

# Cycling Policy

NOVEMBER 2008



**Absolutely**

**POSITIVELY**

ME HEKE KI PŌNEKE  
WELLINGTON CITY COUNCIL

**Wellington**

# WELLINGTON CITY COUNCIL CYCLING POLICY

## PURPOSE OF THE CYCLING POLICY

The Cycling Policy (the policy) forms part of the overall transport planning for Wellington set out in the Transport Strategy 2006. It provides more detail on cycling in Wellington and the context set by other policies and strategies. It also creates a framework for the development of infrastructure and measures to improve the safety and convenience of cycling and cycling facilities throughout our city.

In order to create an effective framework to provide a basis for action, the policy sets out objectives and policies on how implementation should be approached. These include emphasising the importance of quality and continuity of cycle routes, including provision of consistent signage and recognising cycling as a means of commuting and as a form of recreation.

The policy also details proposals both in general terms for ongoing support (e.g. promoting the health and recreational benefits of cycling) and as location-specific improvements to infrastructure. The focus of the latter is to create a safer and more convenient network in areas where existing provision is disjointed or does not allow access to key destinations. Providing better facilities for cyclists is also a key objective of the policy.

## BACKGROUND

Whether as a means of commuting, access to activities like any other transport mode or as recreation, cycling is non-polluting, quiet, and has minimal effect on the built and natural environment. It is also a healthy form of personal exercise. Moreover, cycles can be relatively cheap and simple to maintain and can therefore offer mobility to most sections of the population, including those without access to a car, thereby contributing towards greater social inclusion. Overall, it can offer a widely accessible, convenient and environmentally-friendly means of making local journeys, especially in urban areas like Wellington.

There are a number of different types of bike user which must be considered when considering a Cycling Policy that caters for all, bearing in mind that people are often in more than one category. These categories are:

- Primary school children - skills aren't fully developed, little knowledge of road rules, generally will ride with an adult off-road or on quiet streets
- Secondary school children - skills and confidence more developed. Generally will ride on the road
- Recreational cyclists - vary greatly in age, skill and experience. Generally prefer off-road paths and quiet local streets. Will almost always require on-road connections to off-road paths and places to stop and rest on route
- Commuter cyclists - generally more experienced and prefer the direct road network. Generally are able to handle busy traffic conditions but do require space and smooth even surfaces and require appropriate end-of-trip facilities
- Utility cyclists - very few in Wellington but will ride for various purposes including shopping, visiting, and travelling to community facilities. Generally need less stress routes and require appropriate end-of-trip facilities

- Sporting cyclists - travel long distances for training, often in groups and ride two abreast or in a peloton. Routes often include challenging terrain in rural/outer urban areas. Primary requirements are smooth, even surfaces and adequate space
- BMX and mountain bikers - BMX riders often use skate parks and require connections to these facilities. Mountain bikers are generally off-road riders and use formal and informal tracks.

This policy recognises there are many different types of cyclists with many different needs. It endorses an interlinked network of on-road lanes and off-road paths in conjunction with other Council policies, such as the Open Space Access Plan, and emphasises that quality, well-located facilities is key to making cycling safer, more convenient and fun in Wellington.

Nationally, cycling has been identified as an important mode in the New Zealand Transport Strategy it is further supported by the *National Walking and Cycling Strategy: Getting there – on foot; by cycle and more recently by the Governments Policy Statement on Transport*. Regionally the Regional Land Transport Strategy and the subsequent Draft Regional Cycling Plan (2008) advocate that Council and the New Zealand Transport Agency develop strategies and review programmes to improve the pedestrian environment. Council is committed to working in partnership with these organisations, and this policy will serve as a framework for initiatives to collaboratively improve the cycling environment.

As set out in the Council's Transport Strategy 2006, the emphasis for travel demand management in the City is to encourage walking and public transport as the foremost modes of transport but recognises some people prefer to cycle. The policy aims to support these people through the promotion of a safe and convenient network but also aims to ensure conflicts between different groups is managed appropriately.

The objectives set out in this policy are closely linked with those of the Walking Policy. The policy reflects this link while also recognising that promotion of cycling can sometimes cause conflicts with pedestrians. In particular, shared paths for pedestrians and cyclists are not always appropriate.

Other areas where Council is focusing its education promotion include the roll-out of new bus priority measures. Council is undertaking a significant programme of bus priority measures over the next 10 years. This includes the progressive rollout of bus priority through the Golden Mile, arterial routes and suburban centres (as proposed in the Draft Ngauranga to Airport Corridor Plan) and presents an opportunity to create an extensive network of shared bus/cycle lanes. This policy capitalises on the existing and proposed bus infrastructure and will ensure cyclists will have access to and be encouraged to use as many bus routes as possible and the design of new bus routes will cater for the needs of cyclists.

Over the last 20 years we have seen a steady increase in the numbers of cyclists choosing to cycle to work. This goes against the regional trend and is a result of the intensification of Wellington's inner city and surrounding suburbs along with improvements to cycle technology and an awareness of health and climate issues. More people now live closer to their work and see cycling as a viable transport alternative.

Cycling as a commuting choice is far cheaper than vehicle travel given that there are no fuel costs, no parking costs, no registration fees and less maintenance costs.

With rising fuel costs, it is important alternatives to vehicle travel like cycling are made safer, more convenient and enjoyable.

Unfortunately, the risk involved with cycling is high. Cyclists are many more times likely to be involved in a road crash than a vehicle occupant, pedestrian or bus passenger. Cyclists account for 2.6% of commuter trips but account for 14% of all road casualties. As a result, one of the objectives of this policy concentrates on reducing cycling casualties. Making cycling safer and more convenient is expected to increase its popularity. If successful, future plans will then be able to set targets for increasing cycling numbers. The NZ Transport Strategy objective is for active mode journeys to achieve 30% of all trips by 2040. Target levels will be driven to a considerable extent by the level of investment allowed for.

## HOW DO WE MEASURE TARGETS?

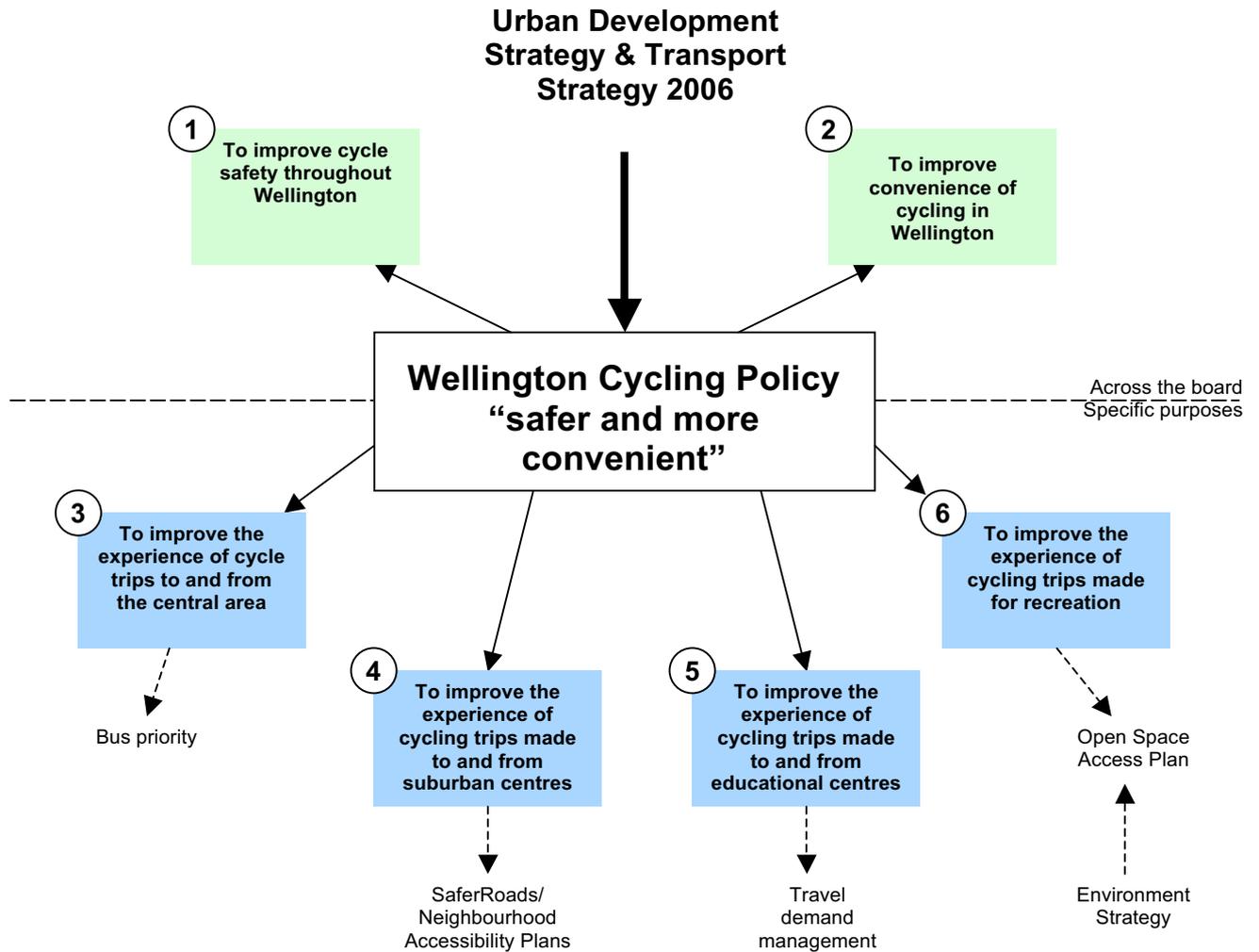
It is important that information about the cycling environment and cycle movements is gathered regularly to inform planning decisions. Analysing changes and trends in provision and perception aid the policy implementation decisions.

Types of data collected and used by the Council include:

- The nationwide census - carried out every five years by Statistics New Zealand, it gives specific geographical information about the means of travel to work - including cycling
- Cycle counts – the Council periodically surveys the number of cyclists in various areas related to specific projects
- Crash database - this is held by the Land Transport New Zealand and contains annual reports of all road crashes
- Feedback from the public - there is ongoing feedback gathered from public enquiries and requests, particularly related to the provision of infrastructure
- Annual Resident Satisfaction Survey - this survey covers residents' perception of Council services and can be used to assess opinions on the quality of the cycling environment
- Annual Monitoring Transport Survey Report - a tailor-made survey to assess the quality of the transport and pedestrian environment

Data trends from the above sources assist with the evaluation of projects and inform where more work is required.

**OVERALL APPROACH**



**STRATEGIC INTENT**

*To make cycling in Wellington safer and more convenient for those who choose to cycle*

## Objective 1

# To improve cycle safety throughout Wellington

## How will we know we have succeeded?

### Target 1

The Annual Land Transport Road Safety Report and Resident Satisfaction Survey show a reduction in the cycle crash rate and in the number of reported cycle crashes and an improvement is shown in the perception of cycle safety

## What is the Council's position on cycle safety in the city?

### Policy 1.1

Every opportunity to make the city as safe as possible for cyclists must be explored

### Policy 1.2

Cycle-friendly traffic-calming measures will be implemented as required to moderate motorists' speeds

## How will the Council do this?

Proposed actions	
1.1	<b>Adopt</b> best-practice guidelines for cycle network and route planning
1.2	<b>Regulate</b> for lower speed limits in local streets to provide alternatives to busy main roads where appropriate
1.3	<b>Deliver</b> road safety campaigns targeting both motorists and cyclists with a focus on reducing cycle injuries
1.4	<b>Deliver</b> awareness campaigns on the responsibilities of all parties for both shared cycle/footpaths and bus lanes
1.5	<b>Facilitate</b> a forum where industry and community representative can come together to discuss cycling issues. This group would assist in planning and delivering road safety and travel planning initiatives.
1.9	<b>Require</b> cycle safety assessments as part of resource consent applications for new developments (especially for multi-units and central area)
1.14	<b>Advocate</b> for increased funding assistance rates from Central Government for the provision and maintenance of cycling infrastructure.
1.15	<b>Advocate</b> that Central Government provide a comprehensive deployment of Red Light cameras to reduce the instances of failing to stop at traffic signals.
2.2	<b>Determine</b> a suitable methodology for assessing levels of service and assess all routes identified in Appendix 1

2.14	<b>investigate</b> the feasibility of setting up an 0800 Cycle Crash hotline to report cycle crashes to inform our work programme
3.1	<b>Provide</b> cycle-friendly sump-grates on the cycle network and cycle-friendly routes
3.4	<b>Provide</b> bus lanes on key commuter routes as set out in the Council's Bus Priority Plan and accommodate the needs of cyclists in the design and operations of bus lanes
3.6	<b>Provide</b> coloured designated cycle lanes (refer Appendix 1)

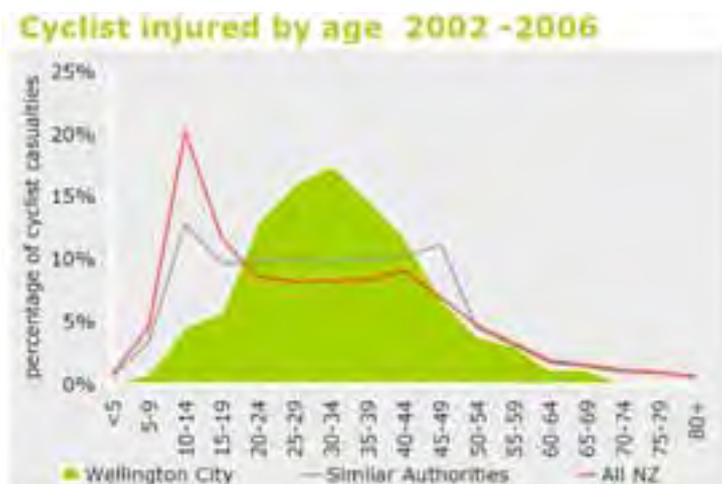
## RATIONALE

Cyclists pose little danger to other road users, though they are at risk from collisions with motor vehicles. Consultation reveals people generally do not feel safe cycling on Wellington roads. High vehicle numbers, vehicle fumes and lack of space for cyclists are common reasons for this. High volumes of motor vehicles and trucks, as well as vehicle speed and narrow road widths are also likely to influence the unsafe feeling on these roads. Intersections and roundabouts are often difficult and dangerous for cyclists to negotiate. Cycle treatments ending before and starting after intersections is a common safety complaint. Gravel on roads and poor surfaces are also common safety concerns as all of these can cause a cyclist to lose control.

There is general acceptance that by increasing the numbers of cyclists on the network we could expect to see a reduction in the crash rate for cyclists. This could be attributed by drivers seeing more cyclists more often and adjusting their behaviour to better accommodate cyclists. More research is needed to better understand this relationship.

The number of commutes made by cycling in Wellington city has increased steadily since 1986. Based on this growth trend, it is important the Council makes safety improvements to key cycling routes and the central area to help making cycling a safer option. This is especially important given that fuel prices are increasing and commuters may want to explore alternatives to using their car for commuting.

In 2006 more cycles than cars were imported into New Zealand. It is certainly noticeable in many areas across the country that there are more cyclists using the roads than in past years. Consequently the number of cyclist casualties has increased. Cyclist injuries are not spread evenly across all age distributions as shown in the chart below.

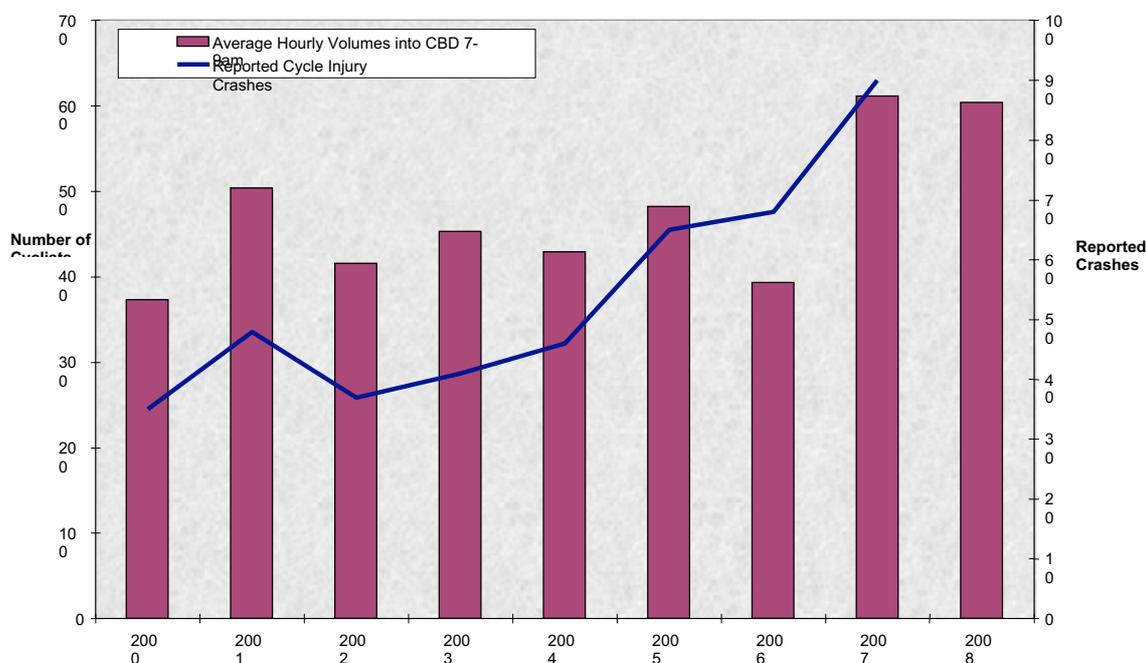


Approximately three quarters of all injured cyclists were between 20 and 45 years of age. Compared to similar authorities and all of New Zealand, Wellington has a unique injury reflecting its particular demographics. For example, there are fewer child cyclists which is reflected in the injury figures.

Further information regarding 2002-2006 cyclist crashes on local roads and state highways in Wellington are:

- One death, 47 serious injuries and 225 minor injuries
- The most common crash type was a crossing or turning movement
- 51 per cent of crashes take place at intersections
- 20 per cent of crashes take place at night
- 78 per cent of cyclists injured were male

The chart below shows the reported crash numbers for Wellington city over the last eight years and the average hourly commuter cycling numbers over that same time. From the graph it can be seen that reported injuries are increasing at a higher rate than the cycling numbers.



The Cycling Policy aims to provide a safer environment for cyclists and reduce the perception of road danger. This will be achieved by a variety of measures including; road improvements to increase cycle friendliness and programmes to make cyclists more conspicuous through education and training of road users including cyclists. In this regard there is often criticism that cyclists ignore the Road Code. The fact that cyclists are not required to demonstrate knowledge of the law or competence to ride their bikes means that cyclist education will have a high priority.

The Council uses a stormwater sump grate that runs parallel to the traffic lane and while there is no significant number of reported crashes resulting from cyclist falling into these sumps, cyclists perceive these as being unsafe and avoid routes that have locations where the road “squeezes” them into one of these sumps. Sumps that have parallel bars are used because of their hydraulic performance; their intake capacity is almost twice that of a sump that has perpendicular bars. It is proposed that on nominated cycle routes at locations that cyclists could expect to be cycling adjacent

to the kerb that sumps be altered to have “cycle friendly” grates installed, in some cases this will mean installing an additional sump and lead.

It is proposed to reduce motorists’ speeds in key locations to reduce the conflict between motorists and cyclists. This includes the central city, Golden Mile and residential suburban streets. To reduce motorists’ speeds, a combination of lower speed limits and traffic-calming measures are proposed. It is recognised that not all cyclists appreciate speed humps or platforms as they can sometimes be uncomfortable to negotiate. On busy cycle routes other less intrusive forms of traffic-calming will be used, however these are not as effective in reducing vehicle speeds so will not be used in all cases.

This policy proposes to place significant emphasis an expanded bus priority network as a means of delivering a cycle network. In order for this to be safe, we must ensure the proposed bus lanes are wide enough so cyclists can safely be overtaken by a bus and cyclists can overtake a stationary bus loading passengers. It will also be important to ensure both bus drivers and cyclists are aware of each others’ responsibilities when using the bus lanes.

There are a limited number of existing dedicated cycle lanes in Wellington city. It does not appear that motorists are aware of the significance of these lanes as they are often driven and parked in. To address this, it is proposed to highlight these lanes by painting them and to increase enforcement efforts.

When undertaking any works or activities on or adjacent to the roading corridor, consideration must be given to the effects on cyclists and opportunities to improve the cycling environment must also be considered. Of all the activities in the corridor, cycling will be given priority after walking where appropriate.

It is proposed to adopt the Land Transport New Zealand *Cycle Network and Route Planning Guide* to assist in developing cycling facilities and to help determine current levels of service of all routes.

## Objective 2

# To improve the convenience of cycling in Wellington

*How will we know that we have succeeded?*

## Target 2

The Annual Resident Satisfaction Survey shows a greater satisfaction with the cycling environment and a reduction in the number of complaints made to the Council from cyclists

*What is the Council's position on improving the convenience of cycling?*

## Policy 2.1

Adequate cycle parking facilities will be provided in key areas where practicable

*How will the Council do this?*

Proposed actions (see implementation programme)	
1.1	<b>Adopt</b> best-practice guidelines for cycle network and route planning
1.3	<b>Provide</b> road safety campaigns targeting both motorists and cyclists with a focus on reducing cycle injuries
1.8	<b>Advocate</b> for accessible public transport options for cyclists eg carriage of bikes on buses
2.7	<b>Undertake</b> a feasibility study for the provision of public cycle parking at key areas in the city
2.8	<b>Undertake</b> a feasibility study for the provision of public cycle lockers
3.2	<b>Provide</b> regular sweeping of cycle network and cycle-friendly routes (refer Appendix 1)
3.11	<b>Provide</b> way-finding signage suitable for cycling
3.22	<b>Provide</b> improvements to road edges on non-key routes
Proposed actions that depend on the outcome of the investigation	
3.9	<b>Provide</b> additional cycle parking facilities in key identified areas
3.10	<b>Provide</b> public cycle lockers, showers and changing facilities at key locations where feasible

## RATIONALE

Improving the convenience of the cycling experience in Wellington is important. The aim of this policy is to provide good quality, continuous, cycle-friendly routes along each of the main transport routes to the city, together with a network of links to each of the suburban centres and access to recreational spaces by utilising bus lanes and carriageway cycle lanes where practicable.

The policy includes a Key Cycle Routes Map (see Appendix 1) which details existing cycle routes in the city, existing and proposed bus lanes and key recreational routes. The policy identifies possible improvements to provide continuity over existing gaps in the network to make cycling more convenient.

This policy also recognises the importance of some other key routes frequented by cyclists, and these have been referred to as 'cycle friendly' routes.

One aim is to create a network of routes generally suited to the novice and inexperienced cyclist while exploiting opportunities where possible to assist the more experienced cyclist using busier roads. The map will be used as a reference document when planning both cycling-specific and other road improvements, and roading maintenance schemes. In this way, it is intended that the opportunities to improve the cycling infrastructure are maximised. Cyclists will, therefore, have access to and be encouraged to use as many bus routes as possible and the design of new bus routes will cater for the needs of cyclists.

This policy promotes the use of signage to accompany the cycle network. Signage should clearly identify what type of route it is, for example commuter or recreation, and should include primary and secondary cycle signs which assist wayfinding and inform users of the time it takes to travel to key destinations.

It is recognised that cycle parking at train and bus stations is particularly important; at Wellington Railway Station there are currently a number of cycle lockers administered by Greater Wellington Regional Council (GWRC) that are poorly used. Cyclists tend to leave their bikes locked to poles and signs. GWRC has also recently announced cyclists can bring their bikes on Wellington and Wairarapa trains free of charge from July 2008. It is envisioned this will encourage the use of both active and public transport. The policy proposes Wellington City Council work with GWRC and rail on such initiatives as well as assist in increasing bicycle parking at all Wellington railway stations.

Another recommendation is that the Council install secure bicycle parking facilities at other key destinations. Such facilities could include features such as secure bike lockers which can be used by commuter cyclists who do not have appropriate facilities in their workplace, as well as people visiting the central city for other purposes. Secure cycle lockers could be installed outside fitness centres, in parking buildings and in Civic Square. The current cycle lockers administered by GWRC are leased out for six months at a time. It is proposed Wellington city cycle lockers are short-stay lockers only and available on a first-come, first-served basis. This policy also considers bicycle parking should be provided at other key suburban destinations such as libraries, sporting and leisure facilities, shopping centres and community centres.

The Council will continue to take opportunities to improve and increase cycle parking. The need for more, well-located cycle parking in the CBD and suburban centres is well recognised and this policy provides the starting point for getting such facilities in place. Council is currently trying to reduce the amount of street 'clutter', and since street furniture such as cycle stands adds to this clutter, careful consideration must be given to finding suitable and safe locations for cycle stands that don't interfere with pedestrian thoroughfare, visual amenity and other street furniture demands.

In Wellington city, there is no proactive sweeping of debris from the road. Clearing of debris is done only on request. It is proposed to proactively sweep an area at the side of the traffic lane using a mechanical sweeper. It is proposed to sweep all key routes at least once every two weeks.

There are a number of locations in the city that pose problems for cyclists due to road construction and sump locations. This cycle policy addresses these issues on the key cycle routes, however on major arterials that do not form part of the key routes network, it is proposed that improvements be made to these routes as opportunities arise through normal road maintenance.

Wellington City Council has been approached by a number of potential operators requesting support of their bike-hire or public bikes schemes. Each of these operators would like Council to provide bike parking at no cost to them. This model is used elsewhere in New Zealand and successfully on a large scale in Paris.

The Council will work with commercial operators to examine the viability of a short term bike hire scheme with the objective of there being no net cost to Council

### Objective 3

## To improve the experience of cycle trips to and from the central area

*How will we know that we have succeeded?*

### Target 3

The Annual Land Transport Road Safety Report and the Resident Satisfaction Survey shows greater satisfaction with the central area cycling environment, a reduction in the number of reported cycle crashes in the central area and a reduction in crashes for commuting cyclists

### *What is the Council's position on cycling to and from the central area?*

#### Policy 3.1

On main corridors, cyclists will have an option of riding free of general traffic by using dedicated cycle facilities where practical or by using dedicated bus lanes

#### Policy 3.2

Every opportunity must be taken to make improvements to the cycle network (refer Appendix 1) to make the routes safer and more convenient

#### Policy 3.3

Those who choose to cycle will have provision for securing their cycle near their destination in the central area

### *How will the Council do this?*

Proposed actions	
1.4	<b>Deliver</b> awareness campaigns on the responsibilities of all parties for both shared cycle/footpaths and bus lanes
1.6	<b>Facilitate</b> the creation of an internet-based regional journey planner which will enable people to personalise individual journey maps
1.16	<b>Provide</b> conceptual support for the great harbour way concept

2.1	<b>Develop</b> cycle parking requirements for central area buildings
2.3	<b>Undertake</b> an ongoing review of signalised intersections to understand where advanced stop boxes could assist
2.4	<b>Undertake</b> a study to identify the gaps in cycling routes to central area including difficult and dangerous intersections
2.5	<b>Identify</b> opportunities to provide cycle routes on the main corridors on quieter parallel routes to the main trafficked roads
2.8	<b>Undertake</b> a feasibility study for the provision of public cycle lockers
2.9	<b>Undertake</b> a review of signalised intersections to understand where marked diamonds highlighting signal loops could assist
2.15	<b>Investigate</b> the feasibility of using clearways as a cycle lane on key commuter routes.
3.4	<b>Provide</b> bus lanes on key commuter routes as set out in the Council's Bus Priority Plan, and accommodate the needs of cyclists in the design and operation of bus lanes
3.13	<b>Provide</b> where possible a suitable road surface on key cycling routes as identified in the key cycle routes map
<b>Proposed actions that depend on the outcome of the investigation</b>	
3.5	<b>Provide</b> advanced stop boxes at signalised intersections where required
3.7	<b>Provide</b> improvements to the road network to remedy gaps in the cycling network and address difficult and dangerous intersections
3.8	<b>Provide</b> alternatives to main trafficked routes on quieter alternative routes
3.9	<b>Provide</b> additional cycle parking facilities in key identified areas
3.10	<b>Provide</b> public cycle lockers, showers and changing facilities at key locations where feasible
3.12	<b>Provide</b> painted diamonds at intersections to highlight signal loops and promote how to use them

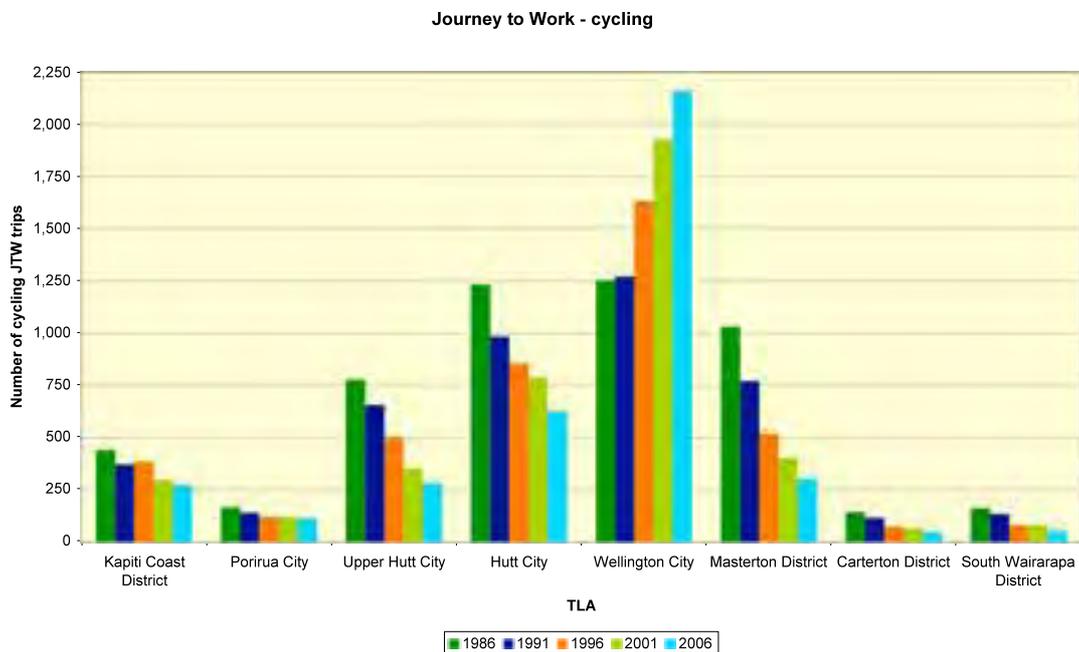
## RATIONALE

At 2.5 per cent of all journey to work trips, Wellington's rate of cycling is just slightly above the average (2.4 per cent) for New Zealand as a whole. The cities with significantly higher cycling rates than Wellington (such as Nelson, Christchurch, Palmerston North, Napier and Hamilton) have flat topography and wide streets. Wellington's compactness and relatively good public transport network means journeys that in other cities might be taken by bicycle are likely to be made on foot or by public transport. When it comes to the total of bus, train, walking and cycling trips,

Wellington at 40.4 per cent is far ahead of any of the main cycling cities (Nelson is the best of those, at 17.1 per cent).

Cycle commuting is focused on central area destinations. While 60 per cent of all commuting trips within Wellington city end in the central area, for cycling this figure is 72 per cent. Therefore it makes good sense to concentrate on journeys between the suburbs and central area, rather than between suburbs. Appendices 2 and 3 provide useful maps showing the hourly cycle-volumes and distances in and around the central area.

The journey to work trip recorded in the national census over the last 20 years shows that of all the cities in the greater Wellington region, Wellington City is the only one to show an increase in the number of trips to work taken by bicycle. This increase can be attributed to Wellington's compactness and the number of residents choosing to live close to their place of work, as well as a significant increase in resident population.



This policy proposes to use the proposed bus priority programme to accommodate a network of bus/cycle lanes on key corridors into and out of the city. For these lanes to be useful to cyclists, they must be of sufficient width to safely accommodate both a cyclist and a bus. As the bus network alone will not always accommodate the needs for cyclists, it is proposed to identify and where possible remedy gaps in cycle routes to the central area and to identify and remedy dangerous intersections on the routes to and from the central area.

In Wellington there are bus lanes and 'bus only' areas. It should be noted that cyclists are currently able to use bus lanes as stipulated in the road code. However, lanes or areas marked 'buses only' are considered unsafe for other road users.

'Bus only' areas are considered unsafe because they are designated for bus operational purposes or used as contra flow bus lanes. Contra flow bus lanes are only a single lane running in the opposite direction to the general traffic stream. To pass a stationary vehicle in the lane means the other vehicle must pull out in front of oncoming traffic. This practice is extremely unsafe particularly for cyclists. Also buses

passing cyclists in the lane would have the potential to knock or squeeze the cyclist out of the lane. As a result all other vehicles including cyclists are prohibited from using contra flow bus lanes which are appropriately marked as “Buses Only.”

There are currently three ‘bus only’ lanes in Wellington city: Lambton Quay southbound from Panama Street to Hunter Street, southbound on Willis Street and the southbound central lane at the southern end of Thorndon Quay. Thorndon Quay is restricted because any vehicle travelling in this lane must continue through to the Lambton bus interchange. This is a bus operating area and for safety reasons all traffic other than buses are excluded. Other bus lanes are usable by cyclists.

Safe and efficient functioning of shared facilities, such as cycle/footpaths and bus/cycle lanes, requires a sound understanding of rights and responsibilities on the part of all users. It is proposed to emphasise cycle awareness in bus driver training, work with cycling groups to promote appropriate use of shared lanes and include shared facility awareness in future cycling safety campaigns.

There are a number of locations in the city where cyclists could benefit from the installation of advanced stop boxes. These boxes are marked at traffic signals and allow cyclists to go ahead of the vehicle queue to get a head start on vehicle traffic when the lights turn green. This can improve safety for the cyclist as it allows them to clear the intersection before turning and before other traffic comes at them. It is proposed to work with cycling groups and individuals to understand where these could be installed and to prioritise their installation.

To create a demand at a traffic signal a vehicle only needs to stop at the limit line, where the subsurface detector loop’s magnetic field recognises the mass of metal of a vehicle and sets the demand. However, cycles don’t have enough mass to always register the loop. At locations that only get a demand when triggered, this means cyclists may have to wait until a car approaches or cross against the lights. It is proposed to mark on the road a small cycle symbol followed by a series of small diamonds, thus highlighting where cyclists should position themselves to maximise the effect on the signal loop. This has been used successfully at a number of locations in the city but it is not widely used and not all cyclists understand its meaning. It is proposed to work with cycling groups to determine where else this could be used. It is also proposed to promote where and how the marked loops are and can be used.

This policy also proposes a number of cycle- friendly routes that do not have the same status as a cycle route or bus/cycle route but recognise there are a number of cyclists who use them. It is proposed to make incremental improvements to these routes but, at present, it is not proposed to dedicate lanes to cycles exclusively.

The draft policy nominates two recreation routes: the coastal route including Happy Valley Road and the route through Makara and Ohariu Valley, which are used regularly at weekends for recreational riding. These areas are important for recreational cyclists and this policy will ensure their needs are considered when planning and undertaking work along these routes.

Another recreation cycle route is the promenade along Oriental Parade and through Lambton Harbour. This route is a facility shared with pedestrians and other recreational users such as skateboarders and crocodile bikes. While cyclists are legitimate users of this space, it must be recognised that because, of the mixed use, the area is not suitable for fast cycling.

In addition, there are a number of opportunities to provide dedicated parallel routes to the existing cycle lanes or proposed bus/cycle lanes, such as Tory Street, Hanson-King Streets, Dover to Rintoul Streets and Tawa Porirua stream trail. It is proposed the feasibility of such routes be investigated.

Appendix 1 shows key cycle routes in Wellington. The existing dedicated cycle routes are shown as being along Hutt Road, Evans Bay Parade and Cobham Drive and Buckle Street and Karo Drive. There are also a small number of bus lanes that provide opportunities for cyclists to ride separately from general traffic. The lanes are not marked with a cycle symbol to allow flexibility in lane choice.

It is proposed to use the regional online journey planner being developed by Greater Wellington. This tool will enable users to select an origin and destination for their trip and include the type of route they would like to take. It is essential for this tool to be effective the City Council takes a proactive lead in providing sufficient resources and data for the information to be useful. Once collected and stored in the system, the information will be available for individuals and groups to produce individualised maps of routes and areas showing preferred cycle routes and routes with bottlenecks and barriers for cyclists.

The policy recognises there is a demand for cycle parking in the central city. It is proposed to install additional bike racks and investigate the provision of cycle lockers. Cycle parking and access should also be encouraged in private developments in the central area.

For a number of years cyclists and pedestrians have advocated for a high quality connection between Petone and Ngauranga. This has been the subject of a number of studies involving both the Wellington and Hutt City Councils, the Regional Council and NZ Transport Agency (formerly Transit). Some minor work was undertaken by Wellington City Council in 1999 to establish a southbound only cycle facility between our northern boundary near Horokiwi Road through to Ngauranga. More recently the call for a complete two way facility has been made, from this has grown the Great Harbour Way concept for a high quality commuting/recreational facility from Pencarrow on the eastern harbour entrance around the harbour to Red Rocks in Owhiro Bay.

Wellington City Council supports the concept of the Great Harbour Way as an important regional connection, while noting that its development would be challenging and expensive. There is also support for other similar regional connections such as from the Porirua basin to Wellington CBD.

All these desirable connections should be seen as regional projects and responsibility for their development lying with all the national and regional authorities rather than just Wellington City Council.

#### Objective 4

## To improve the experience of cycle trips to and from suburban centres

*How will we know that we have succeeded?*

#### Target 4

The Annual Land Transport Road Safety Report and the Resident Satisfaction Survey shows a greater satisfaction with the suburban cycling environment and reduction in the number of reported cycle crashes in the suburban centres outside of commuter times

### *What is the Council's position on cycling to and from suburban centres?*

#### Policy 4.1

Cyclists will have provision for securing their cycle near their destination in suburban centres

#### Policy 4.2

Every opportunity should be taken to ensure cycling is a viable option for short trips to and from suburban centres

### *How will the Council do this?*

Proposed actions	
1.7	<b>Continue</b> with the area-based SaferRoads programme or Neighbourhood Accessibility Planning programme to maximise walking and cycling opportunities in suburban areas
2.6	<b>Undertake</b> a study to identify the gaps in cycle routes to suburban centres including difficult and dangerous intersections
3.11	<b>Provide</b> way finding signage suitable for cycling
3.14	<b>Provide</b> additional cycle parking facilities at key suburban destinations
Proposed actions that depends on the outcome of the investigation	
3.15	<b>Provide</b> improvements to the road network around suburban centres to address difficult and dangerous intersections

## RATIONALE

Wellington is well served by suburban centres that complement the city centre. Activities at these centres range from small-to-large supermarkets, restaurants and bars, takeaway food outlets, health professionals, libraries, recreational and social centres and neighbourhood dairies.

The short car trip (under 2km) is the most inefficient use of the car. This policy promotes that those living within 10 minutes' cycle of a suburban centre will have a safe and convenient cycle route to that centre.

It is extremely difficult to determine the number of car trips to these centres that could otherwise have been made by cycle. It is proposed to prioritise these centres and undertake a survey of residents within five to 10 minutes' cycling range to understand the demand and reasons why perhaps residents do not cycle. If there is evidence that more locals would cycle then the Council will be able to prioritise and implement schemes to improve the safety and convenience of cycling in the area.

It is recognised that cycle parking at train and bus stations is particularly important in suburban centres as often people will cycle to their local train station or bus stop, leave their bike and continue their journey on public transport. This policy considers that secure bicycle parking and/or bike lockers should be provided at key suburban destinations such as libraries, sporting and leisure facilities, shopping centres and community services.

Lack of knowledge or awareness of safe routes and connections can deter people from cycling. This policy promotes the use of way finding signage with approximate cycle times to key destinations within the neighbourhood.

Council policy on suburban centres is currently being reviewed, and this presents an opportunity to improve the experience of cycling trips made to and from those centres. The provision and signage of cycle-friendly routes, and the provision of cycle parking at suburban centres will be considered in those policies.

## Objective 5

# To improve the experience of cycle trips to and from educational centres

*How will we know that we have succeeded?*

## Target 5

The Annual Resident Satisfaction Survey shows a greater satisfaction for cyclists biking to and from educational centres. Council monitoring shows that all schools in Wellington have a School Travel Plan/Safer Routes to School programme incorporating safe cycling policies and that tertiary institutes have an organisational travel plan that incorporates safe cycling policies

*What is the Council's position on cycling to and from educational centres?*

## Policy 5.1

Every opportunity should be taken to ensure cycling is a viable option for short trips to and from educational centres

*How will the Council do this?*

Proposed actions	
1.6	<b>Facilitate</b> the creation of an internet-based regional journey planner which will enable people to personalise individual journey maps
1.10	<b>Adopt</b> school travel planning programme, rolled out in all schools across Wellington with the initial focus on primary schools but extended to include intermediate and secondary schools in the future
1.11	<b>Promote</b> the use by schools of the online regional journey planner which will enable people to personalise individual journey maps
1.12	<b>Promote</b> , encourage and support the use of the Safer Routes to School programme and school travel plans
1.13	<b>Work</b> with tertiary institutes to develop organisational travel plans
2.10	<b>Undertake</b> an audit of common routes to and from school to determine barriers and issues affecting cycling
2.11	<b>Undertake</b> analysis to determine options to correct issues identified in audit including identifying likely costs. Prioritise works in a way that creates the potential to reduce car trips to and from school

3.18	<b>Provide</b> a dedicated parking warden to address school parking issues
<b>Proposed actions that depend on the outcome of investigations</b>	
3.17	<b>Provide</b> street improvements as identified to improve routes to and from school ie for safe crossing points and traffic calming as identified in the school travel plan
3.19	<b>Provide</b> infrastructural improvements where the experience of cycling to and from campuses is compromised and has been identified in Organisational Travel Plans

## RATIONALE

Educational centres are defined as primary, secondary and tertiary institutes.

Parents driving children to school contribute significantly to congestion during morning rush hours and create safety problems outside and around school premises. Children who are driven to school miss out on valuable exercise and have fewer opportunities to develop good road sense. If parents are to allow their children to walk or cycle to school, they are going to have to be convinced there are safe routes available.

Travelling to school often involves trips without adult supervision along busy roads at peak times. Many school children are keen to cycle to school but are often afraid to because of the dangers and high levels of traffic on busy urban routes.

This policy identifies education as a priority to help prevent further car dependence and to make safer drivers for the future. Staff and pupils will be encouraged to consider cycling to and from school and provide training in safety and security. Through this policy, Council officers will work with local schools to assess the level of road safety knowledge to assist the development of initiatives.

The Council intends to use the proposed regional online journey planner being developed by Greater Wellington, which will enable users to select origin and destination for their trip and to include the type of route they would like to take. For this tool to be effective, it is essential the City Council takes a proactive lead in providing sufficient resources and data for the information to be useful. Of particular relevance to schools would be the ability to define a desired level of cycling confidence or ability, and thus the data must have enough detail to assess the suitability of a given section for young or inexperienced cyclists. Once collected and stored in the system, the information will be available for individuals and groups such as schools, enabling them to produce individualised maps of safe routes to and from school.

Wellington has 76 primary schools and 13 secondary schools and the Council has worked with 25 schools to develop a Safe Routes to School programme. Experience has shown each school needs on average \$100,000 of infrastructural changes to the roads surrounding the school to make parents feel more at ease to let their children walk to school. Unfortunately, current budgets can not sustain this programme but incorporating it into the larger suburb-wide, area-based SaferRoads programme will enable the programme to be delivered successfully.

One of the reasons given for not letting children cycle is the illegal and dangerous parking at or around the school gate. This policy proposes to dedicate at least one parking warden to address school parking issues.

There are a number of agencies working with schools to help increase fitness, reduce car dependency and promote road safety. Cycling to school is seen to be a good way of achieving these, therefore the Council becomes the lead agency in a multi-agency approach to cycling.

Organisational travel plans (OTP) are similar to school travel plans. There are a number of organisations that have adopted OTPs. Victoria University has an OTP as a means of addressing parking and travel issues between their four main campuses: Kelburn, Pipitea, Vivian St and Karori. The OTP has identified a number of deficiencies in the cycle network both on their campus and on the surrounding city streets. It is proposed the Council assists in rectifying publicly owned issues and improves the experience of cycling to and from campus. This will be extended to other tertiary institutions as required.

## Objective 6

# To improve the experience of cycle trips for recreation

*How will we know that we have succeeded?*

## Target 6

The Annual Land Transport Road Safety Report and the Resident Satisfaction Survey show a greater satisfaction with trips for recreation and reduction in the number of reported cycle crashes on identified routes outside of commuting times

### *What is the Council's position on trips made for recreational cycling?*

#### Policy 6.1

On-road recreational cycling is a legitimate and supported use of the road network

#### Policy 6.2

Opportunities should be taken to ensure cycling is a viable option for short trips to and from key recreational areas and facilities

### *How will the Council do this?*

Proposed actions	
2.12	<b>Undertake</b> a study to identify the gaps in cycle routes to recreation centres and off road recreational areas, including difficult and dangerous intersections
2.13	<b>Coordinate</b> planning and delivery with the Open Space Access Plan to connect communities and recreational nodes
3.20	<b>Provide</b> a suitable road surface on key recreational cycle routes (refer Appendix 1)
Proposed action that depends on the outcome of the investigation	
3.21	<b>Provide</b> improvements to the road network around recreation centres and off road recreational areas

## RATIONALE

The Open Space Access Plan is another key reference document for considering recreational cycling. This policy aims to improve links to the recreational track network by ensuring the routes are high quality. A lack of accessible cycle links to playgrounds and parks results in people driving to recreation destinations rather than cycling.

Leisure cycling is an important, high-quality way to enjoy local green space like the Town Belt or scenic routes such as the South Coast and rural circuit, and it is also a good way to introduce people to cycling for their everyday transport needs. To encourage more leisure cycling, small-scale improvements are required including links to residential areas, better signposting, marketing and information. Major leisure routes and facilities, such as the Makara Peak Mountain Bike Park, continue to increase the profile of cycling and enhance Wellington's reputation as a great place to live, work and play.

While many recreational cycle routes are off-road, there are also many parts of the road network (especially coastal and rural roads) with scenic qualities that make them attractive for recreational cycling. Where these routes are cycle-friendly, it is proposed the Council promote these as part of a wider recreational cycle network.

It is proposed recreational cycle routes have a smooth surface and road-sweeping and other maintenance policies consider the needs of cyclists.

## DRAFT IMPLEMENTATION PROGRAMME

The draft implementation programme translates the ideals of the Cycling Policy into management on the ground and in the community. The implementation programme identifies specific projects and programmes (covering the full range of engineering, education, enforcement and encouragement activities) with cost estimates and timeframes.

The implementation programmes will be included within the Long-Term Community Council Plan (LTCCP) and Land Transport New Zealand programmes and may be subject to change in accordance with technical, political and financial priorities the implementation programme will be finalised once funding is approved..

	Proposed Actions	Applicable to Objective .....						When	What will it cost
		1 safer	2 convenient	3 commuting	4 sub sntr	5 education	6 recreation		
<b>1.0</b>	<b>Adopt / Promote / Advocate</b>								
<b>1.1</b>	<b>Adopt</b> best-practice guidelines for cycle network and route planning	✓	✓	✓	✓	✓	✓	Ongoing	Operational
<b>1.2</b>	<b>Regulate</b> for lower speed limits in local streets to provide alternatives to busy main roads where appropriate	✓	✓	✓	✓	✓	✓	Ongoing	Operational
<b>1.3</b>	<b>Promote</b> road safety campaigns targeting both motorists and cyclists with a focus on reducing cycle injuries	✓	✓	✓	✓	✓	✓	Ongoing	\$10,000/year
<b>1.4</b>	<b>Promote</b> awareness campaigns on the responsibilities of all parties for both shared cycle/footpaths and bus lanes	✓	✓	✓	✓	✓	✓	Ongoing	\$10,000/year

1.5	<b>Facilitate</b> a forum where industry and community representative can come together to discuss cycling issues. This group would assist in planning and delivering road safety and travel planning initiatives	✓	✓	✓	✓	✓	✓	Ongoing	\$6,000 /year
1.6	<b>Facilitate</b> the creation of an internet-based regional journey planner, which will enable people to personalise individual journey maps	✓	✓	✓	✓	✓	✓	2008-2010	\$5,000
1.7	<b>Continue</b> with the area-based SaferRoads programme or Neighbourhood Accessibility Planning programme to maximise walking and cycling opportunities in suburban areas	✓	✓	✓	✓	✓	✓	Ongoing	Budgeted for elsewhere
1.8	<b>Advocate</b> for accessible public transport options for cyclists, eg carriage of bikes on buses		✓	✓		✓		Ongoing	Operational
1.9	<b>Require</b> cycle safety assessments as part of resource consent applications for new developments (especially for multi-units and central area)		✓	✓				Ongoing	Operational
1.10	<b>Adopt</b> school travel planning programme, rolled out in all schools across Wellington with the initial focus on primary schools but extended to include intermediate and secondary schools in the future					✓		Ongoing	\$50,000 /year
1.11	<b>Promote</b> the use by schools of the online regional journey planner which will enable people to personalise individual journey maps					✓		Ongoing	Operational
1.12	<b>Promote</b> , encourage and support the use of the Safer Routes to School programme and school travel plans					✓		Ongoing	Operational
1.13	<b>Work</b> with tertiary institutes to develop organisational travel plans					✓		Ongoing	\$10,000 /year
1.14	<b>Advocate</b> for increased funding assistance rates from Central Government for the provision and maintenance of cycling infrastructure.	✓	✓	✓	✓	✓	✓		
1.15	<b>Advocate</b> that Central Government provide a comprehensive deployment of Red Light cameras to reduce the instances of failing to	✓	✓	✓	✓	✓	✓		

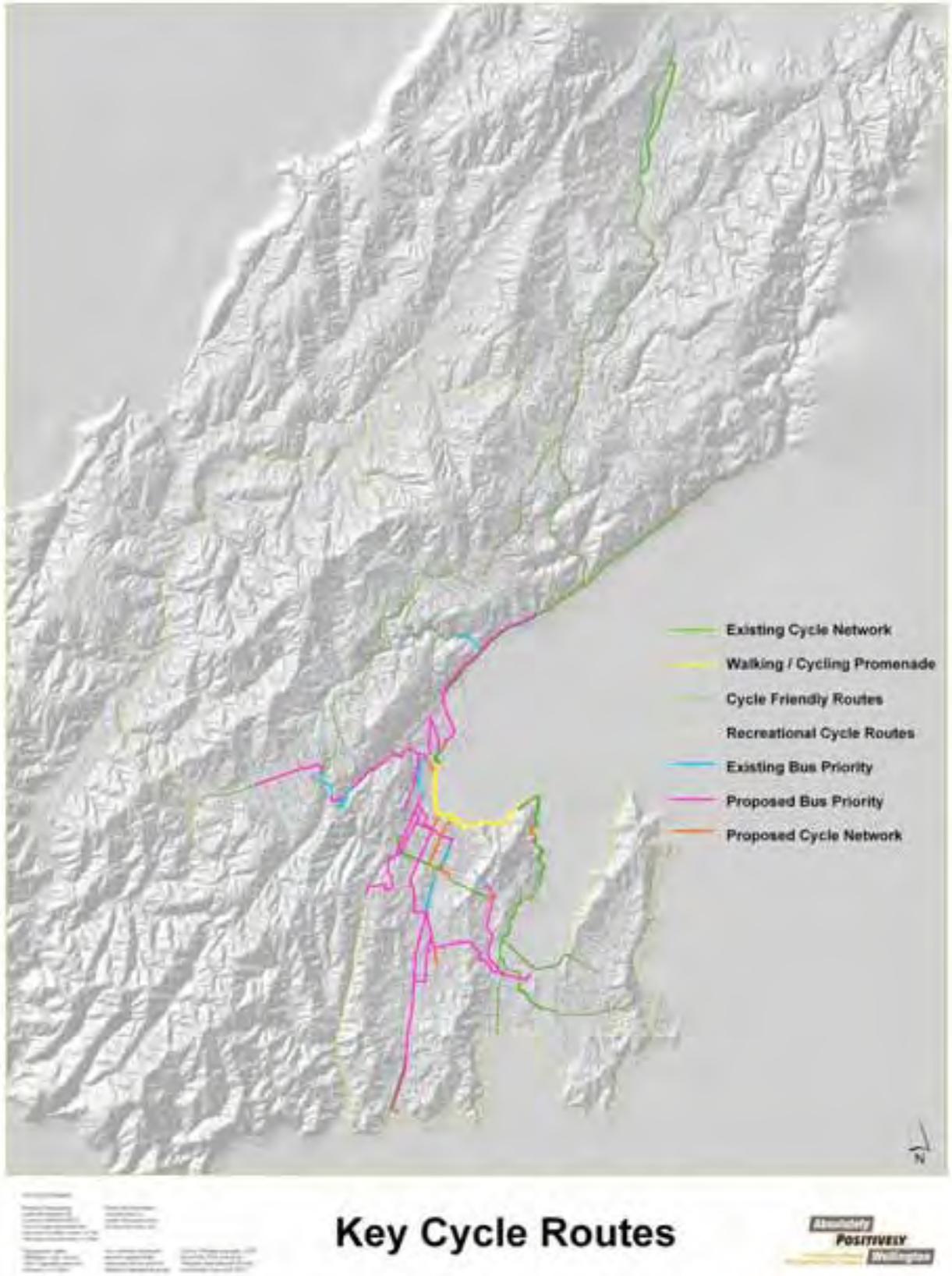
	stop at traffic signals.								
1.16	<b>Provide</b> conceptual support for the great harbour way concept			✓				✓	
2.0	<b>Plan / Investigate / Develop / Undertake</b>								
2.1	<b>Develop</b> cycle parking requirements for central area buildings		✓					Ongoing	Operational
2.2	<b>Determine</b> a suitable methodology for assessing levels of service and assess all routes identified in Appendix 1	✓	✓	✓	✓	✓	✓	2009-2010	\$50,000
2.3	<b>Undertake</b> an ongoing review of signalised intersections to understand where advanced stop boxes could assist	✓	✓	✓	✓			2009-2010	Operational
2.4	<b>Undertake</b> a study to identify the gaps in cycling routes to the central area including difficult and dangerous intersections	✓	✓	✓				2009-2010	\$20,000
2.5	<b>Identify</b> opportunities to provide cycle routes on the main corridors on quieter parallel routes to the main trafficked roads.	✓	✓	✓				2012-2015	\$20,000
2.6	<b>Undertake</b> a study to identify the gaps in cycle routes to suburban centres including difficult and dangerous intersections	✓	✓		✓			2012-2013	\$5,000
2.7	<b>Undertake</b> a feasibility study for providing public cycle parking at key areas in the city		✓	✓	✓			2009-2010	\$10,000
2.8	<b>Undertake</b> a feasibility study for providing public cycle lockers		✓	✓	✓			2011-2013	\$10,000
2.9	<b>Undertake</b> a review of signalised intersection to understand where marked diamonds highlighting signal loops could assist		✓	✓	✓			2009-2010	Operational

2.10	<b>Undertake</b> an audit of common routes to and from school to determine barriers and issues affecting cycling	✓	✓			✓		2009-2010	\$20,000
2.11	<b>Undertake</b> analysis to determine options to correct issues identified in audit including identifying likely costs. Prioritise works in a way that creates the potential to reduce car trips to and from school	✓	✓			✓		2009-2014	\$10,000 /school
2.12	<b>Undertake</b> a study to identify the gaps in cycle routes to recreation centres and off-road recreational areas, including difficult and dangerous intersections	✓	✓				✓	2015-2018	\$2,000 /year
2.13	<b>Coordinate</b> planning and delivery with the Open Space Access Plan to connect communities and recreational nodes	✓	✓	✓			✓	Ongoing	Operational
2.14	<b>investigate</b> the feasibility of setting up an 0800 Cycle Crash hotline to report cycle crashes to inform our work programme								Operational
2.15	<b>investigate</b> the feasibility of using clearways as a cycle lane on key commuter routes.								Operational
3.0	<b>Provide / action</b> – some actions will depend on the outcome of the investigation								
3.1	<b>Provide</b> cycle-friendly sump-grates on the cycle network and on cycle-friendly routes (refer Appendix 1)	✓	✓	✓	✓	✓	✓	2009-2014	\$25,000 /year
3.2	<b>Provide</b> regular sweeping of cycle network and cycle-friendly routes	✓	✓	✓	✓	✓	✓	Ongoing	\$250,000 /year
3.3	<b>Provide</b> bus lanes that recognise the needs of cyclists	✓	✓	✓	✓			2008-2019	Budgeted for elsewhere
3.4	<b>Provide</b> bus lanes on key commuter routes as set out in the Council's Bus Priority Plan, and accommodate the needs of cyclists in the design and operations of bus lanes	✓	✓	✓				2008-2019	Budgeted for elsewhere

3.5	<b>Provide</b> advanced stop boxes at signalised intersections where required	✓	✓	✓	✓			2013-2016	\$50,000 /year
3.6	<b>Provide</b> coloured designated cycle lanes	✓		✓	✓			2009-2014	\$10,000 /year
3.7	<b>Provide</b> improvements to the road network to remedy gaps in the cycling network and to address difficult and dangerous intersections	✓	✓	✓				2011-2016	\$100,000 /year
3.8	<b>Provide</b> alternatives to main trafficked routes on quieter alternative routes	✓	✓	✓				2016-2019	To be determined
3.9	<b>Provide</b> additional cycle parking facilities in key identified areas		✓	✓	✓	✓	✓	2009-2014	\$10,000 /year
3.10	<b>Provide</b> public cycle lockers, showers and changing facilities at key locations where feasible		✓	✓				2013-2016	\$50,000 /year
3.11	<b>Provide</b> way-finding signage suitable for cycling		✓	✓	✓	✓	✓	2009-2014	\$5,000 /year
3.12	<b>Provide</b> painted diamonds at intersections to highlight signal loops and promote how to use them		✓	✓	✓			2009-2014	\$5,000 /year
3.13	<b>Provide</b> where possible a suitable road surface on key cycling routes as identified in the key cycle routes map		✓	✓	✓	✓		Ongoing	\$100,000 /year
3.14	<b>Provide</b> additional cycle parking facilities at key suburban destinations		✓		✓			2011-2013	\$4000 /year
3.15	<b>Provide</b> improvements to the road network around suburban centres to address difficult and dangerous intersections	✓	✓		✓			2016-2018	\$25,000 /year

3.16	<b>Provide</b> way-finding signage with approximate cycle times to key suburban destinations		✓		✓			2016-2018	\$5000 /year
3.17	<b>Provide</b> street improvements as identified to improve routes to and from school ie for safe crossing points and traffic-calming as identified in the school travel plan	✓	✓			✓		2010-2019	\$100,000 /school
3.18	<b>Provide</b> a dedicated parking warden to address school parking issues	✓	✓			✓		Ongoing	\$65,000 /year
3.19	<b>Provide</b> infrastructural improvements where the experience of cycling to and from campuses is compromised and has been identified in Organisational Travel Plans	✓	✓			✓		Ongoing	To be determined
3.20	<b>Provide</b> a suitable road surface on key recreational cycle routes		✓				✓	Ongoing	\$25,000 /year
3.21	<b>Provide</b> improvements to the road network around recreation centres and off-road recreational areas	✓	✓				✓	2015-2018	\$10,000 /year
3.22	<b>Provide</b> improvements to road edges on non-key routes	✓	✓	✓	✓	✓	✓	Ongoing	\$50,000/year

APPENDIX 1 – KEY CYCLE ROUTES MAP





## APPENDIX 3 – CYCLING DISTANCES TO CENTRAL AREA

