

D6.3a The future of the LTPN in Noordwijk

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ABSTRACT

STARTER (IEE) aims to promote energy efficient and sustainable mobility policies and practices in five pilot sites across Europe. The main goal is to achieve a 10% reduction in greenhouse gas emissions amongst specific target groups in the pilot sites by the end of the project (2014).

In Noordwijk a local travel plan network (LTPN) has been set-up. The main stakeholders in tourism and transport have identified together soft mobility measures relevant for the local situation and possible to be implemented within the lifetime of the STARTER project.

Through the implementation of these measures, STARTER will show that Noordwijk has more to offer: more travel options, more freedom, more fun and a healthier environment. Hereby creating a win-win situation for residents, the touristic sector and tourists

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TABLE OF CONTENTS

EXECUTIVE SUMMARY (IN DUTCH)	4
1. INTRODUCTION	5
1.1 SHORT DESCRIPTION OF THE STARTER PROJECT	5
1.2 SCOPE OF THE REPORT	6
1.3 STRUCTURE OF THIS REPORT.....	6
2. OVERVIEW OF RESULTS AND EXPERIENCES DERIVED FROM IMPLEMENTATION ...7	
2.1 THE INITIAL PROBLEMS	7
2.2 THE PLANNED MEASURES	7
2.3 BARRIERS DURING IMPLEMENTATION	9
2.4 RESULTS OF THE MEASURES.....	10
3. POTENTIAL DEVELOPMENTS OF THE LTPN	11
3.1 OBJECTIVES OF THE NETWORK.....	11
3.2 ACTUAL AND POTENTIAL FUTURE MEMBERS OF THE LTPN	12
3.3 DEVELOPMENT PLANS OF THE NEXT 3 YEARS	12
3.4 FINANCIAL VIABILITY OF THE LTPN	13
4. ACTION PLAN BEYOND STARTER	14

Executive summary (in Dutch)

Het Europese onderzoeksproject STARTER (Sustainable Transport for Areas with Tourism through Energy Reduction) richt zich op het opzetten van mobiliteitsmanagement-netwerken (Local Travel Plan Network – LTPN) in toeristische gebieden en het stimuleren van duurzame mobiliteit. Dit project loopt van april 2012 tot en met december 2014. Meer informatie is te vinden op www.starter-project.eu.

Noordwijk was de Nederlandse gemeente die deelnam aan het project. In de zomer van 2012 een Local Travel Plan Network opgericht. In dit netwerk werken de gemeente en ondernemers samen om de duurzame mobiliteit van de Noordwijkse bezoeker te verbeteren.

De gemeente heeft diverse maatregelen ingevoerd om de mobiliteit van toeristen te verduurzamen en de bereikbaarheid van met name het strand te vergroten. Zo is het parkeerbeleid op de schop gegaan. Dit heeft geleid tot een eenvoudiger systeem van betaald parkeren waarbij parkeren langs het strand goedkoper is dan in de woonwijken. Dit heeft geleid tot een afname van de parkeeroverlast en automobilisten niet hoeven langer te zoeken naar een geschikte, betaalbare plaats.

Ook de Strandpendel is verbeterd. Ondernemers zijn door het netwerk meer betrokken bij de Strandpendel door cofinanciering en advertentieruimte op de bus. De bus is zo ook visueel een stuk aantrekkelijker geworden. Daarnaast is de bebording voor de Strandpendel op de routes naar Noordwijk verbeterd. Op drukke stranddagen weten bezoekers de Strandpendel zo beter te vinden. Samen met de ondernemers is een folder ontwikkeld die zowel een toeristische kaart is (met de route van de Strandpendel) als een flyer. Hiermee kunnen bezoekers korting krijgen bij diverse ondernemers.

De evaluatie van het netwerk (zie STARTER rapportage 5.3 – final evaluation report) heeft aangetoond dat om ondernemers enthousiast te krijgen om lid te worden, het belangrijk is dat er i) een concrete aanleiding moet zijn en ii) men waarde moet hechten aan de status die het lidmaatschap van het netwerk met zich meebrengt. Ook speelt mee dat er in de regio al veel netwerken voor ondernemers zijn, waardoor een nieuw netwerk leidt tot ‘netwerk moeheid’.

Het ligt hiermee voor de hand dat het LTPN nu bijvoorbeeld als werkgroep onderdeel wordt van een groter, al langer bestaand netwerk van ondernemers. Hierbinnen zal er waarschijnlijk een bredere focus zijn dan alleen duurzame toeristische mobiliteit. Wat de rol van de gemeente hierin precies wordt is nog niet duidelijk. De gemeente wil in elk geval verder met de Strandpendel en ook het nieuwe parkeerbeleid continueren. Daarnaast gaat ze aan de slag met het verbeteren van het openbaar vervoer en het fietsnetwerk in de regio. Voor de financiering geldt dat dit per maatregel zal verschillen.

Deze rapportage beschrijft de toekomst van het Local Travel Plan Network in Noordwijk en de acties voor de komende jaren. Meer informatie over de andere pilot sites en de uitkomsten van het project is te vinden op <http://www.starter-project.eu>.

1. Introduction

1.1 Short description of the STARTER Project

There are a vast number of touristic regions in Europe, all of them attracting many tourists from Europe and around the world. These regions include islands and seaside resorts visited during the summer, mountainous regions, lakes and lakesides, historical and religious sites as destinations of cultural or religious visits, and many others. Despite the different characteristics of these places and the different type of tourists that they attract, they all share a common feature, which is the fact that the touristic activity is, to a higher or lower degree, concentrated during a specific season.

The seasonality of tourism demand leads to a rising demand for transport and mobility services during the high season, which has a large effect on the traffic situation in the specific touristic regions. Besides a peak in transport peak during peak seasons, touristic sites are also facing a significant growth of mobility demand while local alternatives for the private car tend to be very limited and there is often a lack of effective information towards tourist for getting around with sustainable travel modes.

Side effects of this include high energy use (mainly fossil fuels), traffic noise and air pollution leading to negative health and environmental effects, increased risk of traffic accidents, low quality of transportation services and damage to the transport infrastructure.

Based on the above, it is clear that there is a great need to improve the effectiveness and efficiency of local transport systems in order to cope with the growing problems and most importantly to put emphasis on the use of alternative sustainable transport modes and/or mobility measures. On the other hand, sustainable transport is also a market opportunity for the touristic sector, since consumers are becoming more and more conscious of the need for sustainability. The problem however is that 'greening' seasonal traffic is not simply the task of the authorities: the main players of the transport sector, the environmental organisations and the economic/touristic sector should join forces with local/regional authorities to ensure sustainable seasonal traffic.

For this reason STARTER (*Sustainable Transport for Areas with Tourism through Energy Reduction*) aims to promote energy efficient and sustainable mobility policies and practices across the EU through the cooperation of all local interested parties.

The main outcome of the project will be the implementation of Local Travel Plan Networks (LTPNs)¹ and innovative mobility measures in 5 regions suffering from a steep seasonality of transport demand, which will contribute to achieve a less energy consuming transport system and less car-dependant 'lifestyles'. Increased awareness of LTPNs and sustainable mobility policies by policy shapers, makers and implementers is a key result of the project.

¹ A Local Travel Plan Network (LTPN) is: "A group, or network, of organisations that have come together to share resources and ideas for developing and implementing a travel plan in their local area." Where a travel plan is: "A package of measures tailored to the needs of individual organisations and aimed at promoting greener, cleaner travel choices and reducing reliance on the car."

1.2 Scope of the report

As mentioned in the previous paragraph, the main goals of the STARTER project are to create and sustain a Local Travel Plan Network in each one of the five pilot sites, as well as to identify and implement soft mobility measures aiming to shift residents and tourists towards more environmental friendly and energy efficient modes of transport. Moreover, the specific goal of the project is to achieve a 10% decrease in greenhouse gas emissions in the five touristic areas participating in the project.

In order to develop the Local Travel Plans, a user need analysis has been performed based on standard data collection questionnaires with qualitative/quantitative data concerning mobility and information related to tourists (including user needs, expectations, and current behaviour) and other potential stakeholders in each pilot site. Additional data has been gathered from questionnaires distributed to tourist, residents, tourist employees, local authorities and potential LTPN stakeholders for the zero-state analysis as part of the evaluation methodology (WP5).

It has to be mentioned that this deliverable is mainly written for (and by) members of the local network and therefore all kind of background information (site description, geographical-, economic- and political context etc.) is not included in this document. Detailed information about the network can be found in D4.2 – Final Implementation Report (available on the project website: www.starter-project.eu)

The demonstrators all like to see that their network continues beyond the scope of STARTER. This task therefore includes the revision of the Local Travel Plans developed at the beginning of the project (WP3), with special focus on:

- measures to be taken beyond the scope of the project,
- policy plans to be adapted, and
- plans for financial viability of the LTPN.

1.3 Structure of this report

This deliverable first starts with a short overview of the results and experiences gained during the STARTER project. Chapter three details the future beyond STARTER: objectives, network members, development plans and final issues. The deliverable ends with an action plan for the coming years.

2. OVERVIEW OF RESULTS AND EXPERIENCES DERIVED FROM IMPLEMENTATION

2.1 The initial problems

In many Dutch regions entrepreneurs already cooperate in a variety of networks. The members of the Local Travel Plan Network in Noordwijk therefore concluded that is better to integrate the LTPN and the discussion on future measures in one of the existing networks. This to prevent the thread of entrepreneurs getting tired of local networks meetings.

It was also concluded that there must be a concrete need for locale cooperation: a problem needs to be experienced, or ii) the entrepreneurs must feel threatened by external developments, or iii) the entrepreneur need to be curious or attach value to the status the network gives. Finally, for a successful LTPN, a prominent, dedicated charismatic person (travel plan coordinator) who enthuses others needs to be part of the network. This shows the importance of the network and can attract new members. Unfortunately this was not the case in Noordwijk.

The LTPN members agreed in general with the ideas discussed during the network meeting, but they were not willing to take part in the implementation of the measures. This is for example the case for the Beach Shuttle. Nobody is against it, but it is hard to get entrepreneurs paying for it. However, after some initial difficulties in getting enough entrepreneurs who wanted to cooperate in the combination voucher, the voucher was filled with ads from companies in Noordwijk. So, in some cases organizations can be willing to be active. In practice, private organizations developed the flyer almost at their own. The municipality controlled the preconditions. More or less the same counts for the changed parking policy. Initially, the residents and companies (though not member of the LTPN) were fine with changing the parking policy, but they had their doubts about the plans. They were afraid parking was becoming too expensive. Now, they are happy with the new policy, as they see nuisance of visitors has reduced significantly.

Overall, it can be concluded that the municipality had by far the largest influence on the implementation of the measures (top-down instead of bottom-up). They made the policies to get it done, paid the costs for implementation and spurred the other LTPN members to get involved.

2.2 The planned measures

Four measures were planned to be implemented over the course of the STARTER project.

1. Change of the local parking policy

In the largest part of Noordwijk, parking ones car is free of charge. An exception to this is in Inner Noordwijk near the Beach where paid parking is in effect (see figure 2-1 below). Most of the paid parking facilities for tourists/visitors are located in sector 3 and 4, near the beach. In the 2012 situation the parking fees in all four parking sectors did only differ marginally. As a result, visitors to Noordwijk did not have an incentive to restrict their parking to sectors 3 and 4, but also parked regularly in the residential areas near the beach (sectors 1 and 2). On top of that, the combination of relatively low parking fees versus a relatively large offering of parking spaces (including the residential areas), resulted in the car being the preferred mode of travel for most visitors coming to Noordwijk. The combination of the above often led to parking problems in the areas near the beach.



Figure 2-1: paid parking in Inner Noordwijk

In order to improve the situation, Noordwijk aimed to change its paid parking policy in 2013 to such an extent that traveling to Noordwijk by car will remain possible, but becomes a bit less attractive. This was achieved by adjusting the parking fees: sector 3 and 4 near the beach became cheaper while sectors 1 and 2 became (much) more expensive. The aimed spinoff of this policy shift was twofold:

- Due to the higher parking fees in sector 1 and 2, it was hoped that visitors will restrict their parking to sectors 3 and 4 near the beach. We know that the amount of parking spaces available in sectors 3 and 4 is not sufficient for all tourists coming by car in the high season. Result: tourists are forced to park in sectors 1 and 2, the residential areas where the parking fees are much higher. It was hoped that by experiencing these higher parking fees, these tourists would choose a different mode of transport next time they come to Noordwijk or use the Beach Shuttle to go to the beach. Thus through this change in paid parking policy, the way is opened for implementing mobility measures for visitors/tourists which offer a different mode of transportation.
- The change in parking fees was planned to result in less traffic and parking related problems in the residential areas near the beach, thus resulting in a safer and healthier living environment.

2. Beach Shuttle 2.0

A survey performed in August 2012 revealed that while a large share of the tourists come by car, they indicate that public transport would be their first alternative. With this and the change in the paid parking policy in mind, it was chosen to further investigate the options of a Beach Shuttle. A Beach Shuttle has run in the past, but as the grants on which the service were based are no longer certain, a new plan was needed to be developed. At the same time, the network wanted to investigate the options to offer the beach shuttle service in a different version, perhaps more frequently.

3. Combination vouchers

The third measure that was planned to be implemented was the development of combination vouchers. By offering touristic vouchers that combine attractions or catering with energy efficient mobility, the expectation was to lower the use of non-environment friendly transport while at the same time promoting a fun and sustainable lifestyle and supporting the local economy. As the LTPN grows in number as well as variety of members, a broader variety of deals will potentially be developed.

4. Online communication improvement

On the short term, the network wanted to focus on improving the online communication concerning existing transport options, thereby promoting more energy efficient transport modes. More specifically, the municipality of Noordwijk wanted to join forces with Noordwijk Marketing to improve the availability and quality of mobility related information on the websites of the municipality of Noordwijk (eg. www.noordwijk.nl / www.noordwijk.info). This was planned to be done by the end of May at the latest, in order to cater for the summer tourists of 2013.

This measure was seen as a valuable quick-win in the sense that it could be implemented relatively quick, while potentially having a large impact on the travel behaviour of tourists in the first place, and residents and employees in Noordwijk on the second place. Another reason to select this measure for the short term was that it requires relatively low financial investment. In the current harsh financial times, it is difficult if not unfeasible to find investors for costly mobility measures.

2.3 Barriers during implementation

It turned out to be very hard to enthruse entrepreneurs for becoming member of the LTPN. This has several reasons. Often they do not see the need to change tourist behaviour towards more sustainable transport modes. This leads to reluctance for investing in measures. Also entrepreneurs are already member of several networks and associations and this one is just too much. Often also they just do not see the problem and/or do not see how they can make money of tourists with interests in sustainable behaviour. This had its influence on all work packages and activities where entrepreneurs and other stakeholders were involved. It was hard to get them work. Sometimes it was also difficult to get all indirect involved municipal officers doing what is needed.

Unfortunately, discussions with Noordwijk Marketing about the new website stranded due to struggles. Talks between the municipal officer concerned with STARTER and the municipal website manager resulted in a long process of talks and discussions and it is not clear yet when this measure will be ready. It is still seen as a potential great improvement of the information for tourists but getting the website up and running is asking much more time than previously expected.

Finally, we cannot control the weather. It depends a lot on the weather how many visitors come to Noordwijk, influencing the number of cars parked near the beach as well as the frequency of the Beach Shuttle.

2.4 Results of the measures

In Noordwijk, three measures were implemented under the STARTER project. The first is the change of the local parking policy (2013). In the past there was a complex system of four different fares, which in short, lead to high pressure of traffic and parked cars in the residential areas while the parking lots near the beach were often empty. Under the new policy, there are only two fares left and parking at the beach is cheaper than parking in residential areas. Research shows that many more people parked their cars at the (now cheaper) parking lots close to the beach, while a significant reduction of cars was seen at the (now more expensive) residential areas. Visitors, citizen and entrepreneurs are happy with this new situation.

The second measure was the so-called Beach Shuttle 2.0 (2013). Previously, the Shuttle run on warm, sunny days and that was basically it. With the 2.0 version, attention for the Beach Shuttle is increased through better signage and visitors are welcomed at the parking lot by a friendly host. Besides, the municipality looked for other ways of funding, such as co-funding by the LTPN members, because the operation of the Beach Shuttle was too dependent on municipal funding and political choices. In 2013 this was done but due to limited success in 2014 it was decided to look for other possibilities to get the LTPN members and other entrepreneurs involved with the Shuttle.

Therefore, the third and final measure was developed. This was the combination voucher (2014). In close cooperation with the municipality, several local stakeholders developed a credit-card size map with the route of the Beach Shuttle as well as ads from entrepreneurs. The voucher was printed 25,000 times and handed out to both Beach Shuttle users and other visitors. In this way, the Beach Shuttle users got a handy map and discounts while also non-users were made aware of the Beach Shuttle. This might lead to the use of the Beach Shuttle in the future.

Main outcomes

1. The main outcome of the changed parking policy is that now the tariff system is fairer and much less visitors park in the residential areas, while more cars are parked close to the beach. This has led to a drop in the complaints about visitor's cars through citizen.
 2. The Beach Shuttle is now better known about visitors, though the figures about the use of it vary. This largely depends on the weather. However, on average 152 cars are parked if the Beach Shuttle is running. Visitors also feel welcome through the host and the parking lot is easier found.
 3. Finally, the combination voucher was part of the cause of the better awareness about the Beach Shuttle. Visitors like the map, the ads etc. and local stakeholders who were previously not involved in the Beach Shuttle now have indirect interest in the continuation of the Shuttle.
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3. POTENTIAL DEVELOPMENTS OF THE LTPN

Discussions on how to go forward with the LTPN are still on going. It is unlikely, the LTPN will continue in its present form because therefore, the feeling of ownership and urgency is to low.

The most likely scenario is that the LTPN will become part of Noordwijk's association of entrepreneurs as a kind of '*working group*'. It is likely this working group will focus on more issues then only sustainable tourist mobility. Probably sustainability (with tourist mobility as a sub topic) or mobility (with sustainable tourist behaviour as a sub topic) will be the main focus of this working group. The worst-case scenario would be the end of meetings about (sustainable) (tourist) mobility. However, even if this would be the case, as long as the measures described above and the plans described below, are continued and implemented, LTPN members will somehow continue to be involved with sustainable tourist mobility.

It is unsure what the role of the municipality will be in a new structure. But as new measures will probably somehow affect the municipality's policy, it is very likely that it will stay involved for facilitating, promoting and/or (co-)financing new measures.

3.1 Objectives of the network

The approach to reduce the energy consumption with 10% is now to quick. The predctions are now partly shaped to achieve energy reduction and this is enough to achieve a significant energy reduction with the measures that are implemented. An organisational change is needed to achieve the 10%. This change is needed to happen in the coming three years, with the new town council that was inaugurated in spring 2014.

The SMART indicators are the following:

S: Focussed on increasing the level of sustainable mobility.

M: 10% energy reduction

A: The aim for Noordwijk is ambitious, but realistic.

R: This can be achieved during high season because then, there are a lot of day visitors in Noordwijk.

T: The aim is to achieve at least a durable 10% sustainable mobility by the end of 2017. To achieve this, the organisation of mobility needs to be changed. This will bring an impuls for the network.

3.2 Actual and potential future members of the LTPN

Actual members of the LTPN:

Organisation	Type of organisation
Municipality of Noordwijk	Local authority
Noordwijk Marketing	Marketing organization
Brouwer's Tours Noordwijk	Private bus/taxi company
Koninklijke Beuk	Private bus/taxi company
Space Expo	Museum

Future members of the LTPN or a working group in the association of entrepreneurs might be hotels and restaurants, other touristic sites and companies that bought advertisements on the Beach Shuttle or the combination voucher. Regional authorities and neighbouring local authorities will get involved in the improvement of the bicycle network and the quality of public transport, but this will not be done in an LTPN-like structure.

3.3 Development plans of the next 3 years

As was said before, the new parking policy was evaluated in 2014 and the results are positive. This means that the parking policy will remain in force after the project ends. There might be some minor changes in the future but it is very unlikely that the basic idea of the new policy will change in the next 5 to 10 years. It is now generally agreed that the lower parking fee near the beach compared to the residential areas is working the way it was meant to. The lower fee near the beach attracts visitors to park their car close to the beach in stead of the residential areas. It is shown that changing tariffs can be an effective tool to steer the parking habits of visitors. However, this of course also depends on politics and economy.

It is strived to keep the Beach Shuttle, despite the new municipal board wants to get it break-even instead of seriously subsidised. It is therefore unsure how this will turn out. There might come a fee for using the Beach Shuttle or entrepreneurs and others are urged to co-finance it. There are also discussions on the establishment of a 'Transferium' (a place on the outskirts of a city where people can park their car and travel into the city using public transport) at the entrance of Noordwijk. This might make the Beach Shuttle superfluous or complementary to the traditional public transport system; though guarantee sustainable transport into Noordwijk for a much longer time and avoiding more political discussions on financial support.

The continuation of the combination voucher is partly dependent on the Beach Shuttle. Nevertheless, the voucher was a success in its first year, so it is likely nothing will change on this in the near future.

Furthermore, several other measures contributing to sustainable tourist mobility are considered and might or will be implemented in the coming years. This is for example the improvement of the bicycle network. Missing links will be build, the condition of cycle paths improved and connections with nearby towns and cities are also improved. Besides, the introduction of a new high quality bus network with several separate bus lanes will make public transport a better alternative for the car. This will lead to a more sustainable transport of tourists as well. Also, it is hoped that a new touristic site for Noordwijk, with extensive attention for sustainable mobility can be developed.

3.4 Financial viability of the LTPN

For now, almost all measures are solely financed by the municipality. However, in 2013 the Beach Shuttle was co-financed and this year, advertisements on the Beach Shuttle and the combination voucher were bought. It is likely that also in the future the majority of the measures will be financed or at least co-financed by the municipality. Nevertheless, if measures are planned to be implemented that have direct benefits for the companies, it is likely they will also pay a share. Other resources for improvements like the bicycle network and public transport might come from regional authorities.

To achieve a durable energy consumption reduction, an organisational change is needed. As a result of it, there will be formed a system that is less strict connected to the municipality. This new system will focus on increasing the share of sustainable mobility.

A research is held to what extent a transferium (see 3.3) can contribute to an increase of the level of sustainable mobility. This research will start in January 2015 and financed by the municipality of Noordwijk and the province of South Holland.

4. ACTION PLAN BEYOND STARTER

Description of the measures foreseen for the future, including estimation of time horizon and costs/financing and expected impacts.

- A reasearch for the transferium will start in January 2015.
 - The approach for the Beach Shuttle will be discussed with entrepreneurs in December 2014.
 - A cycle path with the railway stations in Voorhout and Sassenheim.
 - The research is currently going on.
 - This will be realised in 2018.
 - The high quality public transport corridor from Noordwijk to Schiphol will start in December 2016.
 - The high quality public transport corridor from Noordwijk to Leiden will start in December 2018.
-