

# CYCLING SAFETY ACTION PLAN

## Making cycling safer and more attractive

Progress report April 2017



In December 2014, the Cycling Safety Panel (the panel) published its recommendations in *Safer journeys for people who cycle*. Since then the NZ Transport Agency has made a significant commitment to making cycling safer and more attractive, and we have progressed many of the recommendations through our National Cycling Programme.

### HIGHLIGHTS ON PROGRESS IN THE PAST TWO YEARS

- In our *Statement of performance expectations* we have made implementing the key recommendations from the Cycling Safety Panel a delivery milestone for 2016/17. As a result, by June 2017 we expect to have implemented 22 of the panel's recommendations through our '10 key priority areas'.
- We are over 51% of the way through delivering the Urban Cycleways Programme (UCP) to accelerate the development and delivery of connected urban networks. This represents the single largest central government investment in urban cycling. The government remains very interested in the programme and the minister has personally attended 18 cycling events for infrastructure projects. Thirteen of the UCP cycleway projects have been completed, extending cycling networks in Auckland, New Plymouth, Palmerston North, Christchurch, Selwyn and Dunedin with many more to come.
- The new facility on Quay Street in Auckland is attracting around 660 users a day and the iconic 'Lightpath' hit 100,000 users within the first three months of opening. Similarly, the Matai Street Cycleway completed in Christchurch last year, attracted a threefold increase in the number of users five months after its opening.
- We have formally adopted a policy of investing in programmes that deliver urban networks in conjunction with cycling promotion and encouraging users to share the roads and pathways. With this policy, we have been able to incorporate most of the panel's wide-ranging recommendations into our programme.
- We have established a cycling rules programme which will consider three packages of rule changes to improve the safety of people on bikes and we have just completed package one.
- We have already completed two of the panel's recommendations, through establishing a dedicated cycling team at the Transport Agency and delivering the *Cycling network guidance: planning and design*.

## INTRODUCING THE 10 KEY PRIORITY AREAS – COVERING ACTION ON 22 RECOMMENDATIONS

The panel made 35 recommendations, many of which are interrelated or interdependent. To coherently build these into our programme, we identified 10 key priority areas.

These priority areas address 22 of the panel's recommendations, including 12 of the 15 high priority recommendations, and 10 of the 20 medium priority recommendations. Progress on these priority areas is covered in section one of this report.

Of the remaining 13 recommendations, we aim to progress at least 10 more. Two have proved impractical, and the remaining recommendation will be much more effectively addressed through whole of government action to implement the new health and safety legislation. Progress on these three recommendations is covered in section two of this report.

The 10 key priority areas are as follows:

1. Government policy and funding
2. Dedicated cycling teams
3. Safer speeds for safer cycling
4. Completing networks for cycling
5. Infrastructure solutions for people on bikes and in heavy vehicles
6. Cycling network guidance
7. Schools package
8. Sharing the roads and pathways
9. Improving the road rules
10. Improving technology for heavy vehicles.

## SECTION ONE - PROGRESS ON THE 10 KEY PRIORITY AREAS

RECOMMENDATIONS FROM THE CYCLING SAFETY PANEL	PROGRESS
<b>PRIORITY AREA ONE: Government policy and funding</b>	
<p><b>Recommendation 1</b></p> <p>Active transport needs (cycling and walking) be accorded a greater priority in all transport planning and investment decisions. This needs to be reflected in the Government Policy Statement (GPS), the National Land Transport Programme (NLTP), the Safer Journeys Strategy, the Transport Agency's <i>Economic evaluation manual</i> (EEM) and councils' long-term plans.</p> <p><b>Recommendation 4</b></p> <p>Help road controlling authorities (RCAs) access NLTP funding. The planning and investment criteria are currently making it difficult for cycling projects to meet the 'high strategic fit' criterion and need to be reviewed and monitored. Cycling must be considered in all integrated transport strategies, plans and projects.</p> <p>This would include adjusting the application of the Network Operating Framework to give effect to cycling.</p>	<p><b>What we have achieved</b></p> <p>Using the \$100 million Urban Cycleways Fund, National Land Transport Fund (NLTF) and local share, in partnership with 22 local authorities we developed the \$333 million UCP. This has accelerated delivery of cycling networks in 16 urban areas.</p> <p>Together we have completed 13 projects to date, with over 51% of the UCP milestones achieved. We aim to complete delivery of the full programme by 2019.</p> <p>Urban cycling networks are most effective when they are delivered in conjunction with communities and with activities to promote cycling and encourage users to share the roads and pathways. We formally adopted this approach into our investment criteria in December 2015. These are the principles of our National Cycling Programme. We are encouraging main urban RCAs to develop similarly strategic cycling programmes.</p> <p><b>What we aim to achieve</b></p> <p>We will explore with the Ministry of Transport options to include support for substantial completion of urban cycling networks by 2029 in the GPS/ NLTP 2018–21. We will also encourage and support main urban RCAs to embed this into draft regional land transport plans and to adopt a strategic approach.</p>

## PRIORITY AREA TWO: Dedicated cycling teams

Completed

## Recommendation 2

The Transport Agency and Ministry of Transport establish and resource dedicated teams, with senior leaders, staff and funding, to plan, implement and evaluate investments in cycling. Local government is encouraged to do the same.

## What we have achieved

In September 2014, the Transport Agency created a dedicated cycling team tasked with developing and managing the UCP and working in partnership to deliver it. We have since developed a strategic cycling programme that incorporates the recommendations of the Cycling Safety Panel.

In 2015, the Ministry of Transport assigned resources to cycling, identifying a team with primary responsibility for it.

## What we aim to achieve

Through the National Cycling Programme and regional teams, we are encouraging urban RCA's to adequately resource their strategic cycling programmes aligned to the GPS/NLTP 2018-21.

## PRIORITY AREA THREE: Safer speeds for cycling

## Recommendation 7

Ensure the needs of cycling are considered in the implementation of the Safer Speeds Programme

## The Safer Speeds Programme

## What we have achieved

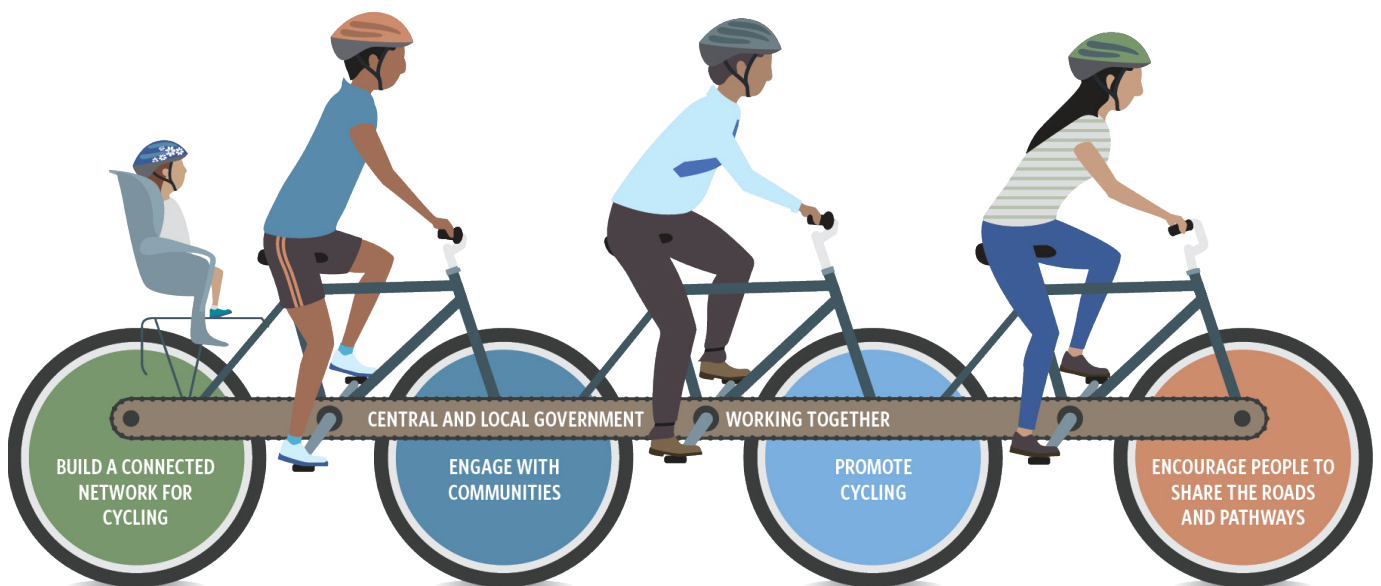
The first edition of the *Speed management guide* was published in November 2016.

## What we aim to achieve

The *Speed management guide* will be used to promote a nationally consistent approach to speed management, including speed limit setting. Effective application of the guide will continue to ensure the needs of all road users are considered, including those on bikes and on foot.

We have developed an [online resource pack](#) to support RCAs to have better conversations with their communities about road risk.

We will work with the sector to develop two comprehensive new national programmes to address road trauma, targeting our highest risk local urban arterials and local rural roads by June 2017.



## PRIORITY AREA FOUR: Completing networks for cycling

### Recommendation 11

RCA's accelerate the provision of consistent, continuous, convenient and complete urban cycle networks, in keeping with the best evidence – a whole of journey approach.

### What we have achieved

We have completed 13 UCP projects and achieved 51% of the Urban Cycleways Programme milestones.

Significant projects that are in the design or construction phase or have been completed include: Te Ara Kotahi bridge in Palmerston North currently in design phase; the Western Connections package in Auckland, Te Tuaiwi shared pathway and City to North Mole cycleway in Whanganui, Taylor River Reserve shared path in Blenheim and the Kamo route in Whangarei are now all under construction. Construction is progressing for the Papanui Parallel and Little River Link projects in Christchurch. The Western Rail Trail in Hamilton and the Spring Creek to Grovetown shared path in Blenheim were recently completed. The 'Lightpath' and Quay Street cycleways in Auckland are both still attracting significant use.

### What we aim to achieve

We will explore with the Ministry of Transport options to include support for substantial completion of urban cycling networks by 2029 in the GPS/NLTP 2018–21. We will also encourage and support main urban RCA's to embed this into draft regional land transport plans and to adopt a strategic approach.

By 2019 we will have delivered the UCP and will continue to support main urban RCA's in designing and delivering strategic cycling programmes.

## PRIORITY AREA FIVE: Infrastructure solutions for people on bikes and in heavy vehicles

### Recommendation 13

RCA's identify urban and rural high-density freight routes popular with cyclists.

- Where possible, consider alternative routing for either freight or cycling.
- Where this is not possible, manage travel speeds and/or provide physical separation, intensive intersection treatments and wide protected turning and passing lanes.

### Recommendation 16

Improve rural space management which includes shoulder widening and smooth surfacing, sight distance improvements, road markings, maintenance and regular debris removal on key cycling routes. Align this work with KiwiRAP by developing a cycling component.

### Recommendation 13 (continued)

Align and prioritise this work with the New Zealand Cycle Trail's Network Expansion Project.

### What we aim to achieve

By June 2017 we will develop a map depicting: rural routes popular with on road sports cyclists; proposed and existing NZ Cycle Trail Heartland Rides; and high density freight routes. We intend that this will be a useful tool to inform planning and decision making for RCA's when considering people on bikes and high density freight routes.

We aim to engage with key internal and external stakeholders to test this tool.

We are currently working with MBIE on an indicative 10-year national cycling programme that covers all areas of government investment in cycling from urban networks to the recreational NZ Cycle Trail Great Rides and the Heartland Rides.

This action is complementary to priority area eight – sharing the roads and pathways, which covers activity to improve road user behaviour.

## PRIORITY AREA SIX: Cycling network guidance

Completed

**Recommendation 15**

The Transport Agency develops consistent national guidelines and descriptions for cycling infrastructure and aligns relevant legislation where this is necessary.

**What we aim to achieve**

In July 2016, we published the *Cycling network guidance: planning and design* online and have continued to promote it to key stakeholders. This is a best practice framework which will continually evolve.

**What we aim to achieve**

In 2017 we will look at addressing more complex design challenges and providing complementary training modules for users of the *Cycling network guidance: planning and design*.

This stage is more complex as some rule changes may be required to enable best practice guidance. This will be managed as part of ongoing work in priority area nine – improving the road rules.

## PRIORITY AREA SEVEN: Schools package

**Recommendation 23**

Create and implement comprehensive school travel planning packages incorporating improved routes to schools, appropriate speed limits, community engagement and increased access to cycle skills training.

**What we have achieved**

We have invested in seed funding for Bikes in Schools projects to enhance UCP delivery and increase children's cycling competency and access to bikes. So far we have contributed towards projects in 34 urban schools reaching over 10,700 children and their teachers. Through this work the Bike On Trust has established closer relationships with a number of councils.

**What we aim to achieve**

Safer and more attractive routes to schools will be delivered through the National Cycling Programme by encouraging a proportion of UCP projects to have wrap-around activities such as school travel planning. UCP projects that provide routes to schools include: Kamo route in Whangarei; Taylor River route in Blenheim; Wainui to CBD route in Gisborne; Te Tuaiwi in Whanganui; and Morey Street in Rotorua.

**Recommendation 24**

Developing the Bikes in Schools model further to ensure the longer-term success within schools, ongoing funded training assistance and bike maintenance, and integrating Bikes in Schools with an increase in grade 2 cycle skills training is recommended.

In September 2016, the Transport Agency and ACC approved a joint business case to increase the amount and quality of cycling skills education. The detailed design phase of the project will be completed in June 2017 and will explore options for a national system and further investigate costs and benefits.

We are investigating options around footpath cycling rules in relation to children as part of the priority area nine – improving the road rules.



## PRIORITY AREA EIGHT: Share the roads and pathways

### Recommendation 25

The Transport Agency develop a best practice communication programme to promote 'sharing the road safely' to cyclists and motor vehicle drivers.

### Recommendation 19

- a. All employees who drive a heavy vehicle as the primary activity of their employment must receive cycle safety-specific driver training.
- b. Develop and provide training and resources for cyclists to raise awareness of the risks of riding near heavy vehicles.

### Recommendation 20

Work with the freight industry to improve safe driving practices and vehicle standards.

### Recommendation 21

Extending the Cycling Advocates' Network delivery of cycle/bus/truck workshops.

### What we are doing

Best practice demonstrates that effective behavioural or attitudinal shift is achieved through a multi-layered approach. We are delivering this through advertising and education campaigns, including:

- development of workshops (through the Cycle Action Network) and a suite of resources targeting heavy vehicle operators, their drivers and people who cycle
- a cross-agency education project with Sport NZ and Cycling NZ targeting bunch riders
- cycling skills training for children and adults in partnership with territorial authorities.

### What we aim to achieve

In addition, any education activity required as a result of rule changes (priority area nine) - including a trial of new passing safely signage - will contribute to understanding what sharing the road looks like.

We will deliver new insight to inform the evolution of our current advertising and education work and will continue to evolve the 'See the Person Share the Road' campaign which seeks to 'humanise' people who ride.

An appropriate version of the workshops delivered by Cycle Action Network will be extended to courier drivers by June 2018.

As the rules programme (priority area nine) rolls out it is likely we will support any significant rule changes with education programmes to raise awareness and encourage adoption of the new behaviours.

## Share ← the → road

Heavy vehicle drivers and cyclists



## PRIORITY AREA NINE: Improving the road rules

### Recommendation 18

Trial mandatory minimum passing distances when drivers overtake cyclists (one metre is suggested for speed limits up to 60km/h, and 1.5 metres for speeds that are 61km/h and above).

### Recommendations 30

Revisit and revitalise legislative recommendations from the work on vulnerable road users commenced in 2006. This could be done in conjunction with work to mandate minimum passing distances.

### Recommendation 29

Amend Road User Rule 2.6 to provide that a motor vehicle may encroach on a flush median to overtake a cyclist if it is otherwise safe to do so.

Amend Road User Rule 2.9 to provide expressly that a motor vehicle may cross a no-passing line to pass a cyclist if it is otherwise safe to do so.

### Recommendation 32

Pending the development of a new international ISO bike light standard, the standard in the Land Transport Rule be amended as follows:

When operated between sunset and sunrise or in low light conditions, [bicycles] must be fitted with lights that are visible from a distance of 200 metres (this may be steady or flashing).

Note: the existing provision that lights should not dazzle or confuse other road users would remain.

### Recommendation 33

Investigate the adoption of the ISO bicycle lights standard (or a New Zealand adaptation).

### Recommendation 34

Investigate the adoption of the European standard for Electrically Power Assisted Cycles (EN15194) in New Zealand.

### Recommendation 35

Investigate an age limit for e-bike use on public roads.

### Context

The Ministry of Transport and the Transport Agency are working together on three packages of cycling-related rule changes over four years in 2016, 2017 and 2018/19.

In scoping and investigating these packages we are considering the changes recommended by the panel as well as others identified by cycling stakeholders since the panel concluded.

### What we have achieved

On 2 November 2016 Minister Foss signed eight cycling-related amendments to the road rules into legislation, to come into force on 1 December 2016. Three of these are in direct relation to the panel's recommendations. These rule changes are:

- allowing a driver to use a flush median when overtaking a cyclist (recommendation 29)
- requiring road users to observe stop and give-way signs where a cycleway or shared path crosses a road
- clarifying that drivers must not block a cycle lane when queueing at an intersection
- allowing buses to stop briefly at bus stops in cycle lanes
- extending the time that bike lights are required to between sunset and sunrise (recommendation 32)
- requiring that bike lights are visible from 200m (recommendation 32)
- allowing the use of sharrows in traffic control device (TCD) markings
- allowing bicycles to be 1.1m wide (as part of a range of changes to the vehicle dimensions rule - mainly focused on motor vehicles).

### What we aim to achieve

We have conducted research into a number of cycling-related rule changes to inform packages two and three. This research includes: footpath cycling; electric bikes and low powered vehicles; give way rules at intersections; and the feasibility of a minimum overtaking gap rule.

We will analyse the findings of the research reports and develop a preliminary package of initiatives for further discussion with stakeholders. After these discussions we will develop policy options for packages two and three for consideration by the minister in 2017 and 2018/19, respectively. Consultation and any enactment will subsequently follow through due process.

Future rule changes have the potential to create a need for associated education campaigns which will contribute to priority area eight.

## PRIORITY AREA 10: Technology for heavy vehicles

### Recommendation 31

The Ministry of Transport and the Transport Agency, in consultation with industry representatives, complete investigations of the cost-effectiveness of truck side under-run protection and other vehicle technology improvements such as collision detection systems, additional mirrors or cameras.

The cross-agency *Safer Journeys Action Plan 2016–20* was published in 2016. Action four in the action plan - *Encourage safe vehicles* - will address this recommendation by incorporating these vehicle technologies into the initial investigation which is due to finish by December 2017.

In the action plan there is also a core 'Road Safety Activity' under workplace safety. ACC, supported by Worksafe NZ and the Transport Agency, is leading development of a national fleet safety partnership programme co-designed with industry. The programme will put in place safety initiatives for light and heavy vehicles. The programme is likely to help progress the outcomes in this priority area as well as priority area eight: share the roads and pathways.

## SECTION TWO - PROGRESS ON THE REMAINING 13 RECOMMENDATIONS

### RECOMMENDATIONS FROM THE CYCLING SAFETY PANEL

### PROGRESS

#### Recommendation 3

Central and local government improve the quantity and quality of data collection for real and perceived cycling safety, especially non-motor vehicle crashes.

In 2016 we conducted a survey of the attitudes and perceptions of urban New Zealanders to cycling. This included questions to understand urban New Zealanders' current perceptions of cycling safety. We will measure this again as part of our ongoing National Cycling Programme evaluation. This includes statistically significant samples from each of Wellington, Auckland and Christchurch.

We continue to publish our quarterly *Road safety outcomes report*, which includes death and serious injury statistics for people on bikes.

#### Recommendation 5

Establish key performance indicators (KPIs) and benchmarking based on cycling and participation.

The Transport Agency required all UCP projects (announced in June 2015) to be monitored annually, including a baseline usage count prior to construction, and project progress reported on quarterly. A monitoring requirements and guidance document was produced in November 2015 and monitoring plans were received by all UCP councils in February 2016, indicating how they would measure the success of their UCP routes. Along with monitoring all UCP projects, councils are also doing annual cordon counts of the number of cyclists in the 16 main urban areas. This was first carried out in 2016. A national survey of attitudes to and perceptions of urban cycling as a transport mode in New Zealand was also carried out during 2016.

To measure our cycling programme, KPIs were developed for cycling and participation in the major urban areas of Auckland, Wellington and Christchurch for: number of cyclists; percentage increase in cycling mode share; number of people moved by mode; perceptions of ease of cycling; and proportion of the population living within 500 metres of a cycle facility.

A success indicator of 'by 2019 we will increase total annual cycling trips by 10 million to grow transport choices for urban customers' was also established for the Transport Agency's strategic priority.



**Recommendation 6**

Improve understanding of the distributional impacts of cycling participation and injury by socio-economic status and ethnicity through improved relevant data collection in the New Zealand Household Travel Survey and Crash Analysis System (CAS). Use this data to target some cycling investment to communities at greater risk of cycling deaths or serious injuries.

The number of cycling crashes recorded in the CAS database is too small to conduct meaningful distributional impacts analysis by socio economic status.

Sample sizes in the Household Travel Survey are insufficient to be able to do a detailed analysis by social economic status and ethnicity.

**Recommendation 8**

Reduce vehicle speeds by using traffic calming, self-explaining street treatments and lower speed limits around key destinations, such as schools and shops. Reduce speeds along key cycling network routes where separated facilities are not present and in local residential streets.

Urban speed reductions are consistent with the *Speed management guide* published in November 2016. Christchurch CBD, some Wellington suburban retail streets and the New Plymouth town centre have implemented urban speed reductions.

The Safer Journeys Action Plan 2016-20 has an action to develop and implement a national programme of safety improvements on specified highest risk local urban arterials which focuses on all modes of transport and active road users.

These actions are expected to be delivered over time through: Completed networks for cycling (priority area four); cycling network guidance (priority area six); and safer speeds (priority area three).

**Recommendation 9**

Reduce vehicle speeds on routes where cycle and freight traffic are unable to be separated.

This action is expected to be delivered over time through: safer speeds (priority area three); infrastructure solutions for people on bikes and in heavy vehicles (priority area five); and extension of the NZ Cycle Trails over the next 10 years.

**Recommendation 10**

Reduce and set more appropriate speeds on rural roads where cyclists are most at risk.

The *Speed management guide* provides the framework to identify high benefit opportunities to reduce risk. RCAs will be provided with a map showing where these high benefit opportunities lie. They will then be able to use these maps as the basis for sense-testing and engaging with their stakeholders and communities.

This action is expected to be delivered over time through safer speeds (priority area three), infrastructure solutions for people on bikes and in heavy vehicles (priority area five) and through extension of the NZ Cycle Trails over the next 10 years.

**Recommendation 12**

RCAs widely implement established best practice intersection treatments and trial European roundabout design guidelines and other innovative approaches, in alignment with KiwiRAP.

Through the Urban Cycleways Programme we are starting to use a variety of innovative treatments to make cycling safer and more attractive at intersections and other conflict points. Innovative examples include:

- a give way crossing at Matai Street in Christchurch
- driveway treatments on the Hutt Road in Lower Hutt and in Island Bay in Wellington
- treatment of the Tuam and Colombo streets intersection in Christchurch
- a new crossing on Quay Street in Auckland
- directional cycle signals for separated cycleways.

We expect that as RCAs continue to develop connected networks for cycling, a wide variety of intersection treatments will be adopted and supported in the *Cycling design guidance*.

