



greater WELLINGTON  
REGIONAL COUNCIL

# Regional Travel Demand Management Plan

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# Travel Demand Management Plan

The Travel Demand Management (TDM) Plan was developed to signal key regional intentions for travel demand management and to set out a blueprint for improving regional travel efficiency. The LTA 1998 section 175(2)(o) requires a travel demand management strategy be included within every regional land transport strategy.

This plan implements the demand management components of the RLTS and was adopted by the RLTC on 8 December 2005. Ensuring alignment with the strategic framework provided by the RLTS 2007 – 2016 will be carried out as part of the plan's next review.

## **The objectives of the RLTS are:**

- Assist economic and regional development
- Assist safety and personal security
- Improve access, mobility and reliability
- Protect and promote public health
- Ensure environmental sustainability
- Ensure that the Regional Transport Programme is affordable for the regional community.

## **The RLTS outcomes of particular relevance to this implementation plan 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 RLTS 2016 targets of particular relevance to this implementation plan are:

- 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.

## TDM Vision

To use travel demand management initiatives in achieving sustainable outcomes for the greater Wellington land transport system.

## Objectives

- To ensure the most efficient use of existing transport infrastructure and services.
- To increase public awareness of TDM and individual travel choices.
- To encourage integrated land use and transport planning that seeks to maximise transport efficiency.
- To encourage proactive advocacy that facilitates coordination among lead agencies.

## Outcomes

- Limited car traffic growth particularly at peak times, while maintaining accessibility
- Increased journey to work mode share for passenger transport and active modes
- Improved integration between transport modes

- Reduced greenhouse gas emissions
- Reduced fuel consumption
- Reduced road congestion
- Increased vehicle occupancy
- Increased resident satisfaction
- Improved land use and transport integration (as defined by the WRS)
- No adverse impact on economic development (as defined by the WRS).

## Travel Demand Management methods

A wide range of methods exist to achieve travel demand management outcomes. Some of these are known as “soft” methods, such as travel behavioural change programmes, others are known as “hard” methods, such as road pricing tools. Other methods rely on improving the efficiency of the existing network through various traffic management tools or reducing the need to travel through integrated land use programmes.

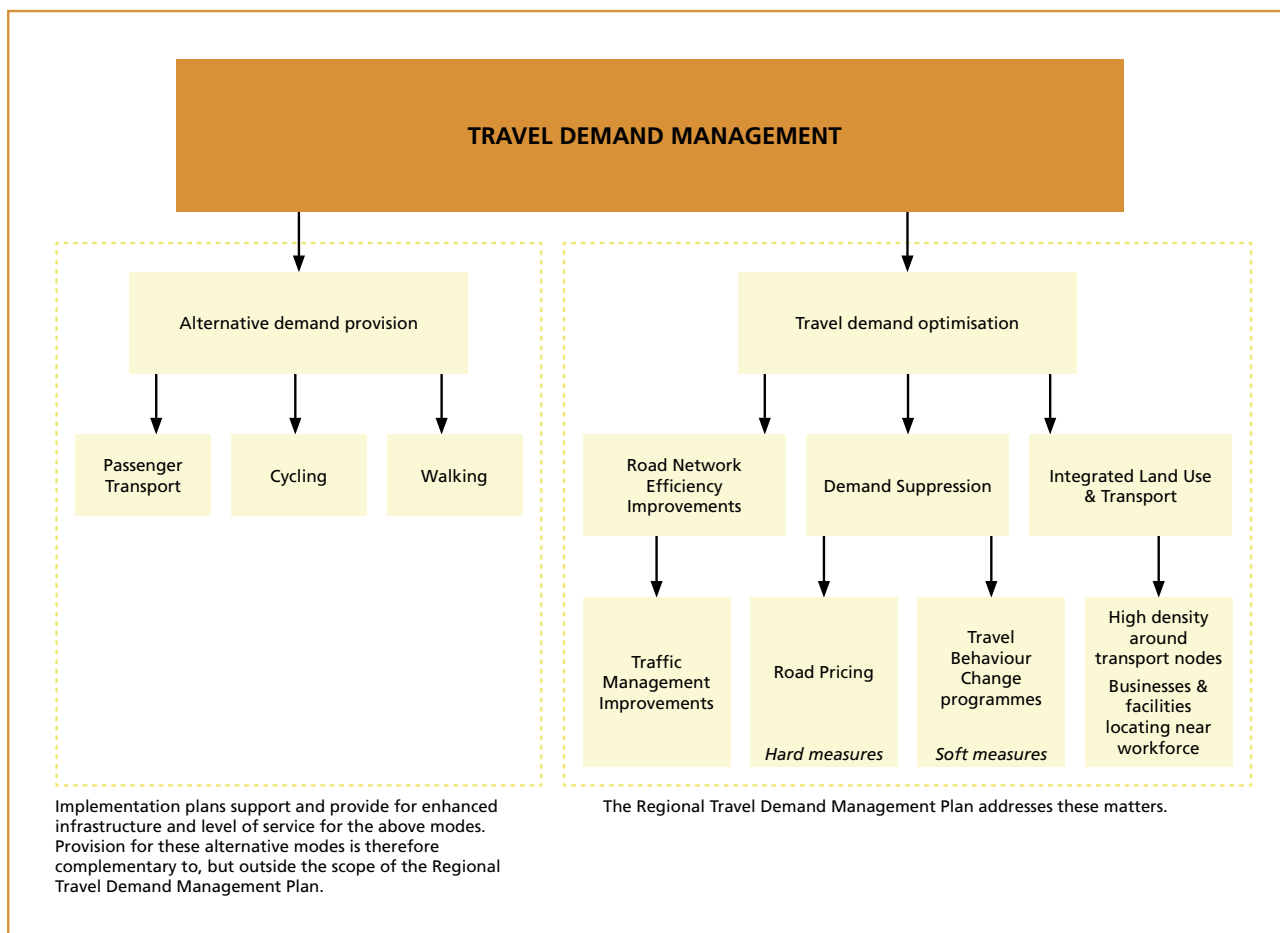


Figure 1: Scope of the Regional Travel Demand Management Plan

## Travel behaviour change

Travel behaviour change programmes are designed to inform and motivate people to change how, when and where they travel.

A variety of methods are used to change behaviour including:

- Travel plans
- Awareness and marketing campaigns
- Ride sharing
- Variable work hours
- Teleworking, teleconferencing, telebanking and teleshopping.

## Road pricing

Road pricing is where drivers pay the true cost of using roads. This includes the social, economic, and environmental costs such as accidents, pollution and time delays, which are currently borne by the community or economy.

Road pricing tools may include the following:

- Cordon charges – fees paid by motorists when crossing a boundary around a particular area.
- Congestion pricing – higher prices under congested conditions and lower prices at less congested times and locations.
- Toll roads – a fee for use of a new or improved road or bridge.

- High Occupancy Toll (HOT) lanes – High Occupancy Vehicle lanes that allow lower occupancy vehicles to use the facility if they pay a toll.
- Area charges or licenses – fees charged or licences issued for driving in an urban area.
- Distance or time based pricing – a fee based on the distance a vehicle is driven.
- Parking charges – increased charge for parking in city centres or congested areas.

Road pricing has the potential to significantly influence peak travel demand on the region's road network, with the added benefit of generating revenue for transport improvements. Initial studies suggest that a road pricing scheme could be designed for the Wellington region which would be financially self-sustaining, reduce congestion and provide other environmental, economic, and safety benefits. However, many issues need further assessment before such a scheme can be proposed.

Changes in legislation at central government level are required to enable the introduction of road pricing mechanisms on existing roads. This strategy addresses road pricing by setting out the steps for investigation of road pricing options for our region. Further study will be undertaken and road pricing proposals, if any, will be subject to a separate process at a later stage.

### Traffic management tools

Traffic management tools include real time traffic monitoring, advanced traffic management systems (ATMS), advanced traveller information systems (ATIS), incident management systems and traffic signal linking. These tools improve the efficiency of the existing network through various infrastructure improvements.

### Integrated land use and transportation

Travel behaviour can be directly influenced by land use development. New subdivisions and developments which are located at a distance from passenger transport or local facilities can increase people's dependency on cars. Likewise,

inappropriately designed or located transport infrastructure can result in a reduction of active mode use and greater reliance on private vehicles, due to severance effects.

The need to travel can be reduced by encouraging mixed use development, encouraging businesses to locate in areas close to the workforce, and ensuring critical infrastructure and services are located in high density residential areas. Land use development can also improve travel choices for individuals if high density development is encouraged around transport nodes.

## System wide performance indicators and targets

It is noted that the original Regional Travel Demand Management Plan (Strategy) adopted in December 2005 included a table of system wide performance indicators and 2016 targets. Following the submissions process on the draft RLTS, a new set of outcome related targets, reflecting responses to submissions was developed. These system wide targets are set out in chapter 7 of the RLTS and replace those previously included in this section of the TDM Plan.

## Monitoring

Progress of strategy actions against respective performance measures will be monitored by GWRC and Transit New Zealand on an ongoing basis. Progress will be reported in the RLTS Annual Monitoring Report.

## Travel Demand Management Action Programme

The following section details the TDM Action Programme which is an integrated package of interventions to achieve the previously outlined objectives and outcomes for travel demand management in the greater Wellington region. The TDM Action Programme focuses primarily on non-pricing initiatives that can be implemented in the short term and signals the introduction of pricing tools in the medium term.

Regional travel demand is affected by a number of agencies and the plan seeks to continue and enhance the proactive and interactive culture that exists among agencies in the greater Wellington region, as well as clarifying the roles of these agencies in working toward the vision and objectives.

Actions associated with regional passenger transport, active modes and road safety (all of which are essential elements of TDM) are detailed in other implementation plans (the Regional Passenger Transport Plan, Cycling Plan, Pedestrian Plan and Road Safety Plan) which sit alongside this document. These address the alternative demand provision element of travel demand management and are essential complementary documents to this plan, which focuses on demand optimisation. It is expected that, when implemented, the actions within this plan will have a direct impact on the number of people using these alternative modes and on road safety.

*“Ensuring that walking and cycling are viable, desirable transport options is important to support TDM activities and objectives. At the same time, TDM activities undertaken within a broader sustainable transport framework can play an important role in increasing the desirability of walking and cycling in relation to car use” (MOT, 2005).*

An action identified by the technical working group during the strategy’s development was one of investigating rationalisation of fringe benefit tax rules. This has not been included in this strategy, as it is a national level responsibility, appropriately dealt with by government agencies such as the MoT and EECA.

We expect to see positive outcomes over all indicators as a result of successful implementation of the interventions detailed in the following action programme. However, several issues make comprehensive evaluation of the effects of the TDM initiatives challenging. These include:

- Many TDM initiatives are designed to influence small portions of the population. Such small-scale initiatives mean it can be difficult to measure the success of these initiatives at a strategic level.
- It is impossible to separate out external travel demand influences, such as changes in the price of fuel and changes in economic conditions.
- TDM programmes involve multiple TDM measures which make it impossible to isolate the effects of any one measure.

The funding assessment contained within the action programme is indicative only. Land Transport NZ advises that it will allocate funds annually on a project initiative basis.

## Travel Demand Management Action Programme

### Objective: Efficiency

Ensure the most efficient use of existing transport infrastructure and services.

Actions	Responsibility	Timing	Cost	Funding	Target	Performance measures
<b>Integrated Network Management Plan</b> Develop and implement an integrated network management plan to maintain an agreed LoS on the strategic road network. Plan to include ATMS, Ramp Metering, ATIS and HOV lanes	Transit NZ (lead) TAs GWRC	Plan developed by end of 2007/08	\$15-\$20M	Transit NZ (Land Transport NZ subsidy)	Regional plan in place by 2006/07	Plan is developed and reported to RLTC
<b>Transit New Zealand TDM Strategy</b> Develop & implement a travel demand management action plan for the regional state highway network, consistent with this strategy and Transit's TDM Strategy	Transit NZ (lead) GWRC TAs	Plan Implemented by 2007/2008	Administrative	Transit NZ (Land Transport NZ subsidy)	Plan is implemented by Transit NZ	Plan is implemented

### Objective: Awareness

Increase public awareness of TDM and individual travel choices.

Actions	Responsibility	Timing	Cost	Funding	Target	Performance measures
<b>Awareness campaign</b> Develop and implement a campaign to raise public awareness of the full cost of travel and mode choice decisions, including environmental, social and economic costs	GWRC (lead) Land Transport NZ Transit NZ	Ongoing	\$100,000 per annum	GWRC (Land Transport NZ and Crown subsidy)	Campaign commences in 2006/07	Campaign implemented



## Travel Demand Management Action Programme

### Objective: Planning

Encourage integrated land use and transport planning that seeks to maximise transport efficiency.

Actions	Responsibility	Timing	Cost	Funding	Target	Performance measures
<p><b>Integrated land use and transportation</b> Support and advocate for integrated land use and transportation planning which reduces traffic demand, generates sustainable travel options and reduces the need to travel (including district plans, the regional policy statement, and the Wellington Regional Strategy). Encourage sensitive location and design of new transport infrastructure in relation to existing land use and communities to minimise adverse effects</p>	GWRC TAs Transit NZ	Ongoing	Administrative	GWRC (Land Transport NZ subsidy) TAs	Improved planning documents which facilitate increased urban densification, infill around transport nodes, localised job opportunities, facilities and services.	Submissions made to reviews
<p><b>Travel plans</b> Develop and implement a travel plan programme to encourage the uptake of business, school, community and individual travel plans and associated travel behaviour change initiatives such as ridesharing, teleworking, flexible work hours, walking school buses, etc</p>	GWRC TAs	Ongoing	\$525,000 for 2005/06 \$900,000 per year	GWRC (Land Transport NZ and Crown subsidies)	Number of businesses, schools and community groups with a travel plan in place by 2010 (to be determined as plan developed)	Number of plans in operation
<p>Develop and implement a travel plan for organisations' offices</p>	GWRC, TAs, Transit NZ, MoT, RPH and Land Transport NZ	Each agency to have a travel plan developed with implementation started by 2006/2007	Each organisation's administrative budget		All agencies to have operating travel plan in place by 2006/2007	Number of plans in operation
<p><b>Perception survey</b> Undertake surveys to determine regional perceptions of issues related to TDM</p>	GWRC	2 yearly	\$8,000 per survey	GWRC (Land Transport NZ subsidy)	2 yearly	Survey completed and results reported in Annual Report

## Travel Demand Management Action Programme

### Objective: Advocacy

Encourage proactive advocacy that facilitates coordination among lead agencies.

Actions	Responsibility	Timing	Cost	Funding	Target	Performance measures
<p><b>Road pricing</b> Advocacy to central government for the introduction of legislation allowing for road pricing of existing routes</p> <p>Undertake further investigations into an appropriate road pricing scheme for the greater Wellington region which will refine the concepts developed to date, review the social, equity, economic and environmental impacts of road pricing in more detail, and identify the system administration and technological issues, including a robust risk assessment</p>	<p>RLTC GWRC TAs</p> <p>GWRC</p>	<p>Ongoing until introduced</p> <p>From 2005</p>	<p>Administrative</p> <p>\$250,000</p>	<p>GWRC TAs</p> <p>GWRC (Land Transport NZ subsidy)</p>	<p>Legislation introduced in the medium term</p> <p>Study completed and reported to RLTC by end 2006/2007.</p>	<p>Advocacy undertaken</p> <p>Study completed</p>
<p><b>Regional participation at national level</b> Actively participate, where appropriate, in national level programmes/strategy development that have regionally significant impacts upon travel demand management such as the Travel Behaviour Change Advisory Group</p>	<p>GWRC Transit NZ</p>	<p>Ongoing</p>	<p>Administrative</p>	<p>GWRC (Land Transport NZ subsidy)</p>	<p>Every opportunity to participate taken</p>	<p>Participation in policy development opportunities</p>
<p><b>National rideshare programme</b></p> <p>1. Development of a national rideshare tool</p> <p>2. Actively support national level programmes that seek to develop and implement a national rideshare programme</p>	<p>Land Transport NZ</p> <p>GWRC</p>	<p>As soon as possible</p> <p>Ongoing</p>	<p>Administrative</p> <p>Administrative</p>	<p>Land Transport NZ</p> <p>GWRC (Land Transport NZ subsidy)</p>	<p>Introduction of scheme as soon as possible</p> <p>Every opportunity to support taken</p>	<p>Scheme developed</p> <p>Participation in national rideshare programme development opportunities</p>