# Developing Regional Land Transport Plans

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

An RLTP sets the strategic direction for a region's transport network for the next 10–30 years. It describes the long-term vision and identifies the short- to medium-term regional investment priorities to move towards this vision. It also includes a regional programme of transport activities proposed for funding over the next 3–6 years.

RLTPs must be developed every 6 years and reviewed every 3 years. The current 2015 RLTPs were reviewed in 2018. The development cycle is now underway for new RLTPs to be adopted in 2021.

This document presents best practice guidelines for developing the RLTP 2021–2031. It has been developed by the Transport Special Interest Group (TSIG) in partnership with Waka Kotahi NZ Transport Agency. Please use this guidance in conjunction with the RLTP templates. The templates help you develop content for specific areas of the RLTP.
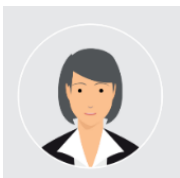
Hi! I'm Tui. Because we are taking a new approach to RLTPs for 2021, I'm here to help you understand what's involved.

As you use this guide, I'll give more information and hints for planning, analysis, choosing and presenting content for your RLTP.

An RLTP must respond to many and varied roles, requirements and audiences –- it must meet the requirements set out in the Land Transport Management Act (LTMA) 2003, and it needs to provide strategic direction and tell a compelling investment story that funding partners, stakeholders, and the community can understand.

In addition, when developing an RLTP, the Transport Agency's Business Case Approach (BCA) principles and behaviours should be applied. The Transport Agency requires all activities seeking inclusion in the National Land Transport Programme (NLTP) to be developed in a manner consistent with the principles of the BCA. In fact, the information in RLTPs may form the 'Strategic Case' in the BCA process for many projects and programmes.

Learn more: The Business Case Approach principles and behaviours

Stay tuned: More guidance around RLTP development is on the way. There'll be more details about some of the areas (including prioritisation and programming) to follow. Because we are taking a new approach to aligning RLTPs and promoting best practice, some content is still being developed. We hope to have it ready for you in early 2020.

Before you go any further – have you read these resources?

You may have worked on developing an RLTP in the past. If not, you may need to familiarise yourself with RLTPs. Here are some good places to get started:

[ss13–18 of the Land Transport Management Act 2003](#) (LTMA)

[More about the Business Case Approach](#)

What's in the RLTP?

This is the recommended structure of an RLTP developed by TSIG. Select each heading to read more.

[Executive summary](#)

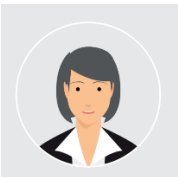[Introduction](#)

[Strategic context](#)

[Strategic framework](#)

[Ten-year transport investment priorities](#)

[Programming and funding](#)

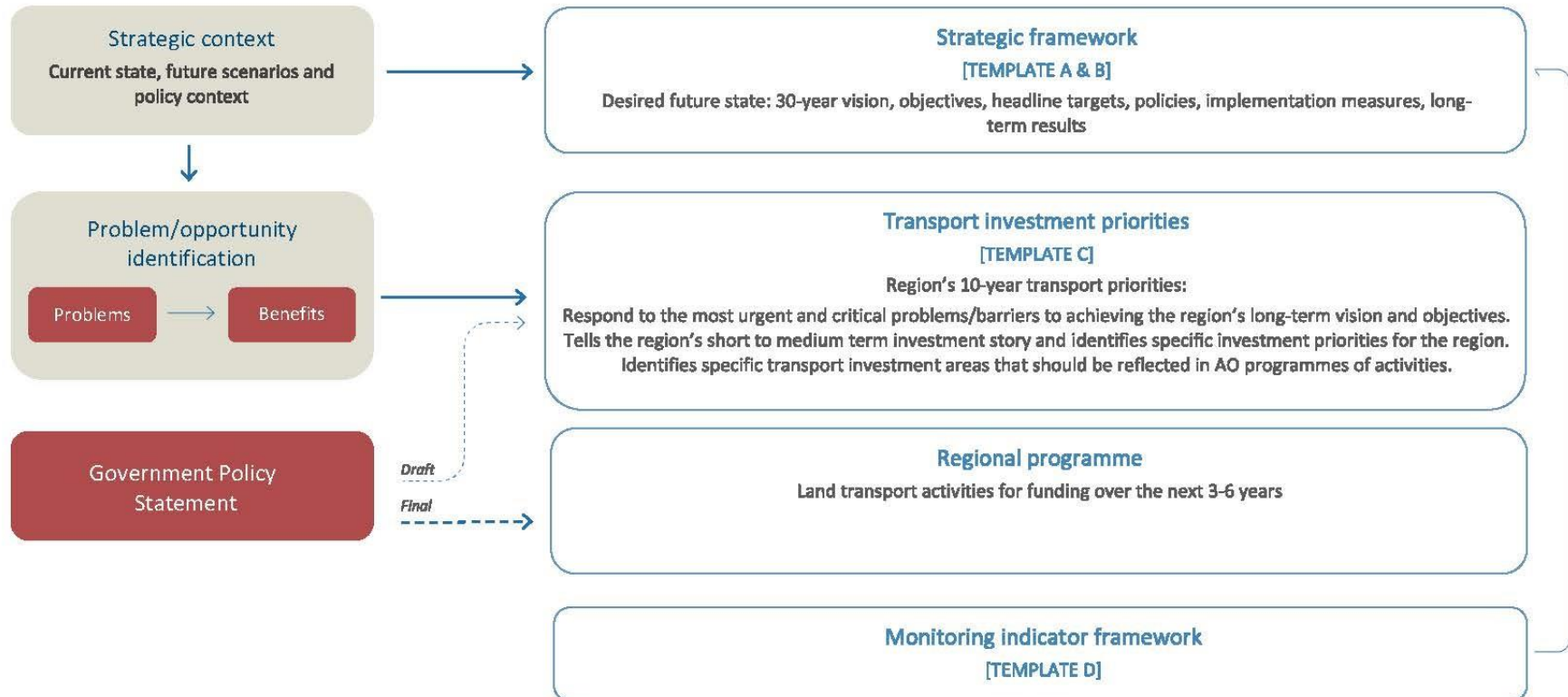[Monitoring framework](#)

[Appendices](#)

Following this general structure has several benefits.
- It will ensure your RLTP has a structure consistent with other regions. This enables easy comparison – both with other regions and with future RLTPs.
- It will help you to meet the legislative requirements in the [LTMA](#).
- It will ensure you include the best information to describe your regional context and tell a compelling investment story.
- Your RLTP development should be more efficient.
- It will be clearer how activities in the regional programme will deliver on urgent transport priorities and contribute to the longer term strategic direction.
- It will be easier for the Transport Agency to understand regional priorities.
- It will be easier for Approved Organisations (AOs) to develop the subsequent business case stages for activities.
- Stakeholders and the public will find it easier to engage with your RLTP.

This is the recommended process for developing your RLTP. Note the points in the process where there are templates available.

RLTP Development Overview

The Land Transport Management Act 2003 seeks and effective, efficient, and safe land transport system.

Strategic context

Current state, future scenarios and policy context

↓

Problem/opportunity identification

Problems → Benefits

Government Policy Statement

Draft
Final

Strategic framework

[TEMPLATE A & B]

Desired future state: 30-year vision, objectives, headline targets, policies, implementation measures, long-term results

Transport investment priorities

[TEMPLATE C]

Region's 10-year transport priorities:

Respond to the most urgent and critical problems/barriers to achieving the region's long-term vision and objectives. Tells the region's short to medium term investment story and identifies specific investment priorities for the region. Identifies specific transport investment areas that should be reflected in AO programmes of activities.

Regional programme

Land transport activities for funding over the next 3-6 years

Monitoring indicator framework

[TEMPLATE D]

Executive summary

We recommend you include an executive summary. This should be simple, concise and accessible to many different audiences including members of the community.

It should contain a brief summary of each of the main sections in your document.
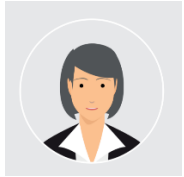
 An executive summary should be brief (one to two pages long) and clear. The idea is to help readers become quickly acquainted with your RLTP, without having to read it all. In particular, you should make sure the strategic framework elements and the 10-year transport priorities are easy to find.
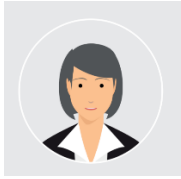
Introduction

Your introduction should provide background information on the wider transport strategic, funding and legislative context. It should include the purpose of the RLTP agreed by TSIG:

> "This RLTP is the primary document guiding integrated land transport planning and investment within the [insert region name]."
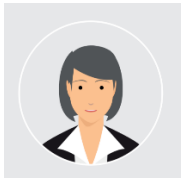
It should also explain the relationship of the RLTP to the wider transport legislative, policy and strategic environment. Explain, for example, how it relates to:

- the Government Policy Statement on land transport (GPS)
- the National Land Transport Programme (NLTP)
- long-term plans (LTPs)
- regional public transport plans (RPTPs)
- Resource Management Act (RMA)-related plans and policies including your region's Regional Policy Statement, district plans, and so on
- The National Policy Statement on Urban Development and the National Energy Efficiency and Conservation Strategy
- spatial plans.

Strategic context

The strategic context section describes the current state and possible future scenarios. It also tells the complete transport system story for the region.

Most strategic context sections will include information about the following topics. The headings and subheadings and order of information for this section may differ, according to your needs.

Our region

Here, explain what characterises your region and makes it different from others. For example, describe:

- the key features and characteristics of the region
- topography or geography

- land use patterns
- urban form
- districts.

Also, describe the region's role and relationships to other regions and the rest of New Zealand. This may include information about (as appropriate) inter-regional and cross-boundary issues and needs.

Include spatial presentation of key land use, growth or change areas, and transport network features for the region to highlight key inter-dependencies, gaps and opportunities.

Our people

This sub-section should introduce the mana whenua of the region. It should describe the relationship with iwi generally, and in developing the RLTP.

It should also describe key demographic information, including:

- the current population size
- growth rates
- distribution
- employment information (including a description of the main employment sectors).

Our transport system

This describes key features of the regional land transport system, and the role of its important elements and networks. These include:

- the strategic road networks
- rail network (passenger and freight)
- public transport
- walking and cycling networks
- access to ports and airports
- inter-regional impacts.

Discuss current transport trends, issues and opportunities. This should include both regional and national-level issues and opportunities.

Provide an overview of major transport initiatives underway in your region such as programme business cases (e.g. Let's Get Wellington Moving) or other major transport planning projects and programmes.
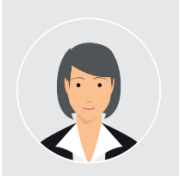
Future scenarios and opportunities

Describe future growth and transport scenarios - including outputs from existing local and regional growth plans. These may include information from *Future Development Strategies* and spatial planning processes, consideration of technology changes and associated transport system needs.

As part of developing this section you should consider risk, uncertainties and complexities that the regional plan should recognise or address.

Learn more:

- [National policy statements](#)
- [Future Development Strategies](#)

Policy context

This section describes and identifies how the key policy documents and that direction have informed the RLTP strategic framework, 10-year transport priorities and programme as it has been developed. The description should be succinct (around 1–2 pages) and should describe each policy document and the key direction or signal that it provides.

Describe the areas of the **national policy context** that are relevant to your region, such as:

- the Government Policy Statement on land transport (GPS)
- the National Policy Statement on Urban Development
- New Zealand Energy Efficiency and Conservation Strategy (NEECS)
- the Transport Agency's Arataki (the Transport Agency's plan for the land transport system for 2021 to 2031)
- the Climate Change Response (Zero Carbon) Amendment Act
- government goals for mode shift
- the National Road Safety Strategy
- the One Network Road Classification framework

Describe the **local and regional policy context**, including:

- the Regional Policy Statement
- regional and local growth plans/strategies
- any other key document or processes relevant for the transport system.

As part of the description, it is important to briefly discuss the relevance of these policies for the region.

Strategic framework

This section describes the longer-term policy framework, focusing on the 10- to 30-year outlook.

To do this, use the Ministry of Transport's Outcomes Framework as the overarching national direction and develop a regional framework beneath this that includes:
- Vision (describe the region's desired long-term future state)
- Objectives (describe what we will do to deliver the vision) (s16(1))
- Headline targets (list three to five targets that support the desired vision, such as mode shift, reducing carbon dioxide, and reducing road fatalities).
  Note: You may wish to include a page for each headline target in your RLTP to set out any trends and evidence to support the headline target. This should also describe the key factors that will contribute to achieving the headline target.
- Policies (provide more detail about how we will achieve each objective (s16(1)).
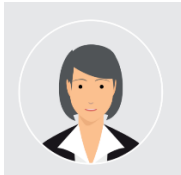
This is where you outline your region's strategic long-term aspirations.

This section includes regional objectives and policies that are required by law. See s16 (1) of the LTMA 2003 for the legislative basis for these components.

A good strategic framework will provide a clear picture of what a region wants its transport network to look like and deliver in the long term.

It should be informed by the current context but should also be aspirational to drive change.

The strategic objectives should cover all elements of the desired long-term state, with headline targets providing an important tool to communicate the level of change sought in a few key areas.

Use:

- Template A – Strategic framework and
- Template B – Objectives and policies. (Copy the template and fill out for each strategic objective)
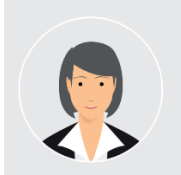
> A note about the templates:
>
> Like the suggested structure in this guide, the templates are flexible. Feel free to re-brand, to add components and to remove small parts. For example, you may have three strategic objectives, rather than six, so you can delete three of the boxes to suit your needs.
>
> We do recommend, though, that you follow the basic structure shown in the template, as this leads to a consistent and robust approach to RLTP development across the country.

Ten-year transport investment priorities

Next, tell your region's short- to medium-term investment story.

Section 16(2)(a) of the LTMA requires you to set out the region's 10-year transport priorities.

> Your region's 10-year transport priorities will be related to information presented in the strategic context section and the headline targets from your strategic framework section, but they will have a narrower focus, responding to the most *urgent* and *significant* barriers in the *short- to medium-term* to achieving the longer-term vision and objectives for the region.
>
> To develop (or confirm) the priorities, you should use an Investment Logic Mapping (ILM) workshop.
>
> Note that if you completed an ILM as part of your previous mid-term review, you may just need to review and confirm your ILM.
>
> To discover and develop the priorities, we recommend you discuss your approach with your Lead Strategic Planner.

Investment Logic Mapping (ILM)

An ILM process identifies the core problems, benefits and the strategic responses. These inform the region's 10-year transport priorities.

Learn more:

[Investment logic mapping](#)

[Information sheet: Strategic case: Investment logic mapping](#)

Who attends the ILM?

The participants could be from the Regional Transport Committee (RTC) or could be senior officials who represent the organisations that make up the RTC.

What is discussed at the ILM?

The ILM should focus on identifying the **most urgent and significant risks and barriers** in the **short- to medium-term** to achieving the region's longer-term vision and strategic objectives.

To get to the most urgent problems, the workshop considers the first eight of the [16 investment questions](#).

What evidence is used to determine the problems?

The ILM is informed by a range of evidence, including that set out in the strategic context and existing business cases in the region. The national direction from the GPS and national policy statements (NPSs) should be considered here.

Figures 2 and 3 show how you can apply the ILM to identify your region's 10-year transport investment priorities.

- Figure 2 is the suggested process. Note that it is a good idea to weight the problems – see [Information sheet: Strategic case: Investment logic mapping](#)
- Figure 3 shows examples of how the problem statement is turned into a strategic response/transport investment priority.

When developing this section, think holistically about the alternatives and the strategic response to each priority. There is a multitude of answers for each problem. For example, a short-term transport issue could be fixed by a technological solution, or an inexpensive behaviour change, or a delay in the short term to get a larger effect in the long term.
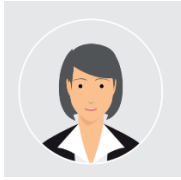
Note that your logic maps would probably be used as background papers or appendices – the key elements would be presented in Template C as a strategic case summary.

Note that s14(b) of the LTMA 2003 states regional councils and Auckland Transport must have considered—

    (i)   alternative regional land transport objectives that would contribute to the purpose of this Act; and

    (ii)   the feasibility and affordability of those alternative objectives.

The ILM should consider alternative short-medium term (3–10years) investment priorities/objectives. These could be documented as part of the ILM documentation but not included in the RLTP.

The following diagram shows the process you can use to identify transport investment priorities.

Process to identify transport investment priorities

The following diagrams provide some guidance around identifying our 10-year transport investment priorities. The first is the suggested process; the second diagram shows examples of how the problem statement is turned into a strategic response/transport investment priority. This could be done during an ILM workshop.

```
Problem 1 → Benefit 1 → KPI
          → Benefit 1 → KPI
Problem 1 → Benefit 2 → KPI
          → Benefit 2 → KPI
```

Strategic response 1 = Transport priority 1

↕

Consider alternative investment priorities (investment 'objectives') that could address the problem – and their feasibility and affordability
Section 14(b) LTMA

Consider strategic responses, identify key transport investment priority to address each problem, and consider alternatives

Priority investment areas

Other priority implementation areas

The following diagram shows an example of identifying problems, transport investment priorities, priority investment areas and other priority implementation areas.

Problem to transport priority example

Problem 1: (40%)

Capacity to constraints on the region's rail network will limit the ability to reliably cater for future demand and mode shift.

→

Transport priority 1:

Build capacity and resilience into the Wellington passenger rail network to accommodate future growth

→

Priority investment areas
- Critical track and signal upgrades
- Operational changes to increase frequency/capacity
- New trains
- Improve access to rail through systems and facilities

Other priority implementation areas
- Advocate for land use policies and plans that encourage more people to live close to rail stations
- Advocate for improved walking and cycling connections to rail stations

Problem 2: (50%)

Capacity to constraints on the region's rail network will limit the ability to reliably cater for future demand and mode shift.

→

Transport priority 2:

Improve safety standards of all roads so they have at least a 3-star KiwiRAP rating under the One Network Road Classification

→

Priority investment areas
- Median barriers
- Intersection upgrades
- Curve alignment and better shoulder widths

Other priority implementation areas
- Speed management: Identify the top 10 percent of road network which would benefit the most from speed reductions and implement changes through a catchment based approach
- Implement walking school bus
- Encourage 'work from home days'
- Encourage behaviour change campaigns to increase community participation and bring businesses and locals on board to get people to change their habits so they are off the roads more

Problem 3

Problem 4

10-year transport priorities

Each transport priority should be presented as a **summary strategic case.** Each will tell a clear, concise and compelling short – medium term investment story. Within each strategic case, identify 'priority investment areas' (the key types of activities and programmes that will specifically address or respond to the problem and associated 10 Year Transport Priority) and 'other priority implementation areas' (the other key implementation areas – such as land use policies and programmes funded outside the NLTP that may respond to the problem and associated 10 Year Transport Priority.)

It would be useful to use nationally consistent performance measures to assess the benefits of all proposals where possible. The Transport Agency has developed some based on the GPS through Arataki (see 'Monitoring framework, below).

Use Template C –Transport investment priorities. This template includes headings to ensure that you cover the critical content for a summary of a strategic case.

Read more about developing a strategic case.

Programming and funding

Here, provide a regional programme. It should include:

- an outline of your funding sources.
- a list of your region's land transport activities proposed for funding over the next 3–6 years.
- a list of 'significant' activities in priority order
- a list of inter-regionally 'significant' transport activities
- a 10-year financial forecast.
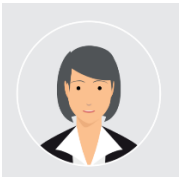
- This section is required by law. See 16(3) (a)–(f) of the LTMA 2003 for the legislative basis for these components.
- Note that there should be a clear link between the programming and funding section and the 10-year transport priorities.
- Stay tuned: there'll be more advice coming.

Monitoring framework

Provide a framework of measures (s16 (1) of the LTMA) with associated indicators and data sources that will be used to monitor progress towards national outcomes. These measure should have longevity so we can see meaningful trends.

This section should include a description of how monitoring will be undertaken to assess implementation of the RLTP as required by s16 (6)(e) of the LTMA.

Use Template D –Monitoring indicator framework

Appendices

Include any significant supporting documents. These may include:

- Significant activity prioritisation methodology
- Significance policy for consultation on variations
- Section 14 assessments required by the Land Transport Management Act
- Summary of consultation completed
- Relationship of Police Activities (also consider how these can be integrated and reflected throughout the RLTP).
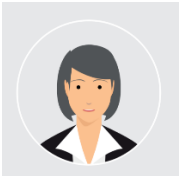
Note that you don't need to provide hard copies of everything in each Appendix. You could just provide links, instead.

Glossary

This glossary is intended to support a shared understanding of strategic terms used in Regional Land Transport Plans.

Term	Explanation	Term used in LTMA?	Examples
Vision [back]	The vision statement defines where we want to get to in the longer term. It is an anchor and helps focus the plan on the long-term aspiration. The plan should help the region to move towards the vision.		'*A connected region, with safe streets and liveable places – where people can easily, safely and sustainably access the things that matter to them - and where goods are moved efficiently and reliably*"
Outcomes [back]	Outcomes are the result of change. Desired outcomes are the manifestation of the future state that is envisioned in the plan.		TSIG proposes using the Ministry of Transport outcomes framework as the high level outcomes for RLTPs, i.e. *"Healthy and safe people"* More detail and greater regional focus is then provided through objectives and policies.
Objectives [back]	Objectives represent **what** we want to accomplish. They are more specific than outcomes but not as specific as policies and targets. An objective is something measurable that work is directed towards and may be: - a strategic position or purpose to be achieved - a result to be obtained - a product to be produced - a service to be performed	S16(1)	*"A safe transport system free of deaths and serious injuries"* *"People can move around the Wellington region safely"*

Policies [back]	Describe **how** we will deliver upon the strategic objectives	S16(1)	*"Regional road safety interventions will be based on the safe system approach"* *"The safety of vulnerable road users will be a central consideration when designing transport network improvements"* *"Public transport will be promoted as a safe mode of travel"* See section 120 LTMA for guidance on policies within the context of Regional Public Transport Plans
Measures [back]	Section 16(3)(f) of the LTMA states that the plan must include "the measures that will be used to monitor the performance of the activities". In this context, a measure refers to the things we will use to monitor progress in relation to a particular outcome. There may be more than one measure associated with a particular outcome and each "measure" will have associated indicator(s) and data source(s)	S16(1) S16(3)(f)	Measure: *"People killed or seriously injured while using the transport network"* Indicators: *"Six monthly fatalities and serious injuries"; "Annual injuries per million kilometres travelled"* Measure: *"More people use public transport"* Indicators: *"Annual public transport boardings per capita"* *"Public transport mode share for journeys to work"*
Headline Targets [back]	The specific level of performance sought in relation to an outcome or objective. In terms of RLTPs, a headline target refers to the number or trend that we aspire to in relation to a particular measure **over a ten-year period** (and generally, relative to a baseline). It is proposed to have a small number of 'headline targets' to communicate the level of aspiration and performance sought in relation to some key areas as proxy indicators of moving us towards our vision, outcomes and objectives. They do not necessarily need to have a one to one objective/target relationship. They should be relatively simple, accessible, engaging – to help with communicating the strategy to range of audiences. They should have regard to relevant national targets and focus areas		*"40 percent reduction in Deaths and Serious Injuries (DSIs) by 2030"* (draft Road to Zero target) *"Halve deaths and serious injuries over the next decade"* *"Increase public transport patronage by 25% over the next ten years"* *"20% more trips made by walking, cycling and public transport in urban areas"*

| Transcript priorities

[back] | The LTMA requires "statement of transport priorities for the region for the 10 financial years from the start of the regional land transport plan".

Using an Investment Logic Management (ILM) process, we will identify a strategic response to each problem statement and frame these as ten-year transport investment priorities. | S16(2)(a) | *"Build capacity and resilience into the Wellington passenger rail network to accommodate future growth"*

"Improve safety standards of all roads so they have at least a 3-star KiwiRAP rating under the One Network Road Classification" |
| --- | --- | --- | --- |