

GPS Transitions Guide

**For the draft Government Policy Statement
on land transport 2021/22-30/31**

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For the Government Policy Statement on land transport 2021/22-30/31 (GPS 2021)

Purpose of this document

1. This is a companion document to GPS 2021. It explains how GPS 2018 has evolved into GPS 2021, detailing what has changed and what remains the same.

Context

2. GPS 2018 indicated that Government would publish a 'second stage' GPS to fully realise the Government's direction for land transport investment. Government subsequently decided not to release a second stage GPS, as GPS 2018 already represented a large change for the sector. GPS 2018 also identified areas that Government would progress further in the future. GPS 2021 covers these areas.

GPS 2021 consolidates the direction of GPS 2018

3. GPS 2021 provides stronger guidance on what Government is seeking from land transport investments. Its format has been simplified, particularly in *Section 2: Strategic Direction*, to make the Government's direction easier to understand for all users.

What has changed from GPS 2018?

Key Priorities

4. GPS 2018 was based on four strategic priorities for land transport investment, with Safety and Access as the key priorities. The Government has maintained the priorities of GPS 2018 but:
 - updated them to reflect policy work that has taken place since GPS 2018 was published, such as the development of Road to Zero
 - separated Access into Better Travel Options and Improving Freight Connections
 - expressed value for money as a principle that applies to all investments, rather than a strategic priority that could change as Government changes.
 - no longer has a split between key or supporting priorities.

5. The following table identifies the priorities of GPS 2018, and how these relate to GPS 2021.

GPS 2018 Priorities	GPS 2021 Priorities	Notes
Safety <ul style="list-style-type: none"> a safe transport system, free of death and serious injury 	Safety Develop a transport system where no-one is killed or seriously injured.	<i>Safety remains a priority, with the wording updated to reflect the Road to Zero strategy.</i>
Access <ul style="list-style-type: none"> providing increased access to economic and social opportunities enabling transport choice and access resilient 	Better travel options Provide people with better travel options to access places for earning, learning, and participating in society.	<i>Access remains a priority, but is now covered in two parts to provide clearer guidance. GPS 2021 continues to support better urban transport options and well-connected freight routes. The detailed descriptions of these priorities explain the role of choice, access and resilience.</i>
	Improving freight connections Improve freight connections to support economic development.	
Environment <ul style="list-style-type: none"> reduces greenhouse gas emissions, as well as adverse effects on the local environment and public health 	Climate Change Transform to a low carbon transport system that supports emissions reductions, aligned with national commitments, while improving safety and inclusive access.	<i>The environment remains a priority, with a focus on investments that align with Government's greenhouse gas reduction targets. Improvements to public health will be a co-benefit of investment decisions that support the transition to a low carbon transport system. There is no longer separation into 'key' and 'supporting' priorities.</i>
Value for money <ul style="list-style-type: none"> delivers the right infrastructure and services to the right level at the best cost 	<i>GPS 2021 embeds value for money throughout the GPS as a principle that should always be expected from investments. GPS 2021 encourages co-benefits to be considered when developing business cases (e.g. for health, resilience, or environmental sustainability).</i>	

6. GPS 2021 also provides clear guidance on what the Government is seeking in each priority area, the particular delivery focus and how these flow to specific results.

Themes are now integrated through GPS 2021

7. Themes were included in GPS 2018 to assist understanding of how to effectively deliver on the priorities. The themes influenced how the results should be delivered to ensure the best transport solutions for New Zealand are achieved. GPS 2021 provides greater guidance throughout the document on how results should be delivered.

8. The themes for GPS 2018 were:

- a mode-neutral approach to transport planning and investment decisions
- incorporating technology and innovation into the design and delivery of land transport investment
- integrating land use and transport planning and delivery.

9. Mode-neutrality runs throughout the narrative in GPS 2021 priorities. The concept is now well understood by the sector and the review of the Investment Decision Making Framework is setting the system up to make transport choices on a mode-neutral basis.

10. The expectation to consider the use of new technology and innovation continues under GPS 2021, and the NZTA will contribute annual funding from across the Fund and participate in a transport sector innovation programme in collaboration with the private sector and research community.

11. Integrating land use, transport planning and delivery are at the heart of the Better Travel Options priority. As noted above, GPS 2021 reinforces integrated (spatial) planning for transport and land use, which aligns with the Government's proposed direction on urban development and proposed improvements to the Resource Management system (currently under development). Under the proposed National Policy Statement on Urban Development, local authorities will be strongly encouraged to apply integrated planning to their Regional Land Transport Plans.

Delivering on announced Government Commitments

12. GPS 2021 identifies four Government Commitments for which the Government expects forthcoming NLTPs to meet investment expectations across total investment in activities. This does not mean that the Government considers other projects or activities to be less likely to meet GPS 2021 outcomes. Rather, it seeks to provide certainty of funding to the four programmes that have specific existing commitments made by the Government and also provides transparency for GPS 2021 users.
13. The four Commitments are:
 - I. Auckland Transport Alignment Project (ATAP)
 - II. Let's Get Wellington Moving (LGWM)
 - III. Road to Zero (around 70 percent of this investment will be outside of Auckland and Wellington)
 - IV. supporting implementation of the New Zealand Rail Plan

Rail and coastal shipping is included in GPS 2021 to embed mode-neutrality in the transport system

14. This is the first GPS under which KiwiRail is directly funded from the National Land Transport Fund. As indicated in GPS 2018, GPS 2021 implements the findings of the Future of Rail Review.
15. The purpose of the Rail Network activity class is to implement the Rail Plan. It provides significant funding to KiwiRail to maintain and renew the national rail network. The Rail Plan is also currently out for engagement and we are amending legislation to implement a new planning and funding framework.¹
16. The infrastructure for the Auckland and Wellington metropolitan rail networks and inter-regional rail that began under the Transitional Rail activity class in GPS 2018 will now be delivered through the public transport infrastructure activity class.
17. Ultimately the Government's expectation for investment in coastal shipping is to embed mode neutrality and choice for freight transporters, to allow New Zealand flagged coastal shipping to operate on a level playing field with other freight operators, and to enhance the sustainability and competitiveness of the domestic sector. It also reflects the Government's interest in partnering with industry to understand the challenges facing coastal shipping, and working with it to address these challenges. The initial three years of funding will include relevant research to see what future support for the sector may help achieve Government's aims.

The 2018 safety activity classes are reframed as the Road to Zero activity class in GPS 2021

18. The Road to Zero activity class incorporates road policing funding, and the safety promotion funding from the Road Safety Promotion and Demand Management activity class from GPS 2018. It also incorporates infrastructure funding previously delivered through the state highway improvements, local road improvements, and regional improvements activity classes.
19. The combination of local road improvements, state highway improvements, and improvement activities delivered through the Road to Zero activity class exceed the investment in road improvements delivered through GPS 2018.

Travel demand management activities will be funded from multiple activity classes in GPS 2021

20. Alongside integrated planning and optimisation of existing networks, travel demand management is an important tool for avoiding or delaying the need for major investment in new capacity – and is therefore a critical part of achieving value for money from transport investment.

¹ The proposed funding for rail and its incorporation into the draft GPS is contingent on the passing of the Land Transport (Rail) Legislation Bill, which will implement a new planning and funding framework for rail.

21. Following the disbandment of the Road Safety Promotion and Demand Management activity class, travel demand management activities should be funded from other relevant activity classes, depending on the intervention undertaken. We have ensured that activity class definitions are sufficiently broad to allow this.

Two activity classes in GPS 2018 on public transport have been reframed as the Public Transport Services activity class and the Public Transport Infrastructure activity class in GPS 2021

22. To more clearly set out the Government's expectations for investment in public transport, the Public Transport and Rapid Transit activity classes have been replaced by the Public Transport Services and Public Transport Infrastructure activity classes. This change allows the Waka Kotahi the NZ Transport Agency (the NZTA) to separate regular investment to support continuous services, from investment in brand new infrastructure and services, and gives it the flexibility to deliver the most appropriate improvements as urban areas grow.

Regional investments

23. The Regional Improvements activity class was established in 2015 to provide assurance of investment to regions. GPS 2021 instead builds regional priorities across funded activity classes, particularly focusing on:
 - implementing the Road to Zero strategy – this GPS 2021 invests significantly in safety infrastructure, and around 70 percent of safety improvements will be outside of Wellington and Auckland
 - improving the freight network for primary produce and commodities to markets – including activity classes for rail and coastal shipping
 - sufficient funding to maintain road networks to the condition required to ensure a safe and resilient network – included in local and state highway road activity classes.

Crown land transport investment programme

24. The New Zealand Upgrade Programme will provide \$6.8 billion of transport investment into roads, rail and walking and cycling from 2019/20. While this is Crown funding outside GPS 2021, it will be delivered by the NZTA and KiwiRail, and will significantly progress the transport strategic priorities.
25. The GPS 2021 activity class funding ranges do not include the Crown investment programme. Section 3.6 of GPS 2021 sets out the Crown investment and how it adds to the fund over the ten years of GPS 2021. When combining the Crown funding and the activity class funding ranges, total investment under GPS 2021 is around \$54 billion. Investment levels are the same or higher for all activities as they were under GPS 2018.

Other changes in GPS 2021

26. GPS 2021 includes a new *Responsibilities* section on the key agencies that will implement GPS 2021 and their relevant responsibilities.
27. GPS 2021 provides more guidance on how additional approaches to funding and financing land transport investment should be considered.
28. The Appendices in GPS 2021 have been reviewed and streamlined, based on feedback from users.