

Infrastructure Committee
27 February 2024
Report for Agenda Item | Rīpoata moto e Rāraki take [1]

Department: Property & Infrastructure

Title | Taitara: Travel Demand Management Programme

Purpose of the Report | Te Take mō te Pūroko

The purpose of this report is to seek approval from the Infrastructure Committee for delivery of the recently compiled Queenstown – Lakes Travel Demand Management Single Stage Business Case.

Recommendation | Kā Tūtohuka

That the Infrastructure Committee:

1. **Note** the contents of this report;
2. **Approve** the contents of the Queenstown – Lakes Travel Demand Management Single Stage Business Case;
3. **Direct** officers to implement the ongoing Travel Demand Management Programme in accordance with the high level themes outlined in the following table:

Focus Area	Activity Bundle	TDM Measures
Policy	Policy & Planning	Review of QLDC's strategic and planning documents to ensure alignment with the TDM SSBC
	Parking Management	Alignment with QLDC Parking Strategy and various measures
Travel Planning & Behaviour Change	Travel Plans	Travel plans for businesses, schools, communities and tourism businesses developed
	Education programmes	Delivery of cycle skills and sustainable transport education and training
	Marketing & Engagement	Delivery of marketing & engagement programmes to promote alternative modes of travel
Wayfinding	Physical signage	Increase density of wayfinding signage
	Digital wayfinding	Ensure alignment of digital wayfinding
Travel Management Associations	TMA's	Establishment of TMA's

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19 January 2024

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15 February 2024

Context | Horopaki

1. Travel Demand Management (TDM) was identified as a business case to be developed in the approved Queenstown Transport Business Case (2020). TDM was set out as a critical component in mitigating issues on the roading network caused by rapid population growth which has outpaced the ability of the transport network to cope.
2. TDM focuses on understanding how a community makes its transportation decisions and helps identify how individuals, communities and business can change travel behaviour, in turn making travel better, more efficient, and sustainable. TDM does not typically require intensive infrastructure development, but instead focuses on creating behaviour change. Some examples of TDM measures include travel planning, incentivising travel by alternative modes such as cycling, walking or public transport, wayfinding, and education.
3. The need for TDM in the District is highlighted through the rapidly growing population with this growth in residents, combined with increasing visitor demand, placing significant strain on infrastructure and the transport network. This pressure on the transport network can already be seen in several locations with a number of critical roads (e.g. State Highway 6 and State Highway 6A) and bridges operating at or near capacity, traffic issues eroding the community's sense of place and negatively impacting the local economy, increasing delays and long journey times, parking issues occurring in high demand areas, and an inability to cope with unexpected events.
4. Funding for delivery of a TDM programme has been secured through the Better Off funding, and therefore a Single Stage Business Case (SSBC) was commissioned in order to secure match funding for the project through Waka Kotahi New Zealand Transport Agency.
5. The need to complete and implement a TDM programme is a requirement of outcome 2.7 of the Queenstown Lakes Climate and Biodiversity Plan, and Strategy 6 and Priority Initiative 7 of the Queenstown Lakes Spatial Plan. These measures are imperative to achieving the strategic direction of QLSP and moving towards Carbon Zero. It is also an output of significant forward planning projects such as the Queenstown Transport Business Case, Wānaka Masterplan, Queenstown Masterplan and the Queenstown Lakes Mode Shift Plan.
6. Queenstown Lakes District Council (QLDC) has worked closely with Way to Go (W2G) partners to develop and consult on the comprehensive TDM programme outlined in the SSBC which holistically covers and responds to transport planning matters, issues and activities. The TDM programme will help manage demand on the transportation network by making sure new and existing developments are designed to both reduce the need to travel, and make it easier for new residents, tenants, employees and visitors to adopt sustainable travel modes such as public transport, walking and cycling.
7. An increased use of alternative modes of transport including active transport, public transport and e-vehicles is also specified as a KPI in the QLDC Long Term Plan 2021-2031.

8. The Queenstown Transport Business Case approved by Council in January 2021 endorses TDM and includes an appendix of recommended TDM activities. It also notes that travel behaviour changes through TDM is required in order to meet the agreed investment objectives.
9. The Queenstown Integrated Transport Programme Business Case also identifies that TDM measures are required to encourage mode shift away from single-occupancy vehicles towards more sustainable modes of transport.
10. The Draft Queenstown Public Transport Business Case (currently being reviewed) recognises that improving public transport services alone will not be enough to meet the non-car mode share targets needed to avoid significant congestion on the strategic road network, therefore, TDM needs to be utilised along with public transport priority measures to achieve the required non-car mode share.
11. The Wānaka Network Optimisation Single Stage Business Case is currently being written and focuses on improvements which will get the most out of the existing transport network, utilising TDM measures in the Upper Clutha by including more opportunities for active travel, intersection upgrades and an integrated parking strategy.

Analysis and Advice | Tatāritaka me kā Tohutohu

12. The TDM programme has already been approved through the Queenstown Transport Business Case, however approval of this TDM business case from Council is a pre-requisite for funding subsidies from New Zealand Transport Agency to be accessed.
13. Through the production of this SSBC, a preferred programme was developed which includes 4 Focus Areas of delivery, reflecting the approach taken in the Queenstown Business Case preceding this SSBC. Full details of how the programme was developed including background information, problem & opportunity statements, and objectives can be found in Attachment A: Queenstown Lakes District Travel Demand Management Single Stage Business Case. The 4 Focus Areas for delivery are:
 - Policy:** measures aimed at actively incentivising or disincentivising travel behaviours.
 - Travel Planning and Behaviour Change:** measures aimed at supporting or promoting travel via sustainable modes of transport, such as public transport, walking and cycling.
 - Wayfinding improvements:** physical signage and online wayfinding improvements aimed at making travel via sustainable modes easier.
 - Travel Management Associations:** community – led organisations aimed at implementing a range of TDM measures.
14. Each Focus Area includes a number of Activity Bundles which can then be broken down into specific TDM Measures and associated Outputs.

15. A summary of the preferred TDM programme is shown in the below table:

TDM Bundle	Output(s)	TDM measures
Taxes/ levies		Road pricing (if legislated)
Policy and planning measures	5-15 policy and planning measures	Update the Code of Practice (COP) to better provide for active modes of transport and public transport
		Update the District Plan to enable increased urban intensification, especially around public transport corridors
		Update the District Plan to require travel plans for all larger developments
		Freight transport management strategies
		Bike/ transit integration strategies
		Update the District Plan to require increased provision of cycle parking for new developments
		Update the District Plan to require larger developments to make improvements to public active mode infrastructure
Parking management	50% of delivery areas with parking management plans	Variable parking fees based on demand or location
		Shared use opportunities
		Variable time restrictions
		Create parking precincts
		Encourage car sharing schemes
Travel plans for residents	50% of residents with travel plans	Support in the development of travel plans for resident to ensure up to 50% of delivery areas have residential travel plans.
Travel plans for schools	50% schools with active travel plans	Support in the development of travel plans for schools to ensure up to 50% of schools in the Queenstown-Lakes District have a travel plan.
Travel plans for domestic businesses	50% of domestic businesses with travel plans	Support in the development of travel plans to ensure up to 50% of domestic businesses have travel plans in place.
Travel plans for tourism businesses	50% of tourism businesses with travel plans	Support in the development of travel plans to ensure up to 50% of tourism businesses have travel plans in place.
Education programmes	Four education programmes per annum	Delivery of complementary cycle and sustainable transport education and training.
Marketing and engagement	10-15 marketing and engagement campaigns	Deliver 10-15 marketing and engagement programmes per year to promote alternative modes of travel.
Physical signage	50% of delivery within 250m of physical signage	Increase density of wayfinding signage to ensure residents and visitors are appropriately directed to key destinations when using alternative modes.
Digital wayfinding	4 digital wayfinding initiatives	Implement 4 digital wayfinding initiatives.
Travel management associations	50% of delivery areas with TMAs	Set up TMAs that cover 50% of delivery areas within the Queenstown-Lakes District Council.

16. To note, the above table includes high level TDM Measures and is not an exclusive list of what will be delivered through the TDM programme. This preferred programme will also be complemented by other developments at the District, Regional or National level as they arise, for example, through the Queenstown Public Transport business case, or changes in legislation related to road pricing mechanisms. The delivery of this preferred programme provides flexibility to respond to opportunities as they may arise.
17. This preferred programme was developed with the understanding that a delivery model which utilises community and business led TDM activities is the most successful. The packaging of the programme measures and the ability for the programme to be community-led (including harnessing the TMA's) also means the programme costs are low, maximising the benefits whilst minimising investment costs.
18. The TDM SSBC states that the TDM Measures in the above table can be delivered across targeted focus areas within Queenstown Lakes, recognising that targeting specific areas which have greater population density and increased travel options is considered to be most effective for delivery of the TDM SSBC. Whilst many of the TDM Measures in the preferred programme will need to be delivered at an urban catchment level, some measures (for example Policy audit and measures, educational programmes, and marketing) will be best delivered across the district as a whole. The general approach for delivery will be to first prioritise delivery where the programme will maximise benefits. Delivery will also depend on buy in from targeted groups such as schools, because if a school is responsive to implementing TDM Measures, then the school would ideally be targeted first.
19. Given the importance of mode shift and travel behaviour change within our district, and the number of strategies and plans (as outlined under Council Effects and Views) which depend on TDM for reaching their outcomes, it is recommended to commence delivery of the preferred programme.
20. To note, few councils around the country have been able to implement a programme of this size and nature, and successful implementation of this SSBC by QLDC should set a new baseline for TDM expectations in New Zealand and establish this as an important role model programme.
21. This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002.
22. Option 1 – Adopt the Travel Demand Management Single Stage Business Case

Advantages:

- Meet obligations under the Better Off Fund contract.
- Enables match funding from Waka Kotahi to be fully utilised.
- Will reduce barriers to, and encourage residents to use alternate forms of transport, reducing use of single occupancy vehicles.

- Meets outcomes of the Queenstown Transport Business Case which outlined an expected TDM programme.
- Aligned to various QLDC policies and strategies which require a TDM programme such as Queenstown Lakes Mode Shift Plan, Queenstown Lakes Spatial Plan and Queenstown Lakes Climate and Biodiversity Plan for example.

Disadvantages:

- Not all alternate modes of transport are currently available in all areas across the District.
- Funding is not able to be used for building infrastructure.
- Funding will need to be allocated to TDM measures in future LTP's.

23. Option 2 – Infrastructure Committee declines to adopt the Travel Demand Management Single Stage Business Case

Advantages:

- Maintains the status quo.

Disadvantages

- Will lose funding allocated to TDM through Better Off Fund.
- Creates potential public perception of QLDC's preference for private motor vehicle transport over alternatives and active travel modes.
- Loss of opportunity to support community groups and local businesses who are requesting changes and support for implementing changes to current travel habits.
- Without TDM measures, congestion issues in the district will continue to grow.
- Is not consistent with the Queenstown Lakes Mode Shift Plan, Queenstown Lakes Spatial Plan or Queenstown Lakes Climate and Biodiversity Plan.

24. This report recommends Option 1 for addressing the matter because growth in the district has outpaced the ability of the transport network to cope. The consequences of doing nothing are already being experienced in the district with significant congestion and delay to journey times affecting the economy as well as the visitor experience and quality of life for residents. This report therefore recommends delivery of the TDM preferred programme as outlined in points 17 to 19 below.

Consultation Process | Hātepe Matapaki

Significance and Engagement | Te Whakamahi I kā Whakaaro Hiraka

25. This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy 2021 because there are no strategic assets involved in this business case, nor is it about building infrastructure. It is a behaviour change programme and aligns with existing

policies and strategies, including the Climate Action Plan, and will be delivered without cost to end users.

26. The persons who are affected by or interested in this matter are people who utilise the transport network to travel around the district such as the residents & rate payers of the Queenstown Lakes district community, including Community Association Groups, schools and local businesses and visitors to the district.
27. Stakeholder workshops were held as part of the process of writing the SSBC. Stakeholders at these workshops included representatives from Waka Kotahi NZTA, Otago Regional Council, community groups such as Lightfoot Initiative and Wao, trail building advocacy and building groups such as Queenstown Trails, disability advocacy groups, Ministry of Education, Queenstown Airport and Destination Queenstown. Stakeholders contributed to the production of the SSBC by developing problem statements through a better understanding of current issues being faced and potential interventions, identifying key target delivery areas and analysing programme measures to lead to the preferred programme.
28. The Council consulted the community to survey reasons and methods for travel within the district to help shape the TDM programme. Consultation was held from 8 to 29 November 2023 via the QLDC Let's Talk Platform and was promoted through the QLDC media channels including the Let's Talk newsletter, QLDC social media, the Wānaka Sun and the Lakes Weekly Bulletin. 14 questions were asked about weekly trips, modes of transport, reasons for travel choices and impact of delays on trips.
29. There were 176 responses to the survey. Of the respondents to survey, 77% use private vehicles as their most frequent mode of transport, 7% use a bike, 6% travel by public transport, and less than 5% walk or run or travel by other modes. Key themes coming from the survey show that travel choices are chosen based on time, convenience, and the availability of public transport. When considering using alternative transport modes, sentiments reflected a need for safer and more convenient infrastructure. A lack of awareness, being unsure about routes, lack of wayfinding and inconvenience were some of the key barriers stated for active travel.

Māori Consultation | Iwi Rūnaka

30. The Council will not look to do any further consultation on this programme at this time, including specific consultation with iwi.

Risk and Mitigations | Kā Raru Tūpono me kā Whakamaurutaka

31. This matter relates to the Community & Wellbeing risk category. It is associated with RISK10006 Ineffective planning for property and infrastructure within the QLDC Risk Register. This risk has been assessed as having a low residual risk rating.

32. The approval of the recommended option will allow Council to retain the risk at its current level. This will be achieved by delivering the outlined preferred programme to meet the Better Off Fund and Waka Kotahi funding requirements.

Financial Implications | Kā Riteka ā-Pūtea

33. Funding of \$1.29 million for delivery of the initial implementation phase of the TDM programme has been secured through the Better Off funding initiative. This funding is to be utilised by 30 June 2026.
34. Match funding is sought through the 2024 – 2027 National Land Transport Programme (NLTP) period at the standard 51% financial assistance rate.
35. We note the limited financial risks given the straightforward contractual arrangements necessary and with the \$1.29million pre-funding being applied to the TDM programme.
36. The TDM programme will be an ongoing suite of initiatives, and therefore it is anticipated that future LTP's cycles will all contain some component of travel demand management.

Council Effects and Views | Kā Whakaaweawe me kā Tirohaka a te Kaunihera

37. The following Council policies, strategies and bylaws were considered:
- QLDC Vision Beyond 2050: TDM fits into the values outlined in the vision statements, in particular 'Zero carbon communities' as TDM will be the leading programme making active travel an integral part of an accessible and safe network which accommodates all people within the district.
 - Queenstown Lakes Mode Shift Plan (Better Ways to Go): this plan encompasses 3 key action areas, one of which is influencing people's travel choices. This involves using an integrated suite of marking and communication channels to influence travel choices, raising awareness and promotion of active and shared mode options in schools, communities and workplaces and through parking management. Strategy 6 of the plan is 'Coordinate a programme of travel demand initiatives' and Priority Initiative 7 is 'complete and implement a mode shift plan for Queenstown including travel demand management measures'.
 - The Queenstown Lakes Spatial Plan: a key outcome of this plan is that 'public transport, walking and cycling is the preferred option for daily travel', therefore TDM is critically important for planning new developments, and for changing travel behaviour in existing areas.
 - Queenstown Lakes Climate and Biodiversity Plan 2022 – 2025: outcome 2 of this plan states that 'our transport system is low-emission and better connected', and therefore working to change the way people travel through the district with the TDM programme is a vital part of achieving this outcome. Specifically, outcome 2.7 is about TDM and states that through the

TDM initiative, card use will be reduced and the uptake of other transport options will be encouraged through behaviour change initiatives, comprehensive parking management plans, by promoting bike and micro-mobility parking, and through a review of the car-pooling scheme.

- Queenstown Lakes Regenerative Tourism Plan: a key goal of this plan is for the visitor economy of Queenstown Lakes to reach carbon zero by 2030 and reducing transport emissions is an important part of reaching this target. An action of this plan is to encourage visitors to the district to alternative modes of transport such as public transport, cycling and walking.
- QLDC Disability Policy: Policy Goal 5 states that public infrastructure is increasingly accessible to disabled people. The TDM programme will look at and make recommendations for the ease of accessible journeys when commuting for people with disabilities, including public transport and parking availability.
- Draft QLDC Parking Strategy: the availability and cost of parking significantly influences how people chose to travel and therefore parking management is a key tool in the TDM programme.

38. The recommended option is consistent with the principles, goals and strategies set out in the above.

39. This matter is included in the Long Term Plan/Annual Plan. TDM has two line items in the Long Term Plan: one for delivery of the TDM programme in Wakatipu, the other for delivery of the programme in Wānaka.

Local Government Act 2002 Purpose Provisions | Te Whakatureture 2002 o te Kāwanataka ā-Kiaka

40. Section 10 of the Local Government Act 2002 states the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. Please refer to the above reasons for adopting.

41. The recommended programme:

- Can be implemented through current funding under the Long Term Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not significantly alter the intended level of service provision for any significant activity undertaken by or on behalf of the Council or transfer the ownership or control of a strategic asset to or from the Council.

Attachments | Kā Tāpirihaka

A	Queenstown Lakes District Travel Demand Management Single Stage Business Case
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