

OUT AND ABOUT

Active Travel and Pathway-based Recreation Policy



October 2015

 Nelson City Council
te kaunihera o whakatū

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WHAT IS THE SCOPE OF THIS POLICY?

The Out and About Active Travel and Pathway-based Recreation Policy covers physical activities on our roads, footpaths and pathways, either for travel or recreation purposes. It includes:

- walking and running;
- non-motorised wheeled forms of transport such as cycling, mountain biking, scooting and skateboarding;
- wheelchairs;
- mobility scooters; and
- electric bicycles.

Mobility scooters and electric bicycles have been included as, while their riders are not as physically active as other users, they do use roads and paths for transport and recreation purposes. See below the infrastructure and users covered by this policy.

| | |
|-------------------|---|
| Infrastructure | <p>Generally paved surfaces</p> <p>Footpaths</p> <p>Roads and On-road Cycle lanes</p> <p>Off-road paths in Council reserves</p> <p>Off-road shared pathways</p> |
| Activities/ users | <p>Walking</p> <p>Cycling/Electric Bikes</p> <p>Scooter/ Skateboard/Mobility scooter</p> <p>Running</p> |

Further work is identified later in this Policy, e.g. Off Road Trail Strategy, and the possible creation of a Pathway-based Recreation Forum.



WHY HAVE A POLICY?

Having accessible, safe pathways and roads for all users is important to the lives of Nelson residents:

- Cycling activity growth rate is 3.4% average per annum since 2001
- Walking activity growth rate is 4.4% average per annum since 2001
- 45% of Nelson residents participated in cycling in 2012²
- 18.3% of Nelson residents walked and cycled to work in the 2013 Census

Nelson is a very attractive place to walk and cycle. Participation in activities using pathways has increased rapidly over the past 10 years or more, to the point where they are under pressure in some areas. This has resulted in increasing conflict and friction between some people, and there is no sign of this activity growth slowing down. These conflicts need to be managed proactively now to ensure a positive future for recreation in our community.

The growth and changes in these activities, and the subsequent issues arising, mean that Nelson City Council's 2006 Cycling Strategy 'Pedalling Along', and 2005 Pedestrian Strategy 'Stepping Out' are no longer effective or relevant, and lack the guidance necessary for Council to manage the situation today. In the process of reviewing these strategies it has become obvious they should be merged in to a single Active Travel and Pathway-based Recreation Policy.

“

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”

The main purpose of the Out and About, Active Travel and Pathway-based Recreation Policy is to provide a clear direction for Nelson City Council and its community as it plans and provides for walkers, cyclists and other pathway users. The policy is aligned with national policies and strategies, and will support any applications made to external funders for active travel projects.

The activities covered by this document offer significant economic benefit and growth potential for the local economy. The ongoing support, development and promotion of active travel and recreational pathway use, including from domestic and international cycle tourism, will continue to bring benefits to Nelson for the foreseeable future.

² Council Survey of Residents, Key research for NCC



THE POLICY

OUR VISION

An attractive, accessible and safe network that puts Nelson at the forefront of active travel and path based recreation.

OUR DESIRED OUTCOMES

More residents seeing active travel as a fun, attractive and normal option for their daily life journeys,

An embedded culture of courtesy and respect between all users of paths and roads,

A safer network of complete and convenient routes for active travel and recreational journeys alike,

Active travel reducing the negative environmental impacts and personal cost from daily journeys,

Active travel and pathway-based recreation contributing to improved social, mental and physical wellbeing of residents,

Recreational cycling attracting more visitors to the region and generating benefits for the local economy,

Sensitive network planning and design ensuring tranquil and contemplative areas available throughout the city for all users.

PLANNING OBJECTIVES

The objectives of this policy have been identified and refined during consultation. These are intended to provide Council with guidance when making decisions about Nelson’s active travel and pathway network.

| Objectives | Commentary |
|--|---|
| <p>Consistency in the standard of path or track, without route interruptions or gaps. Also consistency across the network of an identified type of path or track, i.e. having the same level of service across the network.</p> <ul style="list-style-type: none"> • Continuity: no gaps on routes and route standard is the same for the entire length of the route, • Convenience: commuter routes are as direct as possible, • Routes are connected or linked physically and encourage social connections, • Attractive: it is both physically and socially attractive to undertake the journey. | <p>Consistency: The route is signposted and marked on maps as being of a consistent level of safety, forward vision and gradient. Any change in standard is made clear via signage (and possibly mobile app software in future).</p> <p>Continuity: when choosing a route, users have accurate information about variations in level of service and difficult parts of the route.</p> <p>Connected/ linked: route is continuous and connects to key destinations. The route encourages friends and families to use the paths together, and to interact positively with other users.</p> <p>For example paths allow side-by-side use, and there are regular rest areas with shelter, seating, water fountains to encourage socialisation.</p> |
| <p>Clarity in classification of route types and purpose</p> <ul style="list-style-type: none"> • Clearly defined hierarchy with recognised levels of service. | <p>Hierarchy: ladder of routes and ladder of route standards.</p> <p>Route Types are clearly defined, e.g. arterial, connector, feeder, mountain bike downhill, tranquil walk.</p> <p>Route Standards are clearly defined, e.g. grade easy to advanced.</p> |
| <p>Clear Information: the standard of pathway and the expected behaviour of users are easy to understand.</p> | <p>The same standard of clear information is found in roadside panels and signage along routes and in all website guides, mobile phone software apps and all printed maps and guides.</p> <p>Route information uses colour coding to clearly signal route type, standard and expected etiquette.</p> <p>Information is easy to find and regularly updated.</p> |



| Objectives | Commentary |
|---|---|
| <p>Channelling of users encourages them to use pathways and routes that are suited to their needs and expectations.</p> <ul style="list-style-type: none"> • Where appropriate, some users have exclusive use of a particular space, route or location. • Keeping users of different modes separate minimises conflict between users. | <p>Channelling: providing alternative routes and separate spaces. I.e. fast confident cyclists use Main Road Stoke and less confident riders use Railway Reserve.</p> <p>Separation: keeping different users apart for all or part of a route. An example would be the separate cycle lanes and footpaths on St Vincent Street.</p> <p>Exclusive use: being the most important user relates to fairness of access and provision and route hierarchy, e.g. where the route has high value for a specific user group because of unique attributes.</p> |
| <p>An expectation of courtesy enables all users to have an attractive, positive, enjoyable experience.</p> <ul style="list-style-type: none"> • Vulnerable users are protected through a combination of etiquette, education and social enforcement of acceptable behaviour. • Separation of activities to retain as many active travel options as possible. | <p>Courtesy: respect for other users, both of different modes and of different standards within same mode of transport/ use, means users feel safe.</p> <p>Protection: Be clear about which users are most vulnerable, e.g. the walker on a shared path, or the cyclist on the road. Grow awareness about the need for courtesy around very young and elderly people and people with disabilities.</p> |
| <p>Recognise special attributes of the site.</p> | <p>Recognition: of special attributes including significant vegetation, proximity to stream or river edge environments, topography, cultural sensitivity and existing passive use.</p> |

HOW WAS THIS POLICY DEVELOPED?

THIS POLICY WAS DEVELOPED BY:

- Holding a series of workshops with Council and interested parties. Participants had the opportunity to identify key issues, to explore desired outcomes and planning principles and outline some potential actions
- Reviewing Nelson City Council's current cycling and pedestrian strategies 'Pedalling Along' and 'Stepping Out'
- Undertaking a literature review of cycling and walking policies and strategies from throughout New Zealand
- Identifying and reviewing relevant local, regional and national active travel and path based recreation related documents to ensure this policy aligns with the accepted standards.
- Producing a policy for Council that can undergo further refinement to accommodate a future Off Road Trail Strategy.



TARGETS

The key target for active travel, as specified in the Regional Land Transport Plan and the Long Term Plan, is that by 2018, 25 per cent of Nelson residents will be walking and cycling to work. Other road safety and condition-based targets or levels of service are also included.

Both Nelson City Council (in the 2015-25 Long Term Plan) and the NZ Transport Agency (in the 2015-2021 Regional Transport Plan) have allocated considerable investment to achieve this target.

Targets include increasing the number of circular walking and cycling loops and connections to existing tracks, and developing an additional entry level biking track close to urban areas, by 2018.

HOW WILL WE MONITOR AND EVALUATE PROGRESS?

The relevant measures and targets for this policy are monitored, evaluated and reported yearly through the Long Term Plan, Regional Land Transport Plan and Parks and Facilities Asset Management Plan.

Council may also consider the establishment of an Active Travel Forum made up of a representative cross section of Nelson's active travel stakeholder groups to ensure the policy continues to be reflective of and responsive to users and community needs.

A second Pathway-based Recreation Forum should be considered, particularly as this could be the reference group for development of an Off-Road Trail Strategy.





KEY ISSUES

WHAT ARE THE KEY ACTIVE TRAVEL AND PATHWAY-BASED RECREATION ISSUES?

The key issues facing Nelson City are behavioural, environmental, safety and educational concerns, including:

- **Unsatisfied demand for cycle trips**

There is community demand for a linked-up cycle network that would enable trips to school, work and social opportunities via bicycle. Currently this demand is not being met, so these people are not cycling.

- **Friction/conflict between users due to congestion on shared pathways**

Increased use is leading to congestion on some paths, which is causing frustration between users, even of the same type.

Congestion will lead to deterioration of our pathways and a reduction in the quality of the experience. Congestion on routes needs to be appropriately and sustainably managed. Failure to do so could see a reversal of the current growth in activity levels.

- **Need for education on user etiquette**

There appears to be a genuine desire from all users for increased education to address behavioural issues and conflict of expectations among users. This is particularly important for vulnerable users such as young children, elderly and disabled people.

- **Pressure from new modes of active travel**

Popular new modes of transport (e.g. electric bicycles, scooters, mobility scooters, Segways) are capable of high speed but have a low noise output, so give little warning to other users. These activities are likely to cause conflicts with existing users on a pathway network that was originally designed for walking and cycling.

- **Ageing population**

The proportion of Nelson's population which is at or over retirement age is increasing. Growth of this sector of the community is presenting challenges reflected in the concerns listed above. In particular, an ageing population is increasing the number with limited mobility on our pathway network.

- **Friction/conflict between different types of users**

There is a perception of incompatibility and lack of respect and etiquette between different users, i.e. walkers and cyclists.

- **Increased potential for accidents due to congestion**

There are concerns that existing congestion will result in increased risk of accidents if the social and physical environment isn't appropriately managed, particularly for those users with limited mobility.



- **Inconsistency of infrastructure**

Users need to be confident that the standard of route will be consistent along its length.

This includes:

- » Access points,
- » Pathway maps and signage
- » Etiquette and education
- » Path width
- » Camber
- » Condition
- » Frequency of seating and shelter, particularly for users with limited mobility
- » Continuity or more importantly discontinuity on many routes.

- **Poor design of infrastructure**

There are concerns around poor design aspects such as:

- » Narrow or missing cycle lanes
- » Blind corners
- » Bottle necks

- » Two-way paths with poor visibility
- » Limited or disjointed pathway connections
- » Paths too narrow for socialisation
- » Lack of seating and shelter at rest points, particularly for users with limited mobility.

- **Limited beginner and intermediate level mountain bike trails**

Lack of entry level mountain bike tracks forces beginner and intermediate level mountain bikers into areas popular with walkers.

- **Shared use versus exclusive use**

There are mixed viewpoints for both sides of this argument. We need to look at the network as a whole and make sure that the way it is being used is in line with community needs and expectations, and that the infrastructure is being used appropriately.

- **Limited consultation with all user groups**

There needs to be more regular dialogue with all users about Active Travel and Pathway-based Recreation planning and provision. Regular meetings similar to the former Active Transport Forum would help to engage the community in this important issue.

POLICY ALIGNMENT

This policy gives due consideration to, and aligns with, the following national, regional and local active travel and pathway-based recreation related policy documents.

NATIONAL

- **New Zealand Government - Getting there – on foot, by cycle 2005**
‘Getting there – on foot, by cycle’ was developed to advance walking and cycling in New Zealand transport. Despite the fact it was developed in response to the 2002 New Zealand Transport Strategy, it is yet to be superseded, and therefore remains a relevant guiding document.
Key Reference; Page 10
- **New Zealand Government Policy Statement (GPS) on Land Transport 2015/16-2024/25**
This is the Government’s main lever for setting priorities and funding levels for land transport investments.
Key Reference; Page 15
- **Ministry of Transport – Statement of Intent 2015-2016**
The statement provides strategic direction for New Zealand’s transport sector.
Key Reference; Page 10
- **New Zealand Transport Agency – Pedestrian Planning and Design Guide (Oct 2009)**
- **New Zealand Transport Agency – Draft National Cycle Network Design Guidance (July 2015)**
- **Austrroads Guide to Road Design – Part 6A: Pedestrian and Cyclist Paths (October 2009)**
- **Ministry of Business Innovation and Employment - New Zealand Cycle Trail Design Guide (February 2015)**

REGIONAL AND LOCAL

- **Nelson 2060 – The Vision**
This visionary document looks ahead to 2060 based on feedback from community workshops held in 2011, and includes a number of goals that are supported by active travel and pathway recreation.
- **Nelson City Council Long Term Plan 2015-2025**
This plan sets out Council’s work programme over ten years, includes the Nelson 2060 Vision and themes, and contains six Community Outcomes, four of which are relevant to active travel:
 - » Our unique natural environment is healthy and protected
 - » Our urban and natural environments are people-friendly, well-planned and sustainably managed
 - » Our infrastructure is efficient, cost-effective and meets current and future needs
 - » Our communities have access to a range of social, educational and recreational facilities and activities.
- **Connecting the Top of the South – Nelson Regional Land Transport Plan (RLTP) 2015-2021**
This plan sets out the region’s land transport objectives, policies, measures and future funding, and aligns with the Government’s Policy Statement (GPS) on Land Transport.
Key Reference; Page 37

WHEN WILL THE POLICY BE REVIEWED?

The policy will be reviewed every three years to remain responsive and relevant for the dynamic active travel and pathway-based recreation environment.



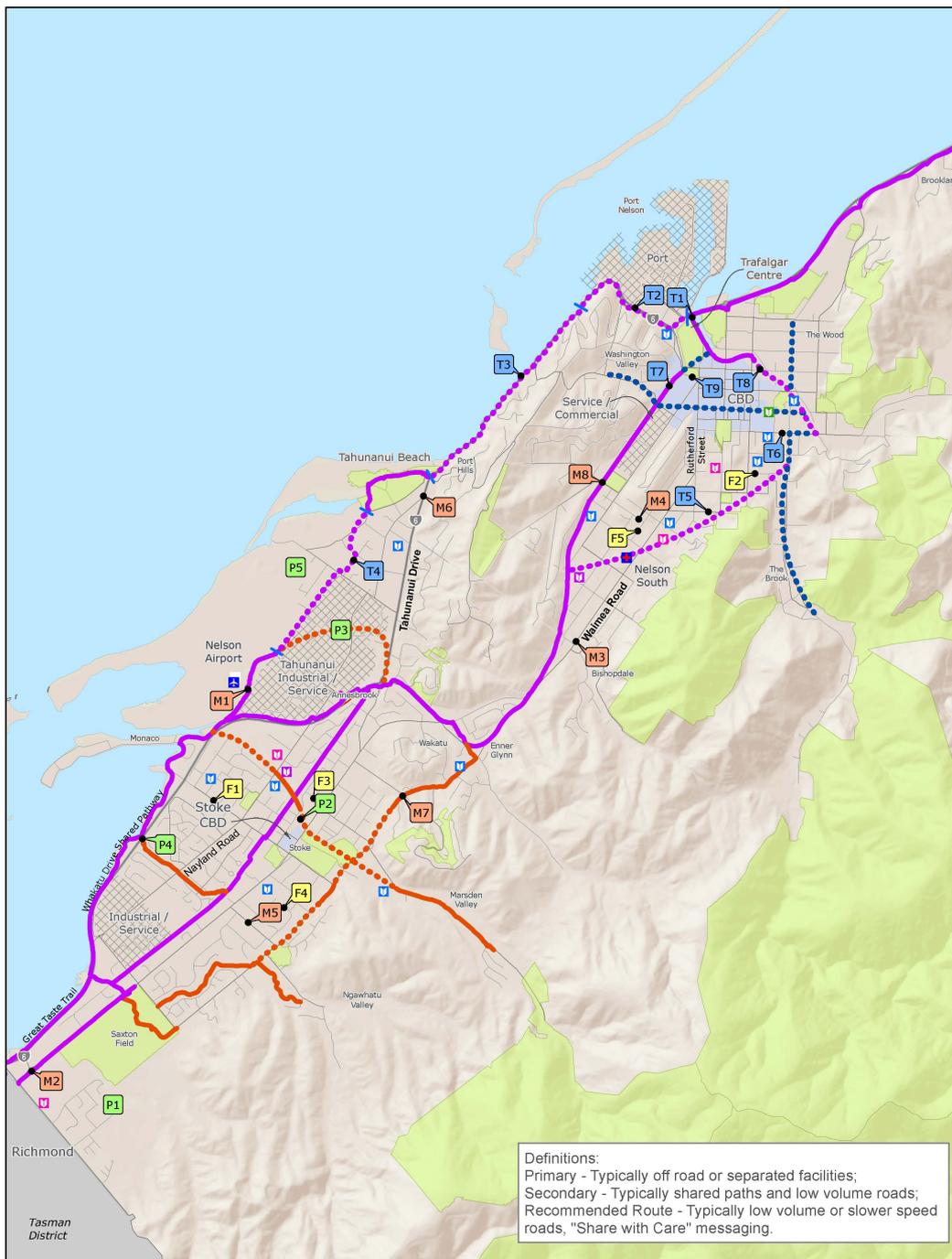


APPENDIX 1 - ACTIVE TRAVEL NETWORK HIERARCHY

To be developed



APPENDIX 2 - PATHWAY-BASED RECREATION NETWORK MAP



Definitions:
 Primary - Typically off road or separated facilities;
 Secondary - Typically shared paths and low volume roads;
 Recommended Route - Typically low volume or slower speed roads, "Share with Care" messaging.

Proposed Active Travel Network



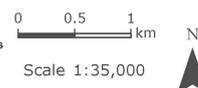
- Travel Network**
- Primary Existing
 - Primary Proposed
 - Secondary Existing
 - Secondary Proposed
 - Recommended Route

- Active Travel Forward Works Programme**
- Transport Subsidised
 - Minor Improvements
 - New Footpaths
 - Parks and Facilities

Refer to Active Travel Forward Works Programme 2015-2020 (A1453166)

- Commuter Destinations**
- Nelson Airport
 - Nelson Hospital
 - Primary Schools
 - Intermediate Schools
 - Colleges
 - Polytechnic

- Industrial
- Commercial



November 2015



Appendix 3 – Active Travel Forward Works Programme

The projects on the primary active travel network have been assessed and in order of priority are listed in the table below:

Table 1 Primary Routes - Active Travel Network Projects 2016-2021

| Project | Potential Solution / Options / Problem | Status | Map Reference (Appendix 2) |
|--|--|--|----------------------------|
| Tahunanui Cycle Network. | A link from southern end of the Rocks Rd project through the residential, educational and employment zones to connect with the regional cycle network at the Airport. Route likely to use Tahunanui Reserve, Golf Road, Green Street, Roto Street and Bolt Road. | UCP funding available. Council preferred option changed as a result of public consultation and application of Out and About Policy. Consultation on preferred route to be undertaken and brought back to Works and Infrastructure for approval to proceed to design and implementation. Delivery expected in stages in 2017 and 2018. | T4 |
| Rocks Road - Tahunanui Reserve to Plant and Food (Old Powerhouse building) | A shared or separate path arrangement to be consistent with the Rocks Road to Maitai project. On road cycle lanes likely to remain. | UCP funding available. Project development commenced in 2014, in partnership with NZTA. Preliminary design to be completed by the NZ Transport Agency in conjunction with Southern Link Investigation. Project to be brought to Works and Infrastructure for approval to proceed to design and implementation. | T3 |

| | | | |
|---|---|--|----|
| Rocks Road to Maitai – Plant and Food (Old Powerhouse building) to Maitai Path at QEII Drive. | A shared or separated path arrangement to be consistent with the yet to be determined Rocks Road project. Path to run alongside Wakefield Quay, Haven Road and QEII Drive, including separate or widened solution through busy Haven precinct. On road cycle lanes likely to remain. | UCP funding available. Concept alignment work at the Haven precinct underway. Remainder of route to be progressed once Southern Link and Rocks Road Investigation projects further progressed. Project to be brought to Works and Infrastructure for approval to proceed to design and implementation. Delivery expected in 2017/18 | T2 |
| Toi Toi Street/St Vincent Street roundabout safety improvements | High number of crashes at this intersection, partially due to unbalanced sight distances and poor pedestrian provision in area of high activity. Raised pedestrian tables on all four approaches if Southern Link Investigation does not intend to change layout in short to medium term. | No work undertaken. Project on hold until after Southern Link Investigation complete. Delivery expected in 2017/18. | M8 |
| St Vincent Street – Between Gloucester Street and Haven Road | Shared Path on a widened footpath as per Works and Infrastructure resolution on the 27 November 2014. | Project ready to be implemented once resource consent obtained. Delivery expected 2016. | T7 |
| Airport Bridge Replacement | New bridge. Existing bridge reached end of serviceable life. Piles and main span rotten. Width and grade below recommended standards. | No work undertaken. Delivery expected 2017/18. | M1 |
| Maitai Path | A route to connect the existing widened sections of Maitai Path near the CBD to the residential, educational and recreational attractions in the Wood and areas to the east of the CBD. The likely configuration being a combination of quiet streets or, separated cyclepath on Domett Street between Nile and Bridge Streets, a separated path from Bridge Street to Riverside and shared path from Riverside to Collingwood Street. | Initial concept alignments identified and evaluated. Next steps to develop design in accordance with Out and About Policy and in conjunction with users /stakeholders/Council. Project to be brought to Works and Infrastructure for approval to proceed to design and implementation. Delivery expected near end of 5year programme. | T8 |

| | | | |
|--|---|---|----|
| Van Diemen Pedestrian Refuge | A pedestrian refuge on the desire line between Fairfield Park and the route to Nelson College via Ngatitama Street. | Design was undertaken in 2014, residents consulted. Delivery expected in 2016. | T5 |
| Anzac Park Link | Either quiet street or separated cycle path to connect the existing off road Railway Reserve Route at St Vincent Street to the CBD. | Officer preferred option changed as a result of application of Out and About Policy. Consultation on new route to be undertaken and brought back to Works and Infrastructure for approval to proceed to design and implementation. | T9 |
| Main Road Stoke cycleway Saxton Creek to Champion Road | Widen existing shared path. | Delivery expected in 2017. No work undertaken. Delivery expected 2017/18. | M2 |
| Saltwater Creek Bridge Replacement | New wider bridge 20-30m upstream | UCP funding available. Location determined in conjunction with Rutherford Park Plans. Delivery expected in 2016/17. | T1 |

The projects on the secondary active travel network have been assessed and in order of priority are listed in the table below:

Table 2 Secondary Routes - Active Travel Network Forward Works

| Project | Potential Solution / Options / Problem | Status | Map Reference (Appendix 2) |
|-----------------------------|--|--|----------------------------|
| Poormans Stream Shared Path | Shared path alongside stream between Main Road Stoke and Neale Avenue. | Design undertaken 2016/17. Delivery expected 2017/18. | P2 |
| Nile Street | Provide shared path link for interested but concerned cycle users from the proposed Maitai Path to Willow Walk and adjacent schools. | Draft design complete and consultation undertaken. Delivery expected near end of 5year programme in conjunction with Maitai Path project. | T6 |
| Curtis St footbridge | Footbridge over Orphanage Creek. | Design 2016/17 Delivery expected 2017/18 | P4 |
| Jenkins Creek Shared Path | Shared Path alongside stream between Pascoe St and the Airport path at the southern end of Bolt Road. | Design to be developed in 2018/19 | P3 |

The priority projects for active travel over the next 5 years that are off the primary or secondary network but are still important typically from a road safety or network severance point of view are listed in priority order in the table below:

Table 3 - Active Travel Safety & Severance Projects

| Project | Potential Solution / Options / Problem | Status | Map Reference (Appendix 2) |
|--|--|--|----------------------------|
| Waimea Road Pedestrian Refuge | Propose pedestrian refuge. No facility for crossing busy arterial. Pedestrian desire line across Waimea Road between bus stops and residential areas in the section between Tutuka St and Boundary Rd. | Concept design complete. Implementation in conjunction with York Stream works on Waimea Road in 2016. | M3 |
| Wigzell Area wide traffic calming | High traffic volumes running on local roads in residential area that are also busy pedestrian environment and popular route to schools. Solutions not investigated. Likely to involve reduced speed limit, turning restrictions and traffic calming measures. | No work undertaken. Investigation and concept design development with users and stakeholders to be undertaken and brought back to Works and Infrastructure for approval to proceed to design and implementation. Delivery expected 2017/18. | M4 |
| Polstead Road Nikau Street - Pedestrian refuge | Busy pedestrian route to school. Propose a central refuge to make crossing Polstead Road safer. | Design complete. Delivery expected 2017/2018. | M5 |
| State Highway 6 - Pedestrian Crossing near Muritai Street | Difficult for pedestrians to cross without walking to the traffic signals. Central pedestrian refuge and kerb build-outs proposed. | Preliminary design complete. Seeking NZTA approval to construct. Delivery expected 2016. | M6 |
| The Ridgeway/Arapiki Road - Pedestrian safety improvements | Improve poor sightlines to north by realigning kerb. | No work undertaken. Delivery expected 2018/19. | M7 |

A further two projects are shown on the network map that are recreation based. They are listed in the table below:

Table 4 - Path Based Recreation Projects

| Project | Potential Solution / Options / Problem | Status | Map Reference (Appendix 2) |
|--|--|--|----------------------------|
| Saxton Field Shared Path – Champion Road to Saxton Field | Provide off road pedestrian/cycle route linking Saxton Field to the residential area of Champion Road. | Design in 2016/17. Construction 2017/18. | P1 |
| Great Taste Trail – Tahunanui Beach Airport link | Trail around Tahunanui Campground and Airport to link with Whakatu Drive paths. | Preliminary discussions with landowners underway. Currently no design or construction funding allocated in LTP. | P5 |



APPENDIX 4 - ETIQUETTE AND WAYFINDING STANDARD

These guidelines have been written to support the delivery of the right messages about shared paths. They outline the best way to communicate etiquette or behavioral messages, with the aim of reducing conflicts between path users and encouraging cooperation between pathway users.

Overall 'Share with Care' message

An overarching 'Share with Care' message needs to be standard throughout all signs and communication media. The use of the 'Share with Care' message is to convey that a shared respect between users is required to ensure that the shared paths operate safely for all.

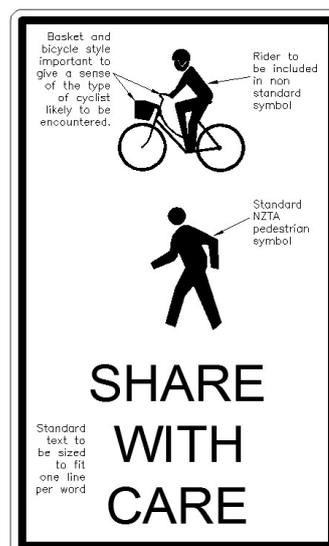
An example of two 'Share with Care' signs are shown to the right.

Begin with good design

Conflicts on shared paths can be reduced through good design. The key design elements to successful shared path design are:

- Adequate width
- Appropriate clearance to obstacles
- Sight distance and path curvature that match cycle design speed.

Shared path behaviour promotion, messages and signs do not compensate for poor design.





Behavioral Messages

To encourage shared path users to behave in a respectful, courteous, predictable and cooperative manner, five key behavioral messages should be considered for use on-site in shared path environments.

1. Keep left
2. Control your dog
3. Move off the path when stopped
4. Warn when approaching
5. Control your speed

1. Keep Left

For the orderly use of shared paths and to reduce conflicts, signage at key entry points and intersections should remind users to keep to the left of the path.

Visual messages to encourage users to keep left include:

- » A centre line on the path
- » Pathway signage (figure 1a)
- » Pavement logos of a bicycle, a pedestrian, and a directional arrow (figure 1b)

2. Control Your Dog

Dog walkers often use shared paths. Some dog behavior needs to be managed to make sure they don't unduly impact on other path users. Dogs wandering loose on a busy shared path can be a hazard to people on bikes or mobility scooters, and to children, and risk injury to themselves.

Some of our shared paths are designated dog exercise areas but it is noted in the Council policy that "the ability to exercise dogs at large in these areas does not absolve owners from their obligation under the Dog Control Act 1996," to ensure their dog is kept under control.

In confined areas like the Railway Reserve special care has to be taken as there are often issues where dogs run into cyclists.

Cyclists should be on the lookout for dogs and be prepared to stop if a dog gets in the way.

In summary;

- » Dog owners are legally responsible for having control of their dogs at all times.
- » Dog owners must always carry a leash even if the dog is in an area where it is allowed to be unleashed.
- » Dog owners need to keep their dogs in sight at all times and call them to heel whenever a cyclist approaches.
- » Dog owners should keep dogs away from vulnerable people such as children, the elderly and disabled unless invited to approach them.

To remind dog owners of their responsibilities Control Your Dog signage and stencils will be present on shared paths in popular dog exercise areas as in figure 2.

3. Move off path when stopped

The 'Move Off Path When Stopped' etiquette message aims to support social interaction and minimise the risk of conflict and injury to users.

Shared paths usually offer a relaxed and casual environment for pedestrians and cyclists and other active users. In this environment, path users often stop to talk to others, to admire views, to rest or contemplate. These social interactions are to be encouraged and seating and rest areas along shared pathways are designed to support them.

The transport function of the shared pathways, is also important and so the message not to block the way through for other users should be clearly communicated.

- » Stationary groups should move off the path – or stand to one side of it so that the pathway is not blocked.
- » People on bikes should slow down when passing groups of walkers or other users who have stopped.



- » Users travelling through should not be unduly forced off the path.
- » Through users need to be aware that folk may be unable to move off the path due to mobility impairment and respect that they need to adjust their route to accommodate.
- » Messages like ‘talk on the turf’ could be used in communications.

To remind users of this Council is installing ‘Move Off Path When Stopped’ stencils as in figure 3. The photo at the top of this page shows users who have moved off the shared path to talk.

4. Warn When Approaching

The Warn When Approaching etiquette message aims to create an environment where there are “no surprises” or frights for users.

In the interests of sharing the paths safely, faster moving, and often quieter, users such as people on bikes, roller-bladers and mobility scooter users should warn slower people such as pedestrians before overtaking them.

Ring your bell, call out “Passing” or “Hello” lets pedestrians know they are about to be overtaken. The cyclist will then pass on the right so the pedestrian should move to the left to make room for them if the path is narrow.

Many cycle retailers provide free or cheap bike bells on request and the Nelson City Council has limited

supplies to give away. To encourage path users to warn others when they are going to overtake them, the Council has stencilled ‘Warn When Approaching’ signage on shared paths as in figure 4.

5. Control Your Speed

Although there is no actual posted speed limit on our shared paths, users are reminded that under the road user amendment rule 2009 it is stated that a user of a shared path must:

- a. Use the shared path in a careful and considerate manner; and
- b. Not use the shared path in a manner that constitutes a hazard to other users of the shared path.

Cyclists who are intent on riding at speed can create conflict to the point where it is more appropriate for them to use the road.

Mobility scooters are best used on shared paths but must be mindful that their electric scooters are capable of relatively high speeds but are very quiet; warning as they approach from behind is important.

- Slowing down when passing others and approaching blind corners or intersections is really important.
- When approaching any potential conflict point, users should be prepared and able to stop if they have to.
- In particularly high risk locations the Nelson City Council has painted the word SLOW on the pavement.

Figure 1a



Figure 1b

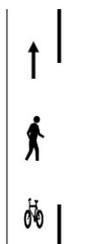


Figure 2



Figure 3



Figure 4





Etiquette message delivery

Pavement symbols and pathway signage can be used to deliver a standard location-appropriate instructional message. Care needs to be taken not to 'over-sign' to the point that people ignore the message.

Consistency is the key – if riders and pedestrians are all behaving in similar ways their actions become easier to predict and safer for all which is why the five key messages are important.

Educational and community-based opportunities to deliver these messages in a less formal way include:

- Promotion through events (e.g. Bikewise)
- Promotion at pathway openings
- Live Nelson – articles and stories (e.g. Stop the Startle A1432363)
- School cycle training courses
- Velodrome cycle training
- Website and appropriate social media
- Cycle and walking brochures and maps – e.g. A130811 and A130768
- Leverage off partner organizations, e.g. Grey Power and Mountain Bike club newsletters
- Promotion at bike coaching events – e.g. Etiquette modules at Krankin Kids MTB skills clinic
- RIDEON cycle skills training
- Tourism providers (bike hire agencies)
- Visit Colleges to speak at assemblies.

On-site behavioral message strategy

When providing shared path behavioral messages, a balance between what may appear to be regulation and what should be education needs to be achieved.

Excessive signs should be avoided as they increase visual clutter, have reduced effectiveness, and are an unnecessary capital and maintenance cost.

To assist in the management of shared paths and the provision of behavioral messages, a framework with increasing levels of messages is recommended

- **Level 1 messages: low use with reported conflicts**

Level 1 shared path behavioral messages are used on paths where there are a relatively low numbers of users, but there are some reported or observed path user conflicts.

The overarching Share with Care message should be applied as a pavement symbol at the beginning of paths and adjacent to path access points.

If all users keep to the left, user behavior improves considerably so the level 1 behavioral message should also include Keep Left.

Level 1 Messaging strategy:

- » Share with Care
- » Keep Left
- » A centre line along the pathway
- » Bicycle, pedestrian and arrow pavement symbols as shown in figure 2 (page 19)
- » Signage located at the beginning of paths and adjacent to path access points.



- **Level 2 messages: higher use, multiple users**

For shared paths with higher numbers of users and greater potential for conflict, additional behavioral messages may be required to supplement the level 1 messages.

Level 2 Messaging strategy:

- » Reinforce Keep Left
- » Warn When Approaching
- » Control Your Dog
- » Move Off Path When Stopped
- » Path centre line along with bicycle, pedestrian and arrow pavement symbols as for Level 1 messages
- » Keep Left and Warn When Approaching pavement symbols installed along the path between access points or at approximately 500 metre intervals.
- » A comprehensive signboard, located alongside the path-side Map boards, that includes all four behavioral messages. This sign should be installed at key locations such as major trail access points or major trail intersections.

- **Level 3 Messages: specific conflict areas**

Level 3 messages should be used in addition to level 1 and level 2 behavioral messages to address specific issues at particular locations along the path.

Level three message strategy:

- » Control Your Dog pavement symbol / sign in high use dog walking areas

- » Move Off Path When Stopped message where people frequently stop to rest, use a drinking fountain or other amenities
- » Slow pavement symbol to encourage users to control their speed on steep downhill gradients
- » Multiple message sign board to address site specific problems.

- **Using Behavioral Messages**

The recommended three levels of behavioral messaging is a guideline for installing pavement symbols and signs, with the aim of encouraging increased sharing and co-operation on shared paths.

Choosing the appropriate level of messages to suit a particular path requires an understanding of who is using the path, and some information on the most common types of conflicts.

It is recommended that a bottom-up approach be used when installing the signs.

Begin with the level 1 messages described above. These may be sufficient to significantly improve user behavior and reduce conflicts to an acceptable low level.

Allow path users to get used to these level 1 messages and if necessary make some observations or obtain feedback from path users.

If further education of path users is required, consider introducing level 2 messages and then if appropriate, site specific level 3 messages.



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