

# Project Mandate

[Devonport-Takapuna Green Routes]

Type the document number here.

6 May 2016 - Version 0.1



# Change History and Approval

*Approval indicates an understanding of the purpose and content described in this document. By signing this document each individual agrees work should be initiated on this project and necessary resources should be committed as described herein.*

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DATE:	DATE:	DATE:	DATE:	DATE:

## Revision Status

REVISION NUMBER:	IMPLEMENTATION DATE:	SUMMARY OF REVISION

DOCUMENT NAME	Project Mandate - [Devonport-Takapuna Green Routes]	VERSION	
DOCUMENT No.		DATED	29 July 2011
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# Purpose of Document

The purpose of this document is to provide the strategic justification for starting up a project.

A Project Mandate can be as simple as an email request from an executive or a minuted action from a meeting in the case of a standalone small project, or it could be a documented formal requirement taken directly from a wider Programme Mandate for which a Programme Plan has been drawn up and indicates that a specific project should be started in order to deliver the benefits of the programme.

The Project Mandate is used to trigger the process, 'Starting up a Project'. The mandate will be used to create the Project Initiation Document.

It should contain sufficient information to identify at least the prospective Sponsor of the Project and indicate the subject matter of the project.

The actual composition of a Project Mandate will vary according to the type and size of project and also the environment in which it is generated. The project may be a completely new piece of work which has just arisen, it may be the outcome of an earlier investigation or it may be part of a larger programme.

A Project Mandate should come from a level of management which can authorise the cost and resource usage.

This Project Mandate should ideally contain the topics contained in this template, although it may not be possible to define each at this early stage.

If the mandate is based on earlier work, there may be other useful information, such as an estimate of the project size and duration, or a view of the risks faced by the project; refer to this information.

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# 1 Background (Problem / Opportunity)

This project mandate provides the strategic justification for advancing the Devonport-Takapuna Green Routes project. It provides a guide for establishing the capex phase of the project based on current knowledge, however it cannot anticipate all eventualities. Information within this mandate should not therefore prevent innovation in scope, investigation, design or delivery going forward.

## 1.1 Cycle facilities programme

Auckland Transport has an ambitious programme to deliver cycle facilities over the next three years. The Urban Cycleway Programme (UCP) for Auckland, comprised of funding from the Government’s Urban Cycle Fund, the National Land Transport Fund and local share totals \$90 million.

The focus of spend for the next three years is on improving cycling facilities in Auckland city centre and to the city centre, along east and west corridors.

Additional information on the background of the cycle facilities programme and challenges facing cycling are attached in Appendix A.

## 1.2 Devonport-Takapuna Green Routes

The Devonport-Takapuna Green Routes are key links in the Devonport peninsula and in the Auckland Cycle Network in general, and must serve a range of different type of people on bike, from the existing confident and enthused to the large segment of Auckland population comprised by the interested but concerned.

The Devonport-Takapuna Green Routes comprises of two routes, one along the western side of the peninsula, refer to as Western Green Route hereafter; and another along the eastern side of the peninsula, refer to as Eastern Green Route hereafter (see Figure 1 below). These two routes have a common section north of Esmond Road.

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Figure 1 Devonport-Takapuna Green Routes

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## 2 Strategic Fit

### 2.1 Auckland Cycle Network (ACN)

Auckland's transport system is being planned and managed as One System. The Auckland Cycle Network (ACN) is a layer within the One System, providing quality connections and integration with the other transport modes of road, rail, bus, ferry and walking.

The ACN is the Auckland Transport, NZ Transport Agency and Auckland Council blueprint for developing a well-connected and convenient cycle-friendly region. The ACN's function is to:

- Serve as a key planning tool and guide for investment
- Provide the strategic programme for cycling infrastructure development in Auckland
- Define levels of service so there is clarity for cyclists using these routes
- Provide a designated network that serves longer-distance cycle trips, as well as everyday cycle trips.



The Devonport-Takapuna Green Routes are part of the Auckland Cycle Network (ACN). The ACN is Auckland Transport's blueprint for developing a well-connected and convenient cycle-friendly region. The ACN has been developed based on the five main principles of coherence, directness, safety, attractiveness and comfort. As a 'living document', it will be updated and edited to respond to new users' needs and urban planning.

The ACN includes regional significant cycle routes (cycle metros), cycle routes to key local destinations such as public transport interchanges and town centres (cycle connectors) and neighbourhood cycle routes to key community facilities, schools parks and reserves (cycle feeders).

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The majority of Devonport-Takapuna Green Routes is classed as cycle feeders. Completing these important links in the cycle network will improve safety for current users and promote cycling as a viable, sustainable alternative to motorised transport. These links are currently a significant gap in the network between Devonport and Takapuna.

## 2.2 Auckland Plan

The Auckland Plan sets out a path to transform and optimise Auckland’s transport system to accommodate future demands, through better management and infrastructure development. It envisions an Auckland by 2040 where most people will have improved alternatives to driving a car, including walking, cycling, public transport, carpooling and telecommuting.

Cycling is a key component of the Auckland Plan and its vision for Auckland as the world’s most liveable city. Cycle routes assist in providing transport choices and increase the accessibility in Auckland for those who do not want/can drive.

The Devonport-Takapuna Green Routes assist in achieving the Auckland Plan cycling targets of:

- Deliver 70% of the ACN by 2020, and to complete it by 2030.
- Cycling’s mode share is 3% by 2030, compared to 1.5% at present.
- Across all of Auckland, 45% of trips in the morning peak are non-car based (walking, cycling and public transport) by 2040, compared to 23%.

## 2.3 Integrated Transport Programme (ITP)

The ITP sets out the 30-year investment programme to meet the transport priorities outlined in the Auckland Plan. The ITP responds to the strategic vision, outcomes and targets of the Auckland Plan with key outcomes for cycling. It also responds to the government’s wider transport policies.

The overarching outcome in the ITP is: *Auckland’s transport system is effective, efficient and provides for the region’s social, economic, environmental and cultural wellbeing.*

The Devonport-Takapuna Green Routes contribute to the following six ITP impact statements:

- Better use of transport resources to maximise return on existing assets
- Auckland’s transport network moves people and goods efficiently
- Increased access to a wider range of transport choices
- Improved safety of Auckland’s transport system
- Reduced adverse environmental effects from Auckland’s transport system
- Auckland’s transport network effectively connects communities and provides for Auckland’s compact urban form.

## 2.4 Statement of Intent 2015/16 – 2018/19

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This Statement of Intent (SOI) outlines the three year work plan (2015/16 to 2018/19) to continue delivering to the strategic direction for transport in Auckland, the key actions required for achievement and the consequential key performance measures.

One of the key initiatives/projects to deliver on Auckland Transport's strategic objectives/themes is the *development of safe cycleways and walkways*. This will contribute to achieve the following strategic themes:

- Transform and elevate customer experience; and
- Build network optimisation and resilience

The Devonport-Takapuna Green Routes will extend the ACN and support the Devonport-Takapuna Local Board greenways plan.

### 3 Seriousness and Urgency

The Devonport-Takapuna Green Routes provide important north-south routes in Devonport peninsula linking Devonport and Takapuna. This project will provide a western and an eastern link between these two town centres and popular destinations. It also provides local access to several schools along the routes. It will also improve access to Devonport Ferry Terminal, to Takapuna Transport Centre and to Akoranga Busway Station enabling multi-modal travel. This project will therefore improve cycling connectivity throughout Devonport peninsula and consequently improve the overall ACN's connectivity.

Furthermore, this project will also incorporate the Local Board<sup>1</sup> Greenways Plan and seek to improve the overall bike quality of service along the routes.

The Devonport-Takapuna Green Routes will also connect with the NZ Transport Agency project, the Seapath and ultimately with Skypath, extending its reach for people on bike to cycle in the area or as far as Auckland city centre.

These routes will be well integrated with its surroundings, look attractive and contribute in a positive way to a pleasant cycling experience. Further, this project not only tackles actual safety but aims also to tackle perceived safety, which is one of the main barriers to cycle in Auckland.

A delay in progressing this project will delay the wider route benefits – health, economic, transport, environmental – likely to be achieved and delivered through this project.

<sup>1</sup> The Devonport-Takapuna Local Board has been upgrading some sections of the Western Green Route that go through the parks.

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## 4 Objectives

The main objective of the Devonport-Takapuna Green Routes is to:

Deliver safe and attractive cycle links that caters for existing people on bike while encouraging new and potentially less confident ones.

Further objectives are to:

- Integrated with its surroundings, look attractive and contribute in a positive way to a pleasant cycling experience
- Link and expand the ACN
- Increase levels of cycling and walking along these routes
- Improve the quality of journeys made by pedestrians and people on bike
- Improve real and perceived safety in the area for people on bike
- Reduce congestion by encouraging more trips by cycle
- Look for opportunities to deliver public cycle parking to make it easy for cyclists to stop and visit local facilities or businesses.
- Ensure internal stakeholders and partners (e.g. AT, AC, and NZ Transport Agency) are involved in investigation, design and construction to avoid “surprises” which lead to inefficient delivery.
- Ensure the potentially affected external stakeholders (e.g. advocacy groups, local business, local board etc.) are informed, and where necessary consulted, at key project milestones
- Trial new and innovative approaches of cycle facilities in Auckland

### 4.1 Design consideration to achieve objectives

The Devonport-Takapuna Green Routes must be designed to provide for existing “*confident and enthused*” people on bike, while attracting the “*interested but concerned*” ones. This is the main potential market to increase mode share and get more people biking.

These routes are aimed at encouraging all ages and abilities to walk or cycle. Any trade-offs will need to be discussed as part of the early investigation phase. Failing to consider the specific needs of these types of user may reduce the successfulness of the routes, attract fewer people on bike and fail to maximise the benefits.

Generally this type of user:

- Is not comfortable mixing with high volume traffic and high speeds
- Travels at slow speeds

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- May be a child cycling to school or an older person cycling to the shops, as well as a commuter cycling to Devonport Ferry Terminal or Akoranga Busway Station

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## 5 Scope

The Devonport-Takapuna Local Board is a key partner in developing and implementing these routes. As such it is expected that AT and the local board work closely throughout the entire project life.

As mentioned above, the Devonport-Takapuna Green Routes includes two routes, as follows:

- Western Green Route
- Eastern Green Route

It is therefore recommended to split the study into two main work streams to cover independently the above routes.

The Scope of the project is to undertake a Feasibility Study of both routes. The Feasibility Study must:

- Review proposed routes and investigate whether there are better routes to achieve the objectives of the project
- Review the work being undertaken by the Devonport-Takapuna Local Board
- Identify and investigate the viability of the proposed network improvement;
- Assess how well it contributes to the objectives of the Land Transport Management Act 2003 (LTMA);
- Identify one or more feasible scheme options which can be investigated in more detail in the scheme assessment phase of the project.

The main deliverable will be one Project Feasibility Report (PFR) that includes the feasibility study of both routes. The PFR must consist of (but not be limited to):

- Description of the problem including identification of potential constraints
- Project objectives
- Description of existing conditions of the study area
- Collected data:
  - Geotechnical requirements (preliminary geotechnical appraisal report should be prepared and appended to the PFR. This should be summarised within the PFR with recommendations on geotechnical aspects and a summary of the recommended testing schedule).
  - Crash history
  - Pedestrian movements survey

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- Cycling survey (total number of people on bike passing the observation points; direction in which they are travelling; time at which people on bike pass through the observation points (to the nearest minute); whether people on bike are children or adults; gender (as far as is discernible); whether people are riding on the road or the footpath; and any pelotons/groups of cyclists training together). The average annual daily traffic flow of cyclists (cycling AADT) estimate for each observation point and for the entire cycle route must be provided.
- Traffic volumes and speed
- Parking survey (record number plates on every hour; which side of the street the vehicles are parked; length of stay). Survey data should be able to be sliced on kerbside basis.
- Services locations
- Structural surveys e.g. bridges
- Overview of the strategic planning framework for the development of cycle facilities
- Alternatives and options considered
- Economic evaluation
- Risk assessment
- Social and Environmental Assessment. For each option considered, the following has to be identified:
  - The potential social and environmental effects of each option including opportunities to improve social and environmental outcomes;
  - The degree of potential effect (before mitigation) in the most affected area(s) of each option.
- Design Statement
- Identify all necessary building and resource consents and any other statutory requirement to allow proposed physical works
- Prepare a consultation plan
- Maintenance Issues – current and future whole of life costs
- Assessment of preferred option

**Minimum Requirements** that are expected from the project are:

- Increase safety (real and perceived) for people on bike on the network links created

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- Increase levels of cycling on the Devonport Peninsula
- Increased transport choice by making cycling more attractive
- Increase the connectivity of the Auckland Cycle Network
- Integrate with Devonport-Takapuna Local Board aspirations.

## 6 Stakeholders

The following table indicates the project stakeholders who should be included in the investigation work going forward:

STAKEHOLDER	INVOLVEMENT	APPLICABLE PROJECT PHASE
AT – Walking and Cycling	<i>(in addition to client role)</i> Network input	Investigation, design
AT – project specialists: walking and cycling, urban design, stormwater	Technical design and functionality input	Investigation, design, construction
AT- Road Corridor Operations	Design and functionality, project approval	Investigation, design, construction
AT Metro	Design and functionality, project approval	Investigation, design, construction
AT- Road Safety	Design and functionality, project approval	Investigation, design, construction
AT- Parking	Design and functionality, project approval	Investigation, design, construction
Auckland Council	Project Partner	Investigation, design, construction
NZTA	Project Partner and Investor	Investigation, design, construction
Bike Auckland	Cycling community representative	Investigation, design
Bike Devonport	Cycling community representative	Investigation, design
Devonport-Takapuna Local Board	Community stakeholder	Investigation, design, construction
General public	Community stakeholder	As required

## 7 Interfaces

There are several teams/departments from Auckland Transport likely to be involved in this project as listed in the section above. These include: Walking and Cycling Department, Road Corridor Operations and Road Safety, Road Corridor Maintenance, Urban Design and Local Board liaison.

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External parties who will contribute to the project are the Devonport-Takapuna Local Board, local resident/business groups, Auckland Council, NZ Transport Agency and Bike Auckland/ Bike Devonport.

## 8 Constraints

- Overlap with Devonport-Takapuna Local Board work
- The project might not have an adequate benefit cost ratio to attract funding subsidy.
- Existing contractual commitments

## 9 Project Roles

The Project Team will comprise:

ROLE	NAME
Project Sponsor	Kathryn King, Walking and Cycling Department
Senior User Representative	Patrícia Vasconcelos, Walking and Cycling Department
Project Manager	To be Advised
Other roles	To be Advised

## 10 Relevant Documentation

The relevant documentation is listed below:

- Devonport-Takapuna Local Board Greenways, June 2015
- Others TBC

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# 11 Timing and Cost

The first stage of the project, i.e. feasibility study, will take place in the current W&C Programme.

The costs can be summarised in the table below:

PHASE	\$\$ COSTS ESTIMATE	COUNCIL BUDGET APPROVED	NZTA SUBSIDY APPROVED	% ACCURACY
FEASIBILITY STUDY	\$40,000-\$60,000			
SAR	TBC			
DETAILED DESIGN	TBC			
CONSTRUCTION	TBC			
PROJECT COST "WHOLE OF LIFE"	TBC			

# 12 Quality Expectations

It is expected that any deliverable complies with the following documents:

- Austroads
- ATCOP (TDM)
- CPTED and IPTED

Furthermore, the documents listed below will help the engineer understand the quality of facility the client is expecting. They will be useful to consider during investigation and design. The list is not exhaustive and does not replace the role the client plays in the project to ensure the desired outcomes are met.

The following list are documents which

- Fundamentals of Bicycle Boulevard Planning and Design, Initiative for Bicycle and Pedestrian Innovation, Portland, July 2009.
- Connect2 Greenways Guide, Sustrans
- Handbook for cycle-friendly design, Sustrans Design Manual, April 2014.
- NACTO Urban Bikeway Design Guide, Second Edition, March 2014.
- London Cycling Design Standards, 2014

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# 13 Project Tolerances

The following table outlines the recommended project tolerances for this project.

Red	Amber	Green	Item	Green	Amber	Red
Scope decrease necessary	Risk of scope decrease	no change	scope	no change	Risk of scope increase	Scope increase necessary
> 10% or \$20k under forecast	10% or \$20k under forecast	5% or \$10k under forecast	Spend	5% or \$10k over forecast	10% or \$20k over forecast	> 10% or \$20k over forecast
> 3 week behind agreed programme	3 weeks behind agreed programme	1 week behind agreed programme	Programme	1 week ahead agreed programme	3 weeks ahead agreed programme	> 3 week ahead agreed programme
> 3 pending issues	3 pending issues	< 2 minor issues pending	Issues log	< 2 minor issues open	3 open issues	> 3 open issues
Risk outcome >10% or \$20k under forecast	Risk outcome of 10% or \$20k under forecast	All risks mitigated	Risk	All risks mitigated	Risk outcome of 10% or \$20k over forecast	Risk outcome >10% or \$20k over forecast
At least 2 amber or 1 red	At least 1 amber	All green	Overall	All green	At least 1 amber	At least 2 amber or 1 red

# Appendix A

## Auckland Cycle Programme Background

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## Auckland Cycle Facilities Programme Background

Auckland Transport has an ambitious programme to deliver cycle facilities over the next three years. An increase in the Urban Cycleway Programme (UCP) funding for Auckland was recently announced. The UCP for Auckland, comprised of funding from the Government’s Urban Cycle Fund, the National Land Transport Fund and local share now totals \$90 million.

The programme, which will be jointly delivered by Auckland Council, the NZ Transport Agency and Auckland Transport, will be used to accelerate key projects over the next three years and help establish cycling as an integral part of Auckland’s transport network in line with the long-term vision set out in the Auckland Plan.

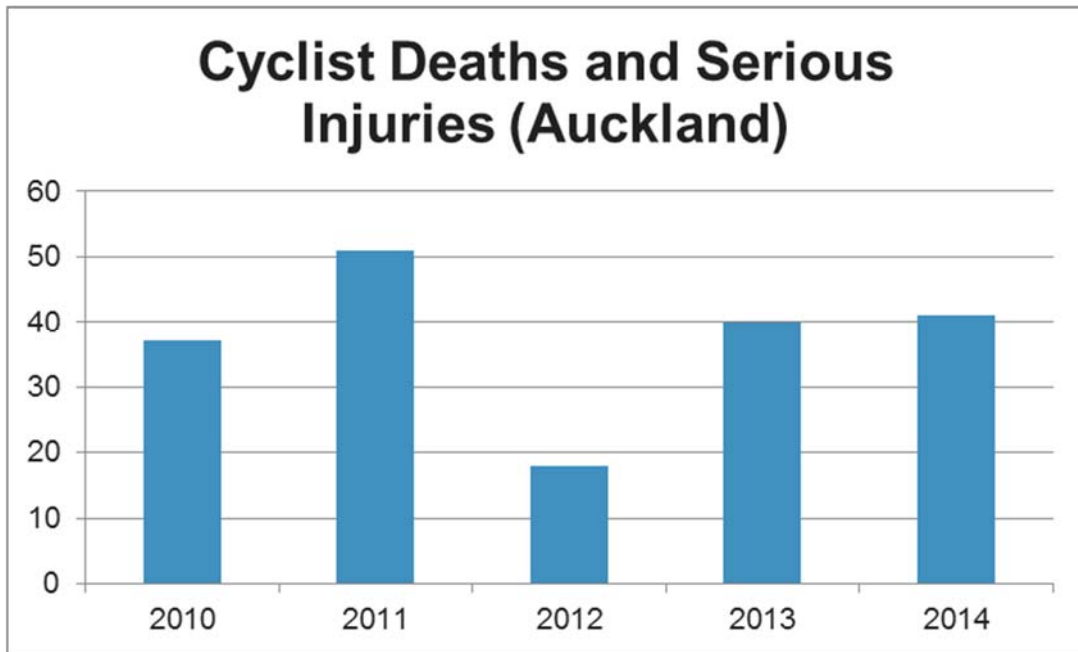
The focus for the next three years is on improving cycling facilities in the city and to the city, along east and west corridors. Auckland’s urban cycleway programme is comprised of:

- City Centre Network of separated cycleways and intersection treatments expected to increase the number of journey per day to more than 8,500 journeys each day. Total estimated cost \$20.33 million made up of an estimated \$7 million local share, estimated \$7 million National Land Transport Fund share and \$6.33 million Urban Cycleways Fund share
- An additional 10.8km of cycling routes providing Eastern connections to city centre. Total estimated project cost of \$39.03 million, made up of estimated equal shares of \$13.01 million from local share, National Land Transport Fund and Urban Cycleways Fund.
- A safer and more direct route to the city centre for residents from the western suburbs, including improved links to the North Western cycleway and connections with the Waterview shared path. Total estimated cost \$11.37 million, made up of an estimated \$4.57 million each from local and National Land Transport Fund as well as \$2.23 million from the Urban Cycleways Fund.
- Improved links to the New Lynn and Glen Innes public transport interchanges. Total cost \$18 million, made up of an estimated \$7.41 million each of local and National Land Transport Fund shares and \$3.18 million from the Urban Cycleways Fund.

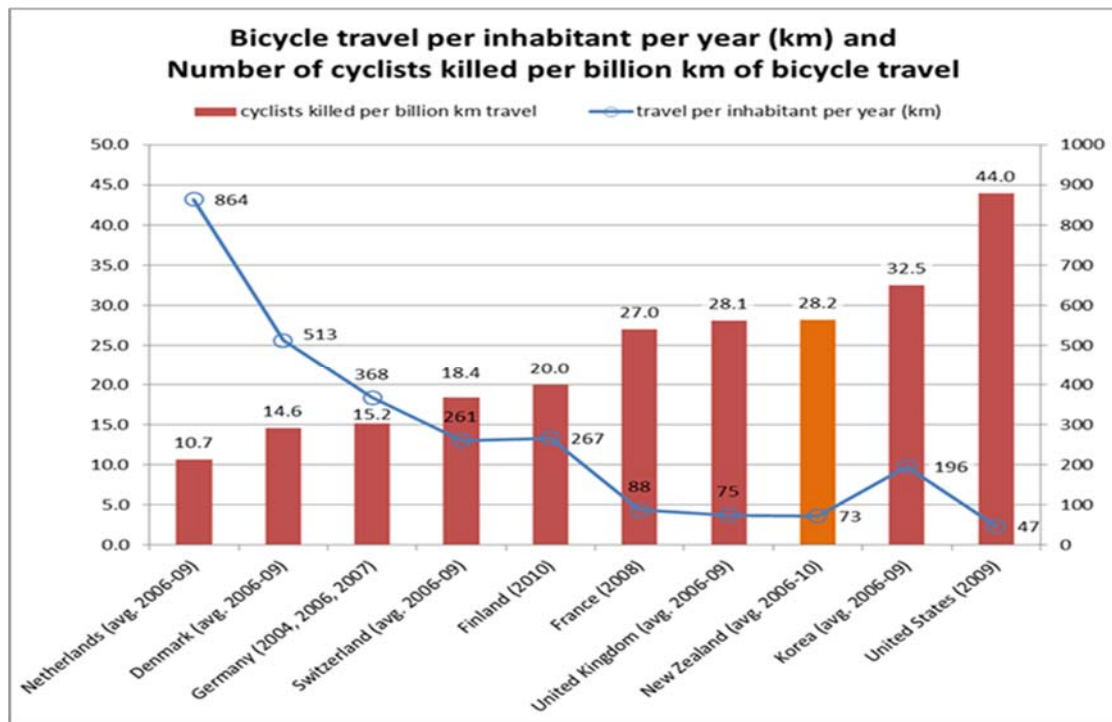
The cycling mode share for trips to work in the Auckland region is approximately 1.5% (2013 Census). The Auckland Plan requires cycling to play a key role in reducing the percentage of vehicle trips to the city centre by 2040. In 2014, single occupant vehicle trips comprised 41% of trips to the city centre and the Auckland Plan forecasts to reduce this percentage to 25% by 2040. Active modes (walking and cycling) are forecast to comprise approximately 20% of the city centre mode share by 2040. Delivering on the outcomes and goals from the Auckland Plan will require investment in the city centre cycle network.

One of the major barriers to cycling is the real or perceived risk of injury. Potential cyclists are typically deterred from cycling (or cycling more often) by safety concerns associated with sharing the road with motor vehicles. These concerns about cycling are often exacerbated by media attention focusing on cyclist crashes. The five year trend for cyclist deaths and serious injuries (DSI) in Auckland is unfortunately not improving. The graph below presents the cyclist DSI data for Auckland from 2010 to 2014:

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Common wisdom suggests that the number of collisions varies directly with the amount of walking and cycling in a community. However, numerous international studies have found a 'safety in numbers' phenomenon in which an increase in people walking and cycling actually results in a decline in walking and cycling collision rates. Countries that have the highest cycling rates per capita tend to have the lowest injury and fatality rates per capita. Conversely, countries such as New Zealand with low per capita cycling rates suffer from relatively high injury and fatality rates per capita. The following graph illustrates this relationship between cycling rates and cycling fatalities from ten different countries:



Action is required to increase cycling rates and safety. Currently Auckland has a very limited existing cycle network in the city centre.

A City Centre Cycling Network package has been approved for funding through the Urban Cycleways Programme (UCP), a new funding source of \$100 million announced by the Prime Minister on 18 August 2014. The UCP aims to make significant improvements to cycling infrastructure in the main urban areas of New Zealand.

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