



**MINISTRY OF BUSINESS,  
INNOVATION & EMPLOYMENT**  
HĪKINA WHAKATUTUKI



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# Ngā Haerenga NZ Cycle Trail Evaluation Report 2016

**Research and Evaluation Unit, Evidence, Monitoring and  
Governance**

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*Photo courtesy of NZCT Inc.*

## **Acknowledgments**

Matilde Tayawa Figuracion is acknowledged as the author of this report.

This report would not have been possible without the insights from key cycle trail stakeholders including trail managers, Boards of Trustees, regional, district and city council representatives, officials from the Department of Conservation (DOC), business operators and cycle trails users from the Otago Central Rail Trails, Queenstown Trails, Hawke's Bay Trails, Motu Trails, Te Ara Ahi and Hauraki Rail Trails.

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# Evaluation of the New Zealand Cycle Trail

## 2015 Estimated Data

Executive Summary

### TRAIL USERS

Approximately  
**1.3 million**  
TRAIL USERS

**83%** WALKERS + CYCLISTS  
**17%** COMMUTER CYCLISTS

Majority were **Domestic Visitors**  
**13.5%** International Visitors  
est. 114,351

### OVERALL BENEFITS AND COSTS

Overall benefits = Economic benefits + Social benefits  
**\$49.4 million** = **\$37.4 million** + **\$12 million**

COST **1:3.55** BENEFIT



### ECONOMIC CONTRIBUTION

**\$37.4 million** International Visitors + Producer & Consumer Surplus

Revitalised small communities, historic hubs, businesses, and job opportunities

### SOCIAL CONTRIBUTION

community cohesion + Road safety for commuters

**\$12 million** Reduced mortality risks + Commuting benefits + Cost savings from diseases associated with physical inactivity

### NZCT INC. GOVERNANCE AND MANAGEMENT

- National body is necessary
- Needs to provide leadership, direction, guidance and support to the great rides but currently inadequately supported to do this



2. Board members with relevant skills and experience



3. Clarity around roles and responsibilities of the governance body



4. Dedicated resource to maintain the cycle trails



5. Involvement of the local or central government in the governance and management of the great rides



### GREAT RIDE GOVERNANCE AND MANAGEMENT

Key lessons learnt from governance and management of the great rides



1. A governance body that has a clear strategy, leadership and direction

6. Dedicated specialist team for marketing and promotion of the cycle trails



7. Clear roles and responsibilities of trail partners



# Summary of Key Findings

## Trail users

- An estimated 1.3 million users visited the 22 Great Rides including cyclists and walkers (estimated at 83 per cent) and commuter cyclists (estimated at 17 per cent) during 2015.
- The majority of the users were domestic visitors, with international visitors estimated at 13.5 per cent (114,351).

## Overall cost to benefit ratio

- For every dollar spent on the trails, it was estimated that there was approximately \$3.55 of annual benefits generated (*see separate CBA full report*).
- The estimated overall economic and social benefits for one year were valued at \$49.4 million while the estimated total cost was \$13.9 million. The result was an estimated total net benefit of \$35.5 million in 2015 (*see separate CBA full report*).

## Economic benefits

- The economic contribution of the cycle trails in 2015 was estimated at \$37.4 million. These benefits were derived from projections of annual revenues from international visitors, and producer and consumer surpluses from annual domestic visitor spending.
- The evaluation further showed that the cycle trails helped revitalise small communities including historic hubs, increased and expanded the number of local businesses, and created jobs close to the locality of the trails.

## Social benefits

- The social contribution of the NZ Cycle Trails was estimated to be \$12.0 million. These benefits were derived from reduced mortality benefits, commuting benefits and cost savings from diseases associated with physical inactivity.
- Qualitative evidence further identified that the cycle trails increased community identity and road safety for commuters.

## NZCT governance and management

- The New Zealand Cycle Trail Incorporated (NZCT Inc.), the national body that provides overall leadership, direction, guidance and support to the 22 Great Rides, was important to stakeholders.
- Stakeholders further considered NZCT Inc. to be under-resourced to perform its mandated leadership and support role.

## Key lessons learned about governance and management of the NZ Cycle Trails

- There is no one-size-fits-all governance and management structure at the trail level. This has given rise to variations of governance and management structures.
- The evaluation found the following key factors of success which can be used by NZCT and governance organisations to inform overall governance and management of the Great Rides.

These include:

- a governance body at trail level that has a clear strategy, leadership and direction;
- appointment of board members with relevant skills and experience, and the inclusion of local executives in the governance body;
- clarity around the roles and responsibilities of the governance body, including the separation of their governance and management duties;
- having a dedicated resource to maintain and develop the cycle trails;
- involvement of the local or central government in the management structures;
- clear roles and responsibilities of trail partners, and clarity about partners' commitment to long-term funding; and
- existence of a dedicated and specialist team at the regional level that helps with marketing and promotion of the cycle trails.

## Detailed Findings and Recommendations

Recommendations in regard to national and local governance of the Great Rides and trail data collection as well as some risks to sustainability of the NZCT project are discussed below.

### Recommendations related to governance and management role of NZCT Inc.

NZCT Inc. as a national body was found to be vital in providing leadership, direction, guidance and support to the 22 Great Rides.

NZCT Inc. is a standalone entity that “sits” with the Tourism Industry Aotearoa. Some stakeholders have expressed the view that NZCT Inc. does not currently “sit” in a logical space. There was a suggestion that a logical location and “home” would be within the NZTA given that most of central government’s cycling operations and funding sits with the Agency. The cycle plans and strategies of some regional councils were closely aligned with NZTA’s policies and strategies.

Others suggested looking at how it could “sit” alongside Tourism New Zealand given their branding and promotions role.

What was evident from the evaluation was that a standalone entity is needed to provide that leadership role and that NZCT Inc.’s “location” was not critical to the performance of its mandated role, particularly its capacity and capability to deliver on key initiatives and activities that support the trails to succeed. However, it should review its mandated role and/or deliver on some key functions where it could add value strategically and at trail level.

With the continued funding support for its operation announced in the 2016 Budget in May, **we recommend** that NZCT Inc. consider the following:

- a) **Invest time and resources into generating quality and useful trail data** in order to provide insights and knowledge useful for operational and policy work.
- b) **Deliver on the activity areas identified in its original business plan** especially in assisting cycle trails in re-building relationships like reviving dormant governance body to function once again. Some cycle trails’ governance bodies have not met for a number of years while others had failed to meet their obligations agreed during the construction phase of the cycle trails. NZCT Inc. could assist in getting clarity around those roles, responsibilities and obligations as earlier agreed by trail partners. Engagement with trail partners at the cycle trail level via regular meetings could be undertaken.
- c) In regard to its branding, marketing and communication role, NZCT Inc. to **investigate the possibility of a centralised contract of services** in order to generate efficiency gains as a result of better terms with service contracts and purchases. Any such savings

generated could be passed on to the individual cycle trails. This could apply to activities such as printing of brochures and website development in order to achieve a more consistent 'look and feel' of the marketing collaterals.

## Recommendations related to trail data collection

This evaluation and the 2013 evaluation highlighted the need for having access to quality data for analysis. There are two areas to improve in terms of data collection: 1) trail counts and 2) survey data for economic research. In the new budget support for the NZ Cycle Trails announced in the May 2016 budget, there is a requirement to undertake another evaluation in three years' time. It is critical that the issue with trail counts and survey data to be used for future evaluation is being addressed.

### Trail counts improvement

Basic information such as having correct counts of trail users is important to management decision-making and operation of the cycle trails. This information is also important to any study of the economic and social impact to communities.

**We recommend** that trail management:

- a) **Invest in trail counters, review correct counter placement, and do regular maintenance.** There were different technologies used by the different trails to electronically count their respective number of users or visits. An internal review of the cycle trail counter technologies and counter placement options was undertaken by MBIE Research and Evaluation team (2015). The review showed that the biggest constraints to accuracy were correct counter placement and lack of regular maintenance. While the review found out that there was no 'one-size-fits-all' best counter technology, it, however, noted that of the six counter technologies reviewed and compared, the eco multi-counter technology provided a more accurate data and that the data reports produced from the software was easier to understand.
- b) **Develop and share a common method in cleaning trail users data.** Until a technology is available to provide trail user electronic counts (that are devoid of errors and multiple counts), NZCT Inc. may need to develop a common method of cleaning trail user data. The best place to start is the method used in the Cost Benefit Analysis (see **Appendix 9, pp 75-79**). Guidance on this should be shared to all trail managers.
- c) **Consider developing a mobile app for all the cycle trails.** The mobile app could be configured to:
  - provide improved information about the users of the cycle trails (ie data on who, how, what, when, how many visitors are using the trails and where are they going and insights on visitor numbers, trail demographics, international versus domestic counts and their length of their stay);
  - give out civil defence information, and for health and safety information (ie, ability to track location of injured cyclists);



- track economic activity along the trail as users stop at businesses along the trail; and
- advertise any business promotion ie 2-for-1 coffee voucher.

However, consideration should be made to ensure that some of the economic benefits filter down to the individual cycle trails.

### Survey data needed for economic research

Trail counts are not sufficient data for use in any economic research on the cycle trails. The experience with the cost benefit analysis undertaken as part of this evaluation highlighted the need for more data than what is currently being collected. Different survey data were used such as that of Angus and Associates, *Hauraki Rail Trail*, *Otago Central Rail Trail*, *Clutha Gold Trail* and *Roxburgh Gorge Trail*, the International Visitor Survey (IVS) and NZCT Inc. survey. This highlighted the need to design a single survey that could be used by all trails with bespoke modules that could be used by different stakeholders. Currently, there is an existing NZCT Survey but the scope of the current questionnaire should be expanded to capture the data needed. There is also a need to improve overall engagement in the survey collection and the quality and quantity of data captured by trail participants.

**We recommend** that NZCT Inc., in discussion with appropriate stakeholders, consider the following:

- Design a single trail user survey that could be used by all cycle trails and their survey partners** (ie District Councils, Regional Tourism Organisations, Universities). This could involve reviewing different trail user surveys currently being used such as the Otago Central Rail Trail, Clutha Gold, , Roxburgh Gorge, the Hauraki Rail Trail Surveys and the NZCT Survey to ensure that the data collected is consistent and useful for future evaluation activity ie trail demographics, trail spending, walkers vs. cyclists, and the like).
- Provide individual trail support to and consultation with each individual trail to identify the mix of active and passive data collection methods** that will deliver the best possible outcome in terms of data quality and sample size.
- Deploy experienced field staff** at designated times (ie peak season) to collect data and/or supervise trail staff/volunteers collecting contact data.

### Best practice governance and management at trail level

This evaluation report has identified key areas that worked well and the challenges faced by cycle trails in terms of trail governance, management, maintenance and marketing and promotion. While this evaluation does not advocate for a specific governance and management structure, **we recommend** that the lessons learnt, especially those that work, be considered in assessing what works best for the cycle trails under the conditions they operate.

The case studies have shown that governance bodies that had a clear mandate and strategy, and were able to provide leadership and direction to the cycle trails had a greater chance of

maximising the economic and social contribution of the cycle trails. The process of setting clear strategies and goals enabled organisations to gain a better understanding of their environment, to prioritise their work programmes, and provided direction to the management team to achieve set goals.

Here is a summary table of what worked and the challenges at trail level in terms of trail governance, management, maintenance, and marketing and promotion.

Governance and management area	What worked	What were the challenges
<i>Trail governance</i>	<p>A governance body that has a clear strategy, leadership and direction</p> <p>Appointment of board members with relevant skills and experience, and inclusion of local executives in the governance body</p> <p>Clarity around the roles and responsibilities of the governance body including the separation of governance and management duties</p>	<p>Where there were multiple agencies included, it is sometimes difficult to work on a shared common goal</p> <p>Sustainability of a trust structure (ie lack of succession planning and the risk of volunteer fatigue) especially in a small, rural area</p> <p>Difficulty with recruiting volunteer trustees with necessary skills especially in small, rural areas.</p>
<i>Trail management</i>	<p>A dedicated resource to maintain and develop the cycle trails</p> <p>Involvement of the local government or central government in the management structure</p>	<p>Sustainability of a trust structure (ie, lack of succession planning and risk of volunteer fatigue)</p> <p>Management processes and systems still lacking</p>
<i>Trail maintenance</i>	<p>Clear roles and responsibilities of trail partners' long term commitment to funding.</p>	<p>Lack of clarity around roles and responsibilities amongst trail partners</p> <p>Non-delivery of commitment of some trail partners to maintain the trails</p> <p>Failure to embed trail maintenance arrangement during the build phase of the cycle trails</p> <p>No established maintenance standards and different concepts of what level is acceptable</p>
<i>Trail marketing and promotion</i>	<p>Existence of a dedicated and specialist team at the regional level that helps with marketing and promoting the cycle trails</p>	<p>Lack of support to trails in developing mature products ready for international market promotion by Tourism New Zealand</p>

## Risks to sustainability of the NZCT project

The intervention logic identifies some short, medium and long term outcomes at the national and local levels which are predominantly economic. In order for these outcomes to be achieved in an on-going fashion, the trails need to be sustainable over the longer term.

This evaluation has identified a number of findings about threats to sustainability of the NZCT project, such as:

- the lack of trustees for trail trusts especially in small rural areas;
- NZCT Inc. is under resourced to do the tasks expected of them;
- trail managers are working more than the hours they are paid for;
- volunteer burn out;
- competing funding priorities at the regional and district council levels;
- insufficient funding for track maintenance;
- development of new and mature tourism products and market them internationally;
- businesses who are benefiting from the trail but who are not joining the partnership programme; and
- non-delivery of commitment of some trail partners to maintain the trails.

With the new funding support to NZCT initiative announced in the 2016 Budget in May, there is an opportunity to review and clarify the roles and responsibilities of different stakeholders in the national, local and trail levels to sustain these outcomes and maximise the full potential of the trails.

# 1. Ngā Haerenga, New Zealand Cycle Trail

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## 1.1. Ngā Haerenga, New Zealand Cycle Trail (NZCT) is a national initiative to develop a network of world class cycling trails around the country

Ngā Haerenga, the New Zealand Cycle Trail (NZCT) is a national initiative to develop a connected network of cycle trails throughout New Zealand. The network consists of Great Rides, Heartland Rides and Urban Cycle Trails.

The NZCT was conceived out of the New Zealand Government's 2009 Employment Summit, with the support from the Green Party of Aotearoa New Zealand. The NZCT was one of a number of initiatives established to stimulate jobs to cushion the effects of the global financial crisis in 2009, and to create conditions for businesses to prosper.

The intention of NZCT was that the predominantly off-road trails, referred to as the Great Rides<sup>1</sup>, would showcase the environment, landscape, heritage and culture of New Zealand, while generating economic, social and environmental benefits for communities. On-road cycle touring routes linking the Great Rides, urban centres, transport hubs and other key tourist attractions were added to the network under the Network Expansion Project. These on-road routes, known as Heartland Rides, identified existing roads that meet minimum safety criteria and aimed to encourage cyclists away from busy state highways and arterial routes and onto scenic, quiet backcountry roads where they would experience heartland New Zealand. More recently, the New Zealand Transport Agency has provided significant co-funding through the Urban Cycleway Programme to help construct a number of on-and-off-road cycleways in our urban centres. The focus of this evaluation is on the 22 Great Rides located throughout New Zealand.

In 2009, the Government invested \$50 million over three years into the NZCT project. Additional funding of \$30 million was committed by regional stakeholders through sponsorship and grants from local governments and charitable trusts towards the construction of the inaugural Great Rides. Eighteen trails were originally provided with government funding to construct the Great Rides. One trail, the *Nelson Tasman Trail*, split into two separate trails, taking the total to 19 Great Rides. Three existing cycle trails (*Otago Central Rail Trail*, *Queen Charlotte Trails* and *Rimutaka Trails*) were subsequently granted Great Ride status, and one further trail (*Little River Trail*) was granted Great Ride status conditional on completion to NZCT design standards. As the Little River Trail does not yet meet the required design standards of a Great Ride, the study focused on the 22 cycle trails<sup>2</sup> listed in [Appendix 4, page 65](#).

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<sup>1</sup> Great Ride is a status accorded to a cycle trail that meets the required standards set by the New Zealand Cycle Trail, Inc.

<sup>2</sup> Cycle trails is used interchangeably with Great Rides in this report.

In February 2014, additional funding of \$8 million was approved by Cabinet to help maintain and enhance the quality of the Great Rides over four years.

Originally meant to be constructed over three years, a number of the trails were not completed as originally envisaged, due mainly to land access issues.

Additional funding of \$25 million over four years was announced in 2016 Budget to support extending and connecting some Great Rides. The additional support aimed to benefit communities by enabling visitors to spend more time on trails, and link visitors to regional tourist destinations. This new funding, however, was outside the scope of the evaluation.

## 2. The Evaluation

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### 2.1. The evaluation assessed the economic and social benefits of the cycle trail, and the lessons learnt from their governance and management

This is a follow-up to the 2013 evaluation of the NZ Cycle Trails (NZCT) as required by Cabinet. The key objectives of this evaluation are to:

- assess the regional economic contribution of the NZCT;
- assess the economic, social, health, environmental, cultural and other related benefits to affected communities; and
- identify key success factors concerning best practice that could be used as guidelines for effective management of the NZCT programme.

The following key evaluation questions were developed to address the above objectives:

- To what extent has the NZCT contributed to regional economic development and growth particularly in terms of employment, business and revenue?
- To what extent has the NZCT contributed to economic outcomes as well as social, health and cultural outcomes among the community?
- What works best for whom, under what conditions, and why?
- What lessons can be learnt about the establishment and governance of the project at different levels? What could have been done differently?

### 2.2. Mixed method evaluation approach

A mixed method approach was used to address the objectives and evaluation questions as follows.

- Scoping was done using the Longitudinal Business Database (LBD) of Statistics New Zealand to determine if these data could estimate the regional economic contribution of the cycle trails in terms of growth in employment, number of businesses created and revenue/sales generated in the regions. The data was subsequently determined to be not appropriate due to data limitations and timing issues (see section 2.3.1. on page 13).
- A cost benefit analysis (CBA) was also used to estimate the economic contribution of the trails to New Zealand society, as well as the health and other social impacts of the trails.
- Case studies of six trails were undertaken to:
  - provide qualitative evidence of the economic and social impacts of the trails;
  - understand what works well in terms of trail governance and management; and
  - identify key success factors for effective management of the NZCT programme.

The case studies included face-to-face interviews with a range of local stakeholders including trail managers, Boards of Trustees, regional, district and city councils representatives, officials

from the Department of Conservation (DOC), business operators and cycle trail users from the *Otago Central Rail Trails*, *Queenstown Trails*, *Hawke's Bay Trails*, *Motu Trails*, *Te Ara Ahi* and *Hauraki Rail Trails*. During our visits to the six trails, we also talked informally to available visitors about their trail experience.

Discussion of the full methodology can be found in [Appendix 2, page 60](#).

### **2.3. Caveats and limitations of the study**

The caveats and limitations of this evaluation are discussed below, for each of the methods used.

#### **2.3.1. The Longitudinal Business Database (LBD) could not be used**

It was initially envisaged that the LBD would be used to assess the extent to which NZ Cycle Trails had contributed to regional economic development and growth in employment, business and revenue. However, the study was cut short due to unavailability of data. Usable data was only available up to 31 March 2013. Since most cycle trails were completed in 2013 and beyond, the impact of the cycle trails would only have been visible from 2014 and beyond. Due to this timing issue, the LBD analysis was unable to generate meaningful analyses of the regional contribution of the cycle trails. A refresh of the analysis could be undertaken at a later date when the database has been updated to 2015 and beyond.

#### **2.3.2. The Cost Benefit Analysis (CBA) was done for a period of one year only**

The CBA (Victorio, 2016) included data over a one year period. Extending the CBA coverage to more than one year would be ideal (which is customary for a CBA) but was not possible given the scope of work.

The findings are therefore estimates only, and are based on (corrected) electronic counts of visitor numbers. The data was corrected for mechanical failures of electronic counters, unwanted counts from animal activities, and a doubling of some counts because of backtracking along trails ([see Appendix 9, pages 75-79](#)).

All CBA figures are in annual 2015 dollars. Annual infrastructure costs were assumed to serve a useful life of ten years based on engineering opinions with annual maintenance being estimated for the year 2015.

#### **2.3.3. Case studies may not be representative of all cycle trails but rather those trails deemed most (and least) successful according to key criteria**

Only six trails were visited. While effort was made to choose a mix of rural and urban cycle trails, the selection criteria was based on an initial assessment of trails that were exhibiting some indicators of 'success' or 'failure' to support learning. We selected these cases according to the following criteria: trail use, trail experience, trail ownership and governance, partnership and on-going funding and social and economic impact. The data should not be interpreted as representative of all cycle trails in New Zealand but rather as indications of those trails deemed most (and least) successful according to the established criteria.

# THE FINDINGS

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## 3. The estimated number of NZ cycle trail users is approximately 1.3 million per annum, mostly domestic visitors

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### 3.1. Section Summary: Key Findings

The key findings presented throughout this section are summarised below:

- There were around 1.283 million visits to the 22<sup>3</sup> Great Rides, including cyclists and walkers (estimated to account for 83 per cent of visitors) and commuter cyclist (estimated to account for around 17 per cent of visitors) for the 2015 year.
- The majority of users were domestic visitors, with international visitors making up around 13.5 per cent of these users.
- Users were of all ages: from families with children, middle-aged individuals to retirees. There was no dominant age group using the trails although there is anecdotal evidence that retirees were using the easy and accessible trails or sections.

### 3.2. Trail users

#### 3.2.1. In 2015, there were approximately 1.283 million visits to the 22 Great Rides

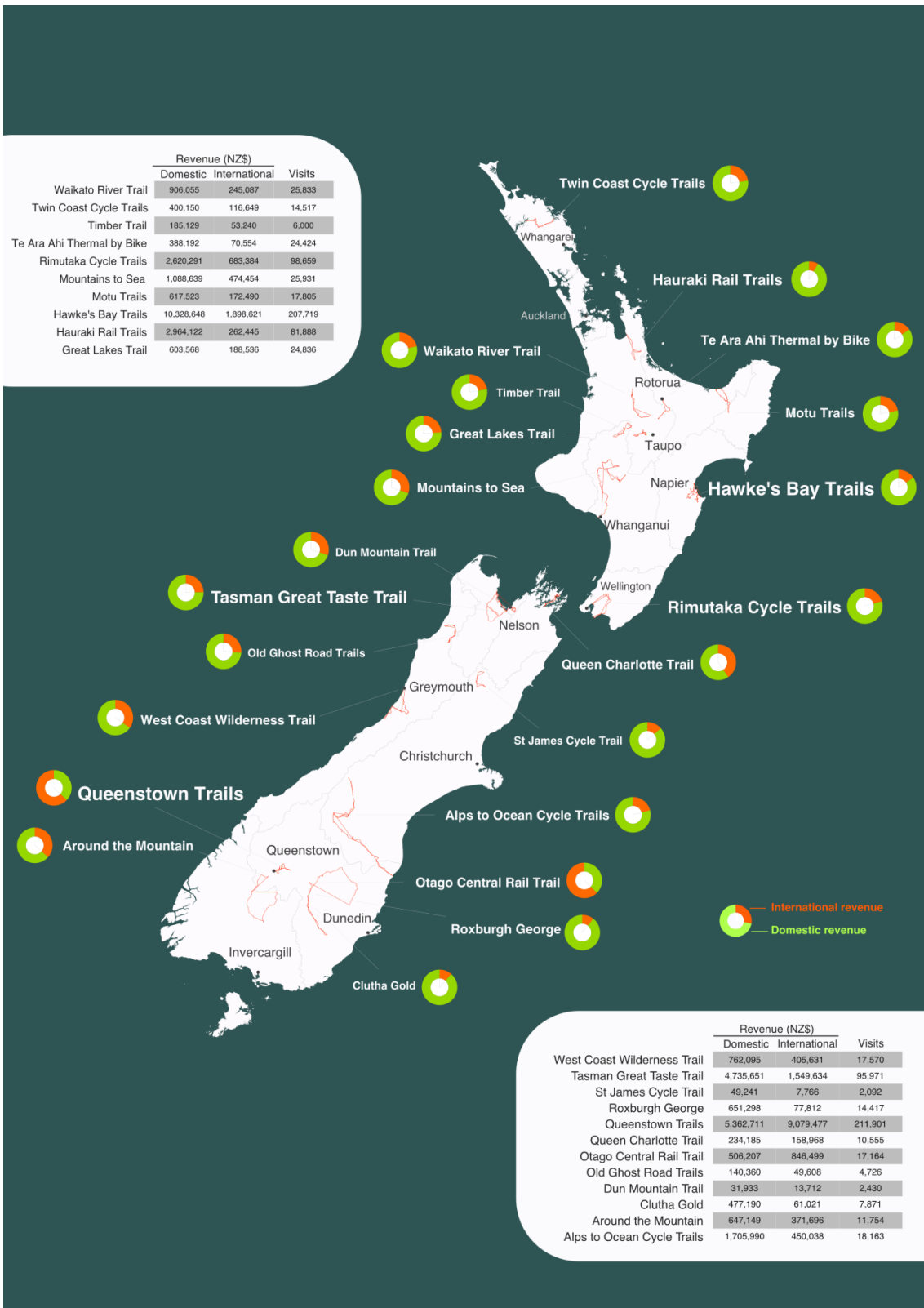
Counts reported from electronic counters showed that there were 1.283 million visits to the 22 Great Rides. This total is made up of cyclists and walkers (about 83 per cent) and commuter cyclists (about 17 per cent). These counts were adjusted to remove possible inaccuracies arising from unavoidable contaminations, such as from mechanical failures, unwanted animal activities, and from occasional double-count from backtracking.

Visits also encompassed those undertaken by non-cyclists, defined as anyone not using the trails with a bicycle, for example: runners, walkers, sightseers and passers-by. One “visit” was defined as a single instance of use by someone on any given day while allowing for that same person to visit on other days. The term is used interchangeably with “visitor”.

The graphic (see overleaf) shows the location of the 22 Great Rides around New Zealand, along with the estimated trail user numbers and estimated revenue from domestic and international spending per trail.

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<sup>3</sup> The Little River Trail was granted Great Ride status but has yet to meet the NZCT design standards, hence, only 22 Great Rides have been included in the CBA study.



Source: 2016 CBA study by Dr Antong Victorio

### 3.2.2. Cycle trails were used mostly by locals and domestic visitors of all ages, and international visitor numbers were increasing

The cycle trails were being used by locals, domestic and international visitors of all ages who used them in a variety of ways – as cyclists, commuters, dog walkers, runners and walkers. In the absence of a system and technology that could distinguish the type of users of the cycle trails, trail experts believed that the ratio of cyclists to walkers/runners is 70:30 per cent in favour of cyclists.

Case study participants believed that a wide spectrum of users was evident, from half-day and one-day visitors who brought their own gear to multi-day users who required food, bike hire, accommodation and guides. Experienced cyclists tended to be self-sufficient and required less support from local businesses, while overnight visitors preferred fully-serviced accommodation or help with transporting equipment between campsites so they could travel light while on the trails.

Cruise ship passengers are a new and emerging market for half-day or full-day tours. Guided cycling tours are being provided in the Hawke's Bay for cruise ship passengers. Stakeholders expect this trend to increase.

The majority of trail users were reported to be domestic visitors but stakeholders saw international numbers increasing. Stakeholders from the *Otago Central Rail Trail (OCRT)* have observed an increase in international tourists (mostly Australians) from about 20 to 40 per cent in 2015. Stakeholders from the *Motu Trails* also identified Australian visitors as the largest group of international visitors. This could be the result of the Tourism New Zealand's cycling tourism campaign, delivered in Australia.

In contrast, stakeholders in Queenstown believed that international user numbers were higher than domestic visitors, made up of around 60 per cent international visitors and 40 per cent domestic visitors. This is an expected finding, given that Queenstown is an established international tourism destination. One business owner mentioned that more than 90 per cent of their current clientele were international visitors.

Summer time and the Easter break was usually the peak season for visitors. Stakeholders from the *Otago Central Rail Trail (OCRT)* observed that autumn was their high season although this time of the year is generally considered the shoulder season for tourism more broadly.

Below were some insights from case study participants about users of the different cycle trails.

#### *OCRT users were mostly from Auckland*

Over the last five years, users of the OCRT have been mostly from Auckland. Prior to the Canterbury earthquakes, a large proportion of visitors were from Christchurch. Most users were multi-day users, staying four to five days on pre-arranged trips. Some stakeholders observed that there was growth in visitors who were prepared to spend over \$250 per night. Such visitors were more likely to be aged 50-60 years and have disposable incomes. The trails were also used frequently by local residents.

Stakeholders said there was no dominant trail user group, and they were of all ages. The introduction of electric bikes (referred to as 'e-bikes') made it possible for three generations of families to bike together.

*Hawke's Bay Trail users were mostly domestic visitors with one business tapping into the cruise ship passengers*

Stakeholders estimated that 80 per cent of trail users were domestic visitors and 20 per cent were international visitors. One business is further engaging with the cruise ship market by organising day trips for passengers.

*Queenstown Trail users were mostly casual users*

Given that Queenstown is a significant tourist destination, the majority of trail users were casual users. They travelled to Queenstown and then plan their activities when they got there. A bike tour operator noted that while most of the visitors were "reactive", they were starting to get more pre-planned trips. There were no specific demographic characteristics of Queenstown Trail users. Case study participants noted that they sometimes get ie visitors spending \$360 or more a day, which aligned with spending made by golf tourists.

*Te Ara Ahi users were mostly local residents*

In *Te Ara Ahi*, there was a high use between Rotorua and the Waipa Valley, from town to the Mountain Bike Park. Local residents going to the park accounted for about 50 per cent of users, and walkers accounted for about 10 per cent of visitors. A peak activity period centred around the Cranworx event.

*Motu Trails users were diverse depending on which section of the trail they used*

In the Dunes section of the trail, domestic and local users were the dominant user groups, with less than 10 per cent of visitors from overseas. In the Pakihi trail, users were mostly international visitors.

*Hauraki Rail Trail users were predominantly domestic visitors with international visitor numbers increasing*

Given the proximity of the *Hauraki Rail Trails* to Auckland and Tauranga, most visitors were from these two cities on day trips. The visitors were mostly families or younger people in the weekends, and older 'baby boomers' during the week. However, the number of international visitors was reported as increasing.

## 4. The cycle trail designs, activities and experiences make user experience more enjoyable, but some issues need to be addressed to maximise their full potential

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### 4.1. Section Summary: Key Findings

The key findings presented throughout this section are summarised below:

- The two main trail designs (hub and spoke, and point-to-point) suit different user needs.
- Great Rides need to be networked with the heartland rides.
- There is an opportunity to leverage Māori culture and Māori story in promoting the unique points of difference of relevant trails.
- Trail activities and experiences wrapped around the trails could make the user experience more enjoyable.
- Trail management issues such as data collection on trail users and limited funding for trail maintenance, marketing and promotion and trail development were identified by stakeholders as limiting the full potential of the trails.

### 4.2. Two main trail designs suit different users' needs

The NZCT has two main designs which attracted different types of users – hub and spoke, and point-to-point single journey. A hub and spoke designed trail has no defined terminal. A point-to-point single journey, as the term suggests, starts at one end and finishes at the other.

A hub and spoke designed trail that is easy and accessible attracted a number of casual users, domestic or international visitors (ie, those who visit the place for other reasons and do the trails as an added activity to their visit). Tourists were oftentimes time poor and often looking for a one full-day or half-a-day activity. The most popular sections of the trails for tourists were those with easy access, are easy to navigate, well sign-posted and can be used by different age groups.

Point-to-point single journey usually attracts multiple-day riders. However, there are some sections of point-to-point trails that are very popular as a short ride eg, Karangahake Gorge on the *Hauraki Rail Trail*, Old Coach Road on the *Mountains to Sea Trail*, the Rimutaka incline on the *Rimutaka Cycle Trail*, and the Greymouth section on the *West Coast Wilderness Trail*.

The trails tend to be used in sections rather than from start to finish or a whole loop. Trail users could choose the sections they will do based on factors such as time available, ability of the group and convenience in terms of facilities required such as accommodation, meals and parking. People also look for activities to do on the trails, so that they can ride, then stop to see something or do an activity and carry on.

*“Some trails do not lend themselves to one group because of its current design and the nature of the trail such as Grade 1 to Grade 4 within one trail.” (Motu Trails)*

### **4.3. Great Rides to be networked with the heartland rides**

Stakeholders also voiced the need to review the original plan of getting the Great Rides to be networked together with the heartland rides. The heartland rides are on-road cycle trails under the jurisdiction of the NZTA. It was also suggested that marketing and promotion should make explicit which of the trails are cycle rides and which ones are mountain bike rides.

### **4.4. There is an opportunity to leverage Māori culture and Māori story in promoting the unique points of difference of relevant trails**

Māori culture is one of the reasons why international tourists visit New Zealand. There are a number of trails that are located in, or can be accessed through, Māori land. This could add value to a visitor’s experience. Opportunity to leverage Māori culture and Māori stories in promoting the unique points of difference of relevant trails could be explored more.

In Opotiki, there is a high number of Te Reo speakers. There are eight different iwi groups, four of whom have reached a Treaty of Waitangi settlement and are starting to look for opportunities including tourism. Stakeholders noted that incorporating the Māori story as part of the Eastern Bay of Plenty story is something that could be considered.

Similarly, Rotorua is steeped in Māori culture and Māori stories. A stakeholder reported that *Te Ara Ahi* has yet to maximise this potential to add value to trail visitor experience.

*“Māori component is used in some areas but underutilised and un-tapped in other areas. There is a strong capacity to grow and be grown. It is definitely an added point of difference that should be leveraged off”. (Te Ara Ahi Trails)*

Hawke’s Bay Regional Council is looking to incorporate Māori culture and Māori stories at the cycle trail section at Waitangi Regional Park through interpretative signs and displays.

There is a strong potential to leverage the Māori culture and story in promoting this unique point of difference in *Hauraki Rail Trails*. Some sections of the trails pass through Māori land and iwi are represented on the Hauraki Rail Trail Charitable Trust.

### **4.5. Trail activities and experiences wrapped around the trails made the user experience more enjoyable**

Activities and experiences wrapped around the trails made the user experience more enjoyable for certain groups. For example, some trails provided seamless shuttle services and luggage transfers through to all-inclusive packages (eg, bike hire, experienced guides, accommodation and meals along the trail journey).

*“We have wineries and cafes along the route and it is very hard to go very far and not find somewhere to spend money.” (Hawke’s Bay Trails)*

But a cycling couple from The Netherlands, however, didn’t mind the lack of these amenities. For them, relevant information on what was expected and available for each of the trails was much more important so they came prepared.

*“We rode the Timber Trail. There is nothing in there but it was ok as we knew that beforehand. We got the information from Jonathan Kenneth’s book and AA Travel. So we have come prepared”. (International Visitor, Te Ara Ahi)*

## 4.6. Trail management issues

### 4.6.1. Collecting visitor data is problematic

Accounting for the number of unique users as well as the number of journeys or visits was problematic for all trails. Given the nature of the trails, some of the counters doubled up on counts if users left and returned via the same trail section. Within many trails, more than one counter was present. In these situations, there was a possibility of double counting users if counts were taken in aggregate. Other issues included spiders gaining access to counters. A range of different types of counters (thermal, photo, sensor and magnetic) were used within each trail and across all six trails. Different counters were designed to count different types of users; for example, some only measured bikes whereas others measured people only or All-Terrain Vehicles (ATVs). There was no one technology that could provide error-free data for this evaluation.

All stakeholders agreed on the importance of trail user and spending data to inform decision-making, resource allocation and to help to target marketing. For some local government bodies that saw the immediate value and importance of data for decision-making, resources were allocated for trail user surveys or studies, or invested in counter technology. Other trails co-opted local universities to undertake trail user surveys and studies. Regional and district councils with limited resources (for example, Opotiki) struggled. While local bodies recognised the value and potential of its cycle trails and provided support for maintenance and management, insufficient resources meant competing with equally important local government priorities. No additional support was available for them.

Below are some examples of how some local governments had tried to monitor or collect trail user information.

The Queenstown District Council had invested in market research and data collection. The survey done on *Queenstown Trails* needs to be continued to build an understanding of the market they want to target. In the Hawke’s Bay, operators were happy to provide continuous improvement feedback on an on-going basis. In Central Otago, the District Council conducted regular surveys to gain better understanding of trail usage and on its economic contribution to the region. In the *Motu Trails*, collecting data is a big job. However, despite their limited

resources, the Opotiki District Council still paid someone to do this. Hauraki Rail Trail Trust commissioned Waikato University in 2012 and 2013 to do a study of cycling users and expenditures on the trails. They also used high school students to conduct related studies.

All respondents agreed on the need for guidance on what data should be collected, and the need for nationally consistent data collection methods. NZCT Inc. is aware of these needs, and identified it as a priority activity in its current business plan.

#### 4.6.2. Accessing on-going funding for trail maintenance and management is stretched

The ability to fund on-going trail maintenance, development, marketing and promotion was an issue identified by all respondents.

The cycle trails had existing partnership programmes where local businesses were encouraged to join a business collective for a fee. In return, the businesses were provided with exposure through the marketing and promotion of the trail. However, membership to the official partnership programme was mostly by the businesses that were within or on the trails. These were mostly trail-related businesses like bike hires, shuttle buses, guided tours, cafés, and farm stays and other accommodation providers. Stakeholders believed that more businesses (eg, restaurants, cafes, hotels and other accommodations beyond the immediate vicinity of the trails) are benefitting from the positive spill-over effects to these businesses, although they do not contribute back to the collective through membership fees.

Access issues and land tenure issues, especially in trails with multiple owners, caused not only delays in completing the cycle trails and/or non-adherence to the original design but it has impacted on the desirability and attractiveness of the cycle trail to users.

In *Te Ara Ahi*, for example, the original design was not followed because of access and land tenure issues. There were infrastructure issues around the Rainbow Mountain where the trail becomes very difficult before going on to remote rural road. The original idea was that the trail would link into the *Waikato River Trail*. The trail currently ends at Waikite Springs.



## 5. Economic contribution of NZ Cycle Trails is estimated at \$37.4 million for one year

### 5.1. Section Summary:Key Findings

The key findings presented throughout this section are summarised here:

- For every dollar spent on the trails, it was estimated that there is approximately **\$3.55 of annual benefits generated**. A CBA (Victorio, 2016) showed a **1:3.55 cost to benefit ratio**. This is equivalent to \$13.923 million in annual cost and \$49.420 million in annual benefits or an estimated net annual benefits of \$35.496 million.
- The **economic contribution** of the cycle trails was estimated at **\$37.4 million for 2015**. These benefits were made up of (annual terms):

Trail revenue from international visitors	\$8.009 million
Producer surpluses	\$16.210 million
Consumer surpluses	\$13.155 million

Further findings from the case studies suggested that:

- cycling activity has generated business and job opportunities close to the locality of the trails;
- cycling activity has increased/expanded the number of businesses within the locality of the trails;
- the Great Rides had helped revitalise small communities including historic hubs;
- cycling is a new product offering for visitors in established tourism destination places; and
- the Great Rides have generated economic spillover effects such as the use of ski fields for downhill and mountain biking in the summer, new bike shops opening, and increased demand of accommodation outside the locality of the trails.

### 5.2. Discussion of the Key Findings

#### 5.2.1. For every dollar spent on the cycle trails, there is an estimated \$3.55 dollars of benefits generated

The CBA (to be read in conjunction with this full report) showed that the overall economic and social benefits of the cycle trails for 2015 was \$49.420 million while the estimated total costs were \$13.923 million. The estimated net benefits were \$35.496 million. The overall CBA ratio is

1:3.55, which translated to an estimated \$3.55 dollars of benefits generated for every dollar spent on the cycle trails. Note, however, that this estimate reflects one year of data (2015).

Discussion on how the costs were computed is covered on [pages 2-4 of the CBA](#). Essentially, the annual equivalent for trail infrastructure costs was calculated for 2015 as one-tenth of overall costs. Other costs were factored in: losses from taxation, inflation and maintenance related costs, the latter which included costs relating to volunteer work.

## 5.2.2. The economic contribution of the cycle trails was estimated at \$37.4 million

The CBA estimated the **economic contribution** of the cycle trails at **\$37.374 million for 2015**. These benefits were made up of trail revenues from international visitors, which were estimated at \$8.009 million, as well as the producer and consumer surpluses from domestic spending, estimated at \$29.365 million.

The CBA made a distinction between visits by NZ residents (domestics) and visits by non-residents (international). The spending of internationals is almost wholly beneficial to New Zealanders without the opportunity cost for servicing the international visitors because they are drawn from incomes that are external to the NZ economy. The table below shows the average annual revenues from international spending for each trail.

Estimated Annual Revenues from International Visitors, Year 2015									
Trail	Location	Trail Distance (kms)	Annual Visits by non-commuters	Annual visits by international visitors (at 13.5% Overall Average)	International spending Per visit, per day (Pvpd), Survey	Annual Revenues from International Visits, Surveys	International spending Pvpd, MBIE	Annual Revenues from International Visits, MBIE	Average of Annual Revenues
<i>North Island</i>									
Twin Coast Cycle Trail	Northland	84	13400	900	\$ 153.60	\$ 142,100	98.52	\$ 91,200	\$ 116,700
Hauraki Rail Trail	Hauraki/Coromandel	80	77800	2100	\$ 146.28	\$ 313,700	98.52	\$ 211,200	\$ 262,500
Motu Trails	Bay of Plenty	91	17200	1300	\$ 166.40	\$ 216,700	98.52	\$ 128,300	\$ 172,500
Waikato River Trails	Waikato	103	24800	1700	\$ 188.34	\$ 321,800	98.52	\$ 168,400	\$ 245,000
Te Ara Ahi	Rotorua	48	22000	800	\$ 87.77	\$ 66,500	98.52	\$ 74,600	\$ 70,600
Hawke's Bay Trails	Hawke's Bay	200	145600	10000	\$ 280.00	\$ 2,808,900	98.52	\$ 988,300	\$ 1,898,600
Great Lake Trails	Taupo	71	24000	1700	\$ 129.83	\$ 214,400	98.52	\$ 162,700	\$ 188,500
Mountains to Sea Trail	Ruapehu	317	24600	2200	\$ 331.50	\$ 731,500	98.52	\$ 217,400	\$ 474,500
The Timber Trail	Waitomo	87	6000	400	\$ 159.08	\$ 65,800	98.52	\$ 40,700	\$ 53,200
Rimutaka Trails	Wellington	115	64300	4400	\$ 210.28	\$ 930,700	98.52	\$ 436,000	\$ 683,300
<i>South Island</i>									
Dun Mountain Trail	Nelson	38	2400	200	\$ 69.48	\$ 11,300	98.52	\$ 16,100	\$ 13,700
Tasman's Great Taste Trail	Nelson Tasman	175	79200	8200	\$ 280.00	\$ 2,292,600	98.52	\$ 806,700	\$ 1,549,700
The Old Ghost Road	West Coast	85	4700	400	\$ 155.42	\$ 60,700	98.52	\$ 38,500	\$ 49,600
Queen Charlotte Track	Marlborough Sounds	70	10200	1400	\$ 128.00	\$ 179,700	98.52	\$ 138,300	\$ 159,000
West Coast Wilderness Trail	West Coast	139	16700	2300	\$ 254.16	\$ 584,600	98.52	\$ 226,600	\$ 405,600
St James Cycle Trail	Hanmer Springs	64	2100	70	\$ 117.03	\$ 8,400	98.52	\$ 7,100	\$ 7,800
Alps to Ocean Cycle Trail	North Otago	301	17300	2400	\$ 280.00	\$ 665,800	98.52	\$ 234,300	\$ 450,000
The Queenstown Trails	Queenstown	120	180200	57100	\$ 219.42	\$ 12,532,100	98.52	\$ 5,626,900	\$ 9,079,500
Otago Central Rail Trail	Central Otago	150	16500	4500	\$ 274.28	\$ 1,245,600	98.52	\$ 447,400	\$ 846,500
Clutha Gold Trails	Central Otago	73	7600	500	\$ 133.48	\$ 70,200	98.52	\$ 51,800	\$ 61,000
Roxburgh Gorge Trails	Central Otago	34	14100	1000	\$ 62.12	\$ 60,200	98.52	\$ 95,400	\$ 77,800
Around the Mountains	Queenstown	180	11400	2000	\$ 280.00	\$ 549,900	98.52	\$ 193,500	\$ 371,700
Uncounted Non-commuters			65000	8800	\$ 50.00	\$ 438,800	98.52	\$ 864,500	\$ 651,600
Average spending pvpd, Count-Weighted						\$207.23		\$98.52	
Total Annual Revenue from International Visits						\$ 24,512,000		\$ 11,265,900	\$ 17,888,900
<p>Note 1: Adapted from the original Table 6.1 in the CBA study, p.7</p> <p>Note 2: Visits/visitor numbers and revenues were rounded-off to the nearest 100 hence the overall counts is different from the original numbers in Table 6.1 of the CBA study</p>									

By comparison, the spending of domestic visitors is drawn from internal sources of income rather than external ones. Being internal, the spending would have implied some forgone spending on other parts of the NZ economy were it not for the existence of the trails. This is called 'economic displacement'; the domestic spending displaces some of the revenues of external businesses since they are foregone in favour of trail-located ones.

From the annual trail revenues from domestic visitors of around \$36.2 million, producer and consumer surpluses were extracted. These were considered the 'true' benefits in a cost benefit analysis. Detailed discussion of producer surplus can be found on [pages 9-11 of the CBA](#) and consumer surplus on [pages 11-13 of the CBA](#).

### 5.2.3. An increased number of businesses established or expanded because of the trails, and cycling brought businesses and jobs close to the locality of the trails

Most of the successful businesses that we spoke to indicated an increase in the number of staff that they employed year-on-year since the trails started. The businesses were cycle shops, cafes, accommodations, guided tours, bike hire companies, shuttle providers and other small businesses from the six Great Rides included in this evaluation.

*"I have started with one staff, now six and eight next year." (Queenstown Trails)*

*"Business is operating 7 days a week during the peak season. We now employ three cleaners who rotate."(Otago Central Rail Trail)*

*"Our employee numbers have increased from five to 10 drivers, guides on casual basis, bike shop, mechanic, marketing team selling to different groups."(Queenstown Trails)*

There were a number of businesses associated with cycling including e-bikes companies, guided tours, bike hire companies, shuttle providers and cafes along the trails. Some of the businesses included Around the Basin in Queenstown, Tatoa Farm Stay in Opotiki, Coffee shop on Gorge, Motivation Café in Motu.

Anecdotal evidence indicated that existing businesses have expanded their operations. Rental cars were now hiring out bike racks and water taxis were now transporting bikes. Some businesses had established a bike hire on site, while restaurants had increased their restaurant operating hours to accommodate more visitors. Consent for the construction of a hotel in Gibbston Valley was underway.

The number of Bed and Breakfasts (B&Bs) and holiday homes had increased in Clyde. Stakeholders reported local business owners feeling more confident as a result of visitor flows from the trail. For example, the cinema was being restored, eating places were expanding and new holiday homes were being built.

In Opotiki, the local council foresaw a shortage in accommodation for both workers in the new harbour development project as well as for tourists who will be visiting. An increased demand for restaurants and café services was expected.

In Hawke's Bay, cafés expanded their business and more businesses were fitted with bike racks.

Below are some of the comments made by key participants on how businesses near or along the cycle trails were benefiting:

*"We now have a bike store on site. Conservative estimate of turnover from bike and bike related activities is \$100k a year. A hotel is to come."* (Queenstown Trails)

*"In Opotiki, there are five businesses established because of the trail. There are two shuttle providers, a couple of builders now offer bike hires, a bunk house and a vehicle. Several others increased in size or altered their business because of the trail."* (Motu Trails)

*"New businesses are on bikes – hirage and bike shops. In Havelock North, there is a new one. In Hastings, a new bike barn was established."* (Hawke's Bay Trails)

*"As soon as the trail opened, our business opened too. It is growing all the time. Our clients are mostly 50+ in age. We get repeat clients and get referral, even from overseas, through word of mouth."* (Motu Trails)

*"One business was in the brink of folding up. The cycling trail has breathed life into the business".* (Hauraki Rail Trails)

Stakeholders reported that some businesses established as lifestyle choices had difficulty adapting to increased business growth. Inability to adapt to these changes, such as a necessary increase in operating hours/days, impacted on tour operators' ability to market their products and services to domestic and international visitors.

Stakeholders highlighted the importance of business owners adapting their businesses to meet demand and expectations of trail users. This involved, for example, changing business plans, and providing new product offerings and approaches based on market needs.

*"Because of the number of cycling visitors, we had to look at the restaurant menu and operating hours. The restaurant is now open 7 days a week. It used to be just what was required for liquor licensing. Now we cater for cyclists, on what they want and when they want it".* (Queenstown Trails)

*"Many turn up on our shops who have not ridden a bike so we are thinking what to do with this".* (Queenstown Trails)

Stakeholders said that people were moving to Central Otago to establish businesses. Some did it as a lifestyle choice. Two businesses (Bike It Now and HeBikesSheBikes) moved to Clyde.

#### 5.2.4. The cycle trails helped revitalise small communities including historic hubs

A BERL study (2011) noted that the Central Otago economy was in recession in 2010, contracting by 1.3 per cent. Local stakeholders corroborated this finding and noted that the *Otago Central Rail Trail* helped revitalise the economy and ‘plugged the gap’.

The cycle trails also helped revitalise heritage accommodation and sites such as Oliver’s Hotel, Hayes Engineering Heritage Works and Homestead, and the Taieri Gorge Railway. Cycling now attracted people who booked high-end (\$250 per night) accommodation. Hayes Engineering Museum was open seven days a week. In the past, the museum only opened when it received phone bookings.

*“More than 30 per cent of motel users are cyclists, increasing to about 70 percent during the January/February month” (Queenstown Trails)*

*“30 to 70 per cent of users of accommodation are cyclists. They are mostly for one night stays and mostly domestic visitors.” (Motu Trails)*

*“The Hayes Engineering Museum has increased its business by 70 per cent from the previous year” (Otago Central Rail Trail)*

#### 5.2.5. Cycling was a new product offering for visitors in established tourist destinations

For established destinations like Queenstown and Hawke’s Bay, cycling was a new product offering for visitors. For example, the trails have provided a value-add to conferences held in Hawke’s Bay. Stakeholders noted that there was a wider range of activities for visitors in comparison to previous years. A bike centre, an old railway bridge bike trail and 40km of single track trail have also been developed.

*“It has changed what people do in Hawke’s Bay. For instance, conference delegates will visit winery on a bike rather than a bus.” (Hawke’s Bay Trails)*

#### 5.2.6. Unintended positive economic flow-on effects were reported

A number of economic flow-on effects were reported in Queenstown, for example: the Skyline Gondola was now selling packages for downhill biking; the Cardona ski field was now offering mountain biking during the summer. A new gondola was also proposed to take skiers, bikers and walkers up to the Remarkables skifield base.

Other indirect benefits included new bike shops and bike hire services being established because of the increased number of locals who bike now. Similarly, existing bike businesses have also expanded their operations.

The spill over effects also provided benefits to towns not directly connected to the trails. For example, Whakatane was said to be benefitting from a shortage of accommodation in Opotiki. Motu Trail users were said to have booked their accommodation and shuttle services in Whakatane due to a shortage of these services in Opotiki.

## 6. The social contribution of the trail is estimated at \$12 million

### 6.1. Section Summary: Key Findings

The key findings presented throughout this section are summarised here:

- **The social contribution** of domestic users of the cycle trails was estimated at **\$12.045 million**. These benefits were derived from the following:

Reduced mortality benefits from physical inactivity	\$9.280 million
Commuting benefits, including reduced mortality and health cost savings to commuters	\$2.183 million
Health cost saved from diseases associated with physical inactivity by non-commuters	\$582,000

- There was anecdotal evidence from case study participants that the cycle trails have contributed to the following social benefits for local communities:
  - Increased use of the trails by local communities to bond, socialise or raise funds for community purposes
  - Increased road safety for the community
  - Increased sense of pride, belonging and place
  - Increased volunteerism in different aspects of trail management and operation.

### 6.2. Discussion of key findings

#### 6.2.1. The social contribution of the cycle trail is estimated at \$12.45 million

The CBA undertaken as part of this study (see pages 13-22 of the CBA) showed that an annual savings of \$9.280 million made from reduced mortality risks due to physical activity, \$2.183 million made from commuting benefits and \$582,000 made from health costs saved from diseases with physical inactivity by non-commuters. The social benefits considered only the domestic users.

Health benefits were estimated by combining some known exercise intensities on the trails with international studies concerning cost savings, such as from reduced mortality risks. Counts for unique individuals were used, which were extracted from the estimated 1.3 million trail users.

The savings in health costs were also taken into account. These were obtained by making an assumption that exercising on the trails would have averted health costs from diseases associated with physical inactivity.

Benefits and costs of commuting by bikes were also considered. Some obvious advantages to commuting by bike include prevention of costs associated with air and noise pollution, climate

change, road deterioration and congestion. It is well known that commuting by bicycle typically takes longer than some alternatives, such as by car, which is one of its main disadvantages. The cost advantages of commuting by bike versus by car was calculated where cycling was treated as a leisure activity rather than the traditional economic view that cycling is a dangerous experience due to traffic accidents and road rage. In the opinion of Managing Experts<sup>4</sup>, commuter cycling was intended to be an experience of leisure given that the cycle trails were built to experience the scenic beauty of New Zealand.

### 6.2.2. Increased use of the trails by the local communities to bond, socialise or raise funds

Stakeholders reported an increased use of the trails by local communities to bond, socialise or raise funds. Examples of these community events<sup>5</sup> held on the six trails visited included walking events, music events, marathon, fundraiser events and school activities.

In Queenstown, the cycling trail was used by local schools as part of their outdoor education programme. Large numbers of both organised and casual groups in the Queenstown Basin cycled and walked regularly. Tourism students of Waiaraki Bay of Plenty Polytechnic used *Te Ara Ahi* for their tourism guiding courses.

In Opotiki, a fitness group named 'the Puku Busters' walked the trails every Thursday.

*"The Big Easy Ride started to raise the profile of trails (in Hawke's Bay) and outside the region. The premise is that it is easy to do and anyone can do it. It starts and finishes in a winery. You can get food and drink along the way. Transport is then provided back to the start."* (Hawke's Bay Trails)

*"I saw family events not based on alcohol that finished up with a concert."* (Otago Central Rail Trails)

*"Lions donated some money for a bike trailer and now 180 kids use the trail as part of their school activities."* (Hawke's Bay Trails)

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<sup>4</sup> The CBA study relied on insights of trail experts Jonathan Kennett and Evan Freshwater who were referred to as 'Managing Experts'. The same term was used in this report for consistency.

<sup>5</sup> Some of the events held along the trails included: iD Fashion, Curling International, Big Easy, Small Easy, Puku Busters, Country to Coast by Rotary, marathon, winery event in early November in Hawke's Bay, Arts on the Trail', Open Day at Hayes Engineering, Cancer Society doing fundraisers along trails, music nights, duathlon, kids use the trail as part of their school activities, 'Bike It Now' competition, Fashion on the trail, Lions group getting together to do Roxburgh George for their outing, local community using it for walking dogs, Dune Dash, annual fun run and community planting days. Events such as the iconic Motatapu, Queenstown Marathon, Women Triathlon series also use the trails or sections of it.

### 6.2.3. Increased road safety for some communities

Cyclists, students and walkers used the trail to commute. The construction of a bypass in Clyde increased the number of children using the trail to walk or bike to school safely. In Queenstown, the trail provided a safe non-motorised access to Frankton Primary School for families living along the trail route, particularly in Quail Rise, Lake Hayes Estate and Kelvin Peninsula where the only other non-motorised options were to walk along State Highway 6 - a 70km per hour road without any footpaths - for those at Kelvin Peninsula.

### 6.2.4. Increased sense of pride, place and identity

Most respondents agreed that the cycle trails provided a sense of place and pride for local residents, and a sense of identity for the region or location. This was particularly the case in smaller and rural towns such as Opotiki, Paeora, Clyde and Middlemarch.

*“The OCRT trails gave us a sense of place and pride and a sense of belonging to the region. People outside of the region started to hear about the area and knew the names of the towns that the trail passes through.” (Otago Central Rail Trails)*

*“The Motu trails have increased regional identity especially for Opotiki. Visitors from Wellington, Palmerston North, Napier and some from Auckland [users] come solely for the trails“ (Motu Trails)*

*“Hawke’s Bay used to be known only for its art deco buildings. Cycling is now a new reason for people to come. Cycling has also been a new way to link and access the traditional reasons for coming to New Zealand such as winery, scenic and coastal landscapes”. (Hawke’s Bay Trails)*

### 6.2.5. High number of volunteers and volunteer time involved in different aspects of the trail management and operation

Sports New Zealand 2013/14 Active New Zealand Survey (2014) noted that about one million adults a year volunteered in sport and recreation. Evidence of volunteering was high in the cycle trails regions. The Board of Trustees of Trail Trusts were volunteers. Volunteers were utilised for trail inspections, trail user intelligence, at trail events, erecting signage and track maintenance. Paid part-time trail managers commonly reported working more than the hours they were paid for.



## 7. NZCT Inc.'s overall leadership role was still found to be vital but could add value to the management and operation at the trail level

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### 7.1. Section Summary: Key findings

The key findings presented throughout this section are summarised here:

- A national body that provided overall leadership, direction, guidance and support to the 22 Great Rides was identified by stakeholders as being important and necessary.
- Stakeholders believed that the current national governance and management body for the cycle trails was not adequately resourced to perform its mandated leadership and support role.
- There was no one-size-fits-all governance and management structure at the trail level. This had given rise to variations of governance and management structures.
- The case study of six selected cycle trails found the following key factors of success which could be used by NZCT Inc. and trail level management to inform overall governance and management of the NZCT moving forward.

These included:

- a trail level governance body that had a clear strategy, leadership and direction;
- appointment of board members with relevant skills and experience, and inclusion of local executives in the governance body;
- clarity around the roles and responsibilities of the governance body including the separation of their governance and management duties;
- dedicated resource to maintain and develop the cycle trails;
- involvement of the local or central government in the governance and management of the great rides;
- clear roles and responsibilities of trail partners, and clarity about partners' commitment to long term funding;
- existence of a dedicated and specialist team at the regional level that helped with marketing and promotion of the cycle trails.

## 7.2. Discussion of key findings

### 7.2.1. A standalone entity at the national level to lead, direct, guide and support the trails was found to be vital

The Great Rides are governed at two levels: national and trail level. In September 2012, Cabinet agreed to the establishment of the New Zealand Cycle Trail Incorporated (NZCT Inc.), an incorporated society to deliver the objectives of the NZCT and provide governance and management of the NZCT at the national level. The NZCT Inc. Business Plan 2014-2016 sets out its primary responsibilities and focus as: branding, marketing and communications; quality assurance and data collection; advocacy; trail relationship management and capability building; and fundraising.

The NZCT Inc. Board consists of six directors, five of whom were elected by members representing the Great Rides and the Chair who was appointed by the Crown. All of the directors except for the Chair were volunteers.

NZCT Inc. is a standalone entity that currently “sits” with the Tourism Industry Aotearoa. Some stakeholders expressed the view that NZCT Inc. does not currently “sit” in a logical space. There was a suggestion that a logical location and “home” would be within the NZTA given that most of central government’s cycling operations and funding sits with the Agency. In addition, the cycle plans and strategies of some regional councils were closely aligned with NZTA’s policies and strategies. Other stakeholders felt that NZCT Inc.’s “location” was not critical to the performance of its mandated role, particularly its capacity and capability to deliver on key initiatives and activities that support the trails to succeed.

Overall, stakeholders felt that governance and support from NZCT Inc. had been minimal. Stakeholders said that NZCT Inc. was focused on auditing and assessing what asset holders had done and what needs fixing, instead of providing organisational leadership and direction. Trail managers said that they would have liked to see clear guidance on what their obligations were in terms of physical development of the trails.

*“The level of support has probably been lighter than what we would have liked. Initially, we were not clear on our obligations under the funding that we have been given.” (Te Ara Ahi Thermal by Bike)*

Given the resourcing constraints, NZCT Inc. had only been able to focus on a few of the activities identified in the Business Plan, namely: branding, marketing and communications and to some extent, quality assurance and data collection and advocacy work. NZCT Inc.. has one full-time staff member, a part-time marketing expert and another part-time governance and trail expert.

There were a number of areas where stakeholders believed NZCT could add value. These included:

- providing consistent standards of operation and guidelines to all trails;
- assisting with data collection and standardised reporting;
- providing overall thought leadership and direction;
- assisting with product development at the trail level;

- negotiating better terms with service contracts and purchases where the benefits could be passed onto the trails;
- engaging with different stakeholders at the trail level via regular meetings;
- sharing of best practice and guidelines around trail management and governance;
- helping with fund raising efforts of the trails by leveraging off their national contacts; and
- capability building.

Below were some of the thoughts from interview participants in regard to the role NZCT Inc. should play moving forward.

*“A consistent standard of operation that is centrally driven is a role that NZCT could play.”*  
(Otago Central Rail Trail)

*“Organising a get together of cycle trail managers to share learning and best practice around trail management and governance was valuable ... the workshop in Wellington was good.”* (Te Ara Ahi by Thermal Bike)

*“NZCT could be structured like the MTA. They could negotiate discounts for services (printing of brochures, maps, etc.) that could then be passed on to trails. This also helps in standardisation of the look and feel of marketing collaterals of the trails.”* (Motu Trails)

*“NZCT should be resourced appropriately by central government. Capacity is an issue at present. They should have six or so positions that are funded.”* (Hawke’s Bay Trails)

*“NZCT could help with raising money as they have more credibility. Another way that NZCT could help is to initiate business contacts in the regions and pass this on to the relevant cycle trails.”* (Motu Trails)

Stakeholders also suggested that NZCT could help clarify the roles and responsibilities of the original stakeholders who had signed up to help implement the project. Instances were cited, whereby some of the original trail partners had reneged on their promises to help and contribute. It was suggested that NZCT Inc. could encourage these stakeholders to clarify and review their respective roles and responsibilities, and renew their interest going forward.

*“NZCT Inc. could require governance partners to meet regularly such as five times a year. There are instances when the governance partners have not met together for two years. NZCT Inc. as an exterior body does have the stature and capability to do this.”*  
(Motu Rail Trails)

### 7.2.2. No prescribed trail level governance and management

There is no prescribed governance and management structure at the trail level. Different trails have different trail governance and management structures. Eleven of the trails followed the incorporated society structure of NZCT Inc. although their board composition varied. Some Trusts had the local mayor as a trustee, others had representatives from the local district

council, but the majority were run by volunteers from the community. Other cycle trails were governed and managed by the regional council or territorial authority. Others lacked governance or management structure, or such structures were unclear. The different types of trail governance and management structures are listed in **Appendix 10, page 80**.

### 7.2.3. What works and what are the challenges in terms of governance and management of the cycle trails

The findings in this section have been informed by the case studies of six trails – *Otago Central Rail Trail, Queenstown Trails, Hawke’s Bay Trails, Motu Trails, Te Ara Ahi* and *Hauraki Rail Trails*. Information about each trail is provided in Appendix 1 (**pages 43-59**). These case studies were used to examine the trails’ governance and management arrangements, trail maintenance, and marketing and promotion to better understand ‘what works’ and any challenges.

This study did not intend to prescribe a specific trail governance or management structure for the cycle trails. There was no one-size-fits-all formula. The six trails visited had different governance structures ranging from a charitable trust, council-controlled organisation, a team within the regional or city council, and a Steering Committee. Similarly, the management structures were also different. The cycle trails operated in different political, environmental, economic and social settings which affected the way the trails were being managed. Instead, this study identified key themes on what worked well, and those challenges in governance and management structures. These themes emerged from the experiences of those respondents around these six trails. Cycle trail management may like to consider what works for stakeholders around other trails and adopt governance and management structures appropriate for them.

#### 7.2.3.1. Trail governance

What worked	What were the challenges
A governance body that has a clear mandate and strategy, and provides leadership and direction to the organisation	Where there were multiple agencies included in the governance body, it is sometimes difficult to work on a shared common goal
Appointment of board members with relevant skills and experience, and inclusion of local executives in the governance body	Sustainability of a trust structure (ie, lack of succession planning and risk of volunteer fatigue) especially in a small, rural area
Clarity around the roles and responsibilities of the governance body including the separation of their governance and management duties	Difficulty with recruiting volunteer trustees with necessary skills especially in small, rural areas especially those with relevant skills and suitable experience required

#### a) What worked

We believe that key to the success of any organisation, be it private or public, is the existence of a governance body that has a clear mandate and strategy and is able to provide

organisational leadership and direction. The strategy, leadership and direction are key to unravelling social and economic opportunities for the cycle trails.

We observed that the cycle trails' governance personnel were generally passionate about what they did and knew where they wanted to go, but many were operating without clear, documented strategic plans. Strategic plans, if they existed, had not been formally adopted or used to provide direction, or to measure performance of organisations.

Where the process of setting clear strategy and goals occurred, it had enabled the boards to:

- gain a better understanding of their environment;
- prioritise work programmes; and
- provide direction to the management team to achieve the set goals.

Stakeholders noted that a strategy without proper execution would be ineffective. A balance between strategy and execution is needed.

Of the six trails we visited for the case study, only three cycle trails provided evidence of the existence of a strategy or strategic plan. They were the Queenstown Trails, Motu Trails and Hawke's Bay Trails. These trails were identifying opportunities and maximising the potential of the cycle trails.

A governance body comprising members with the relevant governance skills and experience is another key success factor. In general, the boards or governance bodies that were operating most effectively were those that had highly skilled members and had active levels of participation by all board members.

One innovative idea was the inclusion of the local or central government chief executive as a board member. Having first-hand knowledge of the cycle trail needs by the local government executive helped to identify how best to support the cycle trails to achieve their full potential. While it may not be the only way to get the local government support, it helped align the local or central government priorities with limited resourcing. Of the six trails visited, only the Queenstown Trails currently had the local Mayor included as a member of its governance body.

Better decision making and a more committed board was evident where there was a clear separation of governance and management and greater understanding of governance roles. Clarity of expectations and boundaries of governance roles helped board members to prioritise strategic issues over operational matters.

#### b) What were the challenges

There were additional challenges when there were multiple partner agencies on the governance board (especially when the cycle trail passed through different local authority jurisdictions). Working together towards a shared common goal was sometimes difficult to achieve. For example, with the governance arrangement of Motu Trails and Hauraki Rail Trails, partner councils had different levels of engagement and support to the cycle trails.

Trails that were governed via a trust structure were often run by passionate and highly motivated volunteers. However, volunteer fatigue was a problem, and a risk to future operations that needed to be mitigated. Governance and management succession planning needed to be in place.

Another challenge, evident in smaller rural areas, was the difficulty in recruiting volunteer trustees with relevant skills, experience and networks. As these individuals were highly sought after, they were oftentimes already members of other governance boards. In these instances, their expertise were spread too thinly thus preventing them from performing their governance roles and portfolio effectively.

### 7.2.3.2. Trail management

What worked	What were the challenges
Having a dedicated resource to maintain and coordinate development of the trails	Sustainability of a trust structure (ie, lack of succession planning and risk of volunteer fatigue)
Involvement of the local government or central government in the management structure	Management processes and systems still lacking

#### a) What worked

Most of the cycle trails visited were led by committed, highly competent and experienced individuals. It was clear that these leaders were the driving force of the cycle trails. Their leadership, vision and excellent relationship management made a difference to the trails. Some of these managers were being paid to work part-time but worked full time, while others provided their services entirely for free. In some cases, there were staff members who were paid by their respective district or city councils. Trails that had a dedicated paid resource to manage the trail appeared to be more successful than those who didn't have one.

#### b) What were the challenges

A cycle trail being managed entirely by volunteers was not sustainable. Where trail management was run entirely by a volunteer or volunteers, there was a high risk of the organisation failing if the key figure such as the manager or the chairperson became unavailable.

Management succession planning was a significant risk for some cycle trails. Other mitigating factors could be introduced such as appointment of a second tier management support or operations manager. However, most cycle trails did not have the resources to pay the manager or the chairperson of the Trust, thus making second-tier management hard to implement.

Good management practices like: operating policies, systems and procedures; financial management; risk management; board management; and quality management procedures were still at their infancy for most of the trails visited. In most cases, the management role was being carried out by a part-time paid staff or by volunteers. In addition to the management role, responsibilities also included operational matters such as fundraising, data collection and

reporting. There were very limited resources to carry out the range of tasks required of a successful trail management organisation.

### 7.2.3.3. Trail maintenance

What worked	What were the challenges
Clear roles and responsibilities of trail partners, especially a long term commitment to funding.	Lack of clarity around roles and responsibilities amongst trail partners
	Failure to embed trail maintenance arrangement during the built phase of the cycle trails
	Non-delivery of commitment to maintain the trails by some trail partners

#### a) What worked

Where there was a clear long term commitment to funding as well as clear obligations of all partners from day one, trail maintenance was not an issue for cycle trails. The commitment could be in terms of budget for trail maintenance included as business-as-usual (BAU), and that the source of funding was identified, agreed and implemented at the start of the construction phase. A memorandum of understanding identifying the responsibilities of each partner aided stakeholders understanding and subsequent fulfilment of their obligations.

#### b) What were the challenges

Clarity around roles and responsibilities were needed to be re-established for some of the trails. Some trail partners had agreed to provide resources, financial or otherwise, during the feasibility phase of the cycle trails. Organisational and structural changes within some trail partner organisations meant commitments could not be honoured. Either the trail champion left or there was a substantial change in the role and responsibility which hindered their ability to support the trail. A case in point is *Te Ara Ahi*. Originally, Destination Rotorua was the asset holder of *Te Ara Ahi* cycle trails but a major reorganisation resulted in a substantial change in its role and responsibility, ultimately affecting its ability to support the trails. The restructuring had also resulted in the loss of its trail champions which affected the coordination and development of the trails.

Clarity of roles was also raised as an issue by some stakeholders in *Hawke's Bay Trails*. While there was strong support from the region and the two city councils (Napier and Hastings) to maintain their respective sections of the trails, it was suggested that guidelines on expected standards were needed to ensure that the trails were maintained consistently. The lack of clarity about who would provide that guidance and coordination role was raised as an issue by stakeholders.

The trails that were able to embed trail maintenance arrangement when the trails were built were better off than those who didn't have ongoing maintenance funding arrangement. *Hawke's Bay Trails, Hauraki Rail Trails, Queenstown Trails, Otago Central Rail Trails and Motu*

Trails all had these trail maintenance arrangement organised through a Memorandum of Understanding (or similar). However, there were instances where, despite having these arrangements, some trail partners had reneged on their responsibilities. Stakeholders saw the enforcement of such agreement as a role NZCT Inc. could assist with.

#### 7.2.3.4. Trail marketing and promotion

What worked	What were the challenges
Existence of a dedicated and specialist team at the regional level that helped with marketing and promoting the trails	Lack of support to trails in developing mature products ready for international market promotion by Tourism New Zealand

##### a) What worked

At the regional level, what emerged as key to the successful marketing and promotion of the trails (especially in the international market) was the existence of a dedicated team such as the local Regional Tourism Organisation (RTO). These organisations had the network, experience, resources and capability to market and promote the trails better. Evidence suggested that having the RTO actively involved in the marketing and promotion of the trails enabled it to be integrated within the regional marketing strategy. Examples of trails which had the RTO in charge of promoting the cycle trails were the *Otago Central Rail Trail*, *Queenstown Trails* and *Hawke’s Bay Trails*. However, the reality was that the local RTO is much more active in established tourism destinations.

At the national level, stakeholders saw that NZCT Inc. could assist with providing consistency in the ‘look and feel’ of cycle trail marketing collaterals (eg, brochures, maps and trail websites). It was suggested that NZCT Inc. could coordinate the nationwide contracting of services on behalf of all the Great Rides. It was expected that efficiency gains resulting from bulk purchasing could be achieved, the benefits of which could then be passed on to all the cycle trails.

##### b) What were the challenges

The main challenge for some of the trails was lack of support to cycle trails for product development in order to meet Tourism NZ criteria for the international market. The need for such support was much more pronounced in areas where visitor products were in their infancy. Making the cycle trail world class was difficult where there was no appropriate support provided to cycle trails in developing international market-ready products. Additional support was required to grow and establish a visitor industry and products around new trails. Given the objective of the New Zealand Cycle Trail initiative, the need to diversify and grow tourism destinations is needed now more than ever.



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# Appendix 1: The Case Studies

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Six trails were selected for the case study to look at what works and what are the challenges in terms of governance and management of the trails.

Below is a short summary about each of the trails, when the Great Ride status was granted, a brief description of the governance and management of the trails and tabular discussion of what works and the challenges met concerning the trail's governance, management, maintenance, and marketing and promotion.

The purpose of this section is not to advocate for a specific trail governance and management structure but to highlight what works for whom and under what conditions. These case studies are intended to give other trails the necessary information to determine what would work best for them.

## Otago Central Rail Trail



*Photo courtesy of Otago Central Rail Trail and NZCT Inc.*

*Otago Central Rail Trail (OCRT)*, New Zealand's first rail trail, opened in 2000. The 152km Grade 1 and 2 trail follows the former route of the Otago Central Railway from Clyde to Middlemarch. The former railway line was ideal for New Zealand's first off-road cycle-way and walking trail.

The OCRT was originally established in 1994 by the Department of Conservation (DOC) to help it raise funds to convert a disused railway line into a walking and cycling trail. This included the removal of ballast, decking the bridges, improving the culverts and adding handrails. The Trust has gone on from its original purpose of raising initial funding for the trail to having a key role

in marketing and promoting by producing marketing collateral and operating the Official Otago Central Rail Trail website.

The Trust consists of 4 volunteer trustees and it is assisted by two part-time administrators.

The OCRT officially opened fully in 2000 and the teamwork between the Trust and the Department of Conservation (DOC) has continued. DOC undertakes the maintenance, while the Trust upgrades the trail facilities such as toilets, information boards and shelters, as well as the funding of trail resurfacing. The success of this project informed the government’s plans in 2010 to construct the Great Rides of NZCT.

Structure	What works	What are the challenges
<p><b>Trail governance</b></p> <p>Governance body is a Charitable Trust run by four volunteer trustees with help and support from the Department of Conservation. The trustees are chosen based on their skillsets, experiences, location and commitment.</p>	<p>The Trust structure can leverage off existing grant funding and can receive funds from philanthropic community and related philanthropic activities.</p> <p>Strong community involvement and buy-in.</p> <p>The Trust is run by highly motivated volunteers.</p>	<p>Volunteer fatigue and burn out especially since the trustees are all volunteers. However the Trust has been fortunate to have had long term Trustees averaging over 10 years before retiring.</p> <p>Difficulty in recruiting highly skilled and qualified trustees on a voluntary basis particularly in a rural area, however, the trust has managed to secure trustees with varied skill sets.</p> <p>Distance of the trail means that it can be difficult and expensive for Trustees and contractors to gain knowledge of all the communities on the trail and undertake effective networking. The trustees have managed to overcome this by having trustees based along the trail with very strong local networks.</p>
<p><b>Trail management</b></p> <p>Management of the trails is run by two paid part-time contractors. One is looking after accounts, letter writing and trail enquiries while the other is in charge of digital media, relationship building and marketing.</p>	<p>Limited support from paid part-time DOC staff is available for administrative support</p>	<p>The Trust work with DOC managers to develop a work plan that then delegates roles to DOC staff or trustees. There is clarity around the trustee roles with them being seen as</p>

Structure	What works	What are the challenges
<p>They are funded and contracted by the Trust and their work is contracted as per a work plan.</p>		<p>supporting the staff where their skill sets and networks may be best utilised.</p> <p>DOC leads twice annual stakeholder meetings with operators and other interested parties to ensure issues are being appropriately addressed and opportunities considered.</p> <p>Changes in DOC staff and focus have reduced the landowner stakeholder input into the trail and this is being looked at as a function to be assisted by the trustees who have their own local networks.</p>
<p><b>Trail maintenance</b></p> <p>Trail maintenance is funded by the DOC.</p>	<p>Ongoing funding from DOC provides certainty that the trails are going to be maintained.</p>	<p>DOC funding is limited. Sometimes the Trust needs to partner other organisations where the trust sees a demand for improvements in order to support DOC. Two recent examples were the trail realignment at Daisybank addressing a safety issue at a state highway crossing and the construction of the underpass at Clyde where the Trust partnered with Central Otago District Council. Both these projects were led by the Trust with input from MBIE and NZTA.</p>
<p><b>Trail marketing and promotion</b></p> <p>Centralised marketing and promotion at the district level by Tourism Central Otago. Tourism NZ also helps with marketing offshore.</p> <p>A business group was established to help market the trails.</p>	<p>The local Regional Tourism Organisation (RTO) helps with international marketing and promotion of the trails. This has leveraged off existing budget, experience, resources and existing networks of the local RTO. Since marketing</p>	<p>Requires local knowledge and passion of a specialist team that the local RTO may not have. The Trust had been able to support the RTO with collaterals.</p>

Structure	What works	What are the challenges
	<p>and promotion is the core function of the RTO, the cycle trails benefitted from a more integrated promotion of the trail with the overall marketing strategy and promotion plan for the entire region.</p>	

## Queenstown Trails



*Gibbston River Trails. Photo courtesy of Queenstown Trails and NZCT Inc.*

The *Queenstown Trails* is predominantly an easy Grade 2 ride with the exception of parts of Gibbston River and Jacks Point which were constructed prior to the Government initiative. The 120km trail is location based hub and spoke in the heart of Queenstown, making the trails accessible to users at various points in the trail. As an established international tourist destination, Queenstown has an established tourism infrastructure with a wide range of accommodation options, activities and experiences. The integration of the cycle trail has enhanced the experience in this tourist mecca. The Great Ride status was accorded to *Queenstown Trails* on 18 October 2012.

Queenstown Trails Charitable Trust (formerly Wakatipu Trails Trust) is the governance body of *Queenstown Trails*. The trust consists of eleven trustees representing a wide variety of sectors with a wide variety of experiences: tourism, landowner, insurance, business, Mayor, education and health, planner, developer, finance, engineering, law and DoC. The part-time, paid Trust CEO manages the trail with support from another part-time administrative staff.

Structure	What works	What are the challenges
<p><b>Trail governance</b></p> <p>The governance body is a Charitable Trust run entirely by volunteers from different fields with different skill sets and experience ranging from business,</p>	<p>The governance body has the right people, the right skills and the right experience; that these types of people are</p>	

Structure	What works	What are the challenges
<p>planning, education, health, legal, tourism, among others. The Mayor of Queenstown and a representative from the DOC also sit in the Governance Board.</p>	<p>available in the community and can readily be tapped into. The Trust has a clear mandate and provides leadership and clear direction for the development of the full potential of the trails.</p> <p>Queenstown Trails Trust has available resources and levers that can be tapped into when developing the cycle trails.</p> <p>Community and stakeholder engagement in the trails network is strong. There are over 900 Friends of the Trust, strong business support and buy-in including pro-active patrons.</p> <p>Strong local government connection and involvement where the local Mayor sits as a member of the Governance Board.</p> <p>The trust structure can leverage off existing grant funding and can receive funds from the philanthropic community and related philanthropic activities.</p>	
<p><b>Trail management</b></p> <p>A paid part-time CEO manages the Queenstown Trails. The role is responsible for off road and other cycling opportunities, financial investments, fundraising, part maintenance, local promotion of the trails, trail inspection, relationship building, community engagement, quality assurance, developing opportunities ie running of events like the Motatapu and protection of opportunities for the future.</p>	<p>The CEO is a very passionate individual who puts extra effort and time into making sure that the Governance Board is supported properly, key strategic relationships are built and opportunities are developed to maximise the full potential of the trails.</p>	<p>Volunteer fatigue and sustainability of a part-time work set up given the wide-ranging roles and responsibilities of the CEO.</p>



Structure	What works	What are the challenges
<p><b>Trail maintenance</b></p> <p>There is a Memorandum of Understanding (MoU) between the Council and the Queenstown Trails Charitable Trust for the former to maintain the trails. The Trust still contributes to the trails upkeep and inspection.</p>	<p>The existence of a binding MoU between trail partners for trail maintenance removed this responsibility from the Trust enabling it to concentrate on the more strategic role and function.</p> <p>The Queenstown Mountain Biking Club contributes thousands of hours voluntarily to develop and maintain single tracks and advocate for off-road cycling generally.</p>	
<p><b>Trail marketing and promotion</b></p> <p>Through effective lobbying from the Trust, Destination Queenstown, the Regional Tourism Organisation (RTO), has helped with promotion of the trails via their website, product directory and relevant families/media. Tourism New Zealand assists in marketing and promoting Queenstown as a tourism destination rather than cycling as an activity in Queenstown.</p> <p>The local (cycle) operators market the trails and a variety of specific packages to encourage trail use via the domestic and international channels.</p> <p>Queenstown Trails Trust markets the trail (not their core function) via its Official Partner Programme, website and social channels without any marketing budget but use leveraging to achieve this.</p> <p>Every business in Queenstown, around 1500 members, is a member of Destination Queenstown. Everyone has a voice and gets an equal chance of being promoted by the RTO.</p>	<p>Having the local RTO in charge of marketing and promoting the trails helps with a more integrated regional marketing and promotion strategy and plan. The local RTO also has existing budget, experience, resources and networks that could be leveraged in marketing and promoting the cycle trails.</p> <p>The Queenstown Pedallers assist with events, advocacy and often acts as the ‘eyes and ears’ of trail users on most days of the week.</p>	<p>There is still a need for a special interest group that will help with promoting cycling in Queenstown given the more than 170 tourism activities on offer. This is to ensure that cycling tourism continues to be a niche or a special interest opportunity rather than a ‘core’ activity, and that the local RTO will continue to conduct specific market research and promote the trails and the cycling opportunities in Queenstown.</p>

## Hawke’s Bay Trails



*Photo courtesy of Hawke’s Bay Trails and NZCT Inc.*

The *Hawke’s Bay Trail* is a 200km network of Grades 1 to 3 trails located in the Hawke’s Bay region. It is largely flat even grades and easy to ride any time of the year. The trails include three rides within the network over 200 km of flat, smooth trails. They run beside the Pacific Coast, up and down three major rivers and connect wineries and cafes close to Napier and Hastings. It has a hub and spoke design where a trail user can start and end at different sections of the trails. The Great Ride status was accorded to the trails on 4 November 2012.

During its inception, the project benefitted from a unified regional approach with strong support from Territorial Local Authorities, local iwi, businesses, local communities and other agencies. This strong relationship between and amongst the key stakeholders has been maintained. The governance, management, maintenance, and marketing and promotion of the trail are led by the Hawke’s Bay Regional Council. The marketing and promotion of the trails is led by its local Regional Tourism Organisation (RTO), the Hawke’s Bay Tourism.

Structure	What works	What are the challenges
<p><b>Trail governance</b></p> <p>A Steering Group composed of representatives from the Regional and City Councils,</p>	<p>The Regional Council, Hastings and Napier City Councils are all joined up and are supportive of the cycling trail from</p>	<p>Clarity around who has authority and mandate to govern ie provide leadership</p>

Structure	What works	What are the challenges
NZTA, Hawke's Bay Tourism and key individuals was set up during the built phase of Hawke's Bay Trails, the 'unified voice' for trail related matters.	management and maintenance to promotion. A new Hawke's Bay cycling strategy has been drawn up to have an integrated approach in developing and further maximising the benefits of cycling for the entire region.	and direction. While all council partners are supportive, there is need to identify where the responsibility lies and who is accountable. At present, it is not clear who has the overall responsibility within the regional council. Currently, the Regional Council's Engagement and Communication team currently leads the charge.
<b>Trail management</b>  The Engagement and Communications team of Hawke's Bay Regional Council is 'in charge' with trail related matters.	All three councils are working together to maintain their respective sections of the trail.	Stakeholders were not clear whether the Engagement and Communication team of the Regional Council has authority over the two partner city councils.
<b>Trail maintenance</b>  The two local councils (Napier City Council and Hastings City Council) and the Regional Council all maintain their own sections of the trail.	Regular funding is available from the regional and city councils to maintain the sections that cut across their jurisdiction.	Inconsistent maintenance of the trails due to lack of clear guidance and authority to direct what could and should be done in terms of trail maintenance.
<b>Trail marketing and promotion</b>  The Hawke's Bay Tourism, the local RTO, is in charge of marketing and promotion of the Hawke's Bay Trails.	The Hawke's Bay Tourism leads overall marketing and promotion of the trail, which is aligned with the overall marketing and promotion of the region.  Having the local RTO in charge of marketing and promoting the trails helps with a more integrated regional marketing and promotion strategy and plan. The local RTO also has existing budget, experience, resources and networks that could be leveraged in marketing and promoting the cycle trails.	

## Motu Trails



*The Dunes trails. Photo courtesy of Motu Trails and NZCT Inc.*

The Motu Trails is a 120km multi-grade trail (Grade 2 to 4 easy, intermediate and advanced) in the Eastern Bay of Plenty following remote rural roads and purpose built trails ranging from a family friendly ride along the dunes to the challenge of a reconstructed 19<sup>th</sup> century stock route carved into the steep rock gorges of the Pakihi stream. The different routes echo separate chapters of history dating back to the arrival of Pākehā then heralding the arrival of the pioneering farmers then horse drawn coaches and finally the motor car. It is a point-to-point, single journey designed trails. The trails can be accessed at any of the sections of the trails on a single or return journey. The Great Ride status was accorded to *Motu Trails* on 20 May 2012.

During the building phase of *Motu Trails*, four agencies - the Opotiki and Gisborne District Councils, Whakatohea Māori Trust Board and DOC- formed a strong relationship and advocated for the cycle trails to be built. After the construction of the trails was completed, these partner agencies disbanded and the 'governance entity' was dissolved. The asset was transferred to the local government and its management was embedded in their processes and was governed by the Local Government Act and annually subjected to audit.

The Motu Trails Charitable Trust was established to market and promote the trails. However, the Trails Trust is increasingly moving and needing to be the single point responsible for the coordination of trail activities.

Structure	What works	What are the challenges
<p><b>Trail governance</b></p> <p>The local government, as asset holder, is the <i>ipso facto</i> governance body for Motu Trails.</p>	<p>Opotiki District Council is highly engaged despite it being the poorest District Council in New Zealand, but it can only provide so much assistance due to resource limitations.</p>	<p>With the 'governance entity' during the building phase of the trail being dissolved after completion of the cycle trails, it may pay to review how this could be resurrected in some form to help with ongoing governance of the Motu Trails</p>
<p><b>Trail management</b></p> <p>Councils and DOC manage and maintain their own sections of the trail. There is also a Charitable Trust with volunteer trustees and part-time paid Trust Executive Officer (0.75 FTE). The Trust's remit is to help with trail marketing and promotion but is acting as the coordinator for the trails overall.</p>	<p>Having several highly skilled trustees with a keen Trail Manager who works more volunteer hours than paid.</p>	<p>There is a risk of volunteer fatigue and a risk of not gaining funds to deliver on core promotional tasks. While additional trust funding has been gained since the interview, the majority of the trust's funding has to be applied for on a case by case basis.</p>
<p><b>Trail maintenance</b></p> <p>DoC, Opotiki District Council (ODC) and to some extent, Gisborne District Council (GDC) is responsible for maintaining their respective sections of the trail. ODC and GDC levels of service are embedded in their Long term plans.</p> <p>Much of the trail is located on road which is maintained as a BAU, not a specific cost to the trail.</p>	<p>Opotiki District Council is committed to providing on-going funding for trail maintenance.</p>	<p>Funding is stretched. DOC and the Opotiki District Council had to re-prioritise existing budget for trail maintenance. Opotiki is one of the poorest district councils in New Zealand and while they are committed to support and maximise the economic potential of the trails, they have limited funds to contribute. DOC has limited funding to provide a visible level of service.</p>
<p><b>Trail marketing and promotion</b></p> <p>The Motu Trails Charitable Trust was formed in 2010 to progress marketing and promotion of the trails. The Trust is also in charge of the 'Official Partners' Programme</p>	<p>A charitable trust is able to leverage off funding from grant bodies and organisations like the Lions Club and other philanthropic organisations.</p>	<p>In a rural area like Opotiki, highly qualified and highly skilled people already volunteer in many other boards. This therefore impinges on their ability to deliver on their portfolio so the grunt of work ends up with the part-time Trail Manager.</p>

Structure	What works	What are the challenges
		<p>Funding applications and compliance with accountability requirements from grant bodies take a lot of time for so little money but this has to be done because funding from the council is stretched.</p> <p>May look at how to involve the local RTO more widely in marketing and promotions of the trails, and possibly review the role of the Trust and the Trail Manager (ie, providing specialist advise and local knowledge and support to the local RTO), and channel its focus into the overall management and coordination of trail activities.</p>

## Te Ara Ahi



*Photo courtesy of Te Ara Ahi Thermal by Bike and NZCT Inc.*

*Te Ara Ahi* is a 48km Grade 2 and 3 trail that covers a variety of roads passing through the geothermal areas of the Rotorua region. The original vision of *Te Ara Ahi* was to connect by bike a number of the iconic geothermal visitor attractions in the region. It was accorded Great Ride status on 25 August 2013.

A major organisational restructure in 2014 at Destination Rotorua, the local Regional Tourism Organisation, and the Rotorua Lakes Council affected the governance, management, maintenance and promotion of the trails. Destination Rotorua used to be the key asset holder and responsible for overall governance and management during the building phase of the trail. Its role was cut back and is more focused on promoting Rotorua as a tourism destination. At present, there is a renewed interest to look at maximising the potential of the trails. In the new Long Term Plan developed by the Rotorua City Council, additional resource was obtained and put into the trail maintenance. It is also currently seeking advice from NZCT Inc. on what model works in setting up a trust to manage the trails.

Structure	What works	What are the challenges
<p><b>Trail Governance</b></p> <p>Destination Rotorua used to be key asset holder and responsible for overall governance and management during the asset built. The function of Destination Rotorua was cut back. Its role is now more on the promotion of the Rotorua as a destination, not much to do with the governance, management and promotion of the cycle trails.</p>	<p>The local government has begun to renew their support to the cycle trails by including its development in the council’s long term plan. The development of the trails is now included in the council’s long term plan.</p>	<p>Leadership in terms of governance and management was lacking due to a major restructuring in both the regional and city councils. The restructuring resulted in losing the cycle trail champions. Maintenance of the trails was stopped. NZTA looked after hard infrastructures to a limited extent. Gravel sections were transferred to new parks group at the council. Very little other pockets of maintenance were done.</p>

Structure	What works	What are the challenges
<p><b>Trail management</b></p> <p>Rotorua City Council is looking to establish a trails trust to be responsible for maintaining the tracks and all types of off road networks.</p>	<p>The local government began to renew their support to the cycle trails by reviewing roles and establishing a Trail Trust that will look after the tracks and all types of off road networks.</p>	<p>Major restructuring in the council affected the trail management.</p> <p>Cycling champion moved elsewhere.</p> <p>Focus of Destination Rotorua became promotion of a destination so other functions were parked such as maintenance and overall trail management.</p>
<p><b>Trail maintenance</b></p> <p>The Sports and Recreation team of Rotorua City Council is responsible for infrastructure and maintenance needs of the cycle trails. The council is currently looking at employing a paid staff position whose role would include oversight of trail maintenance.</p>	<p>The local government began to renew their support to the cycle trails by providing funding for trail maintenance. There is also a dedicated team (the Sports and Recreation team) in the council now that is tasked to take responsibility for all trail infrastructure and trail maintenance.</p>	<p>The council is still in the process of identifying the appropriate structure and approach to use for trail maintenance. They are looking to establish a trust supported by seed funding from the council.</p>
<p><b>Trail marketing and promotion</b></p> <p>Marketing, promotion and partnership around the trail would still remain as a function of the council but need to clarify which arm – Destination Rotorua or Parks and Recreation.</p>	<p>The local government began to renew their support in marketing and promoting of the cycle trails. Active involvement of Destination Rotorua (DR) in marketing and promoting the cycle trails is being encouraged due to its existing and established relationship with partners via its existing partnership programme. DR has about 25 per cent of its funding from partnership funds. They have an existing commercial relationship and have the opportunity to leverage even more.</p>	<p>The council still needs to clarify the role Destination Rotorua will play in trail marketing and promotion.</p>



## Hauraki Rail Trail



*Biking Owharoa falls. Photos by NZ Cycle Trails Inc.*

The *Hauraki Rail Trail* is a two day, 80km Grade 1 and 2 cycle trails using an abandoned railway system in the Hauraki Gulf plains and the Coromandel Peninsula. It follows existing stop banks and railway formations and therefore the alignment and gradient is generally flat and smooth. It is suitable for non-cyclists and beginner cyclists. The Great Ride status was accorded to Hauraki Rail Trails on 5 May 2012.

The Hauraki Rail Trail Charitable Trust was formed in 2012 by the three participating Councils to take over responsibility for the Rail Trail. The three partner Councils are: Hauraki, Matamata-Piako and Thames-Coromandel District Councils. The Charitable Trust is made up of six trustees, three appointed by the Councils (one each) and three Iwi trustees. The trustees are to be selected according to their skills and experience based on business/tourism experience, understanding of governance issues and of tikanga Māori.

The Great Cycle Rides New Zealand trading as Hauraki Rail Trail runs the day-to-day operations of the trails including the centralised booking system, trail inspection and marketing and promotion. Marketing and promotion, particularly to the international market, is done with Destination Coromandel and Tourism New Zealand. The Charitable Trust gets five per cent commission to assist with funding its costs.

Structure	What works	What are the challenges
<p><b>Trail governance</b></p> <p>The Hauraki Rail Trail Trust is made up of six trustees, three of whom are appointed by the three iwi and one each by the three partner councils (Hauraki, Matamata-Piako and Thames-Coromandel District Councils)</p>	<p>Active involvement of the local government in the governance body.</p> <p>It is acknowledged that the current governance board is not adequately supported and there is a strong interest to get the governance body in order.</p>	<p>Multiple partner agencies and councils are difficult to manage. It is sometimes difficult to work on a shared common goal.</p> <p>On paper, the Charitable Trust is responsible for the governance and management, trail promotion and future development, stakeholder relationships and communications, and financial management and funding. However, this has not been the actual case. Clarity around the role of the Charitable Trust is needed.</p> <p>There are no clear criteria as to who gets nominated into the governance board. This needs to be more transparent.</p>
<p><b>Trail management</b></p> <p>A part-time paid staff member is responsible for managing the trail.</p>		<p>Trail governance and management are not closely linked. The role of the part-time staff is more administrative in nature compared to other cycle trails where the trail manager has a more strategic role ie, supports the Governance Board in generating opportunities for the cycle trails and strategic relationship building to maximise the social and economic potentials of the cycle trails.</p>

Structure	What works	What are the challenges
<p><b>Trail maintenance</b></p> <p>Hauraki, Matamata-Piako and Thames-Coromandel District Councils contribute funds for maintaining the trail, with Hauraki District Council contributing more. As of 1 July 2016, responsibility for the maintenance of the trail rests with the Hauraki District Council with funding being provided by the three partner councils. This responsibility has been taken off the Trust.</p>	<p>Ongoing funding from the three participating district councils is available for the maintenance of their respective sections of the cycle trails.</p>	<p>Lack of funding for trail development and improvements ie, tree planting and trail signage and markers.</p>
<p><b>Trail marketing and promotion</b></p> <p>Marketing and promotion of the trail is centralised through the Great Cycle Rides Limited (Hauraki Rail Trail), a company that was formed after a public tender process organised by the Hauraki District Council in 2012. Hauraki Rail Trail works with Destination Coromandel who in turn works with Tourism New Zealand in marketing the trails internationally.</p> <p>Hauraki Rail Trail is also responsible for managing the centralised booking system of trail activities, tour guides, accommodations and shuttle bus services.</p>	<p>Involving Destination Coromandel, the local RTO, in promoting the trails internationally.</p>	<p>Need to clarify the marketing and promotion role of the Hauraki Rail Trail Trust with that of the Hauraki Rail Trail.</p> <p>Need to review the overall role of the Hauraki Rail Trail including the booking commission arrangement and perceived conflict of interest.</p>

# Appendix 2: Methodology

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## Introduction

This section describes in detail the methodology used in the evaluation. A summarised version is contained in the main body of the report (refer to [page 12](#)).

## Project planning and design

A needs assessment was undertaken to discuss how the evaluation would be useful to the key stakeholders and to inform the overall evaluation design.

Using the RUFDATA<sup>6</sup> tool, the evaluation team met with NZ Cycle Trail (NZCT) Inc. Board Chair and Project Manager, MBIE Tourism Policy team and cycling trail managing expert Jonathan Kennett to discuss the direction and focus of the evaluation based on their respective needs and current work programmes.

## Evaluation approach

Through the needs assessment, the following evaluation objectives were identified:

- Assess the regional economic contribution of the NZCT;
- Assess the economic and social, health, environmental, cultural and other related benefits to affected communities;
- Identify key success factors concerning best practice that can be used as guidelines for effective management of the NZCT programme.

In addition, the evaluation approach was informed by the intervention logic developed for the programme. It has also helped frame the following key evaluation questions.

- 1) To what extent has the NZCT contributed to the regional economic development and growth particularly in terms of employment, business and revenue?
- 2) To what extent has the NZCT contributed to economic outcomes as well as positive social, health and cultural outcomes among the community?
- 3) What works best for whom, under what conditions, and why? What lessons can be learnt around setting up and the governance of the project at different levels? What could have been done differently?

A mixed method approach was used in evaluating the NZ Cycle Trails. This made use of both qualitative and quantitative approaches. Three different methodologies were used to address the key evaluation questions.

Statistics New Zealand's microdata, in particular, the Longitudinal Business Database (LBD) was earlier envisaged to assess the extent to which NZ Cycle Trails had contributed to the regional

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<sup>6</sup> Developed by Saunders (2000), RUFDATA is an abbreviation for the key questions asked of key stakeholders at the initial stages of the evaluation, particularly when drafting an evaluation plan. R stands for Reason for the evaluation, U for Use, F for Foci/Focus of the evaluation, D for DATA or evidence of the evaluation, A for Audience of the evaluation, T for Timing, and A for Agency conducting the evaluation.

economic development and growth in employment, business and revenue. However, the study was cut short due to unavailability of data in the datalab environment. Usable data was only available until 31 March 2013. Since most cycle trails were completed in 2013 and beyond, the impact of the cycle trails would have only been visible from 2014 and beyond. Due to this timing issue, the LBD analysis was unable to generate meaningful analysis of the regional contribution of the cycle trails. A refresh of the analysis could be undertaken at a later date when the database has been updated to 2015 or later data.

The second evaluation approach used was a cost benefit analysis that also included an analysis of the social contribution of the cycle trails. This study was undertaken to assess the economic as well as the health, social and indirect impacts of the cycle trails. The study was commissioned to an external expert. Detailed discussion of the methodology can be read from the cost benefit analysis report itself, which should be read alongside this full evaluation report.

Then a case study methodology was used to investigate the operations and management of the NZCT programme. Interviews with stakeholders also provided anecdotal evidences around the social and economic benefits of the trails. The success case methodology (SCM) was used to help identify and select the cases visited. SCM was useful for uncovering what was working and what was not as a guide for change. It involved determining what 'success' or 'failure' may look like. A small number of case sites were then visited to explore important success factors and their inter-relationships. Lessons learned from governance and management at trail level could be used by other trails to work out what would work best for them.

### **Document review**

All the foregoing methods were supported by desktop analyses. Documents such as trail feasibility studies, implementation plans and trail reports, survey data (International Visitor Survey data, NZCT Inc. trail user survey data), project management reports, briefing papers and trail websites information were analysed to better understand the initiative and inform the focus of the evaluation. These documents were also used to inform the interview guide for the key information interviews.

The main data sources used were:

- Longitudinal Business Database (LBD) and meshblock census data;
- NZCT Inc. Warrant of Fitness of Trails (WoF) data;
- Existing NZCT Inc. survey of cycle trail users;
- Trail counters;
- International Visitor Survey (IVS) data; and
- Stakeholder interviews (ie NZCT project managers, Tourism policy staff, NZCT Inc. staff, relevant regional council staff, Tourism New Zealand, NZ Transport Agency and Department of Conservation.

## Case study

The case study methodology was used to investigate the operations and management of the programme. The interviews with stakeholders also provided anecdotal evidences around the social and economic benefits of the trails. The success case methodology (SCM) was used to help identify and select the cases visited.

In addition to the five areas of success, consideration was also made on whether the trails were located in rural or urban area, nature of their governance and management structure (ie the existence of a body that has the trails as its purpose of existence or a dedicated person in the local council whose main role is to look after the trails). The selection of trails to visit was also informed by Jonathan Kenneth, NZ Cycle Project Manager and NZ Cycle Trails expert.

Of the 22 existing Great Rides, six trails were selected, as follows:

1. Otago Central Rail Trail (Central Otago)
2. Queenstown Trails (Queenstown)
3. Hawke’s Bay Trails (Hawke’s Bay)
4. Motu Trails (Opotiki/Gisbone)
5. Te Ara Ahi (Rotorua)
6. Hauraki Rail Trail (Coromandel Peninsula)

## Key informant interviews used in the case studies

The Research and Evaluation team visited the selected trails. There were a total of 31 formal interviews conducted and a greater number of informal interviews. Semi-structured interviews were held with representatives from the local councils, trail managers, Board of Trustees and Chief Executives of Trusts, business owners and operators and key stakeholders from central government agencies (NZ Transport Authority, Tourism New Zealand and Department of Conservation). Interviews with NZCT Inc.. Board and Project Manager as well as MBIE Tourism Policy were also undertaken. A greater number of informal interviews were held with businesses and operators, domestic and international trail users and community members when visiting the six trails.

Interviews were generally held at workplaces and at times, in places most suitable for the interviewees. A semi-structured interview guide was used during the interviews and interviewees were tape-recorded with their consent.

Below were the steps and a description of the activities undertaken by the evaluators.

Step	Activity
1. Planning process	<ul style="list-style-type: none"><li>• Developing the interview guide and sending it to stakeholders for feedback and sufficiency of coverage and areas that the evaluation may need to focus on.</li><li>• Selecting the cycle trails for the case visit – Success Case Method (SCM) was used to select from the 22 Great Rides six cycle trails being selected based on the following criteria:<ul style="list-style-type: none"><li>○ Trail use (eg number of people using the trail)</li></ul></li></ul>

		<ul style="list-style-type: none"> <li>○ Trail experience (eg number of events held, level of satisfaction with trails, maintenance of trail)</li> <li>○ Trail ownership and governance (trail has a dedicated employee or a dedicated trust)</li> <li>○ Partnership and on-going funding (existence of ongoing partnerships with business and community groups, existence of funds for ongoing maintenance)</li> <li>○ Social and economic impact (based on advice of trail managing expert)</li> </ul> <ul style="list-style-type: none"> <li>● While not a key criteria, the trails selected were also a mix of urban and rural trails.</li> <li>● The five success criteria were also used as the key areas used in designing the interview guide.</li> </ul>
2.	Data collection	Two members of MBIE Research and Evaluation team used face-to-face interviews with interviewees were undertaken. The interviewees were informed of their rights prior to the interview and were requested to sign a consent form before the interview commenced.
3.	Data analysis	Content analysis using a thematic analysis approach was used to analyse the fieldwork notes. The five success criteria used in the Success Case Method when selecting the trails for the case visits were also used as the analysis framework.
4.	Report Writing	Information collected is presented as aggregated results and quotes are attributed anonymously to maintain confidentiality of participants. Anecdotal stories on the economic and social benefits of the cycle trails gathered from the qualitative study were integrated into the findings of the cost benefit analysis.

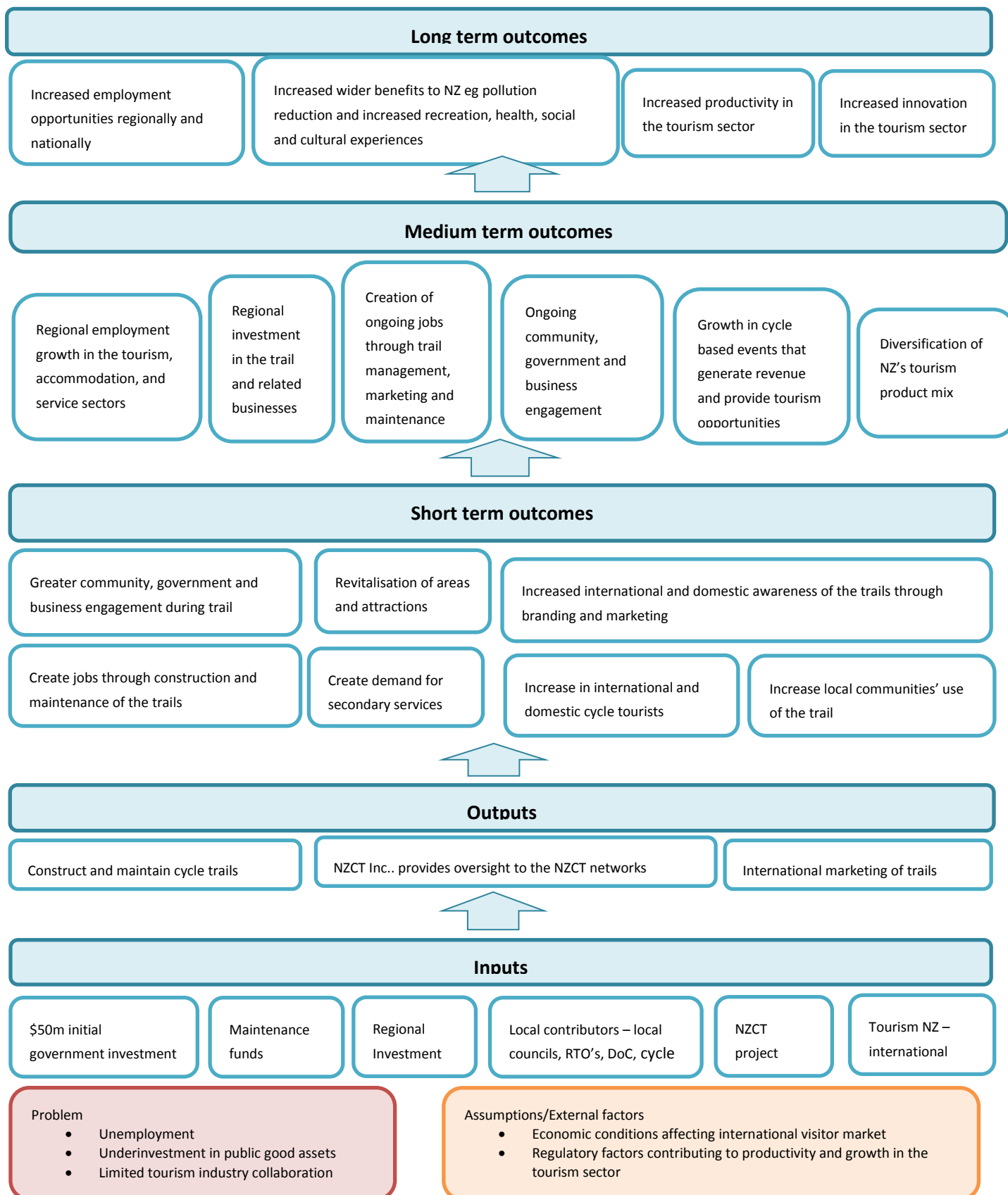
### **Cost benefit analysis**

It is recommended that the full report should be read as detailed discussion of the methodology is discussed in each section of the report.

### **Overall evaluation report**

Findings from these different methodologies were synthesised into an overall evaluation report by the Research and Evaluation Team, Ministry of Business, Innovation and Employment.

# Appendix 3: NZCT Intervention Logic





## Appendix 4: Start Date and Official Opening of the Great Rides

NZ Cycle Trail	Location	Year started	Year completed
<i>North Island</i>			
Twin Coast Cycle Trail	Northland	2010	First section, 2011
Hauraki Rail Trail	Hauraki/Coromandel	2010	2011
Motu Trails	Bay of Plenty	2010	2012
Waikato River Trails	Waikato	2009	2011
Te Ara Ahi Thermal By Bike	Rotorua	2010	2013
Hawke's Bay Trails	Hawke's Bay	2010	2012
Great Lake Trail	Taupo	2011	2014
Mountains to Sea Trail	Ruapehu	Mostly open in 2010	2012
The Timber Trail	Waitomo	2010	2013
Rimutaka Trails	Wellington	1984	2014
<i>South Island</i>			
Dun Mountain Trail	Nelson	2010	2011
Tasman's Great Taste Trail	Nelson Tasman	2010	Stage 1, 2014
The Old Ghost Road	West Coast	2010	2015
Queen Charlotte Track	Marlborough Sounds	1989	1992
West Coast Wilderness Trail	West Coast	2010	2015
St James Cycle Trail	Hanmer Springs	2009	2010
Alps 2 Ocean Cycle Trail	North Otago	2010	2017
The Queenstown Trail	Queenstown	2010	2012
Otago Central Rail Trail	Central Otago	1993	2000
Clutha Gold Trails	Central Otago	2010	2013
Roxburgh Trails	Central Otago	2010	2013
Around the Mountains	Queenstown	2013	Stage 1, 2014

Source: MBIE Tourism Policy

# Appendix 5: Case Study Selection Criteria

In selecting cases for the success case method analysis, the Research and Evaluation Team developed five areas of success with indicators, measures and relevant information sources for each. The intent was to determine what 'success' or 'failure' might look like and identify trails exhibiting evidence of success or failure. These five areas were: trail use, trail experience, trail ownership and governance, partnership and on-going funding and economic and social impact.

Below were the criteria used with indicators, measures and sources of data.

## Trail use

Indicator	Measure	Source
Number of people using the trail	Increase in use of trail by X% (seasonally adjusted and proportional to the trail investment)	Trail counters  Trail Management reports (NZCT and MBIE Tourism Policy)

## Trail experience

Indicator	Measure	Source
Number of events held each year	At least one per year	Trail and NZCT websites
Level of satisfaction with trail	80% satisfied or very satisfied	Trail survey
Maintenance of trail	No known problems in the trail that is holding them back from achieving their full potential	Trail warrant of fitness reports  Trail inspection reports

## Trail ownership and governance

Indicator	Measure	Source
Have a dedicated employee	One employee dedicated to work on trail	NZCT Project Manager
Trail has dedicated trust	Trust established with trail as purpose for existence	Trail website

### Partnership and on-going funding

Indicator	Measure	Source
Existence of ongoing partnerships with business and community groups	At least one major ongoing partnership	Trail and NZCT websites
Existence of funds for ongoing maintenance	Ongoing incoming funds greater than cost of maintenance	Trail Managers
Established mechanism to obtain donations and funds	Has a donation collection site online or on trail	Website

### Economic and Social Impact <sup>7</sup>

Indicator	Measure	Source
Number of businesses in 2.5km radius of trail increased	Increase higher than regional average	CBA analysis Trail User Survey/Business Survey
Number of people employed in 2.5km radius of trail increased	Increase higher than regional average	CBA analysis Trail User Survey/Business Survey
Revenue has been generated by trail	Evidence of positive fiscal impact	CBA analysis
Positive social impact has been generated by trail	Evidence of positive social impact	Cost Benefit Analysis

<sup>7</sup> The source of information for this criterion when selecting the case study trails was managing expert Jonathan Kennett.

# Appendix 6: NZ Cycle Trail Evaluation Consent Form

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## What is this evaluation about?

The evaluation of the NZ Cycle trails aim to:

- assess the regional economic contribution of the cycle trails;
- assess the social, health, environmental, cultural and other related benefits to affected communities, and
- identify key success factors concerning best practice that can be used as guidelines for effective management of the NZ Cycle trail programme.

A mixed method approach is being used to meet the objectives of the evaluation. These methods include the case study approach which aims to take a detailed look at selected cases to understand what works best for whom, under what conditions, and why/how, and also understand the lessons to be learned around the setting up and governance of the project at all levels, and what could have been done differently.

## What does this study mean for you?

You have been involved and/or affected one way or the other by the establishment of the cycle trails. We would now like to talk to you in person to find out more about your experiences and views around trail use, trail experience, trail ownership and governance, partnership and on-going funding, economic and social impact and overall success (or not) of the trails. The interview will take about 60-90 minutes.

## What are your rights?

You have rights in this study:

- If you do not want to take part in the interviews you don't have to.
- No one, except the Research and Evaluation team, will know what you have said – your name won't be used in any reports.
- You don't have to answer any question you don't want to and you can stop the interview at any time.
- The information you give us will be stored in a safe and secure place and will be destroyed four years after the research is completed.
- If you decide that you no longer want to be part of the study you can ask for your information to be taken out within two weeks of doing the interview.
- You can check the notes taken during the interview. You can do this during the interview or as soon as you have finished the interview.
- We would like to tape record your interview if you agree. This is to make sure we take down all the information you tell us.

Tick the boxes you agree with below:

I understand the information above and know my rights in this study. I understand that I do not have to be part of this study if I don't want to.

- I understand that I don't have to answer any question I don't want to and can stop the interview at any time.
- I agree to take part in an interview.
- I agree to the interview being tape recorded.
- I would like to hear about the study after it is finished.

My name: \_\_\_\_\_

My Email Address: (If you would like to receive a summary of the report, this is where we will send it) \_\_\_\_\_

My signature: \_\_\_\_\_

The date: \_\_\_\_\_

#### **Who can you contact if you would like to find out more about the evaluation?**

If you have any questions about this evaluation, please contact Matilde Tayawa Figuracion or Cath Taylor at the Ministry of Business, Innovation and Employment.

#### **Matilde Tayawa-Figuracion**

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#### **Cath Taylor**

Phone 04-9011586  
Mobile 021 800 009  
Email [cath.taylor@mbie.govt.nz](mailto:cath.taylor@mbie.govt.nz)

# Appendix 7: NZ Cycle Trail Evaluation Case Study Interview Guide

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## *Introduction*

- Introduce MBIE Research & Evaluation Team, evaluation objectives and key evaluation questions
- Provide a quick overview of the project stages and highlight the purpose of the case study visits and timing:
  - What works best for whom, under what conditions, and why/how?
  - What lessons can be learned around setting up and governance of the project at all levels, and what could be done differently?
- Clarify that the discussion will not focus on commercially sensitive information
- Advise that we would like to record discussions and provide assurance that all comments in the report will remain anonymous.
- Any questions before we get started?

## *Trail Use*

- Describe current use of the trail
  - Who uses it (international/domestic/tourists, locals, cyclists/walkers, others, other markets etc)
  - How the trail is used (entry points, directions, volumes, peak seasons/months/days/times)
  - Do users stay overnight on the trail, in the area or elsewhere
  - Current/anticipated patterns of day vs overnight users
- What geographical area is affected by the trail in terms of
  - Economic impact? Just the immediate area (2.5km radius, 10km radius, 20 or more km radius)
  - Other impacts (for example environmental, social etc.)?
  - Any outside or new operators entering the local market in response to the trail development?
  - What is future use of the trail likely to look like?
  - What is anticipated in terms of use and user characteristics?
  - How do you see the trail evolving and maturing over time?

## *Trail Experience*

- Number of events held each year – how many events held each year, who are involved, what impact (economic and social impacts) this/these event(s) may have had? If none, why?
- Level of satisfaction with trail – How satisfied are the trail users with location of the trail? How about the design of the trail? Overall trail experience? Why?
- Maintenance of trail – Who are involved in the maintenance of the trail? What is the average cost per km to maintain? Who pays for maintenance? Any known problems in the trail that is holding you from achieving its full potential?

### *Trail ownership and governance*

- Do you have dedicated employee that is looking after the trail? How helpful or not is this?
- Is there a dedicated trail trust that is looking after the trail? How helpful or not is this?

### *Partnership and on-going funding*

- Is there an existing on-going partnerships with business and community groups? What is this? How was this developed?
- Is there an existing arrangement for on-going maintenance, including funds? If yes, what is this? How was it developed?
- Is there an established mechanism to obtain donations and funds? How was this established?

### *Economic and social impact*

- What are the current or expected outcomes of the trail for the community? Has or will...
  - Stimulated the economy?
  - Stimulated community involvement?
  - Stimulated pride, sense of belonging, general 'good will'?
  - Stimulated event activity?
  - Provided recreational benefits to the local community?
  - Provided commuter (active transport) benefits to the local community?
  - Stimulated regional and business investment?
  - Increased jobs in the area?
    - Construction
    - Post construction
    - Temporary/short-term jobs vs permanent/long-term employment
    - Expectations for the future
  - Led to new businesses or expansion of existing businesses?
  - Increased high value tourism (cycle tourism)
  - Increased in regional profile?
  - Increased in regional branding and marketing?
  - Stimulated collaboration between business and local government and/or the community?
- Any other benefits? Unintended consequences?
- Do you see or expect any problem/impediments/costs to the community?
- What would be needed to overcome these or to realise further benefits of the trail, including greater market demand?
- Any views on how the NZCT brand increased awareness about NZ as a cycling destination?

### *Overall success (or not) of the trail*

- What was used that worked? How? With whom? When? Under what circumstances? What was not helpful?
- What results were achieved? What is the measurable difference? How do you know – what evidence?

- What good did it do? What was achieved? Why was that important? What negative outcomes were avoided?
- What helped? What contributed to the success?
- Suggestions – what might have increased the level of success even further?



# Appendix 8: NZ Cycle Trails Evaluation Case Study Information Sheet

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Kia ora,

As you may be aware, the Research and Evaluation Team the Ministry of Business, Innovation and Employment (MBIE) are conducting an evaluation of the New Zealand Cycle Trails.

## Project Objectives and Key Evaluation Questions (KEQs)

The key objectives of the evaluation are to:

- Assess the regional economic contribution of the NZCT;
- Assess the social, health, environmental, cultural and other related benefits to affected communities; and
- Identify key success factors concerning best practice that can be used as guidelines for effective management of the NZCT programme.

Three streams of work will aim to provide answers to the evaluation objectives. These are:

1. Analysis of regional impact using the Longitudinal Business Data (LBD) in the Information Data Infrastructure (IDI), a massive data infrastructure about business performance;
2. Social Cost Benefit Analysis to investigate not only the economic benefits but also intangible benefits of the cycle trail; and
3. Case Study of selected trails to understand best practice around trail management and governance.

## The Case Study Visits

The aim of the case study visits is to take a detailed look at selected cases to understand what works best for whom, under what conditions, and why/how, and also understand the lessons to be learned around the setting up and governance of the project at all levels, and what could have been done differently.

We have selected six cycle trails to visit using various criteria of success. We hope to be able to have in-depth discussion with you and other key stakeholders around the following:

- Trail Use
- Trail Experience
- Trail Ownership and Governance
- Partnership and on-going funding
- Economic and Social Impact
- Overall success (or not) of the trail

A separate Interview Guide is included for your perusal, reference and guidance.

The interview will take about 60-90 minutes. We will endeavour to visit you at your workplace or a place that is most convenient for you. We hope to be able to record the interview (with your agreement) to help with our analysis. We will ensure that we follow ethical considerations as discussed below.

## Ethical considerations

The Research and Evaluation (R&E) Team undertaking the case visits are members of either the Aotearoa New Zealand Evaluation Association (ANZEA), the Australasian Evaluation Society (AES) or the American Evaluation Association (AEA). The R&E Team will adhere to the Evaluation Standards of these professional evaluation groups.

The evaluation will be conducted in accordance with the ANZEA and AES guidelines for the ethical conduct of evaluations.<sup>8</sup> Given the evaluation will have some Māori components to it, we will also ensure that appropriate measures are undertaken to respond to Māori ethical issues.

We will ensure that all participants in the evaluation undertake their participation voluntarily and explicitly, and without threat or undue inducement, indicate their willingness to participate in the project.

Prior to interviewing, we will provide participants with a consent form. At the outset of interviews we will talk participants through the consent form to ensure that they are aware of: the kinds of information to be sought, the procedures that will be used to assure confidentiality; the option to decline answering any question and the option to withdraw from the interview at any time.

We will ensure we protect participant confidentiality and privacy through informed consent and the responsible use of information (including appropriate policies regarding information storage, storage timeframes and disposal protocols).

All contact details and personal information gathered for the evaluation will be confidential to the project team. Participants' identities will be kept confidential unless their roles are so singular as to make such anonymity impossible. In these cases, participants will be advised that they could be identified and given the opportunity to review their contributions before inclusion in any reports.

## Key contacts:

If you have any questions before and after our visit, please contact:

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<sup>8</sup> [www.aes.asn.au/about/Documents%20.../code\\_of\\_ethics.pdf](http://www.aes.asn.au/about/Documents%20.../code_of_ethics.pdf)

# Appendix 9: Formula Used in Estimating Visitor Numbers from 2015 NZCT Raw Data

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Prepared by Jonathan Kennett, 16 June 2016

From the raw data I have calculated the number of individual users and the number of user days.

Obvious errors in the raw data have been corrected.

For user days I have estimated the average time taken to ride a trail (ie, for the OCRT 3.5 days. Formula for each trail are given below.

*Numbers in italics are estimates.*

This has not yet been reviewed by the trails.

Comparisons between trails are not reasonable because they have different numbers of counters and some are close to population centres, while others are not. For example, the Hawke's Bay Trail has a counter on Marine Parade which is very close to Napier playgrounds, swimming pool, bike hire, i-SITE and aquarium, etc. The Great Taste Trail on the other hand does not have a counter on the Railway Reserve Path, which would be used by more people than any of their other section. The same goes for Mountains to Sea (no counter on the trail leading to town) and the Rimutaka Cycle Trail (no counter on Petone Foreshore) and Otago Central Rail Trail (no counter near Alexandra).

Therefore, some trails are not counting short trips on their most popular sections of trail (there are more notes on this point at the end).

## Formula

I have extrapolated from the raw data based on my knowledge of where the counters are and how people are using the trail.

**Twin Coast:** Data is sum of two counters which are on unconnected sections of the trail, therefore multiply by 0.75 to estimate visitor numbers (estimate half the users are doing both sections).

**Hauraki Rail Trail:** There are three distinctive legs: Thames to Paeroa, Paeroa to Waihi and Paeroa to Te Aroha.

For users:

Thames to Paeroa, multiply Kopu by 0.95 = 10,751.

Paeroa to Waihi, multiply Karangahake Bridge (actually C7, not C8) by 0.55 . I've also corrected C7 data for Sept by halving it. Total count for users = 58098.

Paeroa to Te Aroha, multiply D3 by 0.95 = 13,039

Total users = 81,888.

Multiply by 1.2 to obtain user days = 98,265

**Waikato:** How many counters do they have? I estimate 4. There would be a high percentage of day visits – est 50% (20667 users) and the other counts are getting one person four times (therefore 5166). Total = 25,833.

**Motu Dunes Trail:** Has two counters and I estimate 80% of the users will be going there and back and are therefore being counted four times. The remaining 20% are being counted twice. Therefore multiply the data by 0.3 to estimate user numbers. All users travel through Dunes in one day.

**Motu Pakihi Track** has two counters and estimate all users are counted twice. All users ride Pakihi in one day. I used 2016 data for Q1 as 2015 Q1 data was all over the place.

**Te Ara Ahi:** Three counters.

Hemo Gorge: assume 90% of Hemo Gorge users riding both ways to access MTB Park.

Therefore multiply by 0.55.

Counter at Waimangu is unreliable. 2015 data was ignored.

Waiotapu: Counter data for Waiotapu is good for three months. I have estimated the rest of the year. Numbers riding there and back at this location I estimate to be only 20%. Therefore multiply by 0.9 to only count that 20% once. Therefore, approximately 1000 people are probably riding the full trail.

**Timber Trail.** I have only used the counter data from Hut No 10. As this is in the middle of day two it is unlikely to get users going past it twice, those numbers would be offset by people doing day trips from Pureora. Most riders do this trail in two days.

**Taupo Great Lake:** They have 5 counters. The data is the sum total of the counters. They have three distinctive sections of trail: Waihaha, Orakau, and W2K.

Waihaha: take Waihaha counter, subtract 800 as one way trips, divide the remainder by 2, then add 800 back. 2015 total is 3200

Orakau: multiply by 0.8 to remove double counts. 2015 total is 8622.

W2K: every user will be passing both counters, or one counter twice. Therefore add both counter data and divide by two. 2015 total is  $25251 + 14199 = 39,450$  divided by 2 = 19,725

To get total users we can assume that 800 users (the boaties) on Waihaha are doing W2K, and perhaps 50% of Orakau Riders (4311) are doing W2K. Therefore total users is  $19,725 + 800 + 4311 = 24,836$ .

As virtually no riders are staying overnight on the trail the number of users = the number of days.

**Mountains to Sea:** Has 5 counters, but providing intermittent data.

We have Bartrums counter throughout 2014 providing fairly reliable data for those riding to Bridge to Nowhere. Total is 2322.

We have a Jan 2014 count for Old Coach Road. 4182.

We do not have any counts for the Whanganui end. There will be thousands using the riverside trails (locals and visitors). Therefore we are undercounting for the trail as a whole.

The data for Bridge to Nowhere is probably counting canoers and jet boaters walking up from the landing and back, so I will ignore that data.

Add Bartrums to Old Coach Road and an estimated 2500 for Fishers Track to get a conservative total of users. Assume 50% of Bartrums are doing the whole trail (=1161) and averaging 3 days.

**Hawke's Bay Trails:** HBRC has 9 counters, but they just use the total of the Marine Parade counter as an estimate of total users. I have analysed the data for January and concluded that

their estimate is conservative. A more accurate estimate of users is obtained by multiplying the Marine Parade data by 1.11.

The number of user days is the same as the number of users because this is a small network with counters on every section, however, many of these 'days' are only short trips of 2-4 hours.

**Rimutaka Trail:** There are three counters on the popular Hutt River Trail and two on the Rail Trail. There are no counters on the Wild Coast.

For Hutt River Trail use the Country Lane counter located between Lower and Upper Hutt to get total number of users. Correct Jan count subtracting 10,000 and estimate missing data for Sept and Oct as 4000 counts each.

On Rimutaka Rail Trail, correct March Tunnel by estimating it was 5000. Correct Aug Tunnel by estimating it was 4000. Correct Nov Tunnel was closer to 2276 (certainly not 6276).

Use Country Lane counts as estimate of total number of users on Hutt River Trail (the counter is in a remote area and very few people ride this section of trail two ways). Total = 57,411.

For Rail Trail assume half the users are riding through, and half are doing return trips. Therefore multiply corrected total of 47441 by 0.75 = 35,580.

For the Wild Coast, use DOC data, assume two thirds are doing return trips, and therefore multiply by 0.6. Note that the Jan number is exceptionally high because this section was only opened the previous November.

#### User numbers

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Hutt	7216	7013	6216	2366	3940	4631	4310	3360	4000	4000	4728	5631
Rail	3144	1910	3750	5042	2881	2658	3328	3000	2811	1627	4707	1632
Wild	1088	402	447	532	245	196	150	120	150	196	501	731

User Days will be less as this is a two day trip but we are getting data from three counters. Therefore multiply users by 0.9.

**Queen Charlotte Track:** I have entered only the data from the Ship Cove plus the mountain bike data for Anakiwi during Dec, Jan and Feb. which is when Ship Cove is closed to mountain bikes.

For user days, multiply user numbers by an average of 3.

**Dun Mountain Trail:** I have seen no raw data for this trail, so I have used Antong's data.

**Great Taste:** They have 7 counters, and several local populations feeding into the trails throughout its length.

Whakatu Drive: Assume 50% are riding two ways. Multiply 76,729 counts by 0.75 = 57,546 users.

Wairoa Bridge, Brightwater: Assume 80% are riding two ways. Multiply 31,514 by 0.6 = 18,908 users.

Totara Grove, Wakefield: Assume 20% are riding two ways. Multiply 13,492 by 0.9 = 12,143 users.

Waimea Inlet, Richmond: Assume 50% are riding two ways. Multiply 51,294 by 0.75 = 38,470 users.

Aporo Road, Tasman: Assume 10% are riding two ways. Multiply 20,000 by 0.95 = 19,000 users.

Kaiteriteri Road: Assume 20% are riding two ways. Multiply 21,823 by 0.9 = 19,640 users.

To estimate the total number of individual users is challenging on this particular trail. Some users are doing the whole trail and therefore being counted 6 times. Other users are riding past just one counter. And there will be many users doing short rides (especially between Nelson and Stoke, in Rabbit Island and around Motueka), who are not being counted at all.

For the purposes of this report, it is reasonable to assume that most users are riding either to/through Brightwater or they are riding around Waimea Inlet, or they are commuters riding Whakatu Drive to Nelson. There will also be a significant number doing rides between Mapua and Kaiteriteri. Here is a formula that I propose is used to obtain the number of individual riders doing rides longer than 2 hours: Wairoa Bridge users + Waimea Inlet users + 50% of Whakatu Dr users + 50% of Kaiteriteri Road users. The user total for 2015 = 95,971.

As the distances between counters is short, use the same number as an estimate of user days.

**St James:** Three counters on the trail: Saddle Spur is in the middle and indicates number of people doing the full trail taking an average of 1.5 days. I have multiplied this number by 4 to include the number of users doing the Homestead Loop at the end of the St James.

**Old Ghost:** Data is sum of two counters, multiplied by 0.55 to estimate visitor numbers because most but not all users are riding all the way though and some are flying in and only being counted once (actually I doubt that 10% of users are flying in, so this may be a small overestimation, but it is the formula OGR Trust is using). Note that most users are spending **two days** on the trail.

The trail was fully opened in Dec 2015. Data counts for 2016 Q1 are up by 96%.

**West Coast Wilderness Trail:** WDC has 6 counters between Taramakau River and Ross. Also, GDC has counters between Greymouth and Taramakau River. There are very high numbers of Greymouth recreational users doing day trips, and moderately numbers just doing day trips around Kaniere Water Race.

Total counts are Watsons Creek Counter (GDC) plus Wards Road (WDC)

Total users derived from the total data multiplied by 0.667.

Total days derived from estimate that one third of the users are doing the full trip and taking an average of 3 days. Therefore, multiply individual user count by 1.667.

**Little River:** It is not yet a Great Ride and we have no data.

**Alps 2 Ocean:** 13 counters! The data is strongly weighted by Oamaru local riders at Saleyards Road. Also estimate 20% day trippers at Lake Pukaki, and 50% day tripper at Sailors Cutting during Christmas holidays.

Total users = (Saleyards minus 80% of Pukaki) X 0.5 + 80% of Pukaki plus 50% of Sailors Cutting riders. This is likely to be conservative as there will also be holiday makers going for short rides on other parts of this long trail.

To calculate days (saleyard users – Pukaki users) + (Pukaki users x 5 days) + (50% Sailors Cutting users).

Note that most users are now starting from Lake Tekapo.

**Otago Central Rail Trail:** Based on full year data from 2003 to 2014, and the averages that DOC calculate on a remote counter (Poolburn). Use Poolburn for estimate of number of users (this will not be counting Alex commuters). Based on DOC analysis, 30% of Poolburn users are day trippers and 70% are doing the whole trail (I will assume they average 3.5 days), therefore multiply Poolburn user numbers by 2.75 to get total user days.

**Roxburgh Gorge:** One counter at the popular (Alexandra) end of trail. There is a 12 km gap in the trail and the jet boat is expensive, therefore assume that 80% of users are riding there and back and the other 20% are either taking the jet boat or riding down from Flat Top Hills. Therefore multiply data by 0.6.

**Clutha Gold:** Three counters operating accurately from Oct 2015 (so I have used available 2016 as well). Assume 50% are doing the full trail and are being counted three times, the rest are doing day trips (as per OCRT). Therefore multiply the sum total of the three counters by 0.4. For day use assume 2 day trip for half of the users (ie 60% of data) and day trippers for the rest (ie 40% of the data), therefore multiply data by 0.6.

**Queenstown Trails:** Queenstown has over ten counters. The trail trust has supplied us with adjusted figures. As we do not have the raw data we have had to use their user estimates.

**Around The Mountains:** We have received only one month of data for 2015, therefore I have very low confidence in these numbers.

## Appendix 10: Trail Governance and Management Structures

NZ Cycle Trail	Land ownership	Asset Holder	Governance	Management (paid or volunteer)	Responsible for marketing and promotion	Responsible for trail maintenance
Otago Central Rail Trail (Central Otago)	DOC	Central Otago District Council	Otago Central Rail Trail Charitable Trust	Trail manager – volunteer Admin staff – paid part time (x2)	Tourism Central Otago, Otago District Council	DOC
Roxburgh Trails (Central Otago)	LINZ, Central Otago District Council, private landowners	Central Otago District Council	Central Otago Clutha Trails Trust	Roxburgh and Clutha formed a company	Tourism Central Otago, Otago District Council	Central Otago Clutha Trails Trust
Clutha Gold Trails (Central Otago)	LINZ, Central Otago District Council, private landowners	Central Otago District Council	Central Otago Clutha Trails Trust	Clutha and Roxburgh formed a company	Tourism Central Otago, Otago District Council	Central Otago Clutha Trails Trust
Queenstown Trails (Queenstown)	DOC, LINZ, Central Otago District Council, private landowners	Queenstown Trails Trust	Queenstown Trails Charitable Trust (formerly Wakatipu Trails Trust)	CEO, Queenstown Trail Trust – paid part time Admin staff – paid part time (x1)	Destination Queenstown, Queenstown Lakes District Council	Queenstown Lakes District Council
Motu Trails (Bay of Plenty)	Iwi, Opotiki District Council, Gisborne District Council, DoC	Opotiki and Gisborne District Council (but mainly Opotiki)	Motu Trails Charitable Trust	Trail manager – paid part time	Trust but mainly the Trail Manager – paid part time	DOC, Opotiki District Council, Gisborne District Council
Te Ara Ahi Thermal by Bike (Rotorua)	NZTA, private landowners, DOC	Rotorua District Council (Destination Rotorua)	Rotorua City Council	Rotorua Council Staff	Destination Rotorua, Rotorua District Council	Rotorua City Council but looking to set up a Charitable Trust to be responsible for trail maintenance
Hawke's Bay Trails (Hawke's Bay)	Hawke's Bay Regional Council, Hastings and Napier City Council, DOC	Hawke's Bay Regional Council	Hawke's Bay Regional Council	Hawke's Bay Regional Council staff - Sports and Recreation Team	Hawke's Bay Tourism, Hawke's Bay District Council	Hawke's Bay District Council, Napier City Council and Hastings City Council
Hauraki Rail Trail (Hauraki/ Coromandel)	Hauraki, Matamata-Piako and Thames-Coromandel District Councils	Hauraki District Council	Hauraki Rail Trail Trust (three iwi and a council appointed Trustee from each of the three councils)	Hauraki Rail Trail Limited	Domestic – Charitable Trust International – Hauraki Rail Trail	Charitable Trust initially but the three district councils are currently contributing for its maintenance
Twin Coast Cycle Trail – Pou Herenga (Northland)	Bay of Islands Vintage Railways, Far North District Council, NZTA, private landowners,	Far North District Council	Far North District Council	Far North District Council paid staff	Destination Northland	Far North District Council
Waikato River Trails (Waikato)	LINZ, private landowners	South Waikato District Council (?), Mighty River Power, Waikato Regional Council, Taupo District Council	Waikato River Trails Trust	Waikato River Trail Trust paid full-time staff (x2)	Waikato River Trail Trust	Waikato River Trail Trust
Timber Trail (Waitomo)	DOC	DOC	DOC	DOC	DOC	DOC
Great Lake Trail (Taupo)	DOC, private landowners, iwi	Bike Taupo	Bike Taupo	Bike Taupo paid staff	Destination Lake Taupo	Bike Taupo
Mountains to Sea (Ruapehu)	NZTA, private landowners, DOC, iwi	Ruapehu District Council, Wanganui District Council, DOC	Ruapehu and Wanganui District Councils (rotating chair)		Visit Ruapehu	DOC, Wanganui District Council, Ruapehu District Council
Rimutaka Trails	Private landowners, NZTA, Councils	Wellington Regional District Council, DOC, Hutt City Council, Upper Hutt City Council, Wairarapa City Council	Trail governance group	Greater Wellington	Positively Wellington, Hutt City, DOC, Upper Hutt and Destination Wairarapa	Positively Wellington, Hutt City, DOC, Upper Hutt and Wairarapa RTO
Dun Mountain Trail (Nelson)	Nelson City Council, private landowners	Nelson City Council	Nelson Tasman Cycle Trails Trust	Project Manager Admin support	Nelson Tasman Cycle Trails Trust	Nelson City Council
Great Taste Trail (Nelson Tasman)	NZTA, Tasman District Council, Nelson City Council, private landowners	Tasman District Council, Nelson City Council	Nelson Tasman Cycle Trails Trust	Project Manager Admin support	Nelson Tasman Cycle Trails Trust	Tasman District Council
The Old Ghost Road (West Coast)	DOC	DOC, Mokihinui-Lyall Backcountry Trust	Mokihinui-Lyall Backcountry Trust with DOC oversight	Mokihinui-Lyall Backcountry Trust	Mokihinui-Lyall Backcountry Trust Tourism Westland	Mokihinui-Lyall Backcountry Trust, DOC
Queen Charlotte Cycle Trail (Marlborough Sounds)	DOC, Marlborough District Council, private landowners	DOC	DOC, Queen Charlotte Track Inc, Queen Charlotte Track Landowners Society	Admin officer – part time Queen Charlotte Inc	DOC Destination Marlborough Queen Charlotte Track Inc	DOC and private landowners
St. James Cycle Trail (Hanmer Springs)	DOC	DOC	DOC	DOC	DOC	DOC
West Coast Wilderness Trail (West Coast)	DOC Greymouth District Council, Westland District Council, NZTA, private landowners	Westland District Council Greymouth District Council	Westland District Council supported by Greymouth District Council	Westland District Council	Tourism Westland	Westland District Council Greymouth District Council
Alps 2 Ocean Cycle Trail (North Otago)	McKenzie District Council, Waitaki District Council, DOC, private landowners	McKenzie District Council Waitaki District Council	Waitaki District Council	Tourism Waitaki – full time	Tourism Waitaki	Waitaki District Council
Around the Mountains (Queenstown)	LINZ, Genesis, Southland District Council, NZTA, DOC, private landowners	Southland District Council	Southland District Council	Southland District Council	Venture Southland Tourism	Southland District Council

Source: MBIE Tourism Policy