



THE WALKING
AND CYCLING
MODEL
COMMUNITY
STORY WITH

NEW PLYMOUTH & HASTINGS



NZ TRANSPORT AGENCY
WAKA KOTAHI



New Zealand Government

THIS DOCUMENT HAS BEEN PREPARED BY THE NZ TRANSPORT AGENCY (NZTA) FOR A WIDE AUDIENCE AND WITH SEVERAL PURPOSES IN MIND. THESE INCLUDE:

- » to explain how and why the NZTA selected New Plymouth and Hastings to become New Zealand’s first model walking and cycling communities
- » to record the journey New Plymouth and Hastings have taken towards becoming a model community – their vision, learnings, approach and key projects and programmes
- » to inspire other communities wishing to invest in and develop their walking and cycling facilities/networks and build community engagement in order to achieve model community type outcomes.

It is neither a comprehensive analysis of the programmes each city has put in place, nor a thorough evaluation of the outcomes achieved. We recommend that if you are interested in more detailed information, you contact the New Plymouth District Council and/or the Hastings District Council.

Images and photos courtesy of New Plymouth District Council, Hastings District Council, key stakeholders and organisations involved with the Model Community project.

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NZ Transport Agency (NZTA)
Published July 2013

ISBN 978-0-478-40770-9 (online)
ISBN 978-0-478-40771-6 (print)

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NPL

NEW PLYMOUTH

BUDGET:
\$6.5 MILLION

**WALKING & CYCLING
PROGRAMME:**
LET'S GO



2010

New Plymouth and Hastings are named as New Zealand's first walking and cycling model communities

HGS



HASTINGS

BUDGET:
\$6.5 MILLION

**WALKING & CYCLING
PROGRAMME:**
iWAY

2009

The NZTA sets in motion the process to invest in one or two NZ walking and cycling model communities



2011

Programmes such as *Let's Go* in New Plymouth and *iWay* in Hastings are developed to encourage and enable people to leave their cars behind and try active transport

2012

Shared pathways, cycle lanes, pedestrian facilities around both cities are completed. Events and travel planning are encouraging and enabling more trips by bike and foot

2013

Further investment is enabling New Plymouth and Hastings to build on their community's enthusiasm for getting around on foot and by bike and outdoor recreation to attract new cyclists and walkers





The purpose of this document is to record New Plymouth's and Hastings' journey to becoming a model walking and cycling community so that others can learn from their experience - both the good and the not so good!

SNAPSHOT OF THE MODEL COMMUNITIES STORY



IN 2010, TWO NORTH ISLAND CITIES WERE SUCCESSFUL IN THEIR BIDS TO BECOME NEW ZEALAND'S FIRST MODEL WALKING AND CYCLING COMMUNITIES.

Only three years - a short period of time in terms of transport investment - have elapsed since the cities, New Plymouth and Hastings, started on their model community journey, and yet they have both achieved a phenomenal amount in that time.

Not only have they literally changed the shape of their cities with stunning new shared paths that make the most of their cities' topography and natural beauty, they have also worked hard to link to and upgrade existing paths and added new cycle lanes.

They have built on their community's enthusiasm for getting around on foot and by bike and outdoor recreation to attract new cyclists and walkers, and provided practical and direct commuting routes for workers, students, shoppers and others.

The purpose of this document is to record New Plymouth's and Hastings' journey to becoming a model walking and cycling community so that others can learn from their experience - both the good and the not so good!





SECTION ONE

THE JOURNEY: ATTRIBUTES OF MODEL COMMUNITIES

THE ATTRIBUTES OF MODEL COMMUNITIES



WHAT ARE MODEL COMMUNITIES?

Model communities are urban environments where walking and cycling are offered to the community as the easiest transport choices. The intention is to deliver safer environments for novice users, with a range of community destinations within reasonable riding or walking distance from residential population centres. Climate, topography and demographic characteristics are also important factors.

Why the model community approach?

Walking and cycling investment and subsequent activity to date had generally taken a piece-meal approach and only addressed parts of the network and/or delivered one off education programmes. So, for this reason, the NZTA board were very interested in seeing what difference we could make if we allocated significant investment in one or two locations to deliver a suite of initiatives.

What attributes was the NZTA looking for in potential model communities?

From the start it was clear that smaller provincial towns, rather than large metropolitan centres, were more likely to have the attributes that would produce a measurable change as a result of

the investment. In selecting the model communities, the applicants needed to show that:

- » *considerable progress had been made with building walking or cycling mode share*
- » *a walk- and cycle-friendly culture already existed*
- » *a vision to support walking and cycling had been established and communicated to the community*
- » *the approach was driven by a robust strategy and that the strategy was being implemented*
- » *components of the network were in place, which could be built on and expanded*
- » *community engagement mechanisms and user group networks were in place, and*
- » *the community already had a track record of walking and/or cycling.*



The assessment process also considered communities that had:

- » *less complex networks and lower land prices*
- » *traffic levels and other transport conditions that can be manipulated to ensure that active transport is the easiest choice*
- » *pre-existing facilities that are already used by large numbers of people, together with known latent demand for walking and cycling*
- » *councils able to generate whole-of-community enthusiasm and excitement that can translate into significant leveraging of the investment*
- » *initiatives like 'summer streets', where whole streets are closed off to motorised traffic for a day are more feasible in smaller centres, and*
- » *the possibility of measuring impacts across an entire population (because of its small size), as opposed to the difficult task of disaggregating impacts associated with a suburb or neighborhood in a big city.*

WHAT OUTCOMES ARE MODEL COMMUNITIES EXPECTED TO DELIVER?

PRIMARY OUTCOME:
A community where walking or cycling is the easiest choice.

SECONDARY OUTCOMES:

- » **improved safety**
- » **congestion relief**
- » **reduced environmental impacts, and**
- » **improved public health**

...in main urban areas with:

- » **a significant proportion of residents who live and play near where they work**
- » **an abundance of residents willing to walk or cycle (high existing mode share and known latent demand), and**
- » **a council-led commitment to dramatically improve the walk-and cycle-friendliness of the whole community.**

Creating environments where walking and cycling becomes the easiest transport choice by:

- » **developing direct, connected and convenient walking or cycling networks**
- » **improving safety for walking and cycling**
- » **improving awareness of walking and cycling opportunities**
- » **monitoring effectiveness and improving level of service over time.**



In mid-2010 New Plymouth and Hastings were named as New Zealand's first walking and cycling model communities. Overall the two cities showed the best alignment with the model community objectives and criteria.

WHAT WAS THE SELECTION PROCESS?



In 2009, the NZTA set in motion the process to invest in one or two New Zealand walking and cycling model communities. The purpose of this initial investment was to create efficient, high quality integrated active transport networks that could serve as a model for other communities to emulate.

The relatively modest sum of \$7 million was made available from the walking and cycling activity class over the 2009-12 National Land Transport Programme (NLTP) to initiate model communities. The funding assistance rate remained at the relevant construction rate for approved organisations so that councils still had to come up with their local share.

In January 2010 local authorities were invited to express their interest in becoming a walking and cycling model community. Applications involved a two stage process and the NZTA initially received 22 proposals from interested councils.

Four councils – Nelson, New Plymouth, Hastings and Taupo – were shortlisted to proceed to stage 2, which involved preparing a more detailed proposal and a presentation.

The final cut

In mid-2010 New Plymouth and Hastings were named as New Zealand's first walking and cycling model communities. Overall the two cities showed the best alignment with the model community objectives and criteria. Their integrated packages of activity had good policy alignment and showed strong leadership and commitment. They displayed a passion to develop their communities as great places to live, work and play, and to make walking and cycling the easiest transport choice.

The two councils received **\$3.71 million** and **\$3.57 million** respectively over the 2010/11 and 2011/12 financial years, from the walking and cycling activity class, plus a further **\$1.17 million** and **\$691,000** respectively from the demand management community programmes (DMCP) activity class (now known as the road safety promotion activity class). While the walking and cycling investment was for infrastructure, the DMCP funding was earmarked for the accompanying educational measures such as travel planning, cycle skills training and website development.

| TOTAL BUDGET (INCLUDING LOCAL SHARE) | NEW PLYMOUTH 2010/11 & 2011/2012 | HASTINGS 2010/11 & 2011/2012 |
|---|-------------------------------------|---------------------------------|
| Infrastructure | 5,400,000 | 5,800,000 |
| Education | 1,170,000 | 691,000 |
| Additional Contributing Council Investment | | |
| Council roads budgets (renewals, improvements etc) | 1,251,824 | 8,000,000 |
| CBD upgrades | | 7,150,000 |
| Other council spend | 730,000 | |



The X-factor

New Plymouth and Hastings were successful in part because of their councils' long-standing commitment to walking and cycling, strong leadership from their mayors and elected members, and the support and enthusiasm of council officers. While the two cities have similar-sized populations and similar visions for their model community, they have each adapted their approach to fit local conditions such as existing walking and cycling facilities, topography and the demographic profile of their residents.

These differing approaches have enabled the NZTA to maximise its learnings from the two communities.

New Plymouth set out to encourage and enable predominantly recreational cyclists and walkers to transition from the well-used coastal walkway to commuting on road and on the many upgraded and newly connected pathways. A strong focus on safety around schools and getting school children and their parents to walk and cycle to school will embed the active transport habit in the next generation.



Hastings, on the other hand, focused more on providing links between the places where people live, work and learn, with new pathways connecting the centre of Hastings to outlying towns and enhanced on-road facilities. An additional focus has been on disadvantaged communities where accessible transport options are important and the health benefits of active transport modes are the greatest.

The next section profiles the two cities, sets out their vision and the way in which they are turning it into a reality.



SECTION TWO

A TALE OF TWO CITIES: NEW PLYMOUTH & HASTINGS

→ NEW PLYMOUTH
CASE STUDY 1 & 2

→ HASTINGS
CASE STUDY 1 & 2

NEW PLYMOUTH



WHAT KIND OF PLACE IS NEW PLYMOUTH?

New Plymouth is located in the Taranaki region, on the west coast of the North Island. The district as a whole has a population of around 73,000, with 48,000 living in the New Plymouth urban area. The district stretches from Mokau to Okato and includes the towns of Waitara, Inglewood, Urenui, Okato, Bell Block and Oakura, and many other smaller rural communities.

Taranaki is the second largest dairy farming region in New Zealand and is also the centre of New Zealand's oil, gas and petrochemical industry, which brings considerable wealth to the local economy. The district is known for Mt Taranaki, as well as its rugged coastline, world class surfing beaches and fertile farming land.

The Taranaki region consists of four distinct landforms:

- 1. The volcanic ring plain, centred on Mount Taranaki that supports intensive pastoral farming. Over 300 rivers and streams radiate from Mount Taranaki and are used for agriculture and recreational purposes.*
- 2. The eastern hill country to the east of the ring plain is steep and prone to erosion and slipping.*

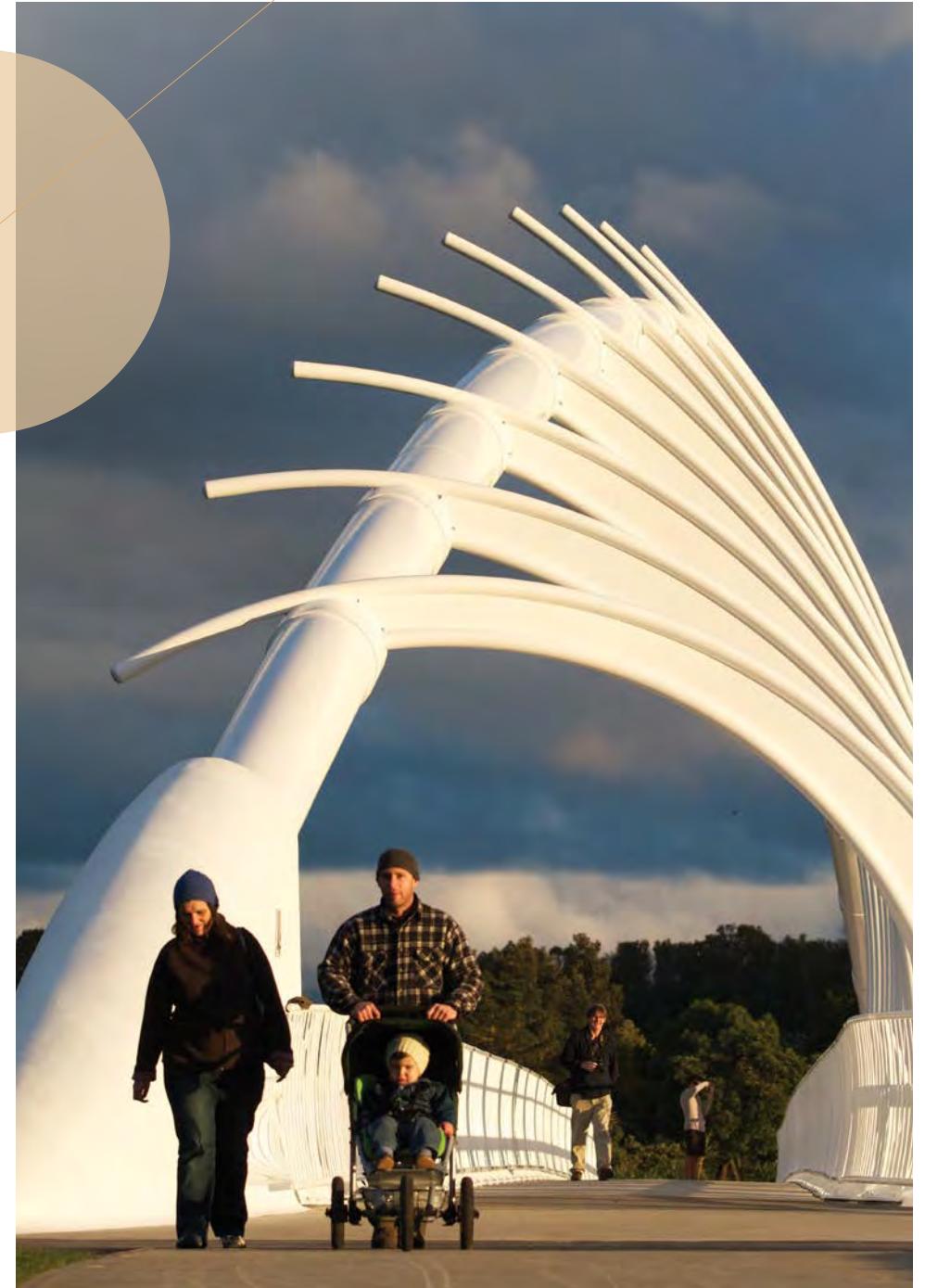
3. The marine terraces along the Taranaki coast are productive but exposed to strong winds.

4. The coastal environment.

The region has a temperate climate, is both sunny and windy, and receives regular rainfall throughout the year. The city itself has a moderately hilly topography consisting of a series of gully systems that slope down towards the CBD.

The great outdoors

New Plymouth, and indeed the whole Taranaki region, has a lot to offer outdoor enthusiasts. The city has numerous parks and walkways, the coast is renowned for its surfing beaches and Mt Taranaki attracts trampers from all over New Zealand. The 11km long coastal walkway, completed in 2010, is used by skaters, cyclists, joggers, wheelchair users, parents with buggies and walkers.





New Plymouth: a community that chooses walking and cycling on spectacular shared pathways and shared space streetscapes.



New Plymouth's vision

New Plymouth: a community that chooses walking and cycling on spectacular shared pathways and shared space streetscapes.

The goal is to double the 2006 census modal share for walking and cycling (walking 7% and cycling 3%) by 2016. The vision, which emphasises the concept of sharing - walkers, cyclists and motorised vehicles - has shaped the programme of initiatives and ensured it fully exploits the foundations laid by the ever popular Coastal Walkway, shown above, and other trails and education campaigns.

To achieve its vision, New Plymouth District Council has developed the Let's Go programme, with initiatives grouped under the three (new) E's: **Enable, Educate and Encourage.**

ENABLING →

Overcoming infrastructural barriers to walking and cycling. Extend the existing network of safe and accessible shared use off-road cycle and walking pathways to link key destination points including schools, industrial areas, city centre and residential areas. Pay special attention to safety near schools and state highway intersections.

EDUCATING →

Educating people to choose walking and cycling to extend work already being done with schools, and innovative campaigns to raise driver awareness of cyclists. Provide targeted skills training.

ENCOURAGEMENT →

Events and new tools.

MODEL COMMUNITIES PROJECTS

So how has New Plymouth District Council's (NPDC) chosen to invest in its model community?

As seen in the map below, New Plymouth has an extensive network of tracks and walkways, the majority of which pre-date the model communities investment. Many of these tracks follow the natural and man-made contours of the area, dropping down from the surrounding suburbs towards the CBD and the Coastal Walkway, the central artery linking Bell Block and Port Taranaki.

A key component of New Plymouth's Let's Go programme is leveraging off earlier investment to make each dollar go further. This means extending and/or upgrading these existing paths to make them safer and more user-friendly, ensuring they connect to the right destinations, and expanding successful skills training and awareness campaigns.



The Huatoki walkway upgrade includes a new bridge shown left

New Plymouth's off road routes include the following key walkways:

- » the 1.4km extension to the Mangati Walkway linking the Coastal Walkway to the Taumarunui to New Plymouth NZ Cycle Trail at Bell Block
- » the 7km Te Henui and 1.7km Waiwhakaiho walkways joining the northern suburbs to the Coastal Walkway
- » the 2km Huatoki Walkway linking Vogeltown and Frankleigh Park to the CBD
- » and the Mangaotuku Walkway linking Marfell to popular commuting routes and local schools.

For cyclists, there are also now over 20 kilometres of roads with defined cycle lanes and plenty of bike racks in popular parts of the city, while barriers have been widened on 33 access ways making them more accessible for all users.



Colourful and simple way-finding signage provides useful information about times (rather than distance) to various destinations.



Brougham Street: before and after

Another significant aspect of the NPDC programme has been the creation of shared spaces to bring residents out onto the streets and build stronger communities. Work has been completed on a new shared space around the Puke Ariki museum, library and tourist information complex in Brougham Street (see before and after photos next page). This is reinforced by a 30km speed zone in the CBD and 5 new crossing points on arterial and collector roads.

In addition, Davies Lane, home to West End School, has been redesigned to provide a kid-friendly road that encourages walking, scooting and biking, and discourages car use. Work has also been completed in Pendarves Street where local residents and students at Central School redesigned their street to give them more vegetation, slower traffic and a more attractive school entrance.



Davies Lane



Pendarves Street artwork



Teamwork

For all the breadth of the initiatives undertaken, the core Let's Go team consists of just three dedicated full time staff:

- » **a project manager**
- » **a travel planner, and**
- » **a travel coordinator.**

However, as the project has been embraced by the whole council, the team have been able to draw on the skills and resources of a wide range of council staff such as communications specialists, parks

officers and structural engineers, as and when required.

In November 2011 the team set up the Let's Go working party to provide a forum to share ideas, advise the council on implementation of the Let's Go programme and identify funding opportunities. In addition to several New Plymouth District Councillors, the group is made up of representatives from the NZTA, Taranaki District Health Board, Sport Taranaki, cycle advocacy groups, Venture Taranaki and Taranaki Regional Council. This group acts as a sounding board for new ideas, gauges progress and helps with community engagement as it has links to a

number of organisations that share similar goals to Let's Go.

The Let's Go team also teams up with like-minded organisations and other external groups for specific projects as this is a great way of getting more people on board, more quickly and for a smaller investment.

Examples include:

- » NPDC and Sport New Zealand have jointly funded a programme of pre-schooler cycle and safety skills training to be delivered by Sport Taranaki, called Let's Get Going; 1250 pre-schoolers have so far participated
- » BDO Taranaki is the naming rights

sponsor of this year's school cycle skills training programme

- » *a project to tell the stories of Te Henui and create a guided walk resource has been completed with Te Reo O Taranaki and has resulted in further funding from other sources for further research and interpretation signage.*



Reaching the masses

The Let's Go programme is, of course, all about behaviour change, ie. encouraging and enabling people to leave their cars behind and try active transport. As part of a mass behaviour change programme, the Let's Go team have made good use of new media, in particular with the Let's Go website -

www.letsgo.org.nz and Facebook.

From the colourful homepage above, users click on various parts of the image to access information on different modes of transport. The page also contains a link to an excellent five-minute video that showcases the many Let's Go initiatives. The website is relatively up to date and it provides information about the projects that have been completed so far, descriptions and a great set of maps of the various pathways, CBD and street projects, together with safe routes to school,

bus timetables, tips for walkers and cyclists, news and events, travel planning resources and profiles of active transport users.

Walkers and cyclists can log a journey and the home page has a meter ticking over that records the number of kilometres travelled by registered users.

Let's Go Facebook page -
www.facebook.com/LetsGoNP

The Let's Go Facebook page offers a rather more dynamic and interactive platform for the team to communicate with the New Plymouth community - the page is used to launch poster campaigns, signal walkway closures, publicise events and get feedback on new initiatives.

NEW PLYMOUTH: CASE STUDY ONE

TARGETING SCHOOLS

FOSTERING THE
NEXT GENERATION
OF RIDERS AND
WALKERS

Schools play a central role in the life of the community in which they are located and the impact of initiatives involving school pupils tends to spread to their family members and beyond. Let's Go has maintained a strong focus on schools from the beginning of its model communities programme and this is paying off in high numbers of kids (and often parents too) walking, cycling, skating and scooting to school.

The Let's Go travel planner works with interested schools to develop a travel plan and ensure that safety is central to the planning process. Let's Go provides the school with:

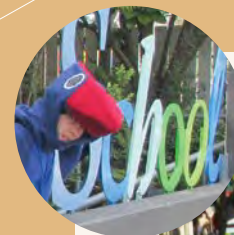
- » a starter pack with tips and suggestions
- » council expertise, such as engineering in cases where there are known safety issues and new or improved infrastructure is needed
- » geospatial mapping
- » a free programme of cycle skills training
- » financial support for educational and encouragement initiatives, and
- » improved public infrastructure for safer/easier walking and cycling throughout the district.



Let's Go is currently working with 24 schools, four kindergartens and 19 businesses and community groups to assist them with travel planning (approximately 15,000 people in total).

In early 2011, Vogeltown School, with 177 pupils, started to develop a travel plan. The main reason the school wanted to become involved in the Let's Go programme was road safety, with over 6000 cars and trucks travelling past the school gates each day and the unique challenge of a school site bisected by a busy thoroughfare.

Early in the process, Vogeltown students spent a fortnight studying travel planning, as part of their curriculum, and this ensured they understood its purpose and benefits. The Let's Go travel plan programme was supported by the school who provided teacher release time so it was possible to appoint a dedicated teacher to lead the travel plan for the school.



Initiatives introduced to the school as part of their travel plan included:

- » *cycle and scooter skills training*
- » *introduction of safe and exciting walking routes maps*
- » *improved rear entrance way on Rarawa Crescent to encourage children to take advantage of the quieter streets*
- » *the installation of new scooter racks*
- » *increased enforcement by police and parking wardens*
- » *installation of 40km speed limit sign to make it safer for children walking, scooting and cycling*
- » *regular communication with the school community to encourage more active travel.*

A recent survey of all students (September 2012) showed a 62.5% increase in active travel to and from school since the first survey in August 2011. There has also been a noticeable improvement in parent and caregiver parking behaviour, as well as increased self confidence and independence among pupils.

NEW PLYMOUTH: CASE STUDY TWO WHAT'S ON

GETTING PEOPLE ON BOARD

New Plymouth's bulging events calendar provides lots of opportunities for novice and experienced riders to get out with others. Since 2009, NPDC has held the Wild West Bike Fest, a five-week long summer festival of cycling events in February, to take advantage of good weather and coincide with national Bikewise events.

This year however, the Let's Go team have decided to shift from a purely bike focus, to a more inclusive 'ride' concept, as this includes scooters, skates and other forms of self-propelled transport. The new RIDE Summertime Rolls programme also runs for a longer period than the Wild West Fest – from December 9 to March 3 – allowing it to encompass a whole range of NPDC sponsored and other community summer events.



Let's Go RIDE Summertime Rolls is aimed at the whole family and events are generally provided free of charge. Activities include bike fix-ups, demonstrations of cycling prowess, competitions, races, street parties, movies, shared breakfasts, mountain biking and guided bike tours.

A central factor in getting the message out to the community about Let's Go events and programmes has been the use of eye-catching graphics on posters, pamphlets and maps, as well as on the website and Facebook page. The above images have been used to publicise various events and encourage participation.



Monitoring the impact: How is New Plymouth tracking?

In their stage 2 proposal, NPDC set out a complex monitoring framework for the Let's Go programme, drawing together existing quantitative and qualitative performance measures (as required under the Local Government Act 2002), in addition to census data, survey results, comprehensive and ongoing pedestrian and cyclist counts, school and workplace travel data and vehicle counts.

The five indicator sets in the framework are:

- 1 *access to the transport system*
- 2 *travel patterns*
- 3 *transport security and safety*
- 4 *public health effects of transport*
- 5 *awareness and attitudinal change.*



One of the more challenging components of the project for New Plymouth and, for that matter, Hastings, has been what to measure and evaluate. NPDC is collecting large quantities of data and the Let's Go programme appears to be achieving some positive outcomes in terms of behaviour change and use of new infrastructure.

These include:

- » *greater usage of upgraded walkways*
- » *schools with a travel plan are all showing increases in active transport*
- » *gradual increase in daily walking and cycling measured at key points around New Plymouth.*

As the focus has been implementing the ambitious programme of activity, NPDC recognises that some analysis of all the data collected is needed against their monitoring framework.



HASTINGS



WHAT KIND OF PLACE IS HASTINGS?

Hastings is located in the Hawke's Bay region, on the east coast of the North Island. From the south to the north of the region, the steep Ruahine and Kaweka ranges fall away to the rolling hill country and fertile Heretaunga Plains that make up most of the region. The hills and mountains are drained by streams and rivers that combine to form the Mohaka, the Tutaekuri, the Ngaruroro and the Tuki Tuki rivers, providing water to the region's residents and local industry as well as some of New Zealand's very best trout fishing.

Hastings city is the largest city in Hawke's Bay with an urban population of 65,000 and it is the administrative centre of the Hastings District. It is located just 20km inland from the neighbouring port city of Napier.

The main settlements in the Hastings District are the city of Hastings itself and the nearby towns of Flaxmere and Havelock North. These main centres are surrounded by a number of rural settlements, including Clive, Haumoana and Bridge Pā.

On the fertile plains surrounding the city of Hastings grow an abundance of stone fruit, vegetables and vines - there are over 50 wineries nearby, which makes the area a key tourist destination.

The great outdoors

With a great climate and relatively flat topography, the Hawke's Bay region provides an easy environment for walking and cycling. The region boasts around 60km of Rotary Pathways, for pedestrians, cyclists and runners, linking cities and coastal townships and three trails, known as Landscapes Rides, Water Rides and Wineries Rides, which together make up the 187km Hawke's Bay section of the NZ Cycle Trail.



In addition to natural advantages such as climate and topography, the layout of Hastings contributes to its success as a model community. It has a highly permeable grid network with (relatively) low traffic volumes and a number of neighbouring communities close by.



Hastings: making walking and cycling irresistible.



Hastings' vision

Hastings: making walking and cycling irresistible.

Hastings aims to increase walking and cycling by 8% per annum to achieve a total mode share of 20% by 2020, taking as a baseline the 2006 census data (walking 5% and cycling 4%).

This vision is based on creating key walking and cycling arterials and a highly visible and coherent network of adjoining collector level routes that link where people live, work and learn. A multi-modal urban transport model developed in partnership with Hawke's Bay

Regional Council and the NZTA has been used to identify the best routes, taking into account trip length, attractiveness, traffic volume and speed and roadside parking, among other things.

The rollout of iWay, the Hastings District Council's model community programme, is therefore based on a hierarchy of walking and cycling routes consisting of:

- » *four key arterials*
- » *collector routes*
- » *local roads.*

MODEL COMMUNITIES PROJECTS



Opening of Havelock arterial

The four walking and cycling arterials which form the backbone of Hastings' iWay programme link the city to nearby centres. They are:

- » *Havelock arterial (5.5km) linking the area's two largest population centres (opened July 2012) and also linking to the Hawke's Bay Great Rides in the Tukituki valley*
- » *Omahu arterial (6.2km) linking Flaxmere (an area of high deprivation) and Hastings, via retail and employment corridors*
- » *Flaxmere arterial (7km) linking Flaxmere and south Hastings via quiet urban fringe roads. Some elderly on mobility scooters and large numbers of school children walk and cycle this route*
- » *Whakatu/Clive arterial (10.8km) linking to Whakatu and Tomoana industrial areas and coastal communities, as well as to the Rotary Pathway network (opened October 2012). This consists mainly of rural lime sand pathways.*



These arterials are significant commuter routes for the journey to work, school and shopping areas and they also provide a major advantage over more secluded off-road routes in the battle to win over hearts and minds and get people out of their cars: they are either on-road or run alongside the road for much of their length (see Havelock arterial shown below). This means they act as advertisements for walking and cycling and make it easier for car commuters to contemplate making the switch to active transport.

A network of collector routes, made up of 52.3km of marked walking and cycling facilities feeds into the arterial routes. The collectors consist of both continuous on-road provision for competent cyclists and continuous off-road provision on footpaths for active mode users.

Based on the UK demonstration towns project, Hastings is taking an innovative approach to the on-road provision – road space is allocated to cyclists and the marked lanes serve to remind drivers that cyclists may be present, while cyclists have a continuous provision of road space.

Prior to iWay, cycling was largely seen as a sport and the general feeling in Hastings was that riders did not belong on the road. Hastings District Council has worked hard to change this perception and show that cyclists are just ordinary people who want to get around safely.



This concept is reinforced by a Share the Road marketing campaign which introduces a range of local residents who both drive and walk/cycle. The image above appears both on Facebook and website pages, and on roadside billboards.

The campaign has led to greatly improved perceptions of safety, as revealed through safety surveys.

The remaining urban roads, the local routes, make up the third level of the hierarchy. While not specifically targeted under the iWay programme, walking connectivity,

safety and shared spaces are a focus for these roads. The HDC transportation team is very supportive of iWay and has redesigned a number of local roads with a community focus. Copeland Road is an example of this with wide, shared use footpaths that children can cycle along, and narrower carriageways that discourage speed and make it easier to cross.

As far as possible, HDC tries to coordinate its capital works programme with individual cycling route improvements, in order to reduce implementation costs.

The iWay team focus particularly on families and divide their target market into four segments, based on journey purpose:

- » Walk and cycle to work
- » Walk and cycle for fun
- » Walk and cycle to shop
- » Walk and cycle to school

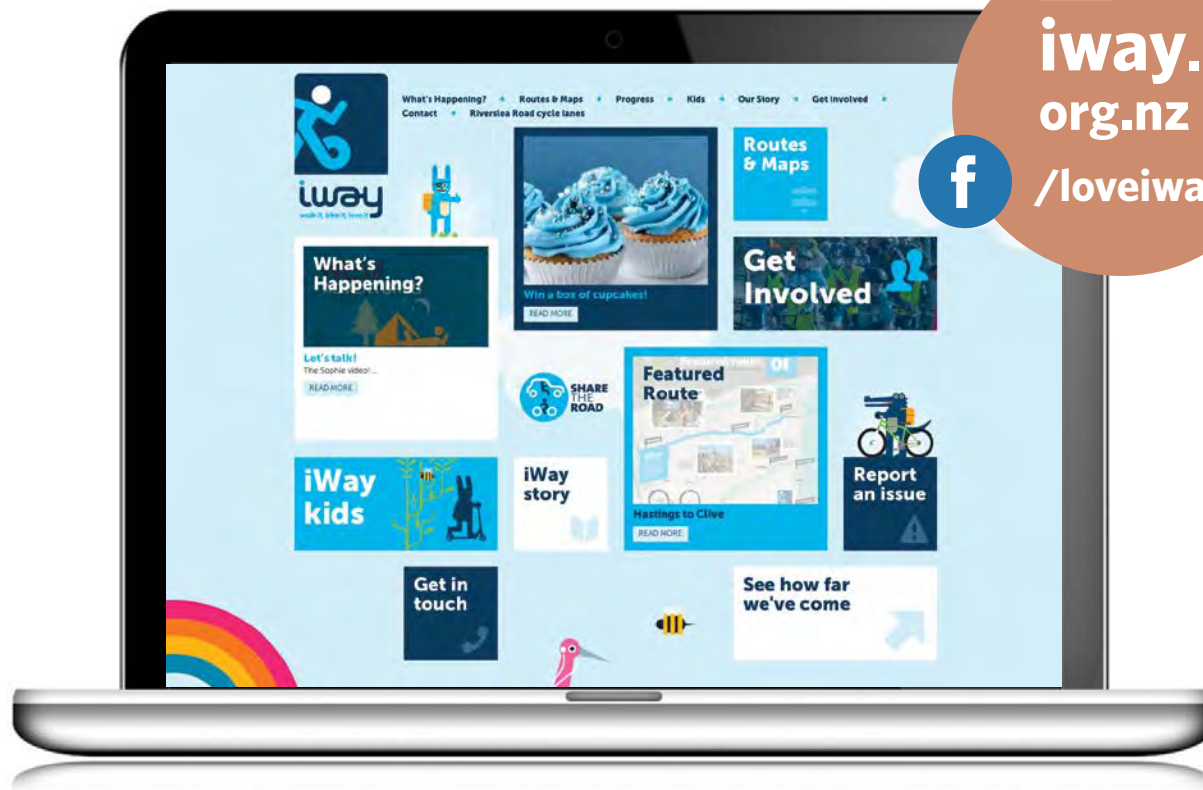


Teamwork

The iWay team consists of just two dedicated (mostly full time) employees who have a range of project management experience in various disciplines. One has a strong engineering background, which the team believes is essential for implementing this kind of programme. As a whole, the team believes a mix of skills is useful, but motivation, resilience, vision and, above all, commitment are all vital to the success of the programme.

The core team is supplemented from time to time by council staff or consultants as needed for specific projects or tasks. The iWay team also regularly calls on the expertise of the HDC internal marketing team, to help with its communications.

In addition, the iWay project is overseen by a Cycle Strategy Group which reviews all new designs and campaigns. The group, which includes local walking and cycling advocates, meets monthly and is chaired by the Deputy Mayor. The group's composition helps to ensure political support for new projects.



iway.
org.nz
/loveiway

The iWay project made use of the HDC Project Management Framework, a set of inhouse processes and manuals. Within this framework, the project delivery structure was made up of:

- » a small project management team with representatives from those areas of council where the project would have the greatest impact
- » three working groups - one looking after infrastructure, another with responsibility for community engagement and the last looking after monitoring and evaluation.

Reaching the masses

The iWay team has recently launched a new and more dynamic website containing maps showing on and off road walking and cycling routes and listing events and project updates. See www.iWay.org.nz

iWay Facebook page - www.facebook.com/loveiway

Like the Let's Go Facebook page, iWay's Facebook page is more dynamic and up to date than its website, has a great collection of pictures from recent events and lots of comments from politicians and members of the public.

HASTINGS: CASE STUDY ONE

INNOVATION IN INFRASTRUCTURE



Havelock Road is the major link between Hastings city and Havelock North.

It carries about 18,000 vehicles a day with numbers expected to increase to 26,000 by 2045. The high traffic volumes and demand for a safe pathway for people to walk or cycle the 2.1km route provided the incentive to HDC to come up with an innovative solution.

As anyone who travelled along Havelock Road (before the construction of the new Havelock arterial) will tell you, there were seriously deep stormwater drains visible, running along a significant portion of the road. To complicate matters further, the drains were under the control of a different council and located within an area of challenging storm water drainage.

HDC therefore needed to install a new pathway that allowed the existing drainage system to remain in-situ, addressed ground conditions and still provided a secure and high quality cycleway. To meet these requirements an innovative suspended concrete boardwalk was designed, using a system of piles and joists spanned by removable concrete slabs.

The 3m wide, 2.1km pathway, on the northern side of the road, was completed in July 2012. Native planting and bollards alongside the pathway provides a physical barrier



from the road vehicles, while the innovative design ensures the drain continues to function and is fully accessible to council staff and contractors.

Another positive spin-off of this design is the fact that users of the pathway are visible to those driving along the Havelock Road. Repeated exposure to cycle commuters may make the concept of switching to active transport less daunting for car drivers than in locations where the cycleway is off-road and hidden.

**HASTINGS:
CASE STUDY TWO
PATHWAYS
OPENING**

To mark the opening of each of its pathways, the iWay team has come up with a low cost, but highly effective formula: cheap mass advertising and the lure of prizes to attract participants.

Families, in particular, are targeted through emails, posters and promotions in schools, Facebook, newspaper ads (provided the cost is low) and radio advertising – again where the cost is not too high. A particularly effective method of radio advertising has been to run a competition to win a bike with the radio station the week before the event. Most recently listeners had to guess how long it would take one of the presenters to bike the new route. This got lots of air time beforehand and seemed to work very well. The price of a bike is often cheaper than buying airtime.

Another tool that appears to work well is the use of roadside advertising to promote events. This is especially effective on high volume roads.



Walk, bike or scooter to school and be in the draw to win prizes
Get your MoveIt card stamped at the school gate. Once your card is full, you go into a weekly school draw to win great prizes, such as t-shirts, vouchers and iWay merchandise. Parents can win prizes too!



On the day of the opening the council focuses especially on entertaining the children with bouncy castles, bubble machines, lots of small prizes and a raffle ticket for everyone finishing the ride.

Monitoring: How is Hastings tracking?

The HDC team has set ambitious targets for its iWay programme. Their performance management framework has the following primary indicators:

- » *Walking and cycling mode share is increasing at 8% per annum*
- » *Number of injury crashes involving pedestrians and cyclists is trending downwards, especially in the 0-14 age group*
- » *Community perception of cycling safety has trended upwards by at least 50% over three years*

And the following secondary indicators:

- » *Average traffic speeds on routes with cycling facilities are trending downwards*
- » *100% update of travel planning within target organisations and quotas are being met*
- » *Patronage of the Commuter Express is trending upwards*
- » *Model community marketing awareness exceeds 50%*
- » *Percentage of residents achieving recommended weekly physical activity target of 2.5 hours is trending upward.*

Traffic Design Group has recently completed the iWay year 1 draft report against these indicators. While it is important not to read too much into these early results since one year is a very short time in transport planning, the report does highlight some interesting outcomes to watch. The summarised results are as follows:



| | | |
|----------|---|--|
| 1 | 8% mode share increase | Cycling mode share has increased above the target, but walking has decreased. |
| 2 | Reducing cyclist and pedestrian crashes | Number of crashes remains static. |
| 3 | Safety perception trending upwards by 50% over 3 years | Data gathered in year 1 will form the baseline. |
| 4 | Reducing traffic speeds | There has been a general decrease in speeds outside of CBD. Year 1 vehicle speeds will form baseline for future year comparison. |
| 5 | Uptake of travel planning | No travel planning have been developed. |
| 6 | Increased bus patronage | Increase in bus patronage 8% higher than baseline target. |
| 7 | iWay brand awareness | Target of 50% by year 3 has been met in year 1. Flyers and TV were the two most frequently cited sources of information. |
| 8 | Increasing levels of physical activity | Data gathered in year 1 will form the baseline. |

Other indicators:

- » *25% increase in cyclist numbers reported on selected routes*
- » *Local businesses associated with cycling report significant growth in business*
- » *Annual patronage on Commuter Express bus service up nearly 10% during first year of iWay*
- » *Over 108km of on- and off-road cycleways have been created.*

Early indications from year two cycle counts show a healthy 20% increase in cycle numbers.

Two years into their programme, the planned iWay network is virtually complete and the team now intends to focus on improving connectivity across SH50 and narrow bridges, as well as linkages with the National Cycle Trails.



SECTION THREE

APPLYING THE MODEL COMMUNITY PRINCIPLES TO YOUR TOWN

TAILORING YOUR PROGRAMME

How on earth do you coax/cajole/prod people to try walking and cycling?



In order to get the biggest 'bang for your buck', it is essential to target your investment in walking and cycling. This means asking:

- » *People: who are the people that can be persuaded to take up or increase their walking and/or cycling?*
- » *Place: where do they live?*
- » *Purpose: what are the key destinations these people need to reach?*

Understanding the people and what will motivate them to take up walking and/or cycling helps you to target the marketing messages and select the right channels to reach the target audience.

Understanding the places where they live ensures the right communities are targeted.

Identifying the purpose of these journeys ensures the key destination and journey types are targeted.

Clarifying these three factors allows a tailored programme to be developed to provide the specific infrastructure, training, equipment and information the audience needs to take up walking and/or cycling. This also means that programmes can be targeted to specific hubs such as workplaces, schools or shopping malls.

The choice of channel for providing information, raising awareness and encouraging residents and visitors to ditch their cars and start walking, cycling and/or taking the bus depends very much on the audience being targeted. The diagram below, adapted from a Department for Transport publication¹, shows many of the tools available:

¹ Making a cycling town: a compilation of practitioners' experiences from the cycling demonstration towns programme 2005- 2009.

CHANNELS & TOOLS



A strong brand can greatly increase visibility and appeal.



Branding

A strong brand can greatly increase visibility and appeal. Both New Plymouth and Hastings chose strong memorable names for their programmes - New Plymouth's Let's Go is a call to action, while Hastings' iWay conveys both the idea of a path and the use of technology. The benefit of these strong brands for NPDC and HDC is that they have provided a platform from which to engage with the community and bring them along on the journey.

Where possible, it is a good idea to complement the programme name and logo with marketing and information resources that use the same colours, fonts and images.

This means that route signage, maps, media releases, leaflets, mascots, posters, websites etc should all have the same look and feel and be readily identifiable as part of the model community brand.

Websites are a simple and effective way to reinforce the model community brand and help to build support and interest. The only problem with a website is that, in order to keep up the momentum and sustain interest, it needs to be updated regularly. Users only need to see the same static or out of date pages a couple of times to stop looking at the website at all. This means a valuable information and brand-building tool may be lost.

Planning for cyclists

To attract new cyclists (from *Making a Cycling Town*), you need to plan a cycling network that:

- » links to the town centre and key destinations such as workplaces and schools
- » gives cyclists priority and creates advantage
- » is easy to navigate with coherent signage and route branding
- » has continuous routes
- » has improved cycling safety (off road and low traffic routes where possible)
- » is attractive with green space and scenic areas
- » provides cycle parking at key destinations
- » is highly visible where possible to create local interest in cycling (like the Havelock arterial).

Safety

The principal goal of a walking and cycling model community is of course to get more people walking and cycling. In both model communities, however, achieving this goal means overcoming the fairly widely held perception that cycling and walking are unsafe modes, too difficult (not convenient) and less socially acceptable. In the latest Communities at Risk Register both New Plymouth and Hastings are classified as high risk for walking and cycling, based on the fatal and serious injury crash data in the crash analysis system (CAS) database over the five-year period, 2006-2010. More recent figures are set out in the table below:

| 2007-2011 | NEW PLYMOUTH | HASTINGS |
|----------------------------|--------------|----------|
| Cyclists serious | 18 | 27 |
| Cyclists fatal | 0 | 1 |
| Pedestrians serious | 19 | 22 |
| Pedestrians fatal | 3 | 3 |

Given the safety risk associated with walking and cycling in each of the model communities, safety has been a determining factor in the planning undertaken by the two councils. In the case of New Plymouth, this has meant targeting schools with known issues and providing infrastructure in conjunction with travel planning and safety skills training. This has the benefit of gaining young converts to walking and cycling and ensuring they learn good habits that they will carry over into adulthood.

STRAIGHT FROM THE HORSE'S MOUTH

'Spend as much time planning as possible: if you can, roll out all at once rather than bit by bit.'

THE iWAY TEAM'S TOP TIPS

- » You will need good political and management support – in particular, the firm backing of the mayor.
- » Spend as much time planning as possible: if you can, roll out all at once rather than bit by bit.
- » Spend effort and money on public consultation for projects – keep people as informed as possible but don't expect consensus. Involve councillors and keep them informed.
- » Project needs to align with council's stated strategic direction in LTP, and...
- » Make sure the whole of council is aware of what the model community is trying to achieve and why.
- » Be prepared for a lot of public criticism and bricks thrown. Remember you won't hear from most of the positive people most of the time – although they definitely exist.
- » Build a strong brand that is not too 'worthy' or too centred on sustainability issues. Many people are much more interested in personally saving money than saving the planet.
- » Don't try to be too ambitious with a monitoring/evaluation programme. It's easy to measure too much.
- » Be visible – get walking and cycling on the local agenda. Get bike racks, cycle lanes, roadside signage etc to stand out. Infrastructure design needs to be attractive and self explaining.
- » Cycle advocates are usually one of two types – those who wear lycra and those who don't. Design for the masses, not for the people who want to cycle at 30 km/h.
- » Safety needs to be right up there on the agenda and targeted from all angles – real/perceived safety, crime etc.
- » Expect to build and nurture a network of community supporters gradually, rather than quickly. The most effective ones aren't always the first that spring up.
- » It is not easy to attract community interest in smaller, less high profile general events such as bike days and bike marts. Instead, concentrate on bigger, more targeted events that are more likely to have a measurable impact.



'Work with politicians sooner and get some quick wins to build support.'

THE LET'S GO TEAM'S TOP TIPS

- » Schools are the big success. Principals see Let's Go helping to reduce congestion, improve kids health and a really worthwhile endeavour for the school and the future of our children (they get it).
- » Quickly bridge the gaps between people and organisations. Assess which organisations you need help from and make/use contacts to establish relationships and common ground for discussion/investment.
- » Don't assume you know where the community support is – people already using some parks, reserves actually don't want improved level of service or more people using areas they are familiar with.
- » Work with politicians sooner and get some quick wins to build support.
- » Try and try again. Different approaches and people work better at different times. Don't underestimate the time for consenting and achieving critical acceptance. Repeating the message and leaving things for a while helps sometimes. Again people with good project management experience are invaluable.
- » Cars do not have a constitutional right to a car park. Regional centres sometimes pride themselves on how easy it is to drive and park. Challenging this concept is challenging!
- » Make it a council-wide project run by a small team inhouse.

WHAT HAS THE NZTA LEARNED FROM THE MODEL COMMUNITY JOURNEY TO DATE?



Above image taken on a closed road at the 2012 Hastings Walking and Cycling Conference Bike Fashion Show.

- » The two-year timeframe imposed on NPDC and HDC to deliver their programme of activity was, by necessity, very ambitious and challenging. It takes time to go through the planning process, to determine the right mix of solutions, to the right standard and in the right place, and to ensure key stakeholders and the community are on board. It was a big ask for both councils but, to their credit, they have both delivered.
- » New investment programmes should use the learning of model communities, in particular the council and community buy-in to the programme of activity, prior to seeking NZTA support. Ensure that the

foundations are strong and in place early – don't wait for the NZTA to start building momentum. A prioritised programme of activity that takes a strategic approach to deliver transport outcomes, is well planned, incorporates an integrated package of interventions and is ready to implement, is likely to be more successful in delivering on outcomes and receiving investment. The NZTA has continued to emphasise the importance of leveraging model communities investment to facilitate wholesale change (parks, health, housing etc). This also works in reverse – creating exciting council/community programmes to demonstrate effectiveness and leverage additional investment from the NZTA.

- » While the NZTA encouraged model communities to implement creative and innovative solutions, with regard to road markings and signs in particular, the NZTA may not have made it completely clear from the outset that such solutions should still be subject to the normal processes. For further information, see www.nzta.govt.nz/resources/traffic-notes/docs/traffic-note-10-rev3.pdf
- » A model walking and cycling community is not developed in isolation from the transport network as a whole. To achieve the best results, it must be seen as an essential component in an integrated approach to ensure it contributes to delivering an integrated, multi-modal, one network transport strategy.
- » Building strong relationships – both internally and externally – was vital. The more friends you have (particularly those with their own budgets!), the easier the journey will be.
- » Understanding the audience/community and also providing opportunities for them to understand what the project is all about, was also necessary so that it became a shared journey. Community engagement was critical to success and NPDC and HDC both did this very well with their Let's Go and iWay branded engagement platforms.
- » It was important to implement a coordinated package of infrastructure, educational and promotional activities, supported by aligned strategy and land-use policies.



LOOKING FORWARD

We have acknowledged that it is very challenging to implement a programme of activity and expect noticeable change in a two-year period, so it is the NZTA's intention for the next three years (2012-15 NLTP) to continue investing in New Plymouth and Hastings. To achieve significant outcomes, investment and effort needs to be sustained over a long period of time. Both locations have submitted programmes for the 2012-15 NLTP.

However, in the short to medium-term, the NZTA is receptive to receiving applications from other locations that aspire to implement a programme based on the model community principles. It is unlikely that there will be more branded model communities, as such, but the model communities experience has demonstrated that with a modest targeted investment agreed community outcomes can be delivered.

FINALLY, A FEW WORDS FROM GERRY DANCE

NATIONAL PROJECT MANAGER FOR
THE MODEL COMMUNITY PROGRAMME



There have literally been hundreds of people that have contributed to the success of the model communities' journey in New Plymouth and in Hastings, with too many to mention, but in particular a big thank you for all their efforts must go to:

Carl Whittleston, Liz Beck, Nathaniel Benefield, Max Aves, Kathryn Scown, Anna Crawford and Tracey Howarth from the New Plymouth Lets Go team, Owen Mata, Frans Krause, Jag Pannu and Matthew Rodwell from the Hastings iWay team, and of course my NZTA colleagues.

It's been a great ride and a pleasure working with such a passionate, enthusiastic and hard working group of people committed to making a difference to the communities of New Plymouth and Hastings.

Also, a special thank you to my colleague Jacqueline Blake for writing this story.

Thank you

GERRY



Above image taken on a closed road at the 2012 Hastings Walking and Cycling Conference Bike Fashion Show.





If you have further queries, call our contact centre on 0800 699 000 or write to us:

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July 2013

