

“Build the perception that walking and cycling are attractive modes of transport and increase their usage.”



Chapter

7

Walking and Cycling

- Restore the place of walking in residents' minds so it becomes the natural choice of short journeys
- Increase the use of cycling for peak period trips from 1 to 2 per cent by 2016
- Provide and maintain cycleways and walkways
- Enhance pedestrian and cyclist safety through improvement works.

7.1 Introduction

The Future Role of Walking and Cycling

The benefits of walking and cycling as modes of transport are widely recognised. They are environmentally friendly, sustainable, have health benefits associated with physical activity and cycling takes up less road space per user.

One of the major emphases of this strategy is to increase the proportion of trips made by walking, cycling and passenger transport relative to private vehicles. This is in order to meet the overall transport objectives described in Chapter 1 and address the issues described in Chapter 2. This will be achieved in part through implementation of this strategy's walking and cycling policies and actions which aim to:

- Restore the place of walking so that it is the natural choice for short journeys
- Increase the use of cycling from 1 per cent to 2 per cent of peak period trips by 2016 (across the Auckland region).
- Build the perception that walking and cycling are attractive modes of transport and increase their usage by providing appropriate environments and infrastructure.

Responsibility and Role of Manukau City Council

Responsibility for much of the implementation of specific council projects and programmes will be designed to give effect to the walking and cycling policies and objectives of central government, the ARC, and ARTA. Manukau City Council will be working with ARTA to ensure that expenditure of funds on local needs is consistent and integrated to contribute towards building region-wide walking and cycling capacity and participation.

This includes:

- Provision and maintenance of infrastructure such as walkways, and cycleways which form parts of regionally agreed networks
- Local promotion and events which support wider programmes such as Bikewise Week.
- Improvements which enhance pedestrian and cyclist safety.
- Land use planning, design, and the creation of urban environments which support and enhance walking and cycling.



“Participation in walking and cycling will be emphasised much more than it has been historically.”

7.2 Walking and Cycling in Manukau - The Historical Reality

With the significant increase in private vehicle ownership and usage over the last two to three decades there has been a corresponding decrease in the proportion of trips made by cycling and walking. This has been to the extent that these are now predominately recreational activities rather than means of transport in Manukau. For previous generations, cycling and walking have been important means of accessing schools and workplaces but this is no longer the case. For example, the 2001 Census showed the number of journeys to work by walking and cycling was half the amount recorded in 1986. Comparison with other New Zealand cities shows that Manukau has much lower rates of walking and cycling to work. Approximately 3 per cent of trips compared to Auckland's 6.5 per cent, 9.5 per cent in Hamilton, 11 per cent in Dunedin and 15.5 per cent in Wellington.

Similarly, cycling and walking used to be the overwhelming means of travel to school. However over the last generation or two there has been a huge increase in the numbers of children being driven to school due to concern about cycle and pedestrian safety participation in pre and post school activities and the need to drop children off at school when both parents commute to work.

It is also apparent that schools and parents have become much more aware of the traffic and other safety risks to students walking and cycling to school, and are

being responsible for their safety. The large scale removal of cycle stands from many schools is illustrative of the lack of popularity for cycling by students and/or the risk adverse attitude of schools. Although considerable safety improvements have been made at national and regional levels, Manukau children and teenagers are still overrepresented in pedestrian and cycle casualties.

This places a significant (but avoidable) extra burden on the transport system because the journey to school by private car coincides with the morning commuter peak. This generates additional volumes, congestion and ultimately demand for additional roading capacity - all of which could be adequately catered for by walking and cycling. Similarly many of the short length work, shopping and recreation trips which are now being routinely undertaken by private vehicle could be replaced by walking or cycling throughout the day with consequential environmental and health benefits.

Pedestrians and cyclists generally share road space with motorists and increasingly come into conflict with vehicles. The roading environment has commonly been designed around the needs of private vehicles and can be less than convenient, pleasant and safe for general use by pedestrians and cyclists. This has contributed to the increased preference for private vehicle travel for short and local trips.

7.3 Increasing Emphasis and Participation in Walking and Cycling

Participation in walking and cycling will be emphasised much more at national, regional and local levels over the next decade than it has been historically. The council's priorities, plans and expenditure programmes will be aligned with national and regional goals for walking and cycling as modes of transport.

National Emphasis

Central government produced a national strategy to advance walking and cycling in 2005 entitled *Getting There - On Foot, By Cycle*, which shapes the policy environment for these modes. Figure 7.1 is a summary of that strategy which is based on increasing participation, improving safety, and creating environments which support walking and cycling.

Figure 7.1: Overview of National Walking and Cycling Strategy
“Getting There - On Foot, By Cycle”

<p>Vision</p> <p>A New Zealand where people from all sectors of the community walk and cycle for transport and enjoyment.</p> <p>Three Goals</p> <ul style="list-style-type: none"> • Community environments and transport systems that support walking and cycling • More people choosing to walk and cycle, more often • Improved safety for pedestrians and cyclists.
<p>Action on ten priorities, across four focus areas:</p>
<p>Focus One: Strengthening foundations for effective action</p> <p><i>Priorities for action</i></p> <ol style="list-style-type: none"> 1. Encourage action for walking and cycling within an integrated, sustainable approach to land transport. 2. Expand our knowledge and skill base to address walking and cycling. 3. Encourage collaboration and co-ordination of efforts for walking and cycling.
<p>Focus Two: Providing supportive environments and systems</p> <p><i>Priorities for action</i></p> <ol style="list-style-type: none"> 4. Encourage land use, planning and design that supports walking and cycling. 5. Provide supportive environments for walking and cycling in existing communities. 6. Improve networks for long-distance cycling.
<p>Focus Three: Influencing individual travel choices</p> <p><i>Priorities for action</i></p> <ol style="list-style-type: none"> 7. Encourage positive attitudes towards and perceptions of walking and cycling as modes of transport. 8. Encourage and support individuals in changing their travel choices.
<p>Focus Four: Improving safety and security</p> <p><i>Priorities for action</i></p> <ol style="list-style-type: none"> 9. Improve road safety for pedestrians and cyclists. 10. Address crime and personal security around walking and cycling.

Auckland Regional Emphasis

Within the Auckland region a set of plans has been developed which now shape and guide planning and investment in order to make walking and cycling more attractive, safe and practical modes of transport, especially for local and short to medium length trips.

Walking

The Regional Land Transport Strategy recognises the need for increased investment in walking to achieve this. The highest priorities for this additional investment during the early years of the ten year planning period are around schools and town centres where people currently walk, and correspondingly where increases in walking can be relatively easily achieved.

As part of implementing the Regional Land Transport Strategy, ARTA's Sustainable Transport Plan 2006-16 includes a walking action plan which actively encourages more walking through the development and implementation of travel plans for schools and workplaces, and through neighbourhood accessibility plans. The overall objective is to increase the use of walking for short trips and for access to passenger transport. Eighteen town centres and growth nodes have been selected from across the region as the first priorities for design treatment and investment in order to increase their walkability by creating safer, and more pleasant and direct walking links.

Cycling

The Regional Land Transport Strategy aims to increase the use of cycling by making it:

- Safe, direct and pleasant
- A natural choice for short journeys
- More popular with greater numbers participating.

It aims to complete half of the Regional cycle network by 2016.

ARTA's Sustainable Transport Plan includes a cycling action plan which aims to double cycling from 1 per cent of peak period trips to 2 per cent by 2016 by creating an urban environment which is more conducive to cycling. This involves addressing the poor safety record of cycling by minimising conflicts with other road users, taking consideration of cyclists in all forms of planning; and providing good facilities which will be well used by existing cyclists and attract more. Good facilities will be coherent, direct, attractive, safe and comfortable.

The main action which will assist in doubling peak period cycling is the construction of half of the Regional Cycling Network. The Sustainable Transport Plan defines the 'regionally significant cycling routes in order to appropriately channel planning activity and funding to local authorities and other transport agencies to complete the network. 'Regionally Significant' routes are those existing or proposed ones which carry or could carry significant numbers of cyclists.

Other sustainable transport plan cycling actions include:

- Improved 'end of trip' facilities, for example storage, changing and showering
- Provision for cycle carriage on passenger transport in a regionally consistent manner
- Promoting cycling
- Use of regionally consistent monitoring standards
- Cycle education using best practice guidelines
- Research to identify the target group which will comprise the "next 1 per cent" of peak period cyclists and their needs.

Manukau is committed to changing the current low use of walking and cycling and realising their inherent benefits. Tomorrow's Manukau is cognisant of these benefits and seeks a greater role for cycling and walking through the following targets:

- The number of Manukau school students who walk, cycle and take public transport to school increases annually
- Physical activity rates for Manukau's young people (and key population groups) will increase annually to match the national average.

In order to change the current situation Manukau has adopted the Cycling and Walking Strategy: 2005-2015. That strategy capitalises on the following attributes:

- Manukau's youthful population, at the 2001 Census 4.2 per cent were under 25. Younger people are generally more flexible and likely to be influenced to change travel behaviour, and more amenable to using active modes of walking and cycling.
- Manukau's relatively flat terrain, compared with many other urban areas
- Increasing community recognition and concern regarding unhealthy lifestyles and the need for physical activity
- The legislative, policy and funding framework which now recognises the importance of these modes not only for their transport benefits, but also for their health and environmental benefits.

The commitment to increase participation in cycling and walking and to provide safe and convenient environments for them involves significantly higher annual expenditure than has been made in the past. The council is confident of obtaining subsidy support for these from funding agencies because they are elements of this transport strategy that contribute to multiple outcomes sought by the legislation, national and regional policy.

7.4 Manukau's Cycling and Walking Strategy

As a stand-alone strategy, the Manukau Walking and Cycling Strategy 2005-15 has been partially superseded by ARTA's Sustainable Transport Plan. However, the broad approach and associated specific works will still be implemented by the council as part of, and in accordance with, regionally agreed programmes and standards rather than being specific to only Manukau city.

For example, the council's citywide strategic cycle network (Figure 7.2) is the Manukau part of the regional cycle network. Accordingly, it differs in some instances from the network described in the 2005 strategy. Manukau City Council will be accessing funding via ARTA and LTNZ to complete that network. Another example is the planned upgrading of walking and cycling

environments and facilities at the Manukau growth centres. These are being considered for prioritisation in conjunction with the 25 high priority centres identified in ARTA's Sustainable Transport Plan.

The major emphases of Manukau's walking and cycling strategy are:

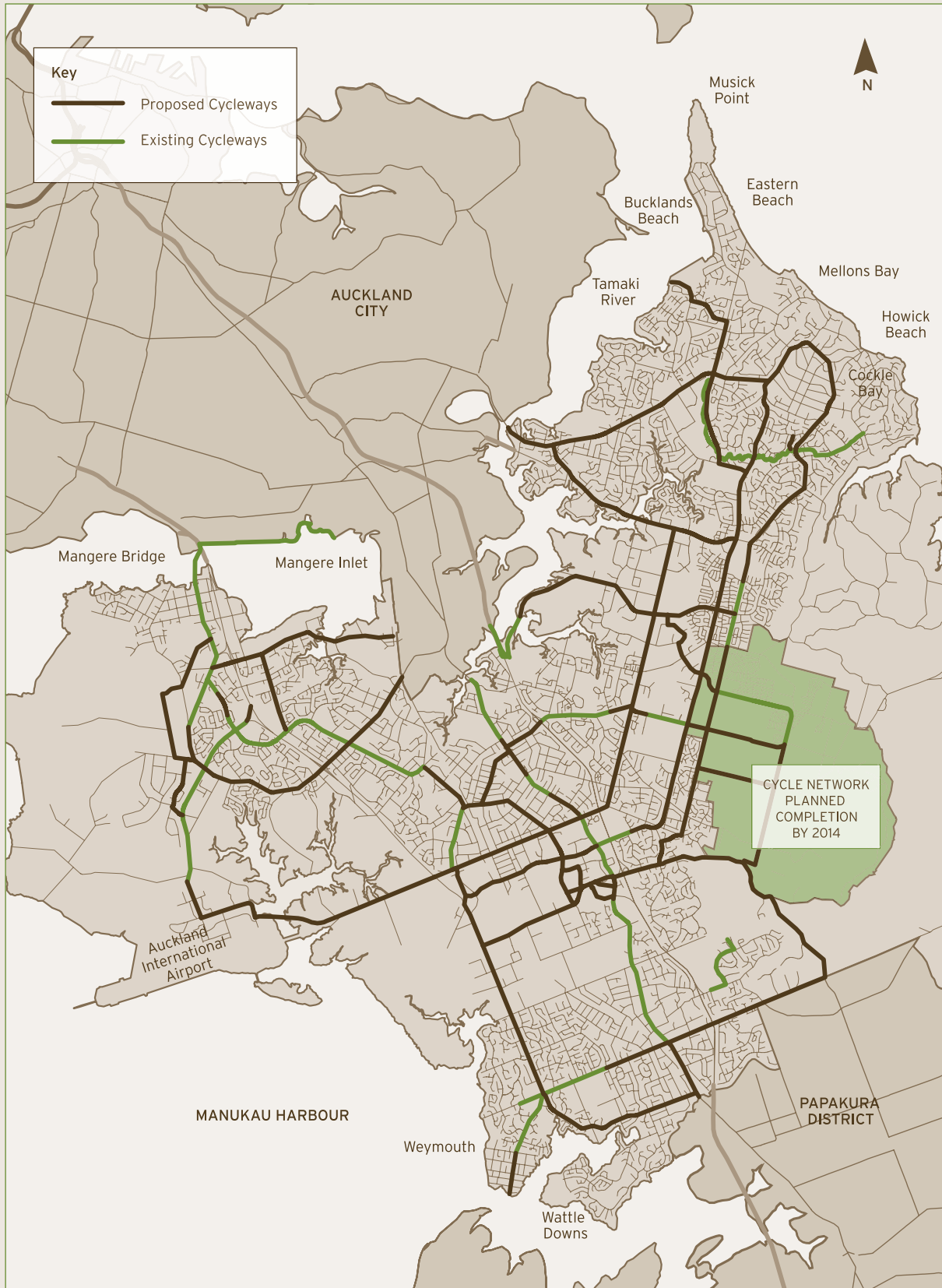
- Increasing the numbers of people walking and cycling
- Improving cycling and walking safety
- Improving infrastructure
- Creating community environments and transport systems which support walking and cycling.

The elements of the Walking and Cycling Strategy are:

Citywide Cycle Network	<p>This network will be developed along busy arterial routes for longer distance commuter and cross city connections (Figure 7.2) Sections of it will be used for shorter access trips to major destinations which lie along its component links (e.g. town centres, schools). It has been planned and agreed as the Manukau portion of the regional cycle network which is defined in ARTA's Sustainable Transport Plan. When possible, development works will be undertaken as part of roading or bus priority construction, otherwise links of the Network will be completed as part of a 5 year programme.</p> <p>The citywide cycle network will comprise various physical facilities including on road cycle or bus/cycle lanes, road widening, intersection treatments, parking restrictions off-road cycle/pedestrian paths and signage.</p>
Local Cycle Networks	<p>These will be developed as part of ongoing programmes such as neighbourhood accessibility plan projects, town and growth centre strategies, roading and road safety works. Local network improvements can be achieved through traffic calming and creating quieter streets in addition to on and off road cycle lanes.</p>
Cycle-friendly Roads	<p>Quite apart from specific routes, all streets must be planned with due consideration for cyclists as well as the function, traffic volume and width of the street itself.</p>
Off-road Cycleways	<p>The Manukau Parks Strategy provides for development of additional cycle facilities, some of which form part of the commuter network.</p>
Pedestrian Network	<p>This comprises every public footpath, walkway, public open space and path. The network is adequate but in places the factors necessary to create a pleasant and safe walking environment are absent. Capital and operational funding will be applied to the simple things including graffiti, cleanliness, improved sightlines on walkways, lighting, vegetation, quality of paved surfaces, and ongoing maintenance in order to provide a walkable city.</p>
Pedestrian Priorities	<p>Improvements will focus on a 1km radius around the following key priority areas: town centres and growth centres; schools and tertiary institutions; rest homes; passenger transport stops/interchanges/railway stations. Generally improvements will be progressively achieved in conjunction with other works programmes such as, town centre improvements, neighbourhood accessibility plan projects, nodal developments or as part of ongoing annual footpath renewal/replacement programmes across the city. The parks strategy also provides for a network of existing and future walking paths.</p>

Different User Requirements	<p>Planning and upgrading of the pedestrian and cycling networks and associated facilities will be undertaken at the detailed level in order to effectively cater for the specific and differing requirements of the various user groups and settings. For example the requirements for safety and convenience are different for school, and commuter cyclists. Similarly pedestrian requirements differ for young children; town centre/shopping; elderly; disabled; and leisure trips. Footpaths and walkways need to be accessible to people with a range of disabilities and take into account the needs of New Zealand's aging population. For example increased future use of mobility scooters.</p>
Road Safety Engineering and Education	<p>Development, support and ongoing delivery of safety programmes and publications specifically targeted to walking and cycling will assist in enhancing safety and consequently increase participation in these modes. Chapter 6 deals with the transport safety aspects of this strategy. Specific pedestrian and cyclist safety education programmes will continue to target high risk communities and key 'people' issues. These include cycle helmet wearing visibility, safe cycles and cycling behaviour; use of school crossings; and vehicle driver behaviours in relation to pedestrians and cyclists. Crash reduction studies safety audits, and reviews of pedestrian crossings will increase road/infrastructure safety for cyclists and pedestrians.</p>
Promotion	<p>Active promotion of the benefits and enjoyment of cycling and walking will build on the investment being made in cycle and walking facilities.</p>
Growth Centres	<p>Development and intensification of the growth centres will create environments which are more attractive and accessible for walking and cycling. This will be achieved through a combination of:</p> <ul style="list-style-type: none"> • Increased densities and compact, revitalised town centres • Mixed-uses • Pedestrian and cycle friendly urban design incorporating: paving, planting, seating and lighting • Integration with rail stations • Connected streets and pedestrian links incorporating good layout and design. <p>ARTA's Sustainable Transport Plan identifies the neighbourhood accessibility plan methodology for planning and implementing these upgrades on a consistent regional basis. The Papatoetoe Safer Routes Project was a pilot from which good practice will be developed for use in subsequent plans throughout the city.</p> <p>The new growth centre at Flat Bush has been extensively planned to achieve transport and land use integration, reduced emphasis on private vehicles and a master plan of cycleways and walkways. The subdivision pattern will maximise connectivity and permeability utilising rectilinear street layouts, and commercial centres are purposefully 'pedestrian friendly'. Cycle lanes are provided on main roads at the outset.</p>

Figure 7.2: Manukau Citywide Cycle Network





“Implement and maintain safe walking and cycling environments.”

Walking and Cycling - Goals and Objectives

Goal	Increasing numbers of people choose to walk and cycle because it is safe and convenient.
Objectives	<ol style="list-style-type: none"> i. The proportion of work, school and local trips made by walking and cycling increases annually. ii. Manukau has safe walking and cycling facilities and environments. iii. The layout and design of communities, streets and parks supports walking and cycling as everyday parts of the Manukau lifestyle. iv. The provisions of the Cycling and Walking Strategy 2005-2015 are implemented and aligned with ARTA's Sustainable Transport Plan.

Walking and Cycling - Policies and Actions

Policy	Action
Provision of Facilities and Environments	
P.7.1 Plan, implement and maintain safe walking and cycling environments and networks throughout the city, which are convenient and user friendly.	A.7.1 Significantly increase expenditure on walking and cycling environments and facilities utilising funding from ARTA and LTNZ.
	A.7.2 Complete the citywide strategic cycle network by 2014.
	A.7.3 Undertake neighbourhood accessibility plans which implement and fund improvements for walking and cycling in all nodal development and town centre upgrades.
	A.7.4 Incorporate cycle lanes into bus priority schemes.
	A.7.5 Include cycle and pedestrian facilities in all greenfield developments, alongside new roads, road upgrades and land developments.
	A.7.6 Improve integration of walking/cycling with passenger transport infrastructure and service developments.
	A.7.7 Implement the upgrading works identified in the Papatoetoe Safer Routes pilot project, undertake further neighbourhood accessibility plan projects and implement infrastructure upgrading as required.
	A.7.8 Develop a five year pedestrian network safety programme to improve key pedestrian destinations.
	A.7.9 Develop a programme to provide cycle parking at key destinations and council facilities.
	A.7.10 Measure progress by undertaking the Manukau based components of the regional cycle monitoring plan.

Walking and Cycling – Policies and Actions (cont.)

Policy		Action	
Promotion			
P.7.2	Actively promote cycling and walking as safe and enjoyable modes of transport.	A.7.12	Conduct promotional campaigns promoting the transport, health and environmental benefits of walking and cycling and specifically each new (or upgraded) element of pedestrian and cycle infrastructure.
		A.7.13	Collaborate with other governmental agencies, clubs and health providers to promote events such as Bikewise Week, fun runs/walks, health promotion events and production of literature like a regional bike map, and safe cycle and walking routes'.
		A.7.14	Promote programmes which aim to increase walking and cycling by children and young people.
		A.7.15	Support the establishment of a bicycle user group to represent and raise awareness of cycling and cyclist issues in Manukau.
		A.7.16	Promote the achievements of the Papatoetoe Safer Routes project (and subsequent neighbourhood accessibility plan projects).
		A.7.17	Participate in regional walking/cycling forums to achieve coordinated standards (e.g. signage), facilities and programmes (e.g. regional travel plan programme).
		A.7.18	Promote safety campaigns which target increased safety for pedestrians and cyclists such as "Share the Road" campaigns.
		Safety and Design	
P.7.3	Adopt safety and design standards and a maintenance programme for walking and cycling facilities.	A.7.19	Develop and adopt appropriate engineering standards for new cycling and walking facilities.
		A.7.20	Undertake safety audits of all proposed major town centre upgrades and road improvements at the feasibility/scheme assessment/design/construction/post construction stages.
		A.7.21	Continue to develop and fund delivery of pedestrian and cycle safety programmes e.g.: <ul style="list-style-type: none"> - cycle helmet wearing; - safe cycles and cycling behaviour; - use of school crossings; and - driver behaviour around pedestrians and cyclists.
		A.7.22	Establish minimum performance standards for cycle and pedestrian facilities and for sweeping of roads comprising the cycle route network.
		A.7.23	Include monitoring of cycle and pedestrian facilities in road network inspections.
		A.7.24	Audit pedestrian crossings every five years to assess suitability and safety.