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Committee Regional Transport
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Draft Regional Travel Demand Management Plan

1. Purpose

To seek the Committee's agreement to release the draft Regional Travel Demand Management (TDM) Plan (**Attachment 1**) for consultation.

2. Significance of the decision

The matters for decision in this report **do not** trigger the significance policy of the Council or otherwise trigger section 76(3)(b) of the Local Government Act 2002.

3. Background

Section 77(e) of the Land Transport Management Act 2003 requires every regional land transport strategy to include a demand management strategy.

The existing Regional TDM Plan was developed in response to the legislative requirement and adopted by the Regional Land Transport Committee (RLTC) in December 2005. The plan was subsequently reformatted and published alongside the current Wellington Regional Land Transport Strategy (RLTS) in August 2007.

The review of the TDM Plan will ensure that the demand management objectives and actions identified for the region take account of our experience to date, current information and new policy signals set out in documents such as the New Zealand Transport Strategy (2008) and the Government Policy Statement on Land Transport Funding (May 2009).

3.1 Technical working group input

The draft Regional TDM Plan has been reviewed with the assistance of a technical/stakeholder group comprised of representatives from the region's local councils, Greater Wellington (transport, land use, Wellington Regional Strategy), the NZ Transport Agency, the NZ Police, Regional Public Health, Ministry of Transport, Ministry for the Environment, and Wellington Chamber of Commerce.

Two half day workshops were held with the technical working group during development of this draft TDM Plan. The first workshop was to obtain feedback and input to the detailed TDM Background Issues Paper, which covered policy context, indicator trends, New Zealand and overseas case studies and a gap analysis (this background paper will be available for viewing on Greater Wellington's website during consultation on the draft plan). The second workshop was to identify and discuss potential actions and measures that could be progressed in the region.

Using this input, officers from Greater Wellington developed a draft TDM Plan and circulated it to the technical working group for further comment. This further feedback has been incorporated into the draft plan (**Attachment 1**).

The draft plan is now presented to the Committee for consideration and agreement to release for public consultation.

4. Policy framework for TDM

4.1 National context

The **New Zealand Transport Strategy (NZTS) 2008** provides direction to the transport sector about its role in supporting an overall sustainability vision for New Zealand. The 2040 vision for transport set out in the strategy is that: *'People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system.'*

The NZTS identifies five objectives for transport. These are:

- Ensuring environmental sustainability
- Assisting economic development
- Assisting safety and personal security
- Improving access and mobility
- Protecting and promoting public health.

The NZTS recognises the role of travel demand management in contributing to the strategy's vision and targets. It identifies four TDM objectives:

- Reduce the need to travel
- Reduce travel distances
- More efficient travel
- Changing the times people travel.

The **New Zealand Energy Strategy (NZES) to 2050** and its statutory sub-set the **New Zealand Energy Efficiency and Conservation Strategy (NZECS)** were published in October 2007.

The NZES sets the strategic direction for the energy sector, including clear priorities for investment in renewable energy generation, efficient transmission,

efficient energy use and new technologies. Included in this direction is the need for *'resilient, low carbon transport'* and the development of policies to encourage greater provision for public transport, walking and cycling.

The NZEECS sits under the NZES and sets out actions to promote more efficient use of energy. For the transport sector, the objective is *'To reduce the overall energy use and greenhouse gas emissions from New Zealand's transport system'*. Actions relating to walking and cycling identified in the NZEECS include promotion of travel demand management, school and workplace travel plans, implementation of the national walking and cycling strategy *'Getting There...On foot, by cycle'*, funding of the *Bikewise* cycling promotion programme, and supporting the development of neighbourhood accessibility plans.

The **Government Policy Statement (GPS) on Land Transport Funding** details the government's desired outcomes and funding priorities for the use of the National Land Transport Fund to support activities in the land transport sector. The GPS will be in effect from July 2009 to July 2012.

The GPS sets out the following 'impacts' that the government wishes to achieve through investment in land transport:

Impacts that contribute to economic growth and productivity

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

Other impacts

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

The TDM measures identified for the region in the draft plan can make an important contribution to these impacts.

4.2 Regional context

The **Wellington Regional Land Transport Strategy (RLTS) 2007 - 2016** sets out the strategic direction for the region's land transport network.

The vision of the Wellington RLTS is for *an integrated land transport system that supports the region's people and prosperity in a way that is economically, environmentally and socially sustainable.*

The RLTS outcomes of particular relevance to TDM are:

- Improved transport efficiency
- Improved land use and transport integration
- Improved integration between transport modes
- Increased peak period passenger transport mode share
- Increased mode share for pedestrians and cyclists
- Reduced private car mode share
- Increased private vehicle occupancy
- Reduced greenhouse gas emissions
- Reduced fuel consumption
- Reduced severe road congestion
- Maintained vehicle travel times between communities and regional destinations
- Sustainable economic development supported.

The following 2016 system wide targets are set out in the current RLTS and are of particular relevance to TDM:

- All large subdivisions and developments include appropriate provision for walking, cycling and public transport
- Passenger transport accounts for at least 21% of all region wide journey to work trips
- Active modes account for at least 15% of region wide journey to work trips
- Private vehicles account for no more than 62% of region wide journey to work trips
- Vehicles entering the Wellington CBD during the 2 hour AM peak contain on average at least 1.5 people per vehicle
- Transport generated CO₂ emissions remain below 1,065 kilotonnes per annum
- No more than 442 mega litres of petrol and diesel per annum will be used for transport purposes
- Average congestion on selected roads will remain below 20 seconds delay per km travelled despite traffic growth.

The **Proposed Regional Policy Statement (RPS)** provides the policy framework for resource management issues and land use planning for the

region and is a particularly important document as District Plans are required to give effect to it.

The proposed RPS includes objectives, policies and methods relevant to travel demand management. Appropriate provisions in the RPS and District Plans are vital to encouraging future land use development which supports an efficient and sustainable transport system.

The **Wellington Regional Strategy (WRS)** is a sustainable growth strategy for our region. It was developed by the nine local authorities in the region, working in tandem with central government and business, education, research and voluntary sector interests. There are a number of projects being progressed under this strategy that are relevant to travel demand management.

Broadband is identified as a key enabler of economic growth, particularly around innovation and productivity benefits. The potential for broadband to reduce road congestion and travel demand through telecommuting and the use of tools such as telepresence (very high definition) video conferencing is also recognised. A Regional Broadband Plan to establish a fibre broadband network for the region has been developed under the WRS. This is currently being reviewed to align with the government's broadband investment approach.

Other relevant projects address good regional urban design, effective, viable retail centres, supply and location of industrial land, residential intensification and integration of land use and transport needs.

5. Draft Regional TDM Plan

5.1 Why manage travel demand?

Transport is about access. It makes sense to look for ways that people can access what they need as efficiently as possible, in a way that is economically, environmentally and socially sustainable for our region's communities. This is consistent with the direction provided by the New Zealand Transport Strategy and the current Government Policy Statement¹.

By **access** we mean the ability for people to obtain the goods, services and facilities that they require including shopping, employment, education, health services, recreation, leisure, and social interaction.

By **efficient** and **sustainable** we mean minimising the use of energy and land, cost and time, impact on the environment; and having a positive impact on economic growth, personal affordability and peoples health.

The objective of the Regional TDM Plan is to identify the key travel demand management actions for the region that will contribute towards the Regional Land Transport Strategy outcomes and help us to optimise the use of our region's transport network and encourage sustainable transport choices.

¹ Government Policy Statement on Land Transport Funding. 19 May 2009.

5.2 Benefits of TDM measures

TDM measures can have a wide range of benefits relating to transport efficiency, economic growth, relief of severe traffic congestion, journey time reliability, travel choices, environmental sustainability, public health, improved road safety.

The effect of some TDM initiatives, particularly network management and pricing tools, can be measured by improvements in journey times or vehicle occupancy levels, for example. However it can be difficult to isolate the effect of any single TDM measure from other factors that may be influencing these indicators, such as fuel price.

There are also a number of issues that make it difficult to comprehensively evaluate and collect data on the effect of travel behaviour change measures and consequently there is little available evidence to date in New Zealand to clearly show the benefits or cost savings to individuals and communities as a result of those measures (such as School Travel Plans) that have already shown good uptake. Evidence available from the United Kingdom suggests modal shifts of 10 – 20% are possible as a result of travel plans². Research into 20 travel plan best practice case studies by the Department for Transport indicated that on average there was a reduction of at least 18% in the proportion of commuter journeys being made as a car driver.

5.3 How this plan fits with the RLTS and other implementation plans

The Regional TDM Plan is one of several plans that set out projects and actions to implement the strategic direction and contribute to the key outcomes of the Regional Land Transport Strategy. The regional plans for walking, cycling, and public transport sit alongside and complement this TDM Plan. These other plans are focused on improving the provision of good quality infrastructure and services for these modes and thereby encouraging use of these modes. Regional plans for road safety and freight have also been developed separately to allow focus on addressing the relevant issues.

5.4 TDM action programme

The draft plan sets out a number of proposed measures to be progressed in the region over the next 3 years. These involve implementing or advocating for a mixture of network management, behaviour change, pricing, and land use tools or policies. Action tables are provided on pages 8 – 13 of **Attachment 1**, with actions set out under the following headings:

- Optimise use of the existing road network
 - Road Network Efficiency
 - Parking management
- Encourage sustainable and efficient travel choices
 - School travel plan programme

² Department for Transport (July 2002) *Using the planning process to secure travel plans – Best Practice Guidance for local authorities, developers and occupiers.*

- Workplace and Business Travel Toolbox
 - Leading by example
 - Travel Awareness Programme
- Promote land use that supports sustainable and efficient travel options
 - Regional Policy Statement
 - District Plans
 - Structure plans
- Advocate for measures to improve transport network efficiency and sustainability
 - Advocacy to government
- Collect and share information to support sustainable transport options
 - Perception survey
 - Regional participation at national level.

The actions in the plan cover the range of potential travel demand management measures identified through a gap analysis. No single measure or tool on its own is likely to have a significant impact on overall transport network efficiency or sustainability, but the combination of measures proposed in the draft plan have the potential to do so if their uptake is successful. As is the case with all of the regional implementation plans, the effectiveness of the plan relies on commitment from all key stakeholders.

5.5 Key Changes from the previous TDM Plan

There are a number of new or amended actions that have been included in the draft plan as a result of the review.

5.5.1 Workplace Toolbox

The draft plan includes a broader approach to promoting sustainable commute and business travel practices in workplaces. While workplace travel plans can be a successful tool for the large (500 plus employee) workplaces, the process can be onerous for small and medium workplaces. Going forward, Greater Wellington proposes to maintain its role in coordinating travel plans for large workplaces, but will also coordinate a toolbox of initiatives to encourage the uptake of sustainable commute and business travel practices to a wider audience throughout the region.

5.5.2 Travel Awareness Programme

A new action is the development and implementation of a Travel Awareness Programme to ensure ongoing promotion and awareness of sustainable transport options and alternatives. For example, the promotion of available tools, one off or more regular events, new technology and innovation and community based travel awareness schemes.

5.5.3 Land use policies

Under the integrated land use area, a new responsibility is for Greater Wellington and local councils to include provisions in the Regional Policy Statement and their District Plans that support sustainable travel options, where the previous plan only included advocacy around these issues. A new action to encourage the use of structure plans for large new developments is also included.

5.5.4 Parking

Another new action area is 'parking management', an issue not addressed in previous plans. While commuter (long stay) parking is largely outside local authority control, most being privately owned in Wellington City, there is a value in each local council area having a parking policy (of a scope relative to their area) to set out a consistent policy for managing and allocating on-street parking and to look at the supply and cost of long stay commuter parking. Feedback was provided by council officers on the technical working group about existing parking policies:

- Wellington City Council adopted a comprehensive Parking Policy in September 2007, which provides the direction for how the Council can manage the limited resource of on-street parking and looks at how the Council could influence public off-street parking. The policy enables the priorities for use of the public road space to be determined in a balanced and consistent manner.
- Hutt City Council has a short but very useful Central Area Parking Policy which sets out a hierarchy for on street parking, placing kerbside space for disabled parking and public transport stops at the top of the hierarchy, and long stay parking for more than two hours at the bottom.
- Kapiti Coast District Council identified a parking bylaw rather than a parking policy, but note that there are issues around parking for large shopping malls.
- Porirua City Council adopted a parking policy in 1999 that: Council restates and reinforces its policy of free short-term (shopper) parking throughout Porirua City and in particular the three central city zones. At the same meeting the Council did not support a recommendation to install pay and display facilities at three long stay commuter car parks.
- Carterton District Council reported that their parking issues are about retailers seeking more parking directly outside their shops, and that commuter parking is not an issue.

This demonstrates a wide range of issues and approaches in relation to parking management throughout the region. While the scope of any parking policy would clearly need to be appropriate to that local area, having a consistent policy and hierarchy to support case by case parking management decisions could be a useful tool for all local councils.

In addition, District Plan parking standards can have a significant influence over the amount of parking provided as part of new developments. Maximum car parking standards, particularly for mixed use or high density residential

new developments close to local centres or public transport, are an important consideration that local councils are encouraged to look at during the next review their District Plan standards. Many are already doing so.

5.5.5 Regional advocacy to government

The technical working group also identified a number of advocacy opportunities where potential TDM measures are largely or wholly outside the control of the region, but which we should be encouraging central government to consider. This includes continuing to advocate broadband promotion and investment. It also includes advocating for vehicle technologies that improve the safety and efficiency of the transport network, legislation that enables road pricing, a shift in the high capital cost of cars towards the variable operating costs, and variable school hours.

5.6 Summary of headline targets

The following table provides a summary of the key project specific targets from the Draft Regional TDM Plan action program.

| Action area | Project Target | Timing |
|--|---|----------------|
| Road Network efficiency | All road controlling authorities proactively consider use of measures that optimise the existing road network | Ongoing |
| School Travel Plans | 94(41% of all) primary and secondary/intermediate schools and 26,761 (34% of all) school children are involved in or exposed to school travel plan activities ³ (24 schools and 7,900 school children were involved by June 2009) | By June 2013 |
| Workplace and Business Travel Tool Box | At least 3,000 people registered in the regional carpool programme (460 people had registered by June 2009) | By June 2013 |
| | At least one new sustainable transport initiative per year made available that a wide number of employees and workplaces can participate in | Ongoing |
| Travel Awareness | Contribution towards at least one new community behaviour change awareness initiative per year | Ongoing |
| Land use provisions | Next operative Regional Policy Statement and District Plans include provisions to facilitate land use development that reduces travel demand and increases the feasibility of travelling by more sustainable modes | At next review |

³ Based on 2008 school roll data.

6. Next steps

- Draft strategy released for consultation (pending approval by the Committee) August 2009
- Submissions received (4 weeks) September
- Hearings if required October
- Submissions considered and plan amended as necessary Oct/Nov
- Revised plan received and considered by the Committee for adoption. 2 December 2009

7. Communication

In considering the best way to consult on the draft TDM Plan, officers were mindful of the feedback received from the general public through recent consultation processes around consultation fatigue.

A high priority was given to travel demand management activities and projects that look to make best use of the existing transport network through development of the Regional Land Transport Programme. This approach was generally supported by the consultation feedback.

While the implementation and promotion of many actions in this draft Regional TDM Plan (such as events and initiatives under the Travel Awareness Plan) will be directed at a wide public audience, the draft Regional TDM Plan itself will be of most interest to those organisations in the region who will be responsible for leading the various actions and who will be working together to implement the plan. These organisations have all been involved in workshops to develop the draft plan to date. Others who may have an interest are advocacy groups, community groups, and organisations with a particular interest in an efficient and sustainable transport network.

Therefore it is proposed to communicate and invite feedback on the draft plan using the following:

- Media release
- Public notice in regional newspapers (Dominion Post and Wairarapa Times Age)
- GWRC website (dedicated web page with draft plan available as a pdf)
- Mail out to key stakeholders and interest groups.

8. Recommendations

That the Committee:

1. **Receives** the report;
2. **Notes** the content of the report;
3. **Agrees** to release the Draft Regional Travel Demand Management Plan, as set out in **Attachment 1**, for public consultation; and
4. **Delegates** to the Chair of the Regional Transport Committee authority to approve any final amendments to the draft plan resulting from this Committee meeting.

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Attachment 1: Draft Regional Travel Demand Management Plan – August 2009