

# Nelson City Council Pedestrian Strategy

November 2005



# Stepping Out



Vision

*increase walking and physical activity in Nelson*



*Nelson City Council*

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## Stepping Out

### **"Maori Proverb"**

**Ehara te ara haripu; haere koa ite ara awhio  
(Go the roundabout way, rather than by the direct one)**

Prepared by Peter Kortegast  
Nelson City Council  
Transportation Engineer

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Pedestrian Strategy Nov 05

## EXECUTIVE SUMMARY

The pedestrian vision is:

### ***“Increase walking in Nelson”***

Walking makes up 18% of all trips in Nelson. Every journey we make involves a small component of walking.

Walking is the highest participation recreational activity across all age groups. Improved pedestrian facilities will encourage active mobility and improve community health and wellbeing. The needs of mobility impaired require recognition and facilities need to cater for all users including elderly, wheelchairs, mobility scooters and visually impaired.

This strategy establishes a plan to achieve the vision and aims to increase the number of commuters in Nelson who walk to 15% by the 2011 census and increase the number of residents who walk for recreation for all age groups within five years.

This strategy addresses the pedestrian issues identified in the Regional Land Transport Strategy 2001.

The main actions established to increase walking and physical activity in Nelson are:

- Missing link survey, showing all the gaps in our footpath and walking network by December 2006
- Continue investment in the footpath construction programme and eliminate the current backlog of 23km of streets without any footpath within 10 years
- Progressively upgrade walkway lighting and signage to create a safe night environment for walkers where appropriate
- Undertake a plan change to require all new subdivisions to have a walking plan detailing how they provide for recreational and commuter walkers
- Undertake a plan change to ensure all new roads in subdivisions include walkway connections at cul-de-sac heads where appropriate
- Complete the Central Business District Safer Route Study and the Inner City Safety Study by 2006 and continue the Safer Journey to School Programme
- Central Business District lighting upgrade by June 2006
- Complete the Nelson Tasman Physical Activity Plan by April 2006
- Ongoing walking promotion through the schools and road safety education
- Utilise esplanade reserves and city parks to enhance recreational walking opportunities

This strategy will require a small additional financial commitment by Council in the promotion and education area and will redirect existing planned budgets to high need pedestrian areas producing a better outcome for the community.

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## 1 INTRODUCTION

### 1.1 VISION

Walking makes up 18% of all trips in Nelson. Every journey we make involves a small component of walking.

**The vision of this strategy is to:**

***“Increase walking in Nelson”***

This vision is consistent with the Regional Policy Statement’s policy for walking:

*IN 2.3.5 To encourage walking and cycling as alternatives to the use of private motorcars.*

The Nelson City Council wants to increase the number of people walking<sup>1</sup> in the Nelson region, especially for short trips<sup>2</sup>.

Pedestrian trips throughout Nelson are increasing and this strategy is about maintaining that positive momentum and ensuring that future developments are designed to encourage walking.

Increasing walking in Nelson requires more than just infrastructural improvements. It requires a comprehensive strategy incorporating education, promotion, enforcement, encouragement and improved facilities.

The Pedestrian Strategy aims particularly to:

- Increase walking in Nelson
- Continue to develop a linked pedestrian network of walkways and footpaths
- Provide a safe pedestrian network by improving infrastructure and education
- Encourage walking as a means of travel
- To recognise walking as an important physical activity
- Get our children walking

This strategy sets out a vision shared by the key agencies involved in walking. This strategy has taken into account other key policy documents.

This strategy will enhance our community through increased walking, create better health, sense of well being and pride in our city.

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<sup>1</sup> 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).

<sup>2</sup> Short trips are defined as being those less than 2km in length.

A good example is the recently complete Millers Acre Centre, Taha O Te Awa, where pedestrian access to the river and a quality riverside walk experience were major design criteria shaping this development. Ensuring walkers needs were catered for helped to produce a people friendly quality community facility.

Recent visiting international pedestrian expert Dr Rodney Tolly, said “Nelson had huge walking potential”. He further pointed out that “walking is the best solution to the world wide obesity epidemic and that a walkable city is an important gift to give to our children.”

The vision is also consistent with the Regional Land Transport Strategy (RTLTS) and has been created from its objectives:

- b) Provide an extensive, safe and user-friendly linked pedestrian network.*
- c) Increase the number of walkers in Nelson and its environs to achieve a significant contribution to transport needs*

The vision has more connection with objective c) as it targets increasing walking. There was a need to have a simple clearly understood vision. However objective b) is seen as an action point of the vision as it is necessary to create an extensive linked safe network to increase walking in Nelson. Infrastructure improvements are only one factor in achieving the over arching vision.

The vision also includes increasing physical activity as walking is seen as an important recreation pastime for improving community health and wellbeing. This is the link with the Nelson Tasman Physical Activity Strategy.

## 1.2 STRATEGY DEVELOPMENT

This strategy has been developed by Council staff, in consultation with key interest groups and support from Opus Consultants Ltd. It has also included a public survey on pedestrian issues completed in March 2005. Walking has involvement from a variety of other government agencies. Appendix 1 sets out each agency’s role.

This strategy establishes a plan to achieve the vision through actions which have a timeframe, are well defined and have measurable outcomes. The actions of this strategy will be reviewed and reported on annually through the Regional Land Transport Strategy Annual report.

## 2 STRATEGIC CONTEXT

### 2.1 NATIONAL TRANSPORT STRATEGY

In 2002 the Government released the New Zealand Transport Strategy (NZTS). This seeks to integrate all modes of transport, which is enforced by its vision that:

*"By 2010 New Zealand will have an affordable, integrated, safe, responsive and sustainable transport system."*

This requires us to gain the most from all modes of transport including walking.

Walking is the primary transport mode and every journey we make involves walking to some degree or other. It is fundamentally important.

In response to this vision, the Ministry of Transport prepared a variety of transport strategies including "Getting There – On Foot, By Cycle". This strategy aims to encourage more people to walk and cycle as part of their personal transport. This national strategy acknowledges that the potential exists for many people to walk and cycle more often. It acknowledges that whilst we make over a billion trips per year on foot, census data from the last four surveys and shows that on average the percentage of New Zealand's trips by walking is dropping. In contrast to this Nelson city is managing to not only hold its own but increase walking, particularly by youth.

### 2.2 LEGISLATIVE FRAMEWORK

Along with the national strategies there are a series of legislative documents, which also help direct walking strategies.

The Land Transport Act 1998, and the Land Transport Management Act 2003 give guidance to the national and local focus in delivering land transport, which includes walking. These require the creation of a Regional Land Transport Strategy (RLTS).

The Resource Management Act 1991 sets the framework for the Regional Policy Statement (RPS). The RLTS cannot be inconsistent with the RPS.

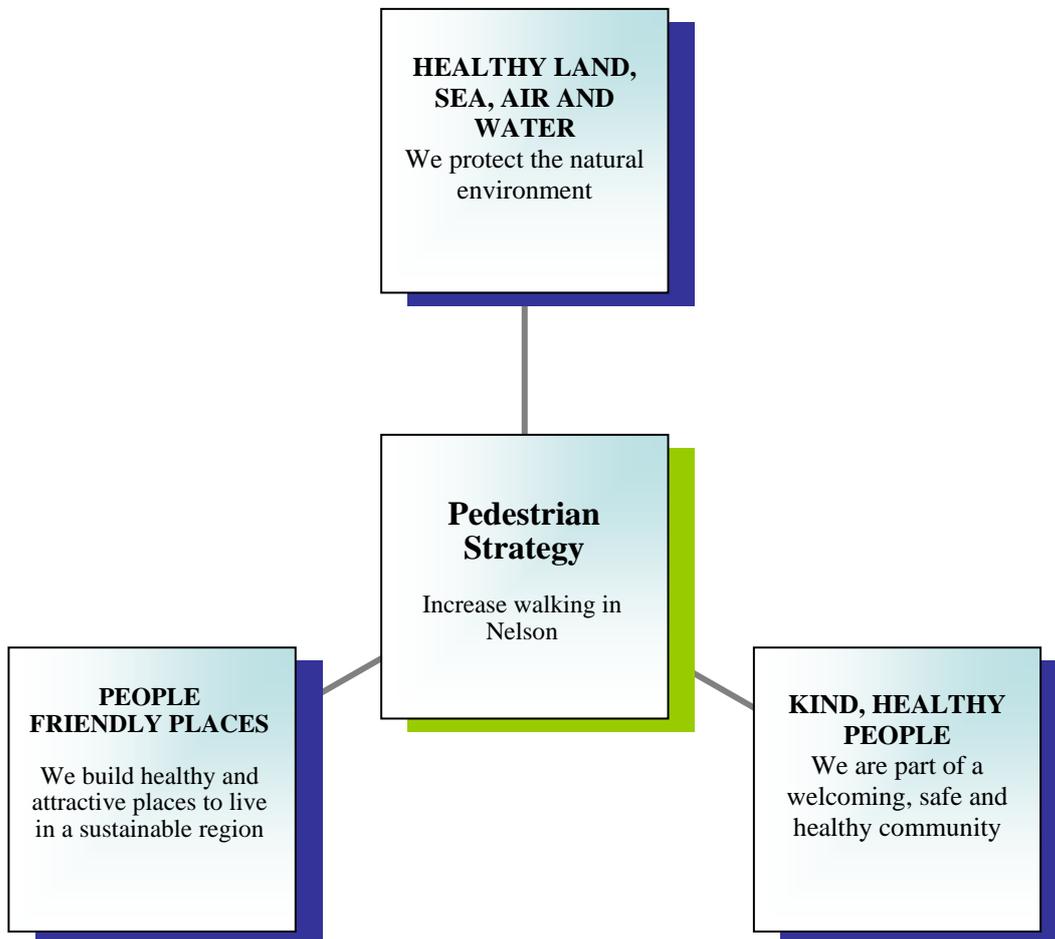
Nelson city wrote its current RLTS in 2001. That strategy identified a specific need to create policies around encouraging walking as a mode of transport.

*"5b A Pedestrian strategy be completed by August 2004."*

The development of this strategy has been delayed and the initial draft was presented to Council in January 2005. This revised strategy incorporates feedback from Councillors and the community pedestrian survey.

Nelson has three new draft Community Outcomes, which are related to this strategy as shown in Diagram 1 on the following page.

**Diagram 1 – The new draft Community Outcomes contributed to by this Pedestrian Strategy**



Nelson has a Social Wellbeing Policy, which will be enhanced by this strategy. As walking and access by foot will improve the urban and rural environment and the social wellbeing of our communities.

This strategy will drive how pedestrian facility development and promotion initiatives are focussed. It will provide a policy framework for Council's Roding Asset Management Plan and Parks and Reserves Asset Management Plan.

Appendix 2 includes a diagram which shows how this strategy fits into the Council Policy framework.

This strategy has a partnership with the Nelson Tasman Physical Activity Plan which has a number of actions which will enhance walking in Nelson. These actions are detailed in Appendix 7.

### 3 WALKING IN NELSON CITY

#### 3.1 GENERAL

To set the scene for walking, the current information about Nelson's pedestrian is presented in Table 1 below. These statistics help identify the issues for the strategy. A full summary of this information is included in Appendix 4.

TABLE 1: PEDESTRIAN KEY STATISTICS

DESCRIPTION	Nelson	All NZ
<b>Numbers</b>		
<i>Percentage of total trips by foot</i>	18%	18.1%
<i>Percentage of Commuters that walk</i>	10%	7.1%
<i>Average daily pedestrian volume central Trafalgar Street</i>	13,000	n/a
Length of urban roads without any footpath Nov 2005 (in 2000 Nelson had 32km urban roads without any footpath)	23km	n/a
<b>Safety</b>		
<i>Percentage of total reported crashes that involve pedestrians</i>	14%	7.5%
<i>Number annual reported pedestrian crashes</i>	20	n/a
<i>Estimated under reporting rate of pedestrian crashes</i>	n/a	700%
<b>Walking Trip Purpose</b>		
Social Recreation	56%	39%
Education	3%	14%
Shopping	23%	14%
Change Mode of Transport	4%	12%
Other	14%	21%
<b>Hours Walked per week</b>		
Less than 1 hour	5%	n/a
2 to 5 hours	54%	n/a
More than 5 hours	41%	n/a
<b>Public Satisfaction (2004 Residents survey)</b>		
With footpaths	82%	n/a
With Walkways	90%	n/a

The statistics show that Nelson has an existing high ratio of pedestrian commuters, a high number of pedestrians in the CBD and a high ratio of pedestrian crashes, which is consistent with high pedestrian numbers. The ratio of pedestrian crashes is high, double the national average, and there would appear to be the potential for a reduction of this crash rate.

Over the last five years the length of urban roads without any footpath has been reduced by a 9km or 28%, which has corresponded to an increase in public satisfaction with footpaths from 74% to 82%, over the same period.

Nelson has a higher than national average ratio of pedestrians that walk for recreation and shopping. Most Nelson pedestrians walk in excess of two hours a week and 41% walk more than five hours a week. Walking clearly is an important part of the Nelson lifestyle.

### 3.2 BARRIERS TO WALKING

A pedestrian survey of Nelson residents in 2005 identified a number of barriers that stopped people walking, which are summarised in Table 2 below. Understanding these barriers can help us improve facilities for pedestrians and encourage more walking.

TABLE 2: FACTORS THAT STOP NELSON RESIDENTS WALKING

DESCRIPTION OF FACTORS THAT STOP WALKING	Nelson
<i>Takes to long to get to my destination</i>	16%
<i>Too much motor vehicle traffic</i>	14%
<i>Too many cyclists on walk paths</i>	10%
<i>Poor Quality Surface</i>	9%
<i>Too many dogs</i>	7%
<i>I don't feel like walking</i>	7%
<i>No path where I want to go</i>	7%
<i>I am not fit enough</i>	6%
<i>I have to transport my children with me</i>	5%
<i>Various other factors</i>	19%

Some of these barriers are difficult to address, but others like behaviour of cyclists on shared paths, footpath surfacing, lack of footpath and problems with traffic and dogs can be improved through this strategy

## 4 CONSULTATION RESULTS

### 4.1 GENERAL

Consultation for development of the issues in this strategy included some key stakeholders and a wider public consultation completed in March 2005. The findings from the consultation are detailed under the following five headings:

- Residential
- Rural
- Industrial
- Retail
- Major Pedestrian Needs

### 4.2 RESIDENTIAL ISSUES

Residential areas are defined as areas with relatively high density of dwellings, with roads, footpaths, and walkways (road to road connections).

1. There are higher numbers of 'vulnerable users' in residential areas, particularly children and elderly, who do not have mature awareness of vehicle traffic and may have restricted mobility.
2. There are some areas that do not have any footpaths or walkways. Currently 23km of Nelson urban roads have no footpath at all.
3. Footpaths beside roads are not a personal security problem, because pedestrians are visible to road users and property owners and have street lighting.
4. Alleyways and pedestrian walkways between roads, residential centres or reserves are often isolated, poorly lit and are often intimidating to walk through by night. Those consulted identified poor sight lines (high fences), and poorly maintained surroundings (graffiti, long grass and litter) as factors which make walkways less safe.
5. Non-compliance issues exist with tactile paving and crossing points. Many areas within Nelson have different standards for tactile paving layout, colour and size. Pram crossings and crossing points vary and applications differ. Footpath widths vary and the gradients of some pram crossings are too steep, particularly in the Wood area.
6. Included in the residential area is State Highway 6, Waimea Road, Rutherford Street and Main Road Stoke arterial roads. There are some specific issues relating to the conflict between high numbers of pedestrians and vehicles. They are particularly difficult to cross, especially SH6 Rocks Road which lacks crossing facilities.

### 4.3 RURAL

The rural areas are those zoned as low density housing or have predominantly large individual land holdings. The rural lifestyle areas of Nelson are located mainly in the north Nelson valleys and Hira basin.

- 1 The needs of these rural communities are different from urban areas, as the longer commuter travel distances, create a need mainly for recreational walking. This need was historically met by residents using their own land, when rural blocks were large and land access was less restricted. Today there are many smaller land blocks, restricted access through fragmented rural land ownership and narrow rural unsealed valley roads.
- 2 These residents have indicated a preference for rural unsealed paths, recreational walkways or esplanade walks. Examples of rural pedestrian type facilities are the Rayners Road bridal path, Cable Bay walkway, Maitai River walkway and Hira pedestrian footbridge.

### 4.4 INDUSTRIAL ISSUES

Industrial areas are defined as the port, heavier industry areas around the airport and heavier industry areas near to the central city where primary pedestrian routes are between carparks and buildings.

1. The industrial areas are considered to have moderate pedestrian use and most journeys are by car. However some, like Vanguard Street and lower Nayland and Quarantine Road, are traversed by commuter walkers and school children.
2. Pedestrians should be safe from large trucks and industrial heavy traffic.
3. It is important to encourage walking to work in the industrial areas by providing good walking links to neighbouring communities, e.g. a footbridge connection linking the Railway Reserve Walkway/Cycleway to the new Whakatu Industrial Park, Main Road Stoke.

### 4.5 RETAIL ISSUES

Retail areas are defined as areas with a high density of shops, cafes and bars such as the central city, central Stoke and Tahunanui.

1. Through the consultation process, Buxton Carpark (off Trafalgar Street) was identified to be a 'problem' area in the early hours of the morning for pedestrians returning to their vehicles. They felt unsafe and intimidated.
2. Crime reports identified this area and the bar strip along Bridge Street to have the highest number of incidents at approximately 3am when the pubs, clubs and bars closed. This is as a result of anti-social behaviour, primarily caused by excessive drinking.
3. Footpaths, block paving, and service lids throughout the central city and shopping areas (including carparks) can create trip and slip issues, particularly with tree roots lifting block pavers.

4. Some Trafalgar Street footpaths have 'ponding' areas in the pavement from settlement of the brickwork.
5. Street lighting is also an issue. Although the shops provide adequate lighting for the main footpaths, the street lights are generally ineffective. This is due to the lamps on the columns being either in, or above the tree canopies. This is particularly noticeable during summer months when the trees are in leaf.
6. Retail areas have a concentration of footpath sandwich board signs, outdoor displays and in some areas narrow footpaths. This creates barriers for pedestrians, particularly the disabled and elderly.

#### 4.6 MAJOR PEDESTRIAN NEEDS

The major pedestrian needs identified through the consultation process are listed below:

- Improved crossing points on Rocks Road
- Improved crossing points along Waimea Road between Motueka Street and Bishopdale Avenue
- Need for rural walkways
- Complete footpaths in urban streets
- Improve walkway lighting
- Improve CBD lighting

New footpaths and walkways requested through the consultation process are listed in Appendix 4, along with walkway gaps identified by the 2002 Parks and Reserves Asset Management Plan.

## 5 PEDESTRIAN STRATEGY GOALS

The strategy goals are listed below in Table 3 and have been developed from the issues raised in the consultation.

**TABLE 3 - MAIN GOALS OF THE STRATEGY AND THE ISSUES LINKED TO THESE GOALS WHICH COME FROM THE CONSULTATION PROCESS.**

Goals	Issues
Develop a linked network	Missing links in the walkway network and poor walkway lighting and delineation
	23km of urban road without footpath
	Limited walking facilities in rural areas
Provide a safe network	High number of crashes at intersection
	Pedestrian safety along routes to school
	Inconsistent standards
Provide a user friendly network	Limited facilities for visually impaired and disabled
	Personal safety while walking
	Maintenance of footpaths
	Lighting of footpaths in the central business district
Recognise walking as an important physical activity	Inactivity of the community and an increase in health problems related to inactivity

## 6 DEVELOP A LINKED NETWORK

### 6.1 MISSING LINKS IN THE WALKWAY NETWORK AND POOR LIGHTING AND DELINEATION OF WALKWAYS

#### 6.1.1 Initiative

Develop a walkway network for Nelson city, which supplements the on-street footpaths and provide more efficient walkway connections through a walkway upgrade and construction programme.

#### 6.1.2 Action

Council will identify the missing links in the walkway network by producing a comprehensive plan of all walkways by December 2006. This will be used to identify key links and assist with prioritising projects. It will also review signage and lighting. This study needs to consider the outcomes of both the Nelson Urban Growth Strategy and the Corridor Study to plan for the needs of the next 30 years.

Council will prioritise walkways to fill in missing links and upgrade walkway lighting and signage to create a safe night environment for walkers where appropriate. A forward work programme will be included in the Roading Asset Management Plan.

Council will continue to use the services overlay provisions of the Resource Management Plan to require new subdivisions to provide walkway links to nearby roads, reserves, schools and community facilities.

Council will initiate a plan change to require all new subdivisions to have a walking plan detailing how they provide for recreational and commuter walkers.

Council will initiate a plan change to require all new subdivisions to ensure that new roads in subdivisions include walkway connections at cul-de-sac heads where appropriate to create direct walkway links to adjoining roads or reserves and/or future subdivisions on adjoining land.

#### 6.1.3 Monitoring

All missing links identified by the end December 2006.

Walkways forward work programme updated by June 2007, which includes rural initiatives.

Plan changes initiated in 2007.

### 6.2 23KM OF URBAN ROAD WITHOUT FOOTPATH

#### 6.2.1 Initiative

Eliminate the current 23km backlog of urban streets without footpaths within 10 years by construction of new footpaths.

### **6.2.2 Action**

Council will continue with the policy of providing one footpath on every residential street.

Council will target constructing 3 km of footpath annually.

The Roothing Asset Management Plan budgets sufficient capital investment to achieve this target.

Council will prioritise footpath construction projects that provide for commuter pedestrians and will give a greater priority to projects in areas of high social deprivation.

### **6.2.3 Monitoring**

The amount of kilometres of footpaths constructed annually achieves the 2.3km annual target.

To increase the number of commuters in Nelson who walk to 15% by the 2011 census.

## **6.3 LIMITED WALKING FACILITIES IN RURAL AREAS**

### **6.3.1 Initiative**

Council seeks to provide rural pedestrian facilities where possible at time of rural road upgrade and new subdivisions

### **6.3.2 Action**

As part of new subdivisions and Council's seal extension programme rural walkways will be provided where they are possible and are economically affordable.

### **6.3.3 Monitoring**

That the rural walkway network is extended by 5km over the next 15 years.

## 7 PROVIDE A SAFE PEDESTRIAN NETWORK

### 7.1 HIGH NUMBER OF CRASHES AT INTERSECTIONS

#### 7.1.1 Initiative

To ensure pedestrian safety at intersections is improved in residential and retail areas through crash reduction studies and safety audits of projects.

#### 7.1.2 Action

Council will continue with biannual crash reduction studies and ensure pedestrian safety is considered as part of each study.

Council will carry out design safety audits on new roading projects exceeding \$100,000 and ensure the needs of pedestrians are considered especially around intersections.

#### 7.1.3 Monitoring

The top five pedestrian crash sites are identified and improved over the next five years.

All safety audits consider pedestrian issues.

The reported pedestrian five year crash rate on Nelson roading network per 10,000 population is reduced.

### 7.2 PEDESTRIAN SAFETY ALONG ROUTES TO SCHOOL

#### 7.2.1 Initiatives

To ensure major walking routes to Nelson schools are safe through minor safety improvements and continued safer journey to school studies.

#### 7.2.2 Action

Council will continue with the Safe Routes to School programme until all primary and intermediate schools have been investigated. The identified problems shall be actioned through the Minor Safety Programme. This should be completed within five years. Council has already completed Safe Journey to School studies at five Nelson Schools;

- Auckland Point
- Victory
- Nelson Intermediate
- St Josephs
- Central School

Council will continue to encourage walking school buses.<sup>3</sup>

Council will give school pedestrian safety improvements and crossing improvements a high priority in its footpath and minor safety forward work programmes.

<sup>3</sup> A walking school bus is an organised group of children, with parental supervision, who walk a regular route to school.

Council will consider widening footpaths which are located on major school routes, where pre-construction pedestrian surveys show large pedestrian volumes or where they are identified through the Safe Journey to School studies.

### **7.2.3 Monitoring**

At least one school route to be investigated annually, until all have been addressed within five years.

## **7.3 INCONSISTENT STANDARDS**

### **7.3.1 Policy initiatives**

To encourage regionally consistent standards for footpaths and walkways are applied.

To encourage regionally consistent standards for tactile paving and limited mobility user facilities.

### **7.3.2 Action**

Council will work towards a consistent standard for footpaths and walkways both regionally between Tasman District and Nelson City Councils and internally between Roading and Community Assets.

Council will work towards a consistent standard for facilities for installation of tactile warning pavers and for mobility scooters and wheelchairs.

Council will use these standards for future works on the pedestrian network.

Council will create an engineering standard that addresses the needs of people over 65 including designing for the needs of mobility scooters.

### **7.3.3 Monitoring**

A consistent standard is achieved.

Engineering standards created that address the needs of people over 65 by December 2006.

## 8 PROVIDE A USER FRIENDLY NETWORK

### 8.1 PERSONAL SAFETY WHILE WALKING

#### 8.1.1 Initiatives

To improve the personal safety of walkways and footpaths through a CPTED design approach and upgraded walkway lighting.

#### 8.1.2 Action

Council will carry out a personal security survey<sup>4</sup> of the walkway network by December 2006.

Council will prioritise and implement the findings of the safety survey through its walkways budget and progressively upgrade walkway lighting and signage to create a safe night environment for walkers.

All central city and walkway projects will have a CPTED<sup>5</sup> audit as part of the design process.

Council will develop a forward programme for walkway upgrades with priority given to improving the safety of walkways. This will include lighting upgrades of walkways which have high night time use.

#### 8.1.3 Monitoring

A personal security survey is completed by December 2006.

Number of CPTED<sup>5</sup> audits completed.

Complete Central City Safer Walkway Project.

Complete Inner City Safety Project.

### 8.2 MAINTENANCE OF FOOTPATHS

#### 8.2.1 Initiatives

To minimise the extent of tripping hazards on footpaths through regular maintenance.

<sup>4</sup> Personal security survey is a survey of existing wellbeing by an experienced Crime Prevention through Environmental Design expert looking at areas of personal security risks and identifying improvements.

<sup>5</sup> CPTED (Crime Prevention Through Environmental Design) involves an established audit process of crime prevention through simple design improvements.

### **8.2.2 Action**

Council will identify problem sites through annual maintenance inspections and through its public complaint recording system (Hansen System).

Council will rectify urgent problem sites within four weeks.

Council will programme non-urgent work within 12 months of identification.

### **8.2.3 Monitoring**

Annual maintenance surveys of footpaths to identify areas of tripping hazards are completed.

Problem sites prioritised and programmed within the appropriate response time.

## **8.3 LIGHTING OF FOOTPATHS IN THE CBD**

### **8.3.1 Initiatives**

To ensure the footpaths in the inner city are well lit as part of a CBD lighting upgrade.

### **8.3.2 Action**

Council will carry out a CBD lighting upgrade by June 2006.

### **8.3.3 Monitoring**

CBD lighting upgrade completed by June 2006.

## 9 TO RECOGNISE WALKING AS AN IMPORTANT PHYSICAL ACTIVITY

### 9.1 INACTIVITY OF THE COMMUNITY AND INCREASE IN HEALTH PROBLEMS RELATED TO INACTIVITY

#### 9.1.1 Initiatives

To increase recreational walking in Nelson through promotion and infrastructure development

#### 9.1.2 Action

Council will seek to form a partnership with SPARC to promote walking in Nelson.

The Community Services Division will, in partnership with other agencies, establish a promotion strategy for physical activity including walking.

Council will provide pedestrian facilities along its walkways for elderly and disabled residents by installing seats and providing walkways which are accessible for the mobility impaired.

#### 9.1.3 Compliance measures

Number of seats and bridges installed annually on Nelson walkways.

Kilometres of walkways upgraded annually.

Council will complete its Nelson Tasman Physical Activity Strategy by April 2006.

Increase the number of residents who walk to more than five hours a week to 60% within five years.

## 10 FINANCIAL

### 10.1 FINANCIAL IMPLICATIONS OF THIS STRATEGY

This strategy does not propose any adjustment to the current footpath or walkway funding levels within the roading activity. It does however highlight the need to increase the funding in the community services area to promote physical activity within in our community and walking as a form of active transport. The allocations of additional funding will be considered through the Annual Plan process.

All the studies and walking initiatives proposed by this strategy can be completed within the existing budgets, but requires more targeted use of existing budgets.

## 11 FORWARD FOOTPATH AND WALKWAY CONSTRUCTION PROGRAMMES

### 11.1 FOOTPATH PROGRAMME

The forward footpath programme is listed in Appendix 6. This is based on the previous Roding Asset Management Plan 2003, but has been adjusted to fit with the most recent Annual Plan adjustments made in 2005 and recently approved subdivision works. A significant portion of new footpath works is being undertaken in conjunction with to roading upgrades.

### 11.2 WALKWAY PROGRAMME

The forward walkway programme is listed in Appendix 6. This programme may need to be adjusted to suit new subdivision opportunities and as a result of the missing link study proposed by this strategy.

## 12 SUMMARY

This strategy will achieve the vision to *'increase walking in Nelson'* through the proposed actions. This strategy will contribute significantly to three of the proposed Community Outcomes:

1. Healthy Land, Sea, Air and Water
2. People Friendly Places
3. Kind , Healthy People

More people walking will reduce vehicle use, promote public health through exercise, create greater community interaction and reduce Nelson's impact on the environment we live in.

The key actions required by this strategy are listed below in Table 4. This table provides a picture of the timeframes of the proposed actions.

This document is expected to have a five year life. It is based on the same general assumptions that were used to create the RLTS. It should be noted that if the underlying assumptions of the RLTS are found to be erroneous it may require this document to be updated.

Furthermore, during the life of this document Council will undertake a series of monitoring activities that will signal whether the vision is being realised. A full summary of all the performance monitoring targets set by this strategy are included in Appendix 7. The results of the monitoring will guide the timing of the review. The progress made on implementing this strategy will be reported annually in the Regional Land Transport Strategy Annual Report.

TABLE 4 –SUMMARY OF THE KEY ACTION POINTS FROM THIS STRATEGY

Actions	2006/07	2007/08	2008/09	2009/10	2010/11
Missing Links Study	■				
Plan changes for pedestrian facilities in new subdivisions		■			
New footpath and walkway construction programme	■	■	■	■	■
Rural walkway construction programme	■	■	■	■	■
Personal Security Study	■				
Consistent regional pedestrian engineering standards	■				
Elderly pedestrian design standard	■				
Safer Journey to School Study					
☺ Stoke Primary	■				
☺ Tahunanui Primary		■			
☺ Enner Glynn			■		
☺ Hampden Street				■	
☺ Clifton Terrace School					■
Crash Studies include Pedestrian Black spots		■			■
Pedestrian education and promotion programme in partnership with other agencies	■	■	■	■	■

## Appendix 1

### 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 defined in the Land Transport Management Act 2003. The RLTC is to prepare a Regional Land Transport Strategy (RLTS) for approval by the council.

#### **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 Nelson City Council.

#### **Territorial Authorities (TAs) (Includes Unitary Authorities)**

Territorial authorities have a number of regulatory roles and ownership interests in transport, largely set out in the Local Government Act 1974 and the Land Transport Management Act 2003. District and city councils own and operate the local road network, however, their land transport decisions are required to take into account the RLTS. The RLTS is written by TAs or Unitary Authorities. Nelson City has both a RCA and TA role. 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.

#### **Land Transport New Zealand (previously Transfund NZ and Land Transport Safety Authority)**

This organisation provides central government financial assistance for walking projects and education projects. Currently Nelson receives a 53% subsidy for walking projects. Projects can be either for state highways or local roads. They also are involved in road safety promotion, crash prevention and education since the combination of both LTSA and Transfund NZ.

#### **Nelson Marlborough District Health Board (NMDHB)**

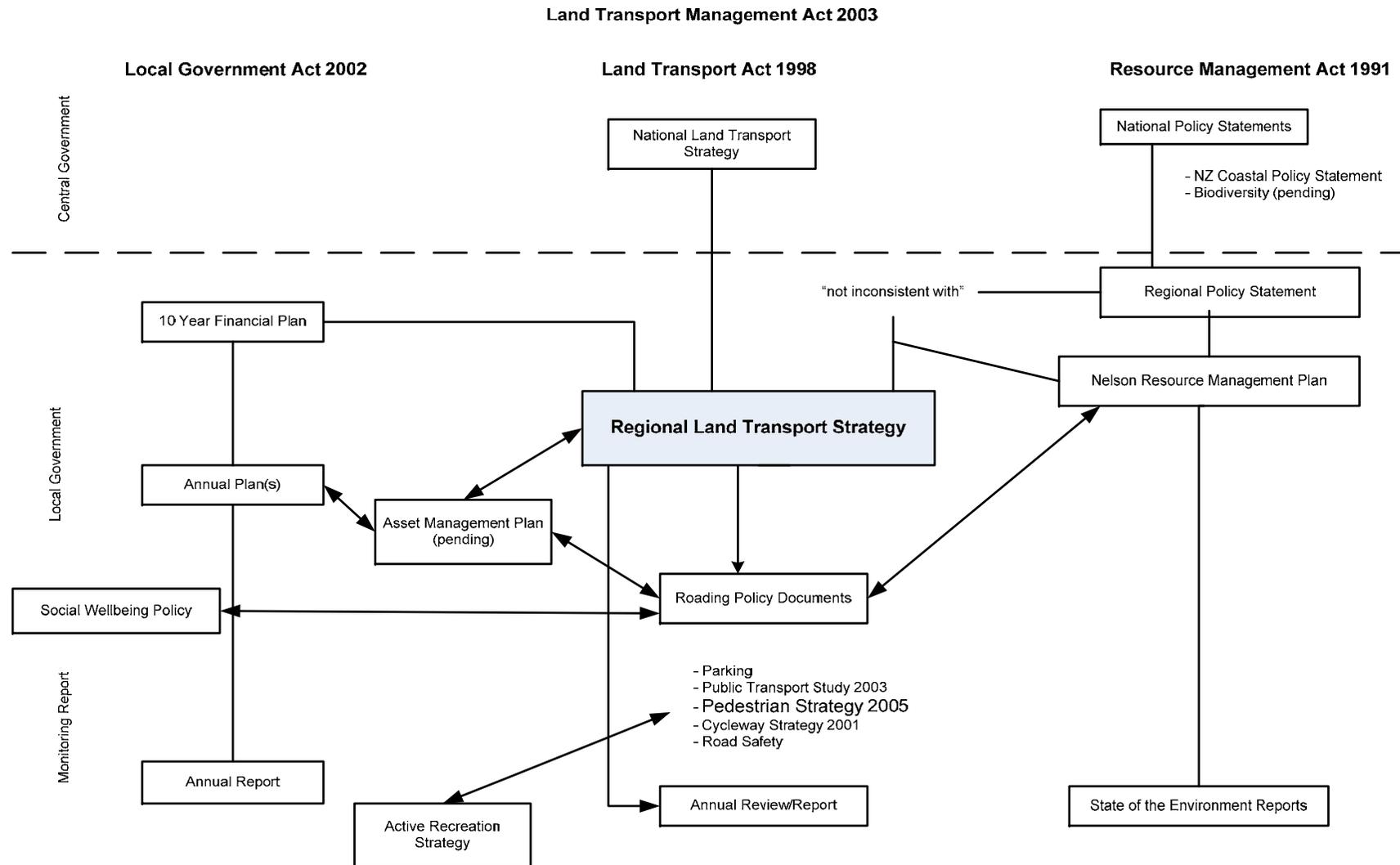
The District Health Board promotes positive health outcomes by supporting healthy public policy, community action, healthy environments and the development of individual skills for wellbeing. Both the Injury Prevention and Nutrition and Physical Activity teams have a strong interest in the strategy.

#### **SPARC**

It is a national government funded organisation which promotes sport and physical activity in New Zealand. They are both a funder of community initiatives and co-ordinate national strategies to improve physical activity and community health.

# APPENDIX 2

Diagram 2: Hierarchy of Planning Documents



## APPENDIX 3

### Pedestrian Statistics

#### WALKING AS A MODE OF TRAVEL

The LTSA travel survey has the data split into various regions with the local region being Nelson Marlborough. It is important to note that figures include Tasman and Marlborough as well as Nelson. It is not possible to obtain separate data for Nelson.

Figure 1 below, the various modes of transport as a percentage of all trips taken. It can be seen 18% of all trips are on foot which is consistent with the national average.

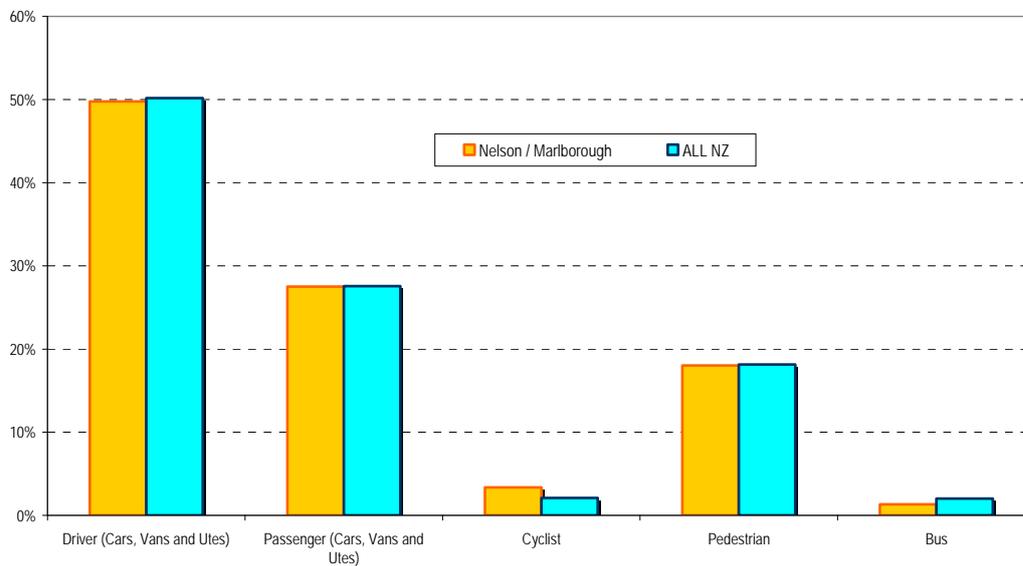


Figure 1: Showing the mode split for travel in Nelson and Marlborough

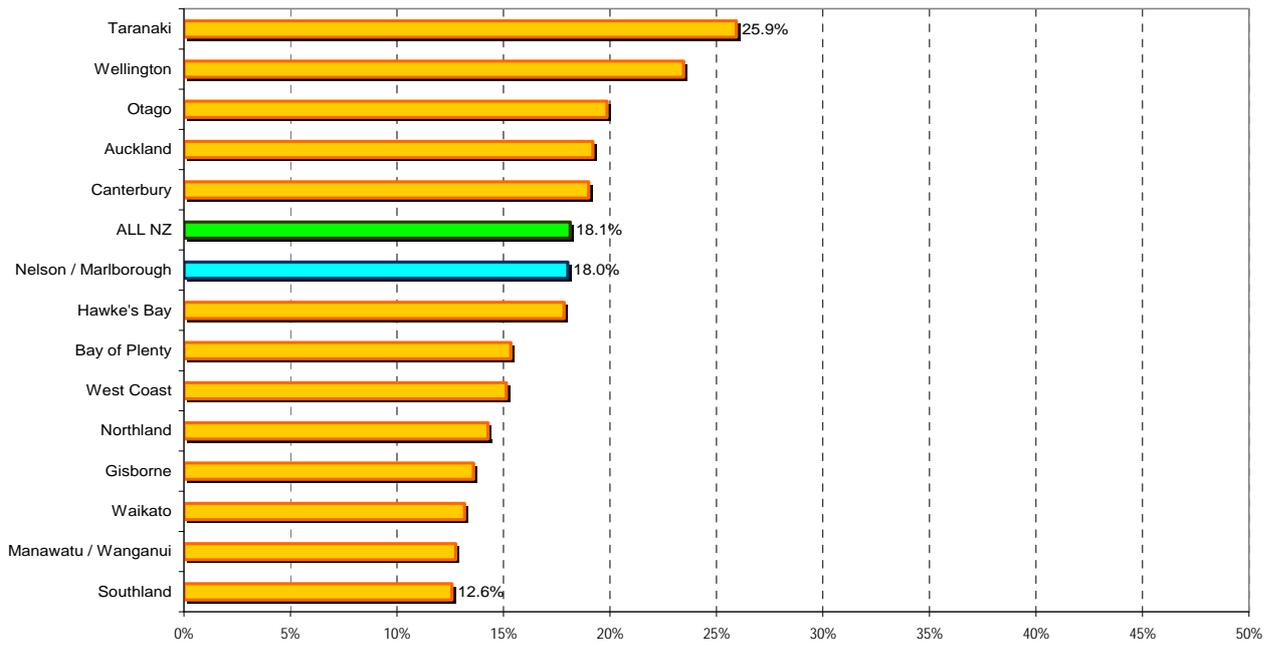


Figure 2 : Showing the relative position of Nelson / Marlborough of percentage of all trips that are by foot

Figure 2 shows that Nelson/Marlborough is ranked at 6<sup>th</sup> for the percentage of all trips completed on foot. The areas with the highest percentage of pedestrian travel were mainly the large city areas of Auckland, Wellington and Christchurch, and the rural areas of Taranaki and Otago.

### COMPARING AGE GROUPS

The LTSA travel survey gave figures for trips by age groups. This information has been amalgamated with the Census Data for 2001 to give a picture of the age distribution, in Figure 4. It shows that Nelson has a higher percentage of over 65 year olds (14.3% of population) compared with all of New Zealand (12.1% of population), while all other age ranges are less.

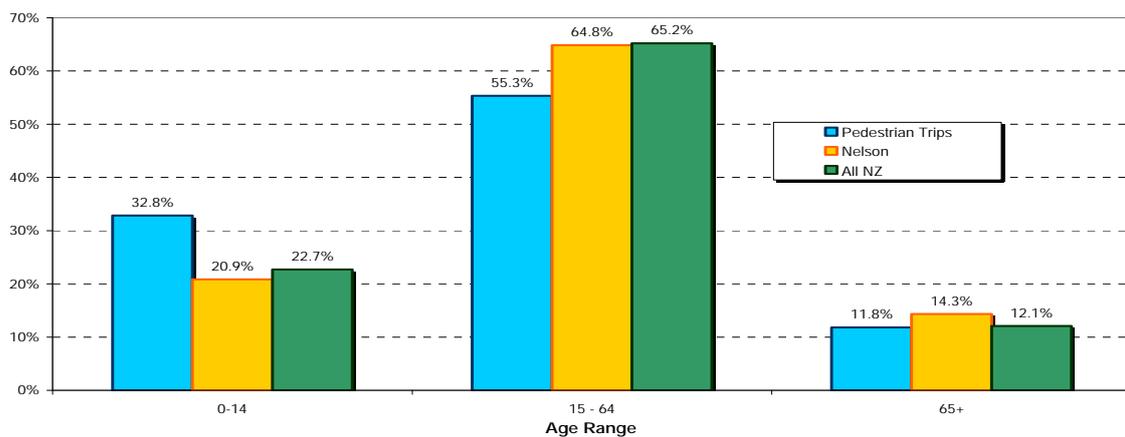


Figure 3: Showing the percentage of all trips on foot compared with the percentage of Population in Nelson and nationally by age group

In figure 3, the blue bar charts show the percentage of all trips by age range. Therefore, whilst Nelson has 20.9% of the population under 15, 32.8% of all pedestrian trips are in that age range. Furthermore, both the working and over 65 age ranges have fewer trips than the population figures would suggest. The high level of child foot traffic is not surprising, as this age group has limited access to other modes of transport. This has resulted in the lower percentages in the other groups.

### PEDESTRIAN CRASH ANALYSIS

The Land Transport New Zealand (LTNZ) holds crash data for the whole country. This data is collected by the NZ Police. The Memorandum of Understanding between the LTNZ and NZ Police requires the police to record all injury crashes. However, this is difficult to achieve in practice. The LTNZ also records data on the accuracy of recorded injury crashes by comparing hospital admissions with crash records. The crash reporting rate in Nelson / Marlborough is currently one of the better rates in New Zealand at 67% (all NZ is 64%, the best is Otago at 79% and the worst is Northland at 52%). Furthermore, the only crashes involved have to include a motorised vehicle. Therefore, the data included in CAS has to be read with these limitations in mind.

Figure 4 shows the number of pedestrian crashes in all New Zealand (green lines) and Nelson City (orange lines). Added to the graph is a best fit line<sup>6</sup>. The relatively small data set for the Nelson region results in significant variation on a year-to-year basis. However, the line of best fit shows that there is, on average over the last five years, a reduction of just over 2 pedestrian injury crashes per 100,000 population every year. This compares with a national increase of over 1 injury crash per 100,000 population every year. It also shows that in 2003 the national and local crash rates are approximately the same.

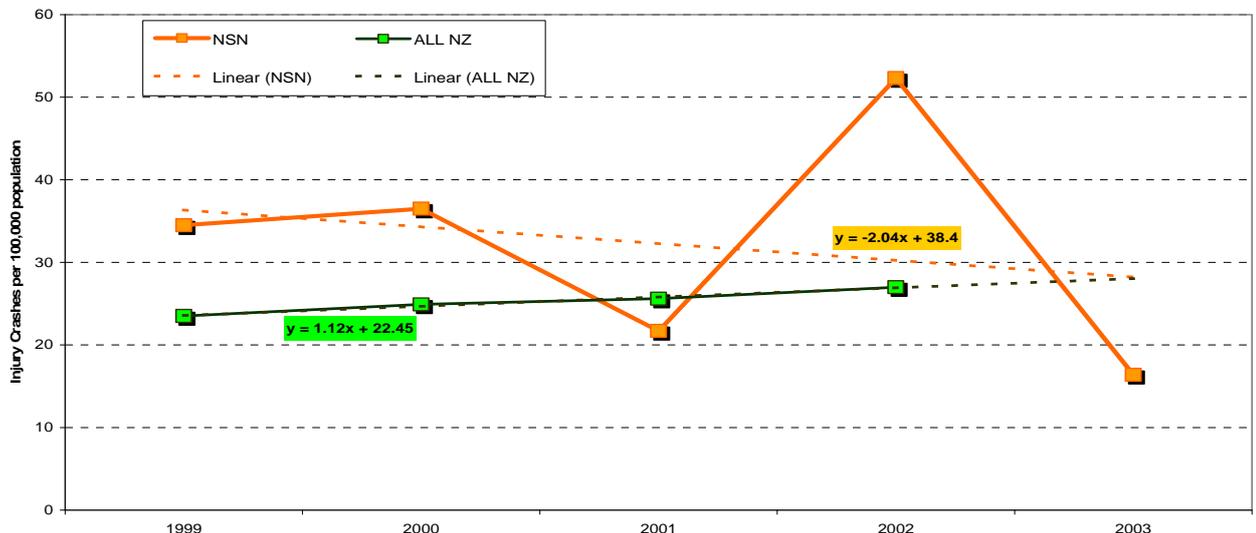


Figure 4: Showing the number of injury pedestrian crashes per 100,000 population

<sup>6</sup> Linear regression by least squares

LTNZ have consistently highlighted pedestrian crashes as being an ongoing road safety issue for Nelson region. Nelson is actively working with LTNZ to improve pedestrian safety through addressing crash blackspots. The majority of pedestrian crashes occur at intersections and roundabouts are particularly difficult for pedestrians to use.

### NELSON CRASHES

Analysis of the Nelson crashes shows that 27.1% were located at intersections, rising to 42.9% within a 50m diameter of intersections. 45.7% of the crashes were in dark or overcast conditions. This would indicate a night time pedestrian safety issue, as it is estimated 70% of pedestrian trips occur during daylight.

Roads with a high number of pedestrian crashes are all either on long routes with high traffic and pedestrian numbers such as Waimea Road or State Highway 6 or they are in the Central Business District (CBD) of Nelson (Trafalgar Street, Bridge Street, Hardy Street).

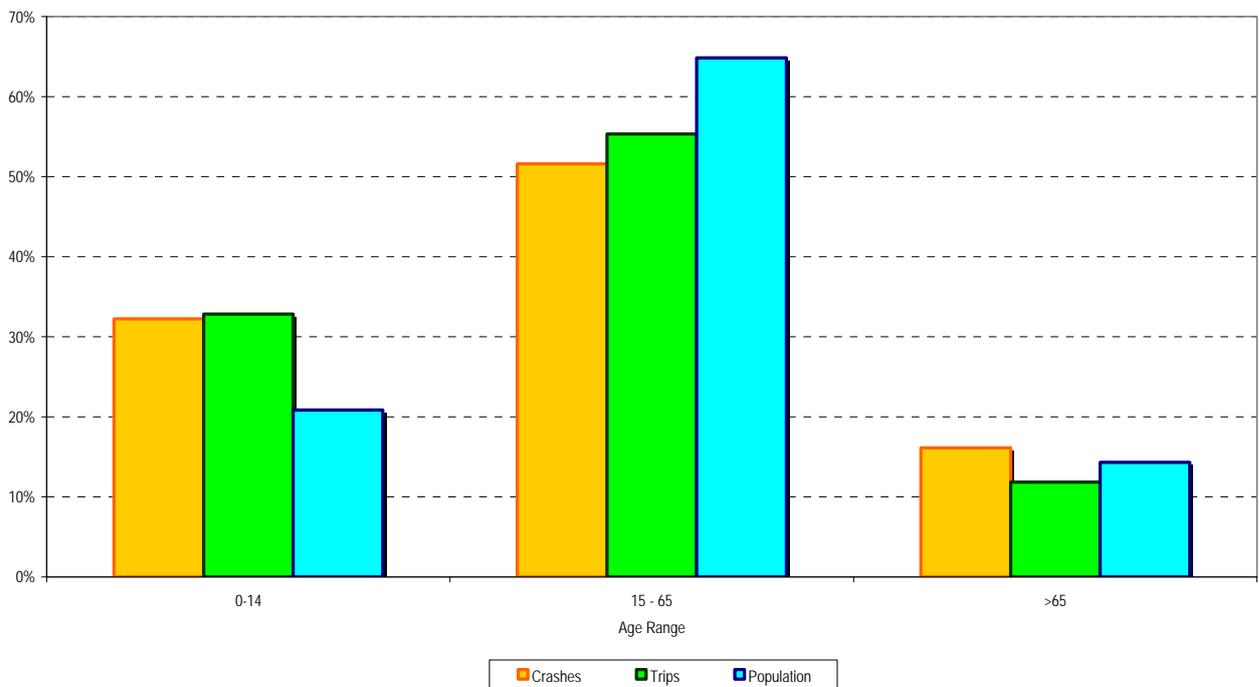


Figure 5: Showing the percentage of pedestrian crashes in a particular age range compared with the percentage of all pedestrian trips and population of Nelson in that age range

Figure 6 shows the percentage of all crashes involving those aged over 65, is greater than the number of trips they complete and the percentage of the population. It indicates this age group is prone to pedestrian crashes perhaps due to their reduced mobility.

### VISUALLY IMPAIRED AND BLIND PEDESTRIANS

No formal statistics have been found on the number of blind or visually impaired pedestrians in the Nelson area. The 2001 disability survey completed by statistics New Zealand showed that there were an estimated 94,700 New Zealanders (2.7% of the population) who were diagnosed as being blind or having a sight limitation that could not be corrected with glasses or contact lenses. Of these only 10,100 (10.7%) were actually diagnosed as being blind.

If these percentages are used to assess the number of Nelson’s visually impaired then this equate to 2.7% of Nelson’s population or 1,300 residents.

A large number of the vision impairing conditions are as a result of old age. With the high and growing number of over 65 year olds, it is expected that the national statistics are at least similar to the Nelson area. If this is the case, then the pedestrian strategy should not only cover facilities for blind pedestrians but also for the visually impaired.

It should be acknowledged that other disabilities also impact the safety of walking, including intellectual disabilities.

## PEDESTRIAN MOVEMENTS

In the 1997/1998 LTSA Household Travel Survey, they interviewed 14,000 people from 7,000 households over a 2 day period. The results of this survey are shown in Table 2 and 3 including duration of walking trips from the home to the specified destination types and age grouping.

Purpose / destination	% of all Trips	Average Duration (Minutes)
All trips (5850)	100%	12
Work – main job	6%	13
Education	14%	14
Shopping	14%	12
Personal Business/services	4%	11
Medical/dental	1%	15
Social/recreational	39%	14
Change mode (i.e. bus stop)	12%	6
Accompany someone	7%	13

Table 2 - LTSA 1997/1998 Household Travel Survey Pedestrian Trips

It can be seen that only a small percentage of all trips are to work.

This data provides a picture of the main motivator of pedestrian traffic, which age group are the highest users, and realistically how long people are willing to walk. In turn, this can help determine priority areas to assess, upgrade or provide new facilities.

Age	Purpose / destination	Trips on sample	Average Duration (minutes)
0-14	Education	37%	14
	Shopping	7%	12
	Social/recreational	32%	11
	Change mode	13%	6
	Accompany	8%	15
15-64	Work	11%	13
	Education	4%	14
	Shopping	16%	12
	Personal	5%	11
	Social/recreational	39%	15
	Change mode	14%	7
	Accompany	8%	11
65+	Shopping	27%	13
	Personal	10%	12
	Social/recreational	54%	13

Table 3 - showing average trip duration by age group

Key statistics show a high percentage of school age children walk to school, few working age people walk to work and the main reason for walking is for recreation.

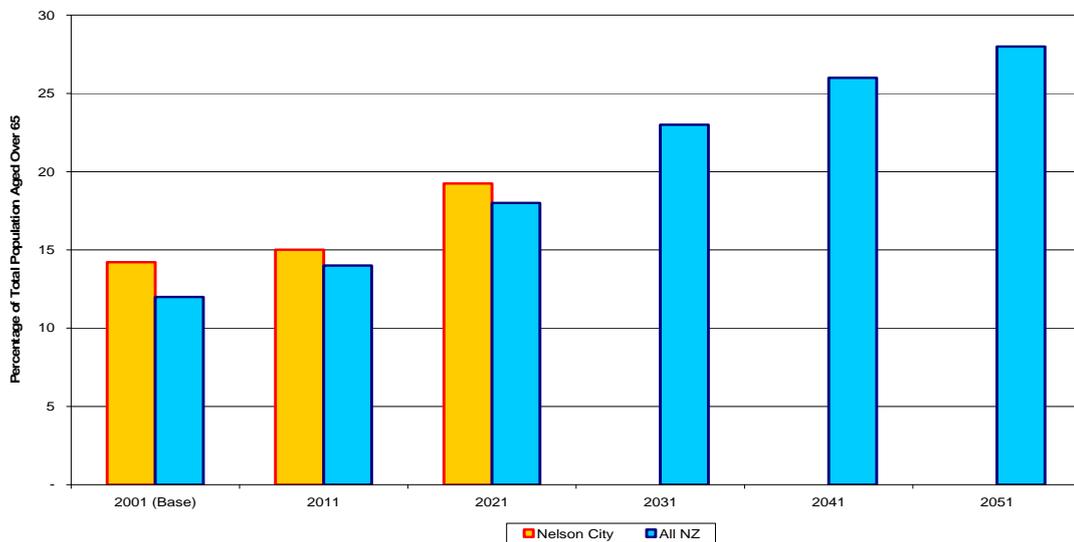


Figure 6: Showing predictions of the percentage of population that is over 65 years of age.

## DEMOGRAPHIC PROJECTIONS

Figure 6 shows the percentage of the total population of New Zealand that is over 65 years of age. The figures are taken from Statistics New Zealand. Added to this are the figures for Nelson city. The projection for Nelson city only goes as far as 2021.

Two key facts emerge. First, currently roughly one in eight of the New Zealand population is over 65. By 2041 over 25% (or one in four) will be over 65. Second, Nelson city has currently one in seven of the population over 65 and has proportionally more elderly than the rest of New Zealand. It can be expected that Nelson will reach a ration of one in four over 65 sooner.

The aging Nelson population have particular pedestrian needs which need to be incorporated in this strategy.

## APPENDIX 4

Feedback from public consultation and Parks and reserves Asset Management Plan 2002:

<b>New Walkways Requested</b>		
<b>No</b>	<b>Location</b>	<b>Comments</b>
1	Douglas Road to Observatory Hill	<b>Being developed in conjunction with subdivision</b>
2	Marie Street to Princes Drive	<b>Land vested, track to be developed</b>
3	Tamaki Street to Princes Drive	<b>Design underway</b>
4	The Cliffs to Moncreiff	<b>No access through private land, there is a walkway Cliffs to Princes Dr</b>
5	Stanley Crescent to Washington Road	<b>Being developed in conjunction with subdivision</b>
6	Saxton Field	<b>This is part of the design, extensive walking tracks</b>
7	Nelson to Stoke via Brook Street	<b>Private property access could be created in the future as part of future subdivision</b>
8	Atawhai Hills	<b>Currently access permitted across private land, access could be created in the future as part of future subdivision</b>
9	Boulder Bank (DOC)	<b>DOC ownership , this is a DOC issue</b>

<b>New Footpaths requested</b>		
1	Quebec Road	<b>Completed</b>
2	Tosswill/Stansell Avenue	<b>Programmed 2006/2008</b>
3	Campbell Street	<b>Programmed 2006/2007</b>
4	Locking Street	<b>Programmed 2006/2007</b>
5	Rocks Road (Days Track to Tahuna)	<b>Discussions underway with Transit NZ</b>
6	Main Road Stoke (Saxton Road to Standish Place)	<b>Awaiting Land Acquisition</b>
7	Cleveland Terrace	<b>Cleveland Terrace east being designed 2005/2006 Construction on within next five years</b>
8	Songer Street (Nayland to Monaco) footpath both sides	<b>Just completed footpath one side only, no plans for duplication of footpath.</b>
9	Nayland Road (towards Saxton Road)	<b>To be completed 2007/08 with stormwater</b>
10	Saxton Road (Main Road Stoke to Nayland Road)	<b>Programmed 2006/2007</b>
11	Dodson Valley Road	<b>Short connection to new subdivision likely within next two years.</b>
12	Cable Bay Road	<b>Rural road, no proposed footpath</b>
13	Tidal Way	<b>A low volume road.</b>

<b>Walkway Gaps identified in the 2002 Parks and Reserves Asset Management plan include:</b>	
1	Lud, Teal, Cable Bay Connection off highway
2	Wakapuka Hall Reserve to Glen Road
3	Boulder Bank walkway linking The Glen, Boulder Bank Drive and Wakapuaka Sandflats Reserve
4	Todds Valley to Dodson Valley
5	Marybank to Dodsons Valley
6	Brooklands to Dodsons Valley along highway
7	Legal access between Dodsons Valley and Sharlands Road
8	Sir Stanley Whitehead Park to Brooklands and Dodsons Valley
9	Tantragee Saddle/Fringe Hill
10	Tahunanui- East west connections to the coast from residential and industrial areas
11	Port Hills/Princes Drive- develop walkway form Emano Street to Princes Drive
12	Inner Fringe Walkway Connection- Bishopdale- Ngawhatu Valley- Saxton Field
13	Outer Fringe Walkway Connection- Maitai Valley to Dun Mountain- third House- Jenkins Hill- Barnicoat Range – Richmond Hill Lookout
14	Water Pipe Line route to Marsden Valley

## Appendix 5

### Forward Footpath Construction programme (5 years)

No	Road	Length m	2006/07	2007/08	2008/09	2008/09	2009/10
1	Brook Street	2200					
2	Stansell Avenue and Tosswill Road	1200					
3	Locking Street	550					
	Saxton Road west	560					
4	St Vincent Street/Jenner Road	660					
5	Campbell Street	620					
6	Marsden Valley Road	1100					
7	Airlie Street	420					
8	Lower Nayland Road	620					
9	The Ridgeway connection	220					
10	Dodson Valley Road	100					
11	Main Road Stoke extension to Saxton field	530					
12	Stanley Crescent	310					
13	Montreal Road	180					
14	Emano Street	250					
	Total	9520					

### Forward Walkway Construction Programme (5 years)

No	Walkway	Length m	2006/07	2007/08	2008/09	2008/09	2009/10
1	Tamaki Street to Princes Drive	230					
	Brunner Street to Waimea Road	235					
2	Douglas Road to Observatory Hill	600					
3	Observatory Hill to Emano Street	670					
4	Stanley Crescent to Washington Road	300					
5	Marsden Valley Road to The Ridgeway	100					
	Total	2135m					

## APPENDIX 6

### Monitoring Targets

No	Goal	Statistic	Expectation	Source	Frequency
1.1	Develop a linked Network	Missing link survey and Walkway forward programme.	Complete both by December 2006 and June 2007 respectively	Council records	One off
1.2		Council Plan Changes	Initiate Plan changes by 2007	Council records	One off
1.3		Construction of new footpaths	Remove backlog of 23km of roads without footpaths by building 2.3km of new footpath annually	RLTS annual report	Annually
1.4		Construction of new walkways in rural areas	Construct 5km of new walkway within 5 years	RLTS annual report	Annually
1.5		Percentage of all trips that are by walking	Increasing percentage	Census Data	5 years
		To increase the number of commuters in Nelson who walk	Increase commuter walkers to 15% by the 2011 census	Census	5 Yearly
2.1	Provide a Safe Network	Intersection pedestrian crash Black Spots	Complete safety improvements at top 5 sites within 5 years	Road Safety Report LTNZ	Annually
2.2		Five year trend of rate of pedestrian related injury crashes on Nelson roading network per 10,000 population	Reduction in rate	LTSA CAS Data	Annually
2.3		Number of Safer Journey to school studies completed	One completed annually for next 5 years	Council records	Annually
3.3		Complete personal security survey of walkway network	Completed by December 2006	Council records	One off
3.4		Complete Safer Routes Project in CBD	June 2006	Council records	One off
3.5		Complete Inner City Safety Project	June 2006	Council records	One off
3.6		Complete CBD lighting Upgrade	June 2006	Annual report	One off
		Update Engineering Standards for Elderly users	December 2006	Council records	One off

4.1	Provide A user Friendly Network	Number of CPTED audits completed	Audit all appropriate projects	Council records	Annually
		General perception of Nelson public about the state of pedestrian facilities in Nelson	Increasing Satisfaction	Residents Feedback Survey	3 Yearly
5.1	Recognise Walking as an important physical activity	Number of seat, pedestrian bridges and length of walkways constructed annually	Maintain or increase number	Council records	Annually
		Complete Nelson Tasman Physical Activity Plan	By April 2006	Council records	One off
		Increase the number of residents who walk	Increase residents who walk for recreation across all age groups	Residents Feedback Survey	3 Yearly

## Appendix 7

### Draft Nelson Tasman Physical Activity Plan

Goals, objectives and actions in the draft Plan that are relevant to the Pedestrian Strategy include:

#### **Goal 4.2 Safe active transport options in all communities in Nelson- Tasman**

Objectives:

A connected and effective network of cycle and walking routes in the Nelson- Tasman Region.

Planning for physical activity opportunities is embedded within land transport planning processes.

Recommended actions:

Councils ensure the draft Regional Land Transport Strategy maximises support for uptake of walking and cycling.

Councils educate leadership and key professionals to increase understanding of walking and cycling needs and provision of appropriate facilities.

Councils secure expert active transport and urban design input into future reviews of cycling and walking strategies in Nelson Tasman.

Councils collaborate with health agencies, the Halberg Trust Sport Opportunity Adviser, seniors groups and disability groups to ensure their specific needs are addressed.

#### **Goal 4.4 An informed, up to date and physical activity educated community**

Objective:

A co-ordinated communications plan is developed and implemented by lead agencies to promote uptake of physical activity.

Recommended actions:

Councils in conjunction with Sport Tasman and the Public Health Service develop a communications plan to facilitate uptake of physical activity including:

- Support and enhance the Found database to encompass all known activities and organisations across Nelson-Tasman
- Investigate appropriate media in which to target specific groups with consistent messages regarding physical activity in consultation with national organisations such as SPARC.
- Develop a common format for signs, maps and published material displaying information on physical activity opportunities
- Promote understanding of what is “reasonable risk” to facilitate active lifestyle and outdoor recreation activities

#### **Goal 4.5 Open spaces provide readily accessible and attractive physical activity options**

Objectives:

Opportunities for residents of Nelson-Tasman to experience high quality open space resources and experiences within their local community and in the region are maximised and investment in infrastructure development and promotion are co-ordinated.

Networks are developed of readily accessible and well promoted open spaces providing a range of outdoor recreation opportunities.

Recommended actions:

Councils work with the Department of Conservation to develop a common format for signs, maps and published material displaying information on their track networks and implement changes in replacement and renewal programme.

Councils to work with the Tasman Regional Sports Trust and the Department of Conservation to adopt or develop a simple and consistent access grading system for application across the region.

#### **5.2 Nelson City Key Issues**

Issue:

Walking is the most accessible physical activity option. Walking network projects and their priority order need reviewing from the perspective of physical activity value.

Actions:

Council officers from Infrastructure and Community Services to jointly review priorities for footpath, track and walkway projects and report to Council on forward work programme prior to completion of Pedestrian Strategy and LTCCP.

Nelson City Council to ensure the draft Nelson City Pedestrian Strategy maximises support for uptake of walking as a form of active transport.

#### **5.4 Nelson North (Hira, Wakapuaka, the Glen)**

Issue:

Off road pathway network development

Action:

Council in conjunction with the local community develop an off-road pathway plan