Regional Walking Plan and Cycling Plan review

Background issues paper

March 2008

1. Introduction

The current Regional Cycling Plan was adopted in February 2004 and the Regional Pedestrian Plan was adopted in May 2004. Both plans included a vision, objectives, outcomes and an action programme specific to those modes.

Progress in relation to the action programmes is reported via quarterly agency reports to the Regional Land Transport Committee. Monitoring of regional trends relating to walking and cycling are reported annually through the Annual Monitoring Report (AMR) on the Regional Land Transport Strategy (RLTS).

The plans were reprinted (including minor updates) alongside the latest Wellington RLTS 2007 – 2016 in August 2007. The RLTS included new policies, outcomes and targets for walking and cycling along with a review programme for the various implementation and corridor plans. The pedestrian and cycling plans were identified for review during the 2007/08 financial year. The purpose of the reviews is to update and improve the plans to ensure they are aligned with current information and policy context, and to help realise the long-term vision set out in the RLTS, particularly in relation to walking and cycling.

This paper outlines the current policy framework, current practice, trends and issues relating to walking and cycling which need to be taken into account when reviewing the subject plans.

2. Policy context

2.1 The New Zealand Transport Strategy

The New Zealand Transport Strategy was released in 2002 by the Minister of Transport to set out central governments position and expectations in relation to transport. Its overall vision is: By 2010 New Zealand will have an affordable, integrated, safe, responsive and sustainable transport system.

The governments 5 objectives for transport are:

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

These have now come through in the Land Transport Act 1998 (as amended by the LTMA 2003) to be taken into account by regions when developing their regional land transport strategies.

Encouraging and promoting the uptake of walking and cycling is identified as one of five priority areas in the NZTS due to the contribution of these modes to the strategy vision and objectives.

2.2 Getting there, on foot by cycle – MoT 2005

This national strategy document was developed specifically in relation to walking and cycling and has a vision of: A New Zealand where people from all sectors of the community walk and cycle for transport and enjoyment.

The goals of the strategy are

- Community environments and transport systems that support walking and cycling
- More people choosing to walk and cycle, more often
- Improved safety for pedestrians and cyclists.

The outcomes for walking and cycling identified in the recently adopted Wellington RLTS are well aligned with these three national goals.

Focus areas and priorities for action

Getting There identifies four focus areas for walking and cycling with associated priorities for action. These are:

Focus One: Strengthening foundations for effective action
Priorities for action
1. Encourage action for walking and cycling within an integrated, sustainable approach
2. Expand our knowledge and skill base to address walking and cycling
3. Encourage collaboration and co-ordination of efforts for walking and cycling

Focus Two: Providing supportive environments & systems
Priorities for action
4. Encourage land use, planning and design that supports walking and cycling
5. Provide supportive environments for walking and cycling in existing communities
6. Improve networks for long distance cycling

Focus Three: Influencing individual travel choices
Priorities for action
7. Encourage positive attitudes towards and perceptions of walking and cycling as modes of transport
8. Encourage and support individuals in changing their travel choices

Focus four: Improving safety and security
Priorities for action
9. Improve road safety for pedestrians and cyclists
10. Address crime and personal security concerns around walking and cycling

Getting There Strategic Implementation Plan - June 2006

The *Getting There – on foot, by cycle* Strategic Implementation Plan 2006 – 2009 identifies a national direction and 10 new national initiatives for the first three years of the *Getting There* Strategy. These 10 national initiatives build on and extend existing walking and cycling activity to achieve the strategy's vision.

Initiative 1: *Getting There* Research, Monitoring and Evaluation Action Plan

Initiative 2: *Getting There* Transport Sector Alignment Review

Initiative 3: *Getting There* Decision Maker Communication Action Plan

Initiative 4: *Getting There* Information Centre

Initiative 5: *Getting There* Workforce Development Action Plan

Initiative 6: Walking and Cycling Model Communities Programme

Initiative 7: Road Controlling Authority Benchmarking Programme

Initiative 8: Strengthening User Group Networks Programme

Initiative 9: Long-distance Cycle Networks Investigation Project

Initiative 10: Expansion of road user training and education related to pedestrians and cyclists.

Strategic planning for Getting There was undertaken over the July 2005–February 2006 period. It was led by a *Getting There* Steering Group, comprising officials from the Ministry of Transport and Land Transport New Zealand. The process included a series of workshops involving the National *Getting There* Committee and four *Getting There* Focus Area Groups. These inter-sectoral groups involved representatives from a wide range of national agencies, walking and cycling user groups, and local and regional government. Government officers participated in this planning exercise.

2.3 NZ Energy Strategy and NZ Energy Efficiency and Conservation Strategy

The New Zealand Energy Strategy (NZES) to 2050 and its statutory sub set the New Zealand Energy Efficiency and Conservation Strategy (NZEECS) 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 developing policies to encourage greater provision for public transport, walking and cycling is identified as one important mechanism.

The NZEECS sits under the NZES and sets out actions to promote more efficient use of energy. It focuses on implementation by sector, identifying the main measures, policy instruments and who is responsible for them. 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 *Getting There* strategy, funding of the Bikewise programme, and supporting the development of neighbourhood accessibility plans.

NZEECS includes a number of targets against which to assess progress. These include the following:

- To reduce per capita greenhouse gas emissions from the transport sector by 50 percent from those in 2007 by 2040

- To reduce the kilometres travelled by single occupancy vehicles, in major urban areas on weekdays, by 10 percent per capita by 2015 (compared to 2007).

These documents reinforce central government recognition and support for walking and cycling as important transport modes expressed in the national policy document *Getting There*.

2.4 Other Relevant National Strategies and Guidelines

- Road Safety Strategy to 2010
- Cycle Network and Route Planning Guide 2004
- Pedestrian Network and Route Planning Guide 2005
- Healthy Action Healthy Eating Strategy (MoH) 2003
- NZ Urban Design Protocol 2007

2.5 The Wellington Regional Land Transport Strategy (RLTS) 2007 – 2016

The Wellington RLTS 2007 – 2016 was adopted by Greater Wellington in July 2007 following a comprehensive review. The strategy identifies a number of objectives, policies, outcomes and related targets, including new 2016 targets for walking and cycling.

The commentary which supports the strategy **vision** includes the following:

People will generally walk or cycle for short and medium length trips. Pedestrian and cycling networks will be convenient, safe and pleasant to use.

The strategy describes the following **role for walking and cycling**:

Walking is the appropriate mode for short[1] local trips and for connections between modes and at either end of longer journeys by other modes.

The appropriate role for cycling is the safe and efficient movement of people between many origins and many destinations, over short to medium distances, as an alternative to private cars.

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 walking and cycling are:

- Increased mode share for pedestrians and cyclists
- Improved level of service for pedestrians and cyclists
- Increased safety for pedestrians and cyclists.

[1] Short trips are defined as being those less than 2 km in length.

The RLTS 2016 **targets** for walking and cycling are:

- Active modes account for at least 15% of region wide journey to work trips
- All of the strategic cycle network provides an acceptable level of service
- Fewer than 75 cyclists injured in the region per annum
- Nearly all urban road frontages are served by a footpath
- Fewer than 100 pedestrians injured in the region per annum.

Other key outcomes sought by the strategy which will also influence walking and cycling:

- Increased peak period passenger transport mode share
- Reduced greenhouse gas emissions
- Improved regional road safety
- Improved land use and transport integration.

3. Implementation Plans

3.1 Regional Walking and Cycling Plans

These sit alongside and support the Wellington RLTS plans set out a vision, objectives and comprehensive action programme specific to each mode. The plans should identify actions and initiatives which will contribute to achieving the outcomes of the RLTS in relation to walking and cycling. The action programmes within the plans set out responsibility, timeframes, estimated costs and project specific targets.

3.2 Links with Regional Travel Demand Management Plan

The Regional Travel Demand Management Plan, adopted in December 2005, seeks to ensure the most efficient use of existing transport infrastructure and services, to reduce the need for travel, and to encourage a mode shift from private vehicles to more sustainable modes such as passenger transport, walking and cycling.

The provision for passenger transport, walking and cycling is addressed by the relevant modal plans. These plans play an important complementary role to the TDM Plan by ensuring that when travel behaviour change results in a mode shift, this is maintained through adequate provision for these modes. The walking and cycling plans also support the behaviour change initiatives under the TDM Plan by tackling issues and barriers specific to those modes and through campaigns and events focussed on increasing their uptake.

There is much common ground between the TDM, walking and cycling plans in and an important part of the upcoming reviews will be to ensure the new walking and cycling plans are consistent with, and continue to support the TDM plan, and vice versa.

4. Definitions

From Land Transport NZ website

Cycle:

(a) means a vehicle having at least two wheels and that is designed primarily to be propelled by the muscular energy of the rider; and

(b) includes a power assisted cycle.

Pedestrian:

(a) means a person on foot on a road; and

(b) includes a person in or on any contrivance equipped with wheels or revolving runners that is not a vehicle.

5. Benefits of walking and cycling

Many benefits of walking and cycling can be identified, particularly where the uptake of these modes involves a shift away from motor vehicle use. These include:

Access and mobility:

- Reduced traffic congestion
- Reduced parking pressures
- More travel choices
- More reliable journey times
- Improved mobility options for non-drivers

Environmental:

- Reduced energy and non-renewable resource use
- Reduced greenhouse gas emissions

Safety and security:

- Reduced crash risk to other road users
- Improved community security (through eyes on the street)

Public Health:

- Improved health and fitness
- Air and noise pollution reductions
- Improved community health

Economic:

- Reduction in household travel costs
- Reduced spending on road and parking infrastructure
- Towns and cities which are attractive to visitors and new residents
- Fitter and healthier employees

Social:

- Improved equity
- Improved social inclusion

- More liveable communities and improved public realm

6. Walking and cycling trends

6.1 Mode of journey to work: active modes

Active mode share of journey to work in the Wellington region was over 13% in 2006. This represents an increase of almost 17% (3,500 more active mode trips) from the 2001 census.

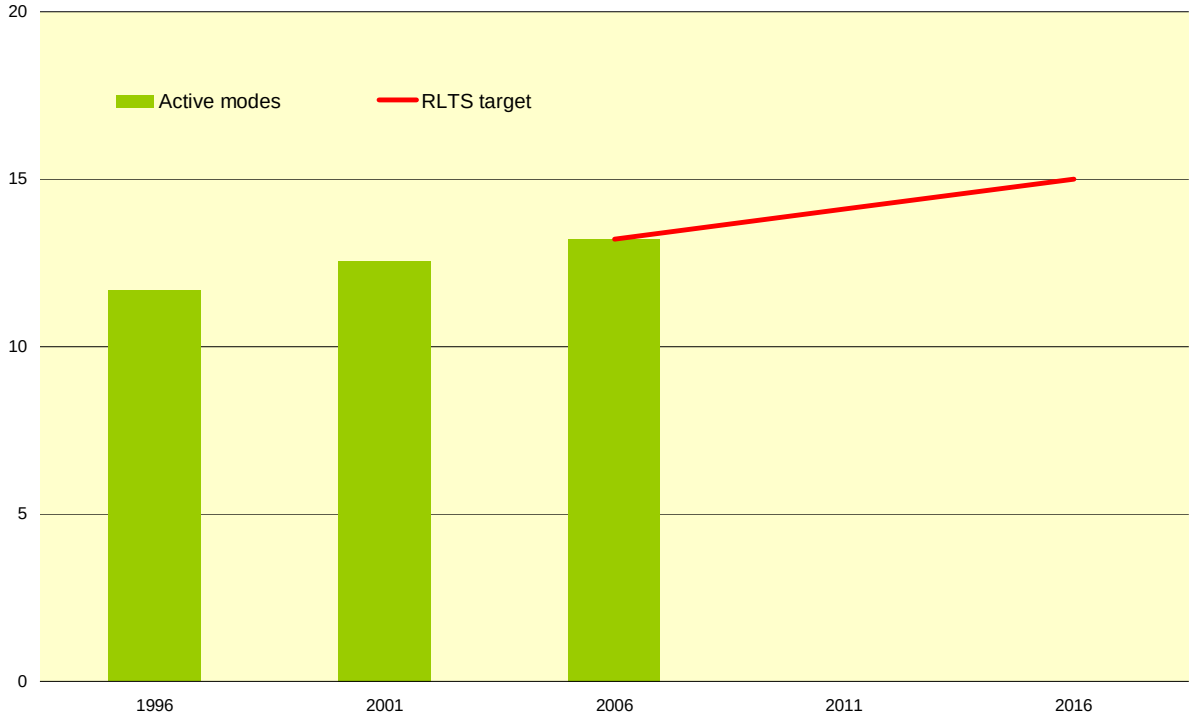

Figure 1: 2006 active mode share of journey to work (%). Source: Statistics New Zealand

Notes: The graph above uses New Zealand Census data to show active mode share for the region's 'main means of travel to work'. Active mode was defined as: 'walked or jogged, bicycle'. It does not include those who responded that they worked from home or did not work.

6.2 Mode of journey to work: Cycled and Walked/Jogged by TA

The 2006 census showed that Wellington City had the highest percentage of journeys to work by walking or jogging at 18.8%. Masterton, followed by Wellington City had the highest percentage of journeys to work by cycling at 3.7% and 2.6% respectively.

In Wellington City, more people live and work within the city. 80% of trips within Wellington City are within 10 km making walking and cycling more viable options. Travel distances, together with parking charges and congestion are likely to make active modes cheaper and more reliable than the private car and, in some cases, public bus. Different demographics in Wellington City compared with other TAs are also believed to influence travel choice. Also, while we acknowledge that climate and topography may be barriers to walking and cycling for some people, the presence of these elements in Wellington City example clearly does not discourage everyone. Suburbs such as Karori, where a fairly constant uphill climb is required on the homeward journey, still have a relatively high mode share.

Masterton is another area which demonstrates the benefits of people living and working locally in increasing the uptake of active mode journeys to work.

Territorial Authority	Cycled	%	Walked / Jogged	%	Total number of trips by all modes
Kapiti	273	1.7%	690	4.5%	15,222
Porirua	114	0.6%	636	3.6%	17,610
Upper Hutt	282	1.8%	759	4.9%	15,612
Lower Hutt	627	1.6%	1,908	4.8%	39,702
Wellington City	2,160	2.6%	15,696	18.8%	83,643
Masterton	303	3.7%	567	6.9%	8,205
Carterton	48	1.9%	144	5.7%	2,547
South Wairarapa	54	1.8%	246	8%	3,057
Totals	**3,861**	**2%**	**20,646**	**11%**	**186,000**

Table 1: 2006 Journey to work mode share for walking and cycling by territorial authority. Source: Statistics New Zealand

6.3 Active modes for short trips

Seventy-four percent of trips less than 1 km made by respondents were cycled or walked in 2006, exactly the same result as in 2004. In 2006, 27% of respondents made trips of 1 – 2 km in length by the active modes of cycling or walking (c.f. 19% in 2004).

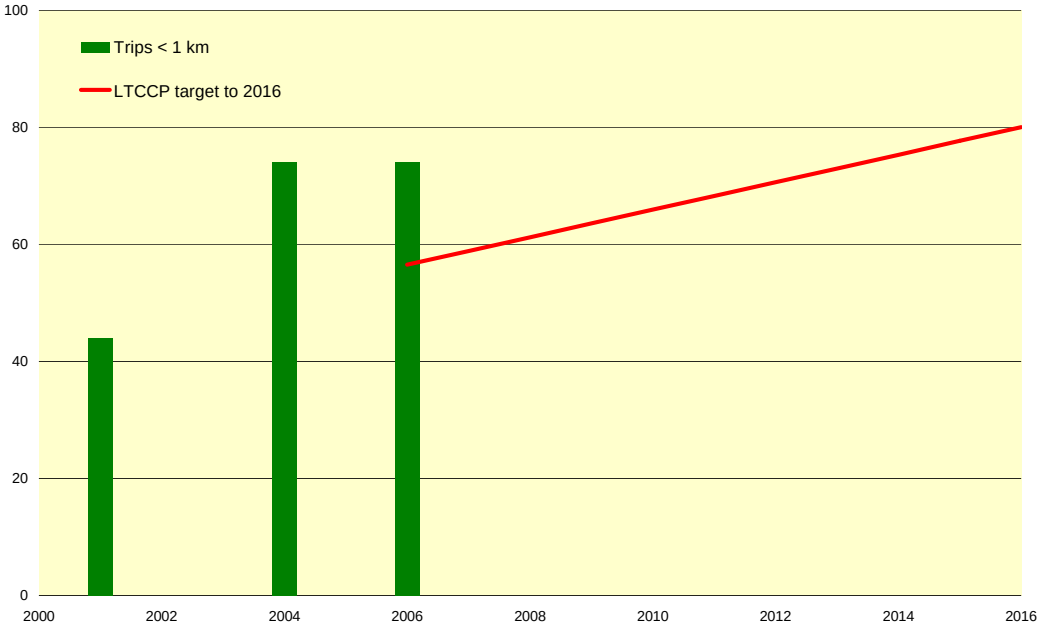

Figure 2: Trips of less than 1 km made by pedestrian or cycling modes (%), Wellington region. Source: GWRC Household Travel Survey 2001; GWRC Short Trip Active Mode surveys 2004, 2006

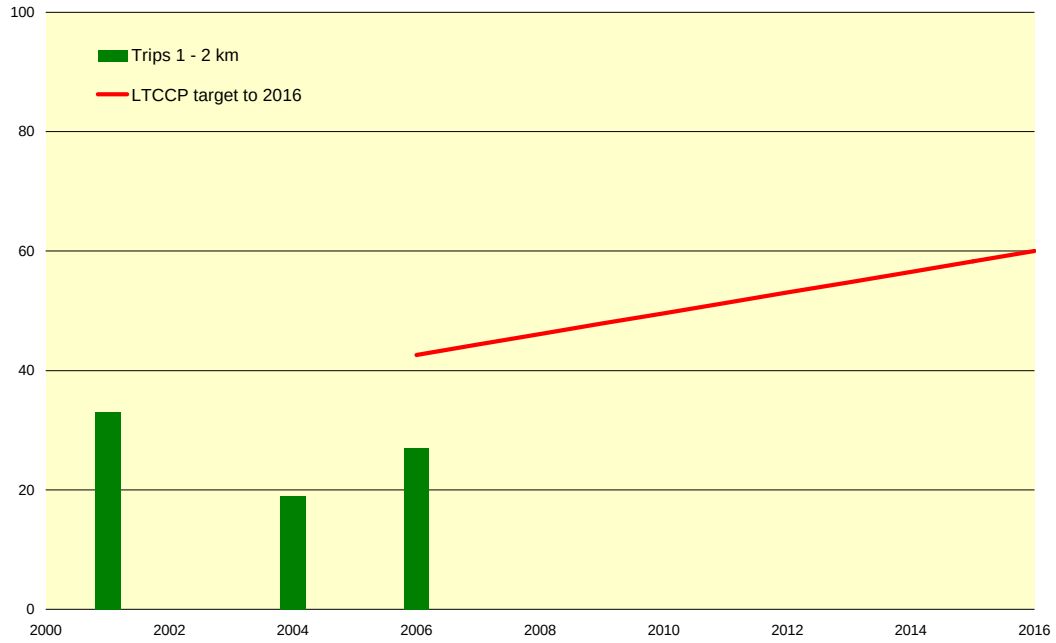

Figure 3: Trips between 1 and 2 km made by pedestrian or cycling modes (%), Wellington region. Source: GWRC Household Travel Survey 2001; GWRC Short Trip Active Mode surveys 2004, 2006

These results show that while most people are often willing to walk or cycle for trips up to 1km (around a ten minute walk), this drops off significantly for slightly longer trips between 1 and 2km. Walking should be a realistic travel choice for most trips up to 2 km and for cycling over longer distances of up to 7km. Therefore increasing the uptake of active modes for trips over 1km is an area for consideration.

6.4 Wellington CBD cordon cycle and pedestrian counts

Overall, a significant gain in the volume of Wellington CBD cyclists (both inbound and outbound) was evident in 2007. Cyclists crossing the CBD cordon in the 2007 morning peak increased by over 50% or 519 cyclists, following a decrease of approximately 200 cyclists the previous year. The number of commuter cyclists travelling across Wellington suburban screenlines in 2007 increased by 180 (over 20%). Cyclist mode share across the CBD cordon was around 3%.

Pedestrian numbers across the CBD cordon rose by more than 2,000 or 17% in 2007. Pedestrian mode share across this cordon is around 17%.

Lunchtime pedestrian numbers between the CBD and waterfront showed an 8% increase (at 470) in 2007 and, although very high in number (approximately 75,000) pedestrians on the Golden Mile continue to be fairly static.

Wellington City is currently the only TA who collects actual walking and cycling counts in this way. Data like this is important as it helps us understand whether initiatives are working and also supports the case for funding these modes.

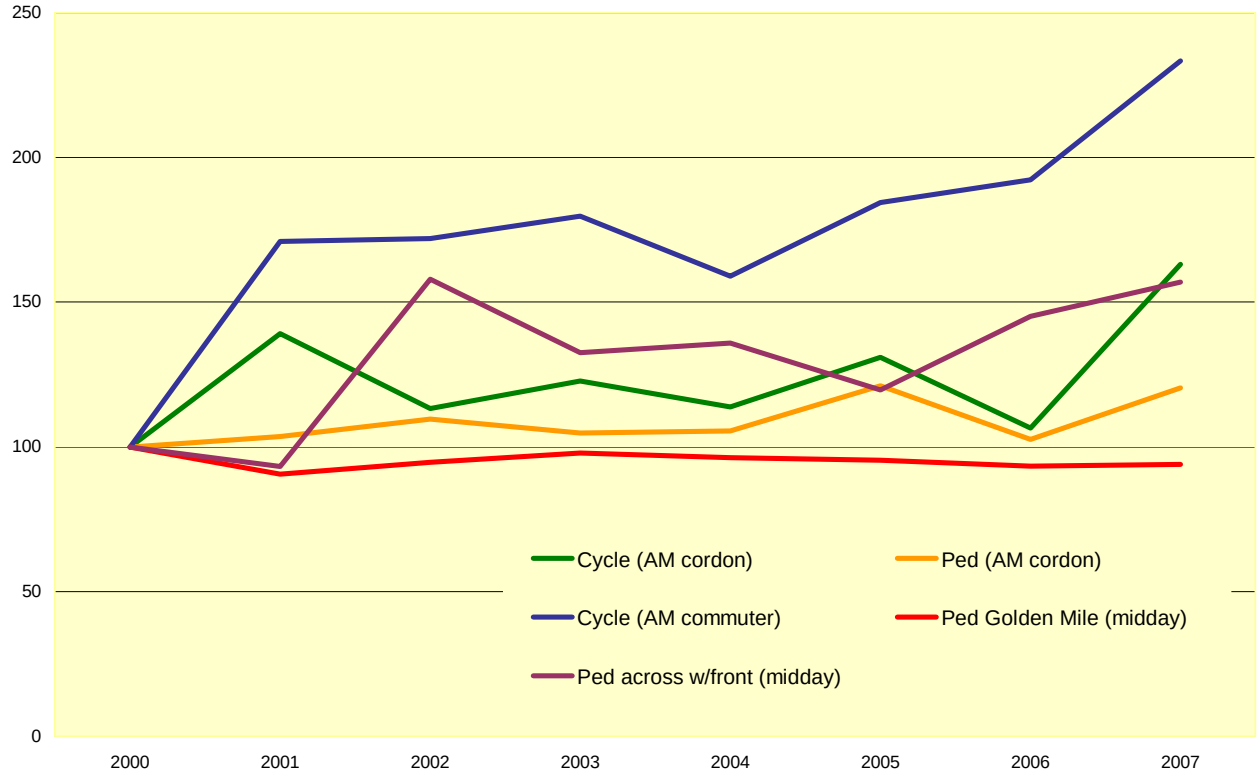

Figure 4: Wellington CBD corrdon pedestrian and cycle counts, average weekday two-hour period, March. Index: 2000 = 100. Source: Wellington City Council

Notes: Cycle and Pedestrian counts vary widely according to weather conditions at the time of the survey. The 2007 surveys were conducted in fine conditions. No information is available for other local authority areas. Data is averaged over the weekday, two-hour periods described as follows:

- pedestrians in- and outbound to/from the central city during the morning peak period (AM cordon)
- cycles in- and outbound to/from the central city during the morning peak period (AM cordon)
- cycles at suburban locations during the morning peak period: Newtown, Kilbirnie, Kelburn, Thorndon, Ngauranga (AM commuter)
- pedestrians along the Golden Mile during lunchtime (Golden Mile midday)
- pedestrians between the CBD and waterfront during lunchtime (across w/front midday).

6.5 Perceptions about the ease of cycling

In 2006, thirty-eight percent of Wellingtonians believed that getting around the region by cycle was ‘good’ (c.f. 33% in 2004), 11% more than Auckland respondents.

In 2006, forty percent of Aucklanders (31% in 2004) and 25% Wellington of respondents (28% in 2004) believed that getting around their region by cycle was difficult.

Over 20% of respondents in Wellington region and 30% of those in Auckland were ambivalent.

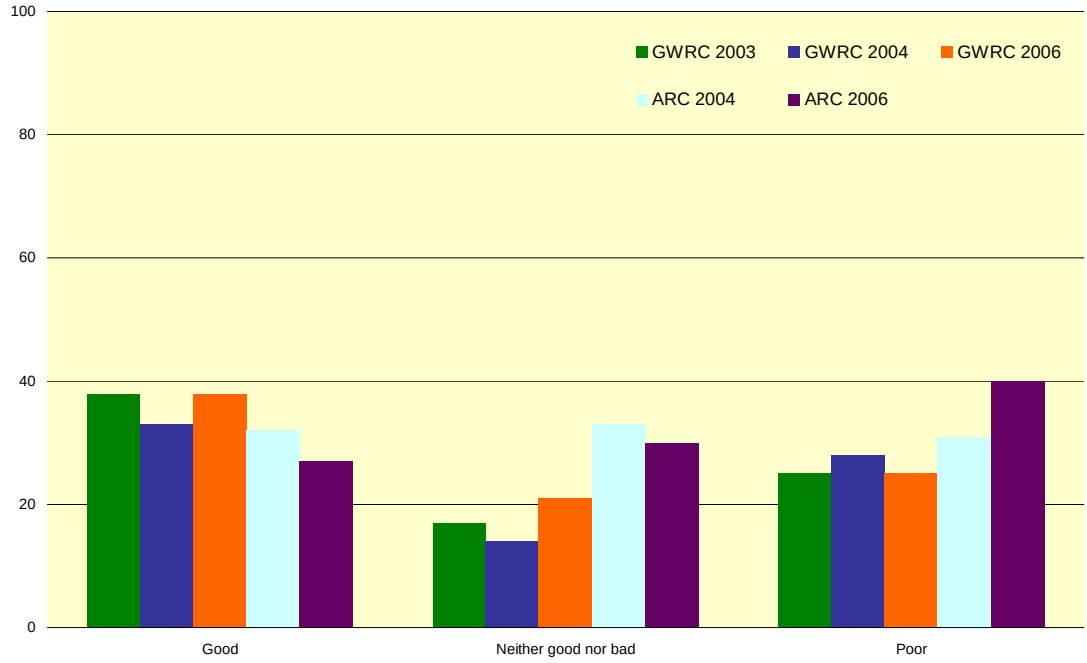

Figure 5: How 'hassle free' is it to get around the region by cycling? (%). Sources: GWRC and ARC transport perceptions surveys

The following graph shows the results broken down by territorial authority.

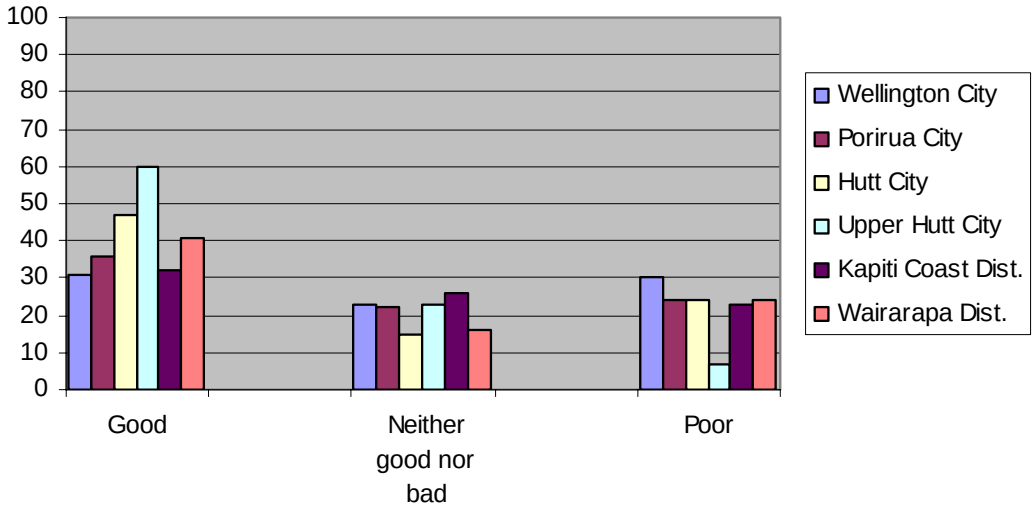

Figure 6: How 'hassle free' is it to get around the region by cycling? (%) - By TA. Sources: Transport perceptions survey 2006

Respondents who live in Upper Hutt City were more likely to rate getting around the region by cycling as good and Wellington City respondents were more likely to rate the ease of cycling as poor.

Also more likely to rate getting around the region by cycling as poor were women and those aged 18 years and over.

6.6 Perceptions about the ease of walking

Almost three-quarters of all 2006 respondents in the Wellington region rated getting around the region by walking as 'good'. This is over 20% more than those in the Auckland region with the same perception.

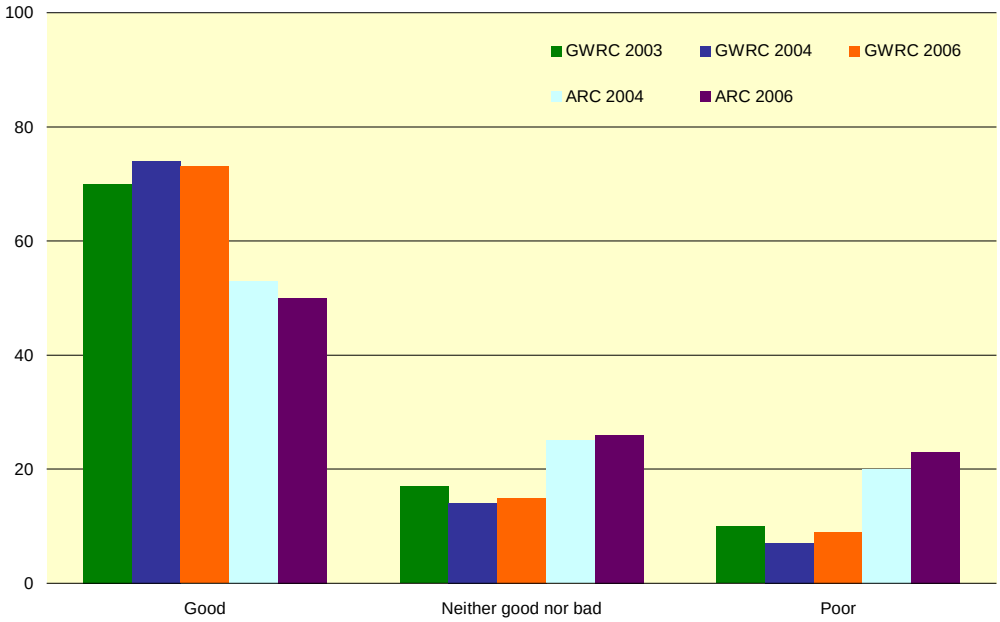

Figure 7: How 'hassle free' is getting around the region by walking? (%). Sources: GWRC and ARC transport perceptions surveys

The following graph shows the results broken down by territorial authority.

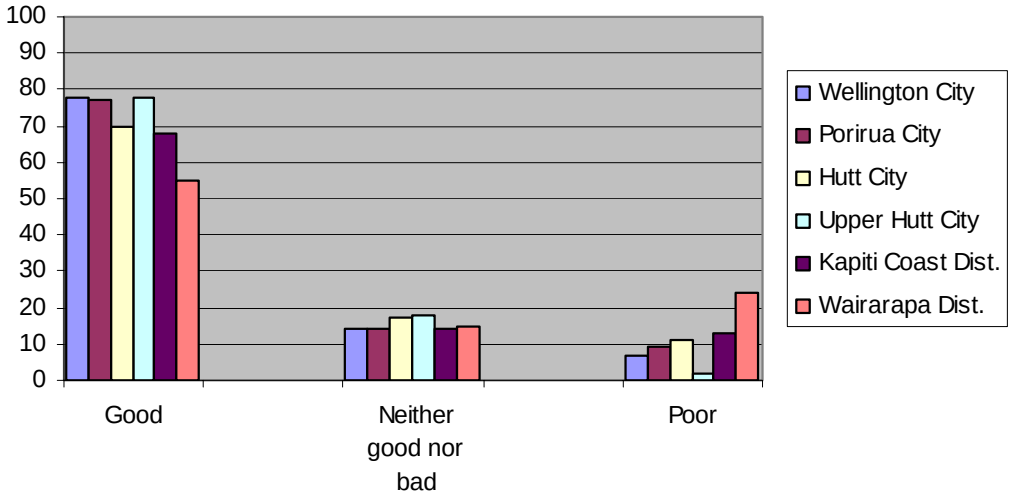

Figure 8: How 'hassle free' is getting around the region by walking? (%) – By TA. Source: Transport perceptions survey 2006.

Respondents who live in Wellington City, Porirua City and Upper Hutt City were more likely to rate getting around the region by walking as good and respondents from the Wairarapa Districts were more likely to rate the ease of walking as poor.

6.7 Relative Risk of different transport modes

Data shows that per million hours travelled, a cyclist is 3.3 times as likely as a vehicle occupant to become a casualty and 6 times more likely than a pedestrian. Bus travel represents the mode of travel with least casualty risk and motorcyclists face the greatest risk of casualty.

While there is only one chance per 33,000 hours cycled of experiencing a casualty[2], this risk has deteriorated from a survey conducted 10 years ago where the risk was one chance per 40,000 hours[3]. Pedestrian have one chance of casualty per 200,000 hours spent travelling.

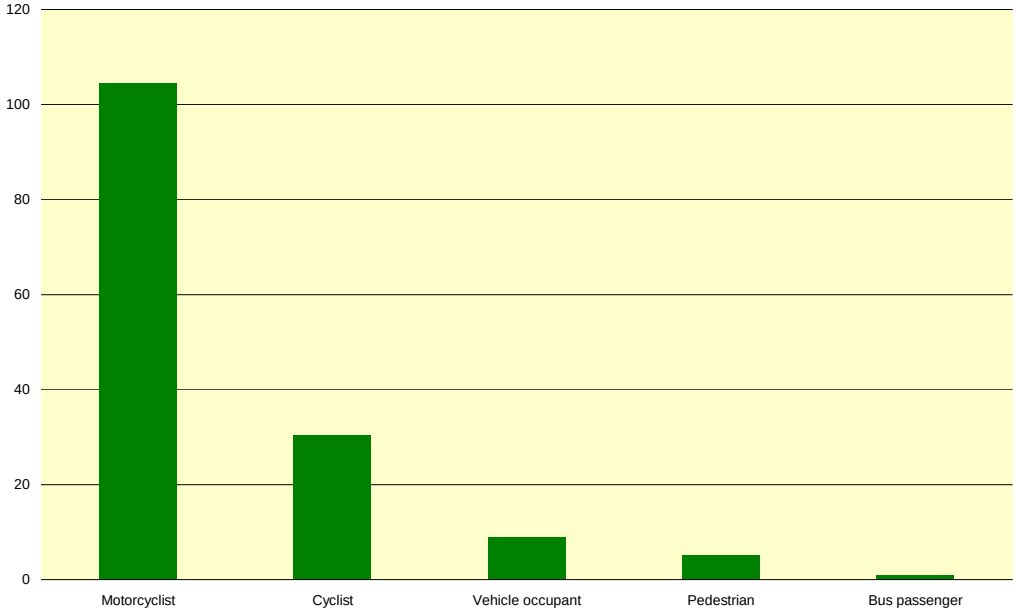

Figure 9: National casualties per million hours travelled, by transport mode, 2003-2006. Sources: Ministry of Transport; Land Transport New Zealand.

6.8 Pedestrian casualties

Despite the relative risk profile described above, it is pedestrian injuries which feature highly in the total road injury picture in Greater Wellington Region, particularly in the major urban areas. They represent 14 percent of all injuries and 28 percent of all fatalities[4]. This compares with 10 percent of all injuries and 17 percent of fatal and serious injuries in the Auckland Region[5]. In Christchurch City, pedestrian fatalities make up around 25 percent of all road fatalities over the 2002 - 2006 period.

The region's total pedestrian casualty figures increased by 4.5%, continuing an upward trend since 2003. At 161 in total in 2006, the region has well exceeded the RLTS target of fewer than 100 pedestrians injured per annum.

The regional trend is largely driven by Wellington City, where over 50% of casualties occur. This is likely to be explained by the high proportion of pedestrian trips undertaken in the city.

[2] Ministry of Transport, NZ Household Travel Survey and reported crashes, 2003-2006.
[3] Land Transport Safety Authority (2000). *The New Zealand Travel Survey 1997-1998.*
[4] Land Transport NZ (2007) Road Safety Issues – Greater Wellington Region
[5] Land Transport NZ (2007) Road Dafety Issues – Auckland Region

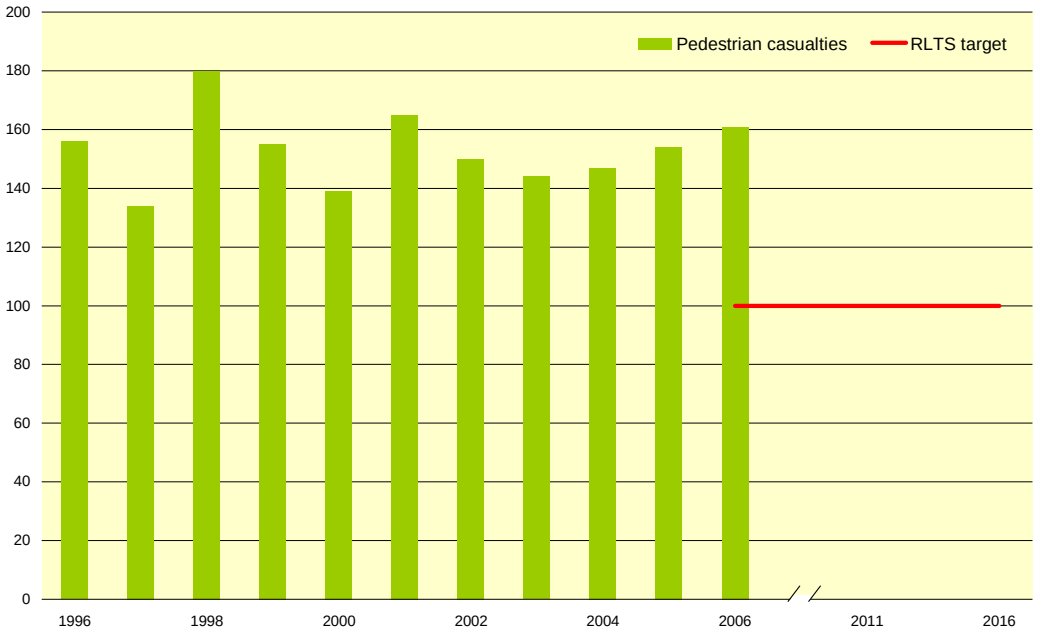

Figure 10: Pedestrian casualties, Wellington region. Calendar year. Source: Land Transport New Zealand

A significant number of pedestrian crashes in the region involve younger people crossing the road. Approximately 30 percent of pedestrians injured during the period between 2002 and 2006 were between 15 and 24 years of age. Young people under 15 years of age constitute 20 percent of the pedestrians injured in crashes.

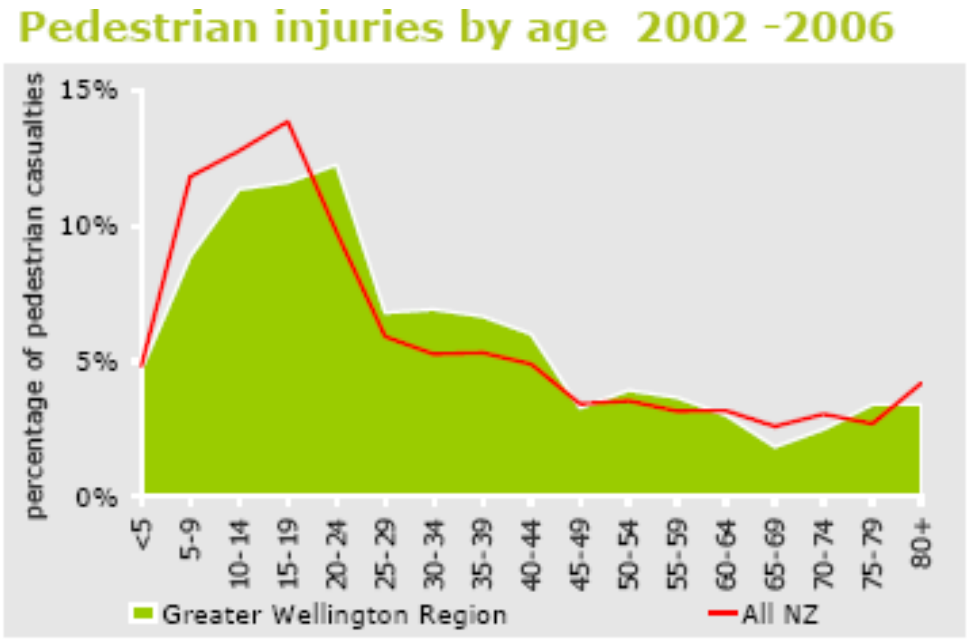

Figure 11: Profile of pedestrian injuries by age. Source: Land Transport NZ (2007) Road Safety Issues.

Other relevant crash analysis information for the 2002 – 2006 period:

Drivers were recorded as at fault in approximately 50 percent of crashes on both local roads and state highways.

The non driver crash factors involved in pedestrian crashes are - pedestrians crossing heedless of traffic (37%), pedestrians stepping out from behind a parked car (11%), pedestrians were visibly intoxicated (10%), pedestrians crossing the road against signals (8%).

6.9 Perceptions of pedestrian safety

In the Wellington region, 76 percent of respondents said they felt people were 'safe' while walking (c.f. 71% in 2004). Only 8 percent said they thought it was 'unsafe'. 17 percent more people feel 'safe' in Wellington than in Auckland.

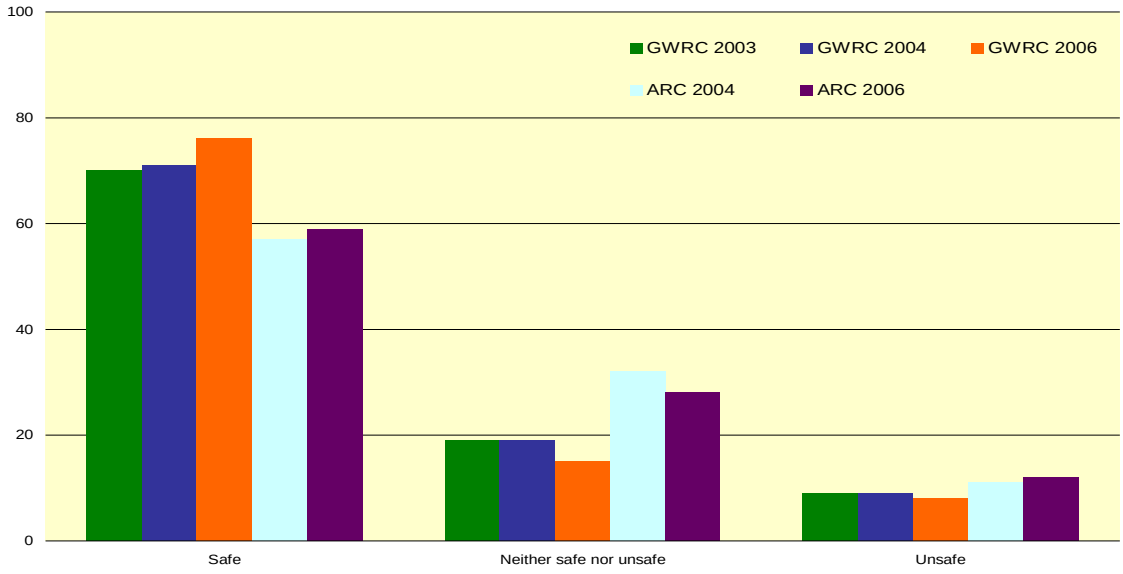

Figure 12: How safe do you think people are when walking? (%) Sources: GWRC and ARC perception surveys

The following graph shows the results broken down by territorial authority.

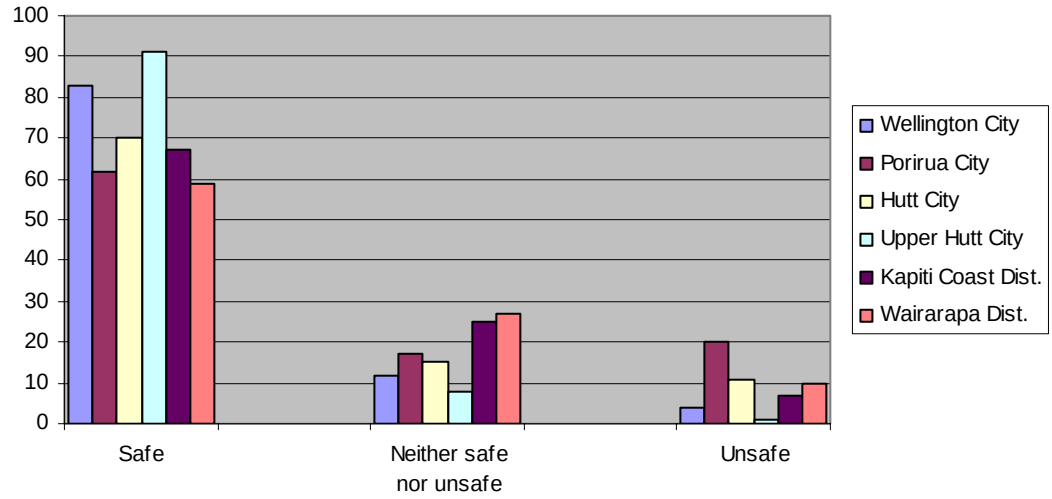

Figure 13: How safe do you think people are when walking? (%) - By TA. Source: Transport perception survey 2006.

Respondents who live in Upper Hutt City and Wellington City were more likely to rate walking as safe and respondents from Porirua City were more likely to rate walking as unsafe.

Women were also more likely to rate walking in the region as unsafe.

6.10 Perceptions of child pedestrian safety

Eighty-eight percent of respondents would allow children to walk unsupervised near their homes (c.f. 84% in 2004), while only 59% would allow them to walk to school (c.f. 52% in 2004).

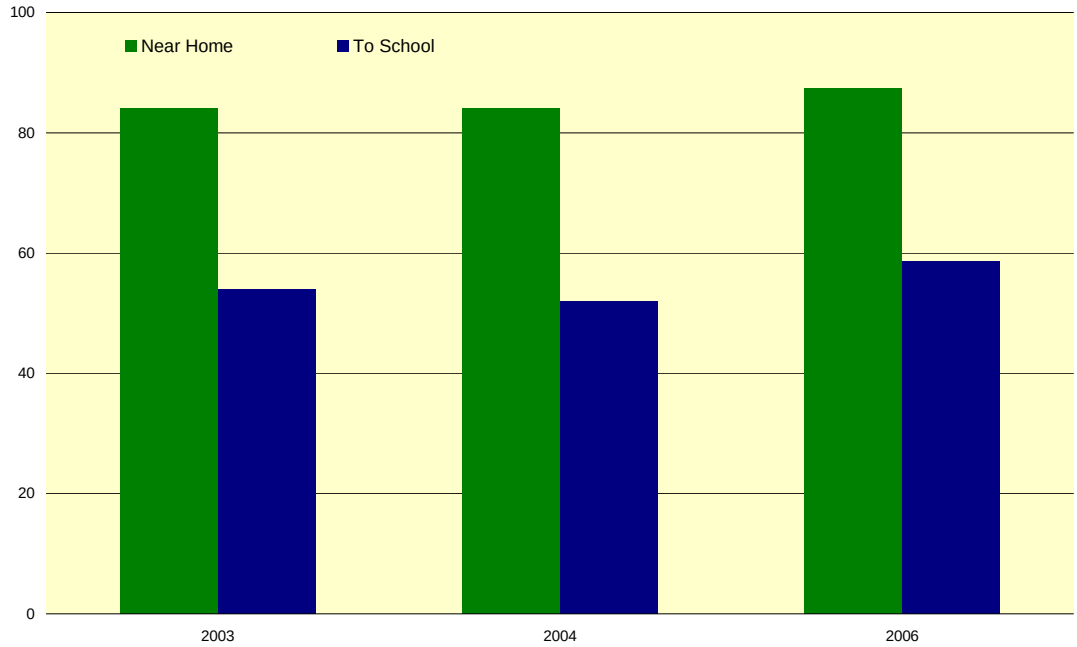

Figure 14: Allowing a child (under 12 years) to walk unsupervised (%), Wellington region. Source: GWRC perception surveys

The main reason given for not allowing children to walk to school unsupervised related to 'stranger danger' issues (35% of respondents). This was a significant improvement from the 2004 perception survey figure of 42% and that of 49% in 2003. Other reasons given included the volume of traffic and main roads the children would need to contend with (21%), and that the distance was too great (19%).

Respondents living in Upper Hutt City and the Wairarapa Districts were more likely to say that they would not let a child walk unsupervised to and from school, than those from other TAs.

6.11 Cycle casualties

Despite the high relative risk of this mode reported in figure 7, Land Transport NZ report[6] that cyclist injuries do not feature highly in the total road injury picture for the Wellington Region. They represent 9 percent of all injuries and 5 percent of all fatalities over the past 5 years (2002 – 2006). This compares with 5 percent of all injuries and 6 percent of fatal and serious injuries in the Auckland Region.

However, in 2005 cycle casualty numbers across the region were the highest for a decade increasing from 2004 by over 30 percent to 115 in total. Cycle casualties decreased slightly in 2006 by just under 3 percent to 112.

Numbers of cyclist casualties remain high in Wellington City at 68 and have risen by 84 percent since 2002. Porirua cycle casualties doubled to eight and in Upper Hutt there was also an increase from six in 2005 to 11 casualties in 2006.

The lowest number since 1996 was experienced in Wairarapa with four cyclist casualties in total (all occurring in Masterton), down from 12 in 2005. Hutt City was the only other district with a drop in casualties of 35 percent or 6 cyclists (besides Kapiti also declining by one).

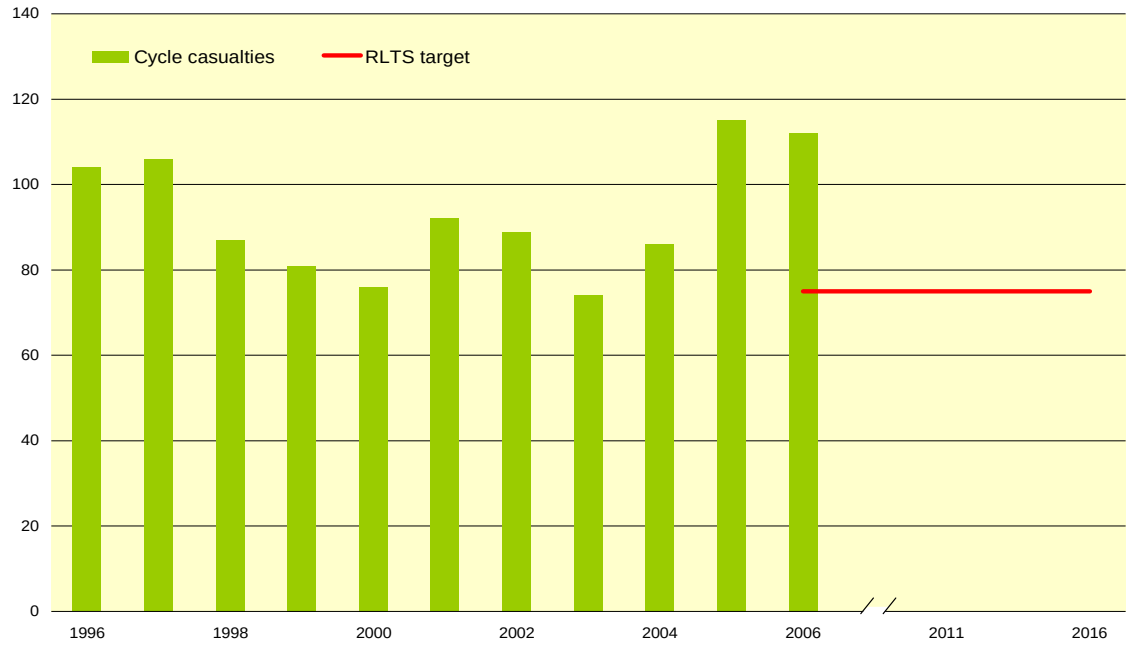

Figure 15: Cycle casualties, Wellington region. Calendar year. Source: Land Transport New Zealand

[6] Land Transport NZ (2007) Road Safety Issues
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Cyclist injuries are not spread evenly across all age distributions. Approximately a third of all injured cyclists were between 15 – 24 years old and nearly half (45 %) between 25 – 44 years old.

Figure 16: Profile of pedestrian injuries by age. Source: Land Transport NZ (2007) Road Safety Issues.

Other relevant cycling crash information for the 2002 – 2006 period:

- 52 percent of crashes on local roads and 59 percent on state highways occurred at intersections.
- Approximately 19 percent of crashes on local roads and state highways occurred at night time.
- 76 percent of cyclists injured on local roads and 85 percent on state highways were male.

6.12 Perceptions of cyclist safety

Forty-two percent of Wellington region respondents said they think people feel ‘unsafe’ when cycling (c.f. 40% in 2004) while 26% reported they think people generally are ‘safe’ (c.f. 23% in 2004). Auckland region respondents choosing the ‘unsafe’ category increased from 41% in 2004 to 47% in 2006.

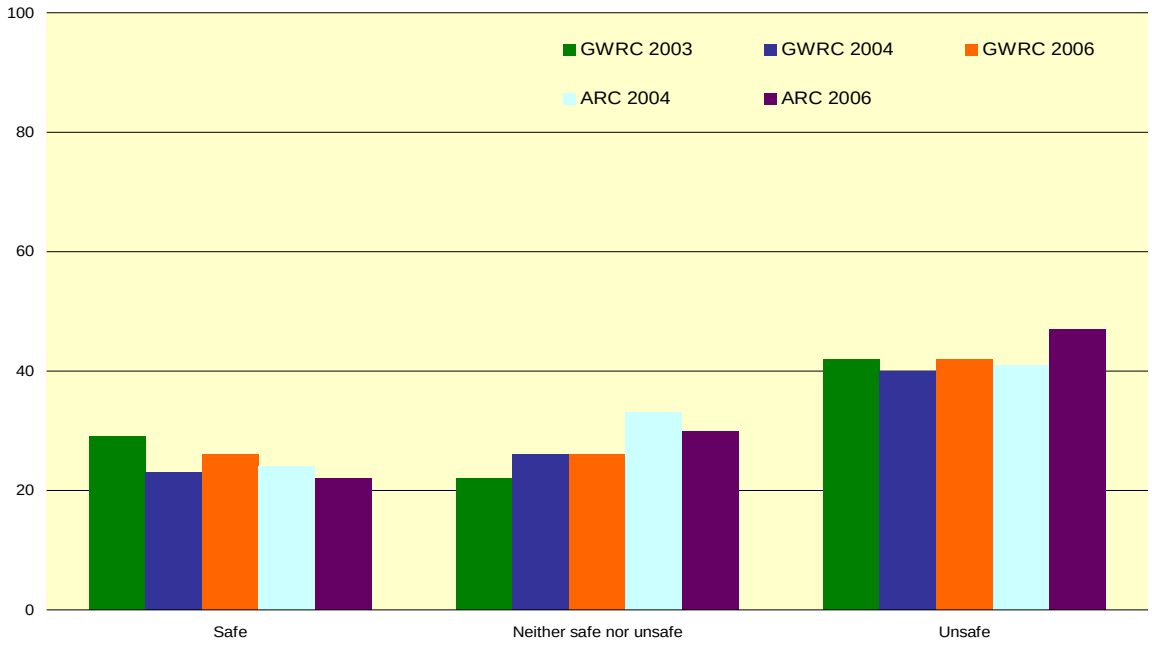


Figure 17: How safe do you think people are when cycling? (%). Sources: GWRC and ARC perception surveys

The following graph shows the results broken down by territorial authority.

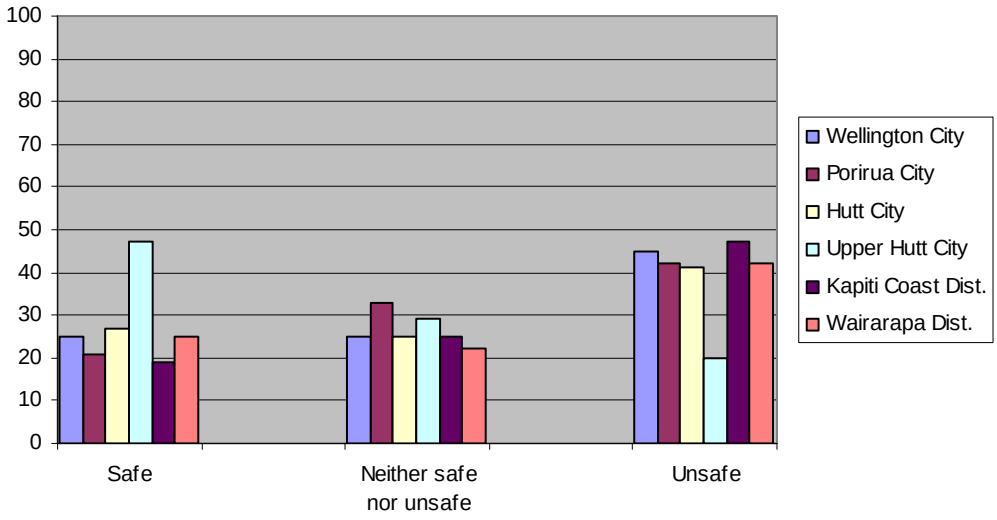


Figure 18: How safe do you think people are when cycling? (%) – By TA. Source: Transport perceptions survey 2006.

Respondents who live, work or study in Upper Hutt City were more likely to rate cycling as **safe**. In all other TA areas, respondents were more likely to rate cycling as **unsafe**. Kapiti Coast respondents were most likely to say they thought people were **unsafe** when cycling.

Women were also more likely than men to rate cycling in the region as unsafe.

6.13 Perceptions of child cyclist safety

While 74% of respondents would allow children to cycle unsupervised near their home (c.f. 73% in 2004) only 37% would let them cycle to school (c.f. 32% in 2004).

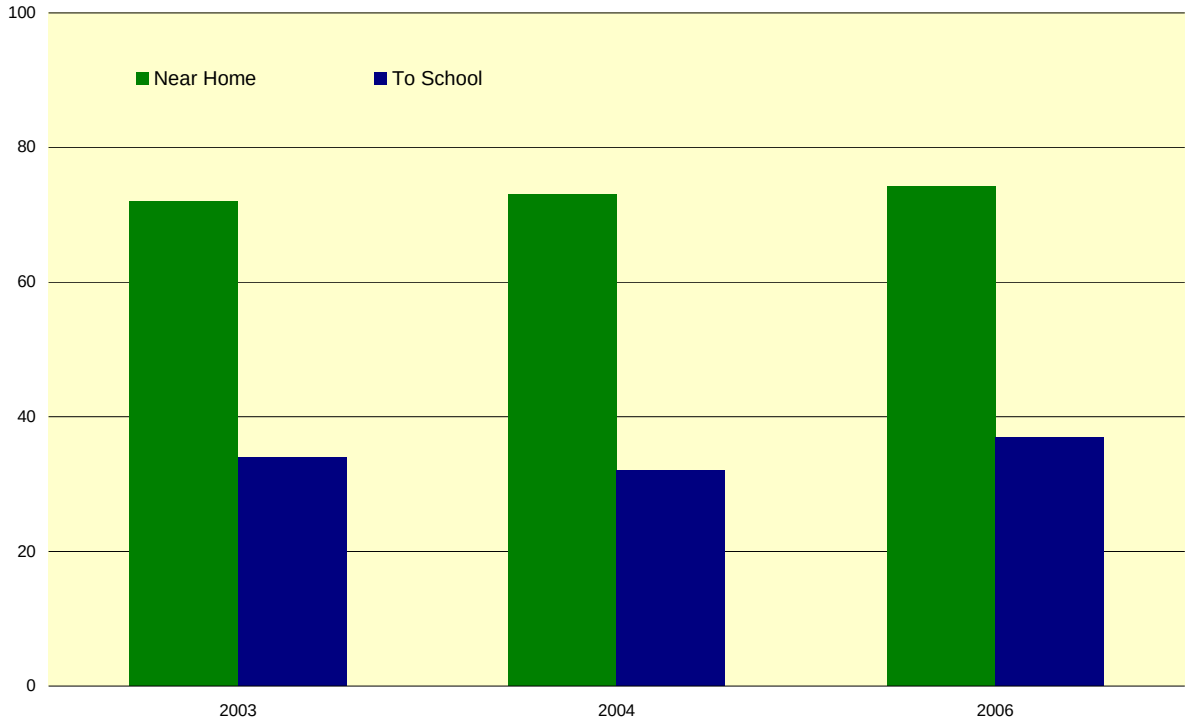


Figure 17: Allowing a child to ride their bicycle unsupervised (%), Wellington region. Source: GWRC perception surveys

The main reasons given for not allowing children to cycle to school were the volume of traffic and poor driver behaviour (50% of respondents). Other reasons included the condition of the roads (16%), speeding traffic (9%) and a lack of road sense by children (10%).

Respondents from Kapiti Coast were more likely to say that they **would** let a child walk unsupervised to and from school. Respondents from Wellington City and Porirua City were most likely to say that they **would not**.

6.14 Local level spending on walking and cycling improvements

The following tables report actual and planned spending by TA (both CAPEX and OPEX where available) based on 2007 information. Any funding for shared paths or combined spending which could not be isolated has been included in both tables.

Expenditure on walking facilities has been around $10 million per annum, mostly on footpath renewals. There has been very little dedicated investment in cycling facilities. The average expenditure during the last three years was $529,000. While this figure looks very low when compared against the walking expenditure it should be noted that cycling generally occurs on roads and therefore maintenance is included in the larger road resealing programmes and not accounted for separately. Nevertheless, the figures show that there is relatively minor expenditure proposed over coming years as indicated by the planned investment figures provided by local authorities through their annual plans and LTCCPs.

Territorial Authority	Actual				Planned					
	1	2	3	4	5	6	7	8	9	10
	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13
Wellington		8.2	8.74	7.21	8.76	9.25	9.25	9.25	9.25	9.25
Hutt		0.48	0.05	0.27	0.68	0.6	0.6	0.6	0.6	0.6
Upper Hutt	0.51	0.51	0.51	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Porirua	0.13	0.14	0.16	0.22	0.27	0.27	0.27	0.27	0.27	0.27
Kapiti		0.63	0.63	1.025	0.875	0.875	0.875	0.875	0.875	0.875
Masterton	0.25	0.19	0.2	0.21	0.22	0.22	0.22	0.22	0.22	0.22
Carterton		0	0	0	0	0	0	0	0	0
S. Wairarapa		0.11	0.11	0.11	0.11	0.11	0.11	0.11	0.11	0.11
Total		10.26	10.4	9.545	11.415	11.825	11.825	11.825	11.825	11.825

Table 2: Pedestrian facilities expenditure ($M 2007) (includes spending on shared path facilities).

Territorial Authority	Actual				Planned					
	1	2	3	4	5	6	7	8	9	10
	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13
Wellington	0.037	0.205	0.055	0.059	0.068	0.068	0.068	0.068	0.068	0.068
Hutt	0.1	0.13	0.13	0.13	0.13	0.13	0.14	0.34	0.13	0.13
Upper Hutt	0	0.11	0.04	0.1	0	0	0	0	0	0
Porirua		0.22	0.19	0.09	0.33	0.33	0.33	0.33	0.33	0.33
Kapiti	0.05	0.05	0.05	0.015	0.015	0.015	0.015	0.015	0.015	0.015
Masterton	0.02	0.003	0.01	0	0.03	0	0	0	0	0
Carterton	0	0	0	0	0	0	0	0	0	0
S. Wairarapa										
Total		0.718	0.475	0.394	0.573	0.543	0.553	0.753	0.543	0.543

Table 3: Cycling facilities expenditure ($M 2007) (includes shared path facilities).

In the United Kingdom, the Department for Transport (DfT) set up the Sustainable Travel Towns project to test what a sustained programme of smarter choices measures could achieve. Measures included school and workplace travel planning, car sharing schemes, walking and cycling improvements and improved public transport provision and marketing. The DfT invested £2m per year between three local authorities. The results showed reductions in traffic volumes of over 10% and similar percentage increases in walking, cycling and public transport trips in just over two years.

7. Barriers to walking and cycling

Barriers to walking may include:

- Safety concerns (road safety or crime)
- Traffic/vehicle speeds
- Over appreciation of the car and under appreciation of walking
- Lack of appropriate infrastructure (eg. footpaths, safe crossings, lighting, shelter)
- Lack of pedestrian only streets
- Lack of inclusive mobility (eg. boarding public transport)
- Topography, climate, local environment
- Time constraints (including the current standard 40 hour working week in NZ)
- Distance
- Lack of knowledge about the 'walkability' of an area
- Lack of signage, legibility and way finding
- Land use planning/lack of local facilities to walk to

- Poor neighbourhood design and pedestrian connectivity
- Lack of political support
- Habit.

Barriers to cycling may include:

- Safety – real and/or perceived. (eg. narrow roads, heavy traffic, driver behaviour)
- Climate – too wet, windy, cold/hot
- Topography – eg. steep hills
- Network quality – rough road surfaces, lack of road space/cycle lanes, indirect cycle connections,
- Vehicle traffic speeds.
- Lack of end facilities, including at workplaces - eg. cycle parking, showers/lockers
- Lack of integration with other modes – eg. cycle carriage on trains/buses
- Lack of information or inadequate signage – including inconsistent road signage between TAs and regions
- Access to a bicycle and helmet
- Cost - of cycling equipment (eg. lights) and cycle maintenance (eg. puncture repairs)
- Lack of on-road cycling skills and knowledge of road rules
- Lack of driver awareness of cyclists and cyclists rights under the road code.

The above lists are not exhaustive and it is recognised that the barriers to walking and cycling can be complex and involve a combination of factors. There are some barriers which are difficult or impossible to change - eg. climatic conditions. Other barriers are things we can address – eg cycle facilities.

In the greater Wellington region we do have some challenges. Some areas are particularly steep and hilly, many parts of the region often suffer from windy weather and road space in Wellington City and some other parts of the region are particularly narrow. However, some parts of the region are relatively flat, have more temperate climates and wider road space (eg. Kapiti, Wairarapa, Hutt Valley).

It is also important to recognise the need to balance some of the safety risks of using active modes with the much greater health risks of obesity and diabetes resulting from a non-active lifestyle. Overseas research in countries such as Britain, Australia, Sweden, North America and China show a link between obesity and people who travel to work by car rather than walking, cycling or by public transport. While real or perceived safety issues may be a barrier to walking and cycling, it is important that safety is not used as a reason for not encouraging active modes as the wider benefits outweigh the safety risks.

8. Potential opportunities for encouraging walking and cycling

Education

- Walking and cycling skills for school children
- driver/cyclist/pedestrian awareness campaigns

Encouragement/Promotion

- Promoting wider benefits of walking and cycling eg. health, environmental, economic, social
- Just walk it
- 10,000 steps
- Cycling events to encourage cycling and subsequent transfer from recreation to transport
- Targeting young people, particularly as they reach driver licensing age.
- Incentives to use active modes
- Increasing numbers of cyclists - to contribute to improved motorist awareness and safety in numbers

Information

- Wayfinding
- Walking and cycling maps
- Transport Access Guides (customised PT, walking and cycling maps based on travel to and from a site or venue)
- Web based journey planner for walking and cycling trips – including identifying cycle racks/lock up facilities, cycle lanes, footpath coverage, toilets, drinking water, etc

Engineering/Infrastructure

- Improved or new cycle and pedestrian facilities as part of any new road network development or upgrade.
- A pleasant pedestrian environment including:
  - streets that are well lit, clean and free of obstruction
  - seating and toilets at appropriate frequencies and locations
  - shelter from the weather
- A pleasant cycling environment including:
  - angle parking kept to a minimum on busy routes
  - road berm well swept and free of hazards
  - dedicated cycle facilities provided on key cycle routes with high traffic volumes/speeds (to provide an alternative for children and less confident cyclists)
- Land use development that provides well for walking and cycling, including:
  - safe and direct links to local facilities and key destinations
  - natural surveillance of pedestrian and cycle routes
- Land use patterns that provide greater opportunity for walking and cycling. eg. compact urban form, Transit Oriented Development, mixed use development
- Reduced car traffic volumes and car traffic speeds.

Integration

- better integrated and connected pedestrian networks. eg. connections between homes and local facilities, accessible passenger transport vehicles and stations/interchanges
- Improving end facilities through workplace and school travel plans
- Improving integration of cycling with passenger transport services (eg. bikes on trains/buses, cycle lockers at stations, etc).

Advocacy

Advocacy for changes to existing legislation where this would support a better level of service and encourage uptake of walking and cycling may include:

- Vehicle speed restrictions
- Driver license age and learner driver restrictions
- Cyclist licensing

9. Best Practice for walking and cycling

9.1 International examples

Walk 21: International Charter for Walking

Walk 21 sets out the following principles to support walking:

- Inclusive mobility
- Integrated Networks
- Less crime
- Promotion of walking
- Spaces for people
- Spatial Planning
- Supportive authorities
- Reducing road danger.

Under the heading 'more supportive authorities', the charter suggests that local authorities commit to a clear, concise and comprehensive action plan for walking to set targets, secure stakeholder support and guide investment to include the following actions:

- Involve all relevant agencies (especially transport, planning, health, education and police), at all levels, to recognise the importance of supporting and encouraging walking and to encourage complementary policies and actions
- Consult, on a regular basis, local organisations representing people on foot and other relevant groups including young people, the elderly and those with limited ability
- Collect quantitative and qualitative data about walking (including the motivations and purpose of trips, the number of trips, trip stages, time and distance walked, time spent in public spaces and levels of satisfaction)
- Integrate walking into the training and on-going staff professional development for transport and road safety officers, health practitioners, urban planners and designers in particular
- Provide the necessary ongoing resources to implement the adopted action plan.

CROW's five requirements for cyclists

CROW is a Dutch based information and technology platform for infrastructure, traffic, transport and public space – commonly used to inform international policy co-operation. CROW suggests the five basic requirements for cyclists are:

- Coherence
- Directness
- Attractiveness

- Safety
- Comfort

The Netherlands experience

Whilst it is important to recognise that New Zealand is very different in many ways to countries in Europe including topography, climate, urban form and culture, there are still lessons which can be learnt from these countries which have achieved a high proportion of walking and cycling trips.

The Netherlands have a cycling share of all trips of 27% nationally, with some municipalities having up to 40%[7]. This compares with Wellington's cycling mode share of 2% of all journey to work trips[8].

Much of the Netherlands high cycling mode share can be attributed to largely flat land and compact cities, meaning that many trips can be more easily covered by bicycle. Distance plays an important role, for example 70% of all journeys in the Netherlands are less than 7.5km.

It is likely that this has been a historical factor in establishing a relatively high use of cycling as a mode of travel and a strong cycle culture in the Netherlands. However emphasis on improving the safety and 'bikeability' of the network has been a key element in the Netherlands success story.

Addressing cyclist safety (perceived and actual) presents a circular argument. Having a high number of cyclists creates more support for cycling policies, and in many cases leads to greater investment in safer cycling infrastructure. In addition, higher bicycle use often goes together with less car use and therefore a reduced potential conflict between cyclists and car traffic. High numbers of cyclists on the road also make them more prominent in the road scene and leads to greater driver awareness. Therefore, increasing cyclist numbers is important to improve cycle safety and vice versa.

The City of Amsterdam focuses on the following areas for policy implementation through its bicycle policy plan:

- Creating more and better bicycle parking facilities and persistently combating bicycle theft.
- Maintaining, upgrading and completing the 'Hoofdnet Fiets' bicycle network.
- Promoting traffic safety for cyclists.
- Developing and implementing a communication strategy directed at specific target groups and themes.

The agency responsible for promoting cycling in Amsterdam is the Traffic and Transportation Infrastructure department (DIVV). This agency sets out clear policy for cycling in Amsterdam and views cycling as a mode to rival the motorcar.

The Netherlands example is considered to demonstrate the success of focussed cycle policy backed by a commitment to increasing the uptake of cycling as a mode of transport. However, it is also worth noting that other European countries, such as Germany and Austria, that have a historically lower base number of cyclists have not been able to achieve as high a mode share as the Netherlands (although still much higher than NZ at around 10% of all journeys).

[7] Beca (2007) Scoping Report for a Regional Cycling and Walking Strategy. Prepared for Environment Bay of Plenty.
[8] Statistics NZ, 2006.

9.2 New Zealand research

A Land Transport NZ research project[9] published in October 2005 looked at best practice for walking and cycling strategies in New Zealand. The report identified the following components as 'very important' in any walking and cycling strategy:

- Vision
- Objectives or goals
- Policies
- Quantifiable targets
- Monitoring processes for implementation
- Supporting data
- Cycle network plan
- Implementation programme
- Initiatives cover the areas of engineering, education, enforcement and encouragement
- Addresses needs of 'off' and 'on' road, utilitarian and recreational provision
- Development involves relevant walking and cycling groups and other external agencies.

The report concluded that:

- There are some good NZ and overseas models
- Effective strategies can be short – under 10 pages
- Strategies need implementation plans
- The process is as important as the product.

[9] Macbeth, Ryan, Boulter (2005) *New Zealand walking and cycling strategies – best practice*. Land Transport NZ Research Report 274

10. Summary of existing Regional Pedestrian Plan action programme

Progress in relation to the activities and projects within the existing pedestrian action programme are monitored via quarterly update reports requested from all agencies and reported to the RLTC. The following sections summarise progress overall in relation to the various actions.

10.1 Road Controlling Authority (RCA) Pedestrian Review

Action	Progress	Relevant going forward?	Comment – need for intervention
All RCAs to develop programmes in conjunction with community providers to review pedestrian access to (for example): ▪ Educational institutions ▪ Workplaces ▪ Health ▪ Recreation ▪ Retail Review to include a pedestrian audit.	Most RCA's report fairly slow progress in developing such programmes. However, one agency reports good progress in a number of areas with programmes addressing elderly, pedestrians, crossing points for disabled and visually impaired, street lighting, subdivision requirements and safer routes to schools. Several agencies note that some form of audit/review will form part of upcoming or current pedestrian and cycle strategy reviews, and/or the action programmes to follow those. Other agencies report small areas of progress in improved pedestrian facilities while not having completed any comprehensive review and work programmes.	Yes	Reviewing and auditing pedestrian access is an important tool for identifying the existing level of service for pedestrians and associated potential improvements. There may be a need to clarify the role and steps required by RCAs to effectively respond to this issue and to ensure more progress is made in this area.

10.2 Public Transport Pedestrian Accessibility audit/review and implementation

Action	Progress	Relevant going forward?	Comment – need for intervention
Review access to public transport nodes and develop a programme to implement improvements. Review to include a pedestrian audit.	Pedestrian accessibility audits of all railway stations in the region have been completed by Greater Wellington's consultant and the comprehensive reports outlining recommended improvements and estimated costs have been provided to TAs and GW Public Transport (PT) Division for implementation. Progress in implementing the recommendations provided by the audit reports has been reportedly slow. Most agencies report no progress. One agency suggested they would investigate incorporating the work into their footpath improvement programme, however they	Yes	Pedestrian accessibility around public transport nodes are an important aspect of integration. More work is clearly required to ensure implementation of the improvements identified through the audits as soon as possible to ensure the works are undertaken while the audit results and estimated costs are still current. The action should be reviewed to focus on gaining momentum around implementation.

	noted no planning or budgeting had been undertaken and that it is unlikely to proceed without PT funding. GW PT Division report that the improvements identified on the station land itself will be implemented in conjunction with planned rail station upgrades.		

10.3 Land Development Review

Action	Progress	Relevant going forward?	Comment – need for intervention
Encourage high levels of accessibility for pedestrians in land developments. Review plan changes and development proposals/ notifications/consent applications	This is progressed through ongoing comment and submissions advocating for pedestrian accessibility to District Plan changes and resource consent applications. GW Policy and Strategy Division report that every opportunity is taken to provide input to these processes, normally through GW Environment Division.	Yes	This advocacy role is considered to be very important to constantly raise awareness and consideration of walking accessibility within land use development proposals. It is also the role of TAs to ensure these considerations are included in their District Plans.

10.4 Walking School Bus/Safe Routes to School

Action	Progress	Relevant going forward?	Comment – need for intervention
Investigate expanding the role and uptake of walking school bus/safe routes to school	An inter-agency group was initially established with representatives from Regional Public Health, RCAs, GW and Land Transport NZ. Research carried out by Pinnacle Research in 2005 was reported back to the interagency group and showed that uptake of WSB has been limited and very much confined to high decile schools. Since then, the interagency group has no longer been meeting on a regular basis. However GW has found that promoting walking school bus as part of the Travel Plans for Schools programme has resulted in good uptake by schools of walking initiatives across a range of deciles. The Safe Routes to School programme is largely confined to Wellington City Council at this time. However, the work carried out as part of a school travel plan identifies real and perceived safety issues and measures to address these from both an education and infrastructure	Yes – but amend the focus	Things have moved on in relation to this action, therefore it could perhaps be updated/amended to something along the lines of - Action Title: Walking to school Action: Promote and encourage walking to school with an on-going emphasis on development of walking habits through school travel plans (including infrastructure safety improvements), parking restrictions around schools, campaigns (Push Play and Walktober) and events (eg. Feet First - walk to school week) and walking school buddies and buses.

	perspective.		

10.5 Local Level Programme Implementation

Action	Progress	Relevant going forward?	Comment – need for intervention
Advocacy at the local level during the annual planning process for adequate funding, for both infrastructure and strategic planning for pedestrians.	Submissions to city and district draft LTCCPs and Annual Plans are generally made in support of any funding identified for pedestrian activities.	Yes	Feedback from TA officers suggested that the effect of submissions to these processes is fairly minimal. One TA suggested that GW submissions to these processes are inappropriate and should be left to political advocacy via the RLTC. Other TAs felt that greater benefit might be gained by focusing efforts elsewhere in the regional coordination role. While it is considered appropriate to continue supporting provision of funding for walking and cycling through submissions to local annual planning process, it should be recognised that this is a minimum intervention.

10.6 Central Government

Action	Progress	Relevant going forward?	Comment – need for intervention
Actively participate in national level programmes/strategy development that will have regionally significant impacts on pedestrians, including funding processes.	Key progress here is the membership of GW's Active Modes Coordinator on the *Getting there* National Advisory Group. All opportunities are also taken to comment on Central Government documents released for consultation, including comment on pedestrian provision within those.	Yes	It is important that this action be carried forward in some form as regional participation in national level strategy development is essential to ensure that regional level needs and issues are considered in these processes.

10.7 Information Sharing

Action	Progress	Relevant going forward?	Comment – need for intervention
Information sharing between organisations in relation to best practice and pedestrian programmes.	Membership of the advisory group mentioned above allows cross agency collaboration and information sharing.	Yes	This action remains very relevant. Benefits in relation to continued membership of the *Getting there*

	A newly developed website called WalkIT provides a comprehensive on-line database of information resources for the promotion of walking in New Zealand. In 2008 it is intended that WalkIT will become part of the Getting There Information Centre, to be established as part of the Getting There Strategic Implementation Plan. In addition, the information reported through the RLTS AMR every year is a valuable source of information used by many agencies.		National Advisory Group are discussed above. Information sharing via the *Getting there* Information Centre should be supported through this action area. Publishing of a high quality AMR on the Wellington RLTS will continue to be a valuable information source for other agencies in addition to GW.
Transport Perception Survey (Biennial) and RLTS Annual Monitoring Report.	The perception survey provides information on public perceptions on a wide range of transport related issues, including perceptions about the ease and safety of walking. This survey was carried out in 2003, 2004 and 2006. The next survey is to be carried out in 2008. The RLTS Annual Monitoring Report is a statutory document prepared annually under the Land Transport Act 1998. It must be published by 30 September each year.	Maybe?	This survey provides valuable information to inform our understanding of the issues in relation to transport, including walking. However, consideration could be given as to whether it is appropriate to have this survey and completion of the AMR (which is a statutory document anyway) signalled as an action in this plan.

11. Summary of the existing Regional Cycling Plan action programme

As with the pedestrian plan, progress in relation to the activities and projects within the existing cycling action programme are monitored via quarterly update reports requested from all agencies and reported to the RLTC. The following sections summarise progress overall in relation to the various actions.

11.1 Advocacy

Action	Progress	Relevant going forward?	Comment – need for intervention
Advocacy at the local level during the annual planning process for adequate funding, for both infrastructure and strategic planning for cyclists.	Submissions to city and district draft LTCCPs and Annual Plans are often made in support of any funding identified for cycling activities or requesting increased funding.	Yes	See comment under 9.5 above.
Regional Cycling Forum	The Regional Cycling Forum has continued to meet on a quarterly basis and aims to increase awareness of the needs of the regions cyclists. An ongoing challenge for this group is ensure the focus of discussion and issues raised are around regional coordination, progressing the Regional Cycling Plan actions and contributing towards the cycling outcomes signalled in the Wellington RLTS.	Yes	While this is a useful group to provide a forum for discussion of cycling issues in the region, discussion often focuses around detailed local matters (eg. road sweeping, potholes, cyclist pinch points) rather than matters of regional coordination. Going forward, a review of the terms of reference for this group may be appropriate.
Actively participate, where appropriate, in national level programmes/strategy development that have regionally significant impacts on cycling	This action has lead to a number of submissions on central government policy documents which relate to active modes of transport (eg. NEECS). A key initiative under this area has been membership of "Getting there" National Advisory Group.	Yes	It is important that this action be carried forward in some form as regional participation in national level strategy development is essential to ensure that regional level needs and issues are considered in these processes.
Regional Cycling Coordinator position	The position of 'Regional Cycling Coordinator' was filled in September 2004. The position has played a role in raising the regional profile of cycling as a mode of transport, facilitating events to encourage uptake of cycling, hosting the Regional Cycling Forum, and promoting cycle safety and driver awareness through region wide campaigns. The position changed in 2006 to that of 'Active Transport and Road Safety Coordinator' This change has meant the position no longer focuses solely on cycling, but has a wider scope in promoting walking, cycling and road safety.		The focus of this position going forward will be informed by an assessment of Greater Wellingtons regional coordination function and the level of intervention needed in different areas. This assessment is set out in the table below.

The table below provides an assessment of Greater Wellington's regional cycling coordination activities against the intended key functions identified when the plan was originally adopted.

The purpose of the assessment is to set out what initiatives have been carried out in relation to each area of coordination, how effective these have been, and whether the level of intervention or activity needs to be increased, maintained or reduced going forward. The details of any new or amended initiatives to change the level of intervention will be developed as part of the review process.

Key Functions of Regional Cycling Coordination	**Effectiveness (low, medium, high)**	**Comment**	**Need for increased or reduced intervention going forward.**
Coordinating community cycling initiatives to contribute to the Regional Cycling Strategy vision and objectives.	medium	At the community level the main interventions are the various events. These include Porirua Family Wheels Day, Bike The Bays, Bike The Trail. Participation in these events has continually grown over the last few years.	Less intervention is recommended in this area from a regional coordination perspective as local authorities are now willing to take the lead in relation to these community events and are better placed to do so. It is still proposed that support towards these events will continue from GW.
Providing advice, training and support and encouragement to individuals and community groups carrying out regional and local cycling activities.	medium	The provision of advice and support for regional and local cycling activities has been a key initiative through the Regional Cycling Coordinator and the Regional Cycling Forum. However the Kiwi Cycling training programme signalled in the Regional Cycling Plan has never been progressed, primarily due to resource issues.	Maintain Regional Cycling Coordinator and Regional Cycling Forum level of activity. There is a recognised need to increase the level of activity in the training area and to support the roll out of the new Land Transport NZ developed cyclist training guidelines. School Travel Plans may provide an opportunity to implement this training, possibly through police education officers.
Identifying, defining and prioritising cycling issues, with regard to national priorities.	Regional: high	The Regional Land Transport Strategy and Regional Cycling Plan provide this function to a comprehensive level. An example is the Bullen Report which identified network deficiencies in the regional cycling network.	Maintain level of activity.
	Local: medium	Involvement in the development of local cycling plans/strategies and submissions to local Annual Plan processes to highlight regional priorities are the main interventions from a regional level. However this function is largely up to the Road Controlling Authorities as network managers.	Maintain level of activity.
Developing effective relationships, promoting and encouraging inter-agency collaboration and effective cycling partnerships at regional	high	The key interventions are facilitating the Regional Cycling Forum and participating in Road Safety Action Plan meetings. These are considered important	Review focus of RCF but maintain level of activity.

and local levels.			initiatives to develop effective relationships and collaboration between stakeholders at all levels. The focus of the Regional Cycling Forum group may not be as effective as it could be and therefore a review of its Terms of Reference may be useful going forward.	
Identifying and contacting regional cycling stakeholders at various levels from institutional to community.		high	Key interventions include facilitation of the Regional Cycling Forum, relationship building with groups and advocates and facilitating guest speakers, national and international.	Maintain level of activity
Establishing and maintaining working groups (or partnerships) to address identified regional cycling issues, where an appropriate community agent cannot be identified.		low	The Regional Cycling Forum is the main intervention here, although limited time resources has meant limited energy going into smaller working groups or partnerships to work through and resolve some of the more complicated issues, such as the management of Cycle Lockers at railway stations.	An increased intervention is recommended in this area. This could be via the re-allocation of time resource in association with the lower regional emphasis in relation to cycling events.
Developing an annual plan for the region in association with the regional cycling agencies/stakeholders to meet the objectives of the Regional Cycling Strategy and Regional Land Transport Strategy.		medium	This intervention happens through the annual plan process - although there is currently limited amount of collaboration with stakeholders in development of that plan.	Increase the intervention via a more proactive approach.
Identifying and generating resources that are available for cycling activities and ensuring they are used effectively.	National	low	Applying for funding from Land Transport NZ for programmes with walking and cycling aspects such as the Travel Plan Programme and other community based projects.	It is appropriate to maintain this level of activity.
	Regional	medium	Initiatives include provision of regional cycling maps/information resources, cycling promotion and advocating for cycle facilities.	It is appropriate to maintain this level of activity.
	Local	low	Encouraging RCAs and community groups to access Land Transport NZ funding through available funding streams.	There may be opportunity to increase this initiative through travel plan activities.
		high	Obtaining sponsorship for local events and campaigns.	Reduced activity is appropriate given that these events will become a local responsibility going forward.
Monitoring and ensuring the evaluation of regional cycling projects.		medium	An evaluation survey was carried out on the first 'Don't Burst Their Bubble' driver awareness campaign to monitor its effectiveness. Feedback forms are used to	Review focus but maintain this level of activity.

		obtain participants comments on cycling events. Regular reviews of plans and achievements are carried out.	
Reporting on the progress of community cycling activities for the region.	high	This intervention is carried out through Quarterly Agency Progress Reports to the RLTC, an Annual Monitoring Report on the RLTS, and regular reviews of the cycling plan.	Continuous improvement is sought to these monitoring mechanisms.

11.2 Safety

Action	**Progress**	**Relevant going forward?**	**Comment – need for intervention**
Driver Education: - A three year driver awareness campaign adapted from similar campaigns run elsewhere in NZ "Don't burst my bubble".	This has been generally well received and has been important in promoting the 'share the road' ethic.	Maybe	While this campaign has been well received and there certainly seems to be a need to continue promoting the 'share the road' ethic, there may be new ideas and methods of promoting driver awareness which are worth investigating going forward.
Cycling skills for adults: - Assess and investigate the need for visibility/ light use campaign.	The main progress has been the carrying out of a survey of cyclist visibility in the region, followed by a cyclist education campaign 'Stand out at night. Be bright on your bike' run several years consecutively.	Maybe	This has been an important message to promote in relation to cyclist safety. It may be appropriate to continue running the campaign annually at the beginning of winter when visibility becomes poorer and daylight savings time ends, to remind cyclists about the need to be visible.
- Investigate promotion of community education courses, e.g., "Cycling Skills in the City"	Work has been carried out with RCAs to assist in running such courses as required.	Yes – (amended)	It is expected that this action will be progressed in future through an initiative in the MOT "Getting there – on foot, by cycle" Strategic Implementation Plan 2007-09. Land Transport NZ is to trial the cyclist training guidelines that have been developed with a national rollout planned for 2008/09. A new action in this area could be to provide support for the LTNZ scheme within our region.
Kiwi Cycling (Bikewise): - This action signalled the development of a schedule of	No progress has been made on this to date. This is primarily due to a preference for a nationally consistent scheme throughout New Zealand and a lack of	Yes – (amended)	This action has subsequently been replaced by the initiative in the MOT "Getting there – on foot, by cycle" Strategic Implementation

programmes in schools throughout the region called Kiwi Cycling	resources or appetite to make it happen.		Plan 2007-09 outlined above. The cyclist training guidelines will be appropriate for use both in schools and for adults new to cycling. The challenge will be developing and resourcing a programme of delivery.

11.3 Accessibility

Action	**Progress**	**Relevant going forward?**	**Comment – need for intervention.**
Regional Cycling Network - Identify the regional strategic network - Identify inadequate sections, investigate cost and feasibility of improving level of service on these sections, prioritise based on strategic importance, lowest level of service and cost - Implement identified improvements	The Regional Cycling Network was identified through the Regional Cycling Forum and subsequently published. It is amended on an ongoing basis when considered appropriate by the relevant RCAs. A Network Priorities Report (April 2004) was completed, identifying priorities and costs to improve and complete the network. This report was distributed to all RCAs with a request to review the recommendations and include them in their work programmes. Inclusion of these improvements in RCA work programmes has been mixed. Slow progress has been made overall. Some RCAs report no progress or no budget for this work. Others report early scoping or consideration as part of local cycling strategies or plans. Kapiti Coast District Council and Hutt City Council specifically identify funding for development of the cycling network over coming years.	Yes	There is a clear need to continue putting energy into this action to ensure improvement of the regional cycling network if we are to encourage the uptake of cycling through provision of appropriate infrastructure.
Local networks: Develop a work programme for improving the level of service for cycling on respective local networks.	While some RCAs have identified work programmes for the local network, and others have signalled that they will be doing so as part of upcoming cycle plans or strategies, progress in this area has been similarly slow to that reported for the strategic cycle network. This is primarily due to a lack of funding and priority given to improving the cycle network resulting in slow progress in implementing any identified improvements.	Yes	There is clearly need for further intervention to encourage RCA's to improve the level of service on local networks and review their network standards in accordance with Cycle Network and Route Planning Guide and AustRoads Part 14 (and NZ supplement).
Public Transport Integration: - Facilitate cycle carriage on	This action has not been progressed to	Yes	While cycle lockers or storage at railway stations are one aspect of

regional train services by reviewing the fare structure to include a small charge for peak cycle carriage and free off-peak cycle carriage.	date and it is not currently reflected in the Regional Passenger Transport Plan in Policy Area 3 Fares, Ticketing and Information. However policy 1.12 of the Regional Passenger Transport Plan (adopted August 2007) seeks to improve integration between passenger transport services and other modes such as walking and cycling. This policy is supported by work area 2.6.1 of the related PT Operational Plan which includes an action to investigate the introduction of free carriage of cycles on trains (and buses). The Passenger Transport Division has noted that a potential issue is current limited storage and capacity on trains and suggest that the provision of cycle lockers at stations to be a more effective solution to integrating these modes.		integration, they do not provide for cyclists who wish to continue their journey at the other end of a train trip by cycle. Therefore it will be important to continue looking for opportunities to make cycle carriage on trains easier and more affordable if we are to achieve a fully integrated transport network. Similarly, it may also be appropriate to explore opportunities for carriage of cycles on the region's bus fleet as an action in the next Regional Cycling Plan action programme.
- Undertake a survey in relation to a number of issues relating to integration of cycling with passenger transport services.	This survey was carried out by advocacy group Cycle Aware Wellington (CAW) through the cycling communication 'Bike News'. The initial survey had a low number of respondents and given the likely audience had a limited use in terms of ascertaining barriers to people commuting by cycle to train stations. A later survey carried out in December 2005 by Peter Glen Research was carried out at a number of railway stations around the region, targeting existing rail commuters as they waited for their train. This survey investigated barriers to commuters using a bicycle to get to or from train stations, awareness of the existing facilities, and whether the introduction of improved cycle storage facilities would encourage more commuters to cycle to and from train stations. The survey found that a lack of secure cycle storage facilities was identified by some commuters as a barrier to cycling to the railway station. It also found that awareness of existing cycle facilities were relatively low.	No	The survey has been completed and in addition to the information provided by the survey, we know that at many stations, some lockers are allocated on a long term basis to people who do not use the lockers on a regular basis and that waiting lists for lockers exist. Responsibility for management of the cycle lockers remains an issue, with no real consistency across the region as to who is responsible and the level of service provided. Going forward, the provision of cycle racks or other types of storage facilities which are not specifically allocated to individuals, provide as much capacity as possible and can be located in secure and sheltered locations are considered to be the most appropriate and equitable solution. A new intervention in the cycling plan may be required to provide continued momentum in this area.
Regional cycling maps: - Develop a set of maps for cyclists, covering the major regional areas - Distribute in cycle shops, information centres, council offices & centres, etc - Update in 2007	This initiative has been completed with maps published and widely distributed throughout the region. The regional cycle maps have been well received and provide a useful tool for cyclists. A project is currently underway to investigate an interactive, web-based version of the regional cycling maps. Various options are being investigated including utilising Metlink Journey Planner	Yes	Continuously improving access to and usefulness of the regional cycling maps is considered to be important to contributing to the level of service for cyclists. Additional information on relevant facilities could also be useful such as cycle shops, toilets, shower facilities etc.

	and the modal maps that GW uses for travel plans. It may be appropriate to identify this action in the new plan to ensure progress is continued.		
Transport Perceptions Survey: - Undertake a survey to determine the perceived level of service for cyclists around the region and the perception of risk in cycling.	The perception survey provides information on public perceptions on a wide range of transport related issues, including perceptions about level of service for cyclists. This survey was carried out in 2003, 2004, and 2006 with the next survey scheduled for 2008. This survey provides one data source for indicators that are reported every year through the Annual Monitoring Report on the RLTS.	Maybe	This survey provides valuable information to inform our understanding of the issues in relation to transport, including perceptions of cycling. Consideration could be given as to whether it is appropriate to have this survey signalled as an action in this plan. However, there is a risk that if this survey is not specifically identified in the cycling plan action programme in future, it may not be continued and this valuable information would no longer be available.

11.4 Awareness

Action	**Progress**	**Relevant going forward?**	**Comment – need for intervention.**
Group rides:	A number of group ride events have been held on an annual basis since 2004 to celebrate cycling, increase visibility and awareness of cyclists, and encourage participation in cycling. From a transport perspective, the intention was to encourage a transfer across from recreational use to transport use. These events such as the Bikewise Mayoral Challenge, Bike the Bays, Bike the Trail, Porirua Family Wheels Day have had high participation rates. An issue with the group rides is that they are often held on off road facilities or with roads closed for the event.	Maybe	While these events have been relatively successful and popular from a participation point of view, they do not address barriers to cycling related to safety or perceptions of safety. There is some debate as to whether the energy involved at the regional level in holding these events is appropriate, or whether this would more usefully be focused elsewhere.
Webpage: Assist Cycle Aware Wellington (CAW) with development of a webpage as the main online platform for cycling information in the Wellington region.	Subsequent to the adoption of the current cycling plan it was agreed by CAW that the GWRC website was a more suitable platform for this information. The cycling page of the GWRC website has been developed to provide a comprehensive source of cycling information for the region.	Yes	This site is considered a valuable platform for online cycling information worth maintaining and continually improving.

12. Gap analysis

This analysis was carried out to identify any gaps in our existing regional walking and cycling plans when compared against best practice guidance and the outcomes sought by the Wellington RLTS.

The philosophy behind these assessments was to identify the gaps or areas where the current plans do not perform as well as they could and set a targeted level of improvement to be addressed through the review process. The review will consider what actions or initiatives could be included to address the gaps between current performance and the targeted level of improvement.

Walking Plan – Structure and Framework

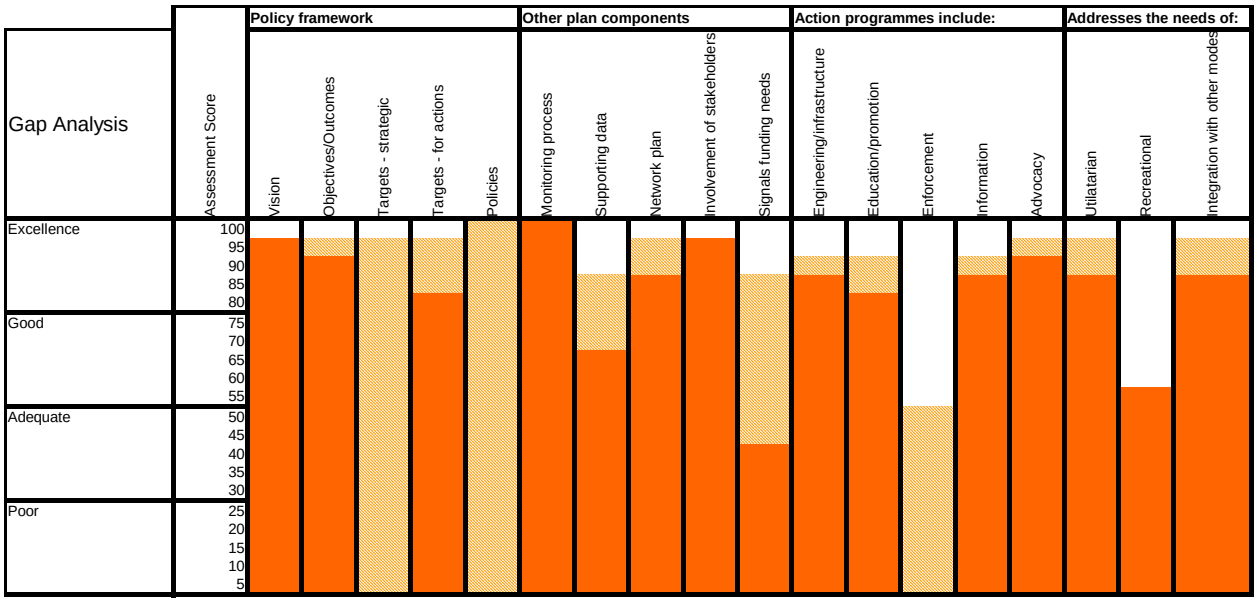
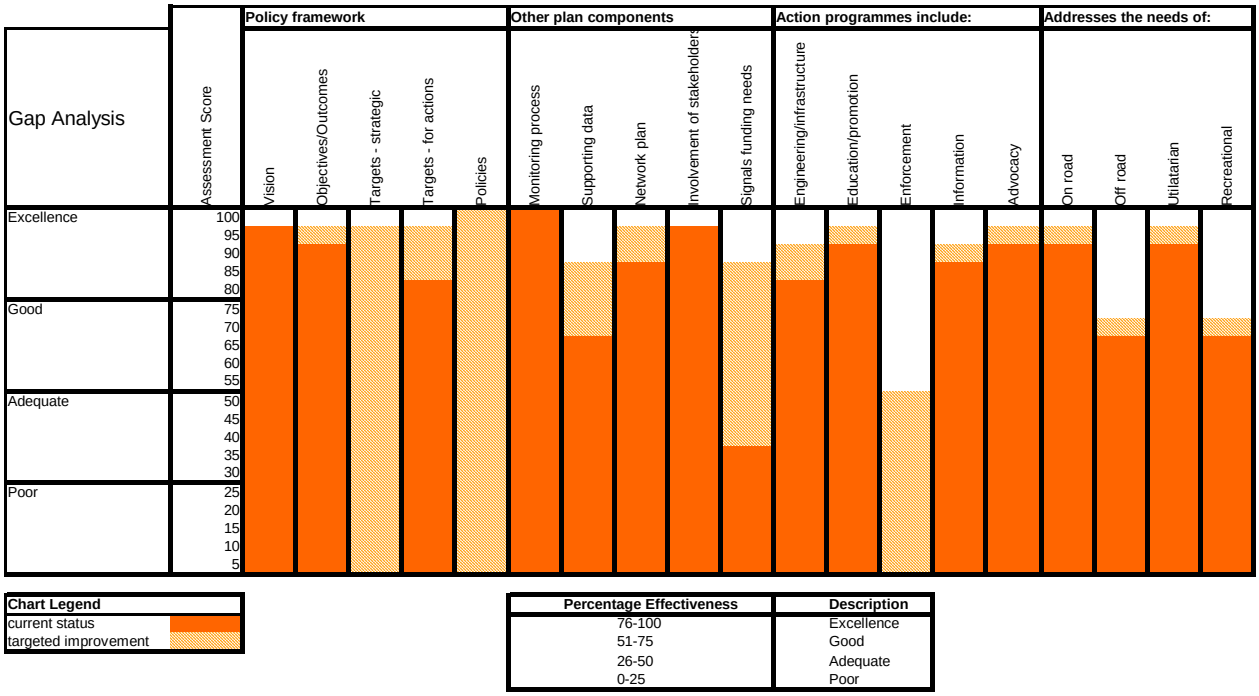


Chart Legend	
current status	
targeted improvement	

Percentage Effectiveness	Description
76-100	Excellence
51-75	Good
26-50	Adequate
0-25	Poor

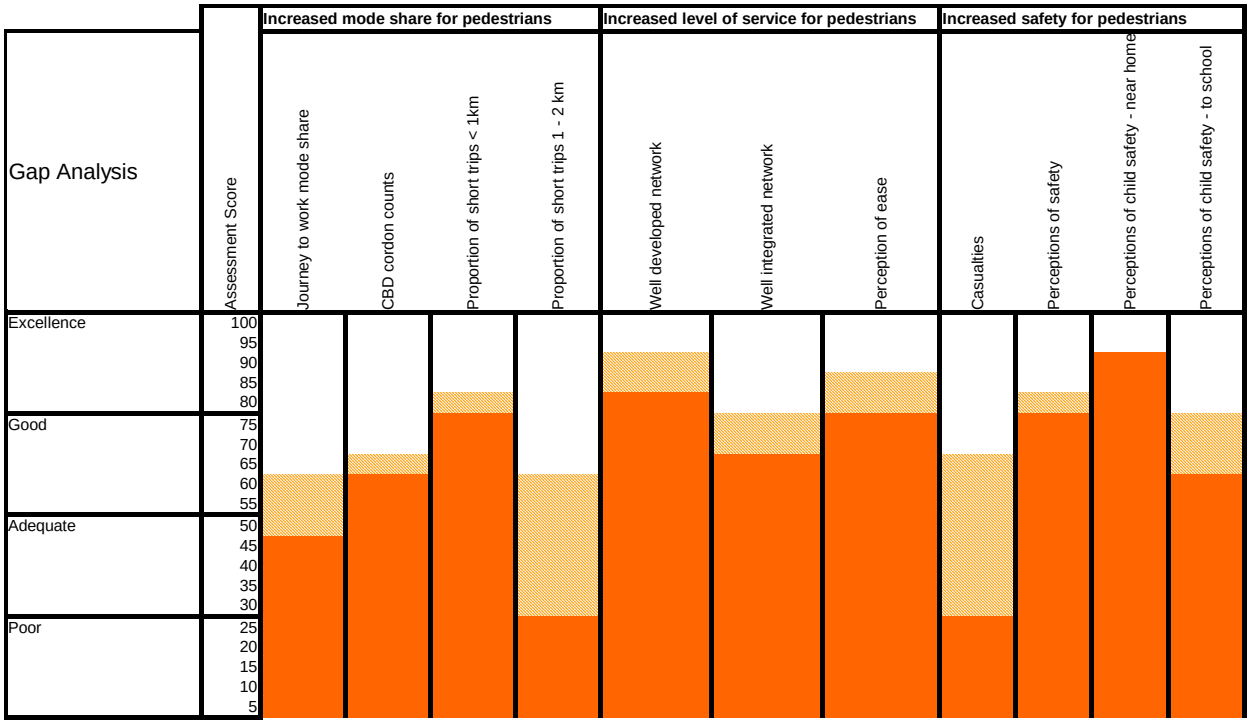
Cycling Plan – Structure and Framework



Key conclusions

- The current Pedestrian and Cycling Plans do not include policies or strategic targets. Policies relating to walking and cycling have been recently adopted as part of the Wellington RLTS 2007 -2016 and this is considered the most appropriate place for them to sit. New strategic targets developed as part of the RLTS should be brought across to form part of the new Walking and Cycling Plans.
- Supporting data has proven difficult to obtain in many cases relating to walking and cycling trips. In particular, pedestrian and cyclist counts are not collected by TAs in the same way as vehicle counts are.
- There is a recognised need to more clearly signal funding needs and priorities through the plans.
- The pedestrian and cycling action programmes cover most areas suggested in best practice guidance, however enforcement actions do not feature and therefore potential actions in this area need to be considered as part of the reviews.
- Recreational needs take a lesser role than utilitarian needs in both of the plans and this is considered appropriate as they relate primarily to walking and cycling as modes of transport.

Walking Plan – outcomes areas



Well developed network: footpath quality and coverage
verandah shelter
crossing points

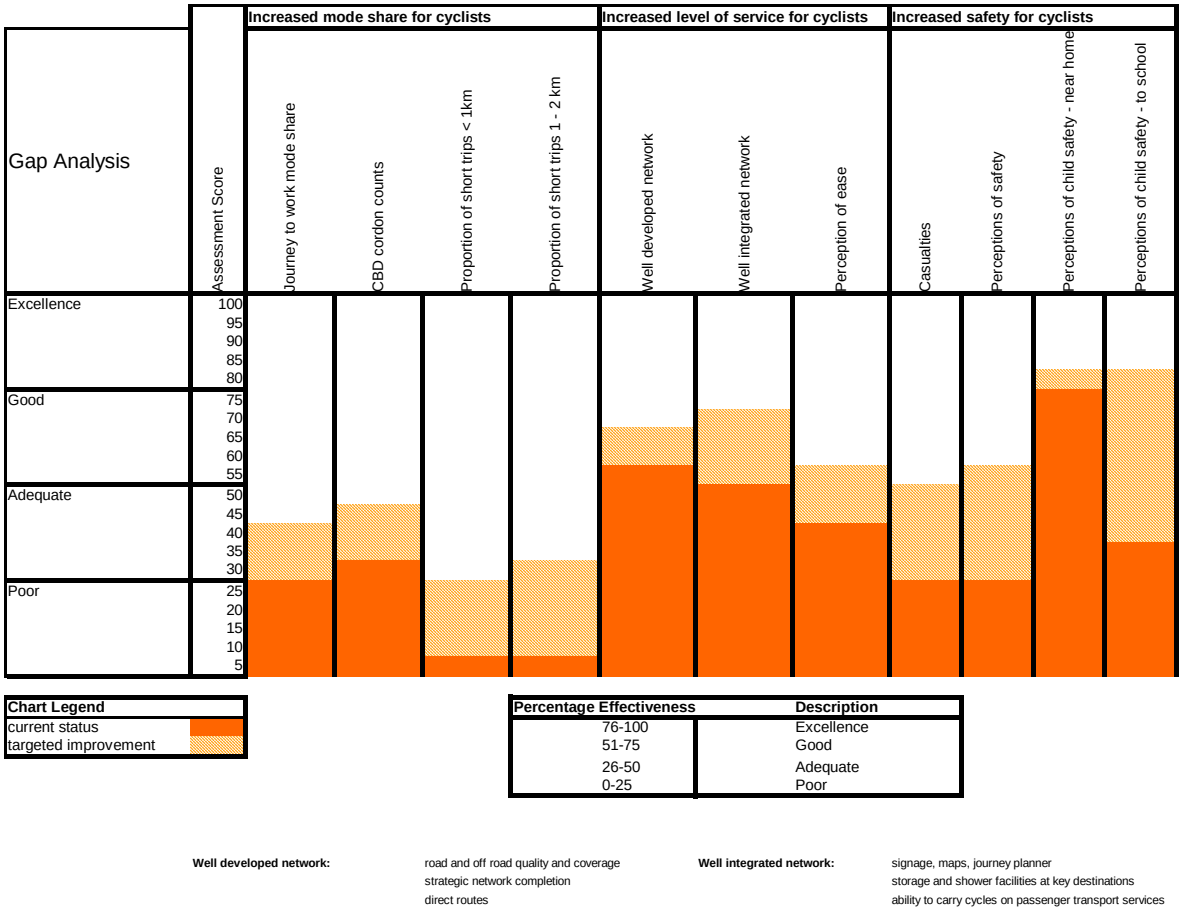
Well integrated network: signage, maps, journey planner
easy access to stations & facilities
direct routes between key destinations

Key conclusions

- While the proportion of short trips less than 1 km made by walking is fairly good, the proportion of walking trips drops significantly for trips between 1 and 2km. The above table signals this gap and the expectation that walking could and should be used much more often for these trip distances.
- There should also be potential to increase journey to work trips made by walking, particularly given that this is a mode which is very accessible and affordable.
- Level of service through infrastructure provision is generally good, however there remains potential to improve this and the review should look at interventions which may assist.
- While the perception of safety when walking is very good, there still appear to be issues around perception of child safety when walking to school which may need to be addressed.

- Pedestrian casualties in the Wellington region are an issue which stands out in relation to other regions. These casualties are occurring primarily in our urban areas, with fault lying fairly evenly between motor vehicle drivers and pedestrians.

Cycling Plan – Outcome areas



Key conclusions

- Overall, the assessment against cycling outcomes shows fairly poor performance.
- While an increase in cycling numbers has been recorded over the past few years, the share of all trips made by cycling has not seen any significant increase. Even for short trips, cycling makes up a fairly minor proportion.
- Gaps are identified in the level of service provided for cyclists in the region. Completion of the strategic cycling network, improved facilities and integration are all areas which could be targeted to raise the current provision.
- Cyclist safety, both actual and perceived is fairly poor overall, although perceptions of child safety when cycling near home are good by contrast. This possibly highlights parents concerns about children crossing or travelling on busy roads outside their immediate neighbourhood, and possibly a lack of confidence about their children's road skills in those areas of higher traffic volumes or vehicle speeds. Changing this perception will need to be a high priority if we are to increase the proportion of children cycling to school.

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