

STRATEGIC WALKING AND CYCLING REVIEW

Department: Transport

EXECUTIVE SUMMARY

- 1 The purpose of this report is to provide an update on the Ōtepoti Dunedin Pathways plan. It sets out a vision for Dunedin's future walking and cycling network and provides a prioritised programme of walking and cycling infrastructure projects. The plan replaces the Dunedin Urban Cycleways (DUC) programme that was included in the 2018-28 10-Year Plan and the Strategic Walking and Cycling Network developed in 2011 and included in the Integrated Transport Strategy. Since 2013 30% of the 2011 strategic cycling network has been delivered. The Ōtepoti Dunedin Pathways plan resets and reprioritises our walking and cycling network vision and work programme. A range of options have been assessed and a preferred programme developed that focuses investment on new commuter routes and connecting existing infrastructure.
- 2 If the programme were to be fully implemented, the cost is estimated to be \$145.6million (based on 2023 construction cost estimates). The programme has a high benefit cost ratio. NZTA co-funding is unlikely due to the Government's significant shift in transport priorities and constrained funding environment.
- 3 Given the scale of the investment required to deliver the programme and lack of co-funding, planning work on the plan has largely been paused until there is greater certainty around funding.
- 4 Improving Dunedin's walking and cycling network makes it easier and safer for people to walk and cycle to destinations across Dunedin and contributes to our Zero Carbon 2030 goals.

RECOMMENDATIONS

That the Council:

- a) **Notes** the update on the Ōtepoti Dunedin Pathways plan.
- b) **Notes** that capital funding for the Ōtepoti Dunedin Pathways plan is not provided for in Transport's draft Capital budget but elements of the programme will be included in the Zero Carbon High and Medium investment packages for consideration as part of the 9 year plan.

BACKGROUND

Strategic context

- 5 In 2011 Council developed Strategic Walking and Cycling Networks (Strategic Networks) to provide a long-term vision. The Strategic Networks were incorporated into the Integrated Transport Strategy in 2013.
- 6 The Integrated Transport Strategy aims to increase travel choice and includes active mode (walking, cycling and public transport) share goals for Dunedin.
- 7 In 2018, NZTA (New Zealand Transport Agency) requested DCC to review its Strategic Walking and Cycling Networks, as the 2011 plan was outdated and could no longer be accepted as a basis for co-funding. That review led to the development of the Dunedin Urban Cycleways programme.
- 8 The DCC's Zero Carbon Plan identifies significant improvements to walking and cycling networks as a key catalyst the step change in use of active transport that is required to achieve emissions reduction goals.
- 9 The Future Development Strategy (FDS) 2024 envisages the provision of safe, convenient, and attractive walking and cycling infrastructure to support growth, and access to opportunities as a key aspect of a well-functioning urban environment.

Cycling networks

- 10 The strategic cycling network has been progressively delivered through the Dunedin Urban Cycleways (DUC) programme. Investment has targeted delivering safe, accessible, and direct cycle routes.
- 11 The DUC programme has delivered the following projects:
 - c) South Dunedin cycle network (2013 – 2015, partially completed)
 - d) South Dunedin connection between Andersons Bay and St Kilda (completed 2015)
 - e) Water of Leith walking and cycling bridge (completed in 2018)
 - f) Peninsula Connection project (2013 – not yet complete)
 - g) NZTA's Dunedin SH1 Separated Cycle Lanes project (2017 – 2020)
 - h) NZTA's SH88 Shared Path project between St Leonards and Port Chalmers (completed 2023).
 - i) Harbour Link (Completed 2024)
- 12 Approximately 30% of the strategic cycling network has been delivered to date. The DCC projects have attracted 51% co-funding from NZTA.
- 13 These new cycling routes mean that cycling has become an available choice for everyday trips. Nonetheless, most routes still have gaps or don't connect well to the central city or other destinations.
- 14 A revised DUC programme was adopted by Council in December 2018 and included in the 10-year plan 2021-31, with a budget allocation of \$21.9m.

Moved (Cr Kate Wilson/Cr Aaron Hawkins):

That the Council:

- a) **Approves** the Dunedin Urban Cycleways programme – programme 8 for submission to NZ Transport Agency.

Motion carried (CNL/2018/152) with Cr Vandervis recording his vote against.

- 15 The revised programme included the following three projects:

- a) Dunedin Tunnels Trail
- b) Safer Streets
- c) North East Valley Cycleway

- 16 As part of the 2022 Annual Plan staff provided updated costs on the DUC programme, noting that due to revised costs, projects needed to be prioritised and/or funding increased. Advice at the time was that the Tunnels Trail was most likely to attract NZTA co-funding so council made a resolution to prioritise investment in the Tunnels Trail.

Moved (Cr Rachel Elder/Cr Steve Walker):

That the Council:

Amends the timing and approves a \$11.4m increase to Dunedin Urban Cycleways budget to deliver the Tunnels Trail from Mosgiel to Dunedin.

Division

The Council voted by division:

For: Crs David Benson-Pope, Sophie Barker, Rachel Elder, Christine Garey, Carmen Houlahan, Marie Laufiso, Mike Lord, Jim O'Malley, Jules Radich, Chris Staynes, Steve Walker, Andrew Whiley and Mayor Aaron Hawkins (13).

Against: Cr Lee Vandervis (1).

Abstained: Nil

The division was declared CARRIED by 13 votes to 1

Motion carried (CAPCC/2022/013)

- 17 Accounting for cost escalations since 2022, staff have again revised the cost estimates to complete the Tunnels Trail, and these will be considered as part of the 9 year plan.

Walking networks

- 18 Dunedin's walking network mainly consists of footpaths, crossing points and paths. There are network deficiencies with lack of crossing points along certain routes and at key destinations

such as bus stops, outside shops, schools, etc. Further, 23% of streets in urban Dunedin don't have a footpath on at least one side of the street.

- 19 The strategic walking network has been progressively delivered through projects such as the George Street upgrade project and implementing slower speeds and new crossing points outside schools. A programme of new drop curbs and reducing crossing distances at intersections has been delivered as part of our routine renewals work but contribute towards the strategic walking network improvements.

Other related programmes

- 20 The walking and cycling improvements included in 10 Year Plan 2021-31 under the Shaping Future Dunedin Transport (SFDT) programme are as follows:
- a) Princes Street Bus Priority and Corridor Safety Plan
 - b) Central Cycle and Pedestrian Improvements – which includes:
 - Albany Street Connections (detailed design completed, NZTA co-funding approved)
 - St Andrew Street improvements, State Highway to Local Road (not started, awaiting outcomes on NZTA's SH88 business case)
 - Central City Bike Hubs (project currently being rescoped, NZTA co-funding unlikely)
- 21 Improvements to the central city walking and cycling opportunities will be incorporated into any future central city upgrade designs.
- 22 NZTA projects that include improvements for walking and cycling are as follows:
- SH88/St Andrew Street
 - SH1 optimisation including the Pine Hill/Great King Street, and Andersons Bay Road/Southern Motorway intersections (currently in the business case phase).
- 23 Further DCC projects that are not related to the DUC or review of the strategic walking and cycling network but may influence or impact the walking and cycling network include:
- a) Logan Park Reserve Management Plan
 - b) Town belt Reserve Management Plan
 - c) Botanic Gardens Masterplan
 - d) Signal Hill Reserve Management Plan
 - e) Parks Recreation Tracks and Open Spaces Plan

DISCUSSION

Ōtepoti- Dunedin Pathways – a walking and cycling plan

- 24 The Ōtepoti Dunedin Pathways programme was started in 2022 to reset and reprioritise our walking and cycling network vision, including projects that formerly sat in the DUC programme. The desired outcome of this work was a prioritised 10-year investment programme with a 30-year masterplan that informs long term planning.
- 25 During February and March 2023 DCC engaged with key stakeholders and user groups to explore issues and opportunities. Common themes included the need for safer crossings and connecting routes.
- 26 In line with the NZTA Business Case approach, partners and key stakeholders participated in a series of workshops between December 2022 and April 2023 to develop and assess options for investment in walking and cycling.
- 27 To prioritise the work, staff used the NZTA tools in the economic evaluation model to inform investment priorities. The following benefits are examples of the kinds of inputs used to offset against the capital costs;
- Health benefits
 - Safety benefits
 - Reduction in carbon emissions
 - Travel time benefits
- 28 The preferred programme focuses investment on implementing new walking and cycling routes and connecting existing infrastructure. This is to create a safe and connected network across the city, that links key destinations, including activity centres, schools, and the tertiary precinct. The programme required a step change in investment, with an estimated cost of \$145.6m (if it was built in 2023). The benefit cost ratio (BCR) is 3.1.
- 29 To prioritise planning and delivery, the programme was split into 'clusters' of walking and cycling network initiatives with 'routes' that link between them. Routes and clusters were assessed and then prioritised based on number of potential users, considering school and general travel demand as well as equity and connectivity with existing routes.
- 30 The focus on prioritising areas of high activity was driven by a desire to attract the greatest number of potential new users to achieve mode shift goals under the Zero Carbon Plan and meet NZTA's funding requirements at the time. A consequence of this is that many routes desired by the community, including Waldronville to Brighton, and the final stage of the Peninsula Connection, were not included in the preferred programme.
- 31 Based on this methodology the Ōtepoti Dunedin Pathways programme identified the top ten routes and clusters as:
- a) City Centre Cluster (includes Waterfront Bridge)
 - b) Tunnels Trail City Link Route (between Caversham and Central City)
 - c) South Dunedin Schools to Andersons Bay Route
 - d) Hills Suburbs Cluster (includes Roslyn, Maori Hill, Helensburgh, Wakari and Halfway Bush)
 - e) Kenmure to Hills Suburbs Kaikorai Valley Rd Route

- f) City Centre to Andersons Bay Route
- g) South Dunedin Schools Cluster
- h) Calton Hill Route
- i) Prince Albert/King Edward St Route
- j) Mosgiel Cluster

Programme delivery

- 32 There has been a significant shift in central government priorities and general economic climate. The Ōtepoti Dunedin Pathways Plan was developed in a context of co-funding where there was a focus on developing walking and cycling programmes to facilitate mode shift, reduction in vehicle kilometres travelled and zero carbon targets.
- 33 Lower Speed Limits were being implemented near schools and activity centres which supported safe walking and cycling in a mixed road environment.
- 34 The 2024 Government Policy Statement for transport now prioritises economic growth and productivity and road maintenance and resilience. The setting of speed limits rule has been changed, and many lowered speed limits in urban areas will be reverted to 50km/h.
- 35 There is no co-funding for new walking and cycling improvements in the 2024-2027 National Land Transport Plan. This does not apply to existing projects that NZTA has committed to such as the Albany St Connection project.
- 36 Staff have revised the Ōtepoti Dunedin Pathways 2023 programme to identify network priorities, connections with existing routes and interrelationships with other DCC work programmes.
- 37 The revised 10-year walking and cycling improvements programme includes (in no particular order):
 - Tunnels Trail city link route (between Caversham and the Central City)
 - Vogel Street improvements - to interface with the SH1 NZTA work
 - Queens Drive improvements – to support work led by the Parks and Recreation team.
 - Missing link at the Gardens - to coordinate with the SH1 improvements at Pine Hill intersection.
 - One cycling route between the Central City and the Hill Suburbs.
- 38 The revised programme will be considered alongside other priority projects for inclusion in Zero Carbon High and Medium investment packages, to be considered as part of the 9 year plan.

OPTIONS

39 As this is a noting report, there are no options.

NEXT STEPS

40 The revised 10-year walking and cycling improvements programme will be considered alongside other priority projects for inclusion in the Zero Carbon High and Medium investment packages for consideration as part of the 9 year plan.

Signatories

Author:	Helen Chapman - Senior Transport Planner Simone Handwerk - Transport Planning Team Leader
Authoriser:	Jeanine Benson - Group Manager Transport Scott MacLean - General Manager, Climate and City Growth

Attachments

There are no attachments for this report.

SUMMARY OF CONSIDERATIONS

Fit with purpose of Local Government

No decision is sought. This is a noting paper.

Fit with strategic framework

	Contributes	Detracts	Not applicable
Social Wellbeing Strategy	<input type="checkbox"/>	<input type="checkbox"/>	✓
Economic Development Strategy	<input type="checkbox"/>	<input type="checkbox"/>	✓
Environment Strategy	<input type="checkbox"/>	<input type="checkbox"/>	✓
Arts and Culture Strategy	<input type="checkbox"/>	<input type="checkbox"/>	✓
3 Waters Strategy	<input type="checkbox"/>	<input type="checkbox"/>	✓
Future Development Strategy	✓	<input type="checkbox"/>	<input type="checkbox"/>
Integrated Transport Strategy	✓	<input type="checkbox"/>	<input type="checkbox"/>
Parks and Recreation Strategy	<input type="checkbox"/>	<input type="checkbox"/>	✓
Other strategic projects/policies/plans	✓	<input type="checkbox"/>	<input type="checkbox"/>

The Ōtepoti- Dunedin pathways programme would contribute to the Integrated Transport Strategy, Zero Carbon Plan and Future Development Strategy objectives.

Māori Impact Statement

Mana whenua were consulted during the development of the Ōtepoti Dunedin Pathways Programme business case and advised their preference is to be involved at the design and development phase.

Sustainability

No decision is sought in this paper. Implementation of Ōtepoti- Dunedin pathways would contribute to environmental and social sustainability.

LTP/Annual Plan / Financial Strategy /Infrastructure Strategy

Decisions on investment in the Ōtepoti- Dunedin pathways programme will be made as part of the 2025-2034 9 year plan.

Zero carbon

The DCC's Zero Carbon Plan identifies significant improvements to walking and cycling networks as a key catalyst for the step change in use of active transport that is required to achieve emissions reduction goals. Delivery of the Ōtepoti Dunedin Pathways programme was an action in the Zero Carbon Plan indicative action list. The revised programme will be considered alongside other priority projects for inclusion in the Zero Carbon High and Medium investment packages for consideration as part of the 9 year plan.

Financial considerations

Decisions on investment in the Ōtepoti- Dunedin pathways programme will be made as part of the 2025-2034 9 year plan.

Significance

This is considered low in terms of Council's Significance and Engagement Policy.

SUMMARY OF CONSIDERATIONS***Engagement – external***

User group and stakeholder engagement was undertaken in 2023 during the development of the programme. Further consultation and engagement may be undertaken as part of the 2025-2034 long term plan or is subject to decisions made as part of the 2025-2034 long term plan.

Engagement - internal

Engagement has occurred with the Transport, Parks and Zero Carbon departments and the Director Central City Plan.

Risks: Legal / Health and Safety etc.

There are no identified risks

Conflict of Interest

There are no identified conflicts of interest.

Community Boards

This paper has no implication for Community Boards. Decisions will be made as part of the 25-2034 long term plan, and Community Boards will have the opportunity to provide input through that process.