



# **Strategic Review of the Road Controlling Authority Forum**

## **FINAL REPORT**

**9 July 2009**

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Abbreviations:	
Road Controlling Authority	RCA
Road Controlling Authority Forum	RCAF
New Zealand Transport Agency	NZTA
Local Government New Zealand	LGNZ
Territorial Local Authority	TLA
Statement of Intent	SOI

# 1. Executive Summary

## **Strategic Review**

The Executive Committee of the Road Controlling Authority Forum (RCAF) requested that a Strategic Review of the Road Controlling Authority Forum be undertaken. The emphasis of the Strategic Review was to be on the overlaps that exist with some of the many transport fora in New Zealand. The RCAF has many relationships and there is a view that there may be a lack of clarity in the transport sector around who does what. The transport industry is made up of many different players including asset owners, service providers, utility companies and their service providers, as well as road users. The process for the Strategic Review used multiple methods to collate information and draw findings, these included review of core documentation, face to face interviews, a questionnaire and an Executive Committee workshop.

## **Strategic Context**

The Strategic Plan and Objects of the RCAF highlight what the strategic intent is, however these are somewhat out of date. The primary objective relates to providing a forum for Road Controlling Authorities to develop consistent roading environments through the development of national standards to promote road safety. The goals for the RCAF include: Asset Management; Asset Investment; and Peer Support/ Networking. The RCAF is not meeting all of its objects nor is it delivering on the current Strategic Plan. Based on feedback from members an updated Strategic Plan and revised objects are recommended.

The Executive Committee considered adoption of the core principle that the RCAF will continue to focus on the whole road corridor.

## **General feedback relating to the RCAF**

From the general discussions a variety of views were represented, including “would like to see a better balance between strategic and operational topics” and “many other fora relating to transport exist in New Zealand and there is duplication and overlap.”

The RCAF operates a number of Work Groups which specifically focus on Research and Guidelines, Performance Measurement and specialised projects such as the NZ Utilities Advisory Group, Stock Crossings, Level Crossings, Stormwater and the Local Road Supplement development for the Code of Practice for Temporary Traffic Management. Given that resources for the Work Groups are generally volunteers it is difficult to make progress unless services are contracted to provide support. There are also issues when officers involved in the Work Groups face competing objectives in their day to day role. The question arises as to whether the RCAF should in fact operate Work Groups and whether aspects like Research and Guidelines should be left to the NZTA to undertake, given that the NZTA already operate in this space with their own Standards and Guidelines Group.

The organisational and administrative (Convenor role) responsibilities could rest with LGNZ in future. There was a view that LGNZ provides stronger representation of the RCAF members than NZTA or Ingenium.

## **Analysis of key documentation**

The analysis of documents includes the budget for 2009/10 financial year. The budget indicates that subscriptions are expected to reach \$287,500 for the full year. This is a significant increase compared to the previous year and commitment to the RCAF will continue to be tested.

The Government provides guiding documents such as the Transport Indicator Framework and this in particular presents a national framework for robust and consistent monitoring for the New Zealand transport system. This information is important to the RCAF as the government’s overall goal to grow the New Zealand economy is a responsibility of all those in the transport sector, including the RCAF members.

The analysis of the agenda topics since 2006 reflects a significant shift from operational to technical subjects (vs strategic and changing political expectations from Government). This subjective analysis shows that many of the other transport organisations also cover the same topics, highlighting that duplication does occur. In future, members will be asked to provide feedback on their preferences for topics for each forum. It will be hard to meet the needs of such a diverse group of road controlling authorities without such feedback. There should be better integration and planning across the many transport organisations so that unnecessary

duplication is avoided. Consideration should be given to splitting the RCAF fora between strategic and operational topics, noting that some flexibility is required.

### **Feedback from the members**

Member interviews provided real context of how each felt about the RCAF. Mostly positive feedback was provided along with some generic comments around overlaps with other fora and the need for a more strategic focus. There was recognition that the RCAF was well organised but needed to refocus in the future. There was a strong view that many benefits came out of the networking and social opportunities.

Of the twenty five questionnaire responses the majority provided positive feedback along with constructive suggestions for the future of the RCAF. Some of the general suggestions related to agenda management; the balance between strategic and technical focus; the role of regional NZTA forums versus the RCAF and; and the provision of sufficient resources for Work Groups. A significant proportion of the members' responses believe that the GPS will impact the future role of the RCAF and that at each forum more time should be spent on this.

### **Transport Fora Analysis**

The analysis of the transport organisations/fora in New Zealand provides a useful resource for the sector and should help provide clarity over the roles and responsibilities. There are strong linkages and overlaps between the many organisations identified. The challenge will be to create synergies across the sector so that time and money are not wasted by organisations working on the same thing. Improved communication and better planning will help avoid such situations. The RCAF plays an important role in bringing together parties who are involved in road control and therefore present a unique value proposition.

Major players such as Ingenium should link up with the RCAF more closely along with TRAFINZ. Both Ingenium and TRAFINZ represent 95% of the road controlling authorities. NZTA regional forums and the Standards and Guidelines Group should provide input into the RCAF, rather than the RCAF take on these aspects. Specialist Groups such as the New Zealand Utilities Action Group should continue to report into the RCAF, as should the Low Volume Roads Working Group. The transport organisations that represent private contractors or industry generally should continue to share information with the RCAF. In particular, making use of Roving New Zealand specialist committees is of particular benefit to the RCAF members. International links with Austroad provide benefits relating to standards and guidelines and, through continued subscription, road controlling authorities can learn from overseas experience and research.

The users of the roading network, such as heavy haulage, Automobile Association, Tourism New Zealand and Taxi /Association are not represented at the RCAF. This is a gap and there may be benefit in inviting these groups to attend. Regional Councils are now tasked with preparation of Regional Land Transport Programmes and coordinate local authority and NZTA funding requests.

### **Executive Committee Leadership**

The Executive Committee provides leadership and guidance to the members of the RCAF and they have a challenge ahead of them. There are a number of strengths, including the positive feedback from members, but there are certainly weaknesses such as lack of progress of the Work Groups. There are opportunities to grow the membership of non RCAF affiliates and to create a more integrated and coordinated approach with other transport organisations. The threats to the RCAF include duplication across the sector and declining memberships. Many questions relating to the future of the RCAF will not be resolved until members provide more feedback on what their most important needs are.

### **Summary**

Findings: the Strategic Review found that:

- The RCAF has a specific and unique role among transport fora in NZ, which is to bring together and facilitate discussion and capability development among the owners and managers of the road corridors in New Zealand;
- Members see good value in the RCAF and have suggestions for how it can be improved; and
- There are opportunities for improved coordination and integration between the RCAF and other fora, mainly through agenda planning and joint research.

**Recommendations:**

Following on from the Strategic Review, the **Executive has committed to the following actions for the future:**

- a) Exploring an alternative arrangement to the Convenor and administrative functions, including whether these could be provided by Local Government New Zealand;
- b) Review of agenda management to ensure the right topics are covered at each forum;
- c) Reviewing and updating the Strategic plan and Objects of the Incorporated Society to reflect the needs of the RCAF members; and
- d) Providing greater recognition of the role of RCAF volunteers.

## 2. Introduction

The Strategic Review of the RCAF was commissioned by the RCAF Executive Committee to reassess its future role.

*The major focus of the Strategic Review of the RCAF is a review of whether (and if so, in what respects) the RCAF overlaps with some of the many other transport fora in NZ. This will inform whether some adjustment to the forum and/or the functions of the RCAF is required. This is all in the context of efficiency, resources being scarce and the need for a commitment to ensure that members receive value for money.*

This report provides the findings of the Strategic Review of the RCAF. It includes the purpose, scope, methodology, findings, conclusions and recommendations relating to the Strategic Review of the RCAF. The process for the Strategic Review used multiple methods to collate information and draw findings, these included review of core documentation, face to face interviews, questionnaire and an Executive Committee workshop.

## 3. Purpose

The Executive Committee, through commissioning the Strategic Review wanted to gather feedback from the RCAF members and use this to inform the future direction.

As part of the Strategic Review an analysis of the environment in which the RCAF operates is included, with particular emphasis on:

- RCAF relationships with other fora and organisations;
- Role and Purpose of other major transport Fora in New Zealand; and
- Members' views and feedback via interviews and questionnaire.

Consideration was given to strategic options for the future of the RCAF, including recommendations based on the analysis of the transport sector environment, feedback from interviews, questionnaires and learnings from the RCAF Executive Committee Workshop.

## 4. Scope and Methodology

The following table provides a summary of the scope and methodology for the Strategic Review of the RCAF. The findings for each activity are covered with section 5 of this report.

Table 1 Summary scope and methodology

Activity	Description	Outcome
<b>Section 5.1</b> Background and strategic Context	<ul style="list-style-type: none"><li>• Review the Rules of the RCA Forum Incorporated Society</li></ul> Outline the: <ul style="list-style-type: none"><li>• Strategic Plan</li><li>• Performance Measures</li></ul>	Understand the strategic context in which the RCA forum operates

<p><b>Section 5.2</b></p> <p>General Discussions:</p> <ul style="list-style-type: none"> <li>• RCA Convenor</li> <li>• LGNZ Representative</li> <li>• Finance Convenor</li> <li>• NZTA (Highways Manager)</li> <li>• Working Group support staff</li> </ul>	<ul style="list-style-type: none"> <li>• Review of Governance and Management procedures</li> <li>• Gather general background information</li> </ul>	<p>Understand the Governance and Management arrangements</p> <p>Understand the role of the organiser of the RCA Forum</p> <p>Understand the history of the RCA Forum</p> <p>Understand the general viewpoint from key stakeholders</p>
<p><b>Section 5.3</b></p> <p>Documentation Review</p> <p>Analysis and review of a variety of documents.</p>	<ul style="list-style-type: none"> <li>• Website review and analysis</li> <li>• Analysis of agendas</li> <li>• Review of legal documentation including rules of the Incorporated Society</li> <li>• Review of Operational Manual for the RCA Forum</li> <li>• Review of financial accounts</li> </ul>	<p>Understand the environment in which the RCAF operates</p>
<p><b>Section 5.4</b></p> <p>Face to face interviews with RCA Forum members</p>	<ul style="list-style-type: none"> <li>• Visit a number of Councils - large, medium and small across New Zealand</li> </ul>	<p>Gain feedback from members based on agreed interview questions</p> <ul style="list-style-type: none"> <li>• Christchurch City Council</li> <li>• Waikato District Council</li> <li>• Palmerston North City Council</li> <li>• Tararua District Council</li> <li>• Hurunui District Council</li> </ul>
<p><b>Section 5.5</b></p> <p>Questionnaire to all members and attendees of the RCAF</p>	<ul style="list-style-type: none"> <li>• Questionnaire to all members of the RCA Forum</li> </ul>	<p>Gather views on general aspects of the RCAF</p>
<p><b>Section 5.6</b></p> <p>Transport Fora Analysis / interviews with organisers of other New Zealand transport fora</p>	<ul style="list-style-type: none"> <li>• Analysis of roles and responsibilities of the many Transport Fora in NZ</li> <li>• Interview key members of other fora to assess role and purpose</li> </ul>	<p>Understand the role of other fora and document the core objectives of each</p> <p>Assess the offering of each organisation with a focus on linkages and overlaps between the many fora in NZ</p>
<p><b>Section 5.7</b></p> <p>RCAF Executive Committee Workshop</p>	<ul style="list-style-type: none"> <li>• Share findings of the initial Strategic Review and consider strategic options for the future</li> </ul>	<p>Gather views from the Executive Committee to inform the Strategic Review</p>

## 5. Findings

### 5.1 Strategic Context

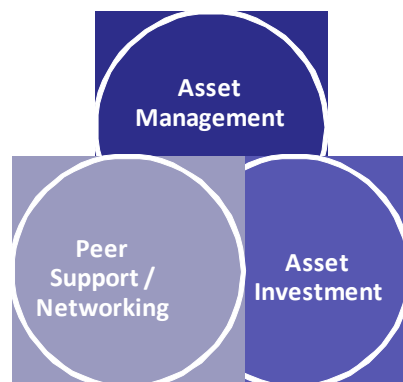
The RCAF New Zealand Inc is a closed, non-political group with representatives from the 73 territorial local authorities, the Department of Conservation, Local Government NZ and the NZ Transport Agency.

The RCAF consists of the Executive, comprising Convenors and representatives of the member organisations, as well as the individual members from the 73.

The stated purpose of the RCAF is to exchange information and provide updates on working groups, legislation, standards and guidelines, highway and procurement strategies and other issues relevant to road controlling authorities and the other member organisations.<sup>1</sup>

The RCAF has developed a strategic plan which sets out the vision and goals for the RCAF as **“Assisting Road Control Authorities to make informed decisions”**.

The role of the RCAF includes three goals as set out in the diagram below:



An extract<sup>2</sup> from the current strategic plan details the RCAF goals as:

**Asset Management:** To be the acknowledged source for industry research and development of guidelines relating to asset ownership. The RCA will conduct industry research for the purpose of developing nationally consistent guidelines, housed in a readily accessible database for use by practitioners, to encourage sound road corridor asset management practices.

**Asset Investment:** To achieve a nationally consistent and robust method of performance measurement, which drives industry investment decisions. The RCA will bring together a nationally consistent view of the road corridor asset performance, and identify the underlying causes of any performance variation, for the purpose of providing information to influence industry providers, decision makers, and funders.

**Peer Support/Networking:** To be recognised by the transport industry as the primary peer support and networking forum for asset owners. The RCA will continue its current role of:

- Meeting three times a year to share information and act as a sounding board on potential issues;
- Offering peer support and networking opportunities to the industry; and
- Commissioning working groups to report back on issues of common interest.

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<sup>1</sup> Source RCA Forum website

<sup>2</sup> Source Strategy Plan document – RCA website

Specific strategic initiatives were set during 2004 and these have been updated to reflect the relevant focus areas for the RCAF for 2007-2009. These are specified for each Convenor of the RCAF and are highlighted in table 2 below.

**Table 2 - Strategic Plan initiatives 2007-2009**

Performance Measures Convenor	Research and Guidelines Convenor	Administration Convenor
<ul style="list-style-type: none"> <li>Coordinate performance measurement</li> </ul>	<ul style="list-style-type: none"> <li>Capture User requirements</li> </ul>	<ul style="list-style-type: none"> <li>Organise and administer RCA Forum</li> </ul>
<ul style="list-style-type: none"> <li>Analyse performance variation</li> </ul>	<ul style="list-style-type: none"> <li>Improve Quality of database</li> </ul>	<ul style="list-style-type: none"> <li>Disseminate results</li> </ul>
<ul style="list-style-type: none"> <li>Inform industry decisions</li> </ul>	<ul style="list-style-type: none"> <li>Screen and Analyse guidelines</li> </ul>	
	<ul style="list-style-type: none"> <li>Develop Guidelines via research</li> </ul>	

The Strategic Plan is included in Appendix 1 for further reference.

The Objects for the RCAF Incorporated Society are set out in the following extract from the official Rules:

1. The charitable objects and purposes of the Society to the extent they are a charitable purpose within New Zealand are:
  - a) To benefit the public of New Zealand by developing consistent roading standards and promoting safety.
  - b) To be the acknowledged source for industry research and development of guidelines relating to ownership of roading assets.
  - c) To achieve a nationally consistent and robust method of performance measurement which drives transport industry investment decisions towards a sustainable outcome for the benefit of the community.
  - d) To be recognised by the transport industry as the primary peer support, networking and educational forum for owners of assets relating to roads.
  - e) To assist in the education of New Zealanders in relation to roading matters.
2. For the avoidance of doubt, the objects of the Society expressed in clause 1 are in no particular order or priority.
3. The Society's objects shall only be carried out in and to benefit people in New Zealand, however the Society may carry out activities outside New Zealand to promote the Society or the Society's activities, but only if the Society believes that such activities be for the ultimate benefit of the people of New Zealand.

Based on the initial findings of the Strategic Review it appears that the RCAF is not meeting all of its objects or fulfilling the strategic intentions as set out above. More specifically, the RCAF is not fulfilling objects 1b or 1c and in terms of the Strategic intentions asset management and assessment is not well covered. The Strategic Intent documents are somewhat out of date.

Therefore, it is recommended that the Strategic Plan and the Objects of the RCAF Incorporated Society are reviewed and updated following feedback from members at the next Forum, which is scheduled for 14 August 2009.

## 5.2 General Discussions

A number of general interviews<sup>3</sup> were completed in order to gain a better understanding of the history and background of the RCAF. From the feedback there were mixed views relating to the RCAF. The following is a list of comments gathered directly from the general discussions. Each item of feedback has been grouped according to the Role of the RCAF, Performance of the RCAF and Linkages and overlaps with other transport fora.

### Role of the RCAF

- The RCAF was set up when the division was made between funding and the delivery body. This was led by Transit so that RCAs could get together to talk about issues of common interest.
- Leadership was raised as an issue and a number of individuals felt that the balance of power and influence lay with the NZTA. To address this it was recommended that LGNZ take a greater role in the running of the RCAF as it represents the many TLA members.
- No other forum exists with the specific purpose of supporting road controlling authorities. The RCAF provides good networking opportunities.
- RCAF needs to find a way of including TLAs in the decision making process.
- A question was raised as to whether the RCAF should become a Transport forum and cover broader transport issues
- The Highways and Networks Operations Group to take on a more active role at the RCAF. Consider chairing role for the more technical and operational aspects.

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<sup>3</sup> Interviews were held with LGNZ, NZTA, RCAF Executive Committee and Working Group members

### **Performance of the RCAF**

- There needs to be a continued level of commitment and support from the NZTA without undue influence.
- There were questions relating to whether the right balance is struck between strategic and operational topics. The RCAF needs to ensure the topics remain relevant to its audience.
- Working Groups are technically focused and progress is slow due to the volunteer nature of these roles.
- There is no real monitoring against the strategic plan and performance measures are not defined.
- The website is a rich source of information.
- Specific projects such as Stock Effluent and Stormwater have been very successful in terms of sharing technical information and setting standards.
- Attendance at the RCAF fluctuates depending on what is on the agenda.
- Now that the RCAF is a formal body it has become a bit of ritual - meeting for meeting's sake - and it has lost some of its spontaneity. The real question is: "are members getting value for money?"
- There appear to be issues relating to the Working Group outcomes and the level of interest by the Executive Committee. It was suggested that there is a disconnect between the Working Groups and the Executive Committee of the RCAF.
- The volunteer resource of the Working Groups is an issue, especially when officers face competing objectives in their day to day roles. In these circumstances volunteers will not be able to progress the projects on behalf of the RCAF. It is recommended that the RCAF review the role and purpose of the Working Group and resource appropriately in future.
- Observations relating to governance and management of the RCAF are that the Incorporated Society is extremely well managed. The organisational and administrative aspects are efficient and effective due to the support of NZTA. There is a clear governance structure with regular executive meetings in place to ensure that sound governance is practised. A very clear operations procedures manual exists to guide the practical aspects of the RCAF.
- There needs to be greater focus on succession planning to future proof the value of the RCAF.
- Members need to continue to contribute at each forum and take responsibility for achieving the objects of the RCAF.

### **Linkages and Overlaps with other fora**

- Many other fora relating to transport exist in New Zealand and there is duplication and overlap. There appears to be an overlap with the NZTA Standards Group and the Working Groups of the RCAF.
- There is significant duplication across the TLAs, and the RCAF can develop solutions on behalf of all TLAs and as a result save on resources. It is important to avoid re-inventing the wheel.

### 5.3 Documentation Review

There is a large amount of documentation available relating to the RCAF and table 3 below lists the documents that were reviewed. In this section a summary overview of each item is included to with an emphasis on the relevance to the RCAF.

Table 3 – Relevant documents for the Strategic Review of the RCAF

The current list of documentation reviewed:
• Road Controlling Authority Forum Rules of the Incorporated Society
• Road Controlling Authority Strategic Plan 2007-2009 including Performance measures
• Road Controlling Authority Financial Accounts and membership details
• NZTA Statement of Intent
• Road Controlling Authorities Forum Operating Procedures Manual
• Ministry of Transport indicator Framework
• Agenda and meeting notes for the RCAF
• Austroads Strategic Plan

From the documentation review it was clear the transport sector including road control operates in a very complex environment with many stakeholders and interested parties.

The following are of particular importance and have been taken into consideration when making recommendations for the future of the RCAF:

#### 5.3.1 Financial Accounts and Membership

Table 4 below summarises the 2009/10 budget. Subscriptions are budgeted at \$287,500 and this will cover all the budgeted expenditure resulting in a surplus of \$84,200.

As at 31 March 2009, the RCAF produced a deficit of \$23,739 for the year. Total subscriptions for the year ended March 31 2009 were \$114,600.

The RCAF has significantly increased its subscriptions to its members during the current financial year.

**Table 4 – 2009/10 Budget for the RCAF**

2009/2010 Budget		Forecast Annual Expenditure (reported quarterly)				Totals
Group		1	2	3	4	
Road/Rail Crossings		\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	\$ 4,000
Stormwater		\$ 11,000	\$ 12,000	\$ 11,000	\$ 11,000	\$ 45,000
	Income					\$ -
LRS COPTTM		\$ 8,000	\$ 8,000			\$ 16,000
	Income	-\$ 4,000	-\$ 4,000	-\$ 4,000	-\$ 4,000	-\$ 16,000
Stock Crossings		\$ 3,000	\$ 1,500	\$ 1,500	\$ 1,000	\$ 7,000
NZUAG						\$ -
Stock Effluent		\$ 9,200	\$ 2,400	\$ 2,400	\$ 2,000	\$ 16,000
Structures		\$ 4,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 13,000
Performance System		\$ 10,000	\$ 10,000	\$ 10,000		\$ 30,000
Strategy	Website service agreement & hosting	\$ 3,500	\$ 3,500	\$ 3,500	\$ 3,500	\$ 14,000
	Administration	\$ 5,200	\$ 5,200	\$ 5,200	\$ 5,200	\$ 20,800
	Research & Guidelines	\$ 6,000	\$ 7,000	\$ 6,000	\$ 6,000	\$ 25,000
	Legal and insurance	\$ 6,000				\$ 6,000
	Promotional - Excellence awards			\$ 22,500		\$ 22,500
	Forums expense		\$ 3,500	\$ 3,500	\$ 3,500	\$ 10,500
	Forums income		-\$ 3,500	-\$ 3,500	-\$ 3,500	-\$ 10,500
TLA subscriptions	Income	-\$ 287,500				-\$ 287,500
Interest						
<b>Totals</b>		<b>-\$ 224,600</b>	<b>\$ 49,600</b>	<b>\$ 62,100</b>	<b>\$ 28,700</b>	<b>-\$ 84,200</b>

The current list of member is included in Appendix 2. Note that all but one TLA are members along with DOC and NZTA.

With the current legislation relating to amalgamation, the RCAF will have to reconsider the way it allocates its subscriptions as in future there may be fewer member Councils. The creation of the Auckland Super Council will create a challenge for the RCAF, as it will have to review its criteria for subscriptions in the near future.

### 5.3.2 Operational Procedures Manual

The Operational Procedures Manual is a major source of knowledge and information regarding the RCAF and was last updated September 2008. The Manual includes background to the RCAF, current structure, strategic plan, administrative detail, and work streams. This rich source of information should be maintained and used as a communication document to help raise understanding for all those involved with the RCAF. This document can be sourced on the RCAF website <http://www.rcaforum.org.nz/>.

### 5.3.3 Transport Indicator Framework

The Government's overall goal is to grow the New Zealand economy so it can deliver greater prosperity, security and opportunities for all New Zealanders. To support this, the Ministry of Transport has developed the Transport Monitoring Indicator Framework as part of the Transport Sector Strategic Directions suite of projects. The indicator framework provides a national, and where possible regional, framework for robust and consistent monitoring of the New Zealand transport system. The indicator framework also links with the New Zealand Transport Strategy 2008 targets as well as the Government Policy Statement targets (GPS). It is important that the RCAF consider the strategic objectives set out by the Ministry of Transport and other guiding legislation to ensure that road controlling activities fit with the desired outcomes and targets. The Transport Indicator Framework could be used as a basis for the RCAF's Strategic Plan.

#### **5.3.4 NZTA Statement of Intent (Draft May 2008)**

The Statement of Intent for the NZTA is currently being finalised. The SOI once completed aims to guide the transport sector in terms of its approach and course of action for the next three years that will contribute to the delivery of the government's land transport objectives and wider transport vision. The New Zealand Transport Agency's statutory objective is to:

*"Undertake its functions in a way that contributes to an affordable, integrated, safe, responsive, and sustainable land transport system. Its purpose is to build a better transport system for New Zealanders."*

Road Controlling Authorities play a major role in supporting the NZTA to achieve its objectives and purpose as set out above. The RCAF could base its objectives on the statutory objective of the NZTA.

The Highways and Network Operations Group within NZTA is responsible for building, maintaining and operating the State highway network and will play a major role in building a better transport system for New Zealanders.

#### **5.3.5 Austroads**

The strategic priorities of Austroads link very closely with the RCAF and for the five years from July 2007 to June 2012 the focus includes: Asset Management; Capability; Freight Management; Network Optimisation; Registration and Licensing; Road Safety; and Technology. A major focus for Austroads is knowledge sharing and the RCAF should continue to draw on this source of information to lift the performance of road control in New Zealand. From 1 July 2009 Austroads plans to release its updated set of guidelines and the RCAF must work with the NZTA to disseminate this information across the sector. Highways and Networks Operations with the NZTA have set up an Austroads Coordination team to ensure effective use of Austroads Standards and Guidelines.

#### **5.3.6 Analysis of RCAF Agendas**

Table 5 and 6 below provide a subjective analysis of the variety of operational and strategic topics that have been covered by the RCAF between 2006 and 2009. Of the well known other transport organisations or fora an assumption has been made as to whether the topics are covered by other parties. The tables show that many of the topics are in fact likely to be covered by the NZTA, LGNZ, interested parties groups and special interest groups. Some members considered this level of duplication to be beneficial and also welcomed the different organisation perspectives.

In future it is recommended that the RCAF develop a clear focus on topics of relevance to its members and this be explored in some details at the upcoming RCAF on 14 August 2009. Some of the questions arising relate to topical items such as tourism and the questions again arise as to whether the RCAF should take on a wider view.

Table 5 Analysis of agenda items for the RCAF between 2006 and 2009

ANALYSIS OF ROAD CONTROLLING SUBJECT / TOPIC BY FORA OR RELEVANT ORGANISATION																
Subject Matter based on content of RCA Forum Agendas between 2006 - 2009	RCA Forum	RCA's				Interest Groups							Specialist Groups			
		LGNZ TLA's	Ingenium	DOC	NZTA	Roading NZ	TrafiNZ	IPENZ	Contractor's Federation NZ	ACENZ	REAAA NZ	Regional Forums	Low Volume Roads	RoadMarkets	Utilities Advisory Group	Road Portal
<u>Operational / Technical matters</u>	√															
Heavy Metals in Roadmarking	√				√	√					√		√	√		
NZUAG Update	√	√	√		√										√	
CoPTTM Local Road Supplement	√	√			√		√									
Stock Effluent	√	√														
Stormwater Update	√	√				√					√					
Stock Crossing	√	√											√			
Skid resistance Policy	√	√			√		√						√			
Level Crossing	√	√											√			
Assessing Discharges to Air from Transport	√	√	√		√								√			
Driving land transport sector through better information	√	√	√		√											
Transport Monitoring Indicator Framework	√	√			√											
Overweight permitting fees and charges		√			√		√									
Rail Crossing update	√	√			√											
Walking and Cycling State Highways update	√	√	√		√											
Travel Demand Management	√	√	√	√	√											
National Policy Statement Flood Risk Management	√	√	√		√	√										
Guidelines for State Highways within / adjacent to National parks, reserves and conservation areas	√				√	√										
High Speed Data Capture	√	√	√		√											
Congestion Indicators	√	√	√		√											
Network Safety Coordination	√	√					√									
Maintenance Specifications C Series to SOMAC	√	√			√	√										

Table 6 Analysis of agenda items for the RCAF between 2006 and 2009

ANALYSIS OF ROAD CONTROLLING SUBJECT / TOPIC BY FORA OR RELEVANT ORGANISATION																
	RCA Forum	RCA's				Interest Groups							Specialist Groups			
		LGNZ TLA's	Ingenium	DOC	NZTA	Roading NZ	TraFINZ	IPENZ	Contractors Federation NZ	ACEENZ	REAAA NZ	Regional Forums	Low Volume Roads	RoadMarkers	Utilities Advisory Group	Road Portal
<u>Operational / Technical matters</u>	√															
Heavy Metals in Roadmarking	√				√	√					√		√	√		
<u>Strategic matters of interest</u>																
MoT Update on Govt Policy	√	√	√	√	√	√	√	√		√	√					
NZTA Updates	√	√	√	√	√	√		√			√					
State Highways Stimulus Package	√	√			√	√					√					
2020 Road Safety Strategy	√	√			√		√									
Smart Growth Strategies	√	√	√		√											
LGNZ Activities	√	√	√		√	√	√	√								
Transport, urban form, attitude & travel behaviours	√	√	√		√											
NLTP Agreements	√	√	√		√											
Road Assessment Programme	√		√		√	√					√		√			
NZ Police update	√				√	√	√									
Historic Roads - DOC	√			√												
National Environment Standard for Electricity Transmission lines	√		√		√	√									√	
Shared Services in Transport	√	√	√		√	√										
Implications of Building Act	√		√		√	√		√		√						
Vehicle break in crime at tourist and recreational sites	√						√									
LTCCP Audits	√	√	√		√											

## 5.4 Face to face interviews with RCAF members

Of the five face to face member interviews the highlights of the feedback is set out below. Overall there was a very positive response in relation to the RCAF. Members complimented the Executive Committee for their proactive approach to the RCAF Strategic Review. Most of the members were involved with other fora, in particular, regional fora which a focuses on local issues. There was also recognition that the RCAF was well organised, but needed to refocus in future to ensure it continues to meet the needs of its members.



Some of the general feedback included:

1. Our Council is a very strong supporter of the RCAF
2. Would like to see a shift from technical to strategic for RCAF agenda
3. The progress around the Working Groups is slow
4. There could be better links between Ingenium and RCAF
5. Would like to compliment the Executive Committee for undertaking the Strategic Review
6. Get a lot of value from networking with other road controlling authorities
7. Understand that the RCAF plays a role in gathering relevant research
8. Believe that the RCAF is very well organised
9. Could RCAF could act as an umbrellagroup for the work of other fora
10. Would like to see TLA's be more proactive
11. There should be good opportunities to socialise which encourage greater participation
12. The RCAF is an informative Advisory Group
13. Other useful groups include Central Regional Asset Management Liaison Group (CRAML) and Low Volume Roads
14. There are overlaps between the different transport organisations
15. Some of the successes include COPPTM and Stock Effluent
16. Believe that TLAs need to have a stronger voice
17. Our council uses the website regularly
18. Our council does not tap into the many benefits of the RCAF
19. There might be a lack of involvement from our Council but there is definite value in the RCAF
20. The RCAF brings different perspectives together
21. There are overlaps with LGNZ
22. RCAF could pick up issues relating to the impact of GPS2
23. The RCAF provides information and advocacy
24. There are common benefits to being a member of the RCAF
25. Our Council only attends RCAF and no other fora
26. There are definite synergies with Ingenium
27. RCAF should spend more time on strategic issues
28. There is a lot on the agenda but only few things of interest, mainly strategic aspects

## 5.5 Questionnaire to all RCA Forum members

All members and regular attendees were provided with a standard questionnaire so that direct feedback relating to the RCAF could be captured and analysed. A full copy of the questionnaire is included in Appendix 3.

Twenty five questionnaires were returned and a full analysis of the results is included in Appendix 4. A summary of the highlights is set out in table 7 below.

**Table 7 Highlights from the questionnaires**

Question	Analysis of return responses	Key comments
<b>Q1</b> What do you see as the core role of the RCA Forum?	25 provided positive feedback	sharing, discussion, exchange, mutual interest, dissemination, national approach, guidance, leadership, networking
<b>Q2</b> As a member of the RCA Forum what benefits do you receive?	24 provided positive feedback and 1 neutral	meeting peers, best practice, common voice, expertise, current issues, explore, good use of resources, website, efficient
<b>Q3</b> What value does the RCA Forum add to your organisation?	24 provided positive feedback and 1 was neutral	learning, working groups, joint research, consistent message, elected officials well informed, national standards, understand challenges, wider views, NZTA to gather and disseminate information
<b>Q4</b> Which other transport fora / organisations do you work with regularly?	20 attend at least one other Forum and 5 only attend RCA Forum	
<b>Q5</b> What works well about each forum you attend?	16 believe there are synergies between the different fora, 5 believe there are no synergies and 4 gave a neutral response	All add value, RCA hugely valuable, other groups tend to be of a sector group nature, each forum has its own benefits, raft of conferences and industry groups
<b>Q6</b> Do you see any particular synergies with other transport fora and the RCA Forum?	11 believe there are overlaps, 13 believe there is no overlap and 1 could not comment	<ul style="list-style-type: none"> <li>• some overlap and duplication</li> <li>• no real duplication as each focusing on different level,</li> <li>• RCA deals with practical issues</li> </ul>
<b>Q7</b> Do you see any overlaps or duplication between other transport fora and the RCA Forum?	14 believe the GPS will have an impact, 9 believe there will be no impact and 2 did not comment	Recent change unlikely to affect the RCA priorities, yes the forum will be able to provide assistance and information to RCAs on working towards GPS targets, hope the forum spends more of its time on these issues
<b>Q8</b> Do you think that the recent review of the	12 don't believe change is required, 13 would like	Refer to detailed responses in Appendix 4.

<p>Transport Sector and changes to the Government Policy Statement will have an impact on priorities and opportunities for the RCA Forum, and if so, how?</p>	<p>to see change</p>	
<p><b>Q9</b> What changes would you like to see the RCA Forum deliver in the future?</p>	<p>15 provided additional comments and 10 did not comment</p>	<p>Refer to detailed responses in Appendix 4.</p>

Some of the general suggestions highlighted in the feedback from the questionnaires include:

- Combine the Regional NZTA Forums with the RCAF
- Alternate agendas between strategic and technical
- There should be more effective promotion of standards
- Widen focus of the agenda to include transport planning
- Provide greater information relating to TLA work programmes
- Greater interaction with NZTA and better reporting relating to funding
- Ensure sufficient resources are available for the RCAF Work Groups
- Help all RCA's to work towards a consistent model

## 5.6 Analysis of Transport fora in New Zealand

A thorough desk-top analysis was undertaken along with a number of key interviews with other organisations offering transport related fora. There is a lack of clarity around who does what in the transport sector.

Details were gathered for over 20 different transport organisations / fora in New Zealand. Particular emphasis was on linkages and overlaps with the RCAF. The analysis of the transport organisations/fora in New Zealand provides a useful resource for the sector and should help provide clarity over the roles and responsibilities. There are strong linkages and overlaps between the many organisations identified. The challenge will be to create synergies across the sector so that time and money are not wasted by organisations working on the same thing. Improved communication and better planning will help avoid such situations. The RCAF plays an important role in bringing together parties who are involved in road control and therefore present a unique value proposition.

Appendix 5 includes a detailed analysis the many different transport fora. Table 8 includes a summary of the role of each transport organisation /forum and includes the potential linkages and overlaps.

Major players such as Ingenium should link up with the RCAF more closely along with TRAFINZ. Both Ingenium and TRAFINZ represent 95% of the road controlling authorities. NZTA regional forums and the Standards and Guidelines Group should provide input into the RCAF, rather than the RCAF take on these aspects. Specialist Groups such as the New Zealand Utilities Action Group should continue to report into the RCAF, as should the Low Volume Roads Working Group. The transport organisations that represent private contractors or industry generally should continue to share information with the RCAF. In particular, making use of Roving New Zealand specialist committees is of particular benefit to the RCAF members. International links with Austroad provide benefits relating to standards and guidelines and through continued subscription road controlling authorities can learn from overseas experience.

The users of the roading network, such as heavy haulage, Automobile Association and Taxi /Association are not represented at the RCAF. This is a gap and there would be benefit in inviting these groups to attend.

It is recommended that the analysis of the many different transport organisations / fora be distributed to interested parties across the transport sector and will be published on the RCAF Website.

**Table 8 Analysis of Transport Fora in NZ – Linkages and Overlaps**

Transport Organisation/ Forum	Linkages / Overlaps
<p><b>The Road Controlling Authorities Forum New Zealand Inc</b> (RCAF or RCA Forum) is a closed, non-political group with representatives from the 74 territorial local authorities, the Department of Conservation, Land Transport New Zealand, Local Government New Zealand and Transit New Zealand. The purpose of the RCAF is to exchange information and provide updates on working groups, legislation, standards and guidelines, highway and procurement strategies and other issues relevant to road controlling authorities and the other member organisations.</p>	<p><b>The RCA has a connection with each of the organisations listed in this table. In future the RCAF will work towards a more coordinated and integrated approach to planning future fora.</b></p> <p>The RCAF should continue to leverage from the vast information supplied by other organisations. In particular, NZTA Standards and Guidelines Group, academic projects, RNZ technical committees, and Austroads Working Groups.</p> <p>RCAF should not delve into the technical aspects and should focus on its core role as an owner of the road corridor. The RCAF should encourage research into related areas of common interest for all asset owners.</p>
<p><b>REAAA</b> focuses on science and advancement of Road Engineering. Road design, construction, public and traffic safety. NZTA is a member of REAA New Zealand Chapter. The work includes specific industry training.</p>	<p>REAAA links strongly with IPENZ and Ingenium technical committees. REAAA includes a strong international focus.</p> <p>The focus of REAAA is very technical and a specific niche is the low volume roads.</p>
<p><b>New Zealand Utilities Action Group’s (NZUAG)</b> purpose is to identify and discuss issues related to roads, community interests and utility network operations within the road corridor. Since 2005, NZUAG has focused on the development of a new national code to address all the issues pertaining to access for utility networks in the road and rail corridors. This aligns with Government reforms in this area, bringing consistency to the legal requirements for the different utilities: electricity, gas, telecommunications, water and waste waters. The vision is for territorial local authorities, NZTA and utility service providers throughout New Zealand to adopt national codes of practice and tools in a spirit of co-operation and collaboration to achieve an efficient and well managed road corridor. The New Zealand Utilities Advisory Group is a joint consultative group of network utility operators and territorial authorities, New Zealand Transport Agency and industry bodies.</p>	<p>NZUAG was a Committee of LGNZ but now it has been formally disestablished and is likely to form an Incorporated Society.</p> <p>Consider NZUAG as part of RCA Forum NZ (Inc. However, this could be difficult as NZUAG covers many areas and this was the main reason for its separation.</p>

Transport Organisation/ Forum	Linkages / Overlaps
<p><b>INGENIUM</b> is the organisation that represents all those people who manage, maintain and operate public infrastructure in New Zealand. Public infrastructure includes roads &amp; bridges, water supplies, sewerage schemes, stormwater systems, river control schemes, land drainage schemes, airports and harbour facilities. The focus of INGENIUM is on asset management and engineering for public infrastructure. Ingenium provides technology transfer opportunities for our members through branch meetings, seminars and our annual conference. Delivers asset management services to the sector through Committees and Companies.</p>	<p>Ingenium focuses on detailed asset management services and provides technical support to asset owners. There should be greater links between the RCAF and Ingenium, coordinating annual programmes for their members. The RCAF and Ingenium have common members.</p> <p>Explore greater synergies between working groups and committees. The Board of Ingenium wish to improve links with the Executive of the RCA Forum.</p> <p>There are also strong links and overlap with Ingenium Rooding Information Management Systems (RIMS) Committee</p>
<p><b>The New Zealand Local Authority Traffic Institute or TRAFINZ</b> represents local authority views on road safety and traffic management in New Zealand. It exists to lobby the government, to influence decision making on road safety and traffic issues. It also acts as a forum for collectively pursuing traffic issues of interest to local authorities, and for sharing information and advice. TRAFINZ serves the public interest by advocating for safe, efficient and economical planning and management of traffic. Member local authorities represent more than two-thirds of New Zealand's population. In more recent years this focus had broadened to also encompass traffic management in general, roading reform, effective community involvement, environmental issues, parking and transport planning.</p>	<p>RCA Forum includes updates on Road Safety and this is a direct overlap with TrafiNZ. This is a specialist area but appears to be covered by a number of parties.</p> <p>TRAFINZ should regularly report to the RCAF to share information and learnings.</p>
<p><b>Low Volume Roads Working Group</b> focuses on conversations about road safety, best practice maintenance, gravel loss and other natural resources, economics and the environment. Conversations and sharing knowledge about levels of service and road user expectations, structures, funding and flooding.</p>	<p>This is a highly specialised area and information should be shared with the RCAF. Note that the RCAF has provided funding specifically for low volume roads, and this is likely to continue in future.</p>

Transport Organisation/ Forum	Linkages / Overlaps
<p><b>Transport Portal</b> (Roads.co.nz) is a 'one stop' roading portal for New Zealand.</p> <ul style="list-style-type: none"> <li>• Home for the Low Volume Roads Workshops</li> <li>• Quick link to RCA Forum</li> <li>• Quick link to REAAA</li> <li>• Regularly updated roading news</li> <li>• Easily located links to other roading industry sites</li> </ul>	<p>It is unclear who provides this online Roads Portal.</p>
<p><b>The Institution of Professional Engineers New Zealand (IPENZ)</b> is the professional body which represents professional engineers from all disciplines in New Zealand. The terms "engineering profession" and "professional engineer/engineering" are used by the Institution in the broadest possible way, to include all those who use a systematic process of analysis, design/synthesis and implementation, strive to operate in a responsible way, are governed by a code of ethics set by their peers, and engage in continuing professional development to maintain the currency of their competence. The object of the Transportation Group is the advancement of the fundamental knowledge of the art, science and practice of road traffic and transportation engineering.</p>	<p>This Transportation Group, whilst focused on engineering, directly links and overlaps with the RCA Forum, but only from a technical perspective.</p> <p>There should be greater coordination and integration between the RCAF and IPENZ Transportation Group</p>
<p><b>Roading New Zealand</b> is the industry representative body for a wide range of contracting companies whose core business involves building and maintaining the vast majority of New Zealand's roading and land transport infrastructure. Works collaboratively and professionally with all stakeholders and provide expert commentary on proposed legislation, regulation, policy and technical issues that affect the sector.</p>	<p>RNZ is an invited guest of the RCA Forum. RNZ supports the contracting companies and as such there needs to be separation between the asset owners and those who deliver services. This will avoid conflicts of interests as RNZ will be focusing on the commercial imperatives of the industry.</p> <p>RNZ specialist committees should continue to share their findings with RCAF and explore opportunities for further linkage relating to technical solutions. RNZ may wish to explore greater linkage with Austroads.</p>

Transport Organisation/ Forum	Linkages / Overlaps
<p><b>The New Zealand Contractors' Federation (NZCF)</b> is the national organisation representing the civil construction and general contracting industry. The New Zealand Contractors' Federation ensures that the voices and views of members and the industry as a whole are heard when and where it counts. The Federation maintains close links with central and local government, and with all relevant industry organisations.</p>	<p>Synergies exist with RCA Forum around the technical aspects relating to roading. Common experiences can be shared to solve issues.</p>
<p><b>NZ Roadmarkers Federation</b> works to meet the changing needs of its member contractors, and to communicate with stakeholders including The Ministry of Transport, Local Government, and the New Zealand Transport Agency.</p>	<p>Synergies exist with RCA Forum as the NZRMF explores solutions specific to road marking which is relevant to asset owners.</p>
<p><b>ACENZ</b> represents the consulting industry for engineering and related professionals. Its mission is "to influence positively the business environment in which members operate, to raise the profile of the industry and the Association and to assist members to improve their business potential, upgrade the quality of their services and achieve their financial goals." Newly established firms can take advantage of the experience of others and more established or large firms find that the group representation of a business association can be invaluable in presenting a united voice</p>	<p>There may be overlap with some of the President's Roadshows and the RCAF. Improve coordination and integration.</p>
<p><b>Transport Advisory Group (LGNZ)</b> focusing on Policy development for broad transport issues</p>	<p>LGNZ invite a group of senior managers to sit on the Transport Advisory Group. The focus is on broad issues for the transport sector.</p>
<p><b>The Transport Agency Regional Forums</b> are run by NZTA to support TLA and covers a broad transport role.</p>	<p>The regional forums support the RCAF and help drive improvements across road controlling authorities. Further review of the role and purpose of the regional forums is required. Currently no regional representatives attend the RCAF.</p>
<p><b>NZTA Standards and Guidelines Group</b> focuses on specific standards relating to the transport sector</p>	<p>There are direct overlaps with Standards and Guideline Group and the Working Group of the RCAF. Stronger linkages are required between these two groups to share information and knowledge relating to road control. However, depending on the review of the RCAF Working Groups, the NZTA</p>

Transport Organisation/ Forum	Linkages / Overlaps
	Standards and Guidelines could cover the aspects of the RCAF Research and Guidelines Group work programme.
<p><b>The NZ Institute of Highway Technology</b> places a strong emphasis in providing quality training programmes based on industry needs and utilises a permanent staff of eight. Its network of independent consultants, who are experts in their respective fields, ensures courses reflect current industry practice and incorporate latest advances in technology.</p>	<p>The NZ IHT should link with the RCAF to share information specific to road control, noting however that it is a commercial organisation. A recent example is the <b>Erosion and Sediment Control Conference</b> and many asset owners will attend to learn about the latest techniques and available training.</p>
<p><b>Austrroads</b> is the association of Australian and New Zealand road transport and traffic authorities and aims to promote improved road transport outcomes. NZTA is the member organisation</p>	<p>Synergies exist with the RCA Forum and there potential overlaps relating to Research and Guidelines. Information is disseminated at the RCAF.</p> <p>All members of the RCAF benefit from Austrroads because of the vast information available relating to road control. For example from July 2009 all Austrroads Guidelines will be released for use by members.</p>
<p><b>CRAML</b> is a group of road asset managers from the Central Region that meets with the NZTA staff regularly in Palmerston North - this is more casual for discussing common road management issues at a greater level of detail than that covered at the RCA Forum</p>	<p>Feeds into the work of the RCAF. This Forum focuses on the local issues.</p>
<p><b>PIARC</b> is considered a world leader in the exchange of knowledge on roads and road transport policy and practices within an integrated sustainable transport context. The mission of PIARC includes: being a leading international forum for analysis and discussion of the full spectrum of transport issues, related to roads and road transport; identifying, developing and disseminating best practice and giving better access to international information; fully considering within its activities the needs of developing countries and countries in transition and developing and promoting efficient tools for decision making on matters related to roads and road transport.</p>	<p>Synergies exist with the RCA Forum and potential overlaps relating to Research and Guidelines Working Group.</p> <p>NZTA is a member of PIARC.</p>

Transport Organisation/ Forum	Linkages / Overlaps
<p><b>Northern Regional Traffic Management Liaison Group</b> is run by NZTA. Attendance includes TLA staff and consultants, Regional Council staff, NZ Police staff and NZTA staff.</p>	<p>Information sharing forum based on local network issues should link with the RCAF.</p>
<p><b>The roles of the Australian Bicycle Council are to:</b></p> <ul style="list-style-type: none"> <li>• oversee and coordinate implementation of the Australian National Cycling Strategy 2005-2010;</li> <li>• provide a forum for the sharing of information between stakeholders involved in the implementation of the Strategy;</li> <li>• maintain a repository of information and resources relevant to providing for and promoting increased cycling</li> </ul>	<p>ABC is chaired by Austroads. It would be appropriate for ABC to feed in findings to the RCAF regularly.</p>

## 5.7 Workshop with the RCAF Executive Committee

A Workshop was held with the RCAF Executive Committee to firstly report on initial findings of the Strategic Review but also to gather feedback relating to the future role of the RCAF. There was particular emphasis on the analysis of the transport fora within New Zealand.

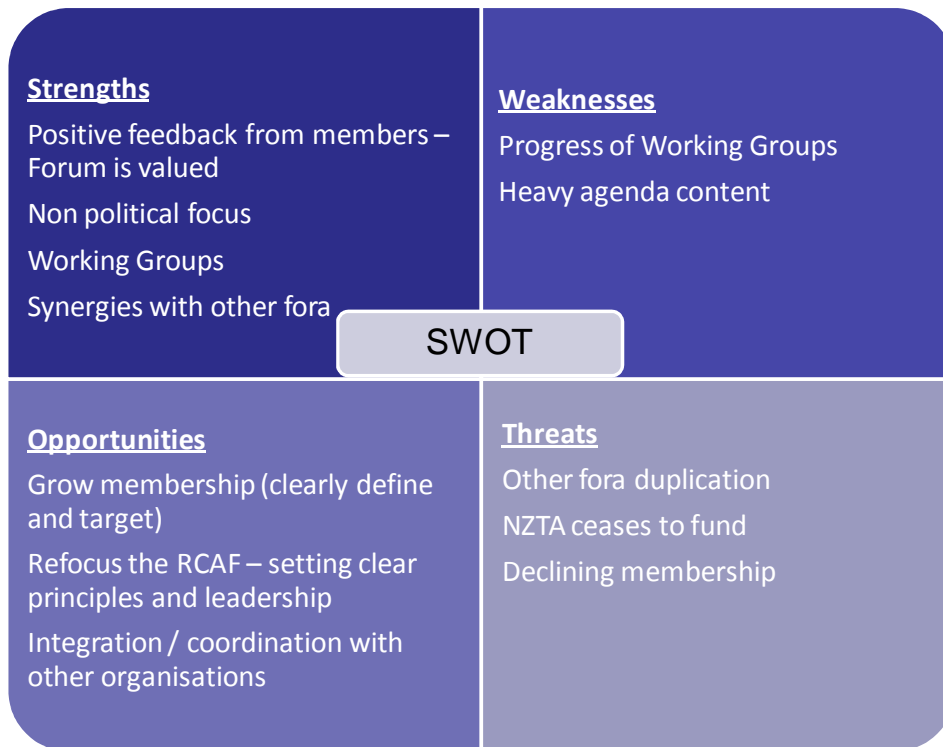
Based on the earlier findings of the Strategic Review some very broad strategic considerations were presented for discussion: The following questions were raised:

1. Should LGNZ lead and support the RCAF in future to balance the power and influence across the RCAs?
2. Should Highways & Networks Operations to lead given the major role it plays a road controlling authority?
3. Should an external party lead and support the RCAF?
4. Should there be closer working relationship with other organizations such as Ingenium?
5. Should the core content of the RCAF include:
  - A greater focus on strategic issues or operational?
  - A broader agenda to include general transport matters?
  - Two fora for technical and one for strategic issues?

Consideration was given to some core principles for the RCAF, the primary one being that the RCAF continue to focus on the whole road corridor. There should also be continued focus on asset management, asset investment and peer support / networking.

There are no answers to these questions as the Executive Committee will draw on further feedback from the members of the RCAF before making decisions regarding the future of the RCAF.

A draft SWOT analysis was presented for consideration and this will continue to be refined in future.



## 6. Conclusions and Recommendations

### 6.1 Conclusions

Based on the Strategic Review findings including the in-depth analysis of the transport fora in New Zealand and feedback from questionnaires, the following conclusions have been drawn. All of the strands of analysis have provided a good insight into the RCAF and how it links with other transport organisations. The Executive Committee wish to present this independent Strategic Review to the RCAF members so that decisions relating to the future role of the RCAF can be made. One of the most fundamental questions is whether the RCAF should continue in its current form. The following conclusions should help the RCAF Executive Committee and its members to plan for the future.

#### **History of the RCA and strategic context**

The reasons behind the set up of the RCAF were such that a network for road controlling authorities was required when the division was made between the funding and the delivery body. Now that the NZTA represents both the funding and delivery, one may question whether there is still a need for the RCAF. However, the RCAF brings together all those who are involved in road control and this is a unique value proposition. Whilst there are rules limiting membership to road controlling authorities, anyone can attend the RCAF to learn and share information. Politicians can and do attend making some members uncomfortable and afraid to speak up, but others value the presence of elected members. The Co chair requires that a TLA Mayor takes up this position to represent the many TLAs as road controlling authorities. There is an opportunity for the NZTA to attend the RCAF to learn more about the road controlling issues in a coordinated approach.

The RCAF has been delivering three fora routinely since its incorporation in 2006 and its primary object as a road controlling authority has been to support its members by working towards developing consistent roading standards and promoting safety. Other objects set out in the rules of the RCAF include aspects that have proven difficult for the RCAF to achieve, mainly “to be acknowledged source for industry research and development of guidelines relating to ownership of assets” and “to achieve a nationally consistent and robust method of performance measurement which drives transport industry investment decisions towards a sustainable outcome for the benefit of the community”. Given the voluntary nature of resourcing it was a tall order to set such expectations and therefore not surprising that many of the objects have not been achieved.

The three goals included in the strategic plan perpetuate the unrealistic objects of the RCAF and the only valid goal is peer support and networking. The 2007-2009 updated strategic initiatives again do not present realistic focus areas for the RCAF. Both the objects and the strategic plan must be updated to reflect the needs of the members. It is important to gather feedback from members to set the future strategic direction of the RCAF. Discussions will begin at the upcoming forum on 14 August 2009.

#### **Mixed but positive views from members**

The initial feedback from members and other sources as part of this Strategic Review has provided positive comment as to the value that the RCAF adds to the transport sector. However, there are mixed needs and the RCAF has to figure out how to meet the variety of needs of its members. The major challenge is the balance between strategic and operational topics covered at each forum. Over the years there has been a shift from operational to strategic topics and in future the RCAF will again need to gather feedback to work through an agenda that members are happy with. The analysis of questionnaires also presented mixed and sometimes contradictory views, for example a number of members commented that they wanted change to how the RCAF is run and considered progress to be slow. However, the overall feedback was that the forum meets the needs of its members.

#### **Leadership relating to the GPS**

Specific feedback relating to the Government Policy Statement (GPS) was also mixed, with 16 of the 25 responses quoting that the GPS will impact the work of the RCAF, and 9 believe it will have no impact at all. In spite of this divided opinion, it is recommended that the RCAF take a leadership role when it comes to interpreting the GPS on behalf of the road controlling authorities.

### **Overlaps and linkages**

Based on analysis there are valid concerns regarding the overlap and duplication between NZTA and with other transport organisations and fora. The majority of members agreed that overlap did in fact occur, but this wasn't always considered negatively. The objective of this Strategic Review is to provide clarity regarding the roles of the many transport organisation and fora. The twenty plus organisations identified in Appendix 5 each have a clear value proposition, but there are many examples of encroachment. This is a major challenge as the many organisations are independent entities with specific legal objects. The greatest short term benefit is to provide better integration and coordination across the many organisations / fora. How realistic this will be is a test for the future.

The question of who the major players are arises from the analysis of the transport fora analysis. This is a matter of opinion and will certainly differ depending on which organisation you are part of or associated with. From the RCAF perspective there should be clear linkage with Ingenium, given that they represent 95% of TLAs as road controlling authorities. There should also be clear linkage with IPENZ because of the Transportation Group which focuses on transportation engineering. Also, TRAFINZ represents TLAs with a focus on road safety and it is very important to share knowledge and information. The many other groups need to effectively communicate and plan, so that there is best use of resources within each organisation/fora. The RCAF should continue to link up with Roothing New Zealand's special committees. Austroads provides benefits in that it provides standards and guidelines that can be applied to New Zealand.

There is some confusion around the regional groups that are being set up and whilst each region has its own specific challenges, there should be direct links into the RCAF. Otherwise, it is hard to see how the RCAF could share information across its members.

A question also arises about the role of Regional Councils. They are not road controlling authorities but they are heavily involved with TLA's regarding the Regional Land Transport Programmes. There could be an opportunity to include the Regional Councils as a facilitator for funding and ensuring a more integrated and coordinated approach across the sector.

The users of the roading network, such as heavy haulage, Automobile Association and Taxi /Association are not represented at the RCAF. This is a gap and there would be benefit in inviting these groups to attend.

### **Value for money**

The question of value for money is partially answered by the high level of subscriptions paid, as each time subscriptions fall due, the commitment to the RCAF is tested. The expected level of income from subscriptions for 2009/10 is \$287,500, a significant increase on the previous year. The move towards amalgamation has the potential to impact the level of subscriptions and number of member Councils. The creation of the Auckland Super Council will create a challenge for the RCAF, as it will have to review its criteria for subscriptions.

### **Leadership**

The Executive Committee is expected to provide leadership and guidance to its members. However, in doing so it must continue to consider the needs of the RCAF members. Having an understanding of the history of the RCAF and its past achievements will be an important consideration when setting future strategic direction as well as operational goals. The challenge is in front of all members to contribute to the future of the RCAF and the focus should be on how to improve the offering to all members. Given the diversity of the membership it will be a huge challenge to meet the needs of each road controlling authority.

## 6.2 Recommendations

### Summary

Findings: the Strategic Review found that:

- The RCAF has a specific and unique role among transport fora in NZ, which is... to bring together and facilitate discussion and capability development among the owners and managers of the road corridors in New Zealand;
- Members see good value in the RCAF and have suggestions for how it can be improved; and
- There are opportunities for improved coordination and integration between the RCAF and other fora, mainly through agenda planning and joint research.

### Recommendations

Following on from the Strategic Review, the **Executive has committed to the following actions for the future:**

- e) Exploring an alternative arrangement to the Convenor and administrative functions, including whether these could be provided by Local Government New Zealand;
- f) Review of agenda management to ensure the right topics are covered at each forum;
- g) Reviewing and updating the Strategic plan and Objects of the Incorporated Society to reflect the needs of the RCAF members; and
- h) Providing greater recognition of the role of RCAF volunteers.

## 7. Appendices

### 7.1 Appendix 1 - Strategic Plan

(Refer to Attachment)

## 7.2 Appendix 2 - Current list of members of the RCAF

Ashburton District Council  
Auckland City Council  
Buller District Council  
Carterton District Council  
Central Hawkes Bay District Council  
Central Otago District Council  
Christchurch City Council  
Clutha District Council  
Department of Conservation  
Dunedin City Council  
Far North District Council  
Franklin District Council  
Gisborne District Council  
Gore District Council  
Grey District Council  
Hamilton City Council  
Hastings District Council  
Hauraki District Council  
Horowhenua District Council  
Hurunui District Council  
Hutt City Council  
Invercargill City Council  
Kaikoura District Council  
Kaipara District Council  
Kapiti Coast District Council  
Mackenzie District Council  
Manawatu District Council  
Manukau City Council  
Marlborough Roads  
Masterton District Council  
Matamata Piako District Council  
Napier City Council  
Nelson City Council  
New Plymouth City Council  
New Zealand Transport Agency  
North Shore City Council  
Opotiki District Council  
Otorohanga District Council  
Palmerston North City Council  
Papakura District Council  
Porirua City Council  
Queenstown-Lakes District Council  
Rangitikei District Council  
Rodney District Council  
Rotorua District Council  
Ruapehu District Council  
Selwyn District Council  
South Taranaki District Council  
South Waikato District Council  
South Wairarapa District Council  
Southland District Council

Stratford District Council  
Taranua District Council  
Tasman District Council  
Taupo District Council  
Tauranga City Council  
Thames Coromandel District Council  
Timaru District Council  
Waikato District Council  
Waimakariri District Council  
Waimate District Council  
Waipa District Council  
Wairoa District Council  
Waitakere City Council  
Waitaki District Council  
Waitomo District Council  
Wanganui District Council  
Wellington City Council  
Western Bay of Plenty District Council  
Westland District Council  
Whakatane District Council  
Whangarei District Council

**Resigned**

Upper Hutt City Council

### 7.3 Appendix 3 - Copy of Questionnaire



#### Questionnaire for members of the Road Controlling Authority Forum

As part of a Strategic Review of the Road Controlling Authority Forum it would be appreciated if you could provide feedback by answering the following questions.

<b>Name:</b>	<b>Organisation:</b>
<b>Position:</b>	

Please email your completed questionnaire to [amarjit.maxwell@fgconsult.com](mailto:amarjit.maxwell@fgconsult.com) by **midday Tuesday 2 June 2009**.

**1. What do you see as the core role of the RCA Forum?**

**2. As a member of the RCA Forum what benefits do you receive?**

**3. What value does the RCA Forum add to your organisation?**

**4. Which other transport fora / organisations do you work with regularly?  
What works well about each forum you attend?**

**5. Do you see any particular synergies with other transport fora and the RCA Forum?**

**6. Do you see any overlaps or duplication between other transport fora and the RCA Forum?**

**7. Do you think that the recent review of the Transport Sector and changes to the Government Policy Statement will have an impact on priorities and opportunities for the RCA Forum, and if so, how?**

**8. What changes would you like to see the RCA Forum deliver in the future?**

**9. Are there any other comments you want to make?**

## 7.4 Appendix 4 - Analysis of questionnaires

(Refer to Attachment)

## 7.5 Appendix 5 - Transport fora analysis

(Refer to Attachment)