

BRIEFING PAPER

National Cycling Education System

Equipping Kiwis to get around by bike

PURPOSE

This document is for councils, cycle training providers and other regional partners. It provides the rationale behind the move towards a new national approach to cycling education, and outlines key information and guidance to help with regional planning.

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HIGHLIGHTS AND RECOMMENDED ACTIONS FOR REGIONAL PARTNERS

- The NZ Transport Agency and ACC are investing in a National Cycling Education System that will improve the reach, quality, and efficiency of cycling education, to contribute to making cycling a safer and more attractive transport choice.
- The National Cycling Education System aims to provide a range of learning opportunities that will enable New Zealanders to go from learning basic bike skills, to making trips by bike when they are ready.
- Safe cycling is an area of Medium Concern in the Safer Journeys Strategy 2010-2020. The National Land Transport Fund (NLTF) Activity Class for cycling education activities is Road Safety Promotion.
- The investment profile for the overall National Cycling Education System has been assessed as Medium-High-High (MHH).
- Councils and other regional partners need to start planning now to ensure this opportunity can be integrated into the 2018-2021 National Land Transport Programme (NLTP). Use the guidance in this document to help with this planning. There is an opportunity for more funding through ACC to support growth in the 2018-2021 period.
- Planning for the 2018-2021 period should be prioritised; however, there is ACC funding that can contribute to growing cycle education delivery in 2017/2018. More specific guidance will be provided in the next four weeks.
- For the next four years (including 2017/2018), the Transport Agency will contribute to Bikes in Schools projects through a seed funding arrangement. This will be provided directly to schools through the Bike On NZ Charitable Trust.
- There are people in the NZ Transport Agency that can help your organisation get the most out of this opportunity. Contact details are provided.

Where has this come from?

Cycling is a government priority that supports a range of shared outcomes for transport, health, injury prevention education, and sport. Investment in a connected network for cycling is already receiving substantial focus through the Urban Cycleway Programme and New Zealand Cycle Trails. To complement this investment, the Transport Agency and the Accident Compensation Corporation have recently approved funding to implement a National Cycling Education System. This is one component of the broader programme of work to make cycling a safer and more attractive transport choice, and is part of implementing a Safe System for cycling through the Cycling Safety Action Plan 2015. This decision is the result of a 12-month investigation (through the Business Case Approach), into extending and improving cycling education. The investigation involved a wide range of stakeholders, including an expert team from the UK.

To view the media release from July 25th 2017 [Click here](#).

Why do we need it?

There are examples of high-quality cycle skills training programmes already offered in some regions in New Zealand, and existing tools, such as the *'Guidelines for the set-up and delivery of Cyclist Skills Training'* and the Cycle Skills Instructor qualification; however, the Business Case process confirmed that a more comprehensive and coordinated response will yield greater reach, quality, efficiency and therefore more benefits.

- Cycling is growing, but it needs to grow at a faster rate if the benefits of cycling are to be gained at nationally meaningful levels.
- We will have more cyclists with less experience on our network in the next 5-10 years, and ACC cycling injury claims are already showing an upward trajectory.
- Alongside infrastructure, we need an approach to cycling education that focusses on habitualising safety behaviours and equipping people with the skills, knowledge and perspectives they need to get around safely by bike.
- The amount of time New Zealand children spend cycling (and trips by bike to school) has dwindled since 1990. Connected cycling routes will help to reverse this trend; but, we need a comprehensive approach that provides opportunities to gain cycling experience, and involves schools, parents and whānau. Only with this in place can we expect child cycling numbers to substantially grow.

Problems

PROBLEM A - Limited Reach

We fail to coordinate and provide contextualised cycling education (on-road), which means we are not reaching sufficient people to support more safe trips by bike as cycling's popularity increases.

PROBLEM B - Limited Quality

The current approach is narrow, and often a 'one-off' event and therefore it is less likely to equip people to ride a bike safely on the network.

PROBLEM C - Limited/varied Integration

Cycling education is not always integrated with other cycling initiatives or investments, including cycling infrastructure, which reduces the likelihood of these increasing the uptake of cycling as a transport mode.

PROBLEM D - We don't measure the benefits

We don't have strong quality assurance mechanisms or a robust approach to evaluating cycling education, meaning we don't understand the benefits of the current investment.

PROBLEM E - Duplication

We are duplicating the development of resources and materials resulting in inefficiencies and inconsistencies.

Overcoming these problems, is predicted to result in:

Intermediate outcomes

- People with the skills, knowledge and confidence to ride a bike for everyday trips
- People who can identify hazards and respond appropriately while riding a bike on the network
- People who understand key road sharing behaviours while on a bike, and around bikes, on the network
- People who know how cycling for everyday trips can benefit them, their communities and society
- People with competencies to contribute to a safe system and liveable communities.

Long-term benefits

1. Cycling is perceived as a safer and more attractive transport choice
2. Safer cycling for those who have participated in the National Cycling Education System.
3. More people cycling and therefore a greater return on investment in cycling infrastructure.

Ultimately contributing to positive impacts on... congestion, cycling injury rates, health, physical literacy, engagement in sport and recreation, and environmental health.

Components of the National Cycling Education System

Vision

A New Zealand where everyone can learn to ride a bike from a young age, meaning that learning to ride on the road, and getting around by bike is an option when they grow-up, and we have a generation of drivers who understand the needs of bike riders.

The National Cycling Education System aims to build on, and strengthen current cycle skills training delivery.

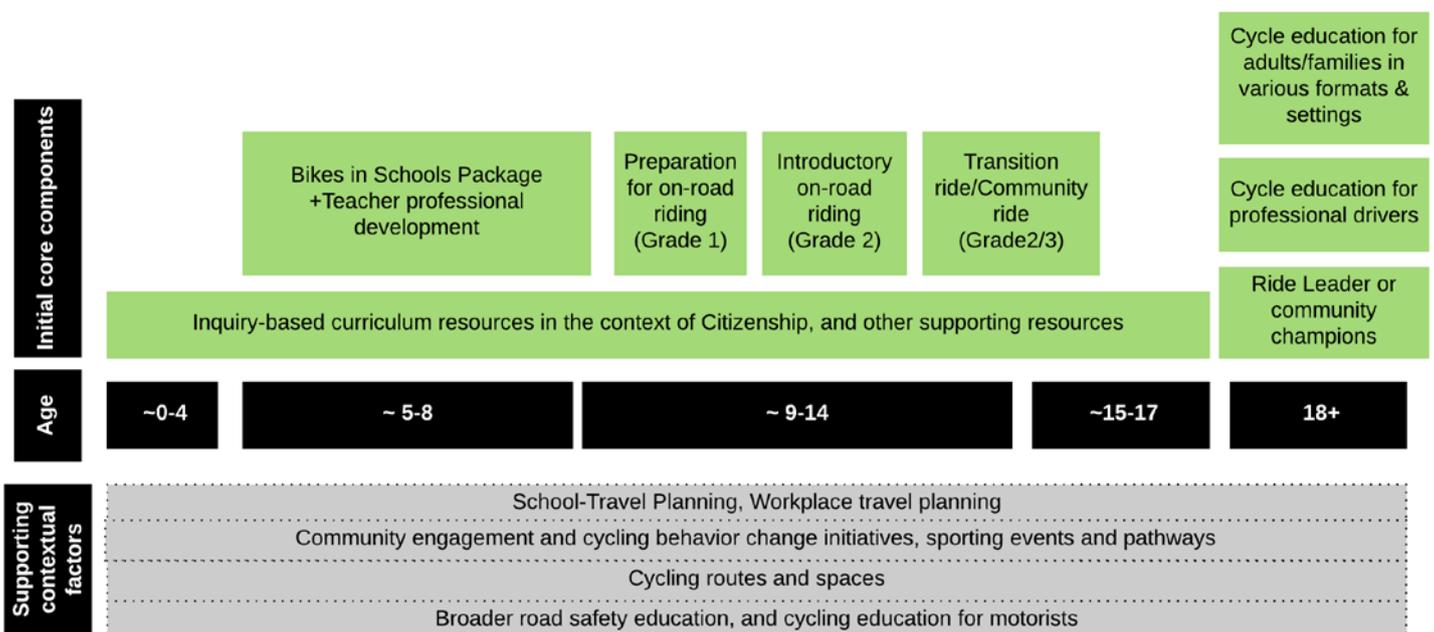
- The Transport Agency will provide national oversight, administration, and guidance.
- A national brand, quality assurance mechanisms, and monitoring and evaluation systems will be developed.
- A suite of cycling education modules and tools will be developed, which can be shaped by regional partners for individuals and groups in their communities.

Core cycling education modules

The initial set of core cycling education modules are outlined below (Figure 1), with more detail in **Appendix One**. This initial set of modules builds on existing good practice, while aiming to provide a pathway from fundamental bike skills, to being able to make trips by bike on the network. These are the main activities the Transport Agency and ACC plan to invest in over the next four years, in partnership with councils and other regional organisations. Over the next 12-months, guiding principles and core content for each of these modules will be developed.

We are looking to significantly increase the amount of on-road cycle education, in both children/adolescents and adults, and the number of schools with Bikes in Schools. To help with your planning, cost estimates for each of these modules, and other key activities, is provided in **Appendix Two**.

Figure 1: Overview of the core cycling education modules, and other factors that enable cycling



Other cycling education activities

To encourage innovation, and be responsive to local needs, preferences and gaps, regional partners may want to apply for additional cycling education opportunities as part of their overall package (i.e. cycle education that is not one of the modules mentioned above). These activities will need to have a strong rationale, and a framework for understanding effectiveness (so this learning can be shared with other regions). Examples include:

- Cycling education for families, or ways to facilitate family engagement in school-based cycle education;
- Innovative approaches to engage adults in cycling education;
- Cycling education that reinforces learning from the core suite of modules;
- Cycling education specifically for Māori communities;
- Cycling education for low socio-economic communities.

Strategic guidance for regional partners

We all want to make sure we can get the most out of this investment, so that the best possible cycling education for individuals and communities is provided, and the long-term benefits for New Zealand can be achieved. Five principles are below, to help regional partners plan a strategic and good practice cycling education approach, and integrate cycling education with their broader cycling programmes.

➤ **Quality of the cycle education offering**

What does this look like?

- Keep the needs of individuals and communities at the centre of how cycle education is approached in your region.
- Utilise the national resources (soon to be developed) as the basis for your region's approach and content.
- Continually look for ways to integrate cycle education into curriculum learning in schools (there will be national support around this).
- Work towards having qualified instructors deliver cycle skills training in your area.

➤ **Increasing reach**

What does this look like?

- Move towards providing more on-road cycle education for both adults and adolescents (at the appropriate age).
- Develop innovative ways to link with parents and whānau so learning is reinforced.

➤ **Exposure across the life course**

What does this look like?

- Build a regional approach to cycle education that increases the touch points across a person's life course (as opposed lots of Grade 1 delivery without the 'next step'). Shift the balance from lots of Grade 1 delivery in isolation, to a higher proportion of Grade 1, Grade 2 and other supporting modules.
- Provide consistent opportunities each year to grow demand integration.

➤ **Integration and collaboration**

What does this look like?

- Integrate cycle education with other factors that enable safe cycling, such as cycling infrastructure and behaviour change activities, into your regional plans.

- Develop partnerships with other stakeholders who have an interest in encouraging cycling for various benefits (Sport NZ, Healthy Families NZ, DHBs, Marae). Utilising existing networks, such as Communities of Learning or Sports Organisations.

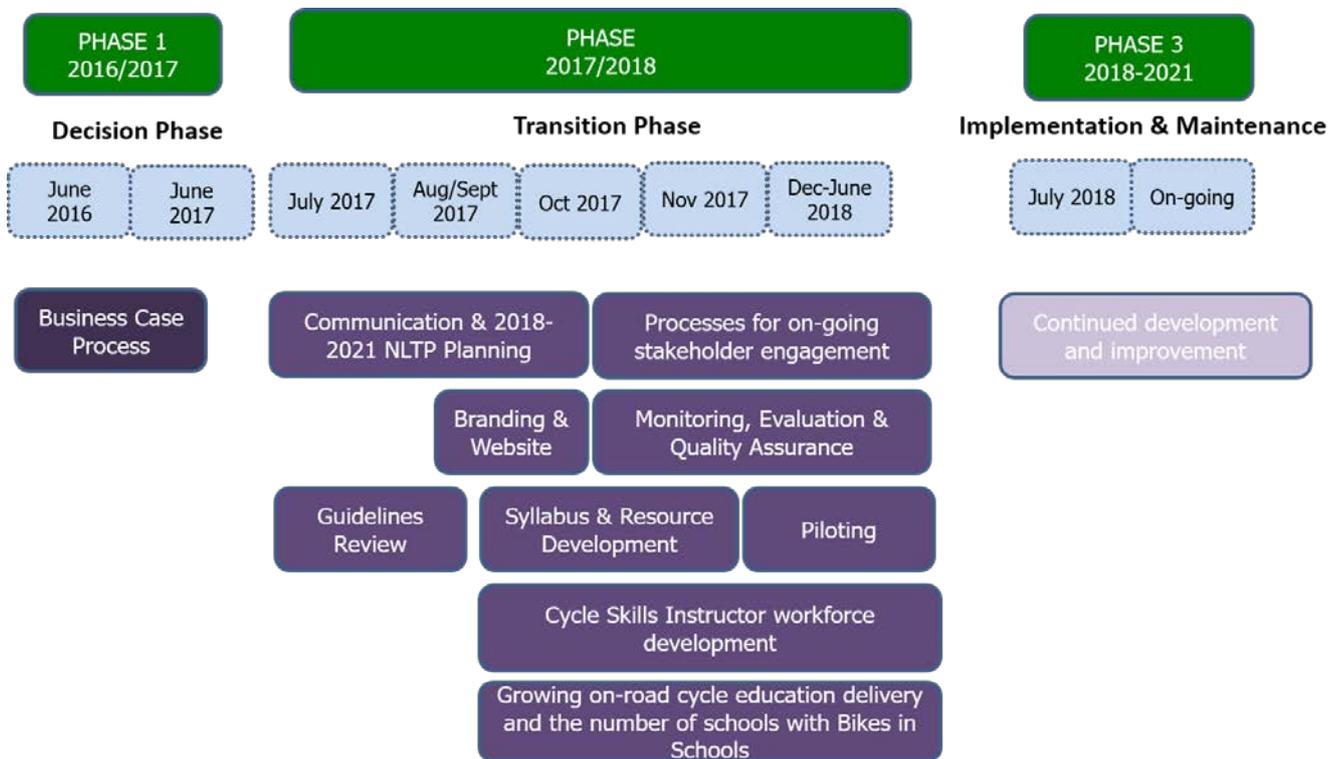
➤ **Targeting**

What does this look like?

Plan how you will target your effort for cycling education and how this aligns with your regional goals for safety and cycling participation. Consider balancing and integrating these focus areas:

- Concentrated delivery in combination with cycling infrastructure to encourage more and safer cycling in 'new' cyclists.
- Targeting high-risk groups/behaviours in current cyclists.
- Facilitating broad population level change by targeting those who are less likely to have access to biking and cycling education opportunities.

Timeframes



Key activities for the next 6-12 months are:

- Support regional partners to plan for the coming financial year, and the 2018-2021 NLTP period.
- Review of the current Cycle skills training guidelines.
- Resource development, and testing of cycling education module content.
- Development of a national brand and website.
- Development of national quality assurance, monitoring and evaluation processes.
- Development of governance structure and sector engagement processes.

Funding and application arrangements

National activities

The investment profile for the overall National Cycling Education System has been assessed as Medium-High-High (MHH). National activities will be funded directly from the National Land Transport Fund (NLTF). These include:

- Cycle education resources;
- Quality assurance process, monitoring and evaluation;
- National branding and website;
- Bikes in Schools seed funding and Bike On NZ Charitable Trust operational costs;
- Contracting Cycling NZ to further develop and drive the Ride Leader Workshop model;
- Contracting Cycling Action Network (CAN) to further develop and drive cycling education for Professional Drivers.

Regional activities

Approved Organisations can apply through the National Land Transport Programme (NLTP) to access NLTF funding for cycling education. Key points are:

- The Activity Class is Road Safety Promotion;
- Safe Cycling is an area of medium concern in the Safer Journeys Road Strategy 2010-2020; eligible cycling activities are fundable with a medium results alignment (or strategic fit under the 2015-18 IAF) as a minimum. For specific guidance visit the NZ Transport Agency's Planning and Investment Knowledge Base [Click here](#);
- Approved Organisations can continue to apply for other cycling behaviour change activities, as part of their broader cycling programmes. Specific guidance is provided on the Knowledge Base [Click here](#);
- ACC is contributing up to \$500,000 per year for the next four years, to support the growth of cycling education.
 - For the 2018-2021 period, regions will be able to access ACC funding through the Transport Agency, so consider this additional funding in the development of your 2018-2021 programmes. More specific information will be provided on the Knowledge Base in the next four weeks.
 - There is ACC funding that can contribute to growing cycle education delivery in 2017/2018, with a particular focus on increasing on-road training in adolescents and adults. This will be negotiated on region by region basis for 2017/2018 and will be targeted to regions who are 'ready' to grow;
- In the Road Safety Promotion Activity Class, there is a mechanism that allows non-approved organisations (e.g. Regional Sports Trusts) to contribute local share or contribute as a third-party funder. See the Knowledge Base [Click here](#) for specific guidance. If you have further questions about this, please contact Elizabeth Claridge (Elizabeth.claridge@nzta.govt.nz);

- See **Appendix Two** for cost estimates of cycling education modules;
- In addition to the initial core set of modules (Figure 1), regional partners may want to investigate and develop innovative cycling education activities, which meet a specific need in your region. These can form part of your overall package.

Bikes in Schools

Regional partners are encouraged to invest in the Bikes in Schools model; it is a central part of a systematic approach to 'equipping Kiwis to get around by bike'.

For the next four years, there is an annual allocation of \$600,000 to contribute to Bikes in Schools projects (seed funding). This will be administered through the Bike On NZ Charitable Trust who will work closely with regional partners to identify appropriate schools. Below are the principles that will guide how this 'seed funding' will be distributed to schools across the country. Depending on the alignment with these principles, a school may be able to access more or less, from the seed fund. Overall, we expect this investment to reach 30-35 schools (or 10,500 students).

- This annual investment of \$600,000 in Bikes in Schools from the NLTF will not be integrated into the NLTP process (for 2017/2018 and 2018-2021).
- Approved Organisations who are already working with the Transport Agency on joint Bikes in Schools investment through the NLTP can continue.

Guiding principles for national seed funding investment in Bikes in Schools

- Local government is investing, or has leveraged funding from non-rate payer sources (e.g. in-kind construction) to support local Bikes in Schools projects.
- A school is part of a wider strategic council plan in terms of both: network development and cycling education.
- Grade 2 cycle skills training is provided in the area, and/or is planned in the nearby intermediates or school with Bikes in Schools, so students in schools with Bikes in Schools have access to the next level of the system.
- There is strong buy-in from the school principal, and a plan in place from the school, to maximise and maintain the infrastructure.
- There are wider community benefits e.g. the school has connections with local ECEs who would use the infrastructure or has plans to promote for weekend use.
- Funding is less available in the community, students have limited access to safe bikes and there is limited evidence of families teaching safe biking skills.
- Size of the school roll.

Key points and actions for regional partners

- **Start planning now** to make sure growth in cycling education is integrated into NLTP plans for 2018-2021. Use the strategic guidance and modules described in this document to guide your planning, so it aligns with the new national approach and includes growth in on-road cycle education. If your region already provides cycling education, this is an opportunity for you to strengthen your existing approach, and increase reach. If your region currently provides limited or no cycling education, this is an opportunity for you to develop a good practice approach and leverage national funding sources.
- Start planning for increasing the number of qualified cycle skills instructors and assessors in your area. The national system will eventually be tied to qualified instructors (for formal cycle skills training delivery). If you have questions about how to develop your cycle skills instructor workforce contact Marilyn Northcote - info@envelo.co.nz.
- There is a mechanism that allows non-approved organisations (e.g. Regional Sports Trusts) to contribute local share or contribute as a third-party funder. Start working together to develop a strong regional programme for 2018-2021.
- Consider if a regional coordinator for cycling education would significantly grow the capability, capacity and reach in your area.
- To help with national planning and development, a survey will be sent out in early August to stocktake resources, processes, delivery levels, predictions for future growth. Councils can indicate their level of interest in the additional ACC funding through this survey.
- Find out what schools in your region are interested in Bikes in Schools, and work with Bike On NZ Charitable Trust to see how these schools can be supported.
- National resources will be available to support your regional programmes, so you won't have to develop your own.
- National monitoring and evaluation processes will be established, and regional partners will need to participate in these processes to continue to access national funding. These monitoring and evaluation processes, will be streamlined, and will also provide your region with valuable data. These will be developed in 2017/2018 in preparation for the 2018-2021 period.
- If you would like some feedback on your current cycling education approach, and how it aligns with the system, we can provide an initial strategic guidance and quality assurance visit.

Frequently Asked Questions

What if our council does not have cycling education (or cycling) as a priority and is historically unwilling to contribute local share?

The NZ Transport Agency can help you raise awareness of the benefits of investing in cycling education, and an overall cycling programme.

What if we aren't an Approved Organisation for NLTF funding?

You will need to collaborate closely with your local council. Non-approved organisations (e.g. Regional Sports Trusts) can make a financial contribution to local share (or contribute as a third-party funder).

Is there going to be commercial sponsorship?

At a national level, this is a partnership between the Transport Agency and ACC; however, part of the rationale for setting up a national approach (and national brand) is to make it more attractive for commercial sponsors; this will be investigated over the next 1-2 years.

When does this start?

The Transition Phase is from July 2017-June 2018. During this time, all the background development will occur. Cycle skills training already planned for the 2017-2018 financial year can continue. Regional partners are encouraged to work towards aligning their programme with the national approach, using the guidance in this document. Transport Agency staff can also visit your area if requested.

How does this fit with other cycling behaviour change activities we do?

Councils (Approved Organisations) can continue to apply for other cycling behaviour change activities, through the appropriate Activity Classes, technical guidance is provided on the Knowledge Base [Click here](#). We encourage you to make sure your cycling education activities align with your broader cycling programme and road safety plans.

What do we do if we are interested in growing delivery in 2017-2018?

A survey will be sent to councils in early August, to understand current delivery levels, and regions who have an appetite to accelerate delivery in 2017/2018. Access to ACC funding for 2017/2018 will be worked through on a region by region basis, and will be targeted to regions who are ready to grow.

How do we access ACC's contribution for the 2018-2021 period?

We are looking into a simple process to enable regional partners to access ACC funding for the 2018-2021 period; this will be through the Transport Agency (as opposed to through ACC). More information will be provided on the Planning and Investment Knowledge Base in the next four weeks.

Can our Council apply for Bikes in Schools funding or does it go directly to the school?

The annual investment of \$600,000 in Bikes in Schools from the NLTF will not be integrated into the NLTP process (for 2017/2018 and 2018-2021). Bike On NZ Charitable Trust work with regional partners to identify schools, but the funding itself will go directly to the school. Approved Organisations currently working with the Transport Agency on joint Bikes in Schools investment through the NLTP can continue.

What if we have Grade 1 instructors, how much will it cost to upskill them to Grade 2?

Much of the costs associated with the qualification comes with the process of getting instructors qualified to Grade 1. After that the provider only pays for the assessor time and to report additional credits (approx. \$225 per person)

What if our costs per head are different to the cost estimates provided in Appendix Two?

The costs in Appendix Two are national average estimates, and therefore the costs in each region may vary depending on the model of delivery and existing resourcing. These costs are to be used as a guide, to help you plan your programmes for the next four years.

More questions?

Please contact **Edwin Rakanui**, Senior Education Advisor (NZ Transport Agency)

DDI: 04 894 5034

Email: edwin.rakanui@nzta.govt.nz

Appendix One

Cycling education modules – the detail

Table 1: Children, young people and families

Module/Component	Description	Primary Rationale	Guidance for target audience or setting
Curriculum resources underpinned by the principle of Citizenship	Curriculum resources using cycling as a context for learning, underpinned by an inquiry learning approach and the theme of Citizenship. These will be developed/refined nationally.	Increase the relevance and attractiveness of cycling education for schools through working within their core business. Allow deeper learning around cycling and being a road user.	Schools, Year levels 1-13. Utilising Communities of Learning networks where possible.
Bikes in Schools Package	Seed funding for schools for Bikes in Schools projects, and operational funding to Bike On NZ Charitable Trust (to support schools to establish the Bikes in Schools model).	Provide a safe environment to develop sound bike handling skills, normalise biking as an everyday activity and habituate key safety behaviours (helmet-wearing, bike safety checks, and negotiating other users). Engage teachers, students, whanau and the wider community using Bikes in Schools as a platform.	
Preparation for on-road riding (Grade 1 skills) – Teacher-led	Professional development & mentoring for teachers about how to teach core Grade 1 skills, including how to ensure this is quality Health & PE education.	Initiate the habitual development of on-road skills, prior to applying them in an on-road environment.	Schools with Bikes in Schools. Schools involved in Play. Sport pilots.
Preparation for on-road riding (Grade 1 skills) – Instructor-led	Instructor-led module in direct preparation for on-road riding, covering core Grade 1 skills. Typically takes place on the school grounds for 3-4 hours.	Initiate the habitual development of on-road skills, prior to applying them in an on-road environment.	Children aged 9-11 in schools (including after school and holiday programmes) and community settings. Move towards focussing on schools without Bikes in Schools, and in preparation for Grade 2.
Introductory on-road riding (Grade 2)	Introduce students to the core skills, knowledge and behaviours required to ride on the road. Up to 8 hours of instructor-led cycle skills training on the road, with pre- and post-learning led by teachers (with the aid of purpose built curriculum resources).	Provide an opportunity to learn, and apply the core knowledge, skills and behaviours for riding on the road.	Students aged ~10-14 (it may also be relevant to older students). Schools with Bikes in Schools or neighbouring intermediate schools. Schools in the vicinity of new or existing cycling infrastructure. In response to school and community demand.

Module/Component	Description	Primary Rationale	Guidance for target audience or setting
Transition Ride or Community Destination Ride	A combination of in-class and practical learning where students identify a community destination (or home, or neighbouring intermediate/high school), then plan and ride the most appropriate route. Co-constructed by teachers and instructors. This will module will be piloted in 2017/2018.	Aims to consolidate Grade 2 learning and provide students with an authentic biking experience.	Students who have completed Grade 2. Students who are transitioning to intermediate or high school with a feasible cycling route. Schools that would like to complement curriculum learning about cycling, with a practical biking experience.

Table 2: Adults

Module Name	Description	Aim	Target audience or setting
Cycle education for adults	Practical cycle education for adults in various settings and formats. For now, Grade 1,2 and 3 will be used as a framework for adult training, with flexibility in terms of what is delivered depending on the audience/setting. E-bike training, cycle skills training for companies with fleet bikes, bike-maintenance, and on-road cycle skills training, are examples of adult formats regions may want to include as part of their adult package.	Provide a flexible approach that is strongly aligned with learner needs. Raise awareness of key safety behaviours. Provide a pathway for adults wanting to progress from limited biking skills, to making trips by bike.	More work is underway to understand the needs, and most effective and efficient way to offer cycle skills training for adults.
Ride Leader and Community Champion Module	A ‘train the trainer’ approach. Recruiting community leaders and upskilling current leaders, who lead rides on cycle pathways, roads or trails. On-going mentoring or support should be provided to these leaders/community champions.	Raise awareness of key safety and road-sharing behaviours, and engage more adults in regular cycling. Create a network of cycling groups and local champions to support on-going participation.	An extremely flexible approach that can be adapted to a range of settings and audiences, depending on the regions focus: <ul style="list-style-type: none"> • Sport cycling groups • Interested but concerned adults or commuter cyclists • Recreational riders
Cycling education for Professional Drivers	A workshop and practical cycling experience for Heavy Vehicle Drivers (including buses). There is scope to extend this to other professional drivers, such as taxis and couriers.	To facilitate understanding and mutual respect between cyclists and heavy vehicle drivers, and improve driver behaviour around cyclists.	Professional drivers through their Workplace Health & Safety systems, and through driver training systems.

Appendix Two

Cost estimates and funding application process for each module

The Cycling Education System is estimated to cost \$24 million over four years, primarily shared between NZTA, ACC and local government. To help with your planning, cost estimates for core modules and activities have been estimated, and are outlined below. Please note, these are average national estimates, and therefore may vary in each region depending on the model of delivery and existing resourcing.

Component	Cost estimate	Funding application process
Bikes in Schools Package	The cost per school to establish the full Bikes in Schools Model is approximately \$60,000 (bike tracks, bikes, helmets, storage, etc.).	The national contribution to Bikes in Schools projects will be administered by the Bike On NZ Charitable Trust, in coordination with local partners. Schools still need to fundraise the remainder. The Bike On NZ Trust can support schools with fundraising processes.
Bikes in Schools Teacher Professional Development	~\$167 per teacher (training) ~\$83 per head (on-going mentoring)	NLTP process
Preparation for On-road Riding – Children/Young People (Grade 1)	~\$46 per head	NLTP process
Introductory on-road Riding – Children/Young People (Grade 2)	~\$107 per head	NLTP process
Transition Ride or Community Destination Ride	~\$79 per head	NLTP process
Cycling Education for adults in various settings and formats	~\$125 per head	NLTP Process
Ride Leader for Adults	For 2017-2018 Cycling NZ are currently contracted for this component.	Councils may want to apply for resource to provide follow-up regional activities for these components.
Cycle education for Professional Drivers	Cycling Action Network (CAN) are contracted for this component.	
Other cycling education activities		NLTP Process
Instructor training, qualification, and professional development	~\$1,275 per person (to become qualified in Grade 1 and Grade 2). This includes formal assessments, training agreement and Continuing Professional development (e.g. progressing to Grade 3).	NLTP Process

Key points on what is included in these cost estimates are below.

- Costs per head are total costs (i.e. not split between local share and NLTF);
- Costs per head include an estimate of administration, bookings and planning time, instructor hourly rates (\$28 per hour), and travel costs;
- Ratios for Grade 1 delivery were assumed to be 1:15 and 1:6 for Grade 2/on-road;
- An average cost per head for adult cycle skills training has been estimated (based on on-road delivery costs); this is likely to vary depending on the format and setting.

At a regional level, and with other partners (such as Regional Sports Trusts, DHBs, Healthy Families NZ etc), councils are encouraged to consider if other regional leadership positions are needed (i.e. partial FTE), to coordinate and develop the cycling education approach across the region. Such roles, are important for providing: pre and post support to schools, workplaces and trained ride leaders; as well as mentoring cycle skills instructors.