



Regional Pedestrian Strategy

May 2004

Quality for Life



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Regional Pedestrian Strategy

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Executive Summary

The vision of this Regional Pedestrian Strategy is “more pedestrians in a convenient, safe and pleasant environment”. Pedestrians are a critical element of the transport system that often form essential links with other modes.

Strategy development

This strategy has been developed with a technical group comprised of representatives from Greater Wellington Regional Council, the region’s territorial authorities, Transit New Zealand, the Land Transport Safety Authority (Wellington region), Living Streets Aotearoa (Wellington) and Regional Public Health.

Framing the issues

Wellington region is making some gains in pedestrian safety, and casualties are decreasing with increasing usage. However, the safety of the pedestrian environment is not improving to the same extent as the motor vehicle environment. Pedestrian casualties as a proportion of total casualties are increasing. Safety needs to be an integral feature of this strategy with safety improvements integrated to service level provisions and programmes such as Safe Routes to School and Walking School Bus.

There is also a need to move the region toward consistency of pedestrian provisions across RCA boundaries. This requires the identification of appropriate best practice standards. GWRC has a role in coordinating and advocating for this approach. As a region we need to ensure pedestrian requirements are adequately taken into account during planning activities. Ideally TA and GWRC expectations need to be aligned and opportunities for this will stem largely from future plan changes and District Plan reviews. We expect TAs and GWRC to work together closely in these processes.

A wide body of pedestrian statistics is available from varying sources (ACC, LTSA, SPARC, local authorities, regional councils etc). Some information has been drawn together in this strategy to capture the pedestrian profile in the Wellington region. However, clarity is needed regarding the information each agency has at hand and the programmes with which they are involved. Information sharing, facilitated by GWRC, will assist in coordinating pedestrian programmes among agencies.

The Strategy

The objectives for the Regional Pedestrian Strategy are:

1. Ongoing development of pedestrian route connectivity and accessibility.
2. Improved safety (perceived and real) of pedestrians from traffic, the physical environment and crime.
3. Maintain advocacy towards best practice pedestrian provisions and funding availability.

The strategy action programme is an integrated package of interventions. GWRC has a clear role in facilitating and monitoring strategy implementation, however the effectiveness of the strategy relies on commitment from all key stakeholders, particularly from RCAs in establishing a pedestrian review programme for their respective roading networks.

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PART ONE

Introduction

The Regional Land Transport Committee (RLTC) wants to increase the number of people walking¹ in the Wellington region, especially for short trips². We intend to embrace the pedestrian culture of central Wellington City and expand to other local authority areas in the region. Pedestrian trips throughout the region are increasing and this strategy is about maintaining that positive momentum and ensuring future urban developments are conducive to pedestrian activity.

The Regional Pedestrian Strategy aims to:

- Address the needs of the region
- Seek means of improving the regional level of service for walking
- Promote walking as a mode of transport, and
- Improve the safety of pedestrians.

This strategy sets out a vision shared by the regions key agencies involved in walking and sets objectives for the development of walking facilities.

Vision

The vision of the Regional Pedestrian Strategy is ‘more pedestrians in a convenient, safe and pleasant environment’.

Strategy Purpose

The purpose of the strategy is to signal key regional intentions for pedestrian travel. Pedestrian trips are recognised as being part or whole journeys.

The strategy frames pedestrian issues from a regional perspective and identifies key objectives and actions that are:

- Directly aimed at resolving regional pedestrian issues
- Achievable at regional and local levels; and
- Measurable, to enable an adaptive and ongoing strategy for pedestrians.

When adopted this strategy will form a chapter of the Regional Land Transport Strategy (RLTS).

Strategy Development

This strategy has been developed from the policies of the RLTS and in conjunction with a technical group comprised of representatives from Greater Wellington Regional Council, the region’s

¹ Walking and pedestrians in this strategy are defined as any person on foot on a road; and includes any person in or on any contrivance equipped with wheels or revolving runners which is not a vehicle (Land Transport Act, 1998).

² Short trips are defined as being those less than 2km in length.

territorial authorities, Transit New Zealand, the Land Transport Safety Authority (Wellington region), Living Streets Aotearoa (Wellington) and Regional Public Health.

Roles and Responsibilities

Regional Land Transport Committee (RLTC)

The Land Transport Act (1998) requires every regional council to establish a Regional Land Transport Committee (RLTC) comprised of representatives as stated in s178(2) of the Act. The RLTC is to prepare a Regional Land Transport Strategy for approval by the council.

Greater Wellington Regional Council (GWRC)

GWRC participates in planning and monitoring the regional transport network via the RLTC and subsequent RLTS. GWRC monitors progress toward implementation of the RLTS, as required by the Land Transport Act 1998. GWRC relies heavily on transport agencies to progress RLTS policies and provisions. This Regional Pedestrian Strategy stems from the policies contained in the current RLTS (WRC, 2000) which establishes a direction for improving pedestrian travel in the region.

GWRC also has a role in planning passenger transport services and funding non-commercial services.

Road Controlling Authorities (RCAs)

RCAs are responsible for identifying the transport needs (including pedestrians) and implementing remedial measures as necessary on their respective networks. RCAs include Transit New Zealand and Territorial Authorities.

Territorial Authorities (TAs)

Territorial authorities have a number of regulatory roles and ownership interests in transport, largely set out in the Local Government Act 1974. District and city councils own and operate the local road network, however, their land transport decisions are required to take into account the RLTS. Pedestrian needs represent an integral part of the current RLTS.

Transit New Zealand (Transit)

Transit is responsible for managing the state highway network, and in a similar manner to TAs, must take into account the current RLTS.

Transfund New Zealand (Transfund)

Promotion of walking and cycling is an output group first signalled in the 2002/03 National Land Transport Programme (NLTP) and provides financial assistance for related activities. It also provides for stand-alone pedestrian projects that do not otherwise comprise an integral part of a road construction project. Projects can either be for state highways or local roads.

Land Transport Safety Authority (LTSA)

The main purpose of the LTSA is to reduce death and injury, including to pedestrians, on our road systems through activities that promote safety at reasonable cost. The LTSA manages the safety framework for users of the roading network.

Regional Public Health (RPH)

Regional Public Health promotes positive health outcomes by supporting healthy public policy, community action, healthy environments and the development of individual skills for wellbeing. Both the Injury Prevention and Nutrition and Physical Activity teams have a strong interest in the strategy.

Living Streets Aotearoa (Living Streets)

Living Streets exists to promote walking as a healthy, environmentally friendly and universal means of transport and recreation and the social and economic benefits of pedestrian-friendly communities. Living Streets works for improved access and conditions for walkers, pedestrians and runners and advocates for greater representation of walker and pedestrian concerns in urban and regional land use and transport planning.

There are numerous other agencies that play a role in facilitating greater levels of pedestrian activity. They are no less important than those listed above. However, our approach has been to list the agencies in the region that have been identified as having a key role in implementing the strategy. It is our expectation that these agencies will in turn collaborate with other organisations as appropriate in the course of implementation.

Strategy Structure

Part One of this report frames the regional context for pedestrians, including agency roles, pedestrian issues and policy context. Part Two presents the strategy, including the vision and objectives. A detailed action plan describes more specifically how the objectives are to be achieved. The anticipated strategy cost is also outlined. Performance measures are specified to enable monitoring and review of the region's progress toward its objectives and ultimately the vision. Appendices provide further background to the strategy context.

Strategy Context

Policy Context

National Pedestrian Strategy Work

The New Zealand Transport Strategy (NZTS), released in December 2002, supports promoting pedestrians as a transport mode. *Getting There – on foot, by cycle*, the national walking and cycling strategy released as a draft in October 2003, will build on the NZTS and provide further direction for the role of pedestrians in New Zealand. The strategy communicates the government's vision of a New Zealand where people from all sectors of the community choose to walk and cycle for transport and enjoyment – helping ensure a healthier population, more lively and connected communities and a more affordable, integrated, safe, responsive and sustainable transport system. It is expected to be finalised in July 2004.

The LTSA is also developing a pedestrian and cycling safety framework that will sit under both the national walking and cycling strategy and *Road Safety 2010*. This framework is currently in the finalisation stage. Within the framework sits the *Pedestrian Facilities and Network Planning Guide* due in July 2004; and the *RTS 14 - Guideline for Installing Pedestrian Facilities for People with Visual Impairment*, which was published in September 2003.

It is intended that the principles of this strategy and the above work are consistent.

Regional Land Transport Strategy (RLTS)

The Land Transport Act 1998 requires regional authorities to produce regional land transport strategies that contribute to the overall aim of achieving an integrated, safe, responsive, and sustainable land transport system. The region's RLTS (WRC 2000, p29) recognises that walking has few adverse effects on the environment, is safe and has positive health benefits. Technical input to the RLTS shows that efficient, safe and convenient connections to central areas and key public transport terminals are an important element in achieving high levels of regional accessibility (WRC 2000, p22).

The RLTS has responded to these needs in a number of its objectives and are further detailed in subsequent themes.

Objective 1 Accessibility and economic development

- Improve modal interchange
- Improve pedestrian and cycle access to key public transport nodes
- Promote land development that ensures public transport, walking and cycling are convenient and safe alternatives to the private car
- Develop and enhance safe and attractive walking and cycling routes.

Objectives 2 & 3 Economic efficiency and affordability

- Promote and support measures that help reduce peak road demand. This includes walking.

Objective 4 Safety

- Develop programmes that improve the skill and behaviour of people using the transport system
- Encouraging greater use of walking and cycling for local trips.

Objective 5 Sustainability

- Promote environmentally benign transport mechanisms. Encourage the use of ‘active mode’ transport.
- Make walking and cycling more attractive. Ensure all road corridor plans have good quality pedestrian provisions.

This strategy is derived directly from the current RLTS and intends to develop and respond to the needs, objectives and themes outlined above.

Greater Wellington 10 Year Plan

GWRC’s strategic direction is set out in ‘Take 10’, the Long Term Community Council Plan, of which transport is a significant feature. More short trips made as pedestrians are desired, the target being “75% of all trips up to 1km are walked or cycled and 56% of all trips up to 2km are walked or cycled by 2013”. This strategy forms an integral part of achieving the walking targets.

Pedestrian Activity in the Region³

Pedestrians are a critical element of the transport system that often form essential links with other modes used in day-to-day activities. In a perception survey of Wellington region conducted in 2003 (NRB, 2003) 78% of respondents indicated they had made trips by walking in the previous six months. Walking is particularly suited to short trips, which is the focus of this strategy. However, only 33% of trips less than 2km and 44% of trips less than 1km are currently being made by walking or cycling. The majority of these are likely made up of walking trips, given only 19% of respondents to the question above indicated they made trips by cycle.

Incorporating walking into our daily lives provides health benefits and a sense of well being from improved fitness. A survey conducted by Sport and Recreation New Zealand (SPARC, 2002) shows that among adults walking is the top leisure activity (including for utilitarian purposes) for both men and women in the Wellington region. A significant proportion of walking activity will occur on the general street network and roading corridors, hence it is important to also monitor leisure trips in planning for pedestrians.

Journey to work census data illustrates an upward trend in walking since 1991 region wide, however this seems to be largely driven by activity within Wellington City. Pedestrian trips to school have also increased in the region from 24% of trips in 1988, to 30% in 2001 (WRC, 1988 & 2001).

The perception survey mentioned above also found that 70% of respondents believed getting around the region by walking is easy (NRB, 2003). Only 10% rated it as difficult, citing reasons such as time factors, distance, weather and convenience.

Framing the Issues

Pedestrian casualties³

Pedestrian casualties in the region as a whole fluctuate from year to year but exhibit a slight downward trend. In 2002 there were 148 casualties, down from 166 the previous year. The regional

³ Appendix 1 provides a more detailed analysis of the pedestrian profile in the Wellington Region.

trend is largely driven by Wellington and Hutt Cities, however, it should be noted that while casualties are declining in Wellington City, journey to work data shows increasing usage. This supports the argument that there is ‘safety in numbers’. The 5–20 year age group is most at risk and over-represented compared to their proportion of the population. Casualties in the 20–35 and 45–65 age groups are higher than national figures, however, this is again likely explained by the higher proportion of pedestrian trips in the region than in the rest of New Zealand.

The relative risk experienced by pedestrians is low. A pedestrian is half as likely on any given trip to experience a casualty than those travelling in a motor vehicle; and less than one fifth as likely as travelling by cycle. The numbers are similar using time-based exposure.

Wellington region is making some gains in pedestrian safety, and casualties are decreasing with increasing usage. However, the safety of the pedestrian environment is not improving to the same extent as the motor vehicle environment. Pedestrian casualties as a proportion of total casualties are increasing. Safety needs to be an integral feature of this strategy with safety improvements integrated to service level provisions and programmes such as Safe Routes to School and Walking School Bus.

Perception of safety

The perception survey indicated that safety is not perceived to be a major barrier to adults walking (NRB, 2003). Seventy percent of respondents felt people were safe while walking in the region. Only 9% felt people were unsafe. However, adults felt less safe about their children walking unsupervised. Forty percent would not let their children (under 12) walk to school unsupervised and 11% would not let their children walk unsupervised in the vicinity of their home. The predominant reasons cited were ‘stranger danger’ and traffic dangers. This further emphasises the need for increased uptake of the safe routes to school and walking school bus programmes.

Agency interaction and guidance

A need has been identified to move the region toward consistency of pedestrian provisions across RCA boundaries. This requires the identification of appropriate best practice standards. A number of standards for pedestrian provisions exist. Further projects aimed at promoting a consistent approach to pedestrian facilities and network planning are currently being developed by central government agencies (see Appendix 3).

GWRC also has a role in coordinating and advocating for this approach. As a region we need to ensure pedestrian requirements are adequately taken into account during planning activities. GWRC participates in transport matters in the development of district plans and in processing resource consents under the Resource Management Act 1991 and needs to state clearly the provisions we expect from planning and land development. Ideally TA and GWRC expectations need to be aligned and opportunities for this will stem largely from future plan changes and district plan reviews. We expect TAs and GWRC to work together closely in these processes.

Regional connectivity for pedestrians is likely to be facilitated by public transport and as such, a high level of service for modal interchange is desired. The strategy recognises the need to determine the pedestrian service level into and out of major stations and terminals.

Information sharing

There is wide body of pedestrian statistics available from varying sources (ACC, LTSA, SPARC, local authorities, regional councils etc). Some information has been drawn together in this strategy (Appendix 1) to capture the pedestrian profile in the Wellington region. Fundamental issues exist with the consistency of statistical data, under reporting of pedestrian casualties, and availability and awareness of information sources and recorded information.

It was identified that clarity is needed regarding the information each agency has at hand and the programmes with which they are involved. Information sharing, facilitated by GWRC, will assist in coordinating pedestrian programmes among agencies. The Living Streets Aotearoa website offers a central locality for posting links to pertinent pedestrian information, issues and research.

There may be future opportunities to standardise TA satisfaction surveys. This may create a further means of collecting localised resident perceptions regarding pedestrian service provisions. The surveys are currently too dissimilar to collate or compare. The regional perception survey was commissioned this year for the first time by GWRC and will continue to be conducted on a biennial basis. However, locally collected information would allow for more specific targeting of level of service requirements around the region rather than the general overview we currently rely upon.

The Strategy

Vision

More pedestrians in a convenient, safe and pleasant environment.

Objectives

The objectives for the Regional Pedestrian Strategy are as follows:

1. Ongoing development of pedestrian route connectivity and accessibility.
2. Improved safety (perceived and real) of pedestrians from traffic, the physical environment and crime.
3. Maintain advocacy towards best practice pedestrian provisions and funding availability.

The following section details the strategy action programme, which is an integrated package of interventions. GWRC has a clear role in facilitating and monitoring strategy implementation. The effectiveness of the strategy relies on commitment from all key stakeholders, particularly from RCAs in establishing a pedestrian review programme for their respective roading networks.

Outcomes

The outcomes sought from this strategy are:

- increasing level of service for pedestrian facilitates;
- increased modal share for pedestrians, especially for short trips (75% of trips less than 1km; 56% of trips less than 2km);
- increasing safety for pedestrians (ie reduced casualty numbers); and
- improving perception of pedestrian safety for children.

We expect to see positive results over all indicators as a result of successful implementation of the interventions detailed in the action programme.

Action Programme

Actions	Responsibility/ Role	Timing	Cost	Funding	Target	Performance Measure
<p><u>RCA Pedestrian Review</u> RCAs to develop programmes in conjunction with community providers to review pedestrian access to (for example):</p> <ul style="list-style-type: none"> ▪ Educational institutions ▪ Workplaces ▪ Health ▪ Recreation ▪ Retail <p>Review to include a pedestrian audit⁴ that covers:</p> <ul style="list-style-type: none"> ▪ Route directness ▪ Surface quality, obstructions & maintenance ▪ Lighting & personal security ▪ Shelter ▪ Road crossings ▪ Signage ▪ Space allocation & traffic impacts ▪ Aesthetics ▪ Mobility impaired/disability needs 	TAs in conjunction with Transit	December 2005 to establish programme	RCA to determine	RCAs Transfund	Review programme established	All RCAs have pedestrian review programme
<p><u>Public Transport Pedestrian Review</u> Review access to public transport nodes and develop a programme to implement improvements. Review to include a pedestrian audit⁴ that covers:</p> <ul style="list-style-type: none"> ▪ Route directness ▪ Surface quality, obstructions & maintenance ▪ Lighting & personal security ▪ Shelter ▪ Road crossings ▪ Signage ▪ Space allocation & traffic impacts ▪ Aesthetics ▪ Mobility impaired/disability needs 	GWRC RCAs	Ongoing to 06/07	\$30,000pa for 3 years	GWRC Transfund	Review completed	Deficiencies identified and remedial actions prioritised

⁴ *Pedestrian Facilities and Network Planning Guide* (LTSA, due July 2004), *RTS 14 – Guideline for Installing Pedestrian Facilities for People with Visual Impairment* (LTSA); and *Living Streets’ DIY Community Street Audit* should provide guidance for TAs.

Actions	Responsibility/ Role	Timing	Cost	Funding	Target	Performance Measure
<u>Public Transport Pedestrian Programme Implementation</u> Implementation of Public Transport Pedestrian Review programme led by RCAs	RCAs	2005/06 and ongoing	RCAs to determine	RCAs Transfund	Programme Implemented	Programme implementation
<u>Land Development Review</u> Encourage high levels of accessibility for pedestrians in land development. Review plan changes and development proposals/ notifications/consent applications	GWRC	Ongoing	Administrative	GWRC Administrative Budget (25% Transfund)	Every opportunity taken to review & comment	Active participation in plan change/land development process
<u>Walking School Bus/Safe Routes to School</u> Investigate expanding the role and uptake of walking school bus/safe routes to school	GWRC RPH RCAs LTSA (Walking School Bus Interagency Group)	June 2004	Administrative	GWRC Administrative Budget (25% Transfund)	Report published	Investigation complete
<u>Local Level Programme Implementation</u> Advocacy at local political level during annual planning process for: <ul style="list-style-type: none"> approval and funding of RCA pedestrian programmes, and strategic planning 	GWRC Access Planning	Ongoing	Administrative	GWRC Administrative Budget (25% Transfund)	Funding levels to meet that recommended in RCA pedestrian work programmes	Actual pedestrian programme funding in Annual Plans compared with that requested by RCAs
<u>Central Government</u> Actively participate where appropriate in national level programmes/strategy development that have regionally significant impacts upon pedestrians, including funding processes	GWRC Access Planning Living Streets Aotearoa	Ongoing	Administrative	GWRC Administrative budget (25% Transfund)	Every opportunity to participate taken	Participation in policy development opportunities
<u>Information sharing</u> <ul style="list-style-type: none"> Best practice Pedestrian programmes 	All key stakeholders (Living Streets Aotearoa website)	Ongoing	Administrative	-	Key information published in strategy	Ongoing role in facilitating information exchange
Biennial Perception survey and RLTS Annual Monitoring Report	GWRC Access Planning	July 2004, then 2 yearly	\$8,000 per survey	RLTS AMR budget	Survey July 2004	Survey completed and results reported in AMR

Anticipated Strategy Cost

Anticipated strategy expenditure has been detailed in Appendix 2. Some strategy costs are unknown at this stage and will depend upon the implementation of initial strategy actions. RCAs have a primary role in implementation of pedestrian provisions and there is an expectation that they will contribute to the funding of initiatives relevant to their roading network and local body areas.

Monitoring and Review

GWRC will have primary responsibility for all monitoring. Progress with strategy actions will be monitored against respective performance measure on an ongoing basis. Monitoring of system wide indicators will be undertaken within the RLTS Annual Monitoring Report process.

The system wide indicators are:

- Level of service for pedestrian facilitates
- Modal share for pedestrians, especially for short trips
- Safety for pedestrians (casualty numbers)
- Perception of pedestrian safety for children.

The strategy will be reviewed by May 2007.

References

Land Transport Act 1988

National Research Bureau (NRB) (2003) *Greater Wellington Regional Council Transport Perceptions Survey*. Report to GWRC July 2003.

SPARC, (2002). *SPARC Facts: Wellington Region*. Wellington: SPARC

Wellington Regional Council (WRC) (1988). *Household Travel Survey*. Unpublished data.

Wellington Regional Council (WRC) (2000). *Regional Land Transport Strategy*. Wellington: WRC

Wellington Regional Council (2001). *Household Travel Survey*. Unpublished data.

Appendix 1

Wellington region's pedestrian profile

The recently published *2002/03 Annual Report on the Regional Land Transport Strategy (AMR)* (GWRC, 2003) provides indicators of transport accessibility within the greater Wellington region which enables us to build a picture of pedestrian perceptions and activity for the region. Crash data from the Land Transport Safety Authority (LTSA) also allows illustration of the relative risk to pedestrians in our region, by making comparison with risk data for other dominate mode choices: car, bus and cycling.

Travel estimates generated by the *New Zealand Travel Survey 1997/1998* (LTSA, 2000) can be used to describe travel behaviours generally, and also to calculate accident risks (Frith, 2000). Notes at the end of this document detail the limitations of this kind of data and should be read in conjunction with the report. Other data sources for this report include Census Journey to Work (Statistics New Zealand, 1986, 1991, 1996 and 2001) and the *Household Travel Survey* (WRC, 1988 and 2001).

A further source of information is the nationwide SPARC survey of physical activity which gives an idea of how much people walk in their daily activities, for leisure or otherwise.

Walking as a Leisure Activity

The SPARC survey shows that among adults walking is the top leisure activity for both men and women in the Wellington region. Among young people, walking is less favoured as a physical activity. Figures 1 and 2 illustrate the proportion of respondents by age groups and gender that regularly choose to walk as a physical activity. A significant proportion of walking activity will occur on the general street network and roading corridors, hence it is important to take account of this data, regardless of the 'leisure' as opposed to utilitarian reasons. Some may see this as a form of leisure, even when there is a specific utilitarian trip purpose (eg walking to work).

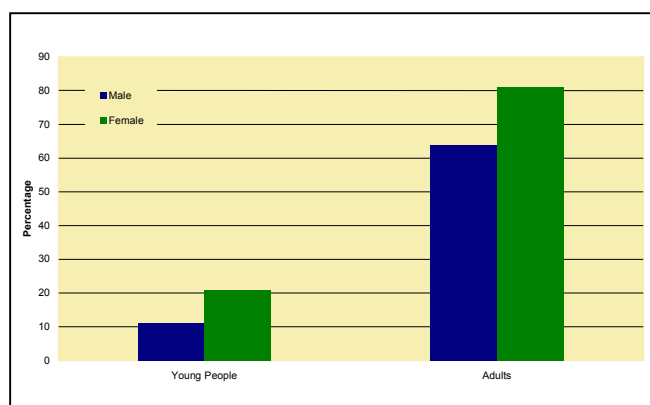


Figure 1: People choosing to walk as a physical activity by age group in the Wellington region (SPARC, 2002)

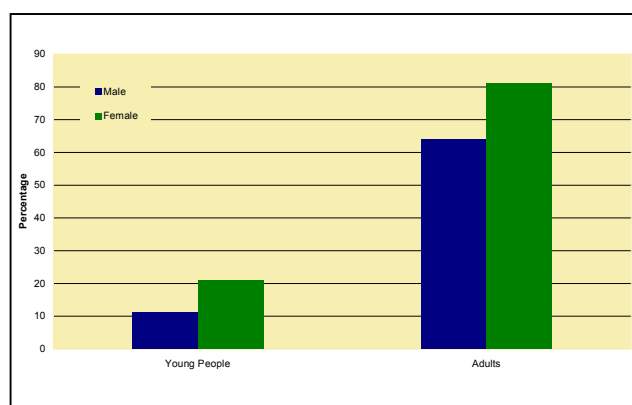


Figure 2: People choosing to walk as a physical activity by gender and age in the Wellington region (SPARC, 2002)

Mode Use, Accessibility and Safety Perceptions

Wellington City Council conducts cordon and screenline location surveys every March. Figure 3 illustrates pedestrian count figures since 2000. Counts are very weather dependent, however, more useful trends will be established with time. No information is available for other local authorities areas.

A perception survey conducted in July 2003 and recently published in the AMR (NRB, 2003), shows that in the six months preceding the survey, 78% of respondents indicated they had made trips by walking.

Currently 33% of trips less than 2km and 44% of trips less than 1km are made by walking or cycling. The majority of these proportions are likely made up of walking trips, given only 19% of respondents to the above question indicated they made trips by cycle. Seventy percent of respondents believe that getting around the region by walking is easy, 20% higher than Auckland respondents. Only 10% rated it as difficult. Of those who don't often walk, cited reasons were time factors, distance, weather and convenience (eg shopping, laziness).

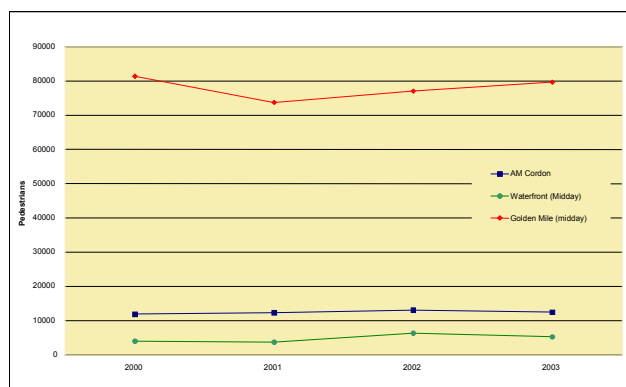


Figure 3: Wellington CBD pedestrian movements

Safety was not perceived to be a major barrier to adults walking. Seventy percent of respondents felt people were safe while walking, 19% felt neither safe or unsafe. Only 9% felt people were unsafe while walking in the region. However, adults felt less safe about their children walking unsupervised. Forty percent would not let their children walk to school unsupervised and 11% would not let their children walk unsupervised in the vicinity of their home. The predominant reasons cited were 'stranger danger' and traffic dangers.

Pedestrian Casualties

Total numbers

Table 1 details the pedestrian casualties reported in the region for the last 10 years, broken into local body areas. All areas show either a declining or static trend. Pedestrian casualty numbers for the region as a whole fluctuate from year to year but exhibit a slight downward trend (figure 4).

Local Authority	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Kapiti Coast District	8	6	13	13	7	10	9	6	5	10
Porirua City	17	22	19	14	16	21	19	17	17	20
Upper Hutt City	7	8	12	10	8	7	9	3	12	6
Hutt City	28	42	42	28	32	30	25	26	30	21
Wellington City	87	103	106	86	64	101	93	84	95	82
Masterton District	3	4	5	1	2	7	2	3	4	6
Carterton District	2	3	1	2	4	0	0	1	1	1
South Wairarapa District	0	1	0	1	0	3	0	0	2	2
Wellington Region	152	189	198	155	133	179	157	140	166	148

Table 1: Total pedestrian casualties 1993 – 2002 for Wellington region, broken into local body areas (LTSA, 2002)

The regional trend is largely driven by Wellington and Hutt Cities. It should also be noted that while casualties are declining in Wellington City, journey to work data shows increasing usage (see figure 9). Pedestrian trips to school have also increased in the region from 24% of trips in 1988, to 30% in 2001 (WRC, 1988 and 2001).

Pedestrian casualties in the Wellington region are 7% greater as a proportion of total casualties than the national figure. However, the proportion of trips made in the region as a pedestrian is also 10% higher than the national figure. The higher casualty numbers in Wellington and Hutt Cities also reflects greater usage in those centres.

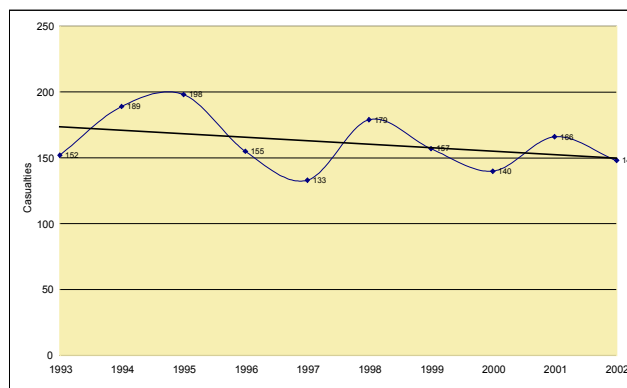


Figure 4: Total pedestrian casualties, Wellington region, 1993 – 2002 (LTSA, 2002)

Pedestrian casualties over time proportional to total crashes

The safety of the pedestrian environment is not improving to the same extent as the vehicle environment. The proportion of total casualties that are pedestrian is increasing. This in part reflects an increase in pedestrian trips in the region. However, the number of trips made by motor vehicles is also increasing, yet the proportion of vehicle casualties is decreasing. Therefore, the increasing trend illustrated in figure 5 warrants some attention.

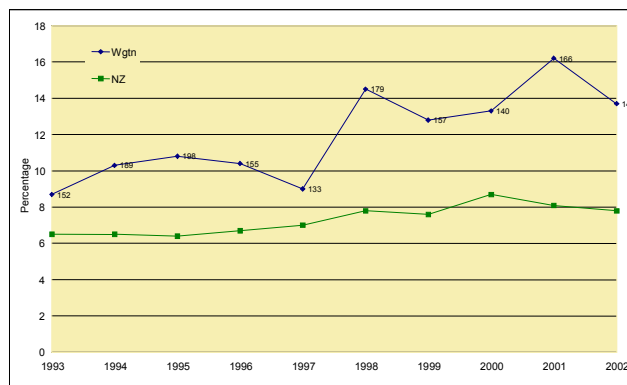


Figure 5: Pedestrian casualties as a percentage of total casualties (LTSA, 2003)

Relative modal risk using exposure indicators

Determining the relative risk of each mode is done so using ‘exposure-to-risk’ indicators of casualties⁵ per hours spent travelling and number of trips made. Figures 6 and 7 illustrate these risks for the Wellington region.

Figure 6 shows that a pedestrian is half as likely on any given trip to experience a casualty than those travelling in a motor vehicle; and less than one fifth as likely as travelling by cycle. The numbers are similar using time-based exposure (figure 7).

Bus travel represents the least ‘risky’ mode of transport.

⁵ Casualties: reported deaths or injuries resulting from crashes involving a motor vehicle.

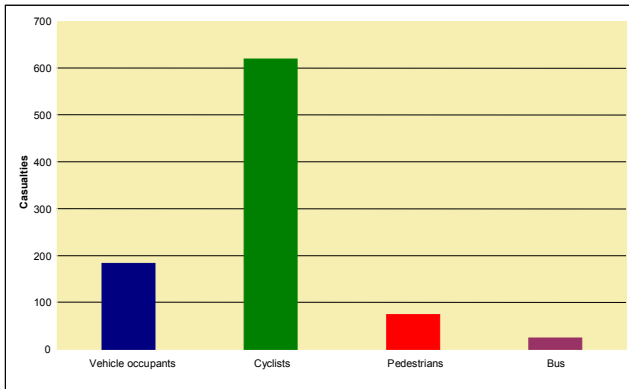


Figure 6: Reported deaths and injuries in Wellington Region per 100 million trips (LTSA, 2000)

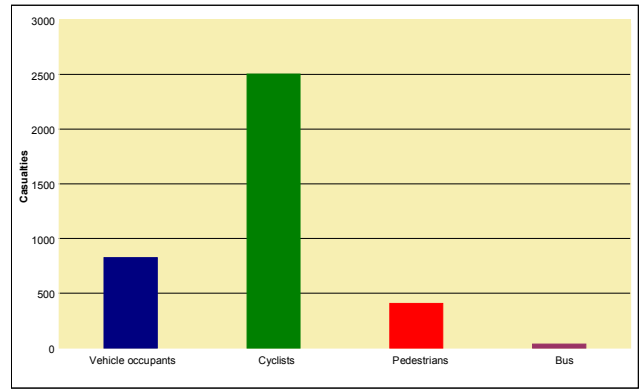


Figure 7: Reported deaths and injuries in Wellington Region per 100 million hours spent travelling (LTSA, 2000)

Pedestrian risk by age group

As expected, the 5–20 year age group is most at risk and over-represented compared to their population proportion (figure 8). The 20–35 and 45–65 age groups are higher than national figures, however, this is likely explained by the higher proportion of pedestrian trips in the region than in the rest of New Zealand. In Wellington, 27.5% of all trips are pedestrian trips, however nationally they only make up 18.8% of trips.

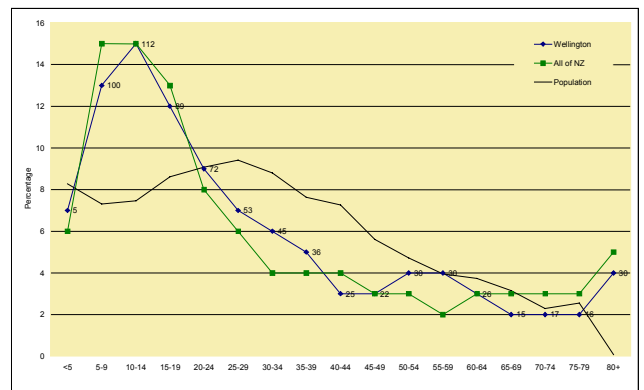


Figure 8: Wellington region pedestrian casualty age profile 1998 - 2001

Journey to work (figure 9) figures show an upward trend in walking since 1991 region wide, however, this seems to be largely driven by activity within Wellington city. In all other centres, walk to work trips are declining, with 1991–2001 figures significantly lower than 1986⁶.

Strategy implications

Wellington region is making some gains in pedestrian safety, and casualties are decreasing with increasing usage. However, the safety of the pedestrian environment is not improving to the same extent as the motor vehicle environment. Pedestrian casualties as a proportion of total casualties is increasing. Safety needs to be an integral feature of this strategy with safety improvements integrated to service level provisions and programmes such as safe routes to school and walking school bus.

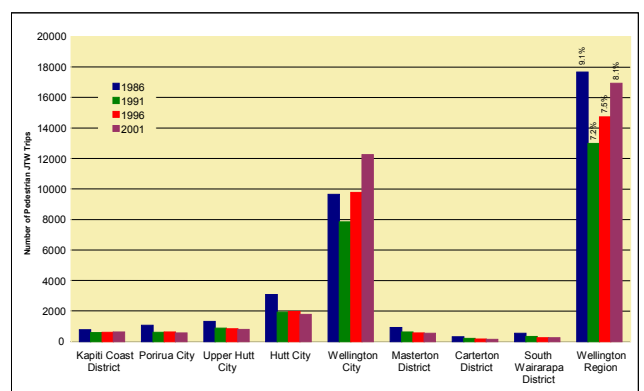


Figure 9: Journey to work trips as a pedestrian, comparison of 1986–2001 census data (Statistics New Zealand, 1986, 1991, 1996 and 2001)

⁶ Note the scope of the census question was narrowed after 1986, which likely explains the drop between 1986 and 1991 journey to work figures (figure 8).

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Notes on the *New Zealand Travel Survey Data (LTSA, 2000)*

1. Injury data: reported motor vehicle injury crashes from the Police Traffic Crash Reports database maintained by the LTSA.
2. Regions: the Travel Survey regions refer to residents of the selected regions. In the crash data, the given region is the region in which the crash occurred. These are not identical. For cyclists one would expect a high correlation. For the risk estimates to be valid for vehicle occupants, it is necessary to assume that travel by regional residents outside the region is matched by travel by non-residents inside the region.
3. The injury statistics only include injuries in crashes reported to the Police and which involve a motor vehicle. Pedestrian-only or cycle-pedestrian crashes are not included in these figures. The risk estimates will therefore underestimate the total injury risk to pedestrians.

Appendix 2

Anticipated Strategy Cost

Strategy Actions	2003/04	2004/05	2005/06	2006/07
RCA Pedestrian Review: RCAs to develop programmes in conjunction with community providers to review pedestrian access to key local destinations	-	Determined by RCAs	Determined by RCAs	-
Public Transport Pedestrian Review: Review access to public transport nodes and develop a programme to implement improvements	-	\$30,000	\$30,000	\$30,000
Implementation of Public Transport Pedestrian Review programme	-	-	Determined by RCAs	Determined by RCAs
Land Development Review: Encourage high levels of accessibility for pedestrians in land development. Review plan changes and development proposals/ notifications/consent applications	Administrative	Administrative	Administrative	Administrative
Walking School Bus/Safe Routes to School: Investigate expanding the role and uptake of Walking School Bus/Safe Routes to School	Administrative	-	-	-
Local Level Programme Implementation: Advocacy at local political level during annual planning process for approval and funding RCA pedestrian programmes	Administrative	Administrative	Administrative	Administrative
Central Government: Actively participate where appropriate in national level programmes/strategy development that have regionally significant impacts upon pedestrians	Administrative	Administrative	Administrative	Administrative
Information sharing <ul style="list-style-type: none"> ▪ Best practice ▪ Pedestrian programmes 	Administrative	Administrative	Administrative	Administrative
Biennial Perception survey and RLTS Annual Monitoring Report	\$8,000	\$8,000	-	\$8,000
Anticipated Cost to date	\$8,000	\$38,000	\$30,000	\$38,000

Appendix 3

National Standards and Guidelines for Pedestrian Facilities and Network Planning

- Pedestrian and Cyclist Safety Framework (LTSA, finalisation stage)
- Pedestrian Facilities and Network Planning Guide (LTSA, due June 2004))
- RTS 14 - Guideline for Installing Pedestrian Facilities for People with Visual Impairment (LTSA, published September 2003)
- NZS 4121:2001 Mobility standards: Design for Access and Mobility – Buildings and Associated Fittings
- AS/NZS 1428.4:2002 Design for Access and Mobility Part 4: Tactile Indicators
- AS/NZS 3661.1:1993 Slip Resistance of Pedestrian Surfaces – Requirements.

Water, air, earth and energy: elements in Greater Wellington's logo that combine to create and sustain life. Greater Wellington promotes **Quality for Life** by ensuring our environment is protected while meeting the economic, cultural and social needs of the community.

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