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**Committee** Regional Transport Committee  
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## Wellington RLTP 2015 mid-term review approach

### 1. Purpose

This report sets out early thinking on the proposed approach, process and timeframes for the mid-term review of the Regional Land Transport Plan (RLTP) 2015 - 21.

### 2. Background

The RLTP is a statutory document that must be prepared every six years as required by the Land Transport Management Act (LTMA). The current Wellington RLTP was adopted in April 2015.

The Wellington RLTP 2015 comprises two key parts:

- The strategic policy framework, which has a 10-30 year outlook. Includes land transport objectives, policies, and measures required by the LTMA. Includes corridor strategies and network plans to provide strategic direction in relation to the regions key corridors, networks and issue areas.
- The regional programme, which sets out a programme of proposed land transport activities over a six year period, and a ten year financial forecast.

Land transport activities are submitted into the programme by councils in the region and the NZ Transport Agency (Transport Agency). The Regional Transport Committee (RTC) prioritises the significant projects that have been submitted. The Committee cannot add an activity or project, but can decide not to include an activity that is put forward. An activity must be included in the RLTP to be eligible for funding from the National Land Transport Fund (NLTF) and inclusion in the three-year National Land Transport Programme (NLTP).

The LTMA requires that an interim review of the RLTP be completed during the six months before the end of the third year of the plan. The NZ Transport Agency requires the interim review of the RLTP 2015 to be finalised by the end of April 2018 to feed into the next NLTP which is expected to be released in July 2018.

### **3. Scope of the RLTP mid-term review**

#### **3.1 Guidance on scope**

The process for the three-year review of RLTPs is not prescribed under the LTMA. Nor does the Act provide any guidance as to the scale or scope of the review. However, the following considerations have informed our early thinking:

- The strategic policy framework of the RLTP has a long term outlook (10 – 30 years) and therefore should have some longevity. A full review of the long term policy framework just two years after adoption would seem inconsistent with this purpose.
- The 2013 amendments to the LTMA in relation to the planning and funding framework sought to reduce the prescription and duplication of consultation in relation to transport planning and funding.
- The LTMA describes a review being completed in a six month period. This timing could be considered to signal a fairly limited review scope. A more significant scale review would require a much longer timeframe for completion.
- The main value of the mid-term review would appear to be in ensuring that activities and projects in the second three year period of the six year programme are updated as needed to accurately feed into the NLTP consideration.

The Transport Agency has provided some guidance on the RLTP mid-term review. The guidance states that all that is ‘required’ is that the Regional Transport Committee checks whether the plan remains valid and fit for purpose.

The guidance states that the size and scale of the review and the process to be used is up to individual regional transport committees to decide within the prescribed form and content of the RLTP, including timelines to be met to enable development of the NLTP.

#### **3.2 Proposed approach**

The Transport Agency guidance recommends that regional transport committees should complete a number of ‘checks’ as a minimum<sup>1</sup> and use these checks to determine what (if any) further work needs to be done on the RLTP in the review period. These are:

1. Check whether the problems/opportunities, benefits and objectives described in the current RLTP are still valid.
2. Check whether the plan meets the principles of the business case approach including containing all six key features.
3. Check that the programme of activities included in the plan is up to date and ideally prioritised in a way that reflects the region’s priority objectives.

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<sup>1</sup> BCA Guidance for 2018 RLTP Reviews – FAQs, May 2016 (Third page)

The table below provides an initial assessment against these checks to help guide the review. The middle column in the table sets out some further guidance around the sorts of matters that should be considered, taken from Transport Agency recommendations<sup>2</sup> for the review. The right hand column provides initial GWRC officer comment.

Required checks	Considerations	Comment
<p>Check whether the <b>problems/opportunities, benefits and objectives</b> (and their relative priority) described in the current RLTP are <b>still valid</b>.</p>	<ul style="list-style-type: none"> <li>• Has anything significantly changed in the last three years in terms of strategic context?</li> <li>• Are the problems identified still of relevance and importance?</li> <li>• Are objectives, policies and measures still valid, relevant? Do they still align with the Government Policy Statement on Land Transport (GPS)?</li> </ul>	<p>A desktop review of the issues, problems, benefits and strategic objectives is proposed.</p> <p>Informed by: RLTP Annual Monitoring Report 2016, draft GPS 2018, sector research, Let's Get Wellington Moving, and various programme business cases.</p> <p>Review will be tested with stakeholders and representative groups.</p>
<p>Check whether the plan meets the <b>principles of the business case approach</b> including containing all six key features.</p>	<p><u>Four key principles</u></p> <ol style="list-style-type: none"> <li>1. The importance of accurately identifying a problem and its consequences.</li> <li>2. The stating of the benefits associated with addressing the identified problem(s).</li> <li>3. The need to explore alternatives and options and then build the case for a particular response - with clear logic and evidence to support it.</li> <li>4. The need for informed discussion by the relevant parties throughout the development process.</li> </ol> <p><u>Six key features:</u></p> <ol style="list-style-type: none"> <li>1. Clear statements on what are the highest priority <b>issues or problems</b> relating to transport in the region – supported by evidence.</li> <li>2. Clear statements on the highest priority <b>benefits or outcomes</b> the region is seeking from investing in transport.</li> <li>3. A clear set of <b>regional objectives</b> that will address the problems and outcomes.</li> <li>4. A clear view of the <b>relative priority</b> of these <b>objectives</b>.</li> <li>5. Evidence that <b>stakeholders</b> have been <b>involved</b> in helping to identify the <b>problems, outcomes and objectives</b>.</li> </ol>	<p>The Wellington RLTP was developed to meet the <b>four key principles</b> of the business case approach in 2015.</p> <p>A comprehensive issues paper was prepared as the evidence base to inform the identification of problems.</p> <p>A facilitated 'investment logic mapping' session was used to define the key issues, problems and benefits.</p> <p>A comprehensive piece of work on alternative future scenarios informed the strategic response and target setting.</p> <p>The regional officer Technical Advisory Group and RTC were involved in informed discussion throughout the development process.</p> <p>-----</p> <p>The <b>six key features</b> of the business case approach were also met to some degree.</p> <p>The exception was giving a 'relative priority' to strategic objectives (point 4).</p> <p>This was discussed at the time, but considering the 10-30 year outlook of the RLTP 'front end', all objectives were considered equally important.</p> <p>Prioritising one or two was not seen as appropriate in a long term strategic planning document with complex transport issues in a metropolitan area with urban and rural characteristics. The 'customer' of the RLTP is not only the Transport Agency and the shorter term transport investment</p>

<sup>2</sup> BCA Guidance for 2018 RLTP Reviews – Requirements & Recommendations, May 2016 (Third and fourth pages)

Required checks	Considerations	Comment
	6. A clear, logical story that shows how the region's <b>programme</b> has been <b>prioritised</b> to deliver on the priority objectives.	programme, but the regional community and its longer term aspirations.  A compromise may be to retain the long term objectives and add short term priorities/objectives. The RTC could consider whether there are two or three areas that it would most like to see progressed in the next three years, and add these to the start of the RLTP Programme section.
Check that the <b>programme of activities</b> included in the plan is <b>up to date</b> and ideally prioritised in a way that <b>reflects the region's priority objectives</b> .	<ul style="list-style-type: none"> <li>• What <b>progress</b> has been made in the three-year period in terms of our work <b>programme</b>? What has been achieved? What has slipped? What more do we know?</li> </ul>	Review to include analysis of progress in delivering activities against the RLTP programme and strategic objectives.  May result in identification of specific gaps or areas that need to be progressed.  Will assist RTC to advocate that relevant approved organisations <sup>3</sup> include certain activities in years 4-6.
	<ul style="list-style-type: none"> <li>• any activities that are <b>new</b> and need to be <b>added</b> to the RLTP</li> <li>• any activities that have <b>changed substantially</b> and need to be <b>updated</b> in the RLTP</li> <li>• any activities that are <b>no longer relevant</b> and that need to be <b>removed</b> from the RLTP</li> </ul>	Based on revised local transport programmes from approved organisations.  Regional programme updated in Transport Investment Online <sup>4</sup>

#### 4. Anticipated changes to RLTP

At this stage, it is difficult to know what changes may be needed to the RLTP 2015 as part of the mid-term review.

While it is unlikely that there will have been significant changes in the overall strategic context affecting the region's transport network over the short period of two years since the plan was adopted, it won't be possible to rule this out until the desktop review of issues, problems and objectives has been undertaken.

There may be some minor updates to the strategic policy front end of the RLTP that could either be made through the mid-term review, or could be more appropriately made as part of the next RLTP development. Again, this will be determined as we move through the review process.

Some changes or updates could be required to the Ngauranga to Airport Corridor Strategy chapter within the RLTP as a consequence of the Let's Get Wellington Moving programme. This will be clearer around May 2017.

<sup>3</sup> An 'approved organisation' is a regional council, a territorial authority, an approved public organisation (eg. Department of Conservation and Waitangi National Trust Board).

<sup>4</sup> Transport Investment Online (TIO) is the Transport Agency's online project information system and a record of investment decisions made in the National Land Transport Programme (NLTP)

Most change is likely to be to the RLTP programme in years 3-6 (2018-21) as this is where specific transport projects, and their associated timing and funding may have progressed or changed. An update to the ten year forecast will also be part of the programme changes.

## 5. Process and Timeframes

The review must be completed and changes submitted to the Transport Agency by April 2018. This allows the Transport Agency to consider the regional programme as it develops the NLTP 2018 – 21.

Working back from this April 2018 date, the six month review period signalled in the LTMA would commence November 2017. However, in reality the review will need to start well before this to ensure that even a relatively minor review can be completed by April 2018.

The diagram in **Attachment 1** sets out the broad timelines for the review, alongside key national level and Transport Agency dates, and council long term planning processes. The key indicative timeframes for RTC input are summarised below:

2017 RTC meetings	RLTP review aspect
28 March	Consider the draft Government Policy Statement on Land Transport 2018
30 May	Consider proposed scope for: <ul style="list-style-type: none"> <li>Review of RLTP issues, problems, objectives.</li> <li>Analysis of implementation progress and identification of any gaps in delivering the RLTP strategic objectives.</li> </ul> Consider outcomes from the Let's Get Wellington Moving project
22 August	Consider early NLTP investment signals and Transport Agency's State Highway Investment Plan (SHIP)
26 September (Workshop)	Consider 'progress to date' analysis and indicative draft activities for years 3-6 of RLTP Consider results of desktop issues, problems, objectives review
21 November	Agree final draft regional programme for years 3-6 of RLTP Agree priority of 'significant' projects (if needed) Consider 'significance' of any changes to the RLTP and need for consultation
<b>2018 meetings – dates yet to be determined</b>	Consider feedback from consultation (if needed) and final changes to activities in the regional programme as a consequence of council LTP and Transport Agency moderation processes Agree final regional programme for years 3-6 (this could be in the form of a simple RLTP 'variation' ) Agree, if required, any other changes to the overall RLTP

## **6. Engagement**

Full public engagement on the RLTP review will only be required if any changes made to the plan are considered to be significant. The RLTP significance policy will guide this decision (refer **Attachment 2**). The review process currently includes a pencilled in period for public engagement should the need eventuate as our understanding develops about the likely nature of any changes resulting from the review.

### **6.1 Technical Advisory Group**

A regional officer Technical Advisory Group comprised of representatives from all the territorial authorities in the region, Greater Wellington Regional Council and the Transport Agency will assist with the RLTP review over the next 18 months. This will ensure the stakeholders on the RTC are represented and involved at the officer level in the review process. The Technical Advisory Group met on 1 December 2016 to consider the approach to the RLTP review set out in this report.

### **6.2 Transport users and providers**

Section 18CA(2) of the LTMA states that: ‘In carrying out the review [of the RLTP], the regional transport committee must have regard to the views of representative groups of land transport users and providers’.

Targeted engagement with representatives of land transport users (e.g. pedestrian, cyclist, public transport, freight and other transport users) and land transport providers (e.g. KiwiRail, TransDev, bus operators) will be part of the review process. The detailed approach to this engagement is still to be developed.

## **7. Next steps**

Officers will commence more detailed planning for the review in early 2017 and will report regularly to RTC at key stages as set out in the indicative timings table in section 5 of this report.

## **8. Communication**

Any issues raised by the Committee in relation to the matters in this report will be communicated to the next meeting of the regional officers Technical Advisory Group in early 2017.

## **9. The decision-making process and significance**

No decision is being sought in this report.

Consideration of the various elements of the review process will take place at future workshops and meetings of the RTC.

### **9.1 Engagement**

No engagement is necessary in relation to the content of this report. The engagement process for the RLTP review is outlined in section 6 of this report and will be developed further over the coming months.

## 10. Recommendations

*That the Committee:*

1. *Receives the report.*
2. *Notes the content of the report.*

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**Attachment 1:** RLTP mid-term review indicative timelines

**Attachment 2:** RLTP Significance Policy