments to complement the functionality of transport networks with appropriate connections for the environment in which the development sits while being in context with the form and function of the area
  - community facilities and essential services to be located so that access is safe and easy and encourages increased levels of walking, cycling and sustainable transport use
  - developments that generate significant amounts of freight and require minimal public access to be located away from congested central areas and residential area and have adequate access to the existing network
  - urban areas to have clearly defined growth boundaries and restrict scattered low-density urban development
  - developer contributions and financial contributions to be equitably obtained and used to deal with adverse impacts on the transport system
  - rail and port connections to be identified for new and existing freight-generating business
  - increasing land-use intensities to enable viable public transport and reduce trip lengths
  - third-party contributions to be sought where new infrastructure is required, in line with NZTA policy.
-

## B2.5 Transport mode planning and demand management

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**Introduction** In an integrated transport system, the transport modes are well connected and complementary to make maximum use of the advantages of each mode and to provide modal choice.

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**Considering both supply and demand** Traditionally, transport authorities have responded to issues and problems through supply side measures, such as building new infrastructure or providing new services. However, without accompanying demand management interventions, supply side measures (on their own) become unaffordable as time goes by.

Where both supply and demand measures are applied to respond to transport issues and opportunities, the measures must be well coordinated to capitalise on shared efficiencies and outcomes.

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**Integrated mix needed** An integrated mix of interventions is therefore needed, and this will require more collaborative working by different organisations. While the need for integration is at its greatest in urban areas, integration is also relevant to rural areas where, for instance, road controlling authorities need to work together to develop long-term strategies for minimising the effect of state highways on communities.

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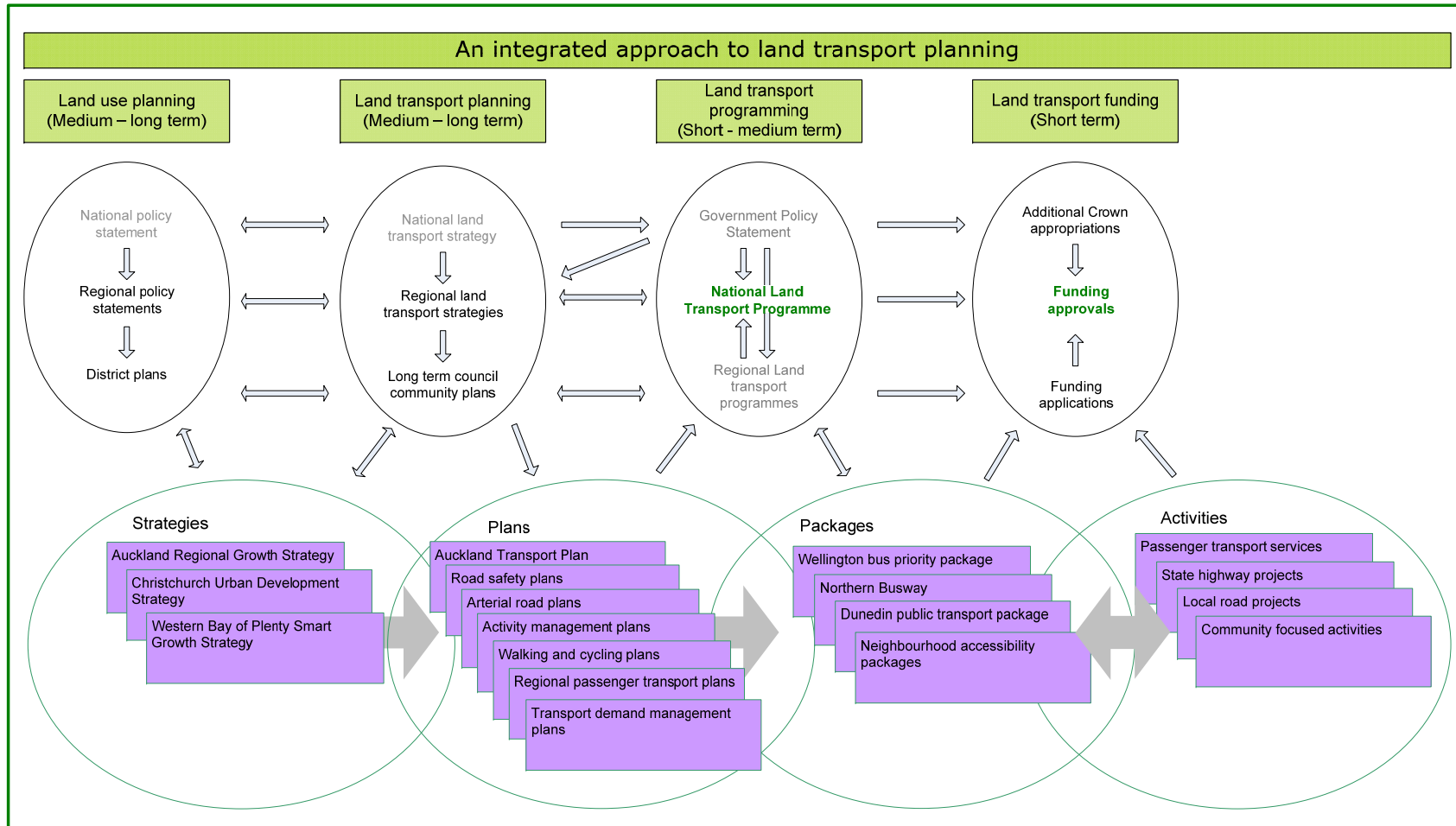
## B2.6 Considering alternatives

---

**Questions to ask** In all areas, before a decision is taken to invest in new infrastructure, it is important that all alternatives are considered. Questions that should be asked include:

- How can land-use planning decisions avoid the need for the proposed transport investment?
  - How can transport investment be avoided or delayed through effective demand management measures or other behavioural change initiatives?
  - How can transport investment be avoided or delayed through network management measures or small-scale improvements to networks?
  - Has the contribution that each mode can make been considered in a neutral fashion, and is there scope for a multi-modal package to address the problems identified?
  - Have integration and interchange issues been addressed?
  - Has consideration been given to the phased implementation of transport proposals to maximise the return on investment?
-

## B2.7 Key land transport processes



*Contd*

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## B2.7 Key land transport processes, continued

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**Explanation of the diagram**

The diagram illustrates the statutory and non-statutory processes that the NZTA considers is the basis for forward-looking and affordable land transport development.

The way processes relate to each other in the figure is illustrated by arrows, indicating flows of information, advice and guidance.

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**Activities in the lower half of the diagram**

The bottom half of the diagram shows strategies, plans, packages and activities (statutory and non-statutory) over which the NZTA can have an influence to better integrate planning processes.

In the past, interaction between the funding agency and project proponents was primarily focused on approving individual funding applications. Now, with the start of three-year programming and the increased emphasis on value for money, the emphasis shifts to strategy development. The NZTA intends to be actively involved in the medium- to long-term transport planning and will, if appropriate, support strategies and plans and endorse the packages implementing the strategy or plan, ie the emphasis moves from the right-hand side of the diagram on the previous page towards the left-hand side.

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**Key tools**

Growth and urban development strategies and plans, transport packages, neighbourhood accessibility plans, model communities and good urban design and transport demand management, all of which the NZTA encourages, will be key tools.

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# Chapter B3 Regional land transport strategies

## B3.1 Overview

**Introduction** Regional land transport strategies (RLTSs) are the highest level of land transport planning at the local level. They provide the strategic link between national strategies and policies, described in *Chapter B1* and the regional land transport programmes (RLTPs) described in *Part C*.

They are also integral to the integrated planning approach described in *Chapter B2*.

**Purpose** The purpose of this chapter is to help regional and local planners formulate their RLTSs in accordance with the guidance given in the earlier chapters (*B1* and *B2*) of this part of the manual.

**Audience** The audience for this chapter is regional and local transport planners working in local authorities and NZTA staff providing advice and guidance to such planners.

**In this chapter** This chapter contains the following sections:

| Section   | Page  |
|---|-------|
| B3.2 Regional land transport strategy role and contents | B3-2  |
| B3.3 Scope of RLTS                                      | B3-3  |
| B3.4 Legislative and policy requirements of RLTS        | B3-5  |
| B3.5 Process for developing RLTS                        | B3-8  |
| B3.6 Advance initiatives and priorities                 | B3-9  |
| B3.7 Prioritisation of activities in an RLTS            | B3-10 |

## B3.2 Regional land transport strategy role and contents

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### Role of RLTS

RLTSs are the mechanism for the land transport sector to:

- look broadly and critically at current and future regional conditions
- consider how the regional dimension to the Government Policy Statement (GPS) targets can be achieved
- review the performance of the land transport systems in the region
- identify issues, problems and opportunities for interventions to optimise or improve the systems
- agree on the strategy for a period of at least 30 financial years.

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### Overview of contents of RLTS

The RLTS specifies an outline implementation plan, which describes the need for, and policies to be applied to:

- more detailed sub-regional strategies, eg multi-modal studies within urban areas and corridors, and inter-modal freight studies for local and inter-regional movements
  - more specific plans, eg public transport, cycling, activity management, safety
  - packages of activities, eg demand management measures, traffic management measures, coordinated state highway/local road network improvements
  - funding for combinations of activities such as maintenance and minor improvements
  - individual activities (although this should be the exception rather than the rule).
-

## B3.3 Scope of RLTS

|  |  |
|--|--|
| <b>Introduction</b>                        | <p>A key requirement for an RLTS is the need to identify outcomes and the strategic options for achieving them.</p> <p>The focus therefore needs to be on strategic delivery to achieve balanced outcomes, rather than the selection of individual projects.</p> <p>Reviews of RLTSs under the Land Transport Management Act 2003 (LTMA) should therefore adopt a suitable scope within a multi-objective context.</p>   |
| <b>Policy statement</b>                    | <p>The strategy should include a policy statement, in the form of a reasoned explanation of the principles underlying the strategy. Clear linkages should be made between the policy statement and the specific changes or improvements proposed to the regional transport system.</p>   |
| <b>Not limited to large-scale projects</b> | <p>The legislation enables the RLTS to consider any aspect of the land transport system within the region, in terms of networks, operations and services.</p> <p>This means that the scope of the strategy is not limited to large-scale regional projects.</p>  |
| <b>Quantified methodologies</b>            | <p>The NZTA recommends that the RLTS is systematically developed using quantified methods.</p>   |
| <b>Land-use and economic assumptions</b>   | <p>Land-use and economic growth assumptions should not be treated simply as inputs to transport planning. There is a two-way interaction between land-use and transport planning.</p>  |
| <b>Multi-modal issues</b>                  | <p>The development of RLTSs provides an important opportunity to comprehensively consider multi-modal issues, eg where public transport or other options can provide travel choice for users of congested road corridors.</p>  |
| <b>Outline implementation plans</b>        | <p>It is recommended that regional outline implementation plans are prepared as a component of the RLTS and that these are:</p> <ul style="list-style-type: none"> <li>• realistic in terms of costing and funding availability</li> <li>• realistic in terms of feasibility and other implementation issues</li> <li>• deliverable within the time period of the RLTS</li> <li>• specified in terms of intermediate years and clearly related to the development of RLTPs.</li> </ul> |

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## B3.3 Scope of RLTS, continued

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### **Funding plans**

When preparing RLTSs, an assessment of the availability of funding at the regional level should be undertaken to produce a funding plan for the timescales under consideration.

The use of funding plans will assist in the selection of affordable alternatives and options during the strategy development process.

Funding plans should be broad, but realistic. It is important to ensure that RLTSs do not become over-ambitious.

**Legislation:** LTMA s76 (b).

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## B3.4 Legislative and policy requirements of RLTS

|  |   |
|--|---|
| <b>Introduction</b>                          | This topic refers to the main LTMA provisions for an RLTS and the NZTA's expectations.  |
| <b>Responsibility</b>                        | <p>Regional councils, through their regional transport committees (RTCs), are responsible for preparing and approving RLTSs.</p> <p><b>Legislation:</b> LTMA s74 or clause 2 of schedule 7 for Auckland.</p>  |
| <b>Timing</b>                                | <p>An RLTS must be prepared every six years and have a 30-year financial horizon.</p> <p><b>Legislation:</b> LTMA s74(1) or clause 2(1) of schedule 7 for Auckland.</p>   |
| <b>Core requirements for RLTSs</b>           | <p>An RTC must, when preparing an RLTS (other than Auckland's):</p> <ul style="list-style-type: none"> <li>• ensure that the RLTS: <ul style="list-style-type: none"> <li>– contributes to the aim of achieving an affordable, integrated, safe responsive and sustainable land transport system</li> <li>– contributes to each of the five New Zealand Transport Strategy (NZTS) objectives</li> <li>– is consistent with any national land transport strategy and any relevant national policy statement or any relevant regional policy statement or regional plan under the Resource Management Act 1991</li> <li>– avoids adverse environmental effects</li> </ul> </li> <li>• take into account the GPS and the New Zealand Energy Efficiency and Conservation Strategy (NZECS) and district plans.</li> </ul> <p><b>Legislation:</b> LTMA s75.</p> |
| <b>Core requirements for Auckland's RLTS</b> | <p>Requirements for the Auckland region are similar in most respects to those for other regions, with the principal exception that only activities of high regional significance can be specifically referred to in the Auckland RLTS.</p> <p><b>Legislation:</b> LTMA clause 3 of schedule 7.</p>  |

*Contd*

## B3.4 Legislative and policy requirements of RLTS, continued

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**Contents of RLTS** An RLTS must contain the following:

- inter-regional and intra-regional transport outcomes
- strategic options for achieving those outcomes
- a statement of relevant regional economic or land-use considerations and the likely funding of any land transport infrastructure associated with those considerations
- a demand management strategy
- a regional passenger transport plan
- inter-regional cooperation
- a strategic option development statement
- measurable targets to be achieved
- an audit statement
- a summary of the significance policy adopted by the RTC
- assessment of how the RLTS complies with statutory requirements
- assessment of the appropriate role for each transport mode in the region
- assessment of the role of education and enforcement in contributing to land transport outcomes
- other requirements, including various assessments.

**Legislation:** LTMA s77 or clause 5 of schedule 7 for Auckland.

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**Consultation** RTCs must consult:

- the NZTA
- other named organisations
- representative groups of land transport users and providers
- affected communities
- Māori and the public of the region.

The RTC must use the Local Government Act 2002 special consultative procedures for consultation and can combine with long-term council community plan (LTCCP) and annual plan consultation processes.

**Legislation:** LTMA s78 or clause 6 of schedule 7 for Auckland.

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*Contd*

## B3.4 Legislative and policy requirements of RLTS, continued

|                                    |   |
|------------------------------------|---|
| <b>Approval and distribution</b>   | <p>Post-consultation, an RTC must lodge the RLTS with the regional council, which can either approve the RLTS without modification or refer it back to the RTC to reconsider. The RTC may amend the RLTS and provide required information to the regional council.</p>  |
|                                    | <p>The regional council must forward copies of the approved RLTS to named parties, including the approved organisations in the region.</p> <p>Every regional council is required to:</p> <ul style="list-style-type: none"> <li>• give notice in the relevant local and regional newspapers</li> <li>• make their approved RLTS publicly available, including on their website and for inspection or purchase.</li> </ul> <p><b>Legislation:</b> LTMA s79 and s80, or clauses 2 and 7 of schedule 7 for Auckland.</p> |
| <b>Variations</b>                  | <p>A variation of a RLTS is permitted at any time. Consultation is not required for an amendment that is not significant.</p> <p><b>Legislation:</b> LTMA s81, or clause 8 of schedule 7 for Auckland.</p>  |
| <b>Progress report on the RLTS</b> | <p>A regional council must monitor and report on the RLTS every three financial years.</p> <p><b>Legislation:</b> LTMA s83, or clause 10 of schedule 7 for Auckland.</p>  |
| <b>Ministerial guidelines</b>      | <p>The Minister for Transport may issue guidelines for RLTSs and these must be taken into account when preparing the strategies.</p> <p><b>Legislation:</b> LTMA s76(a).</p>  |
| <b>The NZTA's expectation</b>      | <p>The NZTA expects discussion and communication between all parties to be undertaken for the delivery of a combined response to the requirements of the LTMA.</p>  |

## B3.5 Process for developing RLTS

### Stages for preparing an RLTS

This diagram shows the stages in the process for developing an RLTS.

|          |  |
|----------|--|
| <b>1</b> | <b>Identify objectives and outcomes</b>  |
|          | <ul style="list-style-type: none"> <li>• Consider NZTS, GPS</li> <li>• Agree desired outcomes and targets</li> </ul>   |
| <b>2</b> | <b>Analyse key trends/issues/problems</b>  |
|          | <ul style="list-style-type: none"> <li>• Agree relevant trends</li> <li>• Collect data</li> <li>• Identify and rank issues and problems</li> <li>• Scope strategic response</li> </ul>   |
| <b>3</b> | <b>Develop preferred strategic option</b>  |
|          | <ul style="list-style-type: none"> <li>• Seek funding for strategic studies and identify and describe strategic options</li> <li>• Assess seriousness and urgency, effectiveness and affordability of options</li> <li>• Identify and optimise preferred option</li> </ul> |
| <b>4</b> | <b>Consult on strategy</b>   |
|          | <ul style="list-style-type: none"> <li>• Develop draft strategy document</li> <li>• Consult according to LGA procedures</li> <li>• Consult parties listed in LTMA</li> <li>• Assess results of consultations</li> </ul>  |
| <b>5</b> | <b>Produce, approve and publish strategy document</b>  |
|          | <ul style="list-style-type: none"> <li>• Develop final strategy document</li> <li>• Seek regional council approval</li> <li>• Distribute/publish/including web</li> </ul>  |



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## B3.6 Advance initiatives and priorities

**Allowing for circumstances and advance initiatives**

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It will not always be possible to develop the RLTS before pursuing particular solutions. In order to make progress, circumstances may mean that some specific initiatives are undertaken in advance of the statutory region-wide strategy being prepared.

**Dealing with advance initiatives**

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In these circumstances (ie where initiatives are developed in advance of an RLTS), it is very important that, when the region-wide RLTS is developed, it does not simply take specific constituent initiatives as 'givens' and objectively reconsiders and consults on their combined implications.

In some instances, it may be necessary to remove the initiatives from the strategy or plan.

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## B3.7 Prioritisation of activities in an RLTS

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### **Prioritisation**

Prioritisation of projects and other activities within an RLTS is not required by the legislation. When appropriate RLTS and sub-regional packages are developed within a realistic funding plan, then implementation decisions should be taken on the basis of need and practical programming factors.

Where prioritisation is considered, this should take account of the NZTA's methodology, including any requirements in relation to the allocation of regionally distributed funds (R funds) and special funding for specific regions (C funds).

**Reference:** For detail, see sections *C12.7* and *C12.8*.

In the case of the Auckland region, the RLTS must not make reference to activities or their prioritisation unless they are of high regional significance.

**Legislation:** LTMA clause 5(2) of schedule 7.

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# Chapter B4 Sub-regional strategies and plans

## B4.1 Overview

### Introduction

Sub-regional strategies and plans are used to link regional land transport strategies (RLTSs) or community outcomes to implementation plans when these are contained in an RLTS. They link RLTSs, described in *Chapter B3*, to the formulation of packages and projects, described in *Chapter C3*.

Approved organisations can request funding assistance for the development of sub-regional strategies and plans. This is described in *Chapter F2*.

Sub-regional strategies and plans should apply the integrated planning approach described in *Chapter B2*.

### Purpose

The purpose of this chapter is to help transport planners, and transport network or service managers formulate sub-regional strategies and plans in accordance with the guidance given in the earlier chapters (*B1* and *B2*) of this part of the manual.

### Audience

The audience for this chapter is:

- transport planners and transport network or service managers working in local authorities and the NZTA
- NZTA staff providing advice and guidance to such planners.

### In this chapter

This chapter contains the following sections:

| Section   | Page  |
|---|-------|
| B4.2 Role and contents of sub-regional strategies and plans | B4-2  |
| B4.3 Scope of sub-regional strategies or plans              | B4-4  |
| B4.4 Developing sub-regional strategies and plans           | B4-6  |
| B4.5 Advance initiatives and priorities                     | B4-7  |
| B4.6 Prioritisation and programming of activities           | B4-8  |
| B4.7 NZTA support for strategies or plans                   | B4-9  |
| B4.8 Assessment of completed strategies and plans           | B4-10 |

## B4.2 Role and contents of sub-regional strategies and plans

|  |  |
|--|--|
| <b>Introduction</b>                              | Sub-regional strategies and plans add detail to RLTSs to assist the preparation of implementation plans. Regional land transport programmes (RLTPs) should largely comprise activities developed to implement the RLTS and sub-regional strategies and plans.  |
| <b>Description</b>                               | <p>Sub-regional strategies or plans provide:</p> <ul style="list-style-type: none"> <li>• the strategic context and justification for related combinations of activities or activities when this is not in the RLTS in sufficient detail</li> <li>• sufficient detail to develop activities or combinations of activities into packages that implement the strategy or plan.</li> </ul> <p>They can:</p> <ul style="list-style-type: none"> <li>• be regional or sub-regional in scope but relate to one aspect of transport, eg strategic or arterial networks and walking and cycling networks</li> <li>• relate to a combination of multi-modal activities within a sub region, eg walking and cycling facilities, PT services local area traffic improvements, coordinated traffic signals within a CBD</li> <li>• be stand alone strategies, or be developed as activity management plans for example.</li> </ul> |
| <b>Role of sub-regional strategies and plans</b> | <p>Sub-regional strategies and plans can be used to:</p> <ul style="list-style-type: none"> <li>• link RLTSs to detailed implementation plans having investigation, design and implementation activities</li> <li>• identify and optimise interventions addressing transport issues, problems and opportunities derived from an RLTS or from community outcomes</li> <li>• describe the scope, duration and cost of interventions required to deliver the objectives of the RLTS</li> <li>• provide the strategic basis for identifying packages of activities to include in an implementation plan, and for developing detailed implementation plans</li> <li>• inform RLTS development.</li> </ul>   |
| <b>Provide strategic context</b>                 | <p>Sub-regional strategies and plans can be used to provide the strategic context required to link an RLTS's outline implementation plan to a detailed implementation plan for:</p> <ul style="list-style-type: none"> <li>• theme-based topics such as freight strategies or public transport</li> <li>• area-based interventions such as walking and cycling strategies</li> <li>• area-based traffic safety, accessibility and operational improvements.</li> </ul>   |

*Contd*

## B4.2 Role and contents of sub-regional strategies and plans, continued

### Identify multi-modal interventions

Sub-regional strategies and plans can be used to identify multi-modal interventions or packages of transport activities necessary to deliver an optimised programme of interventions.

For example, a passenger transport activity management plan might include:

- changes to services
- changes to parking provision
- provision of bus priority lanes and other infrastructure.

### Other uses

Sub-regional strategies and activity management plans can also be used to:

- describe interventions required to address transport issues, problems or opportunities in an area or along a corridor
- describe how funding for combinations of activities, such as that for road maintenance, will be allocated to achieve the target level of service
- link interventions by many organisations into one coordinated programme, eg linking state highway activities with passenger transport service changes and local roading changes.

### Difference between strategies and plans

A plan differs from a strategy by having a stronger emphasis on delivery, even though this may be in outline only.

Plans provide details of costs of activities, funding sources, timing of delivery, risks and expected outcomes.

### Not generally statutory documents

Sub-regional strategies and plans are not generally statutory documents.

However, there are exceptions. For example, a land transport activity management plan is a sub-regional plan as described in this chapter and generally also fulfils the provisions of the Local Government Act 2002, clause 2 of schedule 10, in relation to the management of a local authority's assets.

### Provide supporting evidence for funding applications

Sub-regional strategies or plans should be used to provide supporting information for funding requests for activities or combinations of activities.

When the sub-regional strategies or plans have been assessed by the NZTA, the funding request process for activities or combinations of activities implementing that strategic plan is streamlined.

## B4.3 Scope of sub-regional strategies or plans

|  |  |
|--|--|
| <b>Introduction</b>  | A key requirement for a sub-regional strategy or plan is to link strategies to implementation plans. Generally, this will involve multi-modal considerations so the implementation plans will generally include multi-modal packages of activities.  |
| <b>Scope appropriate to the objectives and circumstances</b> | <p>The scope of each sub-regional strategy or plan should be determined considering:</p> <ul style="list-style-type: none"> <li>• the RLTS's outline intervention plan</li> <li>• the community outcomes</li> <li>• prior consideration of alternatives and options</li> <li>• prior optimisation of activities</li> <li>• the objectives of the sub-regional strategy or plan</li> <li>• any statutory requirements to be met by the sub-regional strategy or plan, eg the Local Government Act 2002 requirements in relation to asset management.</li> </ul> |
| <b>Factors to consider in development</b>                    | <p>The following factors should be considered when developing a sub-regional strategy or plan:</p> <ul style="list-style-type: none"> <li>• the RLTS</li> <li>• related community outcomes</li> <li>• the Government Policy Statement (GPS)</li> <li>• the relationship to other sub-regional strategies and plans.</li> </ul>   |
| <b>Alignment with RLTS and community outcomes</b>            | Sub-regional strategies or plans should be aligned with RLTSs and community outcomes when relevant.  |
| <b>Relation to outline implementation plans in an RLTS</b>   | <p>A sub-regional strategy or plan can address one aspect of an RLTS or its outline plan. Examples are:</p> <ul style="list-style-type: none"> <li>• region-wide freight strategies</li> <li>• the <i>Auckland transport plan</i>.</li> </ul>  |

*Contd*

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## B4.3 Scope of sub-regional strategies or plans, continued

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### **Plans and programmes**

Plans are less detailed and less specific than programmes. Plans need to be composed of:

- outline proposals that have been subject to initial scrutiny, and/or
- more detailed proposals that have been fully evaluated, costed and consulted on, with a committed timeframe for introduction and are ready in all other respects for detailed funding consideration.

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### **Quantified methodologies**

The NZTA recommends that each sub-regional strategy or plan is systematically developed using quantified methodologies.

A system for developing an asset management component is described in the National Asset Management Steering (NAMS) Group's *International infrastructure management manual*.

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### **Multi-modal issues**

The development of sub-regional strategies or plans provides an important opportunity to include multi-modal interventions and packages in implementation plans.

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### **Funding plans**

Sub-regional strategies or plans should include an affordable funding plan. This should support the implementation plan. The funding plan and intervention plan should be realistic.

---

## B4.4 Developing sub-regional strategies and plans

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|                                      |   |
|--------------------------------------|---|
| <b>Introduction</b>                  | RLTSs may require refinement at the sub-regional level, on a sector, area or corridor basis, and if so this is likely to involve further supporting work or studies.  |
| <b>Order of development</b>          | <p>It would be preferable to develop an overall RLTS and then develop sub-regional strategies and plans where required. However, circumstances may require sub-regional strategies and plans to be developed in advance. If this is the case, then it is important to incorporate the results from these sub-regional strategies into the RLTS.</p> <p>A disadvantage of the latter approach is the need for considerable adjustment and further consultation when sub-regional strategies are 'stitched together' at the regional scale to ensure they will produce coherent outcomes for the region as a whole.</p> |
| <b>Iteration required</b>            | Whichever approach is adopted, some degree of iteration between the regional and sub-regional approaches will be required.  |
| <b>Early involvement of the NZTA</b> | The NZTA welcomes early involvement to assist in development of strategies and sub-regional packages.   |

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## B4.5 Advance initiatives and priorities

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**Allowing for circumstances and advance initiatives**

It will not always be possible to develop sub-regional strategies and plans and their implementation plans before any response is made to the problems addressed by the strategy or plan.

---

**Dealing with advance initiatives**

In these circumstances, it is very important that, when the sub-regional strategy and plan is developed, it does not simply take specific constituent initiatives as 'givens' and objectively reconsiders their combined implications.

In some instances, it may be necessary to remove the initiatives from the strategy or plan.

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## B4.6 Prioritisation and programming of activities

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### **Prioritisation**

Prioritisation of projects and other activities is not required in a sub-regional strategy or plan. Activities will be prioritised at the time that they are included in an RLTP.

Where prioritisation is considered, this should take account of the NZTA's methodology, including any requirements in relation to the allocation of regionally distributed funds (R funds) and special funding for specific regions (C funds).

**Reference:** For detail about prioritisation and allocations of R and C funds, see sections *C12.7* and *C12.8*.

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### **Programming activities in the implementation plan**

The implementation plan should be developed considering:

- the priority of each activity
  - funding available
  - the benefits and costs of each activity
  - the impacts of the implementation.
-

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## B4.7 NZTA support for strategies or plans

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|                                    |  |
|------------------------------------|--|
| <b>Introduction</b>                | This section describes the requirements for seeking support for strategies or plans.   |
| <b>NZTA support for strategies</b> | <p>The NZTA encourages approved organisations to request NZTA support for draft strategies and plans that require substantial funding for their implementation.</p> <p>The NZTA will only consider supporting strategies and plans if the implementation is sufficiently detailed and assessment is possible.</p> <p><b>Reference:</b> For detail about assessment, see <i>Part G</i>.</p> <p>Approved organisations should request NZTA support prior to finalising or adopting the strategy or plan.</p> <p>Early consideration of a transport strategy will guide and simplify the assessment of the subsequent activities seeking funding approval.</p>                      |
| <b>When to request support</b>     | <p>To allow approved organisations to incorporate the results of the NZTA's assessment in the final document, approved organisations should request NZTA support in the final stage of the development process and prior to adoption of the strategy by the relevant council.</p> <p>The NZTA can provide assistance and advice during the strategy and plan development and prefers early involvement.</p>  |
| <b>LTP online</b>                  | <p>Approved organisations can request NZTA support for their strategy or plan via <i>LTP online</i>.</p> <p>Information requirements are stated both below and in <i>LTP online</i>.</p> <p>All applications for strategy or plan support are required to include the following:</p> <ul style="list-style-type: none"><li>• upload of a draft strategy document</li><li>• upload of any background report that can assist the assessment of the strategy</li><li>• identification of the strategy partners</li><li>• linking of all packages and projects that implement the strategy or plan</li><li>• provision of a high-level assessment of the strategy or plan.</li></ul> |

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## B4.8 Assessment of completed strategies and plans

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| <b>Introduction</b>                             | <p>This section describes how the NZTA assesses transport strategies once they are almost completed before they are adopted.</p> <p>Note that this assessment is different from the assessment of proposals for studies for the development of strategies and plans – for detail, see <i>Chapter G6</i>.</p>  |
| <b>Assessment by the NZTA</b>                   | <p>The NZTA encourages regional transport committees (RTCs) to submit sub-regional strategies or plans for assessment.</p> <p>Assessment will assist in ensuring that the sub-regional strategies or plans provide suitable supporting evidence to streamline funding applications for activities in the implementation plan.</p> <p><b>Reference:</b> For detail on information requirements for strategies and plans, see <i>Chapter F2</i>.</p>  |
| <b>Which strategies</b>                         | <p>The NZTA will assess and, if appropriate, support strategies and plans that require significant funding for their implementation.</p>  |
| <b>Level of implementation detail</b>           | <p>The implementation plan of strategies and plans should be sufficiently detailed to allow assessment in accordance to the requirements set out below.</p>   |
| <b>Content</b>                                  | <p>The content of completed strategies and plans should be consistent with the relevant information requirements set out in section <i>F2.3</i>.</p>  |
| <b>Three factors used</b>                       | <p>The NZTA will assess completed strategies and plans in terms of the three standard assessment factors for the purposes of deciding on NZTA support for the strategy.</p> <p>The assessment of completed strategies focuses on:</p> <ul style="list-style-type: none"> <li>• the strategic fit of the problem, issue or opportunity addressed</li> <li>• the effectiveness of the proposed implementation activities</li> <li>• the initial high-level economic efficiency of the proposed implementation activities.</li> </ul> <p><b>Reference:</b> For the three standard assessment factors, see section <i>G1.3</i>.</p> |
| <b>No assessment profile for whole strategy</b> | <p>The assessment of strategies and plans does not result in an assessment profile for the whole strategy.</p>  |

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## B4.8 Assessment of completed strategies and plans,

continued

### **Indicative assessment profile for packages and projects**

The assessment of strategies and plans can, however, produce an assessment profile for the packages and projects that will implement the strategy, provided sufficient information is available. Such assessment profiles are indicative and will be updated when packages and projects come forward for investigation, design and construction funding.

### **Strategic fit**

Strategic fit is about the issue, problem or opportunity that is addressed by the study, strategy or plan development. The strategic fit must be assessed without considering potential solutions.

Criteria to be considered on strategic fit for completed strategies and plans are set out in *Chapter G2 Standard criteria and considerations for assessment*.

The analysis must consider the current performance and trends of the land transport system at the regional or district level and not limit itself to one transport mode or one link. It must relate the current performance with the desired performance of the transport system as outlined in government policies such as the GPS and the NZTA's strategic investment direction.

If a strategy has been developed with funding assistance from the NZTA, the earlier assessment of strategic fit made for its funding application must be updated using the evidence gathered during development of the strategy.

If there is sufficient information, the assessment of the strategy or plan can provide an indicative strategic fit rating for each package and project that is part of the implementation plan of the strategy.

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## B4.8 Assessment of completed strategies and plans,

continued

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### Effectiveness

The effectiveness of the strategy implementation package will be assessed taking into account the considerations for effectiveness in *Chapter G2 Standard criteria and considerations*.

Strategies and plans should contribute sufficiently to the purpose of the Land Transport Management Act 2003 (LTMA), the objectives of the New Zealand Transport Strategy (NZTS), and the GPS as operationalised by the NZTA's strategic investment direction.

Important elements of strategies to assess are:

- priorities and trade-offs
- identification of options for investigation
- selection of the preferred alternative
- timing and sequencing
- monitoring and adaptability.

If there is sufficient information, the assessment of the strategy or plan can provide an indicative effectiveness rating for each package and project that is part of the implementation plan of the strategy.

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### Economic efficiency

The assessment of the economic efficiency can be of a higher, more general level than applies to a package or project.

However, once packages and projects come forward for investigation funding, then an assessment of economic efficiency at project feasibility report level is required.

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### Monitoring

Strategic planning is a process of creating change by investing, reinvesting, organising, reorganising, inventing and reinventing. Monitoring is therefore an important part of any strategy development.

The NZTA expects approved organisations to monitor the implementation and performance of strategies. The monitoring provides evidence to inform future assessments of the strategy and subsequent revisions or renewals of the strategy.

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