

Heathcote Expressway Major Cycle Route – Ferry Road and Wilsons Road Section

Consultation Feedback and Analysis

1 Introduction

This report provides a summary of submissions received on the Ferry Road to Wilsons Road section of the Heathcote Expressway Major Cycleway. This report also sets out the changes made to the original proposal to address some of the concerns raised in the submissions.

Initial consultation on the proposed Heathcote Expressway Major Cycle Route was undertaken from Tuesday 15 November 2016 to 23 December 2016. A total of 170 submissions were received during that period; 25 (15%) submissions referred to the Ferry Road Section.

As a result of submissions and further engagement with affected parties, supplementary investigations were undertaken. The supplementary information was circulated on 17 March 2017 and further submissions were accepted on the Ferry Road to Wilsons Road section up to 14 April 2017. Submitters were given the option to support / generally support / not support a Preferred or Alternative Option.

Consultation material was distributed by hand to properties along the route and generally two blocks back from the route. Copies were also sent to property owners and all submitters that previously commented via email or post. Properties were identified based on their proximity to the route or access to the road network affected by the cycleway.

The Council also met with Grace Vineyard Church to discuss their concerns with loss of parking and to understand how parking is currently managed for the site.

1.1.1 Route Options

The two options presented in the new material were based on additional investigations on Ferry Road. These investigations were in response to feedback received during the November-December consultation process and feedback from a meeting with affected Ferry Road businesses. The two options also built on previous investigations undertaken in 2016 as part of the initial route analysis.

The route analysis considered five route options connecting Fitzgerald Avenue to Wilsons Road. Consideration was also given to combinations of these, providing one route outbound and a different route inbound.

Options and impacts were considered in relation to car parking and included further parking surveys, as this was the key concern raised by local businesses.

2 Summary of Submissions

2.1 Further Submissions Received

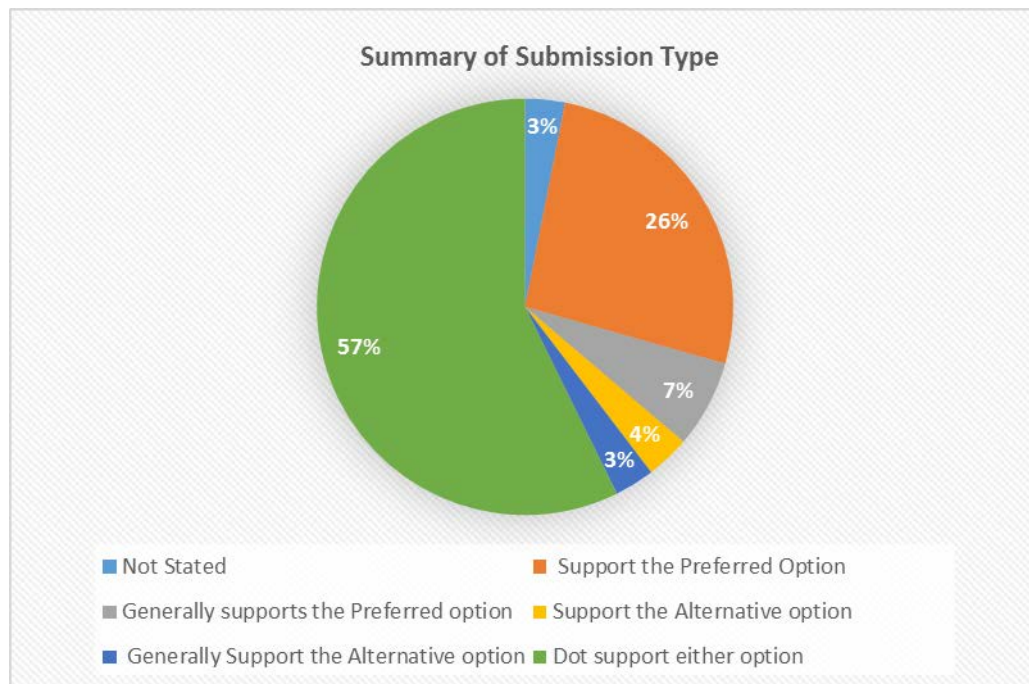
A total of 324 further submissions were received from residents, businesses and organisations. Of these submissions, 128 (39%) supported or generally supported the Ferry Road section, while 185 (57%) did not support the scheme, 124 (38%) of submissions were from submitters who attend Grace Vineyard Church; 8 (2%) submissions from members of the Church were in support / general support of the cycleway, the rest were opposed.

Spokes Canterbury, submitted in support of the preferred option, on behalf of approximately 1,200 members affiliated with the national Cycling Action Network (CAN). Spokes stated that submissions are

developed online and include member's input and wish to be considered as a single submission representing all 1200 members.

Of those in support of the cycleway, 85 (26%) supported the preferred option and 11 (3%) supported the alternative option. Twenty-two (7%) submissions generally supported the preferred option while 11 (3%) generally supported the alternative option. Eleven (3%) submissions did not state their position.

The number and type of submissions received are summarised in the pie graph, below.



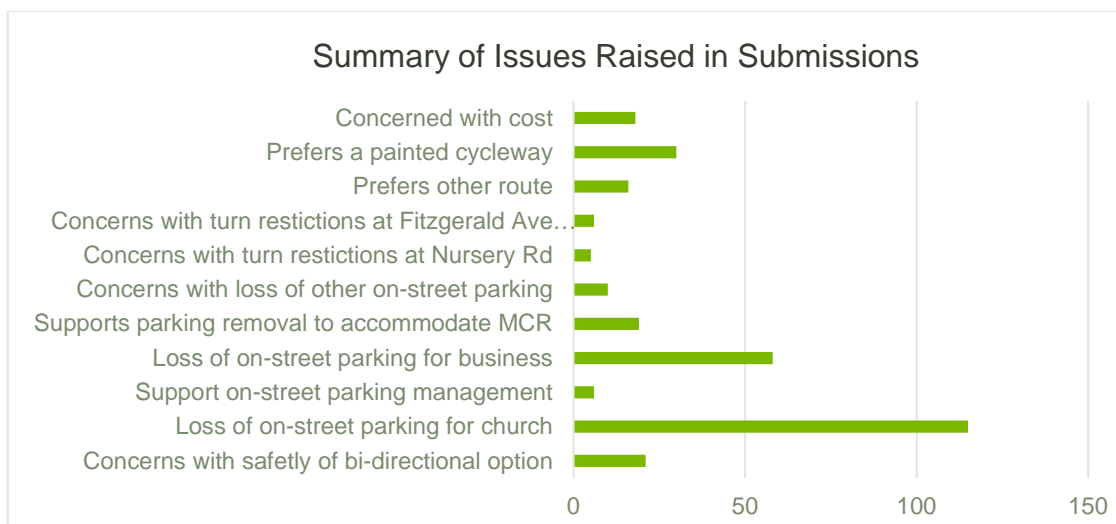
3 Key Issues and Comments

A summary of issues raised in the submissions is provided in the graph below. The key issues raised in submissions included: loss of on-street parking, turning restrictions and safety concerns with a bi-directional cycleway (Alternative Option). Safety concerns around the bi-directional options were prevalent in submissions in support of the preferred option.

Submissions in support of the route also supported time restrictions or removal of car parks.

A number of submissions opposing the cycleway also sought an alternative approach using painted cycleways. Further detail is set out in the next section.

One submission in support of the preferred route urged more, and varied publicity of the route-planning and journey tools for travellers that are currently available. The submission stated that education about the transport network as a whole (including how the lower inner-city speed limits and the traffic light phasing work together) should be more prominent well ahead of completion of any projects associated with the Major Cycle Routes for all road users. In its group submission, Spokes encouraged CCC and the business owners to develop a “parking district” to provide for their parking needs.



3.1 Parking

Loss of parking was addressed in 209 (65%) further submissions. Of these 209 submissions, 116 (56%) submissions were concerned with loss of on-street parking for Grace Vineyard Church.

Concerns with a reduction in on-street parking for business and other purposes were raised in 68 (21%) submissions.

Nineteen (6%) submissions supported the removal of car parking to accommodate the cycleway. In addition, 5 (2%) submissions supported parking time restrictions and better management of parking.

Grace Vineyard Church advised Christchurch City Council that the congregation is typically 1100 people across three services each Sunday in addition to events and support services during the week. They noted that the resource consent for the site requires a certain amount of parking to be provided. Some of these are through lease arrangements with nearby businesses. Submitters who attend the church were concerned that families, those with disabilities, and the elderly would not be able to park on Ferry Road and concern in relation to walking a long distance in poor weather.

Response:

There are 118 car parks provided along the length of the preferred route, of which 70 are on Ferry Road, this would be reduced to 10 car parks. Traffic assessments indicate that the peak demand for on-street parking is 60 car parking spaces with this route; 56 of these are on to Ferry Road. All other route options between Fitzgerald Avenue and Wilsons Road had similar or higher parking demand, with the preferred route having the least impact on on-street parking availability.

Grace Vineyard Church has the highest demand for parking and exceeds available on-street parking under current and proposed road layouts. Discussions have been held with Grace Vineyard Church as to whether there is scope to arrange for additional parking at locations in close proximity to the Church.

The one-way separated cycle lane option provides the highest level of safety for all road users and remains the project teams preferred solution, the alternative option remains the project teams' second recommendation.

Following the recent consultation a third option has been developed¹. This option comprises of a shared cycle path on both sides of Ferry Road and seeks to address concerns from submitters on the consulted options. Under this option 27 car parks will be retained on the north side and 26 carparks on the south

¹ This is an additional option, developed in response to consultation and was not included in the consultation package

side. This option compromises on separate facilities for cyclists and pedestrians, has reduced protection for cyclists from turning vehicles and reduced visibility at some entranceways.

Our analysis indicates that cars are parked for 4 hours on average irrespective of the 30 or 60 minutes parking restrictions. To ensure parking is used more effectively, parking restrictions will be installed along Ferry Road, Phillips Street and Lancaster Street.

A number of submissions raised general concerns regarding parking in Christchurch. It is acknowledged that parking is a key interest for many residents and businesses. Council are developing a suburban parking policy for a Christchurch-wide strategy on how to address these competing demands for public space in suburban streets and Council car parks.

3.1.1 Turning Restrictions

Eleven (4%) submissions raised concerns with the proposed turn restrictions at Fitzgerald Avenue / Ferry Road and Nursery Road.

Nursery Road

Five submissions addressed the turn restrictions at Nursery Road; three raised concerns with lack of access from Ferry Road for residents and the wider community. They also noted that this would increase congestion of Ferry Road and does not reflect an 'accessible' city.

NZAA submitted in support of banning the right turn at Nursery Road. They submitted that this section is a major pinch point for all travellers, and makes people on bicycles (east-bound along Ferry Road) particularly vulnerable, as motorists vie for opportunities to exit Nursery Road and to catch the lights to turn either left (east-bound) into Ferry Road, or (south-bound) straight onto Wilsons Road. They stated that North-bound drivers also take risks to get into Nursery Road, and that possibly causes congestion, hesitation, and poor decision-making as cars potentially back up across Ferry Road hoping for a gap to slip through

One submitter also raised concerns with the reduced greenery at Ferry Road / Nursery Road / Wilsons Road.

Fitzgerald Avenue and Ferry Road

Four submissions not in support of the cycleway raised concerns with removing the ability to make a right hand turn from Ferry Road into Fitzgerald Avenue stating that this will drive traffic onto other roads. Two submitters noted that during peak morning and evening rush hours 20+ cars perform a right hand turn into Fitzgerald Avenue at every light cycle.

While in support of the preferred option, the NZAA stated that there are a number of issues with the inability to turn right onto Fitzgerald Avenue north-bound from westbound Ferry Road, necessitating some new route planning for motorists to access some of the businesses on Fitzgerald Avenue. They noted that as this may force additional traffic onto Brougham Street. NZAA also submitted that right turning is desirable for people whose journey originates west or south of the city (and who would use Moorhouse Avenue east-bound as an approach) to access businesses on the east side of Fitzgerald Avenue between Moorhouse Avenue and Ferry Road. They suggested that the design team may wish to consider changes to accommodate the needs of local business whilst meeting the transport planners' needs at Ferry Road.

Response:

Nursery Road

The closure of Nursery Road is desired from a safety perspective. Ten crashes have been recorded from 2011-2015. A secondary, but related issue is that Nursery Road is currently used as a North-South 'rat-run'. By banning the right-turn into Nursery Road, combined with the proposed banned movement

changes at Ferry Road / Fitzgerald Avenue, it is expected that existing north-south traffic will re-route onto both the Fitzgerald Avenue and Ensors Road / Aldwins Road corridors. These roads are designated arterials and from a road hierarchy perspective are designed to move high levels of traffic.

Fitzgerald Avenue & Ferry Road

The banning of right turns at the Ferry Road / Fitzgerald Avenue intersection has been included in order to remove the high risk manoeuvres: right-turning vehicles from conflicting with the vulnerable "interested but concerned" cyclists.

For three of the four existing right-turns, the volume of vehicles performing the right turn are low (3% of the total traffic using the intersection) and it does not present a large re-routing effect.

The right turn from Ferry Road north onto Fitzgerald Avenue, is a larger volume (6.6% of total movements). This traffic predominantly comes from the south or east of the city. This traffic will typically re-route onto Moorhouse Avenue and Fitzgerald Avenue. This level of re-routing is considered acceptable, and there are separate plans to upgrade both Moorhouse Avenue and the Moorhouse Avenue / Fitzgerald Avenue intersection.

3.1.2 Bi-Directional Option

The 20 submissions in support of the preferred option described it as "the safest and more intuitive route". Concerns were raised around safety of the alternative route and the diagonal crossing of a major intersection at Fitzgerald Avenue.

A number of submitters also raised concern with potential safety issues around driveways and the narrower path width.

Response:

The design team agree there are safety concerns with a diagonal crossing at Fitzgerald Avenue. The Major Cycle Route project will connect with the An Accessible City project on Ferry Road across Fitzgerald Avenue; ongoing discussions with that project team will occur during the detailed design phase to address this issue.

The design team agree there is a conflict risk with driveways. To reduce this risk, parking has been banned along the bi-directional cycleway to provide clear lines of sight for vehicles turning into and out of the driveways. In addition, a solid median is proposed to prevent vehicles turning right into driveways as this manoeuvre requires drivers to not only look for gaps in traffic but also gaps in two-way cycling flow of which east-bound cyclists will be approaching from behind them.

3.1.3 Alternative Design

Thirty (9%) submissions opposing the cycleway stated that they would prefer a painted cycle lane on Ferry Road, in effect painting the existing on-road cycleway green.

The 16 (5%) submitters seeking an alternative route suggested other options considered during preliminary design; use of the rail line; use of the Falsgrave Street subway, and a route via Woolston.

Spokes member's submission did not support the alternative option. They considered it indirect, overly complicated and more expensive. Specifically, they noted that a challenging light phasing to get the diagonal crossing to work safely would be required at Fitzgerald Ave. Spokes also noted that cyclists traveling east along Moorhouse are in need of a hook turn box on the left side of the road (or some other method) to turn onto Wilsons Rd without trying to get into the right turning lane. They do not believe that this alternative option would appeal to either experienced cyclists or the interested but concerned and is not in compliance with the Christchurch Cycle Design Guidelines (CCC, 2013).

Response:

Alternative routes were assessed against Christchurch City Council's Multi-Criteria Analysis. This process and the route assessment results were outlined in the consultation material.

The strategic objective of the Major Cycle Route project is to attract new cyclists. The major hindrance to attracting new cyclists is a perceived lack of safety. Whilst painted cycle lanes would be a small improvement over the existing cycle lanes, and could be appropriate on a residential street with much lower traffic volumes, they do not provide the "step-change" of perceived safety required to attract new cyclists

3.1.4 Costs

Eighteen (6%) submissions opposing the Major Cycle Route considered further development of cycleways expensive and not essential and that money could be better spent elsewhere.

Response:

The Major Cycle Routes are expected to cost about \$156 Million to build based on 2015 values. Many of the routes are being funded as part of the Urban Cycleways Programme, made up of investment from the Urban Cycleways Fund, the National Land Transport Fund and Christchurch City Council. The total value of the benefits from building the Major Cycle Routes has been worked out to be \$1.2 billion

over 40 years. Getting more people on bikes creates benefits that span health, environment, safety and decongestion.

4 Design Changes

As a result of feedback and discussions, the team has investigated a third option, which comprises a shared path on both sides on Ferry Road. Differences between the preferred option (one way separated cycle lanes) and the alternative shared path option are outlined below:

1. At the intersection of Fitzgerald Avenue / Ferry Road the bike lanes will transition to shared paths at Ferry Road east.
2. Along Ferry Road the kerbs will be shifted to provide for 4.5m wide shared paths on both sides of the road.
3. ~~Twenty-seven car parks will be retained on the north side and 26 car parks on the south side. A painted flush median will be provided along Ferry Road~~
4. At Phillips Street, Lancaster Street and Nursery Road people on bikes will cross alongside pedestrians, using the central islands.
5. At the intersection of Ferry Road / Moorhouse Avenue / Wilsons Road the left turn lane from Wilsons Road into Moorhouse Avenue will be retained
- 5.6. On Wilsons Road the shared path will continue on the west side of Wilsons Road connecting Moorhouse Avenue to the originally proposed shared path at Stevens Street.

The shared path option will retain 27 car parks the north side and 26 car parks on the south side. These will be restricted to 60 minute parks Monday to Saturday. (with the exception of one car parking space near Philips Street which will be retained as a 10 minute parking space)

The other two options proposed have also been updated so the 60 minute parking restriction is limited from Monday to Saturday only.

The schemes presented to ITE Committee for consideration will include all three options as outlined below:

- The Preferred Option: One-way separated cycle lanes
- The Alternative Option: Bi-directional cycle lane on the south side
- New third Option: Shared Path on both sides

The one-way separated cycle lane option provides the highest level of safety for all road users and remains the project teams preferred solution. This option will be presented to the ITE Committee as the preferred option to progress to detailed design.

All plans, submissions received and consultation analysis can found at the link below:

<https://www.ccc.govt.nz/transport/cycling/major-cycle-routes/cycle-routes/heathcote-expressway-puiri-ki-kahukura>