
Project title: Develop a Travel Demand Management (TDM) Plan and initiatives**Strategy area: Transport**

1. The Proposal

To develop, implement and monitor the performance of a Travel Demand Management (TDM) Plan, underpinned by a package of measures which aim to control road congestion, improve the performance of the City's transport system and moderate road space demand.

2. Strategic Fit

This priority contributes to the following Council outcomes:

- Outcome 1: *More Liveable*, by facilitating an efficient transport system
- Outcome 2 : *Better Connected*, by being pedestrian and cycle-friendly and offering high quality and efficient transport choices on a highly connected street system
- Outcome 3: *More Compact*, by integrating mixed land use and transport nodes
- Outcome 8: *More Sustainable*, by reducing the need for travel, improving traffic flow, increasing the use of low energy transport options, promoting more efficient urban forms and reducing the adverse impacts of road crashes
- Outcome 9: *Safer*, by continuing with programmes aimed at improving personal safety and security
- Outcome 10: *Healthier*, by promoting walking and cycling and by encouraging modal shift, thereby reducing health impacts associated with vehicle emissions
- Outcome 11: *More prosperous*, by contributing to the development of an efficient and diverse transport system.

The project also contributes to the following strategic priorities; priority 11 – Bus Priority Measures; priority 4 – Wellington Regional Strategy; priority 6 – Energy / Water Efficiency, Conservation, Renewables, Security; priority 3 - Growth Spine Concept; priority 17 – Sport / Recreation Participation (through encouragement of active modes).

The project also aligns with Government policy and will contribute to the Regional TDM Strategy (which was published in December 2005).

TDM has been selected as the first transport priority and number eight overall.

3. Relationship to Existing Activities

The Council, along with other agencies, has been managing travel demand in a variety of ways for many years, mainly through the development, management and maintenance of transport infrastructure. These activities include:

- Maintaining and improving the vehicle, passenger transport, parking, pedestrian and cycling networks
- Improving safety
- Maintaining and improving corridor infrastructure and the roads open space
- Controlling and managing traffic flows.

The Council also works with agencies such as GWRC, Transit and LTNZ to get the best and most effective outcomes for the city’s transport network. It has also signed up to the Council’s for Climate Protection initiative and encourages participation in recreational activity.

This TDM Plan codifies many of the Council’s existing activities under one umbrella, as well as extending these activities and establishing new ones.

The proposed initiative seeks the following outcomes:

- Reduced road congestion, particularly during peak periods
- An increase in the proportion of trips made by walking and cycling (bringing health benefits and opportunities for social interaction)
- A reduction in the amount of travel undertaken by car (potential for road safety benefits and reduction of vehicle emissions)
- A better range of safe, easy, reliable, and affordable travel choices, other than the car
- Improved economic efficiency as a result of improved transport network efficiency
- A reduction in travel costs and vehicle operating costs, through reduced or shared vehicle trips.

4. Proposal Costs

<i>Outline project costs per year</i>										
Project Component	Operating expenses \$000									
	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16
<i>Walking Plan Implementation</i> <i>- Develop website marketing, promotions</i>	25	20	20							
<i>Cycling Plan Implementation</i> <i>- Develop website marketing, promotions</i>	25	20	20							

Travel Planning									
<i>WCC Travel Plan:</i>									
- Develop	20	-	-						
- Implement		30k	10k						
<i>Personalised Travel Planning pilot</i>	-	100	-						
<i>Implement Personalised Travel planning in target areas</i>	-	-	200						
<i>Supporting Organisational Travel Planning</i>									
- Promotions and advocacy	-	-	10						
Total	70	170	260						

Note: This budget excludes current or proposed Council activities that can be accommodated within existing budgets.

5. Project Outline

5.1 Develop, Implement and Monitor a TDM Plan

The overall project involves the development, implementation and monitoring of a TDM plan. The plan will evolve over time, but for the period of this LTCCP, it will contain a package of measures covering the following elements; Walking, Cycling, Passenger Transport, Traffic Management Tools, Travel Behaviour Change programmes, Integrating Land Use and Transport Planning and Pricing Methods (including Road Pricing and Parking) [note – the order they are presented does not reflect the respective level of significance as a TDM measure].

Expenditure has only been defined for the period of this LTCCP as the Plan will need to be reviewed during 2008/09. It will also be necessary to determine any additional levels of operational and capital expenditure required to give effect to these projects and this will be assessed through subsequent Annual Plan processes. Other funding sources, such as LTNZ will also be explored through the plan development.

Risks Traffic congestion will continue to increase, bringing considerable dis-benefits to the city¹. Initiatives proposed in the TDM plan will start to manage travel demand in a planned and co-ordinated manner. However, considerations need to be balanced and have regard for possible detrimental impacts, e.g. on the city's economy.

¹ Congestion levels are increasing in Wellington City, although these levels currently compare favourably to other New Zealand centres. However, the demand for transport is already high and is expected to rise markedly, driven by increasing car ownership, modest population growth and economic activity. Whilst it is recognised that road travel will continue to be the region's predominant form of transport, initiatives which encourage the use of alternatives to the private car and which encourage individuals to change travel behaviour, will become increasingly important.

- Evaluations
- There are already significant delays experienced during peak periods and work needs to start now to manage this issue in the longer term.
 - A series of meaningful indicators and performance measures will need to be developed to determine effectiveness of each measure and overall contribution to TDM e.g. travel times to and from key destinations. These will need to take into account the fact that there are multiple influences on travel times.
 - Work will need to be undertaken to assess the level of impact each element will have as a TDM measure. However, a major review of non-pricing TDM measures in the United Kingdom² found that a resulting 10 – 15 % reduction in traffic levels was likely, as a national average. With the implementation of ‘hard’ measures, such a road pricing, further improvement could be achieved.
 - The council will need to work co-operatively with GWRC, who are developing a regional TDM Strategy. An opportunity to bid jointly for LTNZ funding to undertake a pilot project to develop organisational travel plans for both GWRC and the City Council (and possibly two other large employers in the city) is being explored. There will continue to be cross-over and opportunities for joint funding bids to LTNZ and these will also be pursued.

5.2 Elements of the TDM Programme:

5.2.1 Implementation of a Walking Plan

A Walking Plan will be developed during 2006. The Plan has a draft Vision of: ‘The City of Wellington will be a place where people from all sectors of the community walk for transport and enjoyment’. Overall, the Plan will aim to increase the proportion of trips made by walking.

It is anticipated that the Walking Plan will have objectives covering the following: To provide a city environment that is walking-friendly and accessible; Promote and encourage walking for all; Encourage walking as a TDM measure and for recreational activity (for health, social and environmental benefits); Improve the safety and personal security of those who walk; Identify a network of pedestrian connections in the city and suburbs; Develop options for enhancing specific pedestrian routes in the City, support the GWRC Pedestrian Strategy and the Government ‘Getting there – on foot, by cycle’ Strategy.

From 2006/07 onwards, work will be done to give effect to the Walking Plan.

Key tangibles:

- Completion of principal walking network map (by December 2006) – identifying linkages and connections to key destinations from and within local communities
- Develop a programme of priority improvements to these routes to increase usage, accessibility and attractiveness (implement from 2007/08 onwards)

² United Kingdom Department for Transport (UK DfT) (2004) *Smarter Choices – Changing the way we travel*. London

- Develop Council web site (during 2006/07) so that map can be accessed and utilised by public. Promote and market walking (on-going publicity from 2006/07)
- Safer Roads project continues to make walking improvements through the 'safer routes to school' programme and promote 'Walking School Buses' (on-going)
- Targets and indicators of success to be developed.

Risks: There is room to improve the current network to increase walkability e.g. accessway renewals and upgrades, creation of new linkages. Council also needs to take into consideration central government policy to encourage walking.

Evaluations: This would benefit large numbers of the city's residents and visitors on a daily basis, having economic, environmental, social and health benefits for all. The potential of LTNZ funding will be explored.

5.2.2 Implementation of a Cycling Plan

A Cycling Plan will be developed during 2006. The Plan has a draft Vision of 'The City of Wellington will be a place where people from all sectors of the community cycle for transport and enjoyment'. The Plan will aim to increase the proportion of trips made by cycling.

It is anticipated that the Cycling Plan will have objectives covering the following; To improve cycle safety; Increase cycling activity; Improve cycling infrastructure; Make best use of existing cycling facilities; Increase the uptake of cycling; Support GWRC Cycling Strategy and the Government 'Getting there – on foot, by cycle' Strategy.

From 2006/07 onwards, work will be done to give effect to the Cycling Plan.

Key Tangibles:

- Completion of a principal cycling network map (by December 2006) – identifying linkages and connections to key destinations from local communities
- Develop a programme of priority improvements (including improved signage, cycling facilities at signals, short lanes) to these routes to increase usage and attractiveness
- Develop Council web site (during 2006/07) so that map can be accessed and utilised by public. Promote and market cycling (on-going publicity from 2006/07)
- Improve opportunities for recreational cycling
- Targets and indicators of success to be developed.

Risks Improvements could be made to the existing network, but there are limited opportunities. Cyclist casualties in the City are disproportionately high given the number of trips made by cycle. Cycle safety is currently being dealt with under the Safer Roads project. Council also needs to take into consideration central government policy to encourage cycling.

Evaluations Cycling represents a small modal share and will benefit, by proxy, from other schemes such as increasing bus priority, and lowering of speed limits in the central city. The potential of LTNZ funding will be explored, where appropriate.

5.2.3 Passenger Transport initiatives

Passenger transport measures include those for buses and trains. The issue of bus priority measures is covered under strategic priority 11 – Bus priority measures. The results of the Northern Suburbs Passenger Transport Services Study, which is investigating options for the Johnsonville railway line, are not yet available, but will not impact on this bid.

5.2.4 Traffic Management Tools

Aiming to improve the efficiency of existing system through infrastructure improvements, for example, providing information, giving priority to selected modes (as appropriate) and co-ordinating traffic signals.

Key Tangibles:

- A review of the SCATS³ system will be undertaken (within current resources)
- Review and upgrade of signalling network
- Provision of corridors for private vehicles while other corridors will be dedicated to selected modes (e.g. passenger transport, walking)

Risks The signalling system is adequate, but will need to be reviewed and upgraded to manage traffic more efficiently and to give priority to selected modes in target areas.

Evaluations Work on dedicated corridors also undertaken as part of Bus Priority Measures new initiative. Note - much of the work under this heading is already be covered by the Transportation, Traffic and Roading Asset Management Plan.

5.2.5 Changing Travel Behaviour - Develop and Implement a Travel Plan Programme

This would aim to inform and motivate people to change how, when and where they travel.

Key Tangibles:

- Wellington City Council to have its own Organisational Travel Plan (develop by June 2007, implement during 2007-09). See earlier note regarding partnership project with GWRC.
- Advocate the benefits to other organisations (travel plans encourage working from home, variable hours, teleworking, using alternatives to the car etc.) once Plan in place (from 2007).
- Pilot study of ‘personalised travel planning’ (individualised marketing – aims to influence individual travel choices through surveys, provision of information and incentives⁴). Pilot study to be undertaken during 2007/08 as bus priority measures

3 SCATS – ‘Sydney Co-ordinated Adaptive Traffic System’. Is a system for monitoring traffic levels and adjusting signals accordingly to improve traffic flow.

4 Individualised Marketing is an innovative approach to changing travel behaviour through direct contact with households. It encourages people to make greater use of alternatives to car travel by offering them personalised travel information, advice and incentives to try out new ways of getting around. One large

developed (i.e. people have more effective choices). Implement a second phase in areas experiencing heavy congestion at peak times.

- Investigate ways that the council could promote and advocate the adoption of Travel Plans (including regulatory means such as through the District Plan, working with education providers to stagger school hours etc.).
- Support the national Ride Sharing scheme (car pooling).

Risks The Council is a lead organisation in the community and should be looking to set an example, by having its own Travel Plan. Organisations adopting travel plans may recommend that infrastructure improvements need to be made to give effect to their travel plan. There maybe downstream costs for requests for infrastructure changes and each of these will need to be judged on its own merit e.g. organisations wanting pedestrian crossings and new bus stops.

Evaluations Travel plans can be a useful way of encouraging modal shift and raising awareness. Travel planning encourages organisations to understand transport issues and develop sustainable solutions to transport problems. Personalised travel planning has been used with great success in Perth WA and in the UK in obtaining and maintaining significant modal shift. The potential of LTNZ funding will be explored where possible.

5.2.6 Integrated Land Use and Transport Planning

Aiming to promote and encourage Transit Oriented Development (TOD). The Growth Spine concept, as set out in the Urban Development Strategy, will support this by achieving higher density development around existing and future public transport nodes and along walking and cycling routes. This will provide realistic alternatives to the private car and will reduce the need to travel.

Key tangibles:

- Support land use measures that result in higher density and greater mixed use development around (within 400m of) public transport nodes.
- Identify and develop links between public transport nodes and the Urban Development Strategy.
- Promote and support District Plan and non-regulatory measures to encourage TOD.

Risks Requires support of developers and transport providers.

Evaluations This is an underlying principle of the Urban Development Strategy and is influenced through the Council's District Plan. This issue is covered under strategic priority 3 – Growth Spine concept.

5.2.7 Pricing Methods (Road Pricing and Parking)

These methods aim to discourage road use by using financial disincentives. GWRC are investigating various road pricing options for the region. Parking is another pricing measure, which will be explored by the city council to influence travel demand.

Key Tangibles:

- Council participation in road pricing study for the region (during 2006/07).
- Review of car parking policies to develop an integrated car parking policy (during 2006/07).

Risks The Council is already participating in the Regional Road Pricing Study and will continue to do so.
There is a need for a comprehensive review of car parking policies, to address a variety of parking issues.

Evaluations Pricing methods have the potential to significantly influence peak travel demand and generate revenue for transport improvements. Can also have impacts on economic activity.

6. Conclusion

This priority is a package of initiatives which combine to form a TDM plan and programme. A TDM plan and programme is essential to manage the limited capacity on the city's roads in order to offset the predicted increases in population growth, car ownership and the resulting congestion times. A TDM plan and programme will have many benefits to the city, which cannot build its way out of congestion. This proposal also gives consideration to the anticipated Regional TDM Strategy, which was published in December 2005.