

Infrastructure Services Committee

AGENDA

Notice of Meeting:

A meeting of the Infrastructure Services Committee will be held on:

Date: Thursday 8 October 2020
Time: 11.30am (approx).
Venue: Council Chamber
137 Havelock Street, Ashburton

Membership

Chairperson	Stuart Wilson
Deputy Chairperson	Lynette Lovett
Members	Leen Braam Rodger Letham Diane Rawlinson Mayor Neil Brown (ex-officio)

Infrastructure Services Committee

Timetable

11.30am (approx.) Meeting commences
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ORDER OF BUSINESS

- 1 Apologies**
- 2 Extraordinary Business**
- 3 Declarations of Interest**

Minutes

- | | | |
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Reports

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| 6 | Walking and Cycling Strategy | 16 |

1 October 2020

Infrastructure Services Committee

27 August 2020



4. Infrastructure Services Committee

Minutes of the Infrastructure Services Committee meeting held on Thursday 27 August 2020, commencing at 4.00pm, in the Council Chamber, 137 Havelock Street, Ashburton.

Present

His Worship the Mayor, Neil Brown; Councillors Stuart Wilson (Chair), Leen Braam, Rodger Letham, Lynette Lovett and Diane Rawlinson.

Also present:

Councillors Carolyn Cameron, Angus McKay and Liz McMillan.

In attendance

Hamish Riach (Chief Executive), Neil McCann (GM Service Delivery), Brian Fauth (Contracts Manager), Andy Guthrie (Assets Manager) and Carol McAtamney (Governance Officer).

1 Apologies

Nil.

2 Extraordinary Business

Nil.

3 Declarations of Interest

Nil.

4 Confirmation of Minutes

That the minutes of the Infrastructure Services Committee meeting held on 9 July 2020, be taken as read and confirmed.

Lovett/Rawlinson

Carried

5 Confirmation of Minutes

That the minutes of the Road Safety Co-ordinating Committee meeting held on 4 August 2020, be taken as read and confirmed.

Lovett/Rawlinson

Carried

Acton Road – report said safety measure had been put in place – there has been a further accident – when will this work happen? To be investigated.

6 Main Street Wastewater Pipeline – Request for Contribution

Recommendation to Council

1) That Council approves making a financial contribution toward the construction of the Main Street wastewater pipeline subject to the following:

- a)** The contribution shall be limited to 28% of the pipeline construction cost only of the section of pipeline located between Allen Street and Forest Drive, Methven (being approximately 360 metres);

- b) No contribution shall be made toward the cost of construction of manholes, connections to existing network, modifications to other infrastructure, or construction variations;
- c) Payment of the contribution shall only fall due upon vestment of the pipeline.

Braam/Lovett

Carried

7 Lower Hakatere Huts Water Servicing

Recommendation to Council

That the Infrastructure Services Committee recommends, in accordance with Option 1:

1. **That** Council approves supplying the Hakatere Hutholders Society Incorporated through the public water supply at Hakatere subject to the following:
 - a) Transfer of all existing water supply assets owned by the Hakatere Hutholders Society Incorporated to Ashburton District Council, including tanks, treatment equipment and pumps;
 - b) Payment of the prevailing water supply rate for each and every separately habitable dwelling unit on the Hakatere Hutholders Society Incorporated's title (Lot 2 DP 47727), being 50 units;
 - c) First year payment for the service shall be on a pro-rata basis (of annual water rates) from the date the new supply arrangement is commissioned, and invoiced separately;
 - d) Council will construct and commission at its cost the new supply main from the existing water treatment plant to the private schemes main pipeline, and all associated appurtenances;
 - e) From commissioning, Council will assume responsibility for all existing pipework up to the point of supply to each dwelling and undertake to programme the replacement and upgrade of the pipe network as part of its future renewals planning.

Letham/Lovett

Carried

8 Road Efficiency Group's Road Controlling Authority Reports

That the Road Efficiency Group's road controlling reports be received.

Braam/Rawlinson

Carried

9 End-of-year Performance Report

That the end-of-year non-financial performance report be received.

Rawlinson/Braam

Carried

Business transacted with the public excluded - 4.46pm

That the public be excluded from the following parts of the proceedings of this meeting, namely – the general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48 (1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

Item No	General subject of each matter to be considered:	In accordance with Section 48(1) of the Act, the reason for passing this resolution in relation to each matter:	
10	Minutes 27/08/20	Section 7(2)(h)	Commercial activities

Braam/Lovett

Carried

There being no resolutions passed the Committee resumed in open meeting and concluded at 4.48pm.

5. *Pressure Sewer Systems Policy*

Author	<i>Mel Neumann; Policy Advisor</i>
Activity managers	<i>Toni Durham; Strategy and Policy Manager</i> <i>Andrew Guthrie; Assets Manager</i>
General managers	<i>Jane Donaldson; Group Manager Strategy and Compliance</i> <i>Neil McCann; Group Manager Infrastructure Services</i>

Summary

- The purpose of this report is to propose Council adopts a new Pressure Sewer Systems Policy.
- Currently, whenever a request is received to use a pressure sewer system officers must prepare a report to Council. There is no set criteria or precedent for assessing applications.
- When the last request was received in 2018, Council resolved to develop a policy when the national guidelines were released by WaterNZ (released in February 2020).
- The draft policy states ownership of pressure sewer systems is public for residential, and private for commercial and industrial developments. It also contains criteria to assess applications once received.

Recommendation

That Council adopts the Pressure Sewer Systems Policy as contained in Appendix One.

Attachment

Appendix 1 Draft Pressure Sewer Systems Policy

Background

The current situation

1. There are two main types of sewer in Ashburton District: gravity sewer and pressure sewer systems. Gravity sewer is by far the most common and is the preference of Council as they are simple to understand, operate and maintain. There have been two occasions where the use of pressure sewer systems was approved (as detailed below in previous Council decisions).
2. WaterNZ recently released the 'Pressure Sewer National Guidelines' which make recommendations on design approaches and technical specifications for councils. The guidelines note that in certain circumstances, pressure sewer systems are more beneficial than gravity sewer systems. Template policies are included in the guidelines, and officers have used these templates to develop a policy for Ashburton District Council.
3. There are two types of ownership models for pressure sewer systems – public or private.
4. Publically owned means that as each lot is developed the land owner installs the pump station on the property to Council requirements. Upon successful commissioning, the infrastructure is vested in Council and becomes Council's responsibility to operate and maintain.
5. Privately owned means that as each lot is developed the land owner installs the pump station on the property to Council requirements. Upon successful commissioning, the land owner continues to operate and maintain the system.
6. The policy has been prepared to operate under a public system for residential development, and a private system for commercial and industrial development. For residential developments, this would provide efficiencies in operation and maintenance practices, as well as ensures potential public health risks from overflow events are managed quickly and efficiently. Operating under a private system for commercial and industrial developments means there is less risk for Council as these systems are more likely to be complex and generate trade waste.

Previous Council decision/direction

7. In 2014, Council approved the use of a pressure sewer system for the lifestyle block area of Lake Hood (19 lots). This was approved as a pilot for evaluation purposes and Council resolved that it was not to be considered a precedent.
8. In 2018, Council approved the low pressure sewer system in principle, in the Village Green development near Lake Hood, being the operational model based on private ownership of domestic pump stations.

9. Council also resolved to develop a policy within 12 months of the release of national guidance information on pressure sewer systems.
10. The policy does not cover the existing pressure sewer systems in the district mentioned above and these will continue to remain in private ownership.

Interested and affected parties

11. These are:
 - **Developers** – pressure sewer systems are much cheaper than traditional gravity systems. Developers are likely to have a strong interest in this policy as they bear some of the cost of installation.
 - **Community** – property owners will be responsible for the installation cost of the on-property equipment, as well as supply of power to the pressure sewer system and maintaining adequate access for maintenance as required.
 - **Council** – Council will be responsible for assessing applications, as well as the operation, maintenance and replacement of pressure sewer systems under public ownerships.

What do others do?

12. Eighteen councils were sampled and it was found that four maintain a policy, and fourteen do not. It is likely that more councils will adopt policies following the release of the WaterNZ guidelines. The majority of councils sampled opt for public ownership models, and one council opts for both.

Public Ownership Model (14)	Private Ownership Model (5)
Christchurch City Council (residential) Dunedin City Council Far North District Council Kaipara District Council Manawatu District Council Marlborough District Council Porirua City Council Rotorua District Council (has a policy) Tasman District Council Tauranga City Council Waikato District Council Western Bay of Plenty District Council Whakatane District Council Whangarei District Council (has a policy)	Christchurch City Council (commercial) Selwyn District Council Waimakariri District Council (has a policy) Waimate District Council Watercare (has a policy)

Options analysis

Option one – do not adopt a policy (status quo)

13. Under this option, Council would need to consider and resolve on every request received.
14. Advantages - Council retain control to assess applications on a case-by-case basis.
15. Disadvantages – does not support previous resolution of 2018.

Option two – adopt the proposed policy (recommended)

16. This option would see Council adopting the Pressure Sewer System Policy attached in Appendix One.
17. Advantages:
 - sets detailed criteria for assessing applications;
 - details ownership models and the responsibilities of affected parties;
 - allows for an alternative sewer system in areas where gravity sewers are not practical due to environmental and technical restraints;
 - supports the previous resolution to develop a policy within 12 months of the release of national guidance information.
18. Disadvantages:
 - Applications may increase and the existing pressure sewer systems will be under a different ownership model than what is described in the policy

Legal/policy implications

19. There is no legal requirement to adopt a Pressure Sewer System Policy, but in doing so Council is establishing a clear set of criteria and guidelines for developers in the Ashburton District.

Financial implications

Requirement	Explanation
What is the cost?	Adopting the policy has no cost
Is there budget available in LTP / AP?	The cost of ensuring compliance with this policy is met from within existing budgets
Where is the funding coming from?	None required
Are there any future budget implications?	No
Reviewed by Finance	Not required

Significance and engagement assessment

Requirement	Explanation
Is the matter considered significant?	No
Level of significance	Low – not significant
Level of engagement selected	1. Inform – one-way communication
Rationale for selecting level of engagement	This policy is not likely to be of significant community interest as it is a largely technical policy that will mainly affect property developers. The community will be informed of the decision to adopt the policy through the publication of the meeting minutes.
Reviewed by Strategy & Policy	Toni Durham; Strategy & Policy Manager

Policy

DRAFT PRESSURE SEWER SYSTEMS

TEAM:	Assets
RESPONSIBILITY:	Assets Manager
ADOPTED:	Day Month Year
REVIEW:	Initially three years then every five years or as required
CONSULTATION:	None required
RELATED DOCUMENTS:	Council documents <ul style="list-style-type: none">• Ashburton District Plan• Pressure Sewer Systems Customer Guide• Revenue and Financing Policy 2018• Trade Waste Bylaw 2013• Waste Water Drainage Bylaw 2016 Legislation <ul style="list-style-type: none">• Building Act 2004• Local Government Act 2002• NZ Building Code Clause G13• Public Works Act 1981

Policy objective

The objective of this policy is to detail the use of pressure sewer systems as a wastewater reticulation, the ownership of on-property equipment, responsibilities for installation and for operation and maintenance.

This policy should be read alongside the Council document *Pressure Sewer Systems Customer Guide*.

Definitions

Council means Ashburton District Council.

Dwelling has the same meaning as the definition of ‘residential unit’ as defined in the Ashburton District Plan.

On-property equipment collectively refers to a grinder pump, collection tank, electrical & control system and individual discharge pipe up to the boundary kit.

Pressure sewer system, for the purposes of this policy, is defined as: a wastewater reticulation system where individual pumps and associated collection tanks located on private property at every residence or connection in the pressure sewer network convey wastewater to a common

discharge point.

The term 'Pressure Sewer System' collectively refers to the on-property equipment and the conveyance pipework network located in public road reserves.

Public pressure sewer network refers to the conveyance pipework network located in public road reserves including all appurtenances, from (and including) the boundary kit to the common discharge point.

Single-property pumped systems and 'pump ups' are not pressure sewer systems for the purposes of this policy and are therefore excluded from this policy.

Pump ups are defined as properties that have (or are planned to have) public gravity wastewater reticulation at or adjacent to the property boundary, but for whatever reason cannot discharge to that gravity reticulation by means of a gravity lateral connection and require a pump to discharge wastewater to the gravity reticulation.

'Smart' control equipment refers to a control system that communicates to a centralised monitoring system (via the cloud) and allows for remote control and monitoring of each pump station and wider network.

Policy statement

1. Introduction

- 1.1 Pressure sewer systems are alternatives to conventional gravity sewer systems. There may be advantages to a pressure sewer system over a conventional gravity sewer system in areas with geotechnical and technical constraints.
- 1.2 Council's preference is for gravity sewer systems to be utilised, however acknowledges there are circumstances where pressure sewer may be more appropriate.
 - 1.2.1 Where pressure sewer systems are utilised for residential development, Council must own and control the on-property collection tank, pump, and 'smart' control equipment;
 - 1.2.2 Where pressure sewer systems are utilised for commercial or industrial development, the private property owner shall own and operate all on-property equipment, excluding the 'smart' control equipment.
- 1.3 This policy should be read alongside the Pressure Sewer Systems Customer Guide, available on Council's website ashburtondc.govt.nz.
- 1.4 This policy contains guidance for those wishing to apply, and details the roles and responsibilities of both Council and the property owner in the ownership, installation, and maintenance of pressure sewer.
- 1.5 Applications for the use of pressure sewer systems must be made in writing to Council's Assets Manager who will assess them against the requirements in this policy. The form is included in the Customer Guide.
- 1.6 This policy only applies to systems approved after the commencement date of this policy, or as otherwise determined by Council.

2. Use of pressure sewer

- 2.1 Pressure sewer systems may only be installed within the Wastewater Service Areas as defined in the Revenue and Financing Policy.
- 2.2 Applications for the use of pressure sewer will only be approved where there is a clear demonstrable benefit to Council of using pressure sewer in lieu of gravity reticulation, accounting for financial, technical (e.g. hydraulic), environmental and safety-related attributes. Assessments of the benefits of pressure sewer shall incorporate a whole of life assessment of costs and benefits.
- 2.3 Appendix One contains the criteria which will be considered when assessing applications. The process for assessment is detailed in the Customer Guide.

3. Ownership

3.1 Residential Development,

- 3.1.1 Council shall own all on-property equipment, and all public pressure sewer network assets.
- 3.1.2 Delineation of private and Council ownership shall be at the point of entry of the household drain into the collection tank.
- 3.1.3 The property developer, body corporate and/or property owner must hand over to Council ownership of the equipment identified above as Council assets as vested assets at the time of subdivision or upon satisfactory completion.

Commercial / Industrial Development

- 3.1.4 The landowner shall own all on-property equipment excluding the 'smart' control equipment which shall be owned by Council along with the public pressure sewer network assets.
- 3.1.5 Delineation of private and Council ownership shall be at the property side connection to the boundary kit.
- 3.1.6 The property developer, body corporate and/or property owner must hand over to Council ownership of the equipment identified above as Council assets as vested assets at the time of subdivision or upon satisfactory completion.

4. Installation responsibility

- 4.1 The installation of on-property pressure sewer equipment shall be the responsibility of the private property owner, including where applicable, the property developer, builders or other entities deemed to be the private property owner's agent.
- 4.2 Only pressure sewer on-property equipment pre-approved by Council shall be installed and discharge wastewater to the public pressure sewer network.
- 4.3 All on-property installations shall include provision of smart control equipment compatible with Council's prevailing systems.

5. Operational and maintenance responsibility

- 5.1 The private property owner shall be responsible for:

- the cost and supply of power to the pressure sewer equipment;
- maintaining adequate access to the pressure sewer equipment for maintenance as required;
- complying with Council's Wastewater and Trade Waste Bylaw, and;
- complying with the pressure sewer equipment supplier's guidelines for use of the pressure sewer equipment, with specific regard to not putting prohibited items (including wet wipes and sanitary products) into the pressure sewer equipment, toilets, or down the sewer drain.

5.2 Operation and maintenance of Council owned parts of the pressure sewer system, including the on-property equipment (where applicable), will be undertaken by Council or authorised agents.

5.3 Council may monitor pumped volumes and/or pump run hours to determine appropriate use of the pressure sewer system. Council may make modifications to operating parameters as deemed necessary for efficient operation of the public pressure sewer network.

6. Private pump stations and pumps ups

6.1 Private pump stations and pump ups, as per the definition in this policy, shall be treated as private and are not considered pressure sewers for the purposes of this policy.

7. Swimming pools and other high flow connections

7.1 Swimming pool and spa pool installations can produce high flows during filter backwash and cleaning cycles. The private property owner shall be responsible for designing, installing and maintaining a suitable means of ensuring that high flows do not inundate or otherwise adversely impact on pressure sewer on-property equipment.

7.2 Generally, it is expected that high flows will be attenuated in a buffer tank. Details of the method of attenuating high flows shall be submitted in writing to the Assets Manager, or approved representative. Approval from the Assets Manager, or approved representative, shall be obtained.

8. Number of connections to pressure sewer equipment

8.1 The number of connections of single residential lots to on-property pressure sewer equipment is limited to one.

8.2 For multi-unit title residential dwellings, commercial, industrial and other non-residential connections, the requirements for the on-property equipment will be determined on a case by case basis, by the Assets Manager, or approved representative.

8.3 The general principles for determining the requirements of non-standard, non-residential connections will be to use duplex or quad (2 or 4 pump) installations and to size the required operational and emergency storage volumes of the collection tank as appropriate to the specifics of the site.

8.4 The private property owner shall be responsible for determining the requirements of non-standard, non-residential connections, to the satisfaction of the Assets Manager, or approved representative.

9. Modifications to properties

9.1 Changes to wastewater flow from a property, for example due to changes in land use or building extensions, may require review and upgrade of the pressure sewer pumping unit and associated

equipment. Also, this may require review of the wastewater development contribution.

- 9.2 Responsibility for meeting any costs associated with a review and any necessary upgrades or modifications lies with the property owner, and ownership of any modified or upgraded equipment is to be determined in accordance with Section 3.

DRAFT

Appendix One

Criteria which will be considered when assessing applications shall include, but not necessarily be limited to:

- Availability of an appropriate gravity solution e.g. can development be served by gravity;
- Number of network pump stations that might otherwise be required;
- Ground conditions, e.g. height of water table, presence of rock;
- Topography, e.g. relatively flat land, undulating etc.;
- Compatibility with existing servicing, e.g. impacts from the ultimate discharge;
- Population density / zoning (i.e. areas with a higher development density than currently permissible under Residential D are unlikely to be considered);
- Risk, e.g. operational risks associated with proposed infrastructure;
- Staging, and impacts from future growth;
- Whole of life cost analysis.

Note:- Council reserves the right to consider other factors relevant to the proposal when undertaking assessments of the acceptability of a low pressure sewer solution for a given development.

6. *Walking and Cycling Strategy – Consultation*

Author *Martin Lo; Graduate Engineer*
Activity Manager *Brian Fauth; Roading Manager*
GM Responsible *Neil McCann; Infrastructure Service*

Summary

- The purpose of this report is to seek Council's approval to approve the walking and cycling strategy going out for public consultation.
- The walking and cycling strategy technical report was developed by the consultant (Abley) at the beginning of 2020, however was paused due to the COVID-19 lockdown.
- The Strategy and Policy team have prepared a public friendly strategy based on the technical report.
- The draft Ashburton Walking and Cycling Strategy is ready for public consultation.

Recommendation to Council

1. **That** Council approves the draft Ashburton Walking and Cycling Strategy to proceed to public consultation.

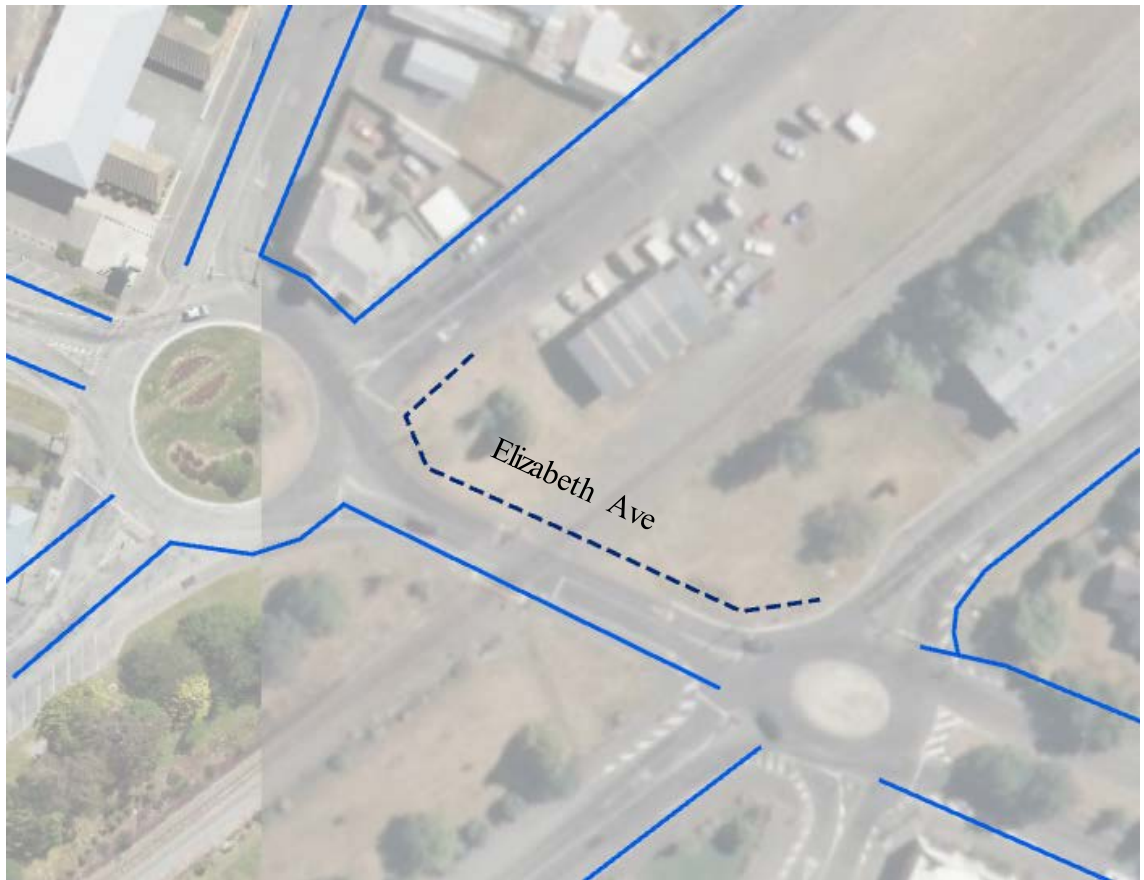
Attachments

Appendix 1 Draft Walking & Cycling Strategy
Appendix 2 Abley Report

Background

1. Our current walking and cycling network consists of 233km of footpaths, 9km of cycle lanes and 5.5km of cycleway. In addition, there are open space areas and recreational trails available across the district.
2. The last walking and cycling strategy was published in 2008 and much has been done to support these two popular recreational activities. However, the strategy now needs to be updated to reflect the district's ongoing development.
3. ADC tendered out to consultants the development of a technical report for a new walking and cycling strategy to replace the 2008 strategy, and Abley Ltd was chosen to develop the report.
4. The new strategy and report will align with the Government Policy Statement, National / Regional Land Transport Programme and aim towards a district with more active transport and mode share users.
5. It has been identified that there is a lack of active transport friendly routes to connect our existing and developing infrastructure to the wider community. In some areas there is a disconnect between cycle routes, and active users do not feel safe using the existing routes to get to their destination.
6. The district's terrain is relatively flat therefore ideal for people to walk and cycle without great difficulty.
7. In the Ashburton District vehicles will remain the primary transport for the community because of a lack of public transport and long distances to travel between townships.
8. Refer to Appendix A for public facing strategy and Appendix B for technical report.
9. The following tables detail the amendments made to the strategy following the Council workshop on 10 September 2020.

10. Additional proposed footpath between the two Elizabeth Ave roundabouts in Rakaia



11. Included Thyme Stream Walkway for Methven



12. Removed a section of shared network on East St, Ashburton due to lack of useable road reserve for active users to travel safely



13. Included alternative route to travel between the Ashburton Business Estate and East St.



14. Included Tarbottons Rd loop into the shared network.



Options analysis

Option 1 – Proceed with public consultation for the strategy (Recommended option)

15. This option would see officers proceed with planning and consultation for the Walking and Cycling Strategy. The public consultation date is planned to start on 2 November 2020 for a four week duration. Hearings and deliberations will be held in late January 2021.

Advantages

16. Council would be recognising the need for active transport, environmental benefits to be gained, and the health and wellbeing of the community.
17. Council would have this strategy as support for applications for subsidised funding from NZTA for future walking and cycling projects.

Disadvantages

18. The community may be preoccupied with the COVID-19 pandemic to provide the necessary consultation engagement.

Option 2 – Hold the development of the strategy

19. This option would see Council hold the development of the Walking and Cycling Strategy. The Council would be delegated the authority and responsibility to specify the period to resume public consultation for the Walking and Cycling Strategy.

Advantages

20. Council would be recognising the unusual circumstances facing the community at this time.

Disadvantages

21. The community may feel the strategy is taking too long.
22. The stakeholders from the strategy development workshop may feel Council have abandoned the Walking and Cycling Strategy.
23. There may be complications acquiring funding for the projects in the strategy as the supporting document is not in the Long-Term Plan.

Legal/policy implications

24. The Walking and Cycling Strategy consultation will be undertaken using the principles of consultation of the Local Government Act 2002 (section 82).
25. These principles include providing the community with reasonable access and opportunity to provide feedback to Council. The recommended option allows for this.

Financial implications

Requirement	Explanation
What is the cost?	Minimal and able to be met from within existing budgets.
Is there budget available in LTP / AP?	Yes
Where is the funding coming from?	284 Community Planning
Are there any future budget implications?	No
Finance review required?	Not required

Significance and engagement assessment

26. The draft Walking and Cycling Strategy is considered to be of moderate significance when assessed under Council's Significance and Engagement Policy. A comprehensive consultation process will be undertaken to engage the community given the likely public interest.

Requirement	Explanation
Is the matter considered <i>significant</i> ?	Yes
Level of significance	Medium
Level of <i>engagement</i> selected	3. Consult – Formal 2-way communication
Rationale for selecting level of engagement	It is likely that the community will have a moderate level of interest in the Walking and Cycling Strategy.
Reviewed by Strategy & Policy	Emily Reed, Corporate Planner

Next steps

Date	Action / milestone	Comments
29/10/2020	Report to Council	
02/11/2020	Public consultation begins	
30/11/2020	Public consultation ends	

Appendix 1

Draft Ashburton District Walking and Cycling Strategy

Foreword

From the Mayor

The Strategy

What is our walking and cycling network?

Why is our walking and cycling network important?

What does this strategy include?

Why do we need a strategy?

How has this strategy been prepared?

What do we have now?

What do we have to think about?

Action Plan

What are our goals?

What do we want to achieve?

Appendices

Maps of proposed projects

Monitoring and review

Glossary of terms

FROM THE MAYOR

Our vision - More people, more active, more often

Walking and cycling are both enjoyed by many in our district. The benefits of these activities are vast, from the health benefits of increased exercise, through to creating more lively and connected communities. With the largely flat Canterbury Plains through to the hills in the west providing more challenging terrain, our district provides a range of opportunities to suit all.

Since the 2008 Walking and Cycling Strategy was introduced, much has been done to support these two popular recreational activities in our district.

Ashburton township has been a hive of activity, with new cycle lanes being added and the creation of the Braided River Trail from Tinwald to Lake Hood. The Ashburton/Hakatere River trail to Hakatere on the north side of the Ashburton River has been completed, and the River Trail Loop which encloses this trail has also been developed.

We are also very fortunate to have motivated local volunteer groups who have taken the lead on developing and improving trails, such as the ACL Skills Park, Braided Waters Cycle Trail, the Methven Walkway and the Rakaia River Terrace Walkway.

With such momentum, we thought it timely to review the 2008 Strategy to reflect the progress made and to signal our focus for the future. Our Strategy is formed around the vision of *more people, more active, more often*, and includes an action plan to achieve this over the next ten years.

We look forward to hearing your thoughts on this strategy.

Neil Brown (image)

THE STRATEGY

What is our walking and cycling network?

Our district has a walking and cycling network that assists people to explore Mid Canterbury and its many natural attractions. Some of this network is for walking only, some is for cycling only and some allows for both.

Our walking network

We maintain 233km of footpath that is suitable for walkers. This is mostly located within Ashburton township but there are also footpaths in parks and recreational areas. Our walking network needs to cater for the needs of all users and different levels of ability. This ensures that footpaths can be used by people with mobility scooters, wheelchairs and recreational devices, such as skateboards and scooters. A community survey, undertaken when developing this Strategy, found that people walked primarily for recreational, social and health reasons.

Our district has a wide range of walking infrastructure including:

- Urban footpaths/shared paths (sealed)
- Urban area walking tracks (usually unsealed and shared with cyclists)
- Rural walkways (unsealed and mostly shared with cyclists)
- Pedestrian crossings (zebra, islands, raised platforms and traffic signals)

Footpaths enable people to move around their communities and offer an alternative to driving. Footpath condition is measured from data collected during rating surveys. This is important for planning renewal and maintenance programmes. We also co-ordinate the streetlight renewal and upgrades programme in urban areas to help make walking at night safer.

Our cycling network

People cycle for different reasons including:

- On-road cycle training/racing – Cyclists who do this complete long distance road circuits mainly on the wider major road network. They tend to cycle at speeds of around 30km/h and seek good road surfaces.
- Leisure – This involves people who cycle for enjoyment and general exercise, usually on recreational tracks and in parks or reserves.
- Mountain biking – To do this, residents and visitors to our district use challenging or rough cycling routes, usually after work hours or on weekends.
- Transport – To reach a destination such as work or school.

Feedback from the community survey (mentioned above) indicated there were many people who were interested in cycling but felt concerned about a lack of separation between them and traffic on busy roads. The survey found that like walking, the most common motives for cycling in the district were recreational, social and health reasons.

Our district offers a range of cycling opportunities and infrastructure, including:

- Urban shared paths (sealed)
- Urban area cycling lanes on the road
- Sealed roads with low traffic volumes
- Rural shared cycleways/walkways (unsealed)

There is about 5.5km of separated urban cycleways in the district. These are all shared pedestrian/cycle paths. There is also about 9km of cycle lanes painted on roads. This is all in the Ashburton township.

Why is our walking and cycling network important?

Our district's flat terrain is ideal for walking and cycling within urban centres. However, the large distances between towns limits the use of walking or cycling as transport. Many of the roads within the rural network have narrow carriageways, little or no shoulders, and high speed limits. Travel by private car is the main form of transport in our district and between the townships within the district. There is no public transport.

Our walking and cycling network is important for a number of reasons.

- It gives people the opportunity to walk or cycle,
- enables an ageing population to move around easily, including using mobility devices,
- improves health and well-being,
- reduces carbon emissions by reducing the number of vehicles on the road, and
- supports economic outcomes such as tourism

What does this strategy include?

This strategy identifies the objectives, actions and projects that will help us achieve our vision for walking and cycling in our district.

The strategy:

- provides information on the walking and cycling network that we manage and the work we undertake;
- sets out how we will work with our community and stakeholders; and
- provides information on our plan to make our district a more active transport friendly area over the next 10 years

This strategy is designed to guide Council decision making on our district's walking and cycling network. It is structured as follows:

- Strategy - outlines the goals and objectives for our walking and cycling network
- Action Plan - explains how and when objectives will be achieved
- Appendices - contains relevant background information

The 2008 Ashburton Walking and Cycling Strategy focused on the urban area of Ashburton. Our Sports and Recreation Strategy (2010) recommended the Strategy be extended to include Methven and Rakaia. Many of this Strategy's objectives are also relevant to the smaller towns of Mayfield, Mt Somers and Hinds but specific infrastructure projects for these towns have not been included at this time and may be considered in the future. The Strategy is a living document and projects can be added over time.

This document has focused on the highest priority areas and improvements to the existing network. It is expected that future revisions of this document will incorporate the outcomes of the Future Development Strategy (FDS) for which is currently under development.

Why do we need a strategy?

The Strategy provides a framework for making walking and cycling (for transport and recreation) safer and more attractive, with the aim of increasing the number of people using the walking and cycling network. In the context of this strategy, walking includes the use of mobility aids and devices such as scooters and skateboards.

The development of an improved walking and cycling network requires investment over time. This Strategy provides well considered direction and sets priorities for Council and other parties, including the NZ Transport Agency and community organisations, for future investment. It also provides the context and support to develop business cases for funding.

How has this strategy been prepared?

This Strategy was prepared after reviewing walking and cycling amenities, surveying the community, reviewing other plans and strategies for alignment, and running a workshop with key stakeholders. The key stakeholders included representatives from: Ashburton District Council, NZ Police, Tinwald Cycling Club, Bike Methven, Safer Mid Canterbury, Sport Mid Canterbury, Mobility Solutions Centre, Braided Rivers Cycle Trust, NZ Transport Agency, Mid Canterbury Principals' Association, Rakaia Community Association, Mid Canterbury Mountain Bike Club, Run and Walk Ashburton, and Experience Mid Canterbury.

- **A review of relevant strategies and plans**

The Walking and Cycling Strategy needs to align with national, regional and local strategies and plans. This includes the **Government Policy Statement (GPS)** on Land Transport, the **Regional Land Transport Plan (RLTP)** that sets out regional land transport priorities, the **Long-Term Plan (LTP)** that specifies Council's intentions for the next 10 years and how we will fund them, and the **Ashburton District Plan** that provides the planning framework for our district.

- **A review of current amenities and use in the townships**

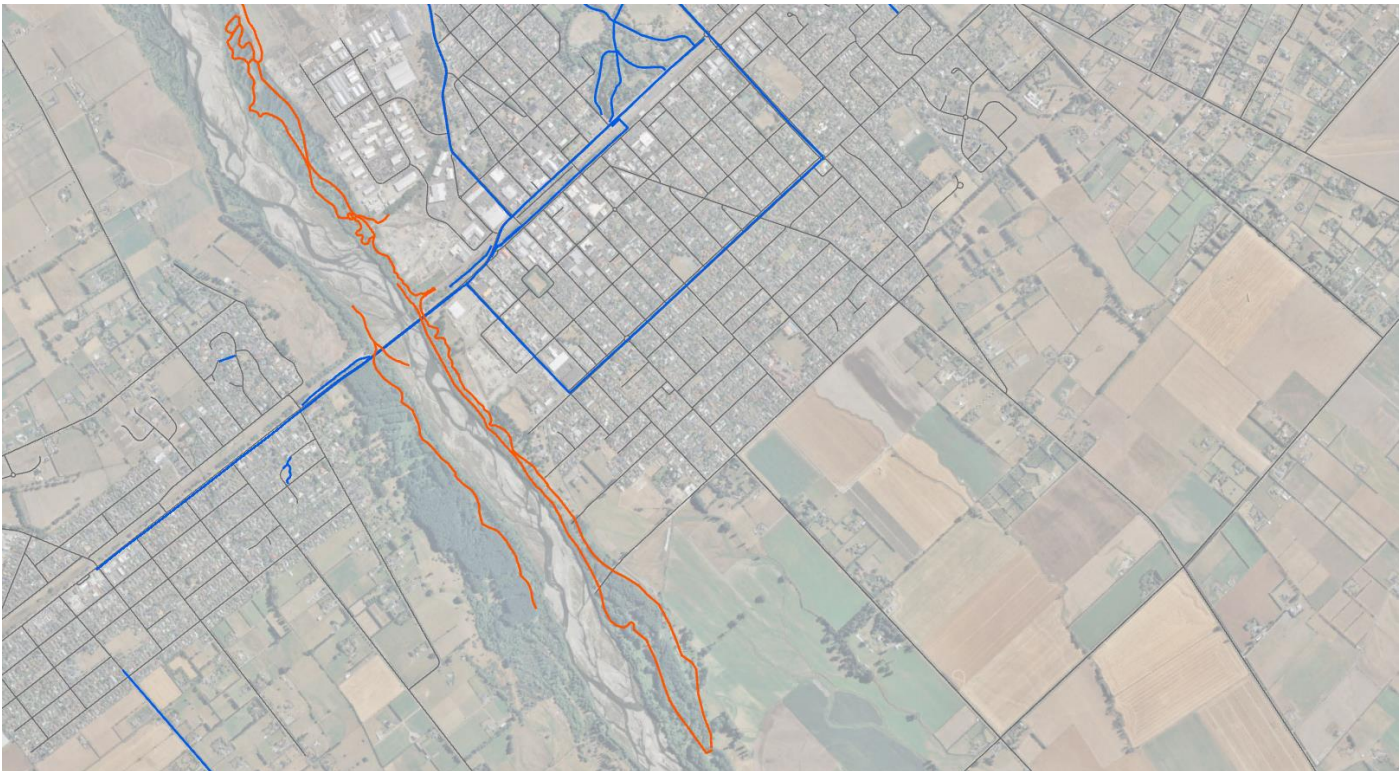
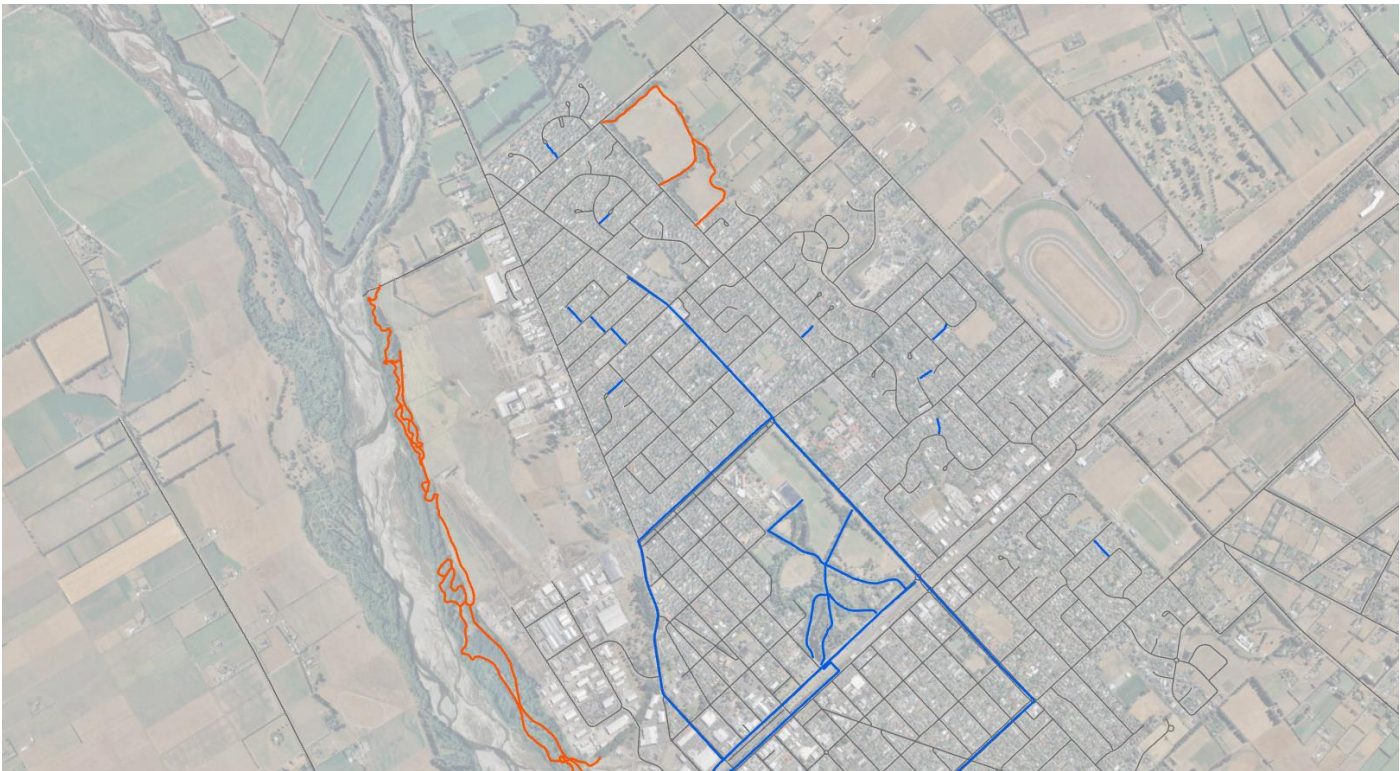
Site observations and traffic counts were done in the district's townships. These identified issues that were discussed at the stakeholder workshop.

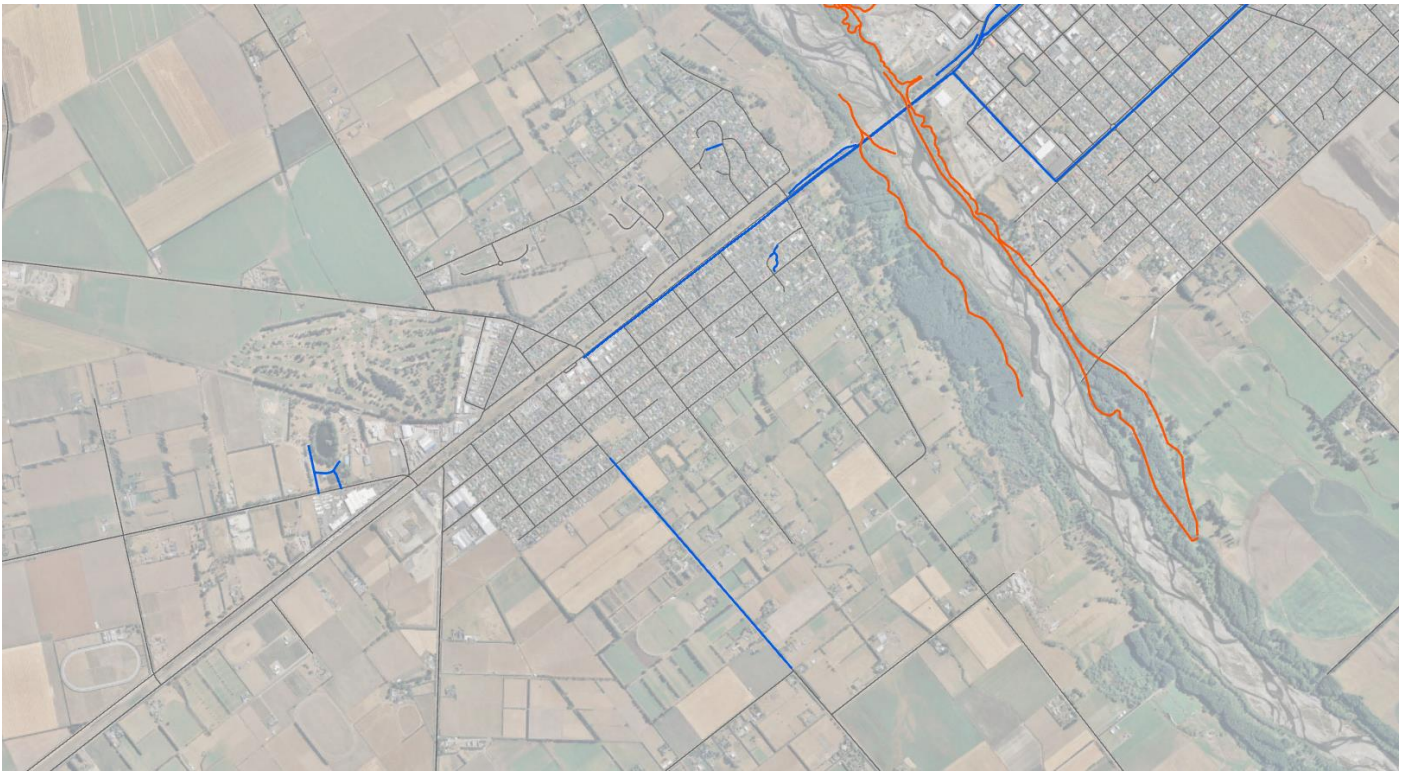
- **Survey of the community**

An online survey was posted on our Facebook page. The survey asked people why they walked or cycled and how often. It also asked what challenges they experienced when walking or cycling.

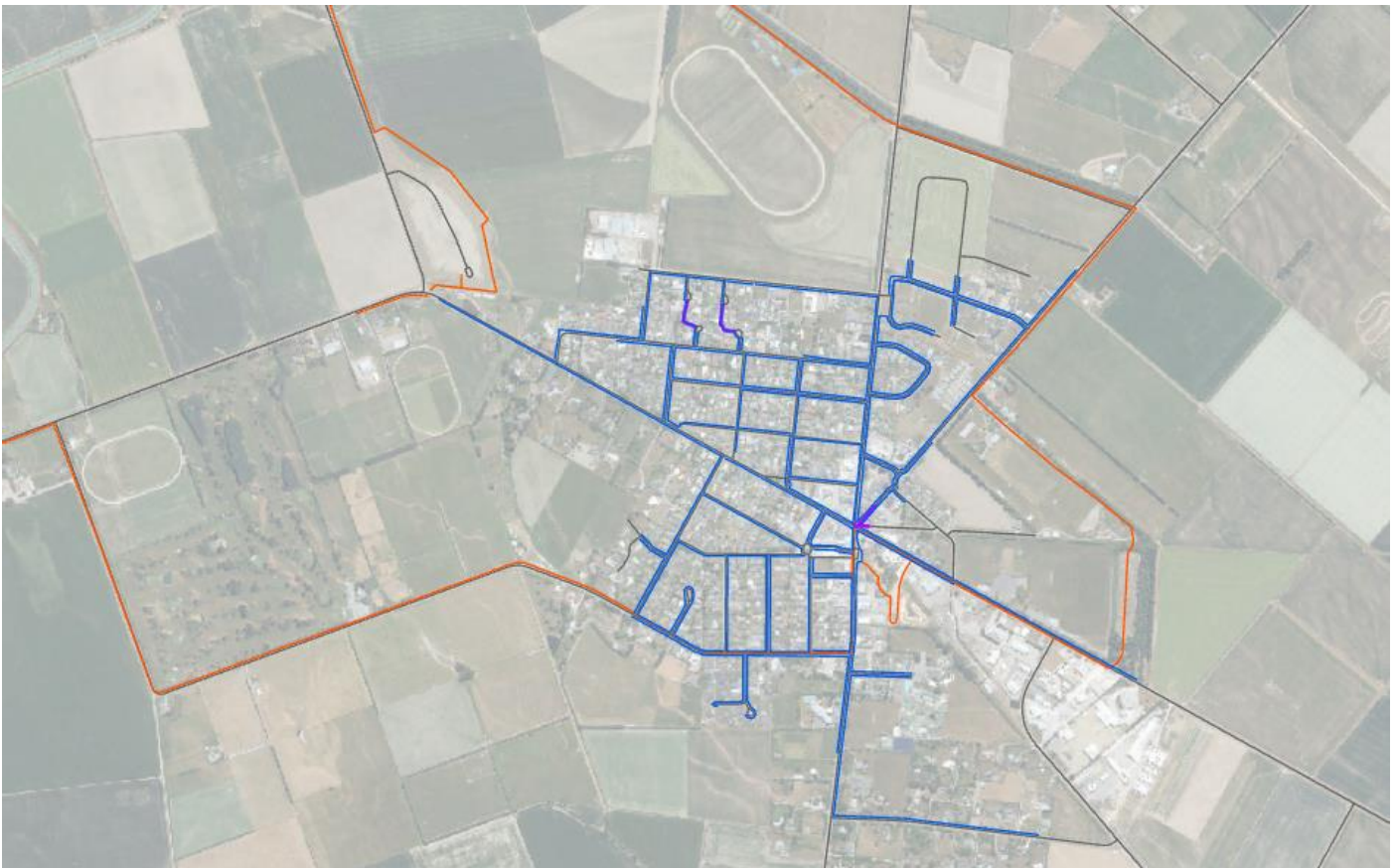
What do we have now?

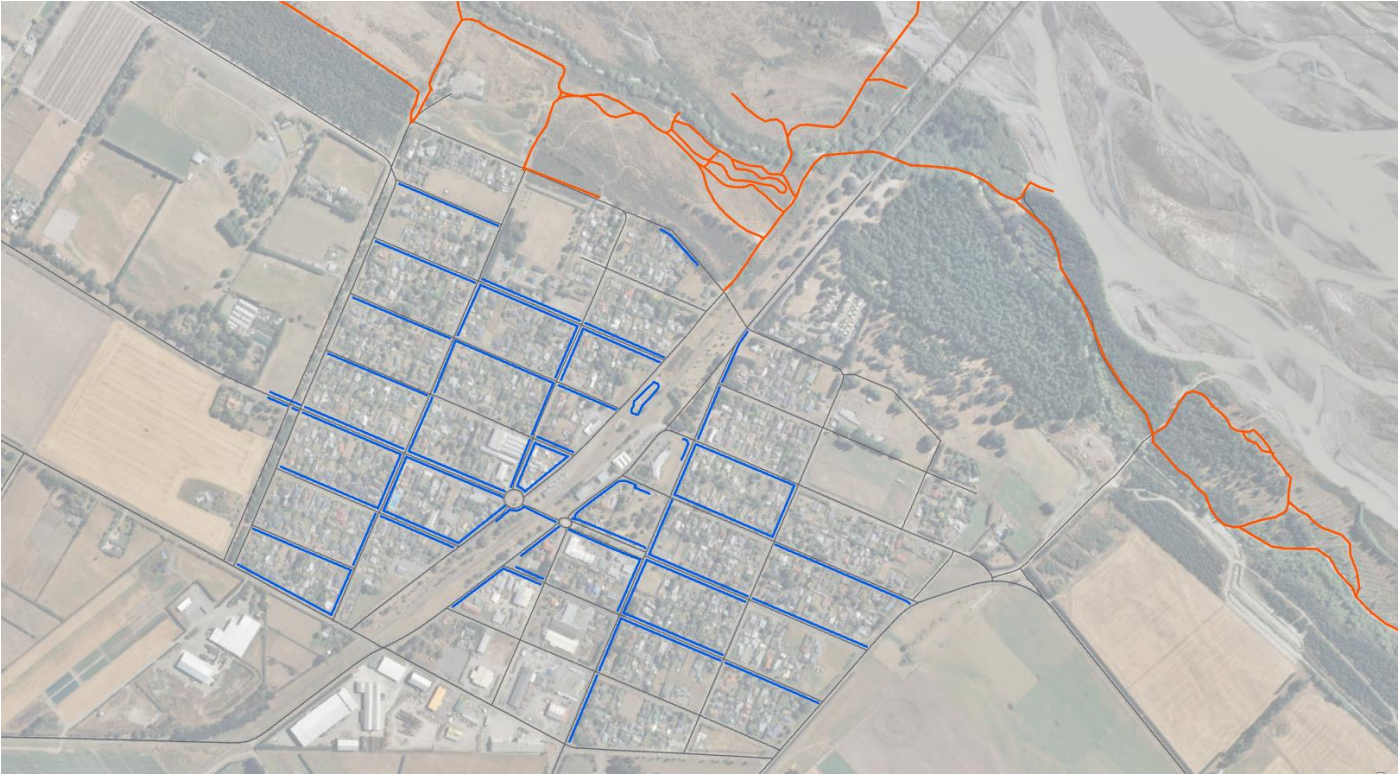
Ashburton





Methven





What do we have to think about?

- Accessibility
- Safety
- Urban growth and development
- Participation

Accessibility

In the context of this Strategy, accessibility measures how easy it is for someone to participate in a desired activity or to get to a particular destination. The walking and cycling network contributes to making our district's destinations more accessible to residents and visitors, particularly those who use mobility aids such as scooters or walking frames.

Safety

People walking and cycling can encounter safety issues including falls, crashes between pedestrians and people on bicycles, crashes with motor vehicles, fear of using active transport beside vehicles and problems with personal security. These concerns can be addressed by ensuring walking surfaces and cycle lanes are of good quality, having adequate crossings, managing traffic speed and using a “Crime Prevention through Environmental Design” approach to create naturally safer environments.

Urban growth and development

Our District Plan provides the planning framework for the district. It encourages the development of pedestrian areas, walking tracks, and cycleways to improve the accessibility of amenities for residents. The plan recognises that the connectivity of the cycling and walking network is an important aspect of urban growth and development. The location, design and layout of such connections also need to consider the safety of people using these spaces. For new residential areas, an Outline Development Plan forms the basis for us to shape how walking and cycling can be supported.

Participation

Increasing the number of people walking and cycling requires a holistic approach that encourages people to walk or cycle for health and wellbeing, and economic, and environmental benefits.

A lack of participation can be addressed through an approach that includes skills development and safety and participation programmes, along with providing accessible information and physical infrastructure. This generally involves council and other parties working together.

ACTION PLAN

What are our goals?

Collaboration with key stakeholders and reviewing policies at a local and national level has led to four main goals for our Walking and Cycling Strategy.

1. A coherent, safe and connected urban walking and cycling environment

This means:

- developing facilities that meet the needs of people in urban and rural areas
- networks that are easy to use and link to key destinations
- people feel safe using the walking and cycling networks

2. A quality, fit for purpose recreational walking and cycling network that connects to key destinations

This means:

- networks meet the needs of people with varying abilities and allow for the use of different mobility devices
- networks are good quality for their purpose
- people using the networks can travel between key destinations

3. Ensuring the urban and rural walking and cycling networks integrate to create an accessible district

- there is adequate wayfinding signage and map information available for networks
- rural and urban networks are unified including linkages

4. A district committed to walking and cycling for health, well-being, safety, environmental and economic reasons

This means:

- encouraging travel behaviour changes through strong leadership and collaboration with key stakeholders
- promotion of walking and cycling in our district
- reviewing funding and resource prioritisation for walking and cycling amenities

What do we want to achieve?

To achieve these goals, 14 objectives have been identified. They are set out in the following table.

Our vision: **More people, more active, more often**

Goal 1: A coherent, safe and connected urban walking and cycling environment.

Objectives:

- 1.1 Improve facilities to increase pedestrian accessibility
- 1.2 Reduce gaps in the footpath network
- 1.3 Improve continuity and quality issues on roads with cycle lanes
- 1.4 Investigate separation of urban cycle facilities from traffic
- 1.5 Investigate State Highway/railway/river severance issues for communities
- 1.6 Review standards such as footpath width
- 1.7 Improve street lighting to increase personal security

Goal 2: A quality, fit for purpose recreational walking and cycling network that connects to key destinations.

Objectives:

- 2.1 Improve wayfinding signage for recreational networks
- 2.2 Develop resources such as track specifications that can be shared with community groups

Goal 3: Ensuring the urban and rural walking and cycling networks integrate to create an accessible district.

Objectives:

- 3.1 Identify gaps in the footpath and cycle networks connecting urban and rural areas
- 3.2 Improve wayfinding signage to recreational networks from urban areas

Goal 4: A district that is committed to walking and cycling for health, well-being, safety, environmental and economic reasons.

Objectives:

- 4.1 Co-ordinate the promotion of walking and cycling to increase participation
- 4.2 Develop information resources on cycling routes in the district
- 4.3 Align development planning through the District Plan, using best practice methods

Our Action Plan

Short term – 2021 - 2023

Medium term – 2024-2027

Long term 2027 - 2031

OBJECTIVES	ACTIONS	RESPONSIBLE FOR DELIVERY	PRIORITY/TIMEFRAME
1.1 Improve facilities to increase pedestrian accessibility	A. Fix localised pedestrian accessibility issues. Involves an audit of sites identified in the strategy field work and forming a list of jobs. The work could be undertaken as maintenance/minor works tasks.	ADC	High priority; Short term
	B. Develop a Moore Street crossing between West Street and Park Street (also SH77).	ADC and NZTA	Medium priority; Short to medium term
1.2 Reduce gaps in the footpath network	A. Ensuring there is a footpath on at least one side of each street in Methven and Rakaia to provide better walking connections. Installation of new footpaths in Methven and Rakaia when the EA undergrounding is complete.	ADC	Medium priority; Short to medium term
1.3 Improve continuity and quality issues on roads with cycle lanes	A. Improving cycle lane continuity/quality on Walnut Ave, Ashburton by connecting gaps and increasing the width of the existing cycle lane routes. This will also involve coloured surfacing across side road intersections, additional crossing facilities etc.	ADC	Medium priority; Short to medium term
	B. Improving cycle lane continuity on SH77, Ashburton by connecting gaps in the existing routes. This will require removal of some parking.	ADC and NZTA	Medium priority; Short to medium term
	C. Improving cycle lane safety on Chalmers Ave, Ashburton by providing coloured surfacing across side road intersections and sharrow markings at Beach Road roundabout.	ADC	Medium priority; Short to medium term
1.4 Investigate separation of urban	A. Developing a shared path on Racecourse Road as an important recreational link.	ADC	Low priority; Medium term

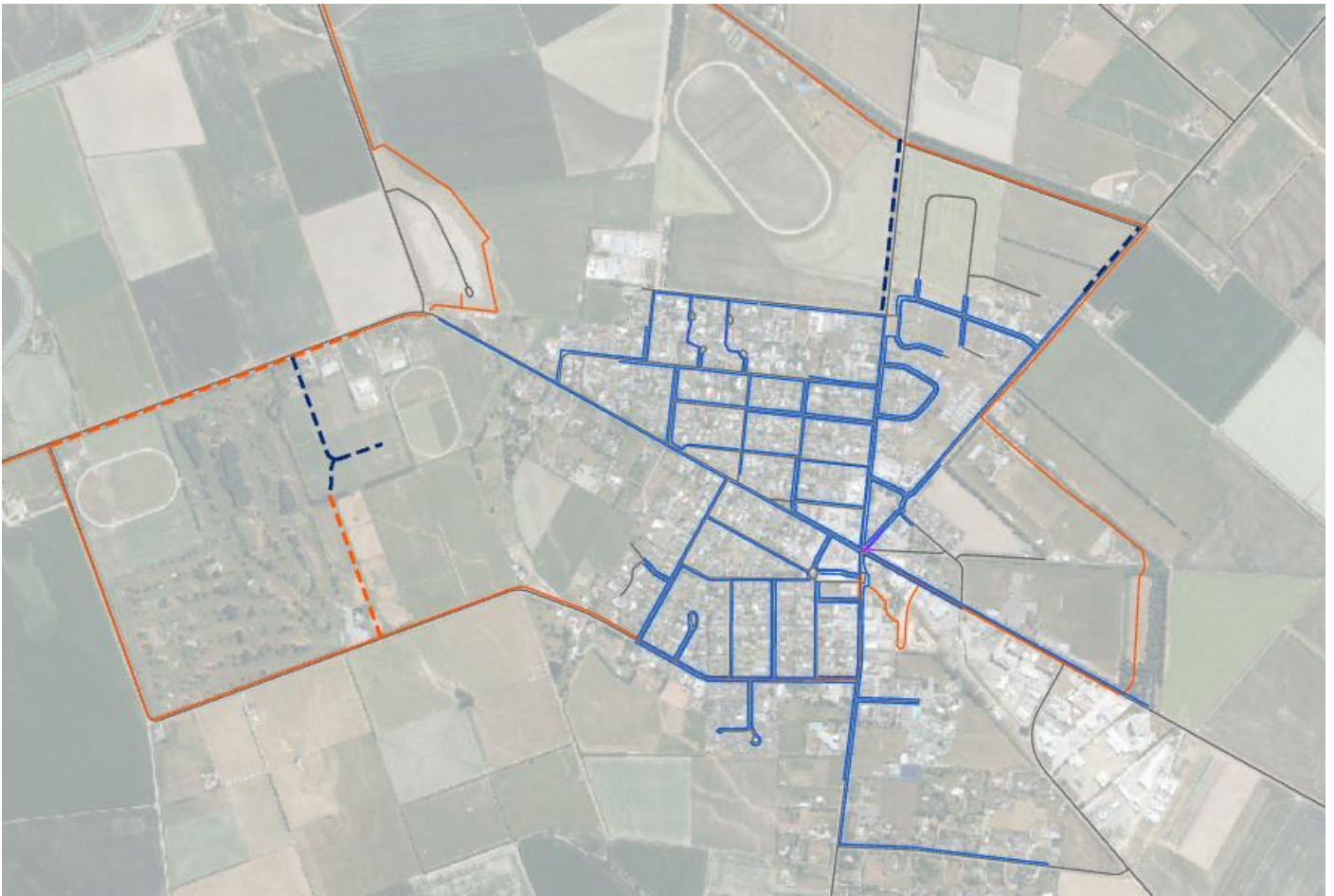
cycle facilities from traffic	B. Confirming an Ashburton urban cycling network and developing a business case for funding.	ADC	Medium priority; Medium to long term
	C. Improving pedestrian and cyclist safety at Walnut Ave/Oak Ave intersection.	ADC	High priority; Medium to long term
	D. Improving pedestrian and cyclist safety at Walnut Ave/Chalmers Ave intersection.	ADC	High priority; Medium to long term
1.5 Investigate State Highway/railway/river severance issues for communities	A. Providing a SH77 crossing in Methven, most likely a pedestrian refuge island opposite the public toilets and park.	ADC and NZTA	Medium priority; Short to medium term
	B. Reducing severance by improving crossings over SH1 in Rakaia.	ADC and NZTA	Medium priority; Medium term
	C. Reducing severance by improving crossings over SH1 in Tinwald.	ADC and NZTA	Medium priority; Medium term
	D. Installing traffic signals at Walnut Ave/West and East Street intersections. This project is being developed by NZTA and is programmed for completion early 2021.	NZTA	Low priority; Short term
	E. The proposed Ashburton Second Bridge and associated upgrades on Chalmers Avenue and in Tinwald provides an opportunity for improved walking and cycling facilities.	ADC	Low priority; Medium to long term
1.6 Review standards such as footpath width	A. Reviewing footpath widths to cater for a more diverse range of users and devices. Best practice is 1.8m as this allows two wheelchairs or mobility scooters to pass each other.	ADC	High priority; Short term
	B. Kerb cut downs by developing assessment and rating system for inclusion in the Transportation Asset Management Plan. This would require maintenance funding allocation.	ADC	High priority; Short term
1.7 Improve street lighting to increase personal safety	A. Conducting street lighting audits, investigating where pedestrians feel unsafe and creating a priority approach for street lighting renewals.	ADC	High priority; Ongoing

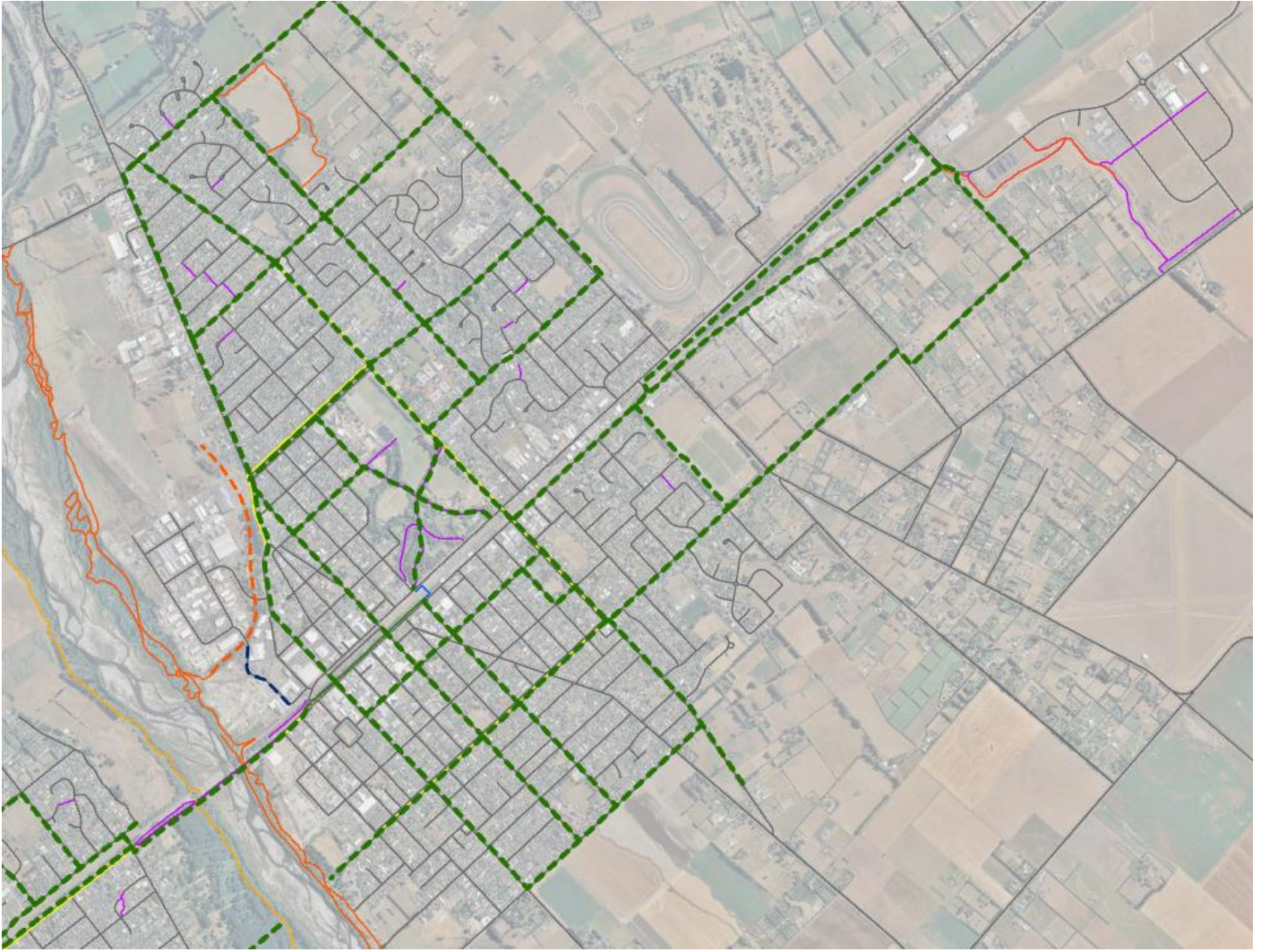
2.1 Improve wayfinding signage for recreational networks	A. Establishing wayfinding guidelines/signage for urban cycling and key walking networks that integrate with recreational and rural paths.	ADC	High priority; Short term
2.2 Develop resources such as track specifications that can be shared with community groups	A. Liaising with the Braided Rivers Cycleway Trust to establish if any standards have been developed. If not, ADC to facilitate the development of standards.	ADC	High priority; Short term
	B. Identifying where additional cycle parking is required and implement with best practice guidance from NZTA	ADC	Medium priority; Medium to long term
3.1 Identify gaps in the footpath and cycle networks connecting urban and rural areas	A. Developing a new footpath connection on Dobson Street West to the ACL Skills Park.	ADC	Medium priority; Short term
	B. Investigating a cycling link to the Skills Park from Moore Street. This may be complex as it passes through an industrial area. An alternative is to use the trail identified in the Draft Ashburton Domain Plan.	ADC	Medium priority; Short term
	C. Developing a pedestrian/cycle path around the EA Networks Centre.	ADC	Medium priority; Short term
3.2 Improve wayfinding signage to recreational networks from urban areas	A. Developing recreational wayfinding guidance by establishing a guideline for recreational cycling and walking networks that integrates with the urban networks.	ADC	High priority; Short term
4.1 Co-ordinate the promotion of walking and cycling to increase participation	A. Introducing School Travel Plans and supporting initiatives. These could include local safety improvements, car parking/drop-off management and crossing volunteers. A programme including training, helmet use and riding tracks can teach kids how to ride safely.	ADC	High priority; Short term
	B. Preparing an information pack for businesses on travel planning and available schemes that could support their goals such as the NZTA	ADC	High priority; Short term

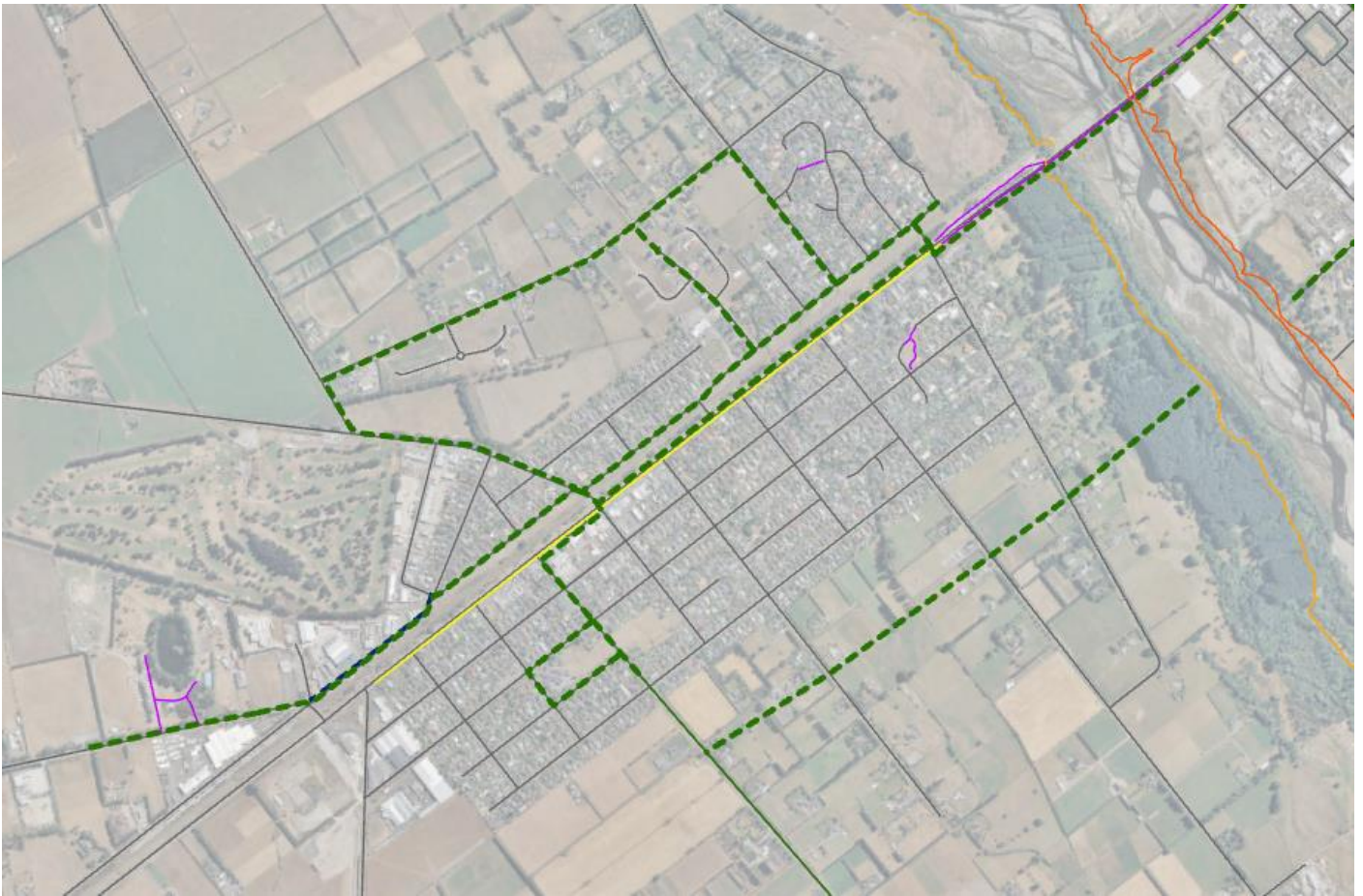
	<p>Employer e-bike purchase support schemes. Information could also include the NZTA workplace cycling guide and the cycle parking supply and design guidance.</p> <p>C. Promoting events that encourage walking and cycling including Walk2Work Day, Aotearoa Bike Challenge or September.</p>	ADC	High priority; Ongoing
4.2 Develop information resources on cycling routes in the district	A. Establishing a cycling information tab on the ADC website and include maps and links to resources or initiatives.	ADC	High priority; Short term
4.3 Align development planning through the District Plan, using best practice methods	A. Ensuring land use planning and transport rules consider walking and cycling outcomes in the District Plan, e.g. introducing planning requirements that promote a more walkable town, and increase cycle parking.	ADC	High priority; Short to medium term

Appendix A - Maps of proposed projects









Appendix B - Monitoring and review

A Walking and Cycling Working Group will be formed to undertake the monitoring and review of this Strategy. The group will be made up of Council staff and elected members. A Council staff member to co-ordinate and take ownership of the Strategy may be required.

Monitoring and reporting

The progress of actions and projects outlined in the Implementation Plan will be monitored. If any actions or projects become unfeasible, they may be removed. New actions and projects can be added by the Working Group and approved by Council as required. Progress and monitoring information will be reported through the Working Group, as and when that information is available. A brief report on progress on the Strategy's implementation will be prepared as part of Council's overall annual reporting.

In addition to the actions and projects, several key aspects will be monitored. These relate to uptake and participation, progress on cycling infrastructure (as this is where the most effort is required) and community satisfaction.

Uptake and participation

Monitoring uptake and participation will enable Council to identify overall walking and cycling trends, predict future trends and provide evidence-based funding applications. It allows the vision of 'More people, more active, more often' to be monitored. This will be achieved by:

1. Adding the latest Household Travel Survey results to the historical database and showing this visually. The aim should be to reduce the current downward trend and an upward target can be established once the 2019 results are published by Statistics NZ.
2. A survey of residents every two years (using the same questions as the 2019 survey) to measure time spent walking and cycling and frequency.
3. A School Travel Survey every two years to monitor active travel to school (a 2020 baseline survey is required as the last survey of this scale was 2006). A target can be set from the baseline survey.
4. Undertake annual walking and cycling counts at key locations during the same time periods used in this Strategy.

Progress on the cycling infrastructure development

A plan to ensure there is a footpath on one side of each street in Rakaia and Methven is straight forward to implement within the existing renewals budget. Urban cycle infrastructure is desired by the community but funding will need to be obtained.

5. Keep a running total of the length of urban cycling infrastructure (the baseline is 5.5km off-road and 9km cycle lanes).

Community satisfaction

Understanding how people feel about the walking and cycling environment will also provide a good basis for monitoring the Strategy progress.

6. A survey of residents every two years (using the same questions as the 2019 survey) to measure satisfaction with the district's walking and cycling provision.

It is recommended that a question about footpath satisfaction is added to the Annual Residents Survey to capture more data.

Review

The Walking and Cycling Strategy will be reviewed every five years. The Implementation Plan will be reviewed on a three-year cycle coinciding with Council's LTP. This review cycle reflects the need to maintain alignment with the national funding programmes and related projects regionally and locally.

Appendix C- Glossary of terms

Accessibility – The measure of how easy it is for someone to participate in a desired activity or to get to a particular destination.

Arterial – A major route in a system of roads.

Collector roads – Larger urban roads that link to arterial roads. In rural areas, these are smaller roads linking smaller communities to arterial roads.

Severance - Separation of people from facilities, services and social networks they wish to use within their community; changes in comfort and attractiveness of areas; and/or people changing travel patterns due to the physical, traffic flow and/or psychological barriers created by transport corridors and their use.

Sharrow markings – Markings that indicate a cyclist can share a traffic lane with other vehicles.

Walkability - The extent to which walking is readily available as a safe, connected, accessible and pleasant mode of transport.

Wayfinding - The process or activity of determining someone's position and planning and following a route.

Ashburton District Walking and Cycling Strategy

Ashburton District Council



Ashburton District Walking and Cycling Strategy

Ashburton District Council

Quality Assurance Information

Prepared for: Ashburton District Council
Job Number: ADC-J004
Prepared by: Jeanette Ward, Technical Director and Rebecca Tuke, Transport Engineer
Reviewed by: Ann-Marie Head, Associate

Date issued	Status	Approved by
		Name
10 February 2020	Draft	Stephen Carruthers
13 December 2019	Final	Stephen Carruthers
10 February 2020	Final (reissue)	Stephen Carruthers

THIS DOCUMENT PROVIDES THE CONTENT FOR THE ASHBURTON WALKING AND CYCLING STRATEGY – IT IS INTENDED THAT THIS IS TRANSFERRED BY ADC TO THE COUNCIL’S STRATEGY TEMPLATE.

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Executive Summary

Context

This Walking and Cycling Strategy provides a framework for making walking and cycling (both for transport and recreation) safe and attractive, and therefore increasing the number of people walking and cycling. Walking includes the use of mobility scooters, wheelchairs and recreational devices such as skateboards and scooters. Cycling includes the use of human powered bicycles and electric bicycles (E-Bikes).

The Strategy is a result of reviewing current walking and cycling provision, engaging with residents through an online survey and a workshop with key stakeholders. The key stakeholders were representatives from: Ashburton District Council, NZ Police, Tinwald Cycling Club, Bike Methven, Safer Ashburton, Sport Mid Canterbury, Mobility Solutions Centre, Braided Rivers Cycle Trust, NZ Transport Agency, Mid Canterbury Principal Association, Rakaia Community Association, Mid Canterbury Mountain Bike Club, Run and Walk Ashburton and Experience Mid Canterbury.

The 2008 Ashburton Walking and Cycling Strategy focused on the urban area of Ashburton. This Strategy includes Ashburton, Methven and Rakaia. The smaller towns of Mayfield, Mt Somers and Hinds will be considered over time. Since the 2008 Strategy much has been achieved in the district for walking and cycling. New footpaths and some cycle lanes have been created and many kilometres of recreational trails and BMX/bike skills parks have been created by a range of groups.

An online survey was undertaken for this Strategy, 164 people responded. It was found that more people regularly walk in the district than cycle, but people spend more time cycling than walking, particularly at the weekend. The most common reasons for walking and cycling were for recreation, social and health reasons. Only a small percentage of people walked or cycled to work.

Vision and objectives of the Strategy

The vision and objectives for the Strategy were established and tested in conjunction with the key stakeholders at the workshop. The vision has been retained from the 2008 Strategy to provide long term strategic continuity. However, the number of objectives has been reduced from six to four to be more targeted in the approach.

Vision: More people, more active, more often

Objectives:

- A coherent, safe and connected urban walking and cycling environment
- A quality, fit for purpose recreational walking and cycling network that connects to key destinations
- Ensuring the urban and rural walking and cycling networks integrate to create an accessible district
- A District that is committed to walking and cycling for health, well-being, safety, environmental and economic reasons

Observations, residents survey and workshop

Site observations and counts were undertaken as part of the Strategy development, this exercise identified a range of issues that were verified at the stakeholder workshop. The online survey also verified the issues raised. The key challenges people raised were:

- walking - rough/uneven surfaces, lack of footpaths and crossing facilities, narrow footpaths, unsuitable transition from road to footpath, footpath gradient and others such as poor street lighting and sharing with cyclists.
- cycling - a lack of cycle facilities separated from traffic, lack of defined cycle routes and cycle routes to key destinations, lack of crossing facilities/treatments at intersections, poor connections on existing routes lack of cycle parking, rough/uneven surfaces and others such as motorcyclists on tracks, sharing with runners, poor signage.

The survey found that only 5% were very satisfied with the current overall walking environment in the district, 40% were mostly satisfied, 34% were neither satisfied or dissatisfied, 13% were mostly dissatisfied and 8% were very dissatisfied.

The survey found that 7% were very satisfied with the current overall cycling environment in the district, 51% were mostly satisfied, 21% were neither satisfied or dissatisfied, 16% were mostly dissatisfied and 5% were very dissatisfied.

The issues as they relate to the Strategy objectives are outlined below.

Objective 1: A coherent, safe and connected urban walking and cycling environment

- Issue 1.1: Pedestrian accessibility is being restricted by poor facilities
- Issue 1.2: There are gaps in the footpath network
- Issue 1.3: Roads with cycle lanes have continuity and quality issues
- Issue 1.4: There is a lack of urban cycle facilities separated from traffic
- Issue 1.5: There are State Highway/railway/river severance issues for communities
- Issue 1.6: Standards such as widths of footpaths need review in light of the range of footpath users
- Issue 1.7: Personal security issues due to poor street lighting

Objective 2: A quality, fit for purpose recreational walking and cycling network that connects to key destinations

- Issue 2.1: There is a lack of effective wayfinding within some of the recreational networks
- Issue 2.2: There is a lack of consolidated track specifications that can be shared across groups

Objective 3: Ensuring the urban and rural walking and cycling networks integrate to create an accessible district

- Issue 3.1: There are gaps in the footpath and cycle network connecting urban and rural areas
- Issue 3.2: There is a lack of wayfinding to access recreational networks from urban areas

Objective 4: A District that is committed to walking and cycling for health, well-being, safety, environmental and economic reasons

- Issue 4.1: There is a lack of co-ordination with respect to increasing participation in walking and cycling
- Issue 4.2: There is a lack of consolidated information on cycling routes in the district
- Issue 4.3: Development planning through the District Plan is not aligned with best practice on some matters

Implementation Plan

The vision of the Strategy will be achieved through a range of means. The Strategy Implementation Plan outlines the actions and projects that aim to address the issues and meet the objectives. Fixing accessibility issues, the provision of footpaths on at least one side of each street in Rakaia and Methven and an urban cycleway network in Ashburton are key elements of the Plan. Cycle networks for Rakaia and Methven have not been developed at this stage as the streets are lower volume and the focus is on footpaths in the short term.

There are also new crossing facilities, intersection improvements and SH projects that will help address severance issues. The second urban bridge over the Ashburton River would greatly benefit walking and cycling. Projects identified in other ADC Plans and the Minor Improvements Activity List will also contribute to meeting the Strategy vision and objectives.

Actions that aim to increase participation in walking and cycling are also a key part of the Implementation Plan.

Monitoring and review

Monitoring and review are an important part of this Strategy, a Walking and Cycling Working Group will be formed to undertake this. The group will comprise ADC staff and members that represent key stakeholders. An ADC staff role to co-ordinate and take ownership of the Strategy will be required.

The actions and projects outlined in the Implementation Plan will be monitored for progress. Progress, and monitoring information will be reported through the Working Group, as and when that information is available. A brief overall Annual Report on progress in the implementation of the Strategy will be prepared as part of Council's overall annual reporting.

In addition to the actions and projects several key aspects will be monitored, these relate to uptake and participation, progress on cycling infrastructure (as this is where the most effort is required) and community satisfaction.

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1. About this Strategy

1.1 Introduction

This Walking and Cycling Strategy provides a framework for making walking and cycling (both for transport and recreation) safe and attractive, and therefore increasing the number of people walking and cycling. Walking includes the use of mobility scooters, wheelchairs and recreational devices such as skateboards and scooters. Cycling includes the use of human powered bicycles and electric bicycles (E-Bikes).

The development of a safe and attractive walking and cycling network requires investment over time. This Strategy facilitates a multi-party approach and provides Ashburton District Council (ADC), other funding agencies such as NZ Transport Agency, and community organisations with priorities and strategic direction for investment. It also provides the context and support for associated funding business cases.

The Strategy is a result of reviewing current walking and cycling provision, engaging with residents through an online survey and a workshop with key stakeholders. The key stakeholders were representatives from: ADC, NZ Police, Tinwald Cycling Club, Bike Methven, Safer Ashburton, Sport Mid Canterbury, Mobility Solutions Centre, Braided Rivers Cycle Trust, NZ Transport Agency, Mid Canterbury Principal Association, Rakaia Community Association, Mid Canterbury Mountain Bike Club, Run and Walk Ashburton and Experience Mid Canterbury.

The 2008 Ashburton Walking and Cycling Strategy focused on the urban area of Ashburton. The subsequent ADC Sports and Recreation Strategy (2010) recommended that the Strategy be extended to include Methven and Rakaia – this 2019 Strategy does that. Many of the Strategy objectives are also relevant to the smaller towns of Mayfield, Mt Somers and Hinds, however specific infrastructure projects for those towns have not been included at this time. The intent is that the Strategy is a living plan and that projects could be added over time.

1.2 What have we achieved so far?

Since the 2008 Strategy much has been achieved in the district for walking and cycling. New footpaths have been created and maintenance of footpaths continues. Work in each township is outlined below.

In Methven the Lions Club and Methven & Mt Hutt District Promotion Association established the Methven Walkway. More recently a BMX Track/Bike Skills Track was created by Track & Trail and Bike Methven club volunteers. The BMX Track received a grant from the NZ Community Trust (NZCT). Nearby the Mt Hutt Bike Park has been created, this includes over 30km of cross country, downhill and single-track trails.

In Rakaia the Rakaia River Terrace Walkway has been transformed from a bulldozed track along the riverbank to a solid stone and clay surface walkway. The aim was to ensure people walking with prams could use the walkway. A BMX track has also been established in the town.

In Ashburton cycle lanes were added to part of Harrison Street. In Tinwald the Braided River Trail to Lake Hood (south side of the Ashburton River) and Ashburton/Hakatere River trail to Hakatere (north side of the river) were established. A shared path connection to Lake Hood along Grahams Road has also been constructed, providing an alternative to the Braided River Trail. The Braided Waters Cycle Trail continues to be developed and aims to provide a 3m wide trail following some of the district's braided rivers and a network of canals, up to 145km in length, to cater for a 3 to 4 day ride.

The River Trail Loop was also established on the north side of the river, encompassing the Ashburton/Hakatere River trail. The loop has been developed since 2009 by members of the Mid Canterbury Mountain Bike Club with support from Environment Canterbury and ADC. The 12km loop is suitable for most people with some mountain biking experience and is also E-Bike friendly. The main entrance and car park for the loop is on Dobson Street West. The ACL Skills Park is the latest addition to the River Trail Loop located near the main entrance. It contains many features for riders to practice their skills on. Funding came from the Lions Foundation and ADC.



2. Our Vision and objectives

The vision and objectives for the Strategy were established and tested in conjunction with the key stakeholders at the workshop. The vision has been retained from the 2008 Strategy to provide long term strategic continuity. However, the number of objectives has been reduced from six to four to be more targeted in the approach.

Vision

More people, more active, more often

Walking and Cycling Objectives

1) *A coherent, safe and connected urban walking and cycling environment*

This objective includes the development of facilities that provide for the needs of people in the urban areas, not just for movement but also infrastructure such as cycle parking and seats for resting. Coherent relates to networks being easy to use and find, safe relates to reducing conflict between traffic and people and personal security; connected relates to networks being complete with no gaps and that they link to key destinations.

2) *A quality, fit for purpose recreational walking and cycling network that connects to key destinations*

This objective recognises that recreational networks will have a range of users and that clear design approaches will need to be established. The quality aspect relates to ensuring the standards are met. Fit for purpose relates to recognising that not all tracks will have the same level of quality. For example, a mountain bike park will cater for a range of skill levels, not each track will not suit all people.

3) *Ensuring the urban and rural walking and cycling networks integrate to create an accessible district*

This objective includes ensuring that urban and rural (mostly recreational trails) networks are integrated in terms of linkages and also transitions between them. For example, where people in an urban area might currently drive to the start of a trail nearby, in future they can walk or ride to the facility. Wayfinding signage and good map information will be important. Communication between the various groups on the interface of urban and rural networks needs to be strong.

4) *A District that is committed to walking and cycling for health, well-being, safety, environmental and economic reasons*

This objective reflects the need for leadership and that action will only occur if groups work together. Actions may be triggered by various reasons and across many sectors. Actions will include promoting walking and cycling and also encouraging travel behaviour change. Commitment will be reflected through resource and funding allocation. It was agreed at the workshop that ADC need to take a key leadership role.

3. How do we align?

The Walking and Cycling Strategy should align with national, regional and local strategies/plans. Each of the relevant strategies and plans are discussed below in the context of walking and cycling.

3.1 Nationally

Government Policy Statement 2018

The Government Policy Statement (GPS) on Land Transport 2018/19 – 2027/28 guides national investment, identifies where the Government will focus resources and guides the NZ Transport Agency and local government transport plans. Several of the results associated with the four strategic priorities (safety, access, environment and value for money) relate to walking and cycling:

- *Significant reduction in deaths and serious injuries*
 - *Cycling and walking is safer (short to medium term results (3-6+ years))*
- *Sustainable economic development of regional New Zealand is supported by safer and better transport connections*
 - *Improved transport connections (including local roads, public transport and active modes) on key regional tourist routes to make these routes safer for all*
- *Increased mode shift from private vehicle trips to walking, cycling and public transport*
 - *Improved good-quality, fit-for-purpose walking and cycling infrastructure*
 - *Improved real and perceived safety for both pedestrians and cyclists*
 - *Increased proportion of journeys made using public transport and active modes of travel (including travelling to and from school)*
 - *Expanded and better connected walking and cycling networks both in urban and rural areas*
- *Reduce transport's negative effects on the local environment and public health*
 - *Increased uptake of active travel modes such as walking and cycling to support environmental and public health objectives*

The focus on active transport in the GPS is supported by the walking and cycling improvements activity class in the National Land Transport Programme which provides a dedicated funding pool for walking and cycling.

3.2 Regionally

Regional Land Transport Plan 2018

The Regional Land Transport Plan (RLTP) 2015-2025 sets out the regional land transport priorities. Of relevance to walking and cycling are the key challenges identified in the plan, including:

- *Improving safety outcomes for all transport users*
- *Ensuring transport makes a positive contribution to the health of Cantabrians*
- *Maintaining and improving levels of access and mobility in an environmentally sustainable manner*

While the priorities and objectives do not explicitly include walking and cycling, several relate to active travel:

- *Improve road safety*
- *Improved effectiveness of passenger and active transport*
- *Environmental sustainability*
- *Safe, healthy and connected communities*

Of note for the district, the ten-year expenditure plan includes the Ashburton Urban Walking and Cycling Programme as a regional project for 2018/19.

3.3 Locally

Long-Term Plan 2018-28

The vision for the district is outlined in the Long Term Plan as: ‘**Ashburton District – The district of choice for lifestyle and opportunity**’. This sets out an aim to grow and sustain Ashburton as a district that people choose for the high-quality lifestyle and opportunities available here. Our vision is supported by the community outcomes that set out our long-term goals and guide our activities. The outcomes are:

- Residents are included and have a voice
- A district of great spaces and places
- A balanced and sustainable environment
- A prosperous economy based on innovation and opportunity

The vision and the outcomes align well with this Strategy.

The Long-Term Plan (LTP) 2018-2028 specifies Ashburton District Council’s intentions for the decade and its funding mechanisms. The LTP lists eight priorities identified by residents for Council spending. Many of these relate to walking and cycling, including roading, community safety, environment, town centre development and second bridge development in Ashburton. These priorities are reflected in the major projects specified in the LTP, which include the roading network and transportation upgrades.

The high-level goal for transportation is “*To enable efficient travel throughout the district to support economic activity and social interaction*”. The community outcomes relating to walking and cycling include:

- *A district of great spaces and places*
 - *Roads support the community to carry out their business, leisure and social activities in a safe and reliable way that is fit for purpose*
 - *Footpaths and cycleways support the community to connect and enable residents and visitors safe and smooth travel*
 - *Council provides open spaces that are attractive for residents and visitors*
 - *Council provides environmental health services to assist great spaces and places for the community*
- *A prosperous economy based on innovation and opportunity:*
 - *Footpaths help promote economic activity, particularly in the central business areas of the district*

District Plan

The Ashburton District Plan provides the planning framework for the district. It encourages the development of pedestrian areas, walking tracks, and cycle ways, especially on the approaches to all schools to improve amenity and accessibility for residents. The plan recognises that the issue of connectivity can be addressed through design of access for walking and cycling. Linkages both within and beyond subdivisions are crucially important to ensure connectivity, especially for pedestrians and cyclists. The location, design and layout of such connections should consider the safety of users of these spaces. For new residential areas an Outline Development Plan forms the basis for ADC to review and shape walking and cycling provision as per the policies.

The plan requires footpaths on both sides of urban arterial roads, other roads are required to be in accordance with a NZ Standard (NZS4404:2010). The Plan requires that footpaths shall be constructed as a sealed strip of 1.5m width within the berm. There is currently no requirement for cycle parking for new developments.

The District Plan is to be reviewed in 2020.

Strategies, plans and projects

There are a range of relevant local strategies, plans and proposed infrastructure projects. **Table 3.1** summarises their relevance, influence or impact (ordered by date) on the Walking and Cycling Strategy

Table 3.1 Local strategies, plans and projects and how they relate to walking and cycling

Strategy/Plan	Influence/impact on the Walking and Cycling Strategy
Methven Community Strategic Plan (2009)	A BMX track was an action of the Plan, this is now completed. 2014 progress report: <i>The walkway around the golf course has continued to be developed by volunteers. It will be included as a priority in the next Strategic Plan and will be further developed accordingly.</i>
Rakaia Community Strategic Plan (2009)	A BMX track was an action of the Plan, this is now completed. The Plan advocates for safe traffic movement (including walking and cycling) on the Rakaia Bridge and safe crossing of SH1 through the town.
Sports and Recreation Strategy (2010)	This Strategy has a strong link to the Walking and Cycling Strategy. It recognises the importance of urban form and cycleway networks. It also recognises that participation is important and that while the benefits of active transport are recognised – the motivation is the point of difference.
Tinwald Domain Future Development Resource Document (2010)	This document includes a proposed path network through and around the Domain that will support the overall Tinwald walking and cycling environment. A link to a proposed subdivision is also proposed as is a Heritage Trail to Ashburton.
Economic Development Strategy and Action Plan (2012)	This Strategy recognised that developing the district as a 'lifestyle location' will involve the urban form efficiency and the appearance of the town. Heli-biking and expanding the mountain biking and cycleways were seen as key opportunities.
Open Spaces Strategy (2016)	This Strategy promotes close proximity from homes to open space by walking (max 400 metres). It supports cycleways for recreational purposes and recognises that waterways create recreational opportunities for walking and cycling.
Transportation Asset Management Plan (2018)	Aims to maintain smooth and even paths, acknowledging that providing good footpaths supports demographic change towards an aging population. There is a condition rating process in place for footpaths. Limited detail on cycleways except for surface skid resistance.
Ashburton Domain Development Plan – Draft for Consultation (2019)	This Plan includes a proposed cycle path through the Domain and on Walnut Ave and Oak Ave. A walk/cycle link between the ACL Skills Park and the proposed sports field next to the EA Networks Sports Centre is also proposed.
Projects	Influence/impact on the Walking and Cycling Strategy
Ashburton Town Centre Streetscape Renewals (being constructed over next few years)	This project includes wider footpaths and more resting places, a 30km/hour speed limit in the Town Centre core, widening the shared path on the East Street reserve, and new and improved cycle parking.
Ashburton Second Urban River Bridge (Business Case currently being prepared)	If this project proceeds the benefit to walking and cycling are vast. It would provide an alternative to the narrow SH1 bridge paths. It is shown on the proposed network as a potential link.
NZTA - Tinwald Corridor Strategic Business Case completed 2015	This project has potential to help address severance issues in Tinwald however no plans of changes to the road layout are available at this stage.
NZTA - Selwyn River to Ashburton safety improvements (Final Plan currently being developed)	The consultation phase identified people have concerns walking and/or driving across SH1 at Rakaia. The proposed plan includes a speed limit review through Rakaia. No plans of changes to the road layout are available at this stage.

Projects	Influence/impact on the Walking and Cycling Strategy
ADC Minor improvement activity list	<p>The list for the 2015-2018 programme include a range of projects that will support the Walk and Cycling Strategy:</p> <ul style="list-style-type: none"> • Grahams Street/Thomsons Street kerb protrusions • Cass St / Tancred St: Improve safety at Ped Xing and compliance at Stop control (part of CBD Streetscape project) • Maronan Rd/Melcombe St/Henderson Rd: Upgrade intersection • Cross St/Cavendish St/Harrison St, New Traffic Splitter Islands to make intersection safer • Chalmers Ave/Wellington St/Havelock St, New Traffic Splitter Islands • Normanby St/West Town Belt intersection, New Traffic Splitter Islands • Melcombe Street - Rail underpass to cater for cyclists and pedestrians and remove conflict with motorists • Ashburton Christian School - Improve overall safety outside schools in relation to highlight the school location and additional pedestrian safety measures • Allens Rd/Alford Forest Rd intersection, new Traffic Splitter Islands • Farm Rd/Alford Forest Rd intersection, new Traffic Splitter Islands • New and upgraded streetlighting

4. Our district and community

4.1 Lay of the land

Ashburton District is centred on the town of Ashburton on the eastern side of the central South Island. With the Pacific Ocean coastline making up its eastern boundary and the Southern Alps forming its western boundary, Ashburton District is bordered to the north by the Rakaia River and to the south by the Rangitata River.

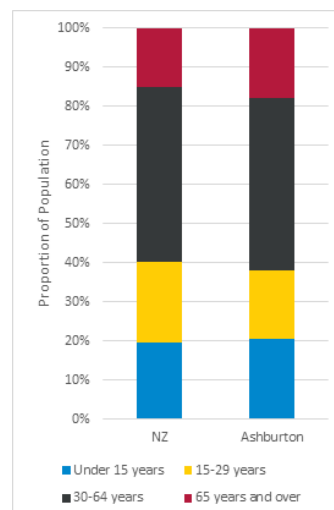
The district, which covers around 6,175 square kilometres, has three territorial authority neighbours: Selwyn District to the north, Westland District to the west, and Timaru District to the south.

The district has a physical environment that is conducive to walking and cycling within the urban centres due to the relatively flat terrain. The large distance between towns does not, however, lend itself to walking and cycling between urban centres for transport, but recreational opportunities exist. Mountainous terrain to the west provides mountain biking opportunities. Within the rural network many of the roads have narrow carriageways, little or no shoulders and support significant volumes of high speed traffic.

4.2 Our community

The population of the Ashburton District was 33,423 people in 2018 (Census NZ). This is a 22% increase from the 2006 population and greater than the nationwide population increase of 17% over the same period. Of the three centres focussed on in the strategy, the greatest population increase occurred in Rakaia (34%). Methven's population increased by 27% and the combined population of Ashburton and Tinwald increased by approximately 19%.

The Ashburton District has a slightly higher proportion of people aged 65 years and over (18% compared to 15% of the NZ population). The number of residents aged under 15 years has increased by 20% since 2006, compared to a nationwide increase of 6%. Both the number of people aged 15-29 years and 65 years and over have increased by 34% since 2006. The high population growth for these age groups is an important consideration for the District's walking and cycling strategy because children and older people tend to have different physical, cognitive and sensory abilities and increased risk of injury compared to the rest of the population.



Of the resident population 93.5% work in the Ashburton District and 6.5% travel outside of the district for employment.

4.3 How and where we travel

Travel by car is the predominate form of transport in Ashburton district. There are no public transport options.

Car ownership

Households in the Ashburton District have more access to motor vehicles for private use than wider New Zealand. In 2013, the majority of households in both the Ashburton District and wider New Zealand had two motor vehicles available for private use. 96% of households in the Ashburton District have access to a motor vehicle, whereas only 92% of the total households in New Zealand have access to a motor vehicle. On average, Ashburton households have more motor vehicles than wider New Zealand, with 62% having access to multiple vehicles compared to 55% nationwide.

The number of motor vehicles available for private use to households did not change significantly from 2006 to 2013 for either Ashburton District or wider New Zealand. The greatest change was that the proportion of households in Ashburton without access to a private vehicle decreased from 5.4% to 4.4%.

Household travel data

Household travel data is gathered during the Census conducted by Statistics New Zealand every 5 or so years. 'Population' is the employed, usually resident, population aged 15 years and over. The data only surveys the mode of travel to work, therefore, recreational, nonworking, and school aged walking and cycling levels are not measured. As a result, this may underrepresent the true extent of cycling and walking / jogging in the district.

Figure 4.1 shows a comparison of active transport (walking / jogging and cycling) statistics for the journey to work for the Ashburton District compared to the overall 2001, 2006 and 2013 New Zealand results. The data shows the proportion of people that walk or cycle to work are higher than national averages, however, the proportion dropped in each consecutive census from 2001 to 2013. The 2018 Census household travel data is not yet available.

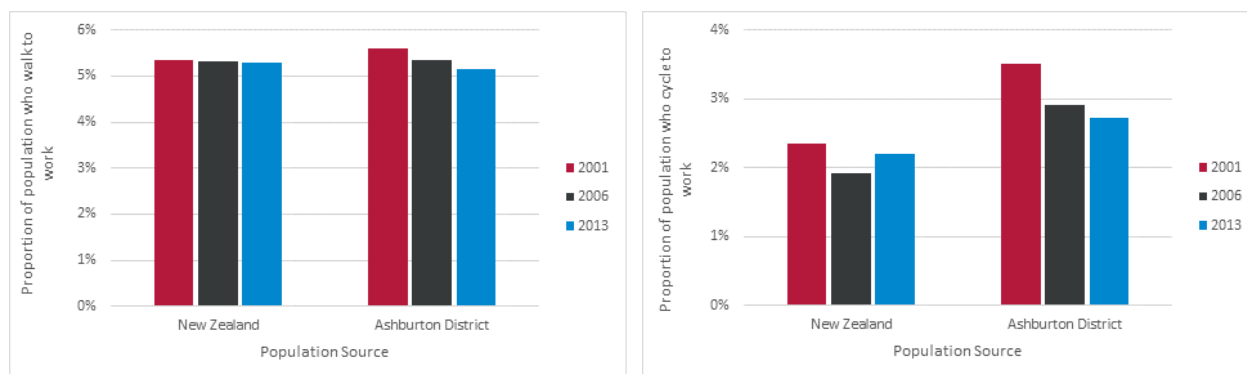


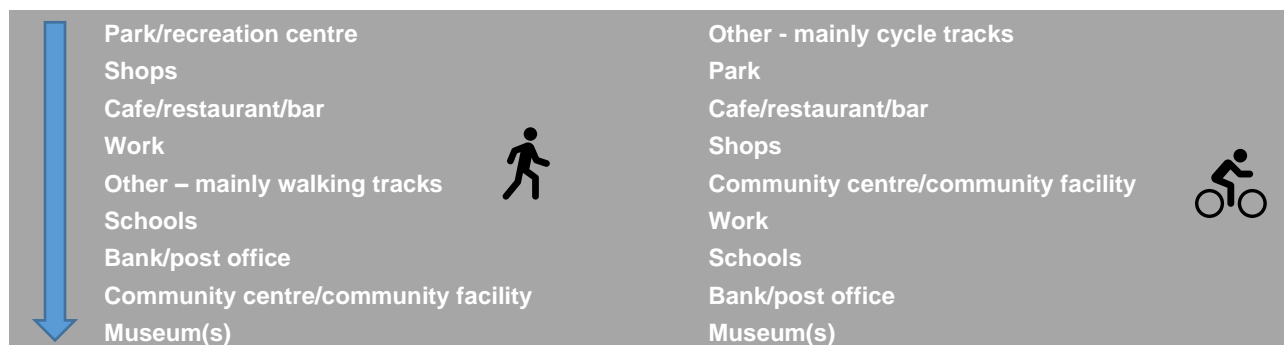
Figure 4.1 Household Travel Survey Data (Source: Statistics New Zealand 2013 Census Data: Working Population Main Mode of Transport to Work.)

Residents' survey on walking and cycling

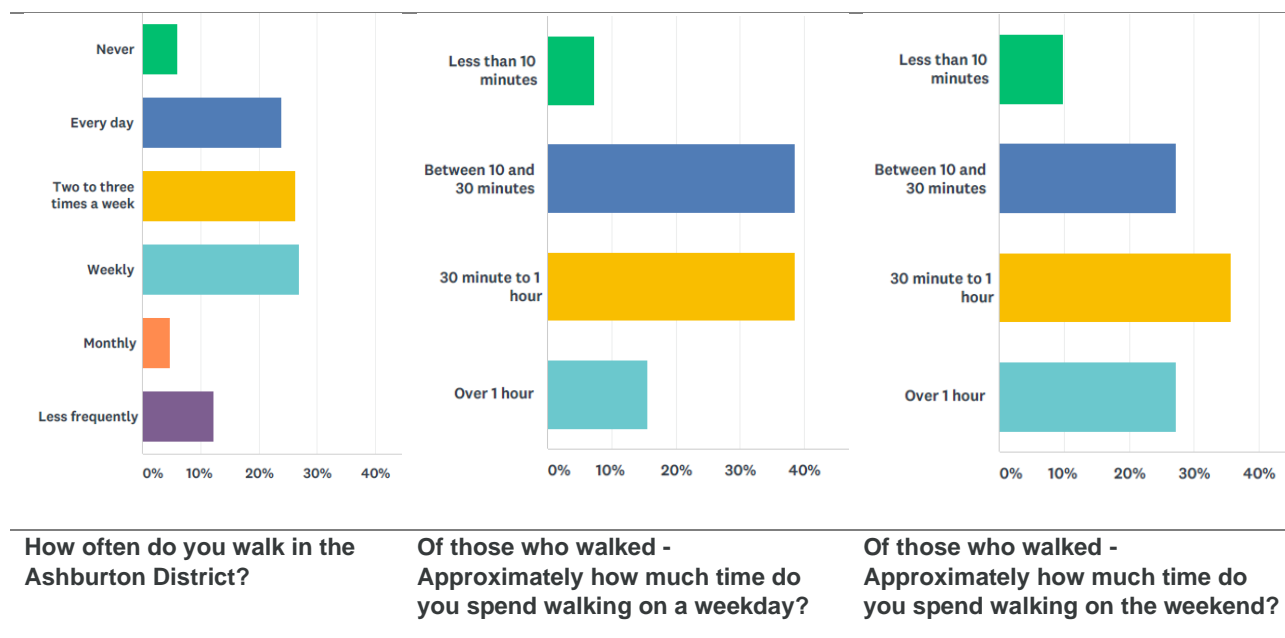
An online survey was posted on the ADC Facebook page in August/September 2019. 164 people took part in the survey; 17 from Rakaia, 7 from Methven, 113 from Ashburton and 17 from rural areas. 57% of the people were female and 43% were male. 6% of people stated they had a disability, mostly physical and some visual. The majority of survey respondents were aged 35 to 64 (66%), next was 18 to 34 (18%) and then 65 to 84 (13%). Only 2% of the respondents were aged under 18 years and 1% were over 85 years old.

The survey asked people for what purposes they walked or bicycled. For walking the most common reasons were for recreational/social/health (58%), 14% travelled to and from school (including as parents) and 7% walked to and from work. For cycling, the most common reasons were for recreational/social/health (60%), 9% travelled to and from school (including as parents) and 4.5% cycled to and from work. 10% of the 111 who responded to this question cycled to and from work in combination with another transport choice, this could have included people driving in from a rural location and parking on the edge of the town then continuing by bicycle.

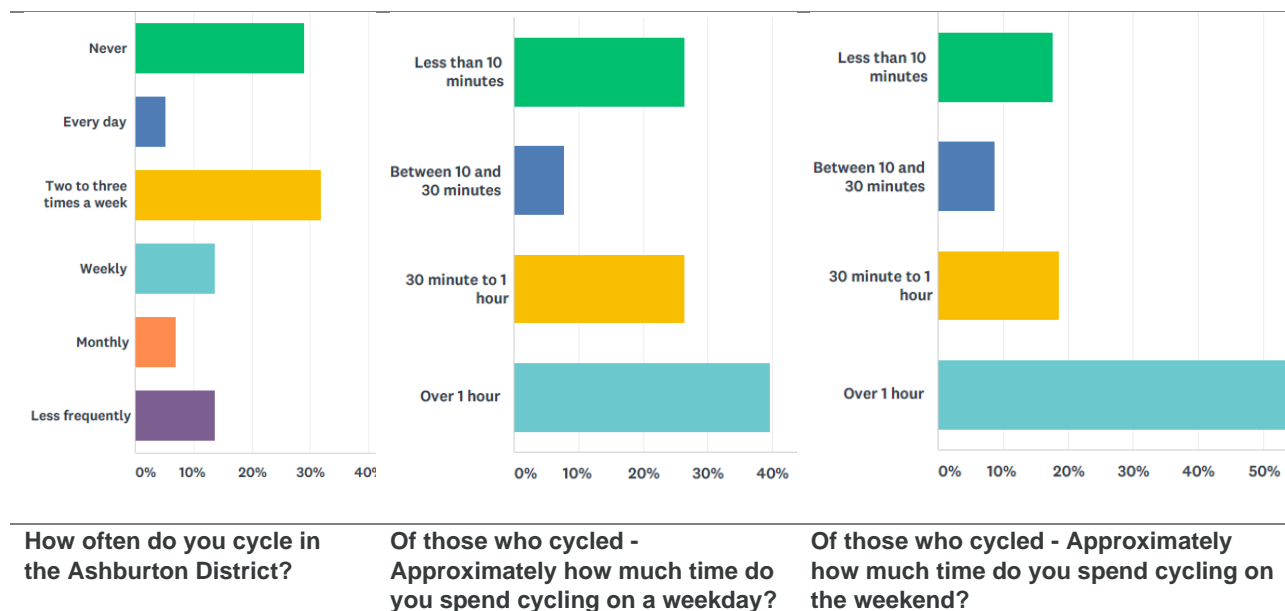
The key destinations for people walking and cycling were, in descending order of popularity:



The survey asked how often people walked or cycled and how much time they spent doing so on a weekday and at the weekend. People were able to make comments in relation to this. They were also asked what key challenges existed for walking and cycling and whether they have any ideas on what could be improved. These aspects are discussed below.



Key challenges for walking were rough/uneven surfaces (63%), lack of footpaths (25%) and crossing facilities (38%), narrow footpaths (24%), unsuitable transition from road to footpath (21%), footpath gradient (15%) and others such as poor street lighting and sharing with cyclists. Respondents could choose multiple challenges.



Key challenges for cycling were a lack of cycle facilities separated from traffic (62%), lack of defined cycle routes and cycle routes to key destinations (48%), lack of crossing facilities/treatments at intersections (38%), poor connections on existing routes (33%), lack of cycle parking (29%), rough/uneven surfaces (22%) and others such as motorcyclists on tracks, sharing with runners, poor signage. Respondents could choose multiple challenges.



4.4 Safety

People walking and cycling can encounter a range of safety issues including falls when walking, crashes between pedestrians and people on bicycles, crashes with motor vehicles and personal security.

Falls are caused by trips, slips and stumbles. Around 700 pedestrians are admitted to hospital each year as a result of slips, trips and stumbles in the NZ road environment, and so the problem is not insignificant. Falls can be reduced by ensuring walking surfaces are smooth, slip resistant, have appropriate cross fall and have no unexpected level changes.

Crashes **between pedestrians and people on bicycles** generally occur on footpaths and shared paths or when someone is crossing the road and the cyclist is riding on the road. These types of crashes are often related to people not looking out for each other. Design considerations include shared paths being designed to ensure the width is suitable for the expected volume and type of pedestrians and cyclists.

Crashes with motor vehicles that were attended by the Police are recorded in the national Crash Analysis System (CAS). In the previous five years (2014-2018), 33 crashes involving pedestrians or cyclists have been reported in the Ashburton District. Of these, two resulted in fatalities, eight in serious injuries and 20 in minor injuries. One occurred within the vicinity of Rakai, two were located in Methven, 26 were in the vicinity of Ashburton/Tinwald and four occurred in more rural locations. Of the crashes occurring within urban areas, it is notable that eight crashes involved failure to give way to cyclists at intersections, six involved vehicles failure to notice and give way to footpath users at driveways and three involved doors of parked cars.

Severity			Total
Fatal	2	-	2
Serious	6	2	8
Minor	12	8	20
Non-Injury	-	3	3
Total	20	13	33

These crash causes are important to consider in the design of facilities and best practice guidance aims to help reduce the risks associated with these types of conflicts. Speed management is another aspect to consider as when the speeds of motor vehicles are higher than approximately 30km/hour the likelihood of a pedestrian or cyclist surviving the crash is low.

Personal security relates to feeling safe from an act of crime when out walking or cycling. This can be addressed to some extent through the design of the environment through which a person is travelling. Crime Prevention Through Environmental Design, (CPTED), is an approach which uses design to create naturally safer environments with less reliance on law enforcement. CPTED aims to reduce opportunities for crime and antisocial behaviour through designing environments that make committing these acts less easy – reducing opportunities for crime to occur. Examples include walking accessways that are wide and not landscaped in a way that a person could hide in wait, ensuring walkways are overlooked by neighbours (e.g. lower fences) and better street lighting.

5. The key issues we face

5.1 Rakaia

Rakaia is located on the south bank of the Rakaia River and is the northern gateway to Ashburton District. The population is approximately 1,200 people. Rakaia is a rural servicing town, with a growing industrial commercial base with innovative engineering firms specialising in agricultural and marine products. Rakaia is widely known as the 'Salmon Capital' of New Zealand due to the salmon and trout able to be caught in the Rakaia River. Strengths of the recreation opportunities available in and around Rakaia are largely focused on sport and outdoor recreation, such as the Rakaia Domain, the Rakaia Swimming Pool and the new Rakaia River Terrace Walkway (3.2 kilometres). Facilities and services within the town are generally in walking distance and easily accessible.

Pedestrian and cyclist counts were undertaken at the school, around the recreational tracks and State Highway 1. See **Appendix A** for the count sites and results.

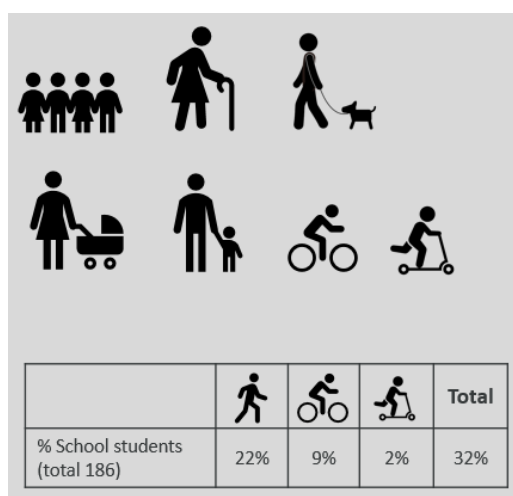
Key observations, as represented in the graphic, included a relatively high proportion of school children walking/cycling to school unaccompanied, some elderly people having to go 'cross-country' due to a lack of walking infrastructure, and some recreational walkers making use of the tracks in the north of the town.

32% of the school roll were observed walking/cycling/scootering to school on the day, which is relatively high.

Key issues identified were severance making it hard to get between destinations due to the railway line and State Highway 1, heavy vehicles impacting walking space and visibility, and a lack of facilities to support walking and crossing along key routes. Footpath installation on streets with no footpaths is currently on hold while EA Networks installs underground power cables.

The key issues and suggestions from the resident's online survey were:

- Lack of safe pedestrian and cycle crossing of State Highway 1 at existing intersections
- Lack of pedestrian and cycle routes to key destinations
- Lack of good street lighting in winter
- Unsafe transitions from road to footpath
- Pedestrian /cycle bridge over the Rakaia Bridge – for locals and tourists
- Slower speeds sought through Rakaia



5.2 Methven

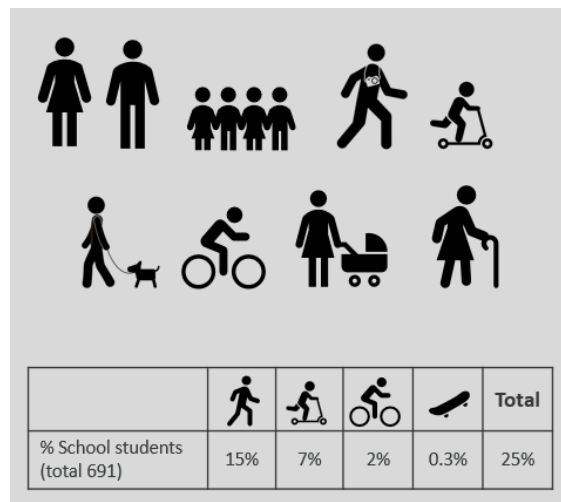
Located at the base of the Southern Alps, Methven is an agricultural service centre and ski village. It has a large agricultural community while also being the gateway to Mount Hutt skifield and other adventure tourism opportunities. Methven has a permanent population of around 1,600 but each year this swells significantly over winter when a significant number of visitors come for the ski season. People are attracted to Methven by the lifestyle and the proximity to the picturesque foothills and high country. Within the town there is easy access to facilities and services as all are within walking distance.

Pedestrian and cyclist counts were undertaken around the school accesses and the town centre. See **Appendix A** for the count sites and results.

Of the total number of students enrolled at Mt Hutt College and Methven Primary School, 25% were observed walking/scooting/cycling/skating home from school. Scooters were particularly popular compared to the other towns. Children were observed cycling on the 3m wide footpaths along the SH in an orderly and courteous manner.

There was also a lot of activity around the central intersection, including tourists. This intersection was reasonably complex for people to cross. Many of the footpaths in this central area were cluttered with street furniture creating several pinch points.

Key issues identified were a lack of facilities to support pedestrian activity around the central intersection (Main Street / Methven Chertsey Road / Forest Drive / The Mall), a lack of support for cycling near the schools on Main Street and wayfinding/infrastructure for the Methven Walkway.



The Opuke Thermal Pools (under construction near the raceway) will become a key destination and therefore a footpath connection is required. Ongoing residential developments in the northern and western greenfield areas of the town could add 100 houses, this highlights the importance of future proofing connections.

The key issues from the resident's online survey were:

- Lack of sealed cycle lanes - Methven Golf Course and Alford Forest Roads
- Lack of cycle routes to key destinations
- Residents like wide footpaths
- Rough/uneven surfaces on cycle routes



5.3 Ashburton

Ashburton is the central hub of the Ashburton District. With a population of approximately 18,000 it is the main commercial and service centre for the surrounding farming district. Located on State Highway 1, Ashburton is both well positioned and accessible for residents and visitors to the district. Ashburton has strong financial and legal services as well as other business support such as engineering, automotive and agricultural machinery and goods.

Pedestrian and cyclist counts were undertaken on Walnut Avenue outside Ashburton College, on Graham Street near Tinwald School and at the Ashburton River bridge. See **Appendix A** for the count sites and results.

Walnut Ave was the busiest count site with 216 people observed. Walking was the predominant mode (87%) with a wide range of pedestrians observed, including people using mobility scooters, wheelchairs and other devices. Notably there were only 26 bikes on site at Ashburton College (roll of 200) once school started. Scootering is a popular way to travel for primary school children.

The key issues identified for Ashburton (including Tinwald) were severance due to the Ashburton River, the railway line and State Highway 1, a lack of facilities to support walking and crossing at key intersections and poor quality cycle provision/use.




Generally, there are footpaths on both sides of the roads in Ashburton and Tinwald.

The key issues from the resident's online survey were:




- State Highway and rail line severance e.g. access to the Domain
- Lack of safe road crossings (Tinwald)
- Roads are unsafe for cycling
- Some footpaths are too narrow
- Lack of cycle facilities and smooth surfaces
- Ashburton Bridge too narrow for pedestrians and cyclists

The majority of pedestrians/cyclists crossing the SH1 Ashburton River bridge used the path on the eastern side of the bridge. The narrow paths make passing other users very difficult. People report feeling very uncomfortable on the bridge paths.














		
87%	8%	4%

Primary Schools	Ashburton College	Commuter	Recreation
15%	77%	1%	7%

			
Ashburton College	26	5	5



	Morning			Midday		
Mode						
	47%	47%	7%	60%	30%	10%
Purpose						
	50%	27%	20%	70%	20%	
Movement	60% travelling towards Ashburton on the eastern side of the bridge			82% travelling on the eastern side of the bridge (46% towards Ashburton & 36% towards Tinwald)		

5.4 Summary of issues

The issues discussed in this section have been summarised and associated with one of the Strategy Objectives to provide structure when developing actions to help meet the objectives.

Objective 1: A coherent, safe and connected urban walking and cycling environment

- Issue 1.1: Pedestrian accessibility is being restricted by poor facilities
- Issue 1.2: There are gaps in the footpath network
- Issue 1.3: Roads with cycle lanes have continuity and quality issues
- Issue 1.4: There is a lack of urban cycle facilities separated from traffic
- Issue 1.5: There are State Highway/railway/river severance issues for communities
- Issue 1.6: Standards such as widths of footpaths need review in light of the range of footpath users
- Issue 1.7: Personal security issues due to poor street lighting

Objective 2: A quality, fit for purpose recreational walking and cycling network that connects to key destinations

- Issue 2.1: There is a lack of effective wayfinding within some of the recreational networks
- Issue 2.2: There is a lack of consolidated track specifications that can be shared across groups

Objective 3: Ensuring the urban and rural walking and cycling networks integrate to create an accessible district

- Issue 3.1: There are gaps in the footpath and cycle network connecting urban and rural areas
- Issue 3.2: There is a lack of wayfinding to access recreational networks from urban areas

Objective 4: A District that is committed to walking and cycling for health, well-being, safety, environmental and economic reasons

- Issue 4.1: There is a lack of co-ordination with respect to increasing participation in walking and cycling
- Issue 4.2: There is a lack of consolidated information on cycling routes in the district
- Issue 4.3: Development planning through the District Plan is not aligned with best practice on some matters

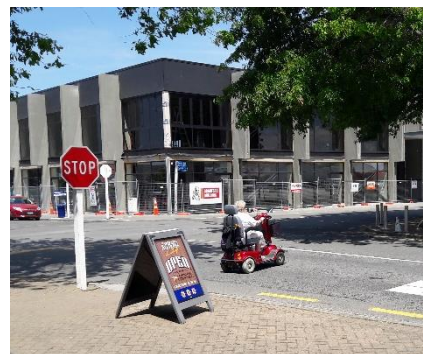
6. Our walking network

This section outlines types of walking and how the District currently caters for this. Actions relating to process or standards and infrastructure projects are then identified to help address the issues raised in this Strategy.

6.1 Types of walking

Walking includes the use of mobility scooters, wheelchairs and recreational devices, such as skateboards and scooters. People walking have a range of physical and cognitive abilities. The walking network needs to cater for the needs of all these users, but the approach that if you cater for those less able then you cater for everyone is considered best practice. Sometimes this means ensuring there is choice, for example if there are steps on the route then an alternative should be provided and it made clear where the alternative route is.

Footpaths enable pedestrians to get to and from their place of work or school and move around the community to meet in social, sporting, work or cultural events. A safe and effective footpath network helps the environment by encouraging people to walk or jog to their destinations rather than drive.



6.2 Current provision

Ashburton District has a wide range of walking opportunities and infrastructure, these opportunities can generally be categorised as:

- Urban footpaths/shared paths (sealed)
- Urban area walking tracks (usually unsealed and shared with cyclists)
- Rural walkways (unsealed)

There are shared paths on each side of the Ashburton Bridge and there is an existing rail overbridge for pedestrians and cyclists, opposite the Domain near Wills Street. The rail overbridge is a Heritage Structure. There are two pedestrian level rail crossings between West Street and East Street in the town centre.

Council maintains 233km of footpath, with 83% located within Ashburton Township. The footpath inventory grows through subdivision construction and annual Council capital programmes. Historically footpath assets were primarily chipseal surfaced but current Council policy is to use asphaltic concrete (AC) for any new or resurfaced footpaths. AC generally provides a smoother surface and achieves longer life than chipseal. Approximately 87% of footpaths are AC.

There are also footpaths in the parks and recreational areas managed by another Council department – Open Spaces. These are maintained by either Roding or Open Spaces dependent on cost efficiency and resources.

The footpath renewal programme includes replacing existing full width surfaced footpaths with a combination of 1.5m wide AC surfaced paths and grass (remainder).

As identified in the resident's survey key challenges for walking were rough/uneven surfaces, lack of footpaths and crossing facilities, narrow footpaths, unsuitable transition from road to footpath and footpath gradient. Other challenges include poor street lighting and sharing with cyclists.



The ADC Annual Residents Survey does not ask about how satisfied people are with the footpaths but when asked where Council should be spending more money, the issue of footpath quality is raised by some residents. Two comments from the 2018 Survey relate to use of paths for mobility devices:

- *The footpaths are not in good condition. When I was wheelchair-bound, the footpaths were uneven. Going down into the gutter it was uneven.*
- *There are potholes on the footpath. The footpaths – I'm now using a mobility scooter and I've just realised how bad they are. I knew they were bad for walking, but they're been even worse using the scooter and I have done a lot of walking in the past.*

The Strategy residents survey found that 5% were very satisfied with the current overall walking environment in the district, 40% were mostly satisfied, 34% were neither satisfied or dissatisfied, 13% were mostly dissatisfied and 8% were very dissatisfied.

It was observed that some intersections are challenging for pedestrians to cross, particularly roundabouts. There were several intersections where kerb cutdowns do not exist or are in a location that put people in an unsafe position to cross. Trip hazards exist at crossing points and tactile pavers that are meant to assist visually impaired people often direct them incorrectly.

Footpath condition is measured from data collected during footpath rating surveys. ADC uses the assessment criteria for footpath walkover inspections as shown in Table 3.3 from the ADC Transportation Asset Management Plan. Rating levels 1, 2 and 3 are deemed acceptable in terms of level of service. Three full network surveys have been completed - in 2010/11 (82% of footpaths rated acceptable), 2014/15 (98%) and March 2018 (93%). The next survey is planned for 2020/21.

Table 3-3 Footpath Condition Rating Criteria

Level		Description
1	Excellent	No observed defects. Footpath well maintained - no work required.
2	Good	Showing wear and tear and minor deterioration. Condition causing minimal influence on performance.
3	Average	Functionally sound but showing some cracking, depression etc. Minor maintenance required.
4	Poor	Functionally useable but showing significant cracking, depression etc. Maintenance or replacement required.
5	Very Poor	Potentially dangerous, may cause pedestrians to trip. Major surface and base problems. Major rehabilitation or replacement required.

There are no metrics for other parts of the walking routes, such as kerb cut downs that can create tripping hazards if greater than a 6mm lip exists and can be located incorrectly directing people in the wrong direction.

ADC co-ordinates the programme of streetlight renewal and upgrades with EA Network's undergrounding of overhead power lines within urban areas, and ADC footpath renewals. There may be opportunities to proactively determine where pedestrians are feeling unsafe and create a priority approach to streetlight renewals.

6.3 Proposed process actions

There are several process related actions that can help address the walking issues raised in this Strategy are outlined in Table 6.1.

Table 6.1 Proposed walking improvement actions.

Action No.	Description
Action 1	Footpath width standards – Currently the ADC specify 1.5m footpath widths in the District Plan and the Transportation Asset Management Plan. A review of widths to cater for a more diverse range of users and devices is required. Best practice is tending towards 1.8m as this allows two wheelchairs or mobility scooters to pass each other.
Action 2	Kerb cut downs – Develop assessment and rating system for inclusion in the Transportation Asset Management Plan and would also require maintenance funding allocation.
Action 3	Street lighting audits - Proactively determine where pedestrians are feeling unsafe and create a priority approach to streetlight renewals.

6.4 Proposed improvement projects

Future demand for new footpaths is mainly expected to arise from subdivisions where the paths are part of the development. However, there is also a need to provide a footpath on some streets which currently have no footpath. This is predominantly related to Rakaia.

It is noted that there are currently several projects identified in the ADC Minor Improvements activity list that would improve the pedestrian environment. These include new splitter islands at intersections that can be used as refuges and a pedestrian and cycle rail underpass at Melcombe Street in Tinwald.

The following projects were identified to improve the walking environment. The project numbering relates to a list of walking and cycling projects developed as part of the Strategy. See **Appendix B** for the project locations. The cycling projects are discussed in Section 7. Some projects benefit walking and cycling.

The projects that can help address the walking issues raised in this Strategy are outlined in **Table 6.2**.

Table 6.2 Proposed walking improvement projects

Project No.	Description
Project 1	Fix local accessibility issues - Involves an audit of sites identified in the strategy field work and forming a list of jobs (e.g. improving kerb cutdowns, providing refuge islands), possibly as maintenance/minor works tasks.
Project 2	New footpaths (see Appendix A for the maps that show proposed new footpaths) <ol style="list-style-type: none"> 1) Constructing a footpath on at least one side of all urban roads in Rakaia 2) A new footpath connection to the Hot Pools in Methven 3) A new footpath connection to the ACL Skills Park on Dobson Street West and a footpath to Tinwald Domain
Project 7	Moore Street crossing – Between West Street and Park Street - This was identified in the residents' survey as being on a key desire line and a safe crossing is required.
Project 9	Walnut Ave/Oak Ave intersection - Improving pedestrian and cyclist safety and comfort at the intersection. There is currently poor provision for walking and cycling, and the intersection is a key connection between Ashburton College, Ashburton Domain, the hospital and the surrounding suburbs. (linked to Project 3 as part of improving Walnut Ave cycle route)
Project 10	Walnut Ave/Chamber Ave intersection - Improving pedestrian and cyclist safety and comfort at the intersection. There is currently poor provision for walking and cycling, and the intersection is within a key suburban activity area, with the Netherby shops and main connector routes towards north Ashburton and Hampsted. (linked to Project 3 as part of improving Walnut Ave cycle route)
Project 12	EA Networks Centre path - A pedestrian/cycle path around the EA Centre was identified as a key priority in the stakeholder workshop. This is also identified in the Ashburton Domain Strategy.
Project 13	Methven main town centre intersection upgrade - The intersection of State Highway 77, Methven Chertsey Road and Forest Drive was identified as a priority for pedestrian and cycle improvements in Methven. The intersection links the key retail and hospitality areas and links to one of the main routes to/from the Methven Primary School and Mount Hutt College.
Project 14	SH77 Methven Pedestrian crossing – Provision of a crossing, most likely a pedestrian refuge island opposite the public toilets and park.
Project 15	Rakaia SH1 crossings - Severance was identified as a key issue for Rakaia. Improved crossings over State Highway 1 are a priority. NZTA would be the lead agency.
Project 16	Tinwald SH1 crossings - Severance was identified as a key issue for Tinwald. Improved crossings on State Highway 1 are a priority. NZTA would be the lead agency.
Project 18	Ashburton Second Bridge - The proposed Ashburton Second Bridge and associated upgrades on Chalmers Avenue and in Tinwald provide an opportunity for improved walking and cycling facilities. The second bridge should provide safe and comfortable walking and cycling facilities, and these need to link to other key routes in Ashburton and Tinwald.

7. Our cycling network

This section outlines types of people who cycle and types of cycling, and how the District currently caters for this. Actions relating to process or standards and infrastructure projects are then identified to help address the issues raised in this Strategy. The priority given the actions and projects is outlined in Section 8.

7.1 Types of people who cycle

People cycle for different reasons as outlined below:

- On-road cycle training/racing – On-road cyclists are those who train for competition or exercise, cycling long distance road circuits predominantly on the arterial road network in both urban and rural areas. They tend to cycle at speeds around 30km/h and seek good road surfaces.
- Leisure cycling - Leisure cycling is done for enjoyment and general exercise. This usually takes place at off-peak periods and is more localised and over shorter distances. This type of cycling is usually done on recreational tracks and in parks/reserves.
- Mountain biking - Mountain biking on challenging and rough cycling routes is a very popular form of leisure for both residents and visitors in the Ashburton District and is usually done after work hours and on weekends.
- Transport cycling – This when people cycle to reach destinations such as work, schools and shops.

In addition to cycling types, the people who cycle for transport reasons can be classified into types. This helps with network planning. A method commonly used in New Zealand is the Geller method which focuses on people's willingness to cycle for transportation as a function of perceived safety of cycling conditions, i.e. risk tolerance. Unlike most traditional methods, which focus on existing cyclists, Geller's method is based on an entire population (e.g. the inhabitants of a particular community) and includes people who don't currently choose to cycle. Geller divides the general population into four types of people who cycle (or don't) for transportation:

- strong and fearless
- enthused and confident
- interested but concerned – the largest proportion of the community
- no way no how.

The interested but concerned type has been the most common focus of recent urban cycle network planning, as this offers the best opportunity to increase the cycling mode share. These people are, in principle at least, willing to cycle but wary of doing so in certain circumstances and are generally not 'very comfortable' on cycle lanes. Providing facilities that would attract all of this group to cycle more focuses on full separation from motor vehicles if travelling along busier roads and grade separation or traffic signals for crossing them, and traffic calming low volume streets.

Feedback from the on-line survey illustrates that there are many interested but concerned cyclists in the district seeking facilities separated from traffic on busy roads.

Facility types catering for the interested but concerned are one-way separated cycleway, two-way separated cycleways, off-road paths (or shared paths) and 'neighbourhood greenways' (traffic calmed streets where vehicle speeds are low and some traffic diversion may be required to reduce traffic volumes).



One-way separated cycleway



Two-way separated cycleway



Neighbourhood greenway

7.2 Current provision

There are relatively few separated urban cycleways in the district, approximately 5.5km, these all function as shared pedestrian/cycle paths. There are also cycle lanes painted on roads, approximately 9km, all of which are located in the Ashburton township.

As mentioned in Section 6 there are shared paths on each side of the Ashburton Bridge and there is an existing rail overbridge for pedestrians and cyclists, opposite the Domain near Wills Street.



The cycle lanes currently exist on Oak Grove, Walnut Ave, Chalmers Ave, and the Hinds Highway (SH1) through Tinwald. There are also cycle lanes on River Terrace (SH77) between Oak Grove and Burnett Street. Cycle lanes should be at least 1.6m wide and at least 1.8m wide when next to parking. The cycle lanes on Oak Grove, Chalmers Ave, River Terrace and the Hinds Highway meet these requirements. The cycle lanes on Walnut Ave are under width. The cycle lanes on River Terrace are not continuous, removing on-street parking along some of the road would allow for continuous cycle lanes, as shown in **Figure 7.1**. Intersections and driveways are where most cycle crashes occur. Where cycle lanes cross intersections there is an opportunity to improve the markings and provide a coloured surface to highlight the conflict point. There are also opportunities to better transition cycle lanes at roundabouts.

The Strategy residents survey found that 7% were very satisfied with the current overall cycling environment in the district, 51% were mostly satisfied, 21% were neither satisfied or dissatisfied, 16% were mostly dissatisfied and 5% were very dissatisfied.



Figure 7.1 SH77 in Ashburton, cycle lanes in middle section and none to the south or north.

7.3 Proposed process actions

The process related actions that can help address the cycling issues raised in this Strategy are outlined in **Table 7.1**.

Table 7.1 Proposed cycling improvement actions

Action No.	Description
Action 4	Best practice urban cycle design - Cycle design specifications need to be defined for work within the district, this includes cycle lanes and shared paths.
Action 5	Develop wayfinding guidance – Establish wayfinding guideline for urban cycling as per the NZTA guidelines that also integrates with the recreational/rural paths networks. Establish wayfinding for key walking networks that also integrates with the recreational/rural paths networks.
Action 6	Consolidate the recreational trails standards – Liaise with the Braided Rivers Cycleway Trust who coordinate and assist a number of small community groups who are interested in developing cycleways to establish if any standards have been developed. If not ADC to facilitate the standards being developed. Also refer to the NZ Cycle Trail Design Guidelines.

7.4 Proposed improvements

The following projects were identified to improve the cycling environment in the short to medium term, acknowledging a full urban network that caters for the interested but concerned could take many years to complete. See **Appendix B** for the project locations. Some projects benefit both walking and cycling. The projects that can help address the cycling issues raised in this Strategy are outlined in **Table 7.2**.

Table 7.2 Proposed cycling improvement projects – short term

Project No.	Description
Project 3	Improving cycle lane continuity/quality on Walnut Ave, Ashburton - Connecting gaps and increasing the width of the existing cycle lane routes on Walnut Avenue. This will also involve coloured surfacing across side road intersections, additional crossing facilities etc.
Project 4	Improving cycle lane continuity on SH77, Ashburton - Connecting gaps in the existing cycle lane routes on SH77, this will require removal of some parking. This project requires consideration of the appropriateness of cycle lanes given the high heavy vehicle volumes (5-7%).
Project 5	Improving cycle lane safety on Chalmers Ave, Ashburton - Provide coloured surfacing across side road intersections and sharrow markings at Beach Road roundabout.
Project 6	Racecourse Road shared path – This path was identified through the key stakeholder workshop as an important recreational link for locals.
Project 9	Walnut Ave/Oak Ave intersection - Improving pedestrian and cyclist safety and comfort at the intersection. There is currently poor provision for walking and cycling, and the intersection is a key connection between Ashburton College, Ashburton Domain, the hospital and the surrounding suburbs. (linked to Project 3 as part of improving Walnut Ave cycle route)
Project 10	Walnut Ave/Chamber Ave intersection - Improving pedestrian and cyclist safety and comfort at the intersection. There is currently poor provision for walking and cycling, and the intersection is within a key suburban activity area, with the Netherby shops and main connector routes towards north Ashburton and Hampsted. (linked to Project 3 as part of improving Walnut Ave cycle route)
Project 11	ACL Skills Park connection to Moore Street – Investigate a cycling link to the Skills Park from Moore Street, this may be complex due to passing through an industrial area, an alternative is to use the trail identified in the Draft Ashburton Domain Plan.
Project 17	West Street / Walnut Avenue traffic signals - This project has been developed by NZTA and is subject to land designation and funding allocation.
Project 18	Ashburton Second Bridge - The proposed Ashburton Second Bridge and associated upgrades on Chalmers Avenue and in Tinwald provide an opportunity for improving walking and cycling. The second bridge should provide safe and comfortable walking and cycling facilities, and these need to link to other key routes in Ashburton and Tinwald.
Project 19	Cycle parking infrastructure – Identify where additional cycle parking is required and implement with consideration of best practice guidance (NZTA https://www.nzta.govt.nz/resources/cycle-parking-planning-and-design/)

7.5 Future provision

When planning a cycle network there are five key criteria to consider and times balancing.

- **Safety** – Cycle routes should be safe, in terms of both actual and perceived safety. They should provide a good level of personal security and limit conflict between cyclists and others. Traffic speed and volume affect cyclists' safety as does the proportion of trucks. As speed and volume increase, it may be more desirable to separate cyclists from motorists. Elsewhere, reduced speed limits and/or traffic calming is an important safety measure. Safe provision at intersections and crossings is important.
- **Directness** – Cycle routes should be direct, based on desire lines, and result in minimal delays door to door. Indirect cycle routes or excessive delays and stops (e.g. at intersections and crossings) may lead cyclists to choose more direct routes with greater risk.
- **Coherence** – Coherent cycle networks link key potential origins and destinations, in a way that people know how they can complete their trip by cycle and what their options are. If this isn't obvious, people won't be able to complete their trips by cycling. To be coherent, cycle routes should be continuous, intuitive and recognisable.
- **Attractiveness** – Cycle routes should integrate with and complement their surroundings, look appealing and contribute in a positive way to a pleasant cycling experience. Natural features such as rivers, parks and coastlines, or designed features such as plantings, seats and public art, can add to the attractiveness of a route.
- **Comfort** – Cycling routes should be smooth, non-slip, well maintained and free of debris, and be designed to avoid complicated manoeuvres. The gradient of individual sections of a route and the cumulative amount of climbing over the route's length will affect people's levels of comfort differently, depending on their preferences and trip purposes. Increasing distance from traffic noise and fumes also makes cycling more comfortable.

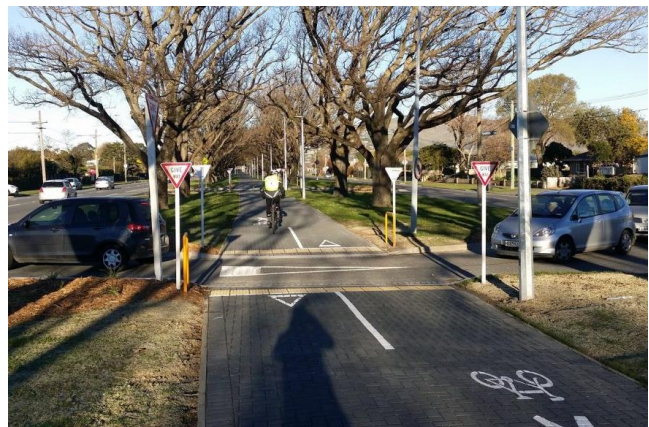
A preliminary Ashburton urban cycle network has been developed as part of this Strategy based on observations and engaging with key stakeholders at a Workshop. The preliminary network aims to provide direct access to school bike sheds, parks/reserves and community facilities. This has meant that many of routes are on arterial or collector roads, parallel routes on local roads are less direct and don't pass by schools and other destinations. This network will require further investigation and development to confirm the routes. If the design cyclist type is 'interested but concerned' the network will be a combination of separated cycle facilities on the busier roads, traffic calming on low volume streets and shared paths where wide berms exist. Cycle networks for Rakaia and Methven have not been developed at this stage as the streets are lower volume and the focus is on footpaths in the short term.

The Ashburton network aims to provide access to schools and other key destinations. The network is mostly within the main residential boundary of the town with the exception of a path to Ashburton Christian School. This would be within the Residential D zone that provides for very low density residential housing and where it is understood that paths are not an expected feature. However, this path would ensure walking, scootering and cycling to all schools is possible. There is currently a project identified in the ADC Minor Improvements activity list (#22) for pedestrian safety measures outside of this school.

Opportunities exist to create pleasant and attractive routes to increase the number of people cycling. Wide medians such as on Oak Grove and Chalmers Ave could feature paths similar to that created on Linwood Ave in Christchurch.



Oak Grove



Linwood Ave

The project to create an urban cycle network in Ashburton is briefly outlined in **Table 7.3**. This project will require further input from the community. See **Appendix B** for the indicative urban cycle network.

Table 7.3 Proposed cycling improvement projects – short term

Project No.	Description
Project 8	Ashburton urban cycle network Includes: 1) Confirm a design cyclist type and the associated network 2) Develop a Business Case and allocate funding 3) Implement – staged over 5 – 10 years

8. Developing participation

8.1 Past and current initiatives

Up until 2010 Council ran a Bike Wise and Feet First programmes. Bike Wise continues to be run nationally, rebranded as Aotearoa Bike Challenge, so there is an opportunity for Council to participate. The [Feet First](#) learning resource programme is also still available and could be promoted by Council.

In 2014 Council worked with schools in the district to promote the wearing of hi-visibility clothing during the darker winter months and poorer weather conditions. During Road Safety Week, local preschools, kindergartens and primary schools took up the challenge to "Be Bright, Be Seen".



8.2 Proposed initiatives

The proposed initiatives below were developed from a long list of initiatives, these actions were considered achievable. The action list can be added to over time.

Action No.	Description
Action 6	Introduce School Travel Plans and supporting initiatives School Travel Plans can incorporate measures such as local safety improvements, car parking/drop-off management and crossing safety volunteers. A programme including training, bikes and helmets, riding tracks, in order to get children ready to ride safely. (https://bikeon.org.nz/bikes-in-schools-intro) Teachers to get kids to draw their journey to school on a map. Walking School Bus. Nature Cycle Rides/Nature Walks.
Action 7	Prepare an information pack for businesses on travel planning and available schemes that could support their travel plan goals. Some businesses/organisations may have the appetite for this but don't know where to start. An information could help them get the wheels in motion. There are a range of schemes they could be made aware of, such as the NZTA Employer e-bike purchase support schemes. They could also be made aware of the NZTA workplace cycling guide and the cycle parking supply and design guidance .
Action 8	ADC to promote events that encourage walking and cycling including: <ul style="list-style-type: none"> Walk2Work day; Living Streets provides dedicated resources: https://www.livingstreets.org.nz/walk2work Promote the annual February Aotearoa Bike Challenge and/or Hold a Bike Festival, e.g. Biketober Christchurch has made it their annual independent festival of cycling: https://biketoberchch.nz "Steptember" Challenge - Participants are challenged to achieve 10,000 steps a day for 28 days in September. The steps are recorded on the dedicated app or with a pedometer. More info: https://www.september.org.nz/about-us
Action 9	Provide Cycling Information on the ADC website Currently there is no 'Cycling' tab on the Transport webpage, this should be set up and include maps and links to the above initiatives.
Action 10	District Plan Review Ensure land use planning and transport rules consider walking and cycling outcomes. Example: Introduce planning requirements that promote a more compact and walkable town, and cycle parking.

9. Priorities and implementation programme

Prioritising actions and projects

Chapter 6, 7 and 8 identified a range of actions and projects to help address the issues and meet the objectives of the Strategy. The actions are not related to infrastructure and were allocated a high priority as a default as they can be initiated relatively quickly and at minimal cost. Projects require planning, design and infrastructure, these will have varying priorities.

To prioritise the infrastructure related projects a multi-criteria analysis was used. This approach identifies wider impacts and considerations not accounted for in the traditional benefit/cost approach. The SH related projects were included but it is acknowledged that assessment was based on the priorities for the district and not the wider regional funding priorities that these projects will be subject to.

The criteria used were based on key aspects of the Strategy objectives, and are listed below. Each criterion was scored out of five and the sum used to define whether it was low, medium or high priority. This is a starting point, it is expected that priorities will change over time.

- **Safety**
 - Walking and cycling environments should be safe, in terms of both physical and perceived safety.
- **Connectivity**
 - Routes should align with desire lines and connect key destinations, including connections between urban, rural and recreational facilities.
- **Localised accessibility**
 - This relates to micro-scale connections and inclusive access. For example, footpaths and crossings should align with desire lines and be appropriate for wheeled devices.
- **Caters for the needs of the district**
 - This relates to the emphasis on quality and fit for purpose in the objectives. Walking and cycling environments need to meet the needs of the intended audience.
- **Affordability**
 - Based on the magnitude of cost and available funding streams.
- **Feasibility and level of difficulty**
 - Includes aspects requiring consultation (e.g. parking loss), collaboration with other agencies and other concurrent/upcoming projects which may impact the feasibility.

Implementation

The Implementation Plan included in **Appendix C** includes tables of actions and projects under each of the Strategy objectives and their associated issues. The Plan also includes their relative priority and whether they are considered ongoing, short, medium or long term projects as per the below timeframes:

- Ongoing – Likely to involve an annual programme
- Short term – 1 to 5 years
- Medium term - 5 to 10 years
- Long term - Beyond 10 years

Some high priority projects are unlikely to be achieved in the short term as the planning and funding required to implement them can take many years. Some projects that have scored as a low priority because of the uncertainty around funding. The second Ashburton bridge for example would greatly benefit walking and cycling however the funding has not yet been confirmed.

The SH projects where NZTA could be the project lead were included for completeness but again it is acknowledged that timeframes could differ.

10. Monitoring and review

Monitoring and review are an important part of this Strategy, a **Walking and Cycling Working Group** will be formed to undertake this. The group will comprise ADC staff and members that represent key stakeholders. An ADC staff role to co-ordinate and take ownership of the Strategy will be required.

Monitoring and reporting

The actions and projects outlined in the Implementation Plan (**Appendix C**) will be monitored for progress. If any actions or projects become unfeasible, they can be removed from the Implementation Plan. New actions and projects can be added by the Working Group and approved by Council as required. Progress, and monitoring information will be reported through the Working Group, as and when that information is available. A brief overall Annual Report on progress in the implementation of the Strategy will be prepared as part of Council's overall annual reporting.

In addition to the actions and projects several key aspects will be monitored, these relate to uptake and participation, progress on cycling infrastructure (as this is where the most effort is required) and community satisfaction. These are outlined in more detail below.

Uptake and participation

Monitoring uptake and participation will enable Council to identify overall walking and cycling trends, predict future trends and provide evidence based funding applications. It allows the vision of 'More people, more active, more often' to be monitored. This will be achieved by:

1. Adding the latest Household Travel Survey results to the historical database and showing this graphically. The aim should be to at least reduce the current downward trend, an upward target can be established once the 2019 results are published by Statistics NZ.
2. Two yearly surveys of residents using the same questions as the 2019 survey to monitor walking and cycling frequency and time spent walking and cycling.
3. Two yearly district School Travel Surveys to monitor active travel to school (a 2020 baseline survey is required as the last survey of this scale was 2006). A target can be set once the baseline survey is complete.
4. Undertake annual walking and cycling counts at key locations during the same time periods used in this Strategy (Ashburton - Walnut Ave, Tinwald – Grahams Road, Methven – SH77, Rakaia – Dunford Street)

Progress on the cycling infrastructure development

Walking is well catered for in terms of footpaths and a plan to ensure there is a footpath on one side of each street in Rakaia and Methven is straight forward to implement within existing renewals budget. Urban cycle infrastructure is desired by the community however funding will need to be obtained.

5. Keep a running total of the length of urban cycling infrastructure (the baseline is 5.5km off-road and 9km cycle lanes)

Community satisfaction

Understanding how people feel about the walking and cycling environment will also provide a good basis for monitoring the Strategy progress.

6. Two yearly surveys of residents using the same questions as the 2019 survey to monitor satisfaction with the districts walking and cycling provision.

Residents are surveyed every year, as part of wider Annual Residents Survey, there are no questions with regard to satisfaction with footpaths in the district, it is recommended this is added so that a wider sample is captured.

Review

The Walking and Cycling Strategy will be reviewed every 5 years. The Implementation Plan will be reviewed on a three-year cycle coinciding with Council's LTP. This review cycle will reflect the need to maintain alignment with the national funding programmes and related regional and local projects.

Appendix A

Walking and cycling counts

Walking and cycling counts - Locations



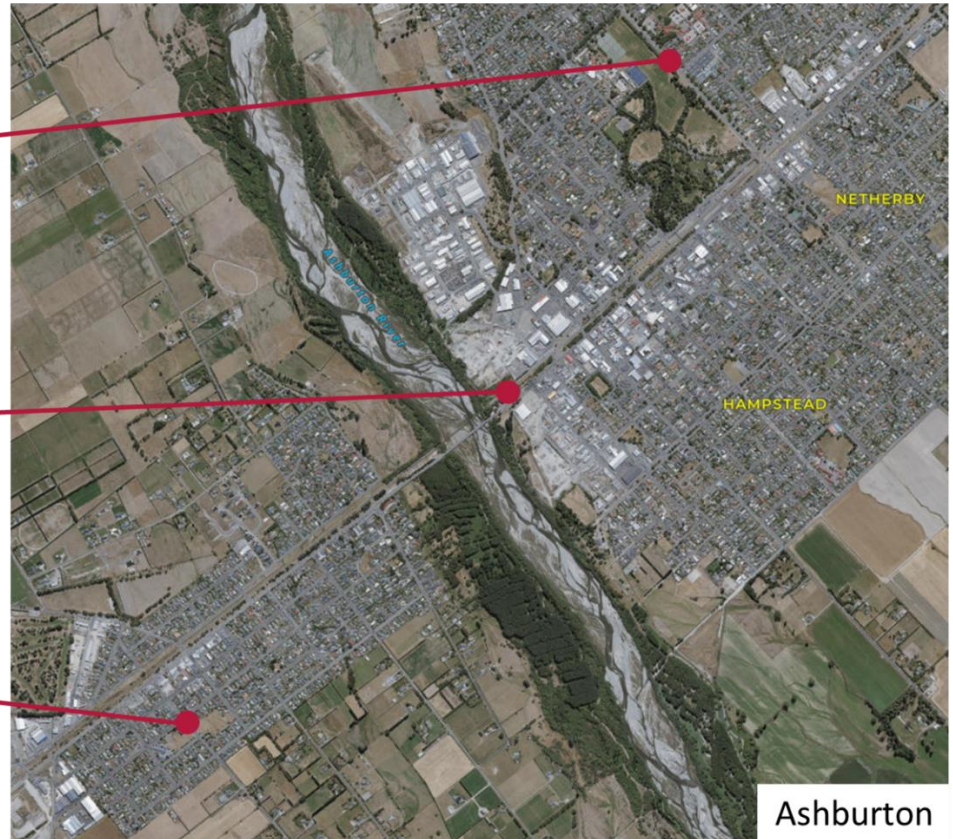
A1







A2



A3



Walking and cycling counts - Results

Survey Location and Date	Site (refer to accompanying map)	Survey Period	Active Road Users Observed					Total
								
Rakaia (Friday 30/08/2019)	R1 - Normanby Road / Wolseley Road intersection	8:15am-9:30am and 10:30am-11:45am	5					5
	R2 - Dunford Street by Rakaia School	8:20am-9:20am	53	15	3			71
	R3 - SH1 (crossing movements)	12:30pm-1:15pm	27					27
Methven (Tuesday 26/08/2019)	M1 - Main intersection	11:50am-12:30pm and 2:00pm-2:30pm	131	4				135
	M2 - Methven Chertsey Road school entrance	2:45pm-3:25pm	32	7	5		2	46
	M3 - McDonald Street / Main Street	2:30pm-3:30pm	106	9	45			160
Ashburton (Thursday 28/08/2019)	A1 - Walnut Avenue / Creek Road	8:15am-9:15am	188	17	8		2	213
	A2 - Ashburton Bridge	8:25am-9:30am and 11:40am-12:55pm	27	21	2	2		52
	A3 - Graham Street / Thomson Street	8:30am - 9:10am	27	18	9			54

Appendix B

Maps of proposed projects

Rakaia - Proposed Walking and Cycling Projects



Methven - Proposed Walking and Cycling Projects



District Planning Zones

- Water
- Business
- Open Space
- Residential
- Rural

Roads

- State Highway
- Other
- Railway

Existing Infrastructure

- Existing Footpath
- Trail
- Shared Path

Key Destinations

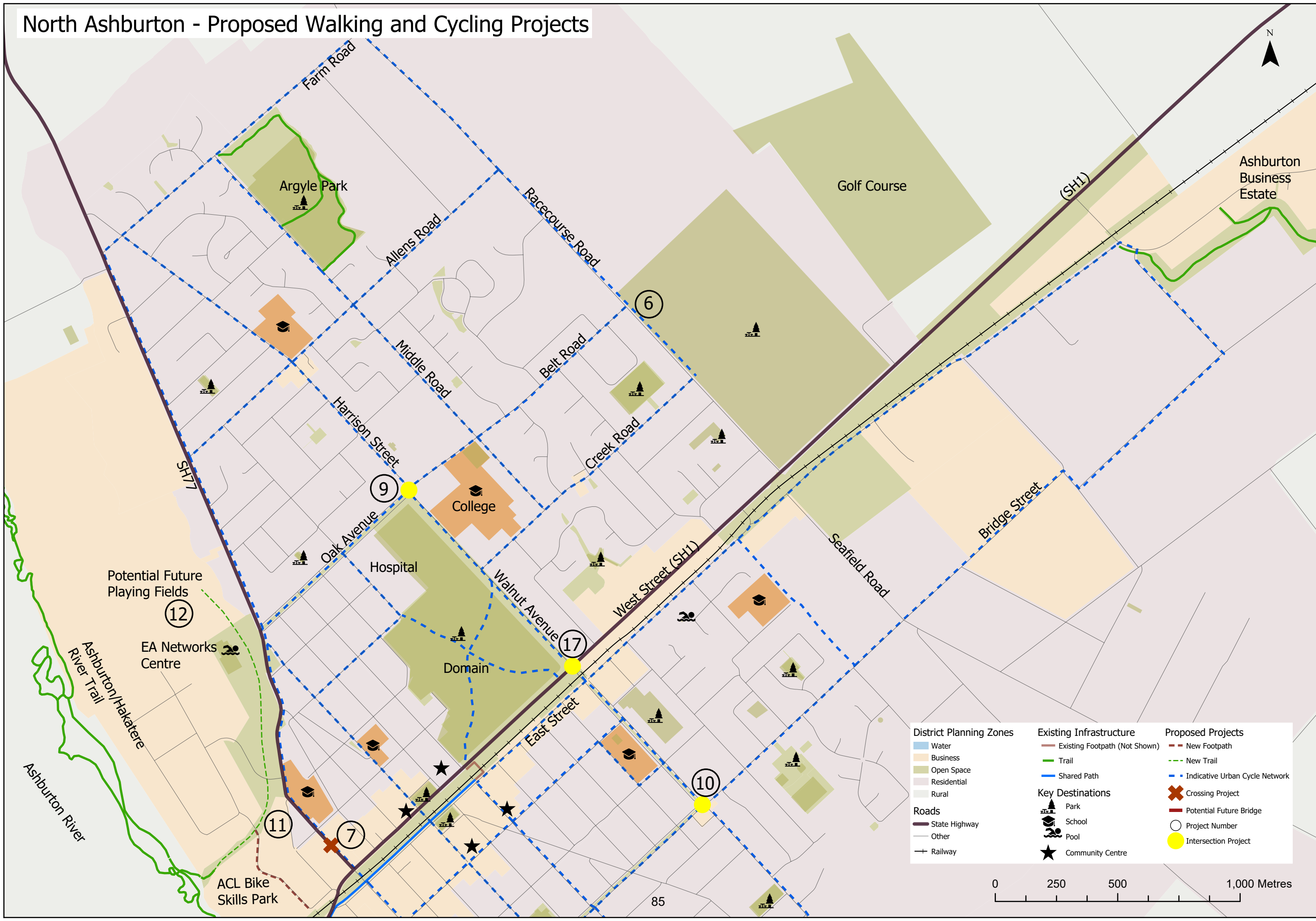
- Park
- School
- Pool
- Community Centre

Proposed Projects

- New Footpath
- New Trail
- Indicative Urban Cycle Network
- Crossing Project
- Potential Future Bridge
- Project Number
- Intersection Project



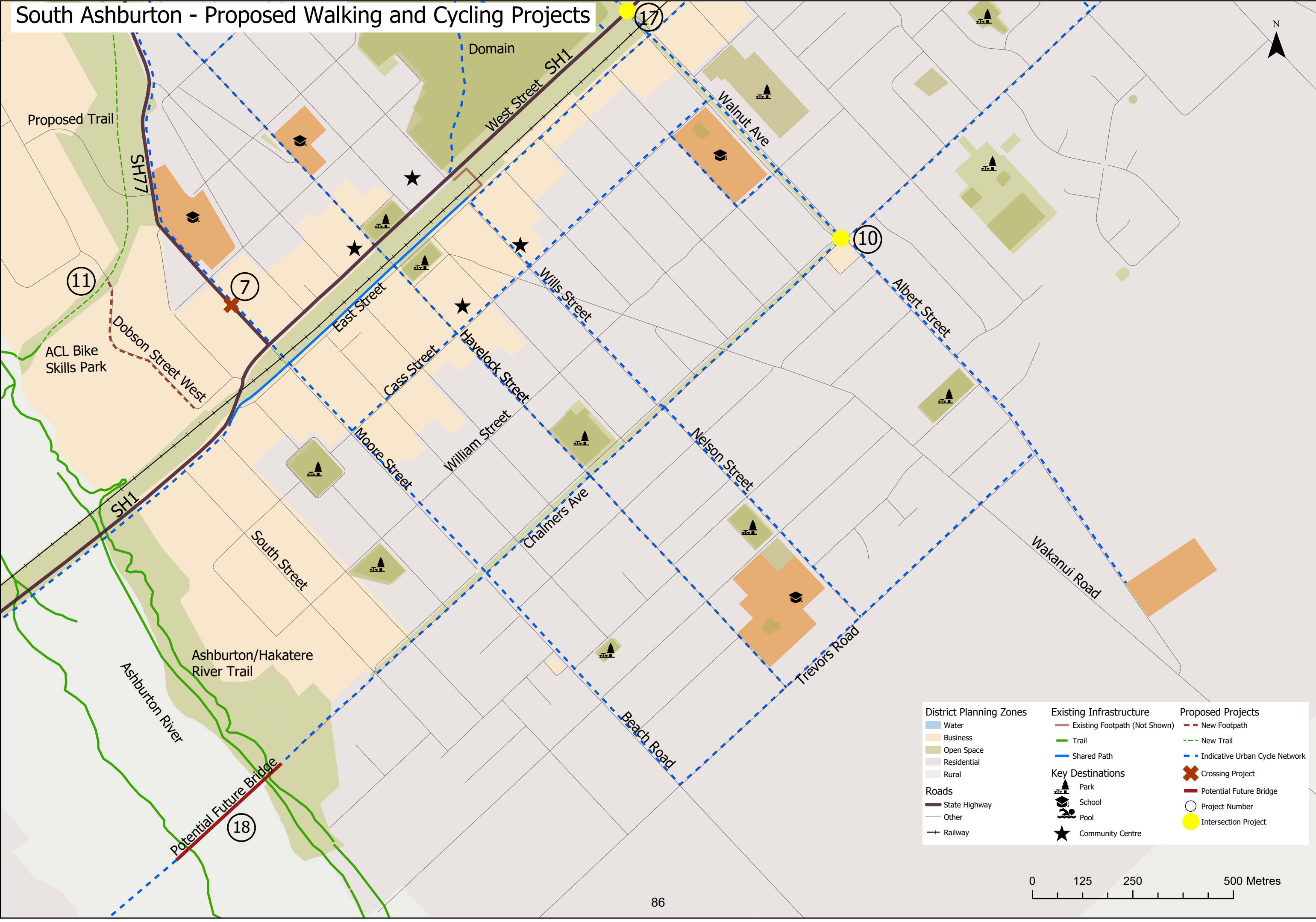
North Ashburton - Proposed Walking and Cycling Projects



District Planning Zones	Existing Infrastructure	Proposed Projects
Water	Existing Footpath (Not Shown)	New Footpath
Business	Trail	New Trail
Open Space	Shared Path	Indicative Urban Cycle Network
Residential		Crossing Project
Rural		Potential Future Bridge
Roads	Key Destinations	Project Number
State Highway	Park	Intersection Project
Other	School	
Railway	Pool	
	Community Centre	



South Ashburton - Proposed Walking and Cycling Projects



Tinwald - Proposed Walking and Cycling Projects



District Planning Zones

- Water
- Business
- Open Space
- Residential
- Rural

Roads

- State Highway
- Other
- Railway

Existing Infrastructure

- Existing Footpath (Not Shown)
- Trail
- Shared Path

Key Destinations

- Park
- School
- Pool
- Community Centre

Proposed Projects

- New Footpath
- New Trail
- Indicative Urban Cycle Network
- Crossing Project
- Potential Future Bridge
- Project Number

Appendix C

Implementation Plan

Implementation Plan

Objective 1 - A coherent, safe and connected urban walking and cycling environment

Project/Action	Implementation	Priority (timeframe)
Issue 1.1 Pedestrian accessibility is being restricted by poor facilities or lack of facilities		
Project 1 Fix localised pedestrian accessibility issues	Involves an audit of sites identified in the strategy field work and forming a list of jobs. The work could be undertaken as maintenance/minor works tasks. Owner: Ashburton District Council	High priority (Short term)
Project 7 Moore Street crossing	Between West Street and Park Street (also SH77) This was identified in the residents' survey as being on a key desire line and a safe crossing is required. Owner: Ashburton District Council and NZTA	Medium priority (Short to medium term)
Issue 1.2: There are gaps in the footpath network		
Project 2 New footpaths 1) Rakaia 2) Methven	Ensuring there is a footpath on at least one side of each street in the township of Methven and Rakaia to provide better walking connections. Installation of new footpaths in Methven and Rakaia when the EA undergrounding is complete. (See Appendix A). Owner: Ashburton District Council	Medium priority (Short to medium term)
Issue 1.3 Roads with cycle lanes have continuity and quality issues		
Project 3 Improving cycle lane continuity/quality on Walnut Ave, Ashburton	Connecting gaps and increasing the width of the existing cycle lane routes on Walnut Avenue. This will also involve coloured surfacing across side road intersections, additional crossing facilities etc. Owner: Ashburton District Council	Medium priority (Short to medium term)
Project 4 Improving cycle lane continuity on SH77, Ashburton	Connecting gaps in the existing cycle lane routes on SH77. This will require removal of some parking. Owner: Ashburton District Council and NZTA	Medium priority (Short to medium term)
Project 5 Improving cycle lane safety on Chalmers Ave, Ashburton	Provide coloured surfacing across side road intersections and sharrow markings at Beach Road roundabout. Owner: Ashburton District Council	Medium priority (Short to medium term)
Issue 1.4: There is a lack of urban cycle facilities separated from traffic		
Project 6 Racecourse Road shared path	This path was identified through the key stakeholder workshop as an important recreational link for locals. Owner: Ashburton District Council	Low priority (Short to medium term)

Project/Action	Implementation	Priority (timeframe)
Project 8 Ashburton urban cycle network	Includes: <ol style="list-style-type: none"> 1) Confirm a design cyclist type and the associated network 2) Develop a Business Case 3) Implement – staged over 5 – 10 years Owner: Ashburton District Council	Medium priority (Medium to long term)
Project 9 Walnut Ave/Oak Ave intersection	Improving pedestrian and cyclist safety and comfort at the intersection. There is currently poor provision for walking and cycling, and the intersection is a key connection between Ashburton College, Ashburton Domain, the hospital and the surrounding suburbs. (linked to Project 3 as part of improving Walnut Ave cycle route) Owner: Ashburton District Council	High priority (Medium term)
Project 10 Walnut Ave/Chamber Ave intersection	Improving pedestrian and cyclist safety and comfort at the intersection. There is currently poor provision for walking and cycling, and the intersection is within a key suburban activity area, with the Netherby shops and main connector routes towards north Ashburton and Hampsted. (linked to Project 3 as part of improving Walnut Ave cycle route) Owner: Ashburton District Council	High priority (Medium term)
Issue 1.5: There are State Highway/railway/river severance issues for communities		
Project 14 SH77 Methven Pedestrian crossing	Provision of a crossing, most likely a pedestrian refuge island opposite the public toilets and park. Owner: Ashburton District Council and NZTA	Medium priority (Short to medium term)
Project 15 Rakaia SH1 severance reduction	Severance was identified as a key issue for Rakaia. Improved crossings over State Highway 1 are a priority. Owner: Ashburton District Council and NZTA.	Medium priority (Medium term)
Project 16 Tinwald SH1 severance reduction	Severance was identified as a key issue for Tinwald. Improved crossings on State Highway 1 are a priority. Owner: Ashburton District Council and NZTA	Medium priority (Medium term)
Project 17 West Street / Walnut Avenue traffic signals	This project has been developed by NZTA and is subject to land designation and funding allocation. Project owner: NZTA	Low priority (Medium to long term)
Project 18 Ashburton Second Bridge	The proposed Ashburton Second Bridge and associated upgrades on Chalmers Avenue and in Tinwald provide an opportunity for improved walking and cycling facilities. Owner: Ashburton District Council	Low priority (Medium to long term)

Project/Action	Implementation	Priority (timeframe)
Issue 1.6: Standards such as widths of footpaths need review in light of range of footpath users		
Action 1	Footpath width standards – Currently the ADC specify 1.5m footpath widths in the District Plan and the Transportation Asset Management Plan. A review of widths to cater for a more diverse range of users and devices is required. Best practice is tending towards 1.8m as this allows two wheelchairs or mobility scooters to pass each other. Owner: Ashburton District Council	(High) Short term
Action 2 Kerb cut downs	Develop assessment and rating system for inclusion in the Transportation Asset Management Plan and would also require maintenance funding allocation. Owner: Ashburton District Council	High (Short term)
Issue 1.7: Personal security issues due to poor street lighting		
Action 3 Street lighting audits	Proactively determine where pedestrians are feeling unsafe and create a priority approach to streetlight renewals. Owner: Ashburton District Council	High (Ongoing)

Objective 2 - A quality, fit for purpose recreational walking and cycling network that connects to key destinations

Action	Implementation	Priority (timeframe)
Issue 2.1: There is a lack of effective wayfinding within some of the recreational networks		
Action 5 Develop wayfinding guidance - urban	Establish wayfinding guideline for urban cycling as per the NZTA guidelines that also integrates with the recreational/rural paths networks. Establish wayfinding for key walking networks that also integrates with the recreational/rural paths networks. Owner: Ashburton District Council	High (Short term)
Issue 2.2 There is a lack of consolidated track specifications that can be shared across groups		
Action 6 Consolidate and/or develop a recreational trails standard	Liaise with the Braided Waters Cycleway Trust who coordinate and assist a number of small community groups who are interested in developing cycleways to establish if any standards have been developed. If not ADC to facilitate the standards being developed. Also refer to the NZ Cycle Trail Design Guidelines. Owner: Ashburton District Council	High (Short term)
Project 19	Cycle parking infrastructure – Identify where additional cycle parking is required and implement with consideration of best practice guidance (NZTA https://www.nzta.govt.nz/resources/cycle-parking-planning-and-design/)	

Objective 3 - - Ensuring the urban and rural (recreational) walking and cycling networks integrate to create an accessible district

Action	Implementation	Priority (timeframe)
Issue 3.1 There are gaps in the footpath and cycle network connecting urban and rural areas		
Project 2 New footpaths 3) Ashburton	A new footpath connection on Dobson Street West to the ACL Skills Park. Owner: Ashburton District Council	Medium (Short term)
Project 11 ACL Skills Park connection to Moore Street	Investigate a cycling link to the ACL Skills Park from Moore Street, this may be difficult due to passing through an industrial area, an alternative is to use the trail identified in the Draft Ashburton Domain Plan. Owner: Ashburton District Council	Medium (Short term)
Project 12 EA Networks Centre path	A pedestrian/cycle path around the EA Centre was identified as a key priority in the stakeholder workshop. This is also identified in the Ashburton Domain Strategy. Owner: Ashburton District Council	Medium (Short term)

Issue 3.2 There is a lack of wayfinding to access recreational networks from urban areas

Action 5 Develop wayfinding guidance – recreational	Establish a branded wayfinding guideline for recreational cycling (and walking) networks that also integrates with the urban networks. Owner: Ashburton District Council	High (Short term)
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Objective 4 - A District that is committed to walking and cycling for health, well-being, safety, environmental and economic reasons

Action	Implementation	Priority (timeframe)
Issue 4.1 There is a lack of co-ordination with respect to increasing participation in walking and cycling		
Action 6 Introduce School Travel Plans and supporting initiatives	School Travel Plans can incorporate measures such as local safety improvements, car parking/drop-off management and crossing safety volunteers. A programme including training, bikes and helmets, riding tracks, in order to get children ready to ride safely. (https://bikeon.org.nz/bikes-in-schools-intro). Owner: Ashburton District Council	High (Short term)
Action 7 Prepare an information pack for businesses on travel planning and available schemes that could support their travel plan goals.	Some businesses/organisations may have the appetite for this but don't know where to start. An information could help them get the wheels in motion. There are a range of schemes they could be made aware of, such as the NZTA Employer e-bike purchase support schemes. They could also be made aware of the NZTA workplace cycling guide and the cycle parking supply and design guidance . Owner: Ashburton District Council	High (Short term)
Action 8 ADC to promote events that encourage walking and cycling including:	<ul style="list-style-type: none"> Walk2Work day Living Streets provides dedicated resources: https://www.livingstreets.org.nz/walk2work Hold a Bike Festival, e.g. Biketober Christchurch has made it their annual independent festival of cycling: https://biketoberchch.nz "September" Challenge - Participants are challenged to achieve 10,000 steps a day for 28 days in September. The steps are recorded on the dedicated app or with a pedometer. More info: https://www.september.org.nz/about-us Owner: Ashburton District Council	High (Ongoing)
Issue 4.2 There is a lack of consolidated information on cycling routes in the district		
Action 9 Provide Cycling Information on the ADC website	Currently there is no 'Cycling' tab on the Transport webpage, this should be set up and include maps and links to the above initiatives. Owner: Ashburton District Council	High (Short term)

Issue 4.3 Development planning through the District Plan is not aligned with best practice on some matters

<p>Action 10</p> <p>District Plan Review</p>	<p>Ensure land use planning and transport rules consider walking and cycling outcomes. Example: Introduce planning requirements that promote a more compact and walkable town, cycle parking etc.</p>	<p>High</p> <p>(Short to medium term)</p>
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