



# Bike network progress report

December 2023

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**Wellington** City Council  
Me Heke Ki Pōneke





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# 01

## Whakarāpopototanga pūrongo Executive summary

Through the 2021 Long-term Plan (LTP) process Wellington City Council committed to a step change in rebalancing the city's streets to support growth and reduce carbon emissions, by increasing funding for developing a connected bike network delivered with a rapid roll-out approach.

The Council has embraced the challenge of delivering a high-quality, connected bike network across Wellington. While delivery is complex and demanding, the network will be essential to the Council meeting its transport, road safety, climate change, and urban development objectives.

Following a review of the 2015 Wellington cycleways master plan, Paneke Pōneke was adopted in March 2022. Paneke Pōneke was developed based on learning from previous practice, and developments in the policy context. The delivery approach outlined in Paneke Pōneke introduced a two-phased methodology integrating transitional and transformational approaches and sought to optimise processes to meet the speed and scale of cycling infrastructure delivery and cycling uptake envisioned.

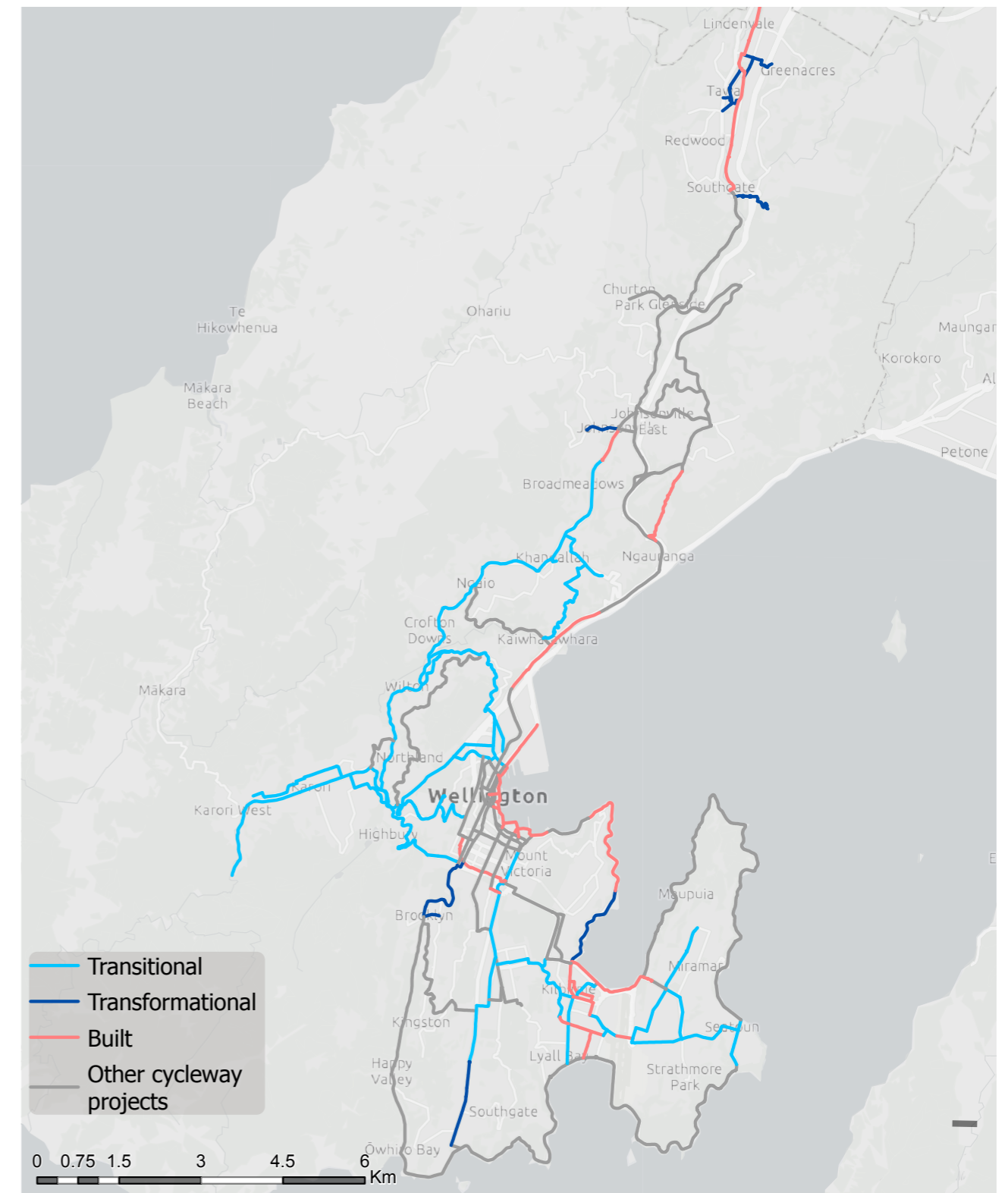
Governance, management, planning and delivery systems, and processes have now all been established under the new programme. Delivery is being further supported by a comprehensive and continuously evolving communications and engagement strategy. Critical stakeholder partnerships have been developed and will continue to be essential to success.

While a range of factors have contributed to delays in delivery and some budget and scope overruns, delivery is generally on track and critical assets have or are being delivered. With essential foundations now in place and supported by continuous review and learning, the programme has established ambitious targets for future delivery.

This report provides a succinct, yet comprehensive account of the first years of delivering on Paneke Pōneke - the Wellington cycleways master plan, describing critical aspects of the past, current, and future programme. The monitoring and evaluation that will be used to track progress and provide evidence of outcomes/benefits delivered, is also described. A case study of the first transitional project to complete installation - Botanic Gardens ki Paekākā to city - is included in the report to provide an early insight into monitoring and evaluation findings at a project level.

Pages 10 and 11 provide an initial high-level summary of the report, followed by further detail and elaboration.

Figure 1: Routes delivered by June 2026



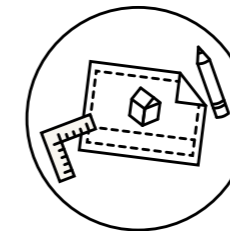
### Investment objective

Create a strategic citywide network of connected bike routes in order to improve safety for people on bikes, increase the role of cycling in the transport network, and improve environmental and health outcomes.

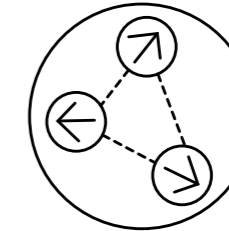
### Key outcomes and benefits delivered



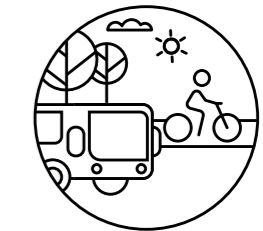
Delivery of a strategic citywide network of connected bike routes



Improved safety for people on bikes



Increased role of cycling in the transport network



Improved environmental and health outcomes

#### Policy/strategy context

Alignment with Council's transport, road safety, climate change, and urban development strategic priorities.

#### Funding from

- Waka Kotahi
- Wellington City Council
- Climate Emissions Reduction Fund (CERF)
- Bloomberg

#### Strategic partners

- Waka Kotahi
- Let's Get Wellington Moving (now disestablished)
- Mana whenua
- Schools and community
- Stakeholder groups

#### Challenges and complexity

Delivering a high-quality network across Wellington is ambitious, complex, and demanding. The speed and scale of delivery and behaviour change required needs an innovative approach and courageous leadership.

2015

2026

#### Key developments (2015–22)

- Original approach no longer fit for purpose
- Climate change demands quicker delivery at scale
- Bike network plan programme business case refresh (2022)
- A new delivery model focused on enhancing the speed of network delivery and cycling uptake through combining transitional and transformational approaches

#### Key business systems and processes established

- Approved delivery approach
- Governance and management structure
- Corporate project management office and investment delivery framework
- Programme strategy and KPIs
- Engagement strategy
- Operating model
- Advisory/working groups
- Programme/project plans
- Consultant and contractor panels

#### Summary of delivery to date

As of December 2023, we have delivered:



Six transitional projects in the early city, eastern suburbs, and southern and western areas are now in the delivery phase.

Work on the transformational programme has also progressed, and the Brooklyn to city route has a completed business case for permanent upgrade.

#### Planned until 2026

We will deliver an additional:



Newtown/Berhampore and Karori Connections transitional projects to commence installation in early 2024.

'Pathway to permanence' strategy for longer-term street transformation following transitional projects.

**Monitoring and evaluation | Targeted Investment Review (Sept 23)**  
BNP Programme Business Case review c.2025

**Communications and Engagement Strategy;**  
**Four stage engagement process Discover, Have your say, Installation, Follow up)**

*Public perceptions, participation, and trust in the BNP programme strengthen through programme delivery*



# 02

## Takenga mai Background

The ease with which people can get to where they need to go is an important factor in a city's overall sustainability, liveability, and attractiveness.

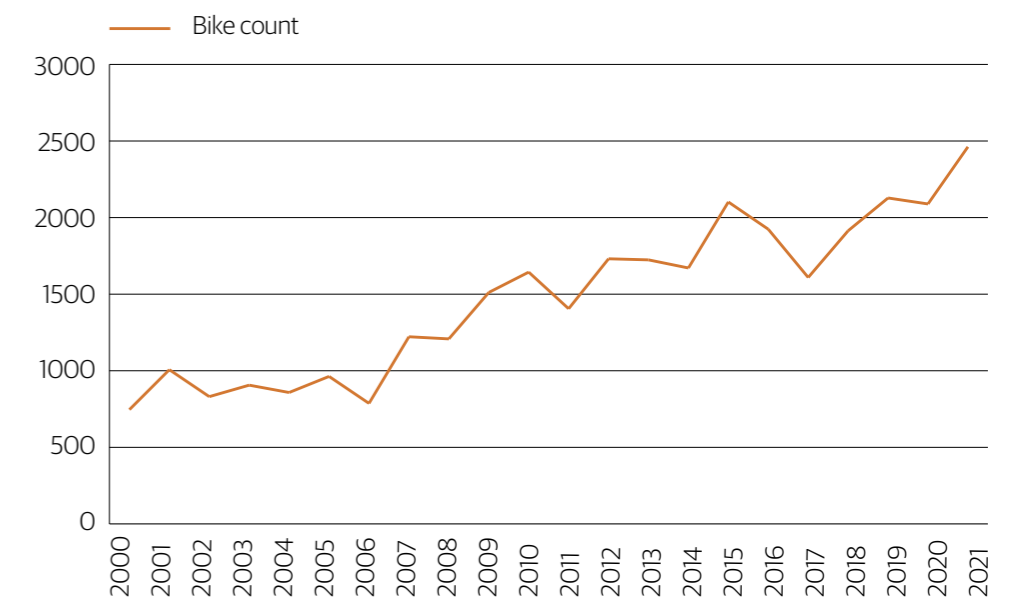
By 2015, the Wellington transport network was stretched and over capacity during peak periods, causing significant congestion and delays to road users. Change was needed to improve network efficiency, effectiveness, and resilience. Making it possible for more people to travel by bike was seen as an important part of this change.

While cycling had been growing in Wellington, the growth wasn't fast enough to support achieving the city's carbon reduction targets. Through Te Atakura - First to Zero, a goal had been set to achieve a 57% reduction of 2020 emissions by 2030, with transport's contribution laid out in Wellington's Regional Land Transport Plan (2021) which includes three targets:

### Three RLTP targets



Figure 2



Cordon counts showing the number of people riding into Wellington in the morning

To achieve these targets, and to provide Wellingtonians with a connected region with safe, accessible, and livable spaces, the Wellington cycleways network region-wide programme, established in 2015, was tasked with providing a safe and comprehensive bike network for Wellington.

This document provides a background to the WCN programme and describes its evolution to the current Paneke Pōneke bike network plan (BNP). It then provides detail on the BNP delivery approach, progress and funding, engagement activities, outcomes/benefits sought, and lessons learnt so far. Overall, this document outlines the story of progress so far.



## History of the Wellington cycleways network

The first network programme business case was accepted in 2015 by Waka Kotahi. It described a vision for a bike network for Wellington to be developed over the span of two decades, consisting of primary, secondary, and tertiary routes as well as shared road space aiming to ultimately provide over 200 kilometres of network. The initial programme of work focused on three strategic corridors:

- **CBD to Ngauranga transport corridor (as part of the Wellington to Hutt Valley walking and bike connection)**
- **Wellington CBD transport corridor**
- **Wellington eastern transport corridor**

Within the corridors, projects were prioritised if they were on a strategic route, addressed a level of service gap or deficiency, or enabled an equitable spread of investment across catchment areas.



## Transition to the Paneke Pōneke bike network plan

While the 2015 WCN programme business case did not cover the delivery of all planned infrastructure within the three strategic corridors, it was expected that significant amounts of cycle network would be delivered.

In reality, by December 2020, only 23km (14%) of the strategic network was in place and, while an increase in cycling across the whole city had been measured, the rate of cycling uptake was not sufficient to support climate change goals agreed upon in Te Atakura (2019).

The broader context for the WCN programme also evolved and lessons had been learned about more effective ways of delivering cycling infrastructure. Therefore, to ensure that Wellington's programme of cycle network delivery remained relevant and took advantage of new knowledge and opportunities, a refreshed BNP programme business case was developed and approved in 2022. The main drivers for this refresh are described below.



- **2015**  
First bike network business case
- **2018**  
Waka Kotahi Innovating Streets: Tactical Urbanism
- **2019**  
Updated Wellington parking Policy  
Waka Kotahi Keep Cities Moving  
Let's Get Wellington Moving announced  
Wellington City Council declares ecological and climate emergency
- **2020**  
NZ National Policy Statement on Urban Development
- **2019/20**  
WCC Te Atakura and associated implementation plan
- **2021**  
Transport outcomes framework and Government Policy Statement on transport  
WCC Spatial Plan confirming urban densification  
WCC Long-term Plan (2021-2023)
- **2022**  
Draft bike network plan programme business case  
NZ Emissions Reduction Plan  
Updated Strategic Bike Network adopted
- **2023**  
Arataki, Waka Kotahi's 30-year plan  
Waka Kotahi Reshaping Streets  
Waka Kotahi Aotearoa Urban Street Design Guide  
Waka Kotahi Street Layouts Rule Change

▶ **Driver 1**

**National and local strategic and policy changes**

There is now a greater emphasis on emissions reduction across many policy areas relevant to bike network delivery (such as transport and urban development). The timeline on the left contains the key policies, strategies, and programmes that the refreshed BNP programme business case responds to.

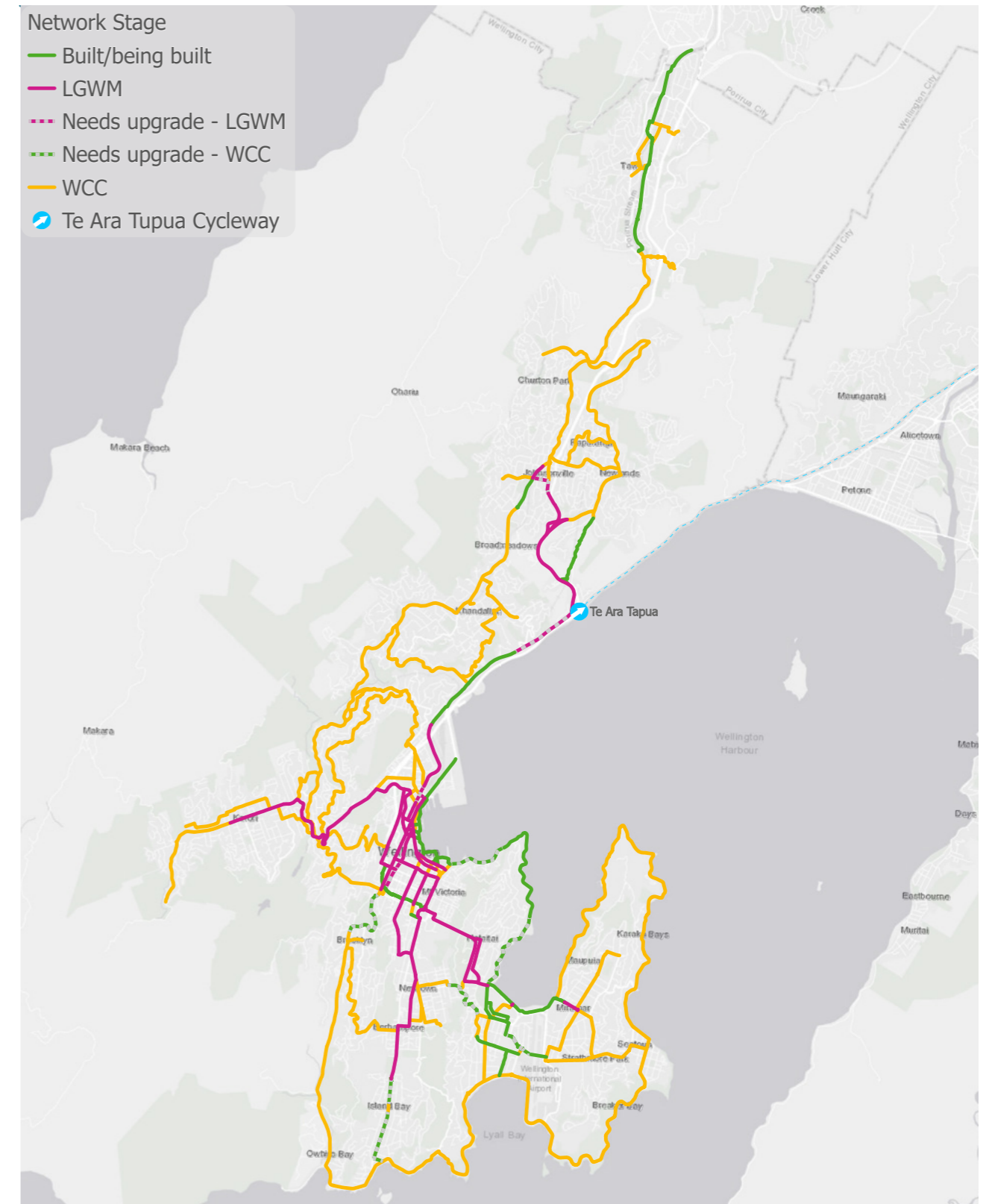
▶ **Driver 2**

**Updated strategic bike network**

Wellington's strategic bike network (SBN) was originally defined in the 2015 cycleways master plan and WCN programme business case. The 2015 network provided a useful starting point. However, beyond core routes, it contained significant uncertainty on the exact streets these routes were planned to be delivered on and appropriate priority for the bike network meaning that for each new project work was required to establish where it should go and whether it was on a priority route.

A new SBN has been developed that fully defines both primary and secondary routes and follows national One Network Framework guidance. The total length of the new, extended, strategic network is now 166km. The SBN was confirmed through the BNP approval process which added a new level of certainty to the routes.

Figure 3



### ▶ Driver 3

#### Alignment with the former LGWM programme

The LGWM programme was signed off by Wellington City Council, Greater Wellington Regional Council, and Waka Kotahi in 2019. The joint initiative was tasked with delivering improvements in mass rapid transit, walking and cycling, public transport, and state highways in Wellington city.

In total, LGWM was responsible for delivering 33km (20%) of the network and Wellington City Council (through BNP) is responsible for 110km (66%).

The refreshed BNP programme business case takes full account of the division of network delivery between LGWM and BNP.



### ▶ Driver 4

#### Adopting new approaches to deliver safe infrastructure for people on bikes

A programme review showed that the more traditional WCN delivery model of 'plan it and build it once' was limiting the team's ability to deliver infrastructure at speed. Meanwhile, a new approach to infrastructure delivery, tactical urbanism, had proven successful in a range of cities internationally and trialled in New Zealand by Waka Kotahi through the 2018 Innovating Streets programme.

The refresh of the WCN business case provided an opportunity to adopt and apply these new approaches within the WCN programme. The Brooklyn hill trial provided the first opportunity to test these new approaches.



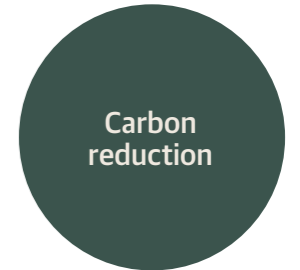
### Refreshed Paneke Pōneke BNP programme business case

The changes in the delivery environment, and opportunities and lessons learnt since 2015, meant it was appropriate to reflect on how the programme should be developed to ensure that it was fit to address needs and challenges in the decades ahead. In addition, Wellington City Council's level of maturity around significant programme management had advanced. A corporate project management office had been established and an investment delivery framework, which aligned better with the business case approach, had been created and was being used for all projects.

The refreshed BNP programme business case was completed in 2022. It provides a delivery plan to ensure that the programme remains optimal and continues to provide strategic alignment and value for money. The business case has an increased emphasis on five key principles shown to the right.

Our bike network programme was established and is being managed according to the Managing Successful Programmes (MSP®) best practice programme management framework.

The Chief Planning Officer is the senior responsible owner accountable for the successful delivery of the programme, supported by a dedicated programme governance board. A new governance structure was established in 2022 with controls and monitoring to provide transparency and confidence that activities will happen as expected.





# 03

## Te tukanga tuku i te hōtaka

Programme  
delivery approach

## The programme

As part of the refreshed business case, consideration of strategic options for delivery were assessed using a simplified multi-criteria assessment. From this process, an area-based delivery approach seeking maximum uptake was identified as the optimal approach. It is assumed this approach will generate maximum cycling uptake because high-quality, connected bike networks are delivered on an area basis, in turn linked to the central area by LGWM projects that were assumed to be delivered in a similar time frame.

### The strategic delivery approach

As noted, the BNP programme business case assessed the strategic options for delivery and identified that delivering primary and secondary networks simultaneously on an area basis, and prioritising areas based on forecast potential uptake, was the preferred delivery strategy. The refreshed delivery structure has four key elements:



Finishing what was started

A rapid transition programme

Longer-term street transformations

Complementary initiatives

## Finishing what was started

This work includes completing the Tahitai route around Evans Bay to connect Miramar and the central city. It also includes upgrading The Parade in Island Bay. Work on these projects had been in the planning phase for some years and these improvements were expected to be completed over the following year or two.

## Rapid transition programme

The Waka Kotahi Innovating Streets for People programme led thinking in how to develop cycling networks differently. The new 'transitional' delivery method involves the delivery and testing of interim schemes constrained within the existing street geometries to allow for faster delivery, design refinements through user feedback, and earlier delivery of benefits. Adopting this approach in Wellington will allow more of the planned bike network to be delivered relatively cheaply and quickly, providing more immediate interim solutions that will in turn inform permanent solutions delivered through the BNP street transformation programme, LGWM, and other Council projects and upgrades.

The first two transitional projects – **Botanic Gardens ki Paekākā to city** and **Newtown to city** – targeted critical central connections within LGWM that were not due for early delivery and that would leave gaps in connectivity for the bike network if not adapted early. In addition, the BNP is delivering two further transitional projects – **Karori to Botanic Gardens ki Paekākā** and **Berhampore to Newtown** – within LGWM, covering 10.2km in total.

## Longer-term street transformation

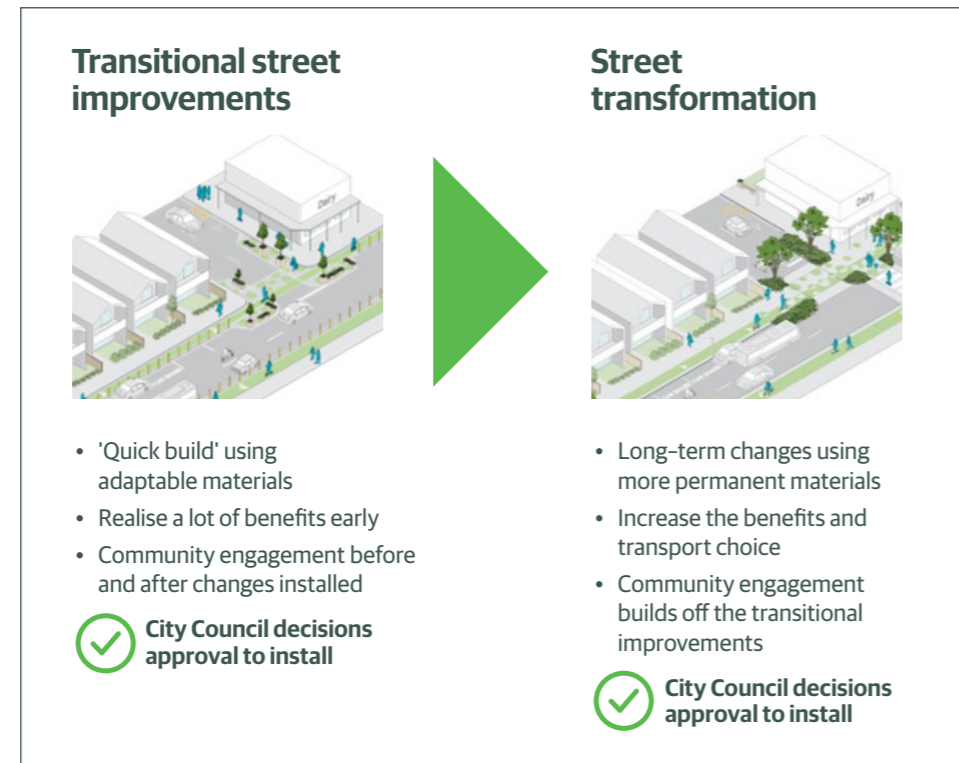
The long-term rearrangement of street space which enables people to use more sustainable modes of transport, will be developed over the 107km of the network, not including finishing projects already under way. The programme will initially progress high-priority routes not suitable for a transitional approach and will then further engage with communities to improve the interim schemes delivered by the transitional programme to make enduring changes that reflect the local area.

**Brooklyn to city** was the first transformational project following the refreshed BNP programme business case. The project followed a trial (as part of Waka Kotahi's Innovating Streets) which involved installing 1.3km of low-cost protected bike lanes over six weeks. Following feedback and a number of tweaks, Councillors agreed in August 2021 to consult with the community on a more permanent solution, and the extended route was approved in March 2022 as part of the BNP.

### Other infrastructure investments – build back better and minor works

Two supporting activities from the BNP programme business case seek to contribute to the bike network through routine activities.

- **Build back better:** Aims to leverage maintenance and renewal budgets so that when street improvements are already planned, improvements to conditions for cycling, walking, and public transport will also be made.
- **Minor works:** Through the minor works programme, localised safety issues, speed, and connections can be addressed. This programme enables the Council to invest in small, low risk, incremental changes which support its sustainable transport objectives. This includes the provision of end-of-trip facilities such as bike parking.



### Complementary initiatives

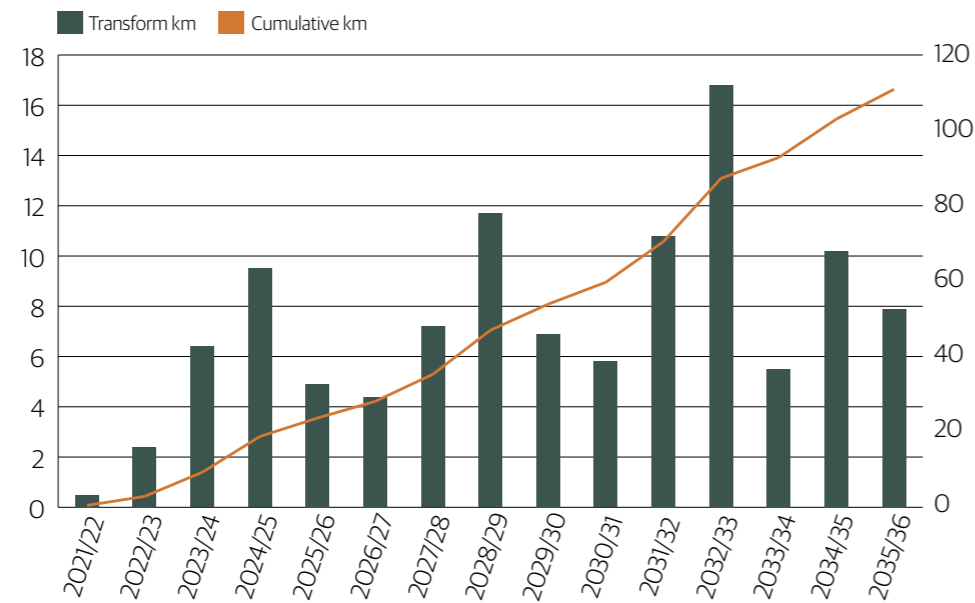
In addition to physical infrastructure, a range of complementary initiatives are also being delivered to support the uptake and safety of cycling. These include:

- Bike parking and fix-it stands
- Maps and other information
- Active travel to school activities
- Workshops
- Bike skills training, including Bikes in Schools
- Community-based activities
- Events
- Safety campaigns.

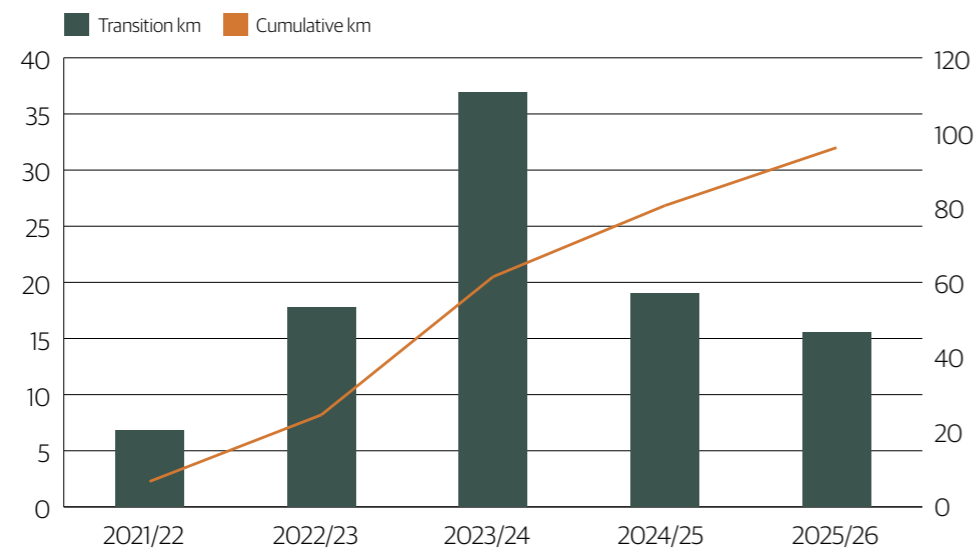




Transformational - Distance per period



Transitional - Distance per period



Funding

The Council has currently provided \$226 million in its 2021-31 LTP for the delivery of the bike network programme. The table below shows how the funding was spread across the LTP.

Table 3

2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
27.5	39.3	28.8	19.3	19.9	20.5	21.1	16.9	16.6	16.2	225.9
	95.5			59.7			54.6		16.2	

This funding was approved prior to the city-wide Paneke Pōneke consultation, which resulted in an increase to 166 kilometres, from 129 kilometres assumed for the LTP. Following adoption of the plan in March 2022 and completion of the BNP programme business case in June 2022, the total rough-order cost to deliver the network, excluding behaviour change activities, was updated to \$339m. There was sufficient funding provided in the 2021-31 LTP to deliver approximately two-thirds of the network, with further consideration required by the Council in subsequent LTP cycles to fund delivery of the remainder.

The profile for these costs and associated delivery of key components of the BNP programme are shown in the table below.

Table 4

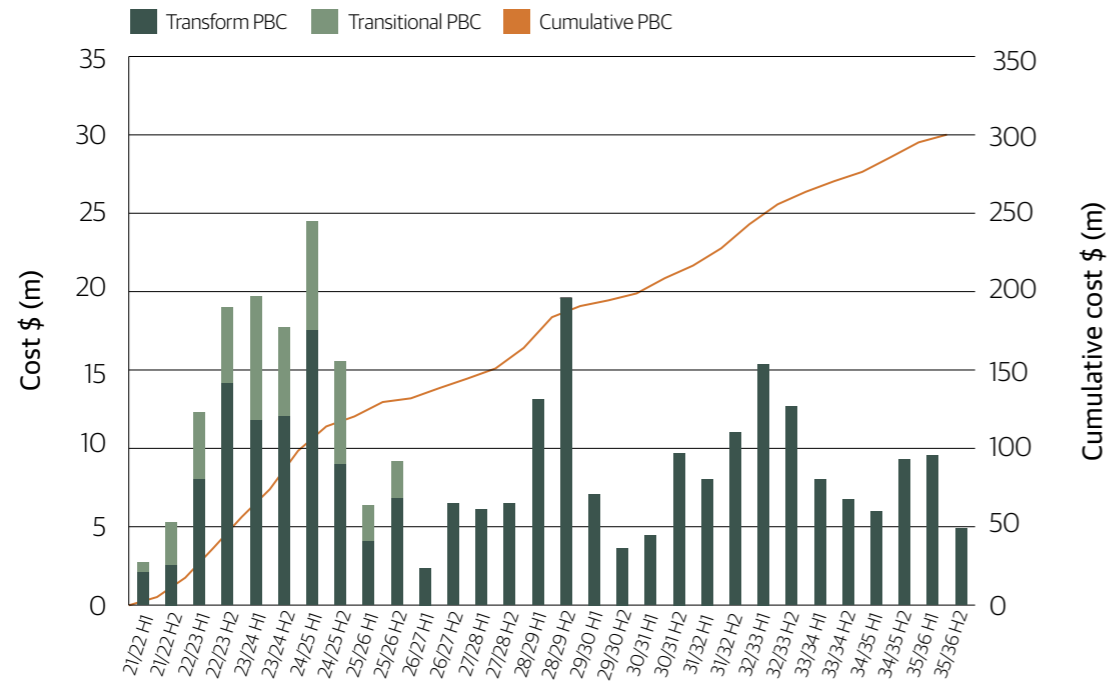
PBC item	Allocated funding	Expected delivery
Transitional activities	\$44.5m	94.1km
Finish what started	\$42.3m	3.8km
Transformational	\$230.0m	107.1km
Minor works	\$10.0m	None defined
Build back better	\$12.0m	None defined

In August 2022, Waka Kotahi endorsed the refreshed BNP programme business case, including the economic case and indicative delivery plan, however, funding was not sought for the programme as applications are approved at stages throughout each project (business case, design, and installation).

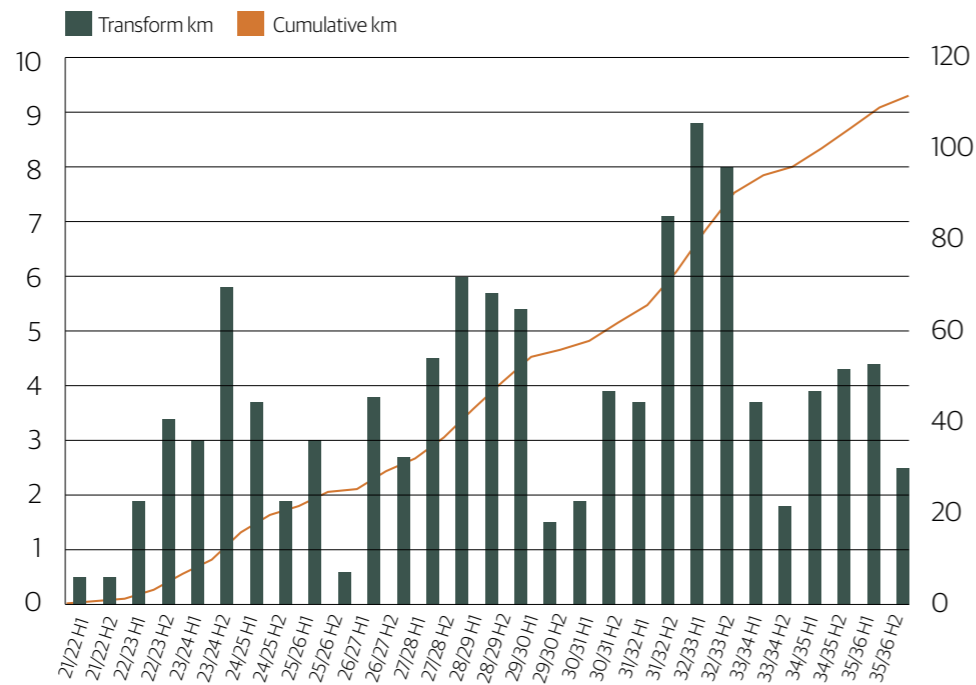
These figures show expected cost and time to complete the network, as per the BNP programme business case.



Transitional and transformational - cost per period

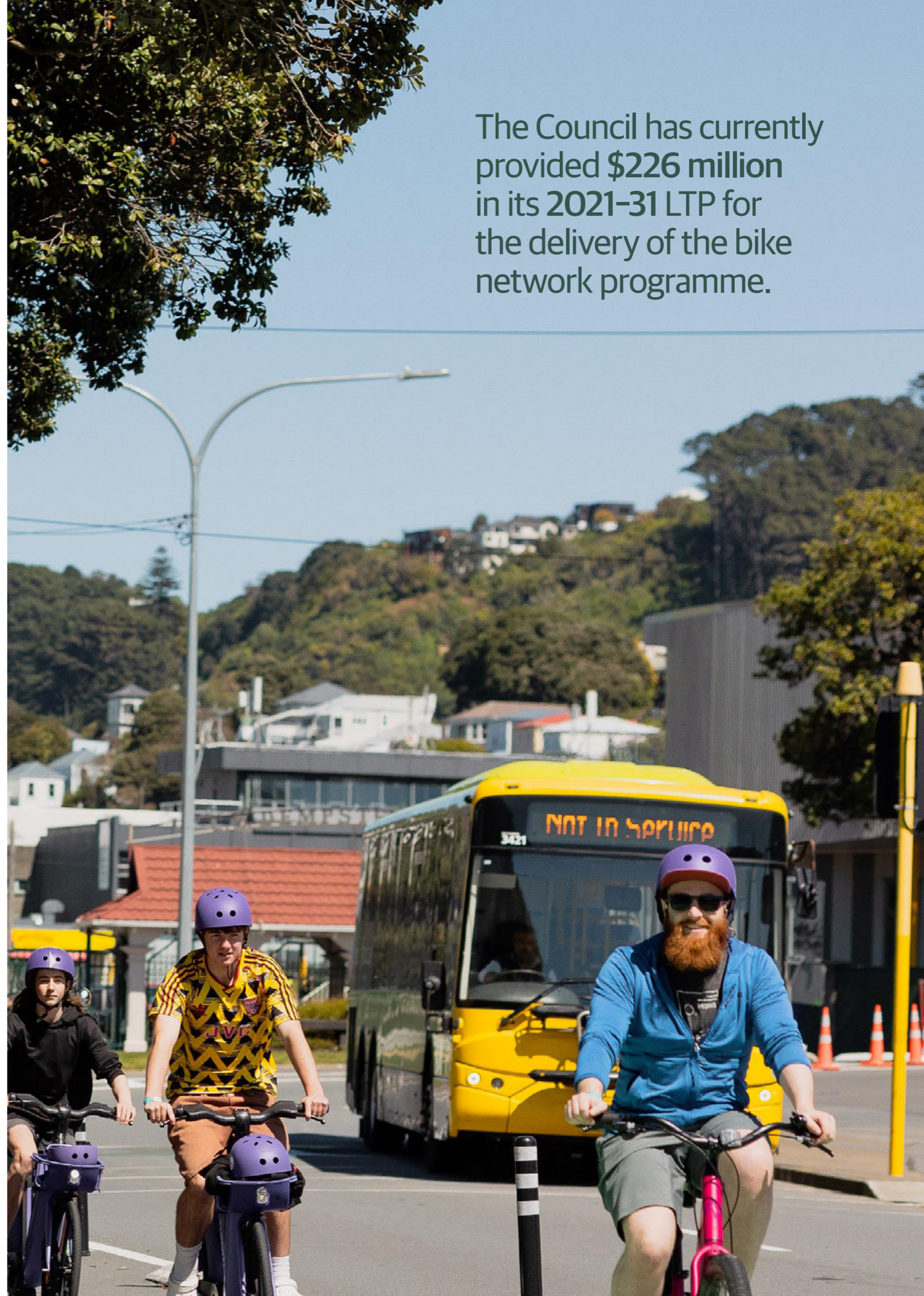


Distance per period



Importantly, the transitional programme takes an important early delivery role and therefore there is a planned and logical lag between spend and delivery of up to 78% of the BNP network which would begin with transitional solutions and later be upgraded with permanent (transformational) infrastructure.

The Council has currently provided \$226 million in its 2021-31 LTP for the delivery of the bike network programme.





# 04

## Ngā kokenga o te hōtaka

### Programme progress

### Summary of programme progress

The following table shows the status of the overall programme by priority areas, comparing planned delivery in the BNP programme business case, revised estimates, current actual spend and deliverables as at end December 2023 and what is planned for delivery over the first five years.

As shown, there has been a significant amount of project development through business cases, engagement, and design, and in coming years installation will ramp up significantly. It is expected that 59.2km of the network will be installed by the end of the 2025/26 financial year (52.5km transitional and 6.7km transformational).

Further analysis of the difference between planned and actual progress is detailed in the following section.

The current estimate to deliver 10 transitional projects covering **53.4km** of the network is **\$43.28 million**.

An average of approximately **\$810,499** per kilometre.

Table 5

Programme items	PBC scope		Revised scope		21/22			22/23			23/24			24/25			25/26			21/22-25/26	
	Km	\$(m)	Km	\$(m)	DD	Km	\$(m)	DD	Km	\$(m)	DD	Km	\$(m)	DD	Km	\$(m)	DD	Km	\$(m)	Km	\$(m)
<b>Area 1: Transitional LGWM</b>																					
Early central city	10.2	\$10.1	10.2	\$13.4			\$2.4	3.6	3.6	4.8	6.6	4	\$5.6		2.6	\$2.7				10.2	\$15.6
<b>Area 2-3: Finishing what we started</b>																					
Evans Bay	2.2	\$28.4	2.2	\$28.4			\$2.0	0.5		\$3.8	1.7		\$6.2		2	\$11.6		0.2	\$3.5	2.2	\$27.1
Island Bay	1.6	\$14.2	1.6	\$14.2			\$1.2	1.6		\$1.0		1.6	\$3.3			\$1.5				1.6	\$7.0
Other (legacy)				\$7.0			\$2.9			\$0.9			\$2.7			\$1.0					\$7.5
<b>Area 4-6</b>																					
CBD and Newtown	6.5	\$22.5	6.5	\$23.9			\$0.1			\$0.3			\$0.7	2.1*	2.1*					2.1	\$1.1
Thorndon	2.6	\$8.5	2.6	\$10.7				2.6		\$0.7		2.5	\$1.6		0.1	\$0.6				2.6	\$2.9
North	9.7	\$27.9	9.7	\$27.9						\$0.3			\$0.7			\$2.9*		0.9*	\$5.2*	0.9	\$9.1
<b>Area 7-10</b>																					
Ngaio Gorge	5	\$10.3	3	\$10.7			\$0.1	3		\$0.5		2.95	\$1.0		0.05	\$0.2				3	\$1.8
Northwest	19.6	\$32.5	19.6	\$39.3						\$0.2	3.5	2.9	\$1.1	9.6*	10.2*	\$7.7*				13.1	\$9.0
Central southwest	12.6	\$23.4	10.3	\$26.1			\$0.2	2.9		\$1.2	7.4	6.9	\$1.7		1.4	\$1.8*		2*	\$2.5*	10.3	\$7.4
Eastern suburbs	13.2	\$27.4	13.2	\$33.1				4.8		\$0.7		4.5	\$3.2	8.4*	8.7*	\$4.8*				13.2	\$8.7
<b>Areas 11-14</b>																					
Northeast	8.9	\$18.1	8.9	\$18.1																	
Ohiro	7.5	\$13.4	7.5	\$13.4																	
Southern bays	5.4	\$18.7	5.4	\$18.7																	
Eastern bays	16.1	\$46.9	16.1	\$46.9																	
<b>Transitional top up</b>		\$14.9																			
<b>Build back better</b>		\$12.0																			
<b>Minor works</b>		\$10.0		\$10.0			\$0.7			\$1.0			\$1.1			\$1.1			\$1.1		\$5.0
<b>TOTAL</b>	<b>121.1</b>	<b>\$339.2</b>	<b>121.1</b>	<b>\$341.8</b>			<b>\$9.6</b>	<b>19</b>	<b>3.6</b>	<b>\$15.4</b>	<b>12.6</b>	<b>25.35</b>	<b>29</b>	<b>20.1*</b>	<b>27.15</b>	<b>\$35.9*</b>		<b>3.1*</b>	<b>\$12.3*</b>	<b>59.2*</b>	<b>\$102.2*</b>

Current year	Detail design	KMs delivered	Total spend
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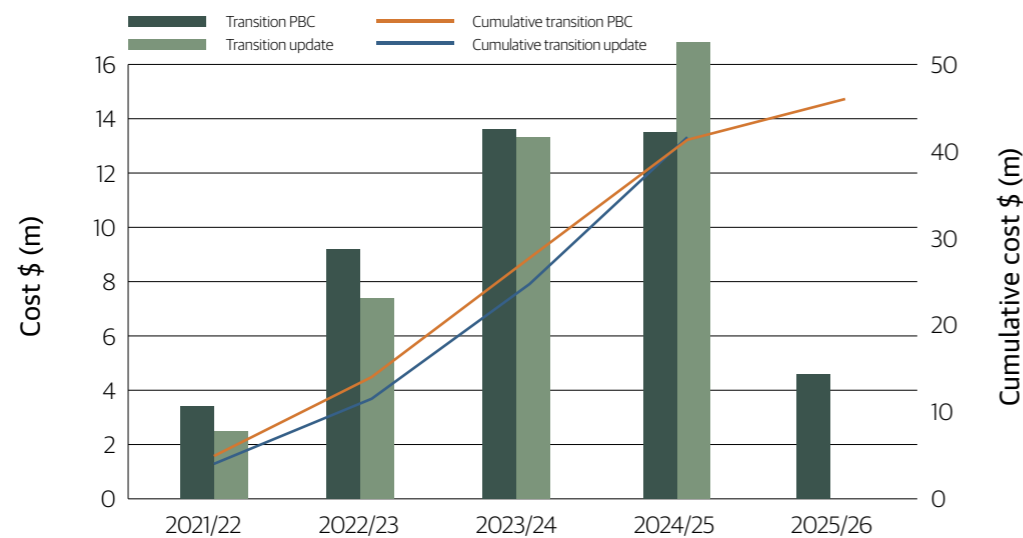
\* These figures are subject to change dependent on the 2024-34 LTP decision

### Rapid transition programme

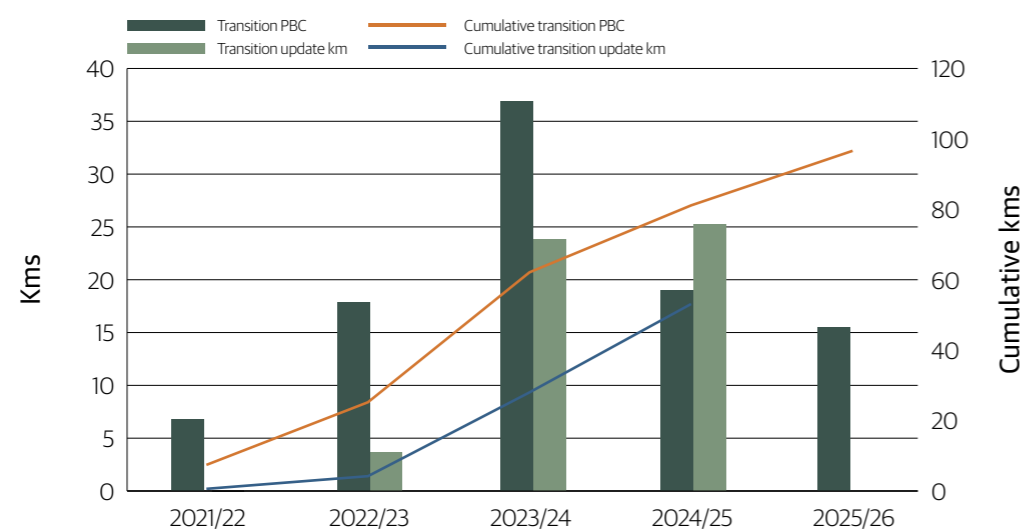
The figure below shows the planned (BNP programme business case) delivery costs for the five-year transitional programme (dark green), alongside the updated actual (light green) and expected future (lighter green) expenditure. The kilometers delivered (planned vs actual/expected) are also shown in the following figure.

Overall, the figures show that there has been a lag in delivery, along with cost increases across much of the transitional programme. This has meant less kilometres of bike lanes delivered for the funding available. Reasons for the variations are further explained in the next section.

Transitional – cost per period



Transitional – km per period



### Explanation for current progress

There are a number of reasons why progress is behind schedule, with examples shown below. Some relate to the engagement process and legal action that have resulted while others are operational in nature.



### Cost increases

The average cost increase compared to the initial estimated across seven of the 10 transitional projects, where contractor price is available, is \$846k or 55% with some projects currently expecting to be delivered close to budget, and others increasing in cost by greater amounts. Many of the cost increases are a result of responses to community concerns or needs identified through the engagement process (eg delivering additional raised pedestrian crossings) along with more recent physical works contract price increase following approval of the new contractor panel.

The current estimate to deliver 10 transitional projects covering 53.4km of the network is \$43.28 million. An average of approximately \$810,449 per kilometre.

### Examples of the larger cost increases include:

Newtown to city \$1m budget increase due to:	Berhampore to Newtown \$1m budget increase due to:
<ul style="list-style-type: none"> <li>Signal changes and related civil works not initially anticipated</li> <li>COVID-related traffic management plan costs (\$1460 per day)</li> <li>Some increased scope in furniture</li> <li>Internal cost increases related to judicial review</li> </ul>	<ul style="list-style-type: none"> <li>Bus platforms and raised crossings added through engagement and design process, including establishment of off-street parking at Wakefield Park</li> <li>Other added minor works needed such as kerb cuts, pram crossing, signal improvements</li> <li>Increases in contractor and consultant fees</li> </ul>

Some cost increases are due to delivering permanent solutions, not originally intended to be in scope for the rapid transition programme. For example, a raised crossing is permanent and a transformational activity, and hence is a scope increase rather than a simple cost increase.

## Next transitional projects

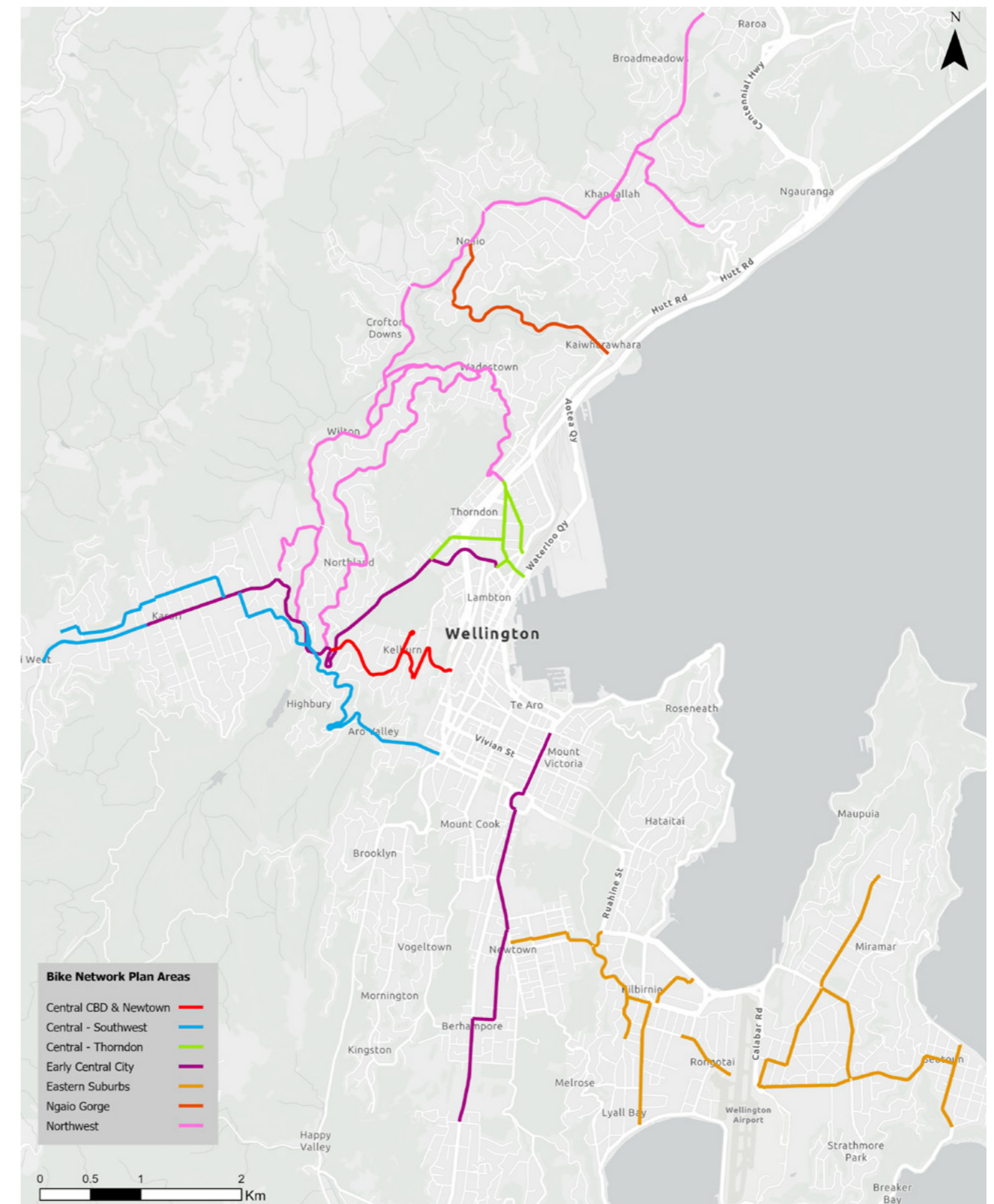
Despite delays, as at end December 2023 there were seven transitional projects in the delivery phase (covering a total of 20.4km), two projects in the design phase, with approved traffic resolutions (covering a total of 12km) and four projects in the planning phase (covering a total of 21km). A total of 53.4km of transitional bike lanes are planned to be complete by June 2025, including 10.2km of the LGWM network.

Planning for the Newtown to Zoo and Newlands connections projects (covering 10.5km in total) have been delayed due to uncertainties with LGWM MRT plans and increase in costs on the transitional programme.

The remaining 32km of the network that was initially identified as suitable for a transitional approach, including projects in the southern and eastern bays, are no longer in the transitional programme due to a more resource and time intensive process being adopted compared to what was originally envisioned. This required the prioritisation of more central sections of the network to be delivered to achieve the highest value for money. These projects will be reconsidered in future years.



Figure 4



### Longer-term street transformation

The figure opposite shows the estimated BNP programme business case delivery costs for the five-year transformational programme and finish what started (dark green), alongside the updated actual (light green) and expected (lighter green) expenditure. The kilometres delivered (planned vs actual/expected) are also shown opposite.

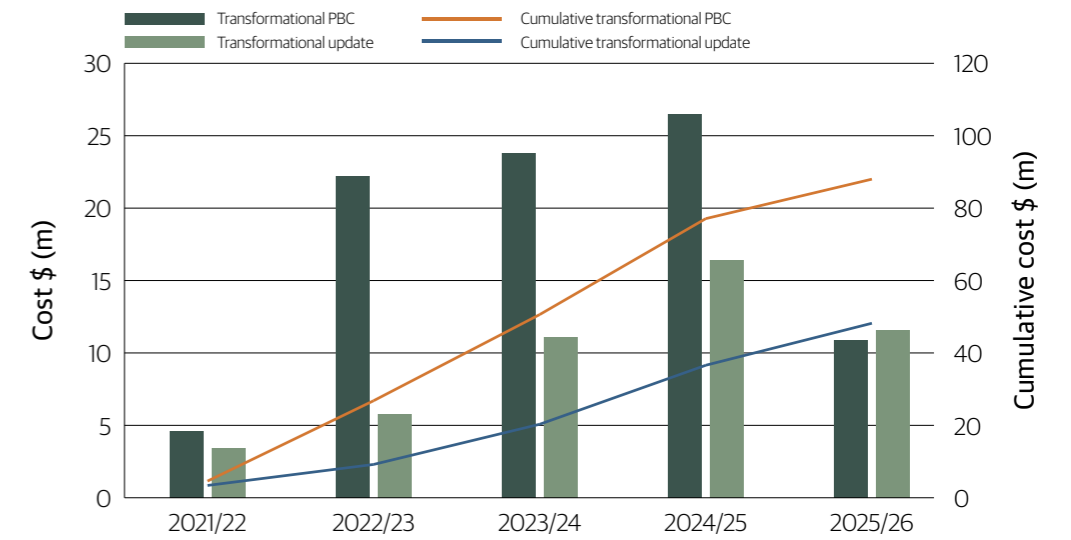
As shown opposite, there have been delays in expenditure and delivery of transformational activities over the past two and a half years, in particular due to internal resource capacity constraints and delays across other components of the programme.

The only business case completed for a transformational project since the refresh is for the permanent upgrade of the Brooklyn to city route. This project follows the transitional route that had already been installed. During the business case process for the permanent solution a range of options were assessed which have provided learnings to test the programme business case cost assumptions. The recommended and approved option, with the highest benefit cost ratio of the options assessed, was 38% higher than programme business case rough-order cost. Other, less suitable options came in between 30% under and 66% over the rough-order costs.

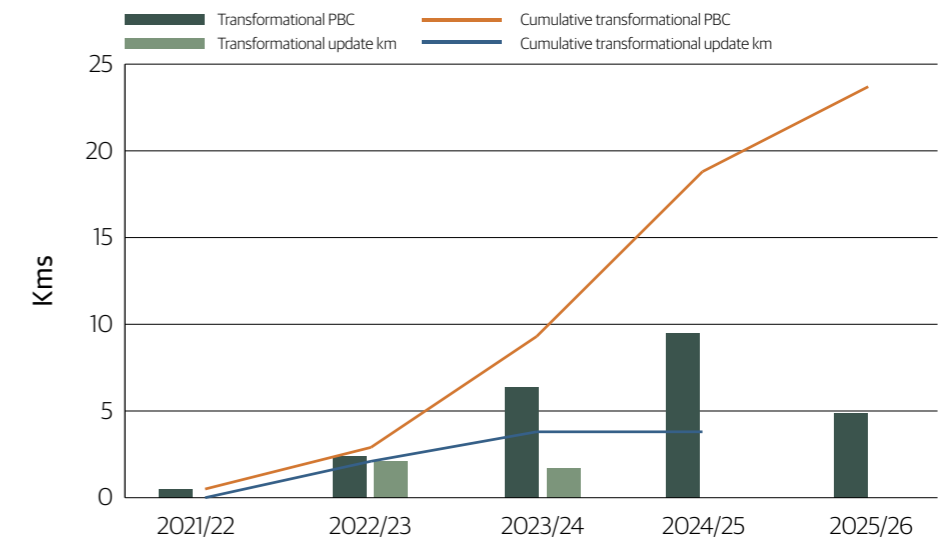
A lesson from the **Brooklyn to city** project is that the transitional followed by transformational method did not significantly reduce the engagement requirements, whereas it was envisaged for this sequence more broadly that the transitional stage would provide the engagement for the following transformational works. However, the trial was undertaken prior to the set up of the current programme, and ways to coordinate engagement with transformational works are being refined.

Other challenges include the misalignment between the budgets allocated to transformational projects and what is considered by stakeholders to be truly transformational - examples include town centre upgrades, additional footpaths, landscaping, artwork, and other features.

Transformational - cost per period



Transformational - km per period



## Next street transformation projects

Planning for the northern area projects (covering 9.7km in total) is under way with business cases expected to be delivered in April and December 2024.

Planning for CBD and Newtown projects, not suitable for a transitional approach (covering 1.8km in total) have been put on hold until the next financial year.

## Finishing what was started

Finishing the Evans Bay projects and The Parade in Island Bay were intended to be completed within the first few years of the refreshed programme. Evans Bay stage 1 is currently under construction and stage 2 is in final stages of detailed design. Work on the Island Bay shopping centre upgrade, including a safer connection for people on bikes, started in early 2024.

Delays have largely been related to internal resource capacity, including some related to the requirement for an internal restructure of the chief planning officer's group following the refresh.

A number of projects expected to have been completed prior to the commencement of the refreshed programme, including Cobham Drive, Miramar Avenue and the Rongotai/Onepu intersection, were not costed in the programme business case. The total spent in the past two financial years on these projects is \$3.8 million, with a further \$3.4 million required in the current financial year (23/24).

## Minor works/building back better

The minor works programme has been generally on-track for the past two years; however, it has been challenging to realise build back better opportunities.

In the LTP 2021-31, \$12m from the \$226m funding was brought forward to years 1-3 of the LTP for 'build back better' activities to complement existing budgets through contribution from the BNP. Note that this work does not contribute to kilometres delivered in earlier stated numbers and is included within the \$339m in the BNP programme business case.

When maintenance, renewals and resealing works are progressing, there is an opportunity to deliver parts of the bike network at the same time, complementing existing project budgets with contribution from the BNP. There was an opportunity to make Middleton Road safer for people on bikes, coordinating with a planned reseal during the 2023/24 summer. However, it has proven difficult to align the work programmes, particularly the higher level on engagement and communications needed for projects, meaning that the necessary planning work to be ready for delivery when the upcoming reseal is due were not able to align. Nevertheless, shorter-term opportunities are being taken to coordinate already planned transitional installations with maintenance programmes within existing budgets. To date the BNP build back better budget remains unspent, and this funding is proposed to be reconsidered as part of the 2024-34 LTP considerations.

## Cost and income assumptions

The programme business case cost estimates are rough-order and indicative based on a generic unit rate modified for known complexities on a percentage basis. There are therefore risks associated with the indicative cost estimates adopted. Better certainty is improved as solutions are developed and cost estimates are refined through the next stages of the design process. Project cost changes are managed through business case and cost scope adjustment processes and regular reviews are undertaken to mitigate risks and take corrective action where required.

It should be noted that the programme business case indicative rough order cost estimates are in base year values (2020) and do not account for inflation. Since then, there has been a significant increase in construction costs. The Capital Goods Price Index shows civil construction costs have increased 26 percent over the last three years (September 2019 to June 2023). Most of this price inflation has occurred over the 2022 year.

The transitional followed by transformational approach is yet to be fully tested and evaluated. However, it could be assumed that routes that have undergone the current transitional treatment may require less capital investment during the transformational follow up in some circumstances.

Learning is ongoing across the programme on how to best refine methods for early, faster, and cheaper delivery for transitional followed by permanent changes in combination.

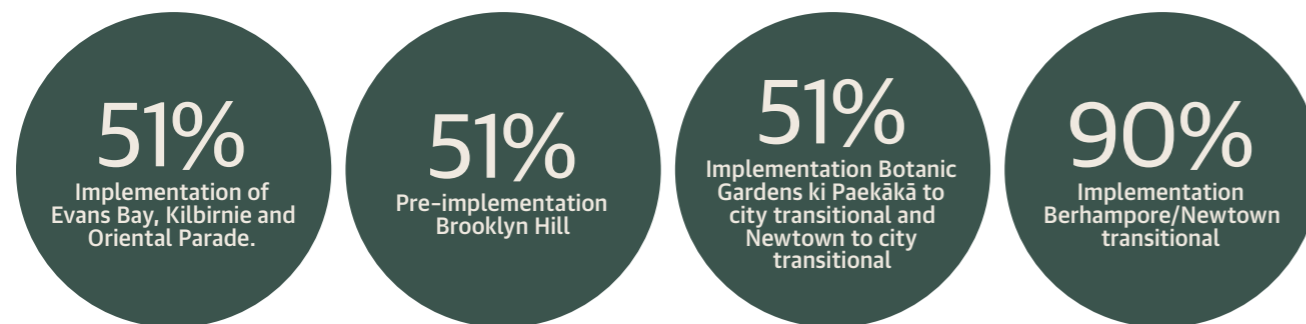


The 2024-34 LTP provides an opportunity to adjust costs in relation to construction-cost inflation, adjust approach based on the last three years learnings and to coordinate funding for other projects, such as town centre upgrades, with the BNP roll out.

### External funding

Waka Kotahi endorsed the refreshed BNP programme business case in August 2022 including the economic case and indicative delivery plan; however, funding was not sought for the programme. Funding applications are approved at stages throughout each project (business case, pre-implementation, and implementation).

Waka Kotahi current approved funding for FY 21/22-24/25



The total estimated income is approximately \$17 million between July 2021 and June 2025 (subject to completion of tasks within budget timeframe), which is the revenue offset.

### Climate Emergency Response Fund (CERF) Funding Agreement

In March 2023, the Council signed a funding agreement with Waka Kotahi, on behalf of the Crown to fund the implementation of four transitional projects and pre-implementation of a further six transitional projects.

- Implementation of Ngaio, Aro, Thorndon and Kilbirnie transitional – 90% from 2 March 2023
- Pre-implementation for Botanic Garden ki Paekākā to Karori, Thorndon to Wadestown, Ngaio to Johnsonville and Khandallah connections, Ngaio to Karori, and Kelburn – 90% from 17 March 2023.

The total estimated income is approximately \$11.01 million between March 2023 and June 2025\* (subject to completion of tasks within budget timeframe).

The total committed funding for the programme from external sources between 2021 and June 2025 is \$28.1 million.

\*CERF funded projects were previously expected to be fully funded by the Council

### Lessons from progress so far

Overall, the programme has made good progress, although there have been some delays due to a range of broader factors (eg COVID, the judicial review of the transitional engagement process), Council operational factors (eg procurement, contractor availability, increased engagement resource requirements), but also scope changes throughout the engagement and design process.

With a focus of much of the programme on utilising transitional approaches to delivery, and five projects delivered or nearing completion, there are some early lessons for this relatively new approach. These include:

- complexities and dependencies trying to integrate the transitional approach (and other innovative approaches like build back better) with established planning and delivery processes.
- managing expectations, including scope, through the engagement process, with other infrastructure (such as raised crossings, signal improvements) being added into transitional project scope.
- challenges in coordinating different parts of the Council, such as completing parts of the network when scheduled road reseals are taking place.
- specific design issues such as bus stop and cycle lane integration and side road conflict, and ensuring they meet standards and community expectations.

Bespoke design solutions and the need for placemaking and supporting infrastructure also feature in cost and timeframe increases for transformational projects.

For transformational work, including completing existing projects, the Brooklyn to city project is an example of how early transitional approaches can pave the way for permanent infrastructure, although lessons from this process are also emerging.

**\$28.1 million committed to the programme by external sources between 2021 and 2025**





# 05

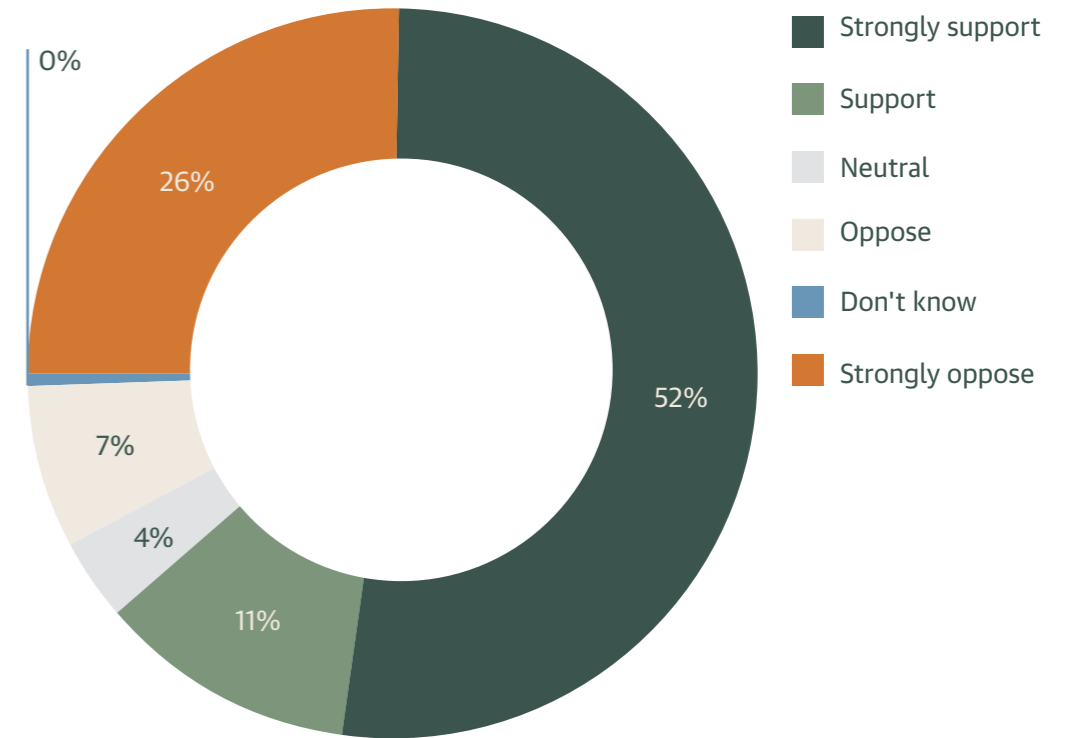
## Whai wāhitanga Engagement

### Aggregation of feedback data

Internal analysis of engagement insights (June 2023) reviewed 13,213 public submissions received on eight BNP projects, Thorndon Quay parking changes, and central city safer speeds.

The submissions analysed were from 8430 individuals and 230 organisations. About 9704 submissions were from people or organisations who either lived, worked in, visited, or travelled through project areas. The submitters were most commonly between 30-39 years old, and males accounted for around 55% of respondents.

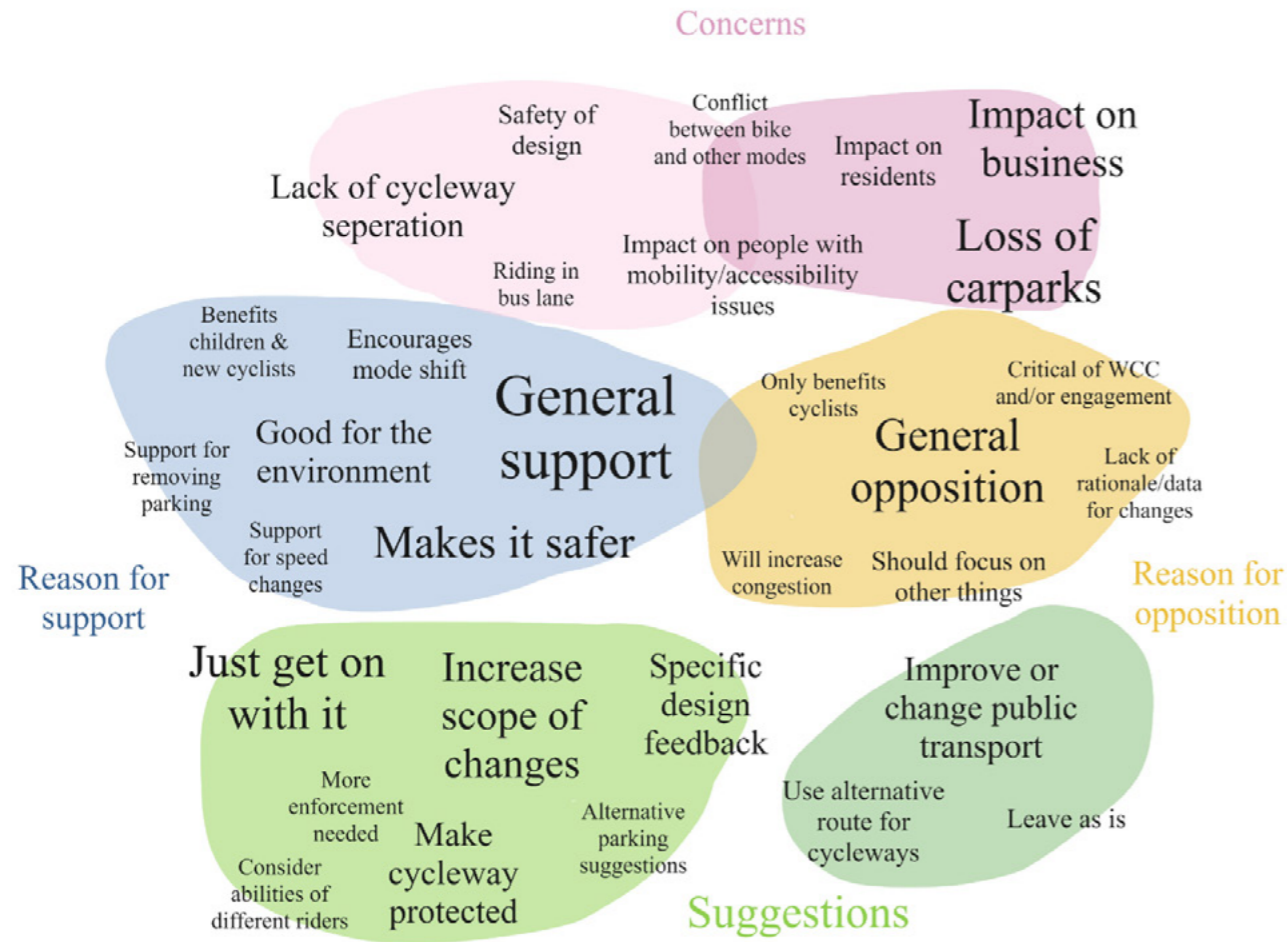
Across all the projects in the report, overall support was relatively high with 63% of respondents supporting or strongly supporting the proposals, approximately double those in opposition (see figure opposite). The majority of BNP projects also received high support to deliver a well-connected network, and submitters agreed this would make a positive long-term impact in the city's carbon reduction goals. Support across projects was relatively consistent although there was notably less support for Island Bay safety improvements a strong outlier).



**68-82%**  
support when speed limit changes are proposed in conjunction with BNP projects.

**64-75%**  
think it is important to make streets safer and easier for people using active or public modes of transport.

People with a disability or accessibility issues (n=868) tended to be less supportive of all projects in the report compared to other respondents. Direct beneficiaries of the BNP (eg people who ride or would like to be able to make some trips by bike) showed the strongest support among road users who identified their primary mode, while delivery/truck drivers showed the least support. Public transport users also generally reported strong support. Support peaked for 19-49 year olds, while support steadily declined for those in older age ranges.



### Key themes from public feedback

Themes from comments submitted about BNP proposals are provided in consultation summaries that have been developed for each project. Key themes from the public feedback on the eight BNP projects included in the engagement insights report are summarised above.

### Supporting and opposing views

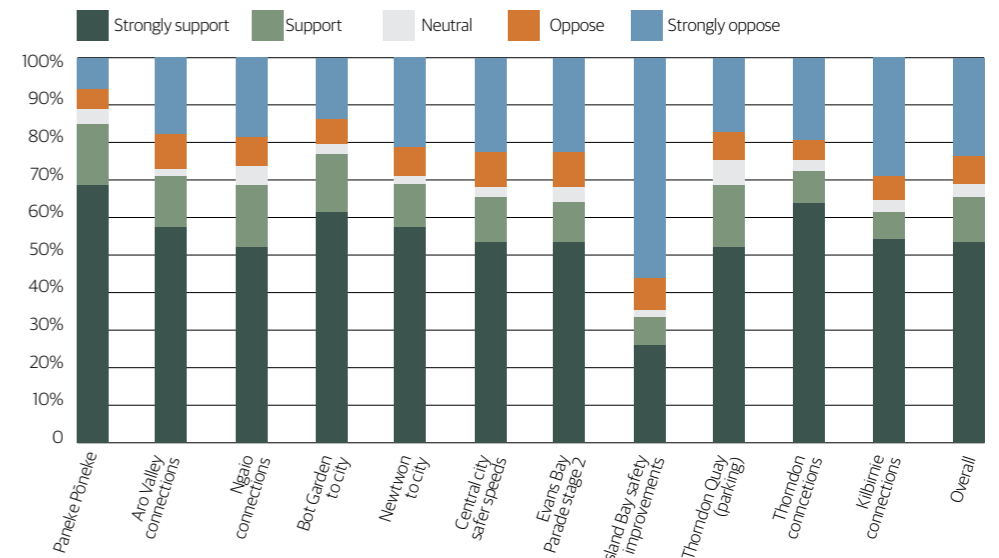
Submitters supporting the proposals noted the safety benefits, encouragement of mode shift, and environmental benefits of the street changes proposed, which could include bike lanes, bus stops/lanes, and pedestrian improvements. Many also wanted progress on the network to continue, and advocated for an increased scope to what was proposed.

Those in opposition were primarily concerned about the loss of parking and impacts on businesses. A number also felt there was a lack of rationale and/or data to inform the changes, and that the Council should focus on other things (eg fixing pipes, or improving public transport).

Both supporters and those in opposition to the proposals noted concerns about potential conflicts between bikes and other modes (eg cars and buses), and the impact of the proposals on people with mobility/accessibility issues.

### Variations in feedback

The majority of BNP projects had high support at the proposal/consultation stage, with most of the projects receiving between 63-75% support from submitters. The notable exception to the majority support for BNP projects was in relation to proposed safety improvements on The Parade in Island Bay. Key themes apparent in the feedback, either in support or in opposition, were also relatively consistent (see previous paragraph).



**Note:** "Central city safer speeds" and "Thorndon Quay parking" changes are not BNP projects

## Site specific issues

Some feedback related to site issues specific to individual BNP projects. For example, respondents to the Evans Bay Parade proposal highlighted the impact that parking removal would have on access to water-based recreational activities. For this reason, a higher number of recreational users of the site were more likely to oppose the proposal compared to recreational users in other project areas.

Some sites also present unique conditions leading submitters to raise access-related concerns. For example, respondents to the Newtown to city proposal raised concern about how the route would be maintained when the Basin Reserve was closed for events. Feedback from projects close to schools, medical facilities, or other public services, also raised concern about access to these facilities, following parking removal.

## The Parade safety improvements proposal

Two thirds of submitters were strongly opposed or opposed to the proposed safety improvements on The Parade in Island Bay. Opposition mainly centred around how the proposal would affect parking, access to businesses, and a desire to return The Parade to its previous layout. Submitters who lived and worked in the area were most strongly opposed while support or opposition was more evenly divided between those who travelled through or visited the area. Compared to other sites, respondents were more likely to critique the engagement process, or express concern that the Council did not adequately listen to public feedback. This finding reflects the historic context of engagement in Island Bay, referring to engagement challenges with previous street and parking changes that were made pre-BNP.

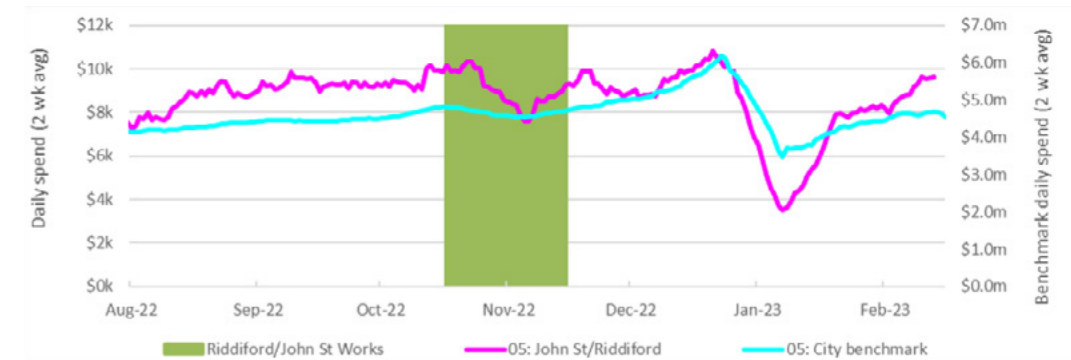


**Note:** "Central city safer speeds" and "Thorndon Quay parking" changes are not BNP projects

## Impact on retail spend

Data on the impact of street changes and infrastructure works from BNP projects on retail spend is emerging. These initial findings are presented in 'Changing Lanes - Report into the Economic Impact of Street Changes on Retail Activity' August 2023 (Appendix A). An example from Riddiford Street is shown below. Overall, the data to date shows no clear pattern of negative or positive effects on nearby retailers from changes to street layout. This data is currently focused on short-term impacts during and post-works, however, it can be developed further to provide insight into the longer-term impacts on retail from BNP project delivery.

Figure 5



[wcc.govt.nz/-/media/wellington-city/poneke-pulse/files/2023-changing-lanes-retail-report-august.pdf](https://wcc.govt.nz/-/media/wellington-city/poneke-pulse/files/2023-changing-lanes-retail-report-august.pdf)

Overall, the data to date shows no clear pattern of negative or positive effects on nearby retailers from changes to street layout



## Engaging with mana whenua

Honouring the principles of the Te Tiriti o Waitangi is central to Wellington City Council's partnership with mana whenua. The programme has taken important steps to acknowledge, empower and activate the partnership. Our primary relationship is with Te Āti Awa Taranaki Whānui and Ngāti toa Rangatira via the LGWM mana whenua steering group. The steering group provide guidance and advice across LGWM projects, and any associated with the Paneke Pōneke bike network plan. A co-design group made up of Māori design advisors and Council officers has a shared goal of bringing life to Te Ao Māori, weaving together a whāriki (woven mat) of stories and acknowledging places of significance, usually awa or other waterways that are now piped underground.

The co-design group works together on branding and promotional material and placemaking elements such as bike parking, seating, interpretation panels and planters (including native planting), artwork and murals. Mana whenua lead opening ceremonies to bless the routes and to keep everyone safe.

Distinctive new blue and green niho taniwha designs are being installed along places where street improvements are being made, including on the Newtown to city and Botanic Garden ki Paekākā routes. They are the first of many routes where Mana Whenua Te Āti Awa Taranaki Whānui will raise the mana of special places and bring a Te Ao Māori perspective to these important transport improvements.

## Reflections on the engagement programme

### Broad support

The engagement insights report shows broad support and on-going mandate to deliver the BNP. There is also broad support for increasing safety for all road users when speed reduction measures are proposed. At the individual BNP project level, it is apparent that positive or negative sentiment is driven by a range of factors, including site specific concerns. However, many submitters expressed a desire for the Council to "just get on" with the job of delivering the network.

From consultation summaries, submitters in support of BNP projects noted safety, mode shift, and emissions reduction benefits. Those in opposition were mostly concerned about the loss of car parking and resultant impacts on businesses and residents. Staff monitoring the early city centre transition projects also reported that while there may be lower support during or before delivery, opposition or concern tended to dissipate somewhat as changes become embedded. User feedback has also been critical to informing design refinements, as intended under the transitional approach.

### Key learning

The engagement programme continues to evolve in response to experience and learning. There is now more regular business communication once a project has been initiated, and greater transparency about proposals under consideration. The process of how feedback is incorporated into design has also evolved, with greater use of web content, consultation summaries, and public communication.

Maintaining a multi-modal focus, approach, and messaging within the BNP programme is important for building a wider base of support and communicating wider benefits. Processes need to be flexible and adaptable to different contexts, different types and sizes of stakeholder groups, and different levels of engagement and feedback. Increasingly, there is a need to respond to the spread of misinformation regarding projects that drives community division.

A core principle of a transitional approach is that delivering interim solutions itself allows for consultation and feedback, and that this process can reduce the time and resources consumed by more traditional engagement approaches. However, the BNP is showing that upfront (ie pre-delivery) engagement is still critical, requiring time and resources at a level beyond what was initially envisaged prior to the judicial review.

Experience to date suggests a hybrid approach – combining elements of a more traditional approach with consulting through delivery – may be optimal and most cost efficient. Recent regulatory change ('Reshaping Streets') will make street space reallocation easier and quicker for local authorities and is likely to be enabling of a hybrid type engagement approach.



# 06

## Te Ara i

Botanic Garden  
ki Paekākā to  
city route

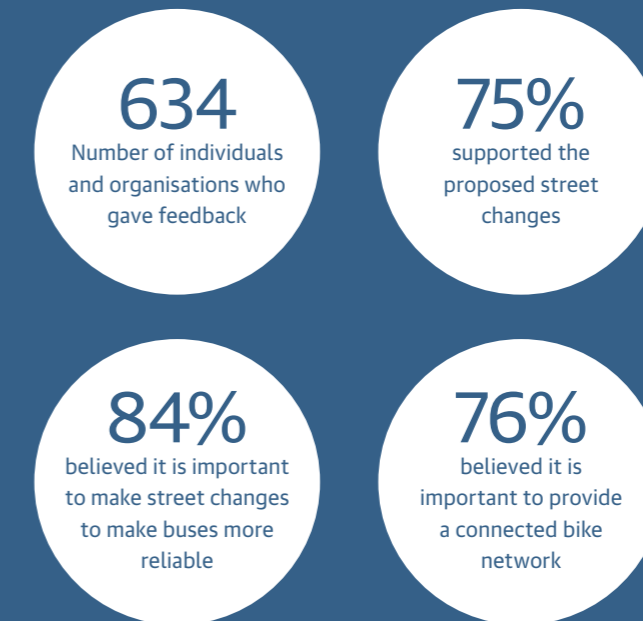
## A case study

The 1.4 km Botanic Garden ki Paekākā to city route is part of the western bike connection from Karori. It is one of the first routes to be approved following the adoption of Paneke Pōneke in March 2022

The route was designed to make travel safer for people to bike/scoot between Tinakori Road and the waterfront. A new bus lane was also added to provide quicker journeys for people taking the bus. Mana whenua led the development and integration of a cultural overlay to recognise sites of cultural significance through design elements including murals and awa markings.



## What did people think of the design before installation?



Design supporters generally approved of the proposed changes (including parking changes), although some felt they could go further. Design supporters felt that the changes would make things safer. In relation to the specific design, some suggested extending bus priority lane hours and some had concerns about riding bikes in the bus lanes. (Based on 243 comments from design supporters)

Design opponents mostly commented on the removal of parking. They had concerns about where people living in the area would park, as well as how removal of parking might impact/limit access to local businesses and recreational areas. In relation to the specific design, some opponents were also concerned about traffic flow.

(Based on 95 comments from design opponents)

## What has the impact been?

Long-term monitoring has been put in place to track the number of low carbon trips, diversity and participation of people biking, and actual and perceived safety,

### What is known so far is that:

- daily spend data for retail outlets on the route showed little short-term change (apart from an unexplained dip in April 2023).
- early indicators from electronic counters are showing a positive trend of 31% uptake when the final three months of 2022 and 2023 are compared. Full year-on-year data is still needed to fully assess impact.
- manual observational data recorded three months before and after installation has also shown a total increase in uptake during commute hours, increasing from 158 cyclists observed to 296.
- the resident satisfaction survey 2023 reported views on the ease of cycling around the city have increased 10% compared to 2022, this was after a steady downward trend in the measure since 2017.

### What has been learnt about delivery?

Cost: \$2.87m – within approved range \$2.43 – 2.87m (28% over programme business case rough order cost – \$2.2m).

Completion time: 20 months from project brief sign-off to completion (3 months of construction).

Public confidence: People who ride – or would like to – have increased confidence in Council delivery of safer biking routes.

Feedback on works: Roadworks took too long with too many road cones and construction vehicles. Suggestions included more communication and signage, avoiding work at peak times, and opening parts of the route as it is completed.



## What feedback did people give?

Survey data was collected before and after installation so that the reaction of road users to the changes could be assessed.

Given the objectives of the project, responses from people who bike or would like to were of particular interest. Of all respondents, people who ride were most satisfied with the changes. Over 80% of very satisfied survey respondents had experienced the new design on a bike, and nearly 75% of cyclists rated the changes as much better or better.

Feedback from all very satisfied and dissatisfied respondents also expressed a common theme of Tinakori Road bus stop placement. Greater consideration was given to very disappointed comments. Comments relate to wanting a combined bus stop near the gardens entrance, danger for pedestrians, bus delays, and congestion at Tinakori/Bowen.

*"Makes me feel much safer while riding my bike, as a result I cycle more often than I did before."*

*"Overall, a positive change but a few tweaks needed to make it less confusing. Great to see buses and cyclists being prioritized. Just need a few more buses."*

## What are the steps to permanence for this route?

Following feedback and monitoring and evaluation work, adaptations are currently being planned and integrated into longer-term projects. Once the full connected route is delivered a large uptake is expected.





# 07

## Ngā hua me ngā mōhiotanga

### Benefits realisation

### Programme intervention logic model

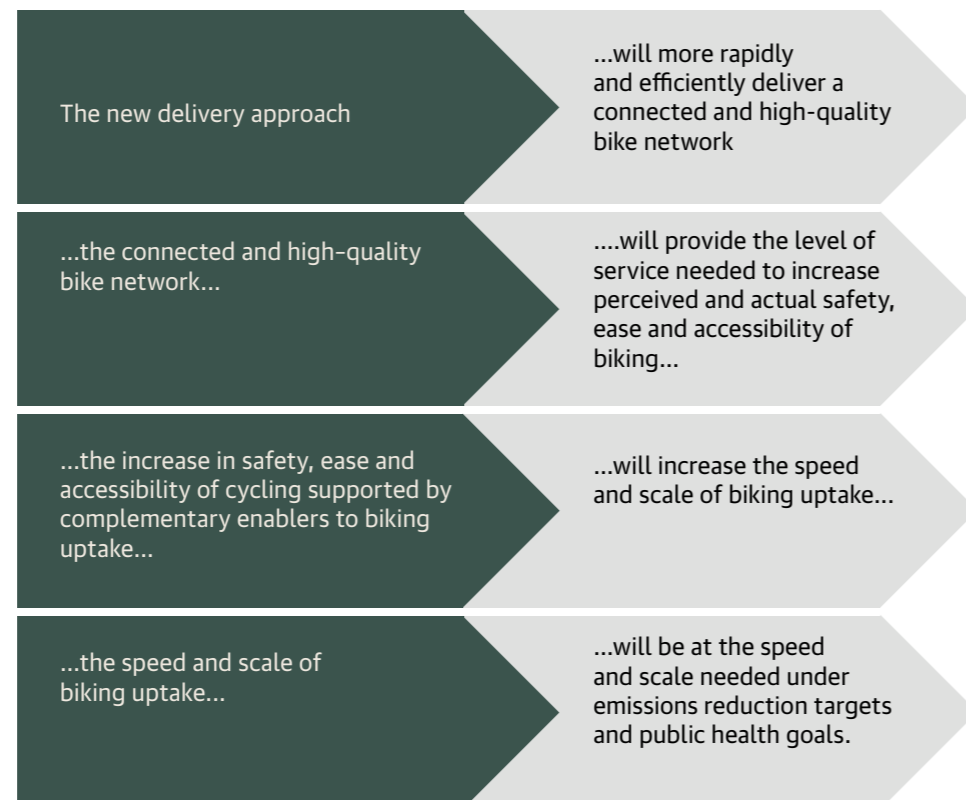
The figures over the following two pages summarise the drivers leading to the refreshed BNP and describes core programme inputs, activities, outputs, and four main intended outcomes/benefits. Assumptions underpinning the achievement of intended outcomes/benefits are also shown.

**The four main outcomes/benefits - identified in the investment logic map in the BNP programme business case are:**

1. Delivery of a strategic citywide network of connected bike routes
2. Improved safety for people on bikes
3. Increased role of cycling in the transport network
4. Improved environmental and health outcomes.

A fifth 'process' (delivery) outcome is also shown - that public perceptions, participation, and trust in the BNP programme will be strengthened through programme delivery. This outcome is stated in the BNP monitoring and evaluation plan for the transitional programme.

By describing how and why the BNP is expected to lead to intended outcomes/benefits, the figures overpage provide a high-level intervention logic model for the programme. In summary, the model predicts:

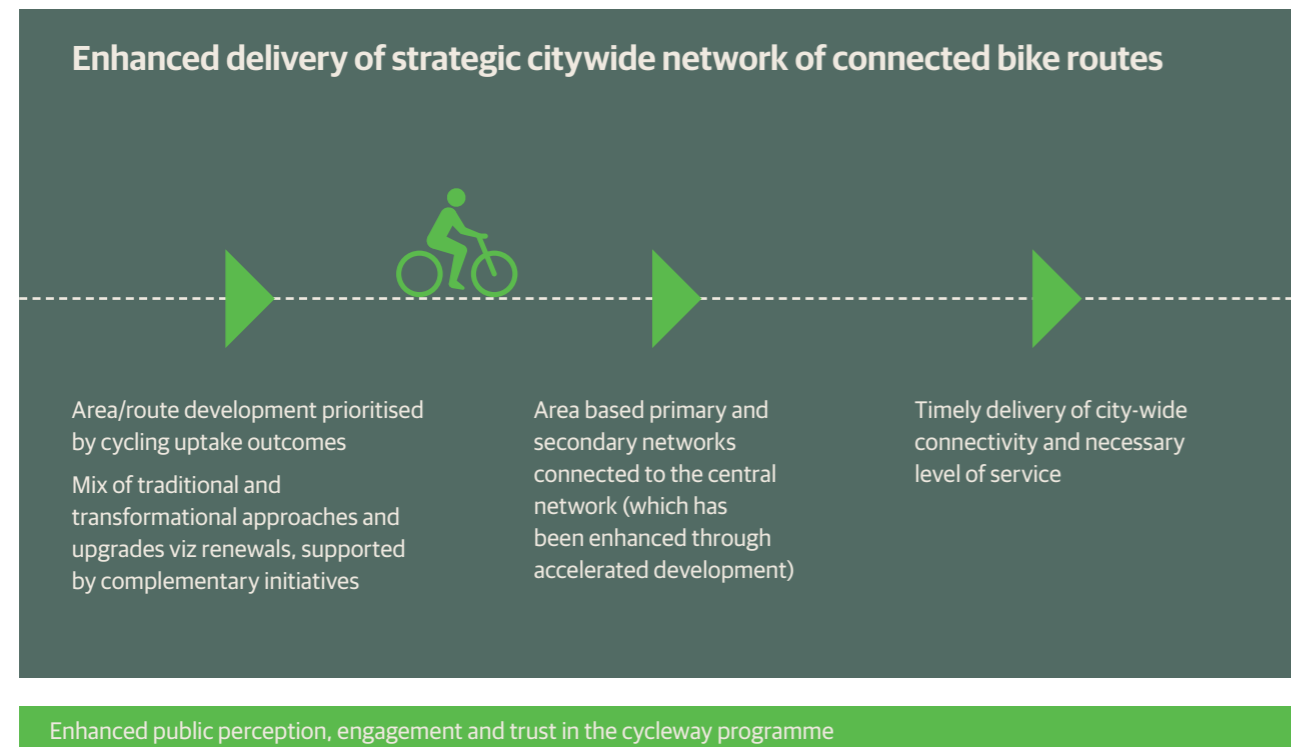


### Bike network programme intervention logic model

Objective: Create a strategic citywide network of connected bike routes in order to improve safety for people on bikes, increase the role of cycling in the transport network, and improve environmental and health outcomes.

Problem		
High risk due to dangerous road user behaviour and poor-quality infrastructure	Poor uptake as a result of slow programme delivery and inadequate infrastructure	Low cycling mode share negatively affecting climate and public health goals
Context		
<b>Strategy</b> Policy developments amplified pressure, need and demand	<b>Delivery</b> Lessons to be learnt; new capacity for, and interest in, transitional approach	<b>Progress</b> Calls for further improvements in connection and safety
Input	Strategy	Activities
<b>Funding</b> <ul style="list-style-type: none"> <li>\$339m over 15 years (2020 estimate)</li> </ul> <b>Design and development</b> <ul style="list-style-type: none"> <li>Refresh of Wellington bike network plan</li> <li>Identification of streets to complete network</li> <li>Understanding of residents' needs</li> <li>LGWM responsible for the majority of routes to and through the CBD and the Council responsible for the remainder</li> </ul> <b>Management</b> <ul style="list-style-type: none"> <li>Approved delivery approach</li> <li>Corporate project management office/ investment delivery framework</li> <li>The Council business processes</li> </ul>	<ul style="list-style-type: none"> <li>Area-based delivery prioritised by uptake</li> <li>Completion of central network</li> <li>Finish what was started</li> <li>Rapid transition (transitional approach)</li> <li>Longer-term street transformation (transformational approach)</li> <li>Complementary initiatives eg cycling skills training</li> <li>Delivery process that enhances public perception, engagement, and trust</li> </ul>	<b>Design and development</b> <ul style="list-style-type: none"> <li>BNP programme business case and funding approvals</li> <li>Transitional and transformational programmes</li> <li>Iwi partnerships</li> <li>Consultation and stakeholder strategy</li> <li>Communications and engagement strategy</li> <li>Establishment of consultant/contractor panels</li> </ul> <b>Management</b> <ul style="list-style-type: none"> <li>Establishment of governance and management structure</li> </ul> <b>Monitoring</b> <ul style="list-style-type: none"> <li>Evaluation, outcomes reporting Benefit realisation</li> <li>BNP programme business case review c.2025</li> </ul>

Figure 7

**Assumptions**

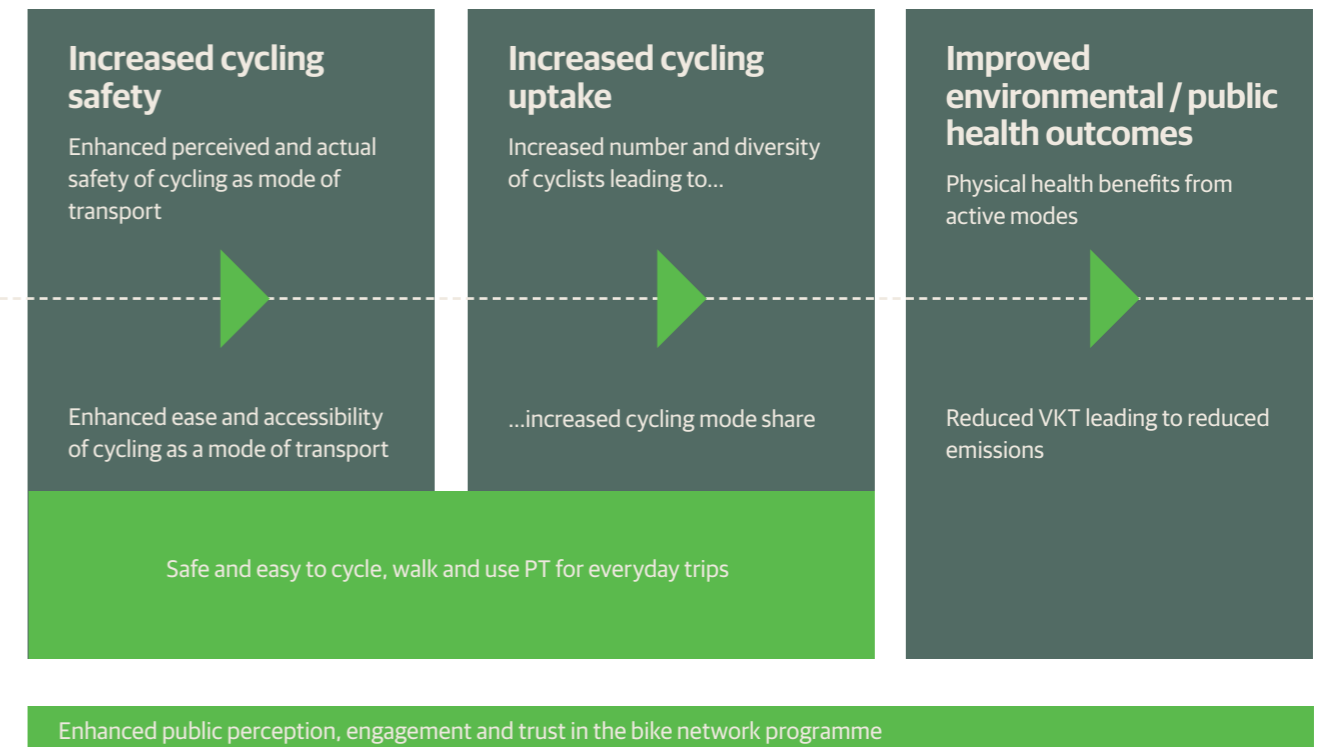
Cycling uptake/benefits as forecast in BNP Programme Business Case

**Forecast benefits realisation**

Figure 8 on page 72 shows the performance metrics (KPIs) for the four outcomes/benefits and the process (delivery) outcome. The outcome/benefit metrics are drawn from the investment logic map in the BNP programme business case and the process (delivery) metrics drawn from the BNP monitoring and evaluation plan for the transitional programme. Performance data will be collected under each metric to monitor progress and evidence outcomes/benefits<sup>1</sup>.

Figure 8 also shows further measures that might be used at an area or route level, depending on the delivery approach and need or appropriateness of further evidence at this level. For example, for treatments also designed to slow motorised vehicles, measuring traffic speed might be used to determine impact on speeds and resultant safety improvements.

1 - Note that consultation and engagement data is collected separately and is not shown in figures.



Complementary initiatives delivered to support cycling uptake and safety

**Order and timing of benefit realisation evidence**

The programme intervention model suggests the outcomes required for cycleways to lead to an increase in cycling uptake. The order and timing of when performance data will be collected and reported under each metric therefore aligns with the model. Figure 9 on page 72 shows the planned order and timing of data collection and reporting. The figure is again generic to all routes, however, exact use and timing for each will depend on factors such as whether a transitional, transformational, or mixed delivery approach is being used.

Further explanation of the order and timing of data collection and reporting follows.

**Delivery time KPIs** will be used to monitor whether the refreshed approach is resulting in quicker and more efficient delivery.

**Kilometres of bike lanes delivered per year** and **percentage completion of the network** are measures of the rate and speed of growth in the network, including network connectivity. Network connectivity is a key predictor of cycling uptake - as connectivity increases, journeys by bike become more feasible, easier, and more likely<sup>2</sup>.

The **number of people with easy access to a safer bike route** also predicts cycling uptake. The intervention logic assumes that cycling for transport becomes easier and more likely as access to a connected network increases.

The perceived and actual safety of cycling for transport is a key barrier to uptake. The intervention logic assumes that perceived safety will increase by increasing the availability and accessibility of safe infrastructure along with corresponding reductions in traffic speed (where the design of bike lanes also has this effect). **Perceived safety** is therefore an important early outcome/benefit measure.

2 - Waka Kotahi NZ Transport Agency (2023). Waka Kotahi Cycling Action Plan. Wellington

The intervention logic assumes that as cycling mode-share increases, traffic volumes will fall, further increasing perceived and actual safety. Traffic volumes may therefore be monitored however reductions would not be expected until there is evidence of mode-shift. **Traffic volumes** should therefore be regarded as a longer-term outcome/benefit measure.

Concern about the safety of cycling is a particular barrier to uptake for women. The intervention model assumes that current inequities in access to cycling will reduce as perceived and actual safety increases. The **diversity of people riding** (by age, gender, ethnicity) may therefore be monitored as an important measure of success.

Serious and fatal injury crashes involving cyclists is a 'whole of system' outcome as factors in addition to safe infrastructure may influence crash rates (eg speed management, cycling skills/competency). Less serious incidents involving cyclists are also not routinely recorded in official crash data, however, are likely to comprise the majority of cycling related incidents. While **serious and fatal injury crashes involving cyclists** will be monitored, the limitations of this data as a direct measure of the success of the BNP should be noted.

Concern about the safety of cycling is a particular barrier to uptake for women.



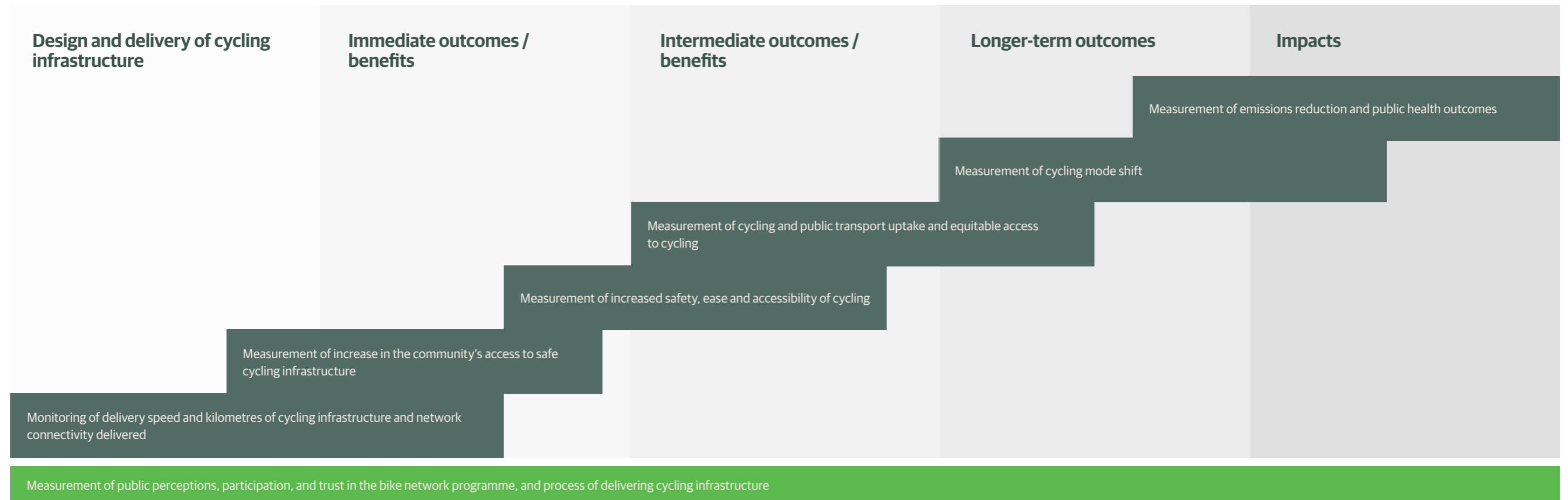
Figure 8  
Key outcome



Enhanced public perception, engagement and trust in the bike network programme:

- Perception and trust rating
- Number of people responding/demographics of respondents

Figure 9



# 08

Ngā kaupapa o te  
haerenga i tēnei wā

Themes from  
the journey so far



Delivering a high-quality, connected bike network across Wellington is ambitious, complex, and demanding. Wellington's approach is at the forefront of national and international practice. Courageous leadership throughout the Council has and will continue to be key to successful delivery. In 2023, the city's innovative approach was recognised with a Bloomberg Initiative for Cycling Infrastructure grant worth \$650,000 and the 2023 Big Street Bikers' Breakthrough Biking City of Year Award. Wellington has and will continue to play a leadership role in bike network delivery in New Zealand.



JUNE 8, 2023

### Announcing the 10 Bloomberg Initiative for Cycling Infrastructure (BICI) Selected Cities

On Friday, June 2, Bloomberg Philanthropies announced the 10 selected cities for the Bloomberg Initiative for Cycling Infrastructure. Led in partnership with GDCI, BICI will award the selected cities with funding and provide technical assistance on project development, cycling facility design, data collection, and community engagement.

The BNP is a core response under the Council's strategic transport objectives, climate change commitments, and other strategic priorities. The speed and scale of change required demands a different approach, a challenge the BNP has embraced wholeheartedly. The community has told the Council that a bike network is wanted and there is wide support within the Council and the community to get on with the job.

The area-based approach, combining transitional and transformational delivery, seeks to increase the speed of delivery and cycling uptake while ensuring public feedback optimises final solutions. Delivery is generally on track and critical assets have or are being delivered. Reasons for delivery delays include the judicial review, scope changes, COVID, and supplier availability and costs.

The BNP team has key stakeholder partnerships (eg mana whenua, Waka Kotahi, schools). A collaborative approach has proven invaluable in optimising design, achieving process efficiencies, building broad support, and delivering wider benefits (eg placemaking, cultural connections).

The engagement approach is highly valued; internal stakeholders have confidence in the robustness, consistency, and responsiveness of the four-stage process. The approach continues to evolve in response to learning; there is increasing understanding that processes need to be flexible and able to be tailored to the different needs of stakeholders.

However, engagement has been more complex, challenging, and substantial than envisaged, particularly under the transitional programme. Stakeholders do not always understand the wider strategic context and mandate and can have the expectation that they will be consulted at 'every step'. The extent of engagement is currently beyond what was envisaged utilising a transitional approach.

The transitional approach ideally integrates engagement with delivery, thereby reducing the time and costs associated with a business as usual (BAU) approach and allowing the public to engage on real changes, rather than plans. However, there are pressures, including public expectations, to maintain elements of existing engagement approaches. A challenge is balancing the need and value of engagement and feedback and need to mitigate risk through appropriate engagement, while staying on course with programme delivery costs and timeframes.

There is an increasing need to systematically respond to the spread of misinformation that can drive community division and opposition to projects. An agile and proactive communications approach is needed.

The multi-modal focus of the BNP helps to build mandate, support, and recognition of the entire programme. However, this is also a factor that can contribute to scope and cost creep and is a pressure point to manage.

The scope of projects has often increased in response to public feedback, other Council and LGWM projects, and the need for supporting infrastructure such as crossings and bus stops. Budget allocations in the BNP programme business case assumed a primary focus on cycleway delivery and didn't account for such

additional delivery. This creates tension between responding to community need and maintaining original scope. Delivering permanent infrastructure such as raised crossings as part of delivering safer bike infrastructure is efficient, proactive, and saves on future expenditure; however, current processes are not aligned to give credit for this approach.

As intended, the transitional approach is supporting practice-based learning through the testing of interim solutions. The monitoring of raised platform bus stops is one example; rapid learning is being used to modify designs and to optimise final solutions. While some members of the public may not appreciate the transitional approach, the rapid learning and modification is developing trust with others – they see that their feedback is being acted on.

The transitional approach can place unique demands on staff and can exert stress across the planning and delivery system, not least due to the pace of planning and decision making required. Other parts of the system (eg supporting services) are not necessarily geared to work at the same pace and integration has been an issue. The responsiveness of the transitional approach also introduces a level of uncertainty within the planning and delivery process. Systems and processes are being developed in response and further opportunity to further develop programme and wider system operations as needed.

There is limited experience so far of how the transitional approach ideally guides the delivery of permanent infrastructure. Understanding how the transitional and transformational approaches best work together is still emerging; there is much still to learn about cost, efficiency, and overall effectiveness in delivering the network.

The BNP has established a programme of monitoring and evaluation to track delivery progress and to evidence outcomes/benefits. The timing and order in which data will be collected and reported is scheduled in alignment with the BNP intervention logic model; that is, the underlying theory on how and why the BNP is expected to result in the quicker delivery of a high quality, connected network that will maximise the number of people biking.



