Land Transport NZ
Neighbourhood Accessibility Planning
Case Study Research

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1   Introduction

1.1   Introduction to report

New Zealand Transport Agency (formerly Land Transport New Zealand) commissioned Opus International Consultants to undertake research to review the experience with Neighbourhood Accessibility Planning (NAP) projects to-date in order to better understand:

- the perceived and real barriers to the uptake of NAP projects and how these real or perceived barriers have been overcome;

- the perceived benefits of NAP projects, including how they contribute to the promotion of community environmental, social, economic, and cultural well-being;

- the key challenges with implementing NAP projects, and how these have been overcome.

This report presents the findings of this research, which includes a set of key themes or best practice principles for NAP that should be considered by other local authorities planning for or implementing NAP.

The research methods included surveying all Land Transport NZ Education Advisors, a review of past NAP evaluation reports[1], as well as the detailed examination of six case studies of NAP projects through in-person interviews with relevant local authority and NZTA staff.

The results of the research are presented firstly in terms of answers to the following questions:

1. What are the key drivers and enablers of NAP?

2. What are the benefits of NAP?

3. What are the key challenges with NAP?

This information was used to distil eight key best practice principles or themes for NAP, including:

1. Ensuring adequate funding to implement the NAP;

2. Aligning NAP to other council policies, plans, strategies, and programmes;

3. Getting council and community 'buy-in' to NAP;

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[1] See References section for details of these reports

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4. Having strong project leadership and management;

5. Getting the project scope right;

6. Getting the timing right, keeping momentum, and achieving outcomes on the ground;

7. Collaboration and partnership;

8. Community engagement.

These findings draw on both what were identified as project success factors and things that could have been done better. The project is intended to profile best practice examples based on case studies from NAP projects that have been implemented to-date.

In this report, many of the results are reported using respondent codes (numbers 1-24 indicated in brackets[2]) to protect the anonymity of the survey and interview respondents. This process was used to ensure that respondents were able to provide comments freely. Issues identified in the reports reviewed are also indicated in brackets, with FC standing for the Francis and Cambridge Summary Report, with the following letter representing the first letter of the relevant NAP case study area e.g. R for Rotorua (see References). For the best practice case studies, we drew on information provided by respondents, along with any published evaluations of those cases; therefore, these summaries should not be read as attributed to any particular individual.

1.2   Background to NAP

Neighbourhood Accessibility Planning (NAP) is an initiative funded by the New Zealand Transport Agency (NZTA), formerly Land Transport New Zealand (LTNZ). NAP evolved from the former Safer Routes programme, an initiative under the 'Road Safety 2010' strategy to improve the environment and reduce injuries to pedestrians and cyclists. Eight local authorities were involved in the original pilots of the Safer Routes projects. There are now NAP projects at various stages in numerous areas throughout New Zealand.

NAP has the aim of *creating safe access to all ages of active and shared transport users in neighbourhood[3] areas* (LTNZ, 2007, p.3).

The neighbourhood areas targeted for NAP are usually areas of high risk for pedestrians and cyclists or of strategic significance (such as areas around major public transport interchanges, new public transport-orientated developments, or town centre upgrades).

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[2] Please note, due to group interviews, not all numbers are allocated.

[3] The term 'neighbourhood' is used to define any type of area and does not only apply to residential areas.

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The process for NAP includes using data collection and community consultation to identify pedestrian, cycling, and shared-mode users[4], safety and access problems (including perceived barriers) for the area. This information is then used to develop a list of actions (project plan), specifically tailored to the neighbourhood's issues that are prioritised and agreed to by the community. Actions could include new pedestrian and cycling facilities, promotional initiatives, education and enforcement campaigns, environmental improvements, policy changes, or any other remedial actions that will improve or increase the use of active and shared forms of transport (LTNZ, 2007, p.3).

There are three major phases to Neighbourhood Accessibility Planning:

1.   Investigation,

2.   Implementation, and

3.   Reporting.

The purpose of the investigation phase is to identify a range of implementation initiatives. The investigation phase involves collecting information, consulting with the community, auditing the area, and getting agreement for a project plan (action plan).

The purpose of the implementation phase is to implement the agreed actions that will improve the walking, cycling and shared-mode user environment. All of the actions will be activities that can be carried out in their own right. As a whole, neighbourhood accessibility planning provides the opportunity to justify and coordinate a suite of initiatives in the neighbourhood (LTNZ, 2007). Physical work improvements should also be undertaken where identified, but these are not funded through the NAP programme activity class category, and usually rely on the Council's minor improvements budget.

The reporting phase involves assessing the success of interventions and the action plan.

Key aspects or principles for NAP projects are that they:

1. Bring together key stakeholders to collaborate in addressing safety and access issues;

2. Rely on community participation in risk identification, development of solutions and implementation of solutions;

3. Involve and engage all relevant council teams;

4. Develop and implement an integrated package of engineering/environmental improvements, enforcement and educational interventions that will address locally identified issues; and

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[4] The terms walking, pedestrian, cycling, active and shared modes covers a broad spectrum of transport users, including those using mobility scooters, wheelchairs, car pools and public transport.

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5. Involve evaluation that ensures the measurement of all implementation outcomes (NCC, 2007).

1.2.1 Funding for NAP

From 2009/12 the NZTA funding cycle moves from a one year to three year application process. NAP will be funded from the Community Programmes work category (WC432). All applications must be made through the council Land Transport Programme (LTP) at the beginning of the three year period in which the funding is required.

If the NAP application is less than $250,000 (excluding infrastructure) it can be included in the same application as other community programmes. When the NAP is greater than $250,000 a more detailed project plan is required to support the application.

To prevent long term delays between planning and implementation and to ensure continued public support it is important that NAP coordinators anticipate if any large infrastructure components will be required. Where large infrastructure components are likely, a project should be set up in LTP online at the beginning of the three year period and included in the RLTP as a category two project. This means that a project is anticipated to begin within the period but the specific details of which are not yet known. This allows the council to submit the project for funding as soon as the investigation has been completed instead of waiting until the following three year period and losing momentum.

Small infrastructure components such as kerb extensions, footpath improvements or traffic calming (each less than $250,000) are best funded from the minor improvements allocation provided to every approved organisation. When the required infrastructure is greater than $250,000 a separate application is required in LTP online[5]. The NAP would be used as the basis of the application and typically replaces the investigation phase of the project.

Refer to the Planning, programme and funding manual for details regarding the funding application process (overview in section C3) and community programmes (sections C5, F3, G8).

Talk to your local education advisor for advice and assistance.

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[5] If there are multiple infrastructure applications required, a package should be set up to link the projects to the NAP.

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2   Methodology

The first stage of the research project included:

- Early discussions with key Land Transport NZ staff to refine the project methodology and scope key themes to explore; and

- The preparation of an electronic survey which was emailed to all of the Land Transport NZ Education Advisors (EAs) based regionally across New Zealand, to ask about the drivers, benefits, challenges of NAP and key best practice themes. EAs were also asked to provide suggestions for case studies to explore in relation to the key success themes. Eight of the nine EAs surveyed responded to the survey[6].

In the second stage of the research, eight case studies were identified for more detailed analysis. These included six past NAP/Safer Routes and two other related transportation projects, which had a focus on encouraging sustainable transport:

1.   Dunedin – South Dunedin Safer Routes/NAP project;

2.   Invercargill – South Invercargill Safer Routes/NAP project;

3.   Nelson – Nelson CBD Safer Routes/NAP;

4.   Hamilton – Bader Melville NAP (started June 2007, in progress);

5.   Tauranga – Greerton Safer Routes/NAP project;

6.   Manukau – Papatoetoe Safer Routes/NAP project;

7.   Waitakere – Waitakere City Council Workplace Travel Plan;

8.   North Shore City – North Shore City Council School Travel Planning Programme.

For each of these case studies, the research team identified and interviewed key people involved with the project, including Land Transport NZ (NZTA) and local authority staff (see Appendix A for a list of respondents). The Nelson, Dunedin, and Manukau case studies also used information from published evaluations of these studies, which included feedback from the community and councillors. We also reviewed the summary reports on the Safer Routes Trial (Francis and Cambridge 2007a, 2007b).

Similar to the EA surveys, respondents were asked the same general questions about the Drivers, Benefits, and Challenges of NAP. They were then introduced to the key best

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[6] Two Regional Education Advisor positions were vacant or in the process of being filled over the course of this research so were not included.

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practice themes that had been identified through the first stage of the research and asked to discuss, in relation to the case study they had been involved, which of the themes had been particularly important in their project. Other key themes or principles identified by respondents were also explored. Summaries of each of these NAP case studies are provided in Section 7. The people interviewed for Waitakere and North Shore City Council participated in the general interviews but did not want to highlight the case studies in the case study reviews, as they were not NAP projects.

3   Key drivers and enablers for NAP

3.1   Drivers for NAP

The key drivers are those things within the Local Authority or the Community that create the initiative to begin a NAP project.

The drivers for NAP varied with some projects, primarily local authority driven, with others responding to an existing issue from the local community. In cases of the former, the location for the NAP projects was chosen based on one or often a combination of:

- known safety issues demonstrated by crash statistics or other feedback;

- the strategic or other significance of the area; or

- because of existing programmes/funding targeted at the area that could be leveraged off.

The key drivers for NAP projects from <u>within local authorities</u> were identified as:

1. Access to the funding that NAP provides (16, 15);

2. Having interested people in the Territorial Authorities (TA's) (1, 8, 9), often in the form of a pedestrian or cycling champion within the organisation (4,16, 21);

3. Multi-disciplinary nature of the project, enabling buy-in from all sections of the council, including political buy-in (1);

4. Having a policy framework which supported NAP (16); and

5. Having a location in which it was seen as desirable to implement NAP, for example an area with compelling crash data or key social or physical characteristics (21).

The key drivers <u>within the community</u> were based around having a strong level of community interest, where the community want to be engaged and take action, and where residents or schools can advocate clearly to council their desires for alterations to the status quo (7, 3, 5, 8, 9, 13).

> *Interest is immediate where the local authority has a pressing safety issue that is compounded by a community demanding action* (3).

> *A NAP will be easier to put in place in an area where significant community action is already taking place… NAPs really are "bottom up" projects, designed by the people for the people* (19).

Community interest was seen to be related to the community being able to see a clear benefit for them (2), and/or there being a clearly defined road safety issue that needs

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addressing (14, 23, 21), especially one that involves children and their travel to and from school.

As a couple of respondents discussed, community members are generally less interested in or motivated by environmental and health issues (14). This is evidenced by the fact that many parents ignore environmental, sustainability and congestion issues for the sake of convenience when it suits them (6). Instead, the issues that motivate community interest are generally financial (currently being driven by petrol prices) and safety rather than environmental and health issues (14).

> *Financial issues are a high priority so if the NAP can save them money then they are more likely to become involved (14).*

3.2   Enablers for NAP

Enablers are those things that allow the NAP project to progress and succeed.

Once a decision to progress with NAP is made, the key enablers from <u>within the local authority</u> were identified as having:

1. Buy-in from the council, including a commitment to reassess the focus on motorised transport, accommodate meaningful improvements and/or solutions, and resources to fund the project (2, 7, 8, 9) – see Section 6.2 for more discussion.

2. A local authority open to a community engagement/development process (3);

3. A co-ordinated team approach with different sections of council working together (2, 21);

4. Resourced and enthusiastic co-ordinators, preferably with experience in education, road safety, planning, and social marketing (8, 9, 13, 21) – See Section 6.7 for more discussion.

The key enabler from <u>within the community</u> was having a high level of community interest and desire to engage in the process (7, 3, 5, 13). Having a physical environment that enables and encourages people to walk and cycle was also seen to enable NAP (1).

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4   The Benefits of NAP

One of the major benefits of NAP was its success in bringing community people together and enabling them to be part of the process. This was seen to:

1. Empower communities and build social capital/community networks (2, 3, 4, 5, 13, 14, 15, 21;FC-N,W,T). These networks can become a resource for local authorities beyond the life of the NAP. For example, in Invercargill the setting-up of community groups to represent certain sectors was seen as a major benefit of the NAP (8/9, FC-H);

2. Create stronger networks and integration <u>within</u> local authorities (21, 13, Parker, 2007; FC-W,I);

3. Build stronger relationship with Police (FC-R,T);

4. Build stronger relationships and better lines of communication <u>between</u> local authorities and the community, particularly noted the relationship with disabled, elderly, and schools (1,21;CF-N,W,H,R,T,D,I);

5. Develop community ownership of the project (13, CF-N,T,D).

> *They are about connecting with the community at grass-roots and discovering the issues particular to the users of that neighbourhood in which they live. NAPs are as much about community ownership over the direction that the neighbourhood takes, involving networking with key community stakeholders and users, schools, mobility groups, aged, etc* (5).

> *NAP's are one way to build 'capital' in communiites (townships and cities) in all its forms - human, social, cultural, physical and economic. The methodology involves (and empowers) local communites to be involved through data collection and consultation techniques. This ensures shared ownership of the problems, and designing the solutions to address the identified issues* (4).

> *The NAP empowers people to make things happen in their own community. People see that their comments have been listened to and where possible actioned. This adds to the cultural and social wellbeing of the community* (14).

> [Key value is] *the networking you get through a community based project.* [The community] *learnt how to liaise with the council and vice versa* (15).

> *One of the key benefits of the NAP was the community involvement. The people knew their area and were able to identify issues that the council officers may not have seen or may have overlooked. They were able to add the local perspective to the council's agenda (21).*

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From a process angle, NAP was also seen to:

1. Provide a good structure and framework for projects (16, FC).

2. Encourage an integrated approach that helps to ensure projects serve the whole community (13).

    By linking the school, retail and older citizen communities through walking, cycling, mobility scooters and driving… The key advantage is a balanced approach (13).

3. Improve our understanding of issues / Bringing issues to light, such as safety issues, that can be used to develop priorities, provide justification for works, and inform other council projects (8/9, 14;CF-W,M,I).

    By providing a different source of information regarding particular issues (such as problem intersections), NAP projects help to provide increased justification for remedial works or intersection improvements to be undertaken (8/9).

    The strong emphasis on community consultation created strong community involvement and challenged the traffic engineers with unforeseen problems (16).

4. Provide a means to identify and get funding for projects important to a local community, with significant safety issues that might not otherwise be prioritised for funding (6,21,23).

5. Promote and awareness/profile-raising within the community (4,13; FC-D,T).

    NAPs can help make the whole community aware of what is happening (13).

    The NAP gave the council the opportunity to explain the importance of walking and cycling, and the integrated approach that the council was taking with these issues (21).

6. Provide for a point of coordination for those interested in or taking action in the neighbourhood, including council departments, government bodies, regulatory authorities (FC-M);

7. Develop resources and tools that can be used beyond the life of the NAP project, for example, the Nelson NAP project resulted in an on-going education campaign that was even picked up by other regions, and the Manukau NAP project resulted in a methodology for assessing walkways that is being used for all walkways in Manukau City.

In terms of Social, Environmental, Economic, and Cutural outcomes, NAP was seen to contribute to:

1. Making communities safer and healthier (physically and emotionally) via safe access for walkers and cyclists (1,5, 8, 9, 16); and

2. Sustainability targets that have been set, by increasing the use of active and shared modes of transport (4).

5 Key challenges for NAP

5.1 Key challenges for gaining interest in and commitment to undertaking NAP

The key <u>interlinked</u> challenges for gaining interest in and commitment to NAP identified by respondents included:

1. Lack of money and/or staff resources within local authority (1, 3).

   Local Authorities, even if they get funding from the NLTP, still have to find their local share, which is 25% of the total cost. For some this is not viable for a number reasons (6).

2. Bureaucratic barriers, such as the reluctance by elected representatives to employee FTE's, even when they are fully funded through other agencies [issues surrounding housing, overheads and public perceptions surrounding staff numbers] (13).

   Messages don't seem to be getting heard or there is a lack of local share, there is also a reluctance in local govt at present to appoint more staff and appear to ratepayers to be top-heavy (5).

3. Local Authorities not seeing NAP as a priority or their role.

   Local authorities (LAs) are still not seeing the benefits of NAP or they are "just not that important" and, therefore, do not get commitment of funding (1).

   LAs don't see the walking /cycling issues as significant or pressing enough (3).

   Some LAs don't see it as their role (6).

4. Lack of understanding of what a NAP is and how it fits into roading projects (1, 19).

   Safer Routes, NAP's predecessor, were well understood and councils knew what this term covered. One of the challenges of NAP is that they are not as well understood. Senior managers need not only to be aware of NAP (which is what the pamphlets achieved), but they need to understand them their scale, cost success factors, etc (19).

   Often the concept of the programme is beyond community members' comprehension, as many are only concerned about what affects them personally (6).

5. Lack of information about NAP, including proven evidence of value-for-money – see also discussion in Section 8.

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Local authorities want to see the evidence of how a NAP has solved safety and accessibility issues in a location similar to their own. "Need golden stories to shout about" (3, 4).

Local Authorities have to be able to see clear benefits for them and their ratepayers. At the moment all that is available to show Local Authorities is a concept and a facillitator's manual. There has to be something to "light their fires" and have clear "benefits" for them other than just a concept or policy statement (6).

NAPs are a challenge because of the relative lack of information available about them; securing the right level of funding has been difficult too. It's hard to quantify and design a NAP project with the current lack of information and experience (19).

There is misinformation and a lack of information about NAPs (5).

6. Lack of time or work priority for someone to get the commitment of TAs (4).

5.2   Key challenges with implementing NAP

There were a number of key challenges identified with implementing NAP, which are summarised below.

1. Challenges with resourcing and staffing of NAP projects were one of the most commonly-cited issues and included:

    a. High turnover of co-ordinators and other local authority staff, slowing implementation and leading to a lack of continuity with the project. Eight of the ten pilot Safer Routes/NAP projects discussed how staff turnover affected their projects (2, 14; FC-N,W,H,T,D,I).

    b. Budget for the coordinator role, you need a good person and these people are on higher pay bands (18).

    There is too much work for the Road Safety Coordinator to carry out NAP within a local area, and a facillitator is the best way to do this. However, they don't come cheap (6).

    c. Finding staff time and commitment for input into the programme (16).

    In the past, [we] had no difficulty in establishing programmes such as cycling programmes. The issue was the staff would always have something else to 'move on to' rather than follow up on a particular project, therefore losing momentum (22).

    d. Managing NAP coordinators (16).

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    e. Resourcing – the co-ordinator's time and commitment, and ongoing commitment to managing the work load (13). Often too big a job for one person to manage on own (2), especially if they need to work with schools (FC-D).

2. Integrating with other council projects, including funding integration (particularly with capital works, as these take a lot longer to fund than minor safety works) (13).

3. Having enough funding for the project/Getting funding for physical works (7, 13).

> *A lot of local authorities were buying in to this at the start, thinking 'Oh this is great, there is funding here for a facilitator, it's not costing us anything, oh there is going to be a whole lot of recommendations come out of this.' And they haven't really thought, 'Oh but hang on this is going to cost us,', because at the end of this, they're going to have to implement it.*

4. Challenges for community engagement, including:

    a. Getting community buy-in, especially the school community (13, 15, 21; FC-R).

> *For schools, just another thing that schools get approached to be involved in, they have stretched resources already so hard to get involved* (15).

> *Engaging parents in positive travel behaviour change such as involvement in walking school bus is a challenge* (FC-W).

    b. Getting the level of community engagement right/Over-consultation.

> *Sometimes it is a fine line between an appropriate amount of consultation and boring the public, making them become disengaged* (13).

> *I expect there would be more buy-in and more immediate enthusiasm if it was almost a pre-packaged thing. If you could say this is what we are going to do. It's informed by best-practice overseas and our traffic engineers have done a lot of work on it. Now to complement this and get you guys involved we would [use] some education and enforcement campaign (sing from the roof-tops kind of stuff) then the timeline would be shorter; and I imagine there would be some efficiencies there as well. But then it is not truly collaborative from the ground up kind of thing (15).*

> *Some of the Police involved felt they knew what the community wanted. They were angry that the Council would not take action on these issues until they had gone through the consultation process. There may be times when it is appropriate to plan actions before the consultation process is complete. Rather than having a high-profile launch for the project, the process of consulting with the community, addressing their needs and carrying out education activities as part of this exercise should be taken on by the Council as a regular part of their activities* (FC-H, p. 32).

A key comment that came from the evaluations were that due care needs to be taken in the follow-up, resurveying or review. The Greerton community has been involved with Tauranga City Council consultation since 2003 through the Greerton Neighbourhood Plan, Travel Safe and more recently, Smart Living Places. Whilst feedback from the community suggests that projects like Travel Safe show that the Council "cares" about Greerton, feedback also suggests that having campaigns etc too frequently that people "turn off" and can become "over-consulted".

   c. Keeping the community focused within the scope of the project.

You have the issue especially with engineering works that people go off on tangents. They find that they have a forum for council to hear their wish list, and it's very difficult to keep people on track to the specific criteria you are trying to qualify for those improvements. For example, people started taking about the urban design qualities of the urban centre we were looking at, and competing visions for where the parking should go, and what sort of format the shops should be in, and how much money council should spend on beautification, which moved away from the wider neighbourhood's concern about cyclist and pedestrian safety, which was the specific brief. If you just turn up and just say this is the kind of project we are doing, you might be able to move past that kind of wish-list things more than if you say this is a blank slate I want you to put your wish-list on to it (15).

   d. Timeframe of the project.

Timeframe of the project; 2 years from start to finish is too long to sustain interest. People like to see things happened (15).

   e. Raising community expectations about improvements through the NAP project which are not met due to lack of budget or slow delivery (7, 14, 21; FC-W,H).

The community may want significant engineering improvement. The current system requires engineers to carefully assess each request and implementation can require significant budgetary consideration. These two processes can result in long delays which communities can find frustrating. The engineering solution may also differ from the perceived community solution again resulting in frustration (14).

   f. Community people being inhibited from becoming involved in NAP projects because of perceived judgements from other members of the community or adverse effects on relationships with property owners and other community members (14).

5. The time it takes to develop templates and methodology for undertaking walking and cycling audits and models for prioritising projects (15).

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6. The time it takes to develop education resources and get them passed through Council communication teams (15; FC-N).

6   Key best-practice themes identified

The results from this research can be summarised into a number of key best-practice themes for undertaking NAP. Many of these themes are not new and are already highlighted in the Land Transport NZ (2007) publication *Neighbourhood Accessibility Plans: Information for local authorities planning for or starting projects*. This research, however, confirms the importance of these principles, and provides further guidance around these themes to local authorities planning or undertaking NAP projects.

The key themes identified are:

1. Aligning NAP to other council policies, plans, strategies, and programmes;

2. Getting council and community 'buy-in' to NAP;

3. Having strong project leadership and management;

4. Getting the project scope right;

5. Ensuring adequate funding to implement the NAP;

6. Getting the timing right, keeping momentum, and achieving outcomes on the ground;

7. Collaboration and partnership;

8. Community engagement.

6.1   Theme 1: Aligning NAP to other council policies, plans, strategies and programmes

There are several key policies and plans that fit within the strategic context for Neighbourhood Accessibility Plans. These include:

- New Zealand Transport Strategy 2008, Government Policy Statement for land transport funding (GPS), and Road Safety Strategy 2010.

- Regional Land Transport Strategies.

- Community Outcomes and Council's Long Term Council Community Plan and Annual Plan (LTCCP).

- Transport Strategies and walking and cycling strategies.

- Other councils' operational policies, plans and strategies, safety management strategies and road safety action plans, parks and recreation strategies and plans, travel demand management strategies, parking, and street signs policies.

- Area Specific Studies, for example crash reduction studies, corridor studies and CBD landscape studies.

- Town Centre upgrade projects.

- Asset Management Plans.

- Other council programmes in the area, such as workplace and school travel plans.

Respondents confirmed that being able to align NAP to a policy framework was important to achieving buy-in for NAP (16, 21). It was also essential that NAP aligned to the LTCCP processes and timeframes (4). Combining NAP with School Travel Planning was also seen as advantageous in terms of economy of time, resource and planning for Council, but made it more difficult to retain a community-wide perspective (FC-W).

Case study examples which illustrate this theme are included below.

Nelson CBD Safer Routes/NAP

The Nelson CBD programme was started with a strong strategic framework already in place. The Safer Routes scoping report reviewed the existing strategic goals for the CBD, and quickly identified that a strong strategic policy existed within Council for creating a more sustainable, people-friendly, safe and aesthetic inner city environment.

Once the existing policy framework was identified and acknowledged, the political and management support for the project was strong and permitted the project to obtain strong support for implementation measures.

The policy framework included:

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- LTCCP community outcomes
- RLTS objectives for walking and cycling
- Roading asset management plan levels of service
- Pedestrian and cycling strategy outcomes
- Inner city enhancement studies, landscape plans
- CBD parking studies
- Crime prevention initiatives.

An analysis of the policy framework allowed objectives or proposed work which had not been completed to be identified, and its implementation and improvement promoted.

A good example was a planned improvement to the CBD lighting. Through the Safer Routes/NAP Project, personal safety and high crash rates at night were identified as key issues. The Council had a lighting upgrade planned. From public user group forums, public perception feedback, and night site visits, it was identified that there was a pressing need to increase the scope of the lighting upgrade, using Crime Prevention through Environmental Design (CPTED) principals, to include significant pedestrian lighting. A further result of this was that the Asset Management Plan lighting LOS for the CBD was increased to include a footpath lighting standard.

South Invercargill Safer Routes/NAP.

The NAP programme was able to align with a number of activities Council was already undertaking in South Invercargill, including:

- 'Pride in the South' – this is an initiative driven by Councillors to rejuvenate the South City. One of the issues that came out of consultation was the issue around road safety.
- The Invercargill City Council roading department was undertaking a Crash Reduction Study across the city.
- A number of forecast works (Minor Safety) in Council's Forward Works Programme
- The 2007/2008 Annual Plan which has an objective to "...upgrade the District's roads to the required standards and in a way that minimises safety hazards."

This policy alignment meant that the outcomes of the study were compatible with what Council (through other processes) had identified as being important, thus making them easier to implement.

It also helped that the NAP coordinator was 'located' within the Roading Department, rather than other departments such as Community Development or Planning. The Roading Department is the place where roading improvements are identified, designed and managed. Thus the NAP coordinator had daily exposure to the people with the mandate and resources to see physical works undertaken.

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Tauranga – Greerton Safer Routes/NAP

The Tauranga Greerton Safer Routes/NAP project demonstrates the benefits of integrating NAP with other council programmes and plans. This project was integrated with school travel planning and the Greerton Neighbourhood Plan (a plan produced by the resource management planners of council). The benefits of integration were that:

- The Council had established some of the contacts within the area and was already visible.
- It allowed for good alignment with implementation.

It was also noted that having an integrated approach across council, community groups, and agencies, meant that there was good continuity and achievement of goals. For example, when the walking school buses started, the engineering measures were in place (improved 'assembly' areas, pedestrian crossings), and enforcement was done outside the schools for parking infringements and speed infringements. The education campaign also ensured that parents and children were much more confident and felt safer with walking to school. However, attention needs to be paid to not duplicate efforts.

A 'learning' that came from the programme is that Integration into Council processes should be encouraged, which will be made easier for future projects now that the Travel Safety role is a council position (in the beginning this was a contracted role). Improved liaison across Council and involvement of Council officers in areas outside of Transportation is also being further encouraged for actions not Transportation related. Improved integration will also allow linkages with broader projects within Council and funding allocated through the Long Term Council Community Plan.

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6.2   Theme 2: Getting council and community 'buy-in' to NAP

Linked to the theme of policy alignment, the second key principle for undertaking NAP is the need to achieve political and community buy-in to NAP.

Councils need to accept/identify for themselves that NAP would be a worthwhile activity for them, that is justifiable and will benefit ratepayers/communities.(6)

Respondents commented that the key driver for NAP is gaining political buy-in from elected representatives (1, 21). It is also crucial that you get buy in from pivotal people such as Road Safety Co-ordinators (4), as well as other sections of council (1, 14, 21, 23).

Finally, it is also important that the community drive or at a minimum fully 'buy-in' to the NAP process (8, 9). This is dependent on community members seeing the benefit of the project to them (2). This can be achieved by liaising with community leaders (14) or through a proactive Community Board (21, 23).

While all of the councils to a greater or lesser degree illustrate the importance of having buy-in, political buy-in is particularly highlighted in the <u>Manukau – Papatoetoe Safer Routes/NAP</u>, where the leadership provided by the elected representatives on the community board was seen as one of the critical success factors, particularly in relation to how it facilitated community engagement. Community buy-in is explored further as part of Theme 8 Community Engagement.

Manukau – Papatoetoe Safer Routes/NAP
In the Manukau Papatoetoe Safer Routes/NAP leadership was provided by the community board, and this proved to be a main driver and huge benefit to the implementation of the NAP. The Community Board also acted as a conduit for improved communication streams between council officers and members of the community.

OPUS

6.3 Theme 3: Having strong project leadership and management

The theme of strong leadership and management encompasses two points:

1) having a project champion with the council as a driver to help gain political/council buy-in.

2) the importance of good project leadership and management in the implementation of NAP projects.

In regard to project leaders, it was identified that people implementing NAP projects should have a number of key qualities including:

- a. Having a community focus (18);

- b. Experience with community engagement (19).

> [You need] *staff experienced in community engagement; transport planners may not be the best people to deliver NAP (19).*

A large number of respondents mentioned the importance of having a paid NAP coordinator and getting the 'right person' for the job (3, 13, 18, 19).

> *A great range of skills is required by a NAP coordinator. Getting the right person for the job appears to be crucial (3).*

> [You need] *co-ordinators that are paid, with experience in education, road safety, planning, and social marketing (13)*

It was suggested that it is better to have a person in an ongoing role (rather than a short term project role), so that they can build and maintain momentum within the community (8/9). It was also seen as important that the co-ordinator have a defined role to tag the project management to (e.g. for Waitakere this would be the Community Sustainable Transport Programme Leader) and someone available to manage the NAP facilitator (19).

It is important to have the co-ordinator based within the Council in order to link the programme to the business of council and have awareness of funding streams, and co-ordination with things such as minor safety works and capital works (13;FC-W). Two respondents also commented that they found it useful to have the NAP coordinator located within the council roading department. This is because a large majority of the outcomes of the study required some buy-in from the roading department, and it is much easier to obtain this when working within that department. In some councils the NAP co-ordinator was positioned in the 'community development' team (8/9).

Once the position was brought into the Council as opposed to being a contractor at the beginning, there was better support in terms mapping and administration. However, there were advantages at the beginning to having a contractor who was not so closely associated with the Council, as some residents did not feel positive about the Council to begin with (FC-W, p. 43).

Case study examples which illustrate this theme include:

Tauranga – Greerton Safer Routes/NAP

There is a 1.5 FTE Travel Safety role within Tauranga City Council, which sits within the roading team. Having the coordinator sit within Roading has the added benefit of creating awareness of funding streams, and improving co-ordination with things such as minor safety works and capital works. The Travel Safety coordinator also has a link with the resource management planning team, which has provided great inputs, particularly with respect to the future growth and development of Greerton. The planning team was also responsible for developing the Greerton Neighbourhood Plan (RMA-driven plan). The level of buy-in to the project from the schools and community was considered excellent, with the enthusiasm of the Travel Safety Co-ordinator identified as one of the main factors contributing to the success of the project.

Another source of leadership considered important by the Tauranga City Council staff involved was the support, encouragement, and assistance provided by Land Transport NZ staff during all phases of the project.

Manukau – Papatoetoe Safer Routes/NAP

The drive and determination of the NAP co-ordinator and the council's project manager was identified as one of the main drivers for maintaining the momentum of the Manukau Papatoetoe Safer Routes/NAP. The co-ordinator was a self-motivated individual who was able to lead and direct the community through various NAP projects. The NAP coordination contractor was an experienced ex-council officer and, therefore, had a good understanding of existing council processes and departments that could influence the NAP project. The council project manager who championed the NAP was seen as essential for the delivery of a successful and timely project. Leadership was also provided by the community board, and this proved to be a main driver and huge benefit to the implementation of the NAP. The Community Board also acted as a conduit for improved communication streams between council officers and members of the community.

Dunedin – South Dunedin Safer Routes/NAP

One of the strengths of the Dunedin Safer Routes/ NAP project was the strong leadership provided by the facilitators, even though there was a change of facilitator over the course of the project. The facilitators were perceived by the community and key stakeholders as providing strong leadership, particularly in their attempts to run a truly inclusive and collaborative programme that involved the community in all stages of the project, from problem identification and scoping through to implementation. The strong leadership enabled a high level of community engagement and commitment to the project.

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Hamilton – Melville/Bader NAP

The leadership provided by the Transport Community Programmes Co-ordinator in the Hamilton Melville/Bader NAP project was identified as being critical to maintaining the momentum of this project. In particular, her enthusiasm and dedication to the project, and her local knowledge of the area was seen as important to contributing to the overall success of the project.

Issues surrounding co-ordinators, particularly to do with staff turnover, were also one of the main themes in regards to the challenges found with NAP. These are discussed in Section 5.1.2.

OPUS

6.4   Theme 4: Getting the project scope right

NAP is designed to be targeted to locations where pedestrians and cyclists are at high risk of injury, or in strategically significant locations, such as in an area targeted for public transport-oriented residential and/or commercial development, town centre intensification or major public transportation centre upgrade. The area size to be targeted is generally around four square kilometres (more or less depending on the density of people in the area) (LTNZ, 2007).

The importance of getting the scope (geographic/focus) of a NAP project right was raised by several of the respondents. This includes:

1. setting achievable goals – this was seen to allow for 'quick wins'.

2. choosing a practical size area – in several of the case studies some respondents felt that the area that was chosen was too large (Manukau) or too small (Rotorua).

3. appropriately scoping the key issues to address – which in some communities may go beyond road safety to include perceptions of crime (identified in Hamilton and Rotorua).

> *Trying to do something that is achievable – rather than blanketing the entire province, trying to do a little bit everywhere and not a lot of anything (22).*

Case study examples which illustrate this theme include:

South Invercargill Safer Routes/NAP
In the South Invercargill Safer Routes/NAP project, project leaders felt that one of the key enablers for their successes was getting the project scope right and not trying to do too much over too large an area .

Hamilton – Melville/Bader NAP
Because wider social problems in the Melville/Bader area were recognised, it was considered that the initial focus on transport safety was too narrow. The project needed to be broadened to ensure that these issues were understood and considered when planning initatives.

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6.5   Theme 5: Ensuring adequate funding to implement the NAP

A key principle identified as important, and often a challenge in NAP, is ensuring there is adequate money and resources to back the project (1, 2, 3, 4, 6, 7, 8, 9, 13; FC-M). This includes:

- Ensuring funding and approval for engineering initiatives is identified ahead of the project and available so that construction can be carried out within the project timeframe (2, 3, 8; FC-R).

Funding is a critical factor for any successful project where community expectations are raised. There is nothing more disheartening for the community than to identify a range of safety issues and not have any action or results (16).

There needs to be the budget available to make improvements, there is no point leading people up the garden path, you lose credibility (7).

- Budgeting enough money for a good coordinator to manage the NAP project (6, 13).

- Ensuring tenure of funding.

Ensuring adequate funding is made easier if NAP projects are grounded in strong collaboration which enables funded to be leveraged.

A case study which illustrates success with ensuring adequate funding is Nelson.

Nelson CBD Safer Routes/NAP

The Nelson Safer Route/NAP had a financial budget allocated and had CBD enhancement funds programmed in the Annual Plan. It also had set aside Minor Safety funding to support the outcomes of the study. The outcomes of the study were used to enhance the programmed works, and in many cases improved the final outcome.

A good example is the planned improvement to the CBD lighting. Through the Safer Routes Study, personal safety and high crash rates at night were identified as key issues. This allowed Council staff to obtain Council approval to increase the funding level from $300,000 to $600,000 and to obtain partial financial assistance from Land Transport NZ.

Another good example was a programmed parking meter upgrade. Following the identified pedestrian clutter problem within the CBD, Council agreed to increase the funding for meter replacement and move to 'pay and display' machines, and remove all the CBD single meters.

6.6 Theme 6: Getting the timing right, keeping momentum, and achieving outcomes on the ground

The next key best practice theme which emerged from the research was the importance of timing, keeping momentum and achieving outcomes. This is in part linked to the theme of ensuring adequate funding. This theme includes:

1. Getting the project timing right by identifying opportunities – 'right time, right place' (7;FC-T).

   We waste lots of time and money thinking we know best, and often work for or against people rather than working with them. We need better intelligence when it comes to spotting the opportunity, offering to engage, and then promptly canvasing the community's interest, views and needs, and then acting in some way with that community to do some tangible improvements (7).

2. Keeping momentum throughout the implementation of the project and implementing the project in a timely manner before interest from the community wanes, for example through 'quick wins' to maintain the interest and enthusiasm of the community (7, 8, 9, 14;FC-T).

   Getting works done during the project as they became highlighted, rather than waiting for the end of the project, ensured the community saw something was being done, and more importantly, safety issues were addressed (8, 9).

3. Achieving real outcomes on the ground (7).

Case study examples which illustrate this theme include:

South Invercargill Safer Routes/NAP

One of the key themes highlighted by the Invercargill project is the importance of achieving outcomes on the ground, which was possible due to the Invercargill City Council having a financial commitment to the programme.

The public consultation undertaken during the NAP project served to highlight what the public perceived as accident black spots in the study area. Unusually, these were intersections with excellent visibility; however, they had an extremely high crash rate. While, the intersections had been highlighted during the Invercargill City Council's crash reduction study as intersections that would need work, they were not high on the priority list. Because there was a large degree of crossover between the community's perceptions and areas highlighted in the crash reduction study, based upon CAS data, Council pushed these particular works forward so they were completed quickly.

One respondent explained:

"We didn't muck around with that one, we put a speed platform in and vegetation spreading in pretty much straight away. And that is buy-in, that is local buy-in, when people are actually willing to part with some funds."

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The ability of the programme to be used to prioritise a project of concern to the community showed those within the study area that something was actually being done, i.e. a tangible, visible improvement. This is essential in getting further community buy-in and for keeping momentum for NAP projects.

Hamilton – Melville/Bader NAP

One of the themes highlighted in the Hamilton Melville/Bader NAP project was the community buy-in gained by commencing the alleyways project in a timely way. Ensuring momentum for this project is likely to prove crucial to the success of the larger NAP project. Reflecting on the range of data gathered for areas across the city, the information collected indicated a readiness in that community for this type of project, this to date has proved to be true.

Manukau – Papatoetoe Safer Routes/NAP

In the Manukau Papatoetoe Safer Routes/NAP, the achievement of 'quick wins' was important in maintaining the momentum of the project. Within the two year timeframe a number of minor safety works, pedestrian crossing improvements, kerb alignments and landscaping activities were undertaken. These were seen as important visual messages to the community that something was being done to improve the physical environment and, in the case of Papatoetoe, they were instrumental in maintaining the momentum. Even so, in retrospect the NAP co-ordinator would have liked the opportunity to be able to fast track more of the physical works.

6.7 Theme 7: Collaboration and partnership

NAP links in with the work programmes and functions of several government agencies and council departments. NAP projects are intended to be collaborative, involving various elected representatives (councillors, community boards), council departments, regional authorities, government bodies (especially Police), and community organisations. Good collaboration, both in terms of the breadth of people involved and how people are involved, was seen as a key element of the success for several NAP projects, as well as an important area for improvement for some.

Collaboration is necessary to:

1. Coordinate with existing programmes and projects that are being targeted to the neighbourhood where the NAP is focused (8, 9);

2. Identify opportunities to leverage funding sources to delivery a package of projects for the NAP area; and

3. Build relationships that will allow for the successful implementation of the project.

Responents highlighted that both internal and external collaboration requires:

1. Good communication and strong relationships (8, 9, 19;FC-H); and

2. Clarity on the roles of different partners, for example who is responsible for which actions and who project co-ordinators report to (19).

Case study examples which illustrate this theme include:

Nelson CBD Safer Routes/NAP
The Nelson Safer Routes Study had a unique and very successful partnership with NZ Police and Safer Community Council. Through the NZ Police Crime Prevention Programme, the Safer Community Council ran parallel to the Safer Routes Study a Crime Prevention Programme termed 'Safer City'. This programme identified high crime issues in the CBD and had high-visibility Police and volunteer patrols in the CBD. Running these programmes in parallel created a high level of safety in the CBD and encouraged more pedestrian activity. In turn, more pedestrian activity led to more passive observance, which helped to lessen crime.
This partnership also extended to key projects where it became a new Council Policy to undertake CPTED studies of all CBD Projects, demonstrating upward Strategic Policy flow. CPTED elements provided included the removal of walkway entrapment spots, better walkway lighting, better CCTV coverage of CBD, and closing at night some CBD walkways. These measures were undertaken in close partnership with NZ Police and Commerce Nelson.

6.8   Theme 8: Engaging the community

The methodology for NAP is grounded in a philosophy of strong community engagement. Requirements identified by respondents for successful community engagment included:

1. Successful prior engagement, to provide a strong foundation on which to build a NAP (19, 3; FC-T).

    Authorities must already have good relationships with these groups - attempting to build them once the project has started is too late (3).

2. Careful management of communication between co-ordinators and engineers to ensure that ideas generated in the community find their way through to engineering solutions (14).

3. Identifying the people in the community with 'passion' about a particular issue, and using their passion to help drive a project (8, 9), for example finding a champion within a school to help drive the school's involvement in NAP (FC-T).

4. Building commitment and rapport with people though frequent/repeat meetings with them (8, 9).

5. Finding interesting and colourful ways to engage people in the implementation of the programme (17).

6. Ongoing and continuous engagement including throughout the implementation phase, for example through newsletters that demonstrate how the NAP has been followed through and input from the community used (13; FC-N).

7. Managing community expectations – need to be clear about how much money might be available for project work so community participants do not expect more than can be delivered (7; FC-H,R) – see also discussion in relation to Section 6.4 Ensuring adequate funding.

Important community groups to engage with that were identified in the case studies include: schools, elderly groups, people with disabilities, walking and cycling advocates, and town centre interest groups, as well as community boards. Attention was also given to the benefits that could be gained by continuing to engage with community stakeholders beyond the end of the NAP project, which sometimes doesn't occur.

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Case study examples which illustrate this theme include:

Dunedin – South Dunedin Safer Routes/NAP

The Dunedin Safer Routes/ NAP project was an example of a truly collaborative style of engaging with the community, with the community actively involved throughout the investigation and implementation stages. This resulted in a high level of community buy-in and commitment to the project.

Similar to the Nelson case study, this project also highlighted the value of identifying creative and engaging ways of running public awareness campaigns which engage the community. In this case, two of the techniques used were considered particularly successful:
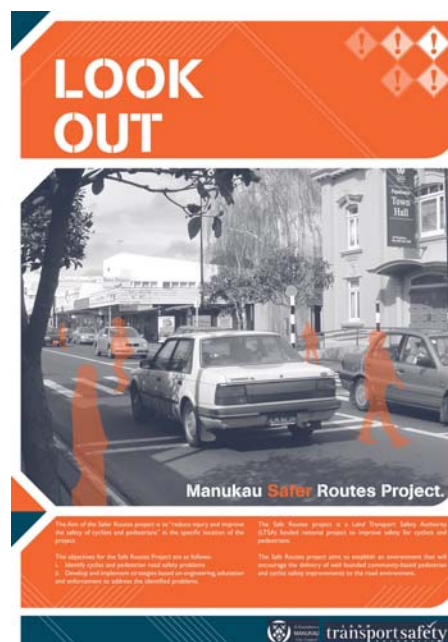
- "Silhouettes" – road side 'distractions' used to slow speed[7],
- Pavement art.

Manukau – Papatoetoe Safer Routes/NAP

The Papatoetoe NAP used extensive media coverage to build commitment and to disseminate information to the community. This was augmented by public meetings, the provision of manned stands on the street and in shopping centres, and a comprehensive household survey. The community survey was sent to approximately 30,000 people within the Papatoetoe ward. It achieved a response rate of approximately 10%. The public engagement was used to identify issues that the community felt were important. A major strength of the project was the use of empirical data, such as cycle and pedestrian counts and crash statistics, in order to ascertain whether a perceived issue was indeed a cause for concern or simply a perception created by a worn-out urban

environment. For example, if people viewed an alleyway as being scruffy and poorly maintained their perception of that route was negative, and they felt that it was dangerous, when in fact the empirical evidence did not prove this to be the case.

Liaison with the community through the elected representatives on the Community Board was an important form of communication which assisted in building commitment and trust between the community and the council.

The NAP co-ordinator worked with various representatives from a wide range of agencies and interest groups in order to prioritise and solve the identified problems. The council assimilated the information gained from the various community engagement activities and prioritised the actions and delivery programme according to budget and time constraints. Feedback to the community was undertaken via newspaper articles, a general media campaign, and reports to the Community Board.

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[7] For further information see http://www.ltsa.govt.nz/road-user-safety/walking-and-cycling/neighbourhood-accessibility-planning/docs/south-dunedin-nap-summary.pdf

The momentum of enthusiasm and energy that was generated within the community during the pre-planning phase was maintained through the execution of various activities and proactive media campaigning. For example, the community was kept updated through media releases and a road safety campaign called "LOOK OUT".

Nelson CBD Safer Routes/NAP

The Nelson Safer Routes Study used a local artists and actors forum to invent innovative ways to communicate the road safety education message regarding vulnerable CBD road users, such as pedestrians and cyclists.

This approach resulted in the creation of readily identifiable characters that cruised the Nelson CBD to deliver road safety messages. Flo and Slo, a cross dresser road safety old lady and her friend the Giant NZ Snail delivered the message of the need to drive slowly like a snail and watch for vulnerable road users, while Captain Car Door tried in vain to return the car door he collected from an un-observant motorist.

These characters created lots of fun, were excellent media to take to local schools, and are an ongoing resource for the safety message to be delivered in the Nelson CBD. They have also been used by other regions.

Photo above: Flo and Slo and Captain Car Door

Hamilton – Melville/Bader NAP

A theme highlighted in the Hamilton Melville/Bader NAP was the importance of collaboration and community engagement. Individuals within the community have been engaged in all aspects of the NAP to date, from the distribution of leaflets, to securing a venue for public consultation meetings. The Transport Community Programmes Co-ordinator project-manages the NAP, while many of the actions are undertaken by people within the community, stakeholder groups, and other council employees. Collaborative planning with experts

within Hamilton City Council, assisted with the provision of information and empirical data to support the initial data gathering and issue assessment at the pre-planning phase.

The project demonstrates the value of active community engagement in the close links that are continuing to be forged with the community house, Te Whare Kokonga and the community house coordinator. The Community House is a community owned trust which works with and for the community, organising programmes, services, activities and events for the Hamilton South community.

Working with existing community groups and community houses ensures that people at the heart of the community are engaged in the NAP from the outset. The Community House Coordinator advocates for the project and facilitates people within the community to deliver leaflets and arrange meetings. Meeting venues are always community based and often provided by the community policing for the area. This close involvement means that individuals within the community have began to take ownership of aspects of the NAP and feel part of the project, rather than feeling that it is a council project imposed upon them.

7 Case Studies Examples

This section presents an introduction to the case study examples that were examined in this research, and discusses how each of them can be used to illustrate one or more of the best practice themes presented. The purpose of this part of the research was not to evaluate the case studies against the best practice themes but rather, for each case study, to identify no more than four themes that the case study was useful for illustrating.

7.1 Nelson CBD Safer Routes/NAP

7.1.1 Project Focus and Drivers

The Nelson City Council participated in the national trial of the *Safer Routes Programme* which ran from 2004 to 2006, which was subsequently renamed NAP. The Nelson Safer Routes/NAP project focussed on the Nelson Central Business District (CBD), an area with high volumes of pedestrians and cyclists, along with high cycle and pedestrian crash rates. The objective of the programme was to improve cyclist and pedestrian safety in this area and encourage more cycling and walking.

The Nelson project was easy to sell to both Councillors and businesses as a programme to increase pedestrian activities, as it would have direct benefits for local business and the local economy. The NAP project also looked at encouraging cycling in the CBD and making cycling safer. Issues identified in this area for cyclists included high parking activity, reversing vehicles, and the need for cycle storage. These issues were more difficult to address but were also an important driver for the Nelson NAP.

The Nelson NAP ran parallel to a Crime Reduction Programme and CBD Landscape Enhancement Programme. The NAP process fitted well with these programmes, as walking volumes and good urban design on the street can assist crime observance and help crime reduction. Likewise, pedestrians want a pleasant experience so sculptures, landscaping trees, hanging baskets, and even interactive street theatre all encourage walking.

Photo 1. Nelson CBD with wide footpath clear of clutter and with publicly-funded hanging baskets adding colour and life to the CBD walking experience. The Nelson CBD has seen a growth in main street pedestrian volumes.

Photo 2. Achilles Lane, Nelson was closed in 2005 and the road formed into a pedestrian mall with cycle access. The NZ corrugated iron artist Geoff Robinson created these cabbage trees to add interest as, due to underground services, live trees could not be established.

7.1.2 Project Elements

The Nelson NAP project included a colourful education campaign and the completion of 23 engineering improvements valued at $1.3 million. Not all the engineering improvements were immediately implemented, and some are still be progressively implemented.

The programme elements focussed on the following six key areas:

1. Education and encouragement: Posters, pamphlets, street theatre, school visits and advertisements engaging the public and regular CBD users of safety issues and correct safety behaviour.

2. Crime prevention: both Police and volunteer street wardens patrolling streets at night to reduce crime and improve public behaviour.

3. Regulatory compliance: enforcement of sandwich board rules, and reduction of footpath clutter and illegal parking blocking pedestrian movements.

4. Engineering improvements: traffic calming, road closures and walkway creation, walkway signage, lighting upgrades, tactile pavers, cycle paths, cycle map boards, and covered cycle storage racks.

5. Landscape/Street culture enhancements: Sculptures, hanging baskets, street theatre, parades, busker festivals.

6. Asset management Level of Service (LOS) changes: Improved standards for street clutter bylaw, lighting levels in the CBD, new parking meters, cycle rack provision and new tactile pavers.

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Photo 3. Pedestrianisation of inner city streets with removed kerbs and introduced heritage features. This area can easily be converted to a CBD Plaza for fairs, open air theatre and festivals.

Photo 4. Nelson covered cycle rack for shoppers and tourist visitors.

7.1.3 Project Outcomes

Overall, the programme was judged to be very successful. The respondents felt that they would strongly recommend using a NAP study as a methodology for any local authority looking at enhancement of a business district or other transportation accessibility and safety projects. One of the major benefits identified was how the NAP process was seen to add value to the projects that were completed. One respondent commented that when you complete physical works projects to improve safety and accessibility, often after a period of time an issue arises that was unexpected and you realise that you may not have done the project the best way. They found that the NAP process identified a number of these issues and this meant that significant improvements were made to the design of the projects and ensured they were "future proof" and accommodated the needs of different users. This result would not have been achieved if the community and stakeholders had not been involved through a NAP project. Getting a project right the first time has significant long term economic benefits as 'there is nothing worse' than having to go back and retrofit.

The key outcomes of the programme included:

- The development of an ongoing educational campaign to continue delivering education within the CBD. This included educational characters costumes, advertising posters and pamphlets. This was an important outcome, as the issues and safety intervention needs do not disappear after the NAP budget runs out. There is a need for continued commitment to maintain outcomes.

- An increase in pedestrian numbers in the CBD, Trafalgar Street, saw a sustained pedestrian volume increase of 22.5% over 2006 and 2007, or 2,500 new pedestrians per day.

- A reduction in crime within the CBD in 2006, ranging from 7% to 30% for public disorder offences within the CBD.

- A significant crash reduction rate for cyclists and pedestrians, from a pre-project three year average of five annual pedestrian crashes and eleven cycle crashes, to a post-project reported crash result for 2007 of one pedestrian crash and no cycle crashes.

- An increase in cycle and walking commuters. The results of the 2006 census show Nelson City as having one of highest ratios of this group in NZ with over 17% of commuters choosing to commute by either walking or cycling.

Traffic Volume Changes	2005	2006	2007	Change
Hardy Street	7,500 veh/day	7,400veh/day	7,600 veh/day	No significant change
Bridge Street	4,800 veh/day	4,700veh/day	5,000 veh/day	No significant change
Pedestrian Volume	2005	2006	2007	Change
Central Trafalgar Street	12,650 ped/day	14,800 ped/day	15,500 ped/day	Steady pedestrian increase

Table 1. Changes to Traffic and Pedestrian volumes in Nelson.

Question	2003	2006	Change
Do you feel safe from Crime in the CBD during the Day	95%	97%	Increase
Do you feel safe from Crime in the CBD after dark	36%	40%	Increase

Table 2. Changes in public perception of safety from Crime in the CBD (Residents Survey).

Reported Crime with Nelson CBD	2005	2006	Change
All Offences	1070	999	7% reduction
Assaults	147	147	No change
Disorder	229	180	21% reduction
Wilful Damage	165	110	33% reduction

Table 3. Reported Crime Offences Nelson CBD

CBD Crash type	2003	2004	2005	2003 to 5 average)	2006	2007
Pedestrian crashes	2	7	5	5	3	1
Cycle Crashes	2	7	25	11	6	0

Table 4. Report CBD NZTA Crash History.
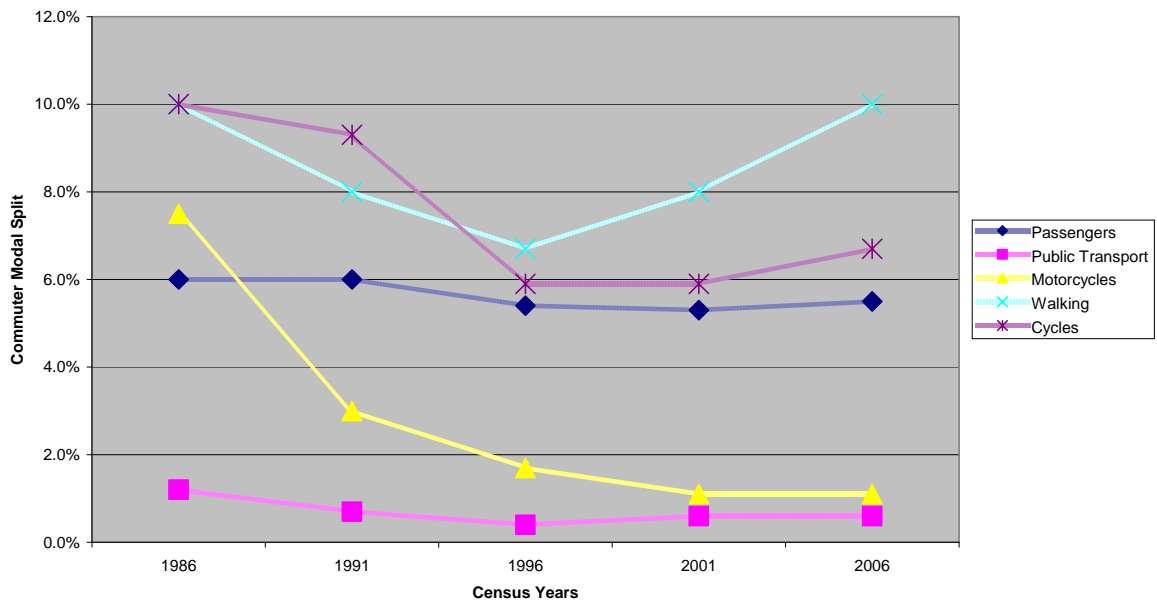
Nelson Census Commuter Modal Split

Figure 1. Nelson Census Commuter Modal Split.

Photo 5. Purpose-built under-veranda footpath street lights for Nelson CBD. Also removal of individual parking meters and control of shop sandwich board sign clutter.

7.1.4 Best practice themes highlighted

The key best practice themes highlighted by the Nelson Safer Routes programme were:

- Theme 1: Aligning NAP to other council policies, plans, strategies, and programmes.

- Theme 5: Ensuring adequate funding to implement the NAP.

- Theme 7: Collaborative planning.

- Theme 8: Community engagement.

Theme 1: Aligning NAP to other council policies, plans, strategies and programmes

The Nelson CBD programme was started with a strong strategic framework already in place. The Safer Routes scoping report reviewed the existing strategic goals for the CBD, and quickly identified that a strong strategic policy existed within Council for creating a more sustainable, people-friendly, safe and aesthetic inner city environment.

Once the existing policy framework was identified and acknowledged, the political and management support for the project was strong and permitted the project to obtain strong support for implementation measures.

The policy framework included:
- LTCCP community outcomes

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- RLTS objectives for walking and cycling
- Roading asset management plan levels of service
- Pedestrian and cycling strategy outcomes
- Inner city enhancement studies, landscape plans
- CBD parking studies
- Crime prevention initiatives.

An analysis of the policy framework allowed objectives or proposed work which had not been completed to be identified, and its implementation and improvement promoted.

A good example was a planned improvement to the CBD lighting. Through the Safer Routes/NAP Project, personal safety and high crash rates at night were identified as key issues. The Council had a lighting upgrade planned. From public user group forums, public perception feedback, and night site visits, it was identified that there was a pressing need to increase the scope of the lighting upgrade, using Crime Prevention through Environmental Design (CPTED) principals, to include significant pedestrian lighting. A further result of this was that the Asset Management Plan lighting LOS for the CBD was increased to include a footpath lighting standard.

Theme 5: Ensuring adequate funding to implement the NAP

The Nelson Safer Route/NAP had a financial budget allocated and had CBD enhancement funds programmed in the Annual Plan. It also had set aside Minor Safety funding to support the outcomes of the study. The outcomes of the study were used to enhance the programmed works, and in many cases improved the final outcome.

A good example is the planned improvement to the CBD lighting. Through the Safer Routes Study, personal safety and high crash rates at night were identified as key issues. This allowed Council staff to obtain Council approval to increase the funding level from $300,000 to $600,000 and to obtain partial financial assistance from Land Transport NZ.

Another good example was a programmed parking meter upgrade. Following the identified pedestrian clutter problem within the CBD, Council agreed to increase the funding for meter replacement and move to 'pay and display' machines, and remove all the CBD single meters.

Theme 7: Collaboration and partnership

The Nelson Safer Routes Study had a unique and very successful partnership with NZ Police and Safer Community Council. Through the NZ Police Crime Prevention Programme, the Safer Community Council ran parallel to the Safer Routes Study a Crime Prevention Programme termed 'Safer City'. This programme identified high crime issues in the CBD and had high-visibility Police and volunteer patrols in the CBD. Running these programmes in parallel created a high level of safety in the CBD and encouraged more pedestrian activity. In turn, more pedestrian activity led to more passive observance, which helped to lessen crime.

This partnership also extended to key projects where it became a new Council Policy to undertake CPTED studies of all CBD Projects, demonstrating upward Strategic Policy flow. CPTED elements provided included the removal of walkway entrapment spots, better walkway lighting, better CCTV coverage of CBD, and closing at night some CBD walkways. These measures were undertaken in close partnership with NZ Police and

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Commerce Nelson.

Theme 8: Engaging the community

The Nelson Safer Routes Study used a local artists and actors forum to invent innovative ways to communicate the road safety education message regarding vulnerable CBD road users, such as pedestrians and cyclists.

This approach resulted in the creation of readily identifiable characters that cruised the Nelson CBD to deliver road safety messages. Flo and Slo, a cross dresser road safety old lady and her friend the Giant NZ Snail delivered the message of the need to drive slowly like a snail and watch for vulnerable road users, while Captain Car Door tried in vain to return the car door he collected from an un-observant motorist.

These characters created lots of fun, were excellent media to take to local schools, and are an ongoing resource for the safety message to be delivered in the Nelson CBD. They have also been used by other regions.

Photo above: Flo and Slo and Captain Car Door

7.2 South Invercargill Safer Routes/NAP

7.2.1 Project Focus and Drivers

The Invercargill NAP project focussed on the area around Elles Road, which is one of the two main arterial routes in South Invercargill. Elles Road runs south from State Highway 1 for 3.5 kilometres to where it re-intersects with State Highway 1. Elles Road services a number of significant facilities, including Southland Hospital, Rugby Park, Splash Palace (aquatic centre), South City Shopping Centre Mall, as well as a number of schools. It is also adjoined by the city's green belt for some distance.

There were a number of key drivers which influenced the project. One of the most important was a review of the number of schools in the area, initiated by the Ministry of Education in 2003. This review resulted in ten schools within the project area being reduced to five, and the catchment of schools increasing from 1km to 3km. That meant that the patterns of how people moved to and from school changed, including both the distances of travel and routes to and from school. For those on the edges, attendance was made much more difficult. As part of the consultation with the wider community, the project highlighted a number of issues. For example, one respondent explained:

> *"But one of the things I found out from those people was that because the schools had changed, kids that would normally have gone to their local school travelled through (the study area)…so that meant that there were some crossovers that didn't happen before…so those people were having difficulties in training their kids in how to use the (new routes)…"*

Other key drivers included:

- "Pride in the South": Pride in the South was a politically-driven attempt to 'improve' South Invercargill, which is still happening.

- Crash Reduction Studies: The Invercargill City Council was concurrently undertaking a crash reduction study.

- Southland Hospital Redevelopment: During the project, the new Southland Base Hospital was completed. This was a brand new hospital building on the same site. This changed a number of patterns in terms of localised vehicle movements and parking.

7.2.2 Project Elements

The investigation stage of the project encompassed a wide range of information collection activities, including wide public consultation and observation. A major aspect involved the Safer Routes Co-ordinator driving and walking around the project area, stopping and watching what was happening, going into shops and talking to people, and talking to pedestrians. This was done at different times of the day, and on different days.

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A major driver of the NAP project was the issues raised by the schools review in Invercargill. The council needed to make a number of improvements in the vicinity of school sites (footpath improvements, bus stops, bus service) simply because children were now coming to school from a different direction, and in greater numbers. Amongst other things, this required an amount of observation to see where the problem areas were, so that some ideas to solve them could be found.

One of the challenges of this aspect of the programme was that the cyclists heading to some high schools were difficult to find, as they were not using main arterials (which have cycling lanes off the carriageway), but instead were using more indirect, but more sheltered routes to school. Finding where the cyclists were 'hiding' required some innovative thinking in terms of trying to think where to go to look for them.

Another challenge was that the schools review began after the NAP project planning had begun and initially the project planning had identified access improvements associated with schools that would be closed after the review. This required successful management of these dynamics and project adaptation. This scenario highlights the importance of flexibility in project planning.

The NAP project identified:

- Twenty-seven separate 'New initiatives' – over half of which were physical works recommendations; the others were around education and review of Council policy.

- Ongoing 'support' of 18 existing initiatives, such as upgrading of road markings, light renewals and publicity of upgrade works.

One element of the programme was the NAP coordinator facilitating the training required for the schools particularly affected by the schools review, in terms of the way children had to cycle to school. This required liaison with the New Zealand Police and Cycling Southland, who were running these programmes, to get them to go and talk to those schools first.

The programme also resulted in the setting up of the 'Southland Disability Scooter and Power Chair Association' to liaise with these.

The physical works included:

- Intersection improvements;

- Relocation of a bus stop outside New River School;

- Changes to parking restrictions outside Southland Hospital;

- Change in road markings for cycle lanes;

- 'Vertical Footpaths Programme' – a smoothing-out of footpaths where there were large changes in vertical alignment; and

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- Safety upgrade at the Waihopai River Railway Bridge (outside of project area but a significant safety issue).

Photo 6. One of the projects implemented, which included vegetation spreading at centre left and speed platform centre right. The vegetation intentionally obscures visibility leading up to the intersection. This coupled with the speed platform forces vehicles to slow.

Photo 7. Chesney/Scott Street Intersection which was 'Teed – up'; a physical outcome of the NAPS programme.

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7.2.3 Project outcomes

One of the major outcomes for this project was improved community perception of and confidence in the council. Prior to the NAP there had been a community perception that the council did not spend much money on this part of town so the work in the area improved public confidence in council.

Another major outcome has been in crash reduction. While no formal before and after studies have been conducted, it was noted that the Chelsea/Scott Streets intersection had been one of the twelve worst intersections in Invercargill and since the works have been completed, there have been no recorded crashes at the intersection.

7.2.4 Best practice themes highlighted

The project highlighted the following best practice themes:

Theme 1: Aligning NAP to other council policies, plans, strategies and programmes.

The NAP programme was able to align with a number of activities Council was already undertaking in South Invercargill, including:

- 'Pride in the South' – this is an initiative driven by Councillors to rejuvenate the South City. One of the issues that came out of consultation was the issue around road safety.
- The Invercargill City Council roading department was undertaking a Crash Reduction Study across the city.
- A number of forecast works (Minor Safety) in Council's Forward Works Programme
- The 2007/2008 Annual Plan which has an objective to "…upgrade the District's roads to the required standards and in a way that minimises safety hazards."

This policy alignment meant that the outcomes of the study were compatible with what Council (through other processes) had identified as being important, thus making them easier to implement.

It also helped that the NAP coordinator was 'located' within the Roading Department, rather than other departments such as Community Development or Planning. The Roading Department is the place where roading improvements are identified, designed and managed. Thus the NAP coordinator had daily exposure to the people with the mandate and resources to see physical works undertaken.

Theme 4: Getting the project scope right

In the South Invercargill Safer Routes/NAP project, project leaders felt that one of the key enablers for their successes was getting the project scope right and not trying to do too much over too large an area .

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Theme 6: Getting the timing right, keeping momentum, and achieving outcomes on the ground

One of the key themes highlighted by the Invercargill project is the importance of achieving outcomes on the ground, which was possible due to the Invercargill City Council having a financial commitment to the programme.

The public consultation undertaken during the NAP project served to highlight what the public perceived as accident black spots in the study area. Unusually, these were intersections with excellent visibility; however they had an extremely high crash rate. While, the intersections had been highlighted during the Invercargill City Council's crash reduction study as intersections that would need work, they were not high on the priority list. Because there was a large degree of crossover between the community's perceptions and areas highlighted in the crash reduction study, based upon CAS data, Council pushed these particular works forward so they were completed quickly.

One respondent explained:

"We didn't muck around with that one, we put a speed platform in and vegetation spreading in pretty much straight away. And that is buy-in, that is local buy-in, when people are actually willing to part with some funds."

The ability of the programme to be used to prioritise a project of concern to the community showed those within the study area that something was actually being done, i.e. a tangible, visible improvement. This is essential in getting further community buy-in and for keeping momentum for NAP projects.

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7.3   Dunedin – South Dunedin Safer Routes/NAP

7.3.1   Programme focus and drivers

The South Dunedin NAP project was one of the original pilot Safer Routes projects. The major drivers for this project were the request from the then Land Transport Safety Authority to be part of the trial, and the funding that was made available for the trial, rather than the project being driven by the community. The area for the project was identified based on crash data.

The NAP area included 5 major roads in South Dunedin.

The objectives of the project were:

- To audit 5 major roads, list engineering requirements and integrate them into the Council's work plan.

- To work with the community to determine the priority for those items.

- To identify the main issues for cycling and walking in the area.

- To work with the community to identify education and enforcement activities to address these issues (Parker, 2007).

7.3.2   Project Elements

The major programme elements were an extensive community engagement programme and a collaborative data-gathering exercise to identify issues for the area, a major public education and enforcement campaign, and a small number of targeted engineering projects, focused on specific target audiences, including:

- Installing kerb crossing ramps at each intersection on at least one side of each of the 5 major roads.

- Installing new pedestrian crossing points near schools.

- Removal of cats-eye markers where they create a hazard for cyclists.

- Removal of cycling pinch points and upgrade crossing points.

- 'School Zones' signs with flashing lights (linked project from other project budget).

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Photo 8. Example of Pavement Art (Photo taken from http://www.ltsa.govt.nz/road-user-safety/walking-and-cycling/neighbourhood-accessibility-planning/docs/south-dunedin-nap-summary.pdf)

7.3.3   Project outcomes

The key outcomes of this project were seen to be building stronger relationships between the council and community, and a strong community resource in terms of the working group established. Several of the public education campaigns were also seen to be major successes of the project. In particular, the 'silhouettes' were seen as a strong marketing tool, and the pavement art was seen as popular and cost-effective action. The focus on particular vulnerable road users was also seen as beneficial. Evaluation of the project (Parker, 2007) showed that the silhouettes were very effective in gaining people's attention, with 31% of pedestrians and 64% of cyclists surveyed recalling seeing them one year after the programme had finished. The pavement art was also relatively effective in gaining attention with 15% and 9% recall (respectively).

The impact of the project on accessibility and safety, and more broadly environmental, social and economic wellbeing were hard to judge based on the results of the full evaluation (Parker, 2007). However, the findings of the evaluation show little evidence of even immediate outcomes (based on public perceptions of improvement) being significant with the overwhelming majority of people surveyed observing no change in speed of motor vehicles or improvements to pedestrian and cyclist safety.

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7.3.4   Best practice themes highlighted

Theme 3: Having strong project leadership and management

One of the strengths of the Dunedin Safer Routes/ NAP project was the strong leadership provided by the facilitators, even though there was a change of facilitator over the course of the project. The facilitators were perceived by the community and key stakeholders as providing strong leadership, particularly in their attempts to run a truly inclusive and collaborative programme that involved the community in all stages of the project, from problem identification and scoping through to implementation. The strong leadership enabled a high level of community engagement and commitment to the project.

Theme 8: Engaging the community

The Dunedin Safer Routes/ NAP project was an example of a truly collaborative style of engaging with the community, with the community actively involved throughout the investigation and implementation stages. This resulted in a high level of community buy-in and commitment to the project.

Similar to the Nelson case study, this project also highlighted the value of identifying creative and engaging ways of running public awareness campaigns which engage the community. In this case, two of the techniques used were considered particularly successful:

- "Silhouettes" – road side 'distractions' used to slow speed[8],
- Pavement art.

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[8] For further information see http://www.ltsa.govt.nz/road-user-safety/walking-and-cycling/neighbourhood-accessibility-planning/docs/south-dunedin-nap-summary.pdf

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7.4   Hamilton – Melville/Bader NAP

7.4.1   Project Focus and Drivers

Hamilton City Council (HCC) was one of the councils that participated in the Safer Routes project pilot, which was the forerunner to the NAP. Building on the experiences of this programme, HCC approved a proposal to run a full NAP project for the Melville/Bader area of the city. This project is still in progress, so many of the actions are planned rather than completed.

The HCC chose this area by examining different neighbourhoods within the city in order to 'judge' their suitability for NAP. The selection process involved significant discussion and information sharing across relevant services of Council to ensure that all interested parties within the City Council were engaged in and committed to the process of NAP and, therefore, would support the outcome and implement constructive measures.

The selection criteria included examining for each neighbourhood: existing issues, accessibility by different modes and for mobility-impaired residents, and whether or not there were community leaders ready and willing to engage in a NAP.

The Melville/Bader neighbourhood was chosen because there was demonstrated commitment from neighbourhood leaders, the need for infrastructure improvement projects that would make a real difference to the neighbourhood, and opportunities for ongoing neighbourhood improvements.

One of the initial concerns raised by the Melville/Bader community was access to and through local alleyways. This issue had been raised in submissions made to council as part of the LTCCP process. Some residents viewed these access routes as a dangerous place at night, where people 'hung out' in order to engage in anti-social activities. Others viewed the alleyways as primary connecting routes between different streets that were used as short cuts by the members of the community for example, the mobility-impaired and children. The issues concerning the alleyways created a conflict of views within the community. One element of the community was calling for the alleyways to be closed, thereby preventing anti-social behaviour taking place next to their backyards, whilst the other element was reliant on the alleyways for connectivity to friends, neighbours and services.

Another focus for the community was improving the Normandy/Bader intersection. The community was already working with Transit NZ to improve the intersection and create safe crossing points for pedestrians. This was in response to the community highlighting safety issues relating to children crossing the highway at this intersection. This project is not a NAP project but provides useful connections with neighbourhood groups with a specific interest in transportation.

Overall, the objectives of the NAP project are to:

- maintain and improve the local area transport infrastructure;

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- increase safety and the perception of safety;

- identify cyclist, pedestrian and shared-mode user safety and access problems (including perceived barriers);

- develop and implement a variety of strategies and projects, including environmental improvements, education, enforcement, promotion and policy to address identified transport problems.

7.4.2 Project Elements

This NAP is currently one year into the two year project. A project plan is in place which provides a framework for the continued implementation and monitoring of this project. Although a number of focus areas have been identified in this community, more are likely to emerge as the process continues.

In the pre-planning phase, a strategic picture of the neighbourhood was constructed, based on data collection from accident and traffic data, as well as public opinion and planning submissions. The programme identified key aims, objectives and principles from this information.

Actions to date have included establishing relationships within the council to supply information where appropriate and to provide a forum for feedback. Relationships and a flow of information were established at the pre-planning stage, and the contacts will be maintained throughout the duration of the project. Key stakeholders outside the council were contacted and incorporated into the communication process. These included community leaders, police, neighbourhood advisors, the DHB and Te Runanga O Kirikiriroa (the Maori representative in the area), the community house (Te Whare Kokonga), and local schools. These stakeholders assisted in developing a community profile.

Resident surveys were undertaken in the area to establish the issues and opportunities relating to the alleyways in that community. A variety of users, including: walkers, cyclists, mobility-impaired, older people, children, public transport users, and users of shared modes were amongst the community surveyed.

An interesting result of the surveys showed that 60% of the people in the area used the alleyways for accessing streets, neighbours and services. During the consultation process, many people changed their original opinion, which was to close down the alleyways, and realised that they were an important thoroughfare that required improved maintenance and management in order to stay open.

Residents have been kept informed through flyers to properties and the creation of a designated information board at the community house. Existing community groups were used to communicate face to face with residents and to provide a forum for questions and answers.

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Experts within Council continue to be engaged when appropriate and have assisted with recent consultation to discuss landscape design options for the alleyway.

The NAP programme is continually feeding back information and guidance to politicians and policy makers to influence future development in the city. This is done in the hope that it will enable decision makers to provide safer and more accessible journeys in the future.

The evaluation process is due to take place between March 2010 and June 2010.

The programme progress to date includes:

- A presentation to council members outlining the various options and solutions;

- City Development Committee approval of the recommendations presented in the options report;

- Building relationships with community groups from outside council to identify actions for improvement;

- A door-to-door survey of those living close to the alleyways;

- A CPTED safety assessment of a number of alleyways;

- Graffiti control has now been undertaken in the alleyways which are now part of a regular removal programme;

- Glenview Community Police have undertaken night patrols around the alleyways as an interim measure until other more sustainable solutions can be provided;

- Transportation services have considered current maintenance contracts and methods to improve glass and rubbish removal.

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Photo 9. Photos of Alleyways (taken from Hamilton City Council Connecting Pathways Reports)

7.4.3   Project outcomes

This project is not yet complete, therefore, outcomes can not yet be measured. To date the major project that has been developed under NAP has gained the support of the council.

7.4.4   Best practice themes highlighted

This project highlights the following themes:

- Theme 3: Having strong project leadership and management;

- Theme 6: Getting the timing right, keeping momentum and achieving outcomes on the ground;

- Themes 7 and 8: Collaboration and Community engagement.

Theme 3: Having strong project leadership and management

The leadership provided by the Transport Community Programmes Co-ordinator in the Hamilton Melville/Bader NAP project was identified as being critical to maintaining the momentum of this project. In particular, her enthusiasm and dedication to the project, and her local knowledge of the area was seen as important to contributing to the overall success of the project.

Theme 4: Getting the project scope right

Because wider social problems in the Melville/Bader area were recognised, it was considered that the initial focus on transport safety was too narrow. The project needed to be broadened to ensure that these issues were understood and considered when planning initatives.

Theme 6: Getting the timing right, keeping momentum, and achieving outcomes on the ground

One of the themes highlighted in the Hamilton Melville/Bader NAP project was the community buy-in gained by commencing the alleyways project in a timely way. Ensuring momentum for this project is likely to prove crucial to the success of the larger NAP project. Reflecting on the range of data gathered for areas across the city, the information collected indicated a readiness in that community for this type of project, this to date has proved to be true.

Theme 8: Engaging the community

A theme highlighted in the Hamilton Melville/Bader NAP was the importance of collaboration and community engagement. Individuals within the community have been engaged in all aspects of the NAP to date, from the distribution of leaflets, to securing a venue for public consultation meetings. The Transport Community Programmes Co-ordinator project-manages the NAP, while many of the actions are undertaken by people within the community, stakeholder groups, and other council employees. Collaborative planning with experts within Hamilton City Council, assisted with the provision of information and empirical data to support the initial data gathering and issue assessment at the pre-planning phase.

The project demonstrates the value of active community engagement in the close links that are continuing to be forged with the community house, Te Whare Kokonga and the community house coordinator. The Community House is a community owned trust which works with and for the community, organising programmes, services, activities and events for the Hamilton South community.

Working with existing community groups and community houses ensures that people at the heart of the community are engaged in the NAP from the outset. The Community House Coordinator advocates for the

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project and facilitates people within the community to deliver leaflets and arrange meetings. Meeting venues are always community based and often provided by the community policing for the area. This close involvement means that individuals within the community have began to take ownership of aspects of the NAP and feel part of the project, rather than feeling that it is a council project imposed upon them.

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7.5   Tauranga – Greerton Safer Routes/NAP

7.5.1   Project Focus and Drivers

This case study is another one of the original Safer Routes trial projects. It started in 2004 as a Safer Routes project with one school – Greerton Village School, but as this progressed, the wider community became involved. The project over time became more NAP-related, and became the Greerton Safer Routes Neighbourhood Accessibility Project. Subsequently a second primary school also became involved.

The objectives of the Greerton project were to:

- Improve safety of road users – particularly high-risk groups such as pedestrians and cyclists;

- Increase road safety awareness in the wider community;

- Encourage the community to take ownership of local road safety issues;

- Reduce school-related car journeys, thereby reducing traffic congestion and pollution;

- Increase the level of health and fitness;

- Encourage new road safety initiatives that can benefit the wider community;

- Reduce the number of casualties of vulnerable road users (particularly pedestrians and cyclists);

- Increase pupil independence and road sense.

7.5.2   Project Elements

The main project elements included:

- Bringing a range of stakeholders together to discuss and develop ways of addressing safety and access issues;

- Using community input to identify risks, develop solutions, and achieve implementation;

- Involving a cross-section of Tauranga City Council teams/units;

- Implementing an integrated package of environmental engineering, enforcement, education and encouragement interventions often linked to School Travel Plans.

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The project implementation included:

- Improving routes in and around Greerton with improved pedestrian crossing points (e.g. upgraded pram crossings, installation of pedestrian refuges);

- Minor safety work at intersections;

- Extensive work with two primary schools to reduce school related car journeys, thereby reducing traffic congestion and pollution;

- Programme of walking school buses with tickets and passports, and a reward system;

- Develop two school Travel Plans;

- Advertising, newsletters community involvement, and education of all road users, pedestrian and cyclists, and general traffic population;

- 'Be Safe, Be Seen, Be Considerate' campaign;

- Education campaign targeting mobility scooter users;

- Facilitation of a mobility scooter club.

Photo 10. Photos of the walking school bus

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Photo 11. Sign marking one of the drop off zones

7.5.3   Project outcomes

The key outcome identified from this project was the creation of improved and/or longer term relationships between various organisations, agencies, and community groups involved in the NAP project. As a result, the community has taken ownership of local road safety issues. This is demonstrated by the buy-in to the two school travel plans, with ongoing interest in the village newsletter and through the schools. The community is also showing much greater sense of "community" and general fitness, which has had many other spin-offs. Other evidence of the increased community ownership of road safety issues is the formation of the mobility scooter club and feedback that members of the public now feel able to contact Council directly about road safety concerns.

There has been no before and after data collection on key outcome areas and the evaluation of this project is still in progress, however, observation and feedback indicates that there has been a substantial reduction in congestion around the school from the creation of two drop off zones with 'walking shuttles' 200 and 400 meters away from the school. This has improved perceived safety around the school. There is also a perception that the actions have reduced car trips to the school. Early results from the evaluation suggest that 45% of students were walking to school from the drop off zone, 65% were walking home, and the school gate chaos was eliminated.

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The community buy-in to the Greerton NAP has also had positive spin-offs for building commitment to school travel planning in other areas of Tauranga. For example, compared with 2004 when Tauranga City Council had no involvement in these types of community campaigns, there are now, city-wide:

- 40+ walking school buses;

- 150+ parent/caregiver co-ordinators who support the walking school buses;

- 19 schools taking part in Feet First Week 2008.

7.5.4 Best practice themes highlighted

This case study highlights the following themes.

Theme 1: Aligning NAP to other council policies, plans, strategies and programmes

The Tauranga Greerton Safer Routes/NAP project demonstrates the benefits of integrating NAP with other council programmes and plans. This project was integrated with school travel planning and the Greerton Neighbourhood Plan (a plan produced by the resource management planners of council). The benefits of integration were that:

- The Council had established some of the contacts within the area and was already visible.
- It allowed for good alignment with implementation.

It was also noted that having an integrated approach across council, community groups, and agencies, meant that there was good continuity and achievement of goals. For example, when the walking school buses started, the engineering measures were in place (improved 'assembly' areas, pedestrian crossings), and enforcement was done outside the schools for parking infringements and speed infringements. The education campaign also ensured that parents and children were much more confident and felt safer with walking to school. However, attention needs to be paid to not duplicate efforts.

Theme 3: Having strong project leadership and management

There is a 1.5 FTE Travel Safety role within Tauranga City Council, which sits within the roading team. Having the coordinator sit within Roading has the added benefit of creating awareness of funding streams, and improving co-ordination with things such as minor safety works and capital works. The Travel Safety coordinator also has a link with the resource management planning team, which has provided great inputs, particularly with respect to the future growth and development of Greerton. The planning team was also responsible for developing the Greerton Neighbourhood Plan (RMA-driven plan). The level of buy-in to the project from the schools and community was considered excellent, with the enthusiasm of the Travel Safety Co-ordinator identified as one of the main factors contributing to the success of the project.

Another source of leadership considered important by the Tauranga City Council staff involved was the support, encouragement, and assistance provided by Land Transport NZ staff during all phases of the project.

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7.6   Manukau – Papatoetoe Safer Routes/NAP

7.6.1 Project Focus and Drivers

This project was one of the original Safer Routes pilot projects. The Safer Routes project was timetabled to run between 2004 and 2006. However, due to the need to identify funding, many of the infrastructure improvements occurred outside this period, and there are still some outstanding infrastructure projects planned but yet to be completed.

The focus of the project was two shopping precincts located in Papatoetoe; these locations are separated by less than a kilometre. The first area is located at Hunters Corner and included an older style mall called 'Hunters Plaza' plus shops along Great South Rd. The second area was Old Papatoetoe, which was identified as a key 'growth area' in the Auckland Regional Growth Strategy. The NAP covered the whole suburb, which amounted to a large geographical area.

The area included a number of activities, in terms of shopping centres and schools, with most destinations being walkable/cycleable (within 2.5km and with a flat topography). The area is also serviced by a railway station and an arterial route - the Great South Road.

Despite the number of activities in the area, it was observed that there were not many people walking and cycling. Many of the issues that arose from public consultation related to environmental problems, such as dog excrement, litter, prostitutes standing in alleyways 'touting' for business, graffiti and items that created a perception that the environment was not safe (see Photos below). Therefore, there was a strong emphasis to try and encourage more walking and cycling in the area by improving walking and cycling facilities and addressing the safety concerns raised.

The aim of the project was to identify cyclist and pedestrian road safety issues, to provide for all types of cyclists, from recreational to commuters, and to see a real increase in walking and cycling in the area. The strategy developed was focused around "the four E's: Engineering, Education, Enforcement and Encouragement".

Although there were three schools within the NAP area, only one of them became directly involved in the NAP process. However, this school did go on to prepare and implement its own school travel plan.

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Photo 12.Photos of parts project area before actions were completed (Photos provided by Manukau City Council)

7.6.2 Project Elements

Key elements of the programme included improving:

- accessibility to the main shopping centres, including walking and cycling connectivity between them;

- the perception of safety in the area thorough environmental, landscape, and architectural design and the provision of new supporting infrastructure;

- alleyways, cycle paths and footpaths;

- improved pedestrian crossing points.

The NAP encompassed education, encouragement and enforcement and was targeted at pedestrians, cyclists and drivers.

Longer-term strategic improvements were also included in the NAP. Traffic signals for congested intersections were incorporated into a broader engineering strategy, and a study was undertaken to move the pedestrian crossing in Old Papatoetoe to provide an improved crossing point for pedestrians. Engineering works were programmed for implementation within two years from completion of the NAP. Footpath improvements, cycle lanes (through the Walking and Cycling strategy), and general maintenance were also included in the programme of works. A landscape architect was employed to undertake a design for the upgrade of a degraded walkway/cycleway between Hunter's Plaza and Old Papatoetoe.

An activity day, which focussed on schools, promoted pedestrian safety within a structured education programme. This was achieved through awareness-raising activities. Each school sent a number of children to represent the school.

A speed-monitoring survey was undertaken as part of the enforcement activity for the NAP. The speed of vehicles was monitored on a road adjacent to the schools which had a poor crash record. Speeding drivers were sent a letter as part of the 'enforcement' and this was supported by a media campaign, which was aimed at reinforcing the safety message with regard to exceeding the speed limit. After the awareness-raising and marketing campaign, the same stretch of road was re-surveyed to establish whether or not there had been any recorded affect on the average speed of vehicles. Any speeding vehicles were then fined.

7.6.3 Project outcomes

The NAP was very effective in addressing problems and issues that were identified by the community and through the preliminary data collection stage. The NAP also helped to build trust between the community and the council, and helped to strengthen relationships. The NAP was also a positive factor in stimulating community cohesion.

For example, results showed that speeds did reduce during the campaign period and immediately after the event, but the council remains unsure whether the reduction was

maintained. The speed and enforcement element of the NAP took place over the two year NAP project.

Overall, it is difficult to provide 'evidence' of the outcomes of NAP because of the long timescale between the start of the NAP project and the delivery of some of the engineering and infrastructure improvements. As a result there are other factors that could have affected outcomes, like peoples' mode choice or willingness to shift mode. For example, an increase in walking and cycling around the town centre could have been affected by improvements to the town centre, and, therefore, cannot be directly attributable to the success of the NAP.

7.6.4   Best practice themes highlighted

This case study highlights the following themes.

Theme 2: Getting council and community 'buy-in' to NAP
In the Manukau Papatoetoe Safer Routes/NAP leadership was provided by the community board, and this proved to be a main driver and huge benefit to the implementation of the NAP. The Community Board also acted as a conduit for improved communication streams between council officers and members of the community.

Theme 3: Having strong project leadership and management
The drive and determination of the NAP co-ordinator and the council's project manager was identified as one of the main drivers for maintaining the momentum of the Manukau Papatoetoe Safer Routes/NAP. The co-ordinator was a self-motivated individual who was able to lead and direct the community through various NAP projects. The NAP coordination contractor was an experienced ex-council officer and, therefore, had a good understanding of existing council processes and departments that could influence the NAP project. The council project manager who championed the NAP was seen as essential for the delivery of a successful and timely project. Leadership was also provided by the community board, and this proved to be a main driver and huge benefit to the implementation of the NAP. The Community Board also acted as a conduit for improved communication streams between council officers and members of the community.

| **Theme 6: Getting the timing right, keeping momentum, and achieving outcomes on the ground** |
| --- |
| In the Manukau Papatoetoe Safer Routes/NAP, the achievement of 'quick wins' was important in maintaining the momentum of the project. Within the two year timeframe a number of minor safety works, pedestrian crossing improvements, kerb alignments and landscaping activities were undertaken. These were seen as important visual messages to the community that something was being done to improve the physical environment and, in the case of Papatoetoe, they were instrumental in maintaining the momentum. Even so, in retrospect the NAP co-ordinator would have liked the opportunity to be able to fast track more of the physical works. |

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Theme 8: Engaging the community

The Papatoetoe NAP used extensive media coverage to build commitment and to disseminate information to the community. This was augmented by public meetings, the provision of manned stands on the street and in shopping centres, and a comprehensive household survey. The community survey was sent to approximately 30,000 people within the Papatoetoe ward. It achieved a response rate of approximately 10%. The public engagement was used to identify issues that the community felt were important. A major strength of the project was the use of empirical data, such as cycle and pedestrian counts and crash statistics, in order to ascertain whether a perceived issue was indeed a cause for concern or simply a perception created by a worn-out urban environment. For example, if people viewed an alleyway as being scruffy and poorly maintained their perception of that route was negative, and they felt that it was dangerous, when in fact the empirical evidence did not prove this to be the case.

Liaison with the community through the elected representatives on the Community Board was an important form of communication which assisted in building commitment and trust between the community and the council.

The NAP co-ordinator worked with various representatives from a wide range of agencies and interest groups in order to prioritise and solve the identified problems. The council assimilated the information gained from the various community engagement activities and prioritised the actions and delivery programme according to budget and time constraints. Feedback to the community was undertaken via newspaper articles, a general media campaign, and reports to the Community Board.

The momentum of enthusiasm and energy that was generated within the community during the pre-planning phase was maintained through the execution of various activities and proactive media campaigning. For example, the community was kept updated through media releases and a road safety campaign called "LOOK OUT".
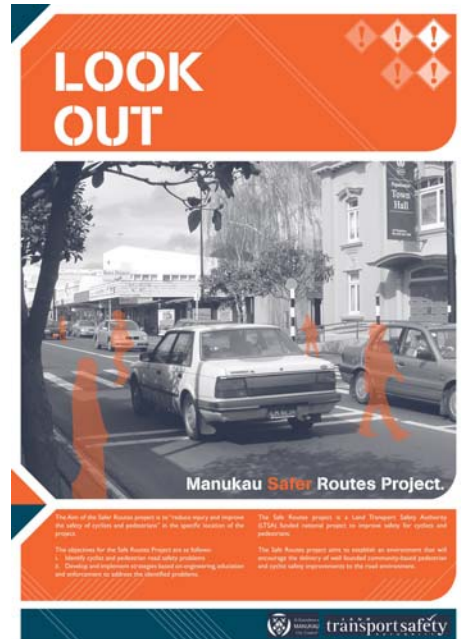
8   Suggestions for tools, resources and/or information

All respondents were asked for suggestions for tools, resources or other information that would help promote or implement NAP project.

Information required to promote NAP includes:

1. Sharing results from other NAP projects.

   Well-evaluated NAP projects/case studies that have already been done (1, 4).

   The A3 summary posters have been helpful to provide authorities with a visual overview of how NAP projects have worked. More regional variations of these would be helpful at the 'interest' stage (3).

   One of the best ways to 'promote' to others is to share the success stories. If any of the original pilots have shown to be significantly successful in both process and defined health and safety outcomes for their neighbourhood/commumity, these need to be showcased (4).

   Published case studies of 'demonstration NAP projects (19).

2. PowerPoint presentation to council departments is a useful tool for gaining commitment from within the Council organisation. Area-specific maps showing schools, supermarkets, health centres, cycle routes, bus routes and services are useful in enabling the determination of areas to be selected for a NAP (14).

3. Comprehensive NAP training for Education Advisors (1, 3).

   We have all READ the guidelines but we need practical knowledge and experience. I would like to see a training programme developed where we meet with coordinators and authorities who have implemented NAPs (in more than one region), go on-site and walk and cycle around the 'neighbourhood'. We need hands on experience from experts so we can develop our knowledge to become experts. Local authorities must have confidence in our knowledge and advice to have the confidence to commit to the project (3).

4. Regional Road Shows (1, 4).

5. Short Video documentary resource on Web or DVD (24)

6. Presentations at Local Government NZ conferences (1).

7. Good financial subsidies.

Good advertising material, researched and proven outcomes and attractive financial subsidy (16).

Suggestions for information required to help implement NAP projects included:

1. Support groups for NAP co-ordinators (1, 18).

    A regional group could be set up to allow NAP co-ordinators to network effectively (LTNZ or ARTA could facilitate this group) (18).

2. NAP co-ordinator support, training, and guidance (19, 16).

    (Detailed) guidance is needed for NAP co-ordinators/facilitators, and Land Transport need to facilitate management and dissemination of knowledge acquired in the process of developing NAP projects in New Zealand (19).

    Any tools developed need to be developed in conjunction with TLAs [TAs] so that TLAs get things that work on the ground. TLAs need to use each other's information. (18)

3. Methodology for undertaking walking and cycling audits and model for prioritising projects (15).

Other suggestions for research information included:

It might be useful for some research to be completed to review NAP work overseas and its applicability to NZ. LTNZ could also co-ordinate overseas literature reviews to help TLAs [TAs] not repeat work (18).

National support is needed to follow up (new) case studies, and it would be useful to follow these from beginning to end. If one person co-ordinated this (ongoing) research, then the same approach would be taken to writing up the work, and this would be useful for TLAs [TAs] (18).

Specific types of information required identified were:

*   What are the performance indicators? What's expected in terms of scale and the quality of a NAP? (19)

*   How to cost a NAP? (19)

*   What sort of person should do a NAP? (19)

*   What is ARTA's role? (18)

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- Need help to know how to move from a Cat 2 to Cat 1 project? (19)

- Identifying situations where it might be suitable to consider a NAP project, outlining specific steps to follow for coordinators as they get project started, and providing a list of people (roles) that coordinators could consider consulting with/ working collaboratively with on a NAP project (2).

9   Conclusions

Overall, we found that there was a great deal of consistency in the messages that came through from the survey responses and interviews, as well as the case study documentation reviewed. While we began the research with a set of preliminary themes to explore, these changed in part over the course of the research, with the final themes discussed emerging from what we heard.

There was a clear message that NAP is a very useful and cost-effective methodology for integrating a package of activities in a defined geographic area, so that broad based outcomes can be achieved in a collaborative way. Another major benefit was its ability to build relationships within local authorities and between local authorities and communities.

None of the respondents questioned the value of NAP; however, given that most of the projects we looked at were pilot projects originally started under the Safer Routes programme, a number of challenges for implementation were identified, along with things that people felt worked well. Many of the challenges faced can be attributed to the newness of the methodology, and would likely address themselves with experience. However, there are some issues that are likely to arise regularly. The first issue is the challenges presented by staff turnover. This, in part, can be addressed by ensuring a team approach so that if one person leaves the whole project does not fall over. A second challenge is finding the balance between the ideal of comprehensive community engagement through all stages of NAP, and avoiding consultation 'burn-out' and community back-lash from time delays. A third challenge will be finding the 'buy-in' necessary to ensure adequate funding will be available to implement infrastructure projects. The evidence from the projects reviewed indicates that while the pre-planning information gathering phase and early consultation was done well in most of the projects – what was more challenging was the implementation of some of the physical works projects. There were suggestions that there is a need to clearly define budgets for physical works projects right from the inception of the project. Linked to this is the need to continue to have a 'champion' within the council to drive these projects past the two year timeframe for NAP[9], as in these case studies many of the physical works projects were progressed after the NAP project had finished. Another linked issue is the need to operate within a 'least-cost planning' framework to demonstrate value for money (VFM), in other words minimising planning costs and maximising the ratio of money spent on 'doing' in relation to money spent on planning. This appeared to be a challenge in many of the case studies, perhaps due to inexperience with the methodology, a lack of developed methodologies and templates for the investigation stage, and staff turnover in many of the projects.

This research has tried to distil not only from our own research, but from the evaluations undertaken to date, some simple and clear principles or themes that should be considered by others undertaking similar projects in future. These themes arose regularly from the research, both in terms of what people felt were key to their successes, and also things they

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[9] Note: The timeframe of NAP funding has now changed to three years

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would do better next time. We believe providing simple guidance around these themes, many of which are already noted in existing guidance material, will be beneficial to those undertaking NAP.

While the research shows that respondents identified a number of benefits associated with NAP, we also draw attention to the call for more 'evidence' of the value of NAP. We found that much of the evidence on outcomes available was anecdotal. The Nelson NAP was an exception, in that some compelling data was provided. However, we note that many comprehensive evaluations are still in progress, or the reports were not made available to us. We encourage strong evaluation practice for NAP projects in future, and that 'evidence' be regularly summarised to aid in the promotion of NAP.

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10   References

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11   Appendix A – Respondent List

11.1   Respondents List – Education Advisors surveyed

First Name	Last Name	Current Location	Position
Natalie	Hazelwood	Christchurch	LTNZ EA
Graeme	Rice	Dunedin	LTNZ EA
Marceli	Davison	Hamilton	LTNZ EA
Denise	Elers	Napier	LTNZ EA
Jane	Street	Palmerston North	LTNZ EA
Michael	O'Neill	Tauranga	LTNZ EA
Roy	Hitchcock	Wellington	LTNZ EA

11.2   Respondent List - Interviewees

First Name	Last Name	Case study	Position	Method
Doug	Spittle	Dunedin	DCC Planner (former Safer Routes Coordinator)	Interview
Graeme	Rice	Dunedin	LTNZ EA	EA Survey/ interview
Sarah	Pitches	Hamilton	HCC Transport Community Programmes Coordinator	interview
Marceli	Davison	Hamilton	LTNZ EA	EA Survey/ interview
Eddie	Cook	Invercargill	ICC	joint interview
Jim	McKenzie	Invercargill	ICC	joint interview
Jane	Ballantyne	Invercargill	Southland District Council, Road Safety Coordinator	interview
Bruce	Conaghan	Manukau	Former Transportation Engineer	interview
Angela	James	Manukau	Former Safer Routes Coordinator	interview
Margaret	Parfitt	Nelson	NCC Road Safety Coordinator	interview
Peter	Kortegast	Nelson	former NCC Project Manager, Asset Transport Engineer	interview
Adi	James	North Shore	NSCC Team Leader behavioural change	interview
Michael	O'Neill	Tauranga	LTNZ EA	Joint interview
Karen	Smith	Tauranga	Travel Safe Coordinator	joint interview
Angela	Joyes	Tauranga	Assistant TCC Travel Safe Coordinator	joint interview
Mike	Calvert	Tauranga	TCC Transport Planner	joint interview
Lynette	Hines	Tauranga	Tauranga Western bay of Plenty Safety Coordinator	joint interview
Dot	Dalziell	Waitakere	Community Sustainable Transport Programme Leader	joint interview
Sandy	Mills	Waitakere	Strategic Advisor transport	joint interview

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12   Appendix 2 – Copy of Survey

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13   Appendix 3 – Copy of Interview Questions