

Citizens' Advisory Panel Report

Newtown-Berhampore Cycle Route

28 July 2014

28 July 2014

To the Wellington City Council

Citizens' Advisory Panel Report: Newtown-Berhampore Cycle Route

Purpose

1. This report provides the Wellington City Council (the Council) with advice about improving cycling in the Wakefield Park to John Street section of the Island Bay–central city cycle route.

Citizens' Advisory Panel

2. The Wakefield Park to John Street section of the Island Bay–central city cycle route is complex. Investigative work by the Council highlights that there are a range of options for the cycleway route and many different ways that these routes could be developed.
3. The Council established the Citizens' Advisory Panel (the Panel) to narrow down the numbers of potential options and recommend a manageable number for full public consultation. Panel recommendations must include:
 - A staged cycling network plan (up to two variations) with a package of routes, measures and mitigations that fits the Council's criteria
 - A generally agreed matrix of the acceptable trade-offs
4. The Panel's advice will inform the development of the Council's proposals for the Wakefield Park to John Street section. The Council will formally consult the public on these proposals.
5. The Panel has 16 members (started with 18 members) who live in Wellington City. Six members represent the following interests:
 - Island Bay, Newtown and Berhampore residents (two seats)
 - Newtown and Berhampore business owners (two seats)
 - Users of the Town Belt (one seat)
 - People who cycle (one seat)
6. Twelve Panel members were appointed by the Council as citizens to represent the wider city's interests in the development of Wellington's transport network. These members are demographically diverse with a balanced range of attitudes towards cycling. These members have come from throughout Wellington City.
7. Over the course of nine sessions, the Panel has visited various routes and considered a significant volume of investigative reports, reports on various route options, road design and international practice. Twenty five stakeholders have presented their information to the Panel. Three members of the panel cycled around Newtown and Berhampore in the lead up to the deliberation session.

8. The Panel was facilitated by Anne Pattillo, an expert independent engagement practitioner/facilitator. It was also supported by Council officers.

Framework for deliberation

9. The deliberation of the Panel has been informed by presentations, reports and technical and expert advice on potential route options for the Wakefield Park to John Street section of the Island Bay to City cycleway.
10. This deliberation has been guided by a framework which considers the information in the context of:
 - The Council's cycling goals
 - The Panel's goals for the cycleway
 - An understanding of the target group, that is, who the cycleway is being designed for
 - Criteria for selecting the best route options
 - Being clear which routes are not the preferred routes
 - Identifying the best potential routes and the priority for their development
 - Other development that may be required at a later time

Wellington City Council Cycling goals

11. The goal of the Council's Cycling Policy is to *make cycling safer and more convenient*. It creates a framework for the development of infrastructure and measures to improve cycle safety and the convenience of cycling in Wellington.
12. The Panel considers that the intention of the Council's goal and policy is to recognise:
 - Cycling routes that are acceptable to the community (especially children, cyclists, motorists, businesses and residents)
 - Cycling having minimal negative impact on the community
 - The need to share the between multiple uses, especially where the roads are constrained
 - Cycling routes that are direct and accessible (easy to get to and nearby)
 - Cycling routes that are both legally and financially doable (legal and financial requirements associated with establishing and maintaining cycling routes are met)

Panel's goals for the cycleway

13. The Panel agrees that the purpose of the cycleway will be to:
 - Create a connected network of cycle routes with a strong backbone for future development
 - Create convenient and direct routes
 - Create a cycleway that is safe for cyclists and other road and footpath users
 - Design a cycleway that recognises the needs of all stakeholders
 - Increase the number of people cycling
 - Increase the diversity of people cycling in terms of their skills and confidence to cycle

Who is the cycleway for?

14. The Panel has identified and agreed that the target group users for the cycleway are:

- **City commuters**

City commuters relate to both new and existing cyclists. It is intended that the cycleway will attract and encourage people who are interested in bike commuting from Island Bay, Newtown and Berhampore to Wellington city but may be hesitant and/or concerned. These commuters want a cycleway that is safer and easier.

The cycleway will provide motivation to existing cyclists who already cycle into Wellington city but want to do more and more often.

- **Community commuters**

This group of commuters are those who will use the cycleway to move around and between the southern suburbs. It will connect business (the local shopping areas, such as Newtown and Berhampore), school and recreation across these suburbs. These commuters want a cycleway that is local, easy and fun.

The Panel considers that these commuters are more likely to be families and individuals age 13 and above.

Selection criteria

15. The Panel developed the following criteria to determine the best options for the cycleway:

- Safety and security along all points of the cycleway for cyclists, pedestrians, residents, motorists and other users
- Usability and accessibility for the most possible users
- Direct route to Wellington city and to the local suburbs
- Minimal disruption to community - residents, businesses, road users and others that may be affected by the cycleway
- Meets the needs of the target groups – city commuters and community commuters.
- Cost of implementation
- Legal requirements

Route options

16. The Panel has received extensive information and advice on the route options for the cycleway. It has considered these and weighed them in light of its criteria which have helped the Panel agree on the best options for a cycleway on the Newtown – Berhampore route to Wellington.

Routes not advanced by the Panel

17. Many of the route options presented do not meet the Panel's criteria for a range of reasons. The Panel considers that no further work on these routes should be progressed at this time.

Route (or part of a route)	Reasons for not progressing
Constable Street	Prioritised creating a central backbone for the cycleway network
Most of the West Corridor Route	Elevation and indirectness will dissuade new riders and limit uptake Prioritisation of creating a central backbone for the cycleway network
Off road cycle track to connect Adelaide Road and Lavaud Street	Prioritisation of creating a central backbone for the cycleway network Elevation and indirectness will dissuade new riders and limit uptake Lack of passive surveillance which could result in a real or perceived lack of personal security, limiting its use by more vulnerable cyclists or at night
Berhampore Golf Course and Martin Luckie Park, Daniell Street and Mein Street	Prioritisation of creating a central backbone for the cycleway network The routes are not direct, some have steep gradients, create detours and are longer than the preferred routes. There were also concerns about personal security and safety for cyclists on some of these routes.

Preferred options

18. The Panel has identified two preferred route options for the cycleway (maps are attached as appendix 1):

- **Option one**

Adelaide Road (from Dee Street), Luxford Street, Rintoul Street, Waripori Street, Russell Terrace, Riddiford Street to John Street.

- **Option two**

Adelaide Road (from Dee Street), Stoke Street, Hanson Street to John Street.

19. The Panel has selected these routes because:

- Both routes are complementary and provide the spine or backbone for a more comprehensive cycle network that can be built and developed over time

- They are both accessible and usable by both city and community commuters
 - They provide best accessibility for the Berhampore- Newtown catchment
 - They provide commuters with choice, convenience and safety
 - It is expected that over time cycleways on these routes will increase the number of cyclists as well as enable new cyclists to increase their skills and confidence.
20. The Panel also considered a **third option** which runs alongside of option two and starts at Adelaide Road, runs behind Wakefield park, across Duppa Street, Stanley Street and back into Adelaide Road. It considered that this route has merit for community commuters in particular, because it would encourage children and their families to safely cycle to sporting activities at Wakefield Park. It also considers that in the long-term, this route has the potential to be part of a tourist cycleway and will attract the attention of cyclists who will want to experience Wellington in a different way.
21. The Panel stresses however, that this route is not the priority for development and that Council effort must be initially directed at the two preferred complementary options.
22. As an additional comment, the Panel wants the Council to note is that it considered Rintoul Street as an option for a cycleway because it is a direct route, a good slope and easy access. However the proposed Bus Rapid Transport approach and the current bus frequency and that the buses to travel in both directions, this route was dismissed based on the Panel's concerns about the safety of cyclists mixing with large vehicles. The Panel is of the view that until the Council is able to satisfactorily resolve this safety issue, this route cannot be seriously considered as a viable option.

Priority for cycleway development

23. The Panel has identified where cycleway development should start. It proposes that development should occur on the main routes (backbones) of the network and once these have been completed, development would shift to those parts of the cycleway that connect both the preferred options.
24. In terms of development priority, the Panel recommends the following priorities:

Priority	Route (or part of a route)
One	Adelaide Road (from Dee Street) to Luxford Street
Two	Stoke Street, Hanson Street to John Street, and Riddiford Street to John Street
Three	Luxford Street, Waripori Street to Riddiford Street
Four	Adelaide Road, behind Wakefield park, across Duppa Street, Stanley Street and Adelaide Road

Preferred design features

25. The Panel proposes:

- Cycle paths separated from traffic and providing safe pedestrian passage
- **Two-way cycle lane** only for the flat parts of the cycleway. It moves cyclists away from fast moving traffic. This system provides minimal disruption of existing street parking. The panel did have some concerns about this form of cycle path when there were differing cyclist speeds.
- **One-way, dual cycle lanes** for hills where cyclists have a dedicated lane on each side of the road.
- Design of cycleway that **minimises parking loss**
- **On road protection to create separation between different users.** The panel does not have a preference as to the form of protection.

26. To complement these, the Panel also proposes traffic calming by reducing speed limits in certain areas, for example, from Wakefield Park on Adelaide Road to Berhampore shops as well as within the Newtown shopping precinct. Traffic calming would also act as an incentive to cyclists so that they feel safer with traffic moving at a slower speed.

Associated activities

27. The Panel advises that there are a number of other activities that will add value to the development of the cycleway. These include:

- Provide clear signage (upright and on-road) for cyclists (also important for motorists to know)
- Education for cyclists in Wellington - classes for people who want to cycle in Wellington and road rules refresher courses
- Reduce the number of cars going to sports events - incentivise local sports clubs to car pool or incentivise families to cycle to their sporting activities
- Research – the effectiveness and costs of two-way lane cycle paths on Wellington Streets
- Develop cycling facilities that partner with beautification of streets (trees, seats, play areas)
- Explore the potential for bike parks – for example, to connect to bus routes so that cyclists can park their cycles and catch the bus
- Install cycle racks on buses

Recommendations

28. The Panel recommendations are:

a. **The Panel recommends two preferred options** for section 2 of the Island Bay to city cycle route are:

(i) **Option one**

Adelaide Road (from Dee Street), Luxford Street, Rintoul Street, Waripori Street, Russell Terrace, Riddiford Street to John Street.

(ii) Option two

Adelaide Road (from Dee Street), Stoke Street, Hanson Street to John Street.

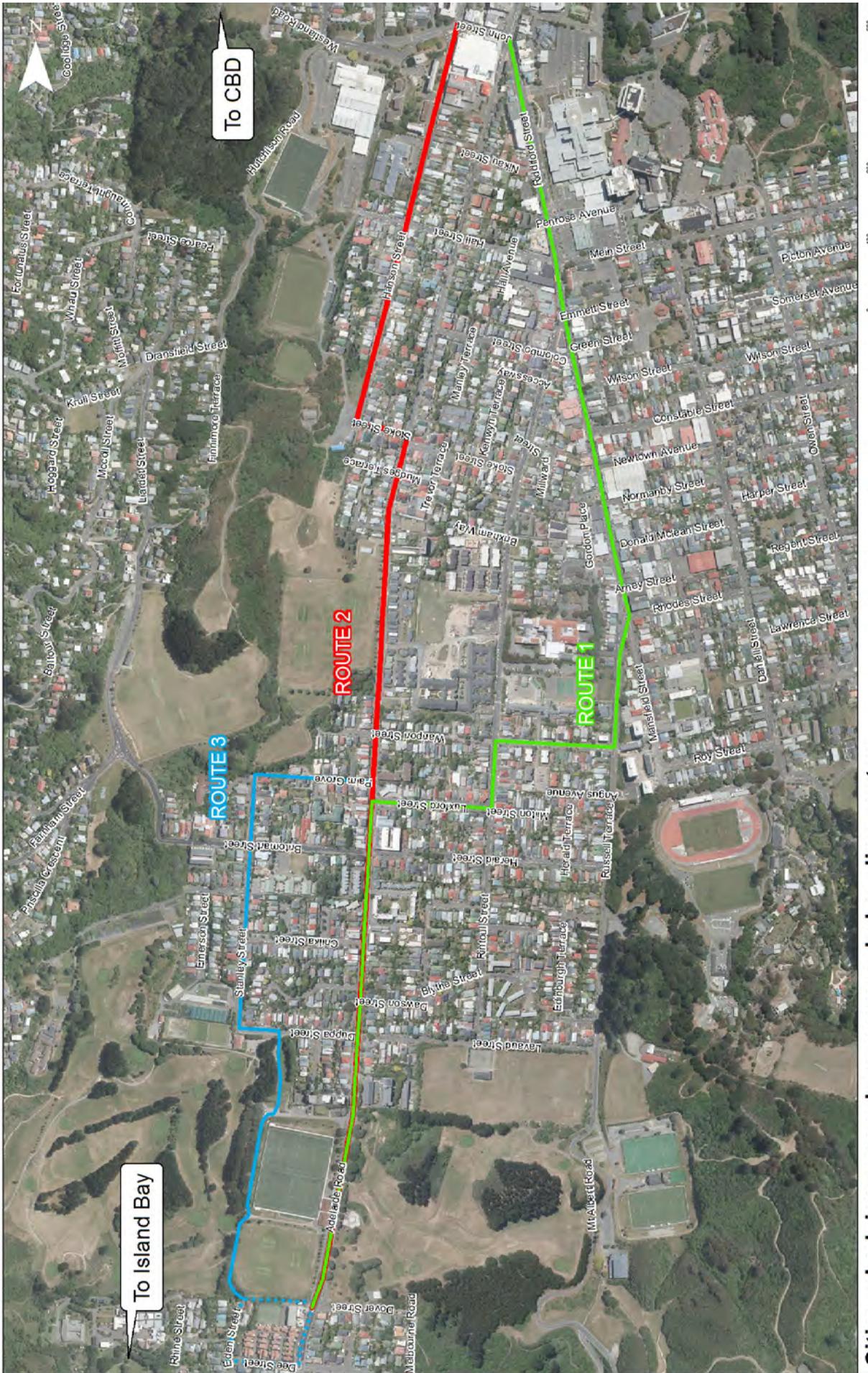
Both routes are complementary and provide the spine or backbone for a more comprehensive cycle network that can be built and developed over time

- b. **The Panel recommends a third option** which runs alongside of option two and starts at Adelaide Road, runs behind Wakefield park, across Duppa Street, Stanley Street and back into Adelaide Road. This route is not the priority for development and the Panel recommends that Council effort must be directed at the two preferred complementary options in the first instance.
- c. **The Panel recommends** that development should occur on the main parts (backbones) of the routes and once these have been completed, development would shift to those parts of the cycleway that connect both the preferred options.
- d. **The Panel recommends** that in terms of priority, development start on:
 - i. Priority one Adelaide Road (from Dee Street) to Luxford Street (part of routes 1 & 2 on map)
 - ii. Priority two Stoke Street, Hanson Street to John Street (part of route 2 on map), and Riddiford Street to John Street (part of route 1 on map)
 - iii. Priority three Luxford Street, Waripori Street to Riddiford Street (part of route 1 on map)
 - iv. Priority four Adelaide Road, across to Duppa Street, Stanley Street and Adelaide Road (route 3 on map)
- e. **The Panel recommends a two-way lane cycle path** for the flat parts of the cycleway and one way, **dual cycle lanes** for hills where cyclists have a dedicated lane on each side of the road.
- f. **The Panel recommends** a number of other activities that will add value to the development of the cycleway.

Citizens' Advisory Panel

Attachments

- Option maps
- Summary of core material
- List of presenters
- Summaries of presentations



**Citizens' advisory panel: recommended cycling routes
Berhampore & Newtown - July 2014**
Note: see panel report for details

Attachment: SUMMARY OF CORE MATERIAL

1. Opus International Consultants Ltd: Wellington Cycleway Feasibility Study, Island Bay to CBD, Preliminary Funding Report.

22 May 2013

This study was commissioned by the Wellington City Council to complete a cycle feasibility study for a corridor linking Island Bay to the CBD. It investigated a number of feasible cycling treatments and looked at how they could be combined to form a continuous route along the corridor.

Key points

Preferred route

Between *Island Bay and John Street*, Opus has identified a preference for a central route following Adelaide Road. Between The Parade and John Street, Adelaide Road is the main arterial route. It is the most direct and has the least gradient and is along the desired line for travel between Island Bay and the City. It allows good connections between a number of residential suburbs and is easily accessible

At the *city end of the corridor*, north of John Street and Wellington Hospital, a route could follow arterial routes including Kent / Cambridge Terraces and Adelaide Road. The eastern and central route options in Section 2 naturally combine with treatments on Adelaide Road

Recommended Investment Strategy

The recommended investment strategy is to:

- Provide improved conditions for cycling on the existing desired line for travel between Island Bay and Wellington CBD;
- Follow the most direct route with the least steep gradients Opus prefers ;
- Focus on increasing the perception of comfort and safety whilst also addressing any identified crash problems; and
- Consider additional parallel routes for sections with significant attractors such as the War Memorial or where there are low volume streets on the approach to the CBD, north of the Adelaide Road / John Street intersection.

Interventions within this strategy include:

- Enhance and extend existing cycle lanes so there are continuous facilities in each direction along The Parade through Island Bay;
- Providing on-road cycle lanes between Wakefield Park / MacAlister Park and John Street. The provision of a cycle lane in each direction would require the removal of on street parking from both sides of the road. Cycle lanes could be provided for up-hill sections only or clear zones could operate during peak periods only subject to enforcement;
- Improving conditions for cycling on-road along Adelaide Road and Kent / Cambridge Terrace between John Street and the CBD. This will service and ensure the safety of more confident cyclists. It is envisaged that these cyclists will predominantly be catered for within new and existing bus lanes widened to 4.5m. The importance of this route for

cyclists should be formally recognised such that there is a requirement to maintain or enhance the level of service provided to them as the passenger transport spine is developed; and

- Other considerations might include formally recognising a quiet, low traffic route following Stoke Street, Hanson Street, Tasman Street and Tory Streets. South of Rugby Street, the route would be treated with cycle directional signing, low-intervention traffic calming (e.g. measures to visually narrow the roads) and other treatments to highlight the presence of cyclists on the route. North of Rugby Street, road space should be reallocated to provide a southbound shared path or cycle lane on the eastern side of Tory Street.

2. Opus International Consultants Ltd: Deliverable 1: Trip making for Island Bay Cycleway

August 2013

This purpose of this presentation is to provide an understanding of the likely demand for cycle trips on the Island Bay to CBD corridor, both now and into the future. This will assist WCC with the design, justification and assessment of cycle improvements along this route and across the city.

Key points

- A number of different methods to estimate the number of existing and future cycle trips have been reviewed. The methods include estimates both with and without the introduction of new cycle facilities.
- The current daily users would appear to be in the order of 450-650. The predicted daily users with the construction of a new facility would appear to be in the order of 700-1000.
- The predicted future daily users in a do-minimum scenario would appear to be in the order of 700-1000. Those numbers would be expected to increase to approximately 1100-1600 trips per day with the construction of a new facility.
- The findings above reiterate the assumptions used for the economic assessment of this route in the previous feasibility study.
- The information provided in this presentation could potentially be used for the following:
 - Assist with communicating current and future demands to the public, stakeholders and councillors.
 - Inform the LOS assessment project recently commissioned.
 - Assist with justification for this and other projects.
 - Inform the design of proposed facilities for this and other routes.

3. Opus International Consultants Ltd: Parking Analysis, Island Bay Cycleway Design Options, Dee Street to John Street.

August 2013

The WCC requested a report on parking use to understand the potential effects of reallocating on-street parking for cycle improvements. The purpose of this report is to provide an understanding of the demand and capacity for parking that currently exists along the Adelaide Road corridor.

Key points

- Retention of parking on one side of Adelaide road is required to match existing peak residential demand in groups A, B and C¹
- No parking is required on Adelaide Road in group D to match demand.
- There is no residential demand on Adelaide Road in group E.
- Commuter demand means the total demand on Adelaide Road in group A is greater than 50% (i.e. parking is required on more than one side of the road). However, if commuters are excluded there is only a demand for one side (from residents).
- Recreational demand means the total demand on Adelaide Road in group C and D is greater than 50% (i.e. parking is required on more than one side of the road).

4. Opus International Consultants Ltd: Parking Mitigation, Island Bay Cycleway Design Options, Dee Street to John Street.

September 2013

A report on parking use to understand the potential effects of reallocating on-street parking for cycle improvements. The purpose of this report is to provide an understanding of the demand and capacity for parking that currently exists along the Adelaide Road corridor.

Key points

Parking Demand (Summary of Demands and Side Street Capacity)

Demand / Capacity	A	B	C	D	E	Total²
Residential Demand	80	127	63	204	39	513
Commuter Demand	16	3	0	13	0	32
Recreational Demand	0	0	24	0	101	125
Total Demand	96	130	87	217	140	670
Capacity On Side Streets	47	103	34	220	45	452

¹ A - John Street to Hall Avenue (inclusive of Hall Avenue)
B - Hall Avenue to Trevor Terrace (inclusive of Trevor Terrace)
C - Trevor Terrace to Waripori Street (inclusive of Waripori Street)
D - Waripori Street to Golf Course
E - Golf Course to Dee Street (inclusive of Dee Street)

² Refer to footnote 1

Parking shortfall (Shortfall of parking for potential cycle improvements)

The following table shows the parking shortfall in each group for the various potential cycle improvements assuming that the side street parking and any available parking on Adelaide Road is fully utilised.

Shortfall	A	B	C	D	E	Total
Uphill Cycle Lanes	11	6	0	0	0	16
Dual Cycle Lanes	49	27	52	0	6	133
Wide Lanes	49	27	52	0	0	127
Two-way Cycle Lanes	49	27	52	0	0	127

It should be noted that by assuming that the side street parking and any available parking on Adelaide Road is fully utilised this will make it very difficult for people to find parks. As an effect this will reduce accessibility and potentially have an impact on the value of the properties in the area and will potentially flow onto adjacent areas outside the area surveyed.

Mitigation

For all potential cycle improvements the use of clearways is the most cost effective option to minimise the effect on parking as it will maintain the status quo outside the peaks. However, it will require residents / commuters to move cars between peaks and limits the type of cycle provision that could be implemented. During the a.m. peak 229 spaces would be unavailable for parking and 181 spaces in the pm peak. However, most of the demand in the peaks could be accommodated in the side streets and the opposite side of Adelaide Road (assuming full utilisation of these areas).

5. Wellington City Council: Adelaide Rd off-street parking optimal supply analysis.

November 2013

This spreadsheet provides a supplementary analysis of Opus's parking replacement costs if parking replacement was to be increased to achieve an optimal parking supply based on current demand.

To increase parking supply to optimal level requires			
Improvement	Extra parks	Extra cost	Properties
Uphill Cycle Lanes	51	\$3.3M	5
Dual Cycle Lanes	112	\$7.4M	11
Wide Traffic Lanes	98	\$6.4M	10
Two-way Cycle Lanes	98	\$6.4M	10

Peak Clearways (AM)	41	\$2.7M	4
Peak Clearways (PM)	20	\$1.3M	2

6. Wellington City Council: Adelaide Rd off-street parking analysis.

January 2014

This spreadsheet analyses the availability of and potential for private off-street parking along Adelaide Road between Wakefield Park and John St. The results are shown in the following table:

Adelaide Rd off-street parking analysis (January 2014)			
Residential properties excluding multi unit developments (Wakefield Park to John St)			
	West side	East side	Total
No. properties	122	90	212
Properties with parking	59	44	103
% no parking	52%	51%	51%
Properties w potential	32	42	74
No. no pkg, no potential	52	29	81
% no pkg, no potential	43%	32%	38%

7. Opus International Consultants Ltd: Options Report: Island Bay Cycleway Design Options (Dee Street to John Street)

March 2014

This report summarises an assessment of potential cycle improvements along the Adelaide Road corridor between John Street and Dee Street (a length of 2.5km). The purpose of this piece of work was to gain a better understanding of the Cycle Level of Service (LoS), parking/property impact and cost of different potential cycle improvements through the project area. The key focus was on Adelaide Road itself as recommended by the previous feasibility study¹ but also extends to include alternate routes either side.

The analysis in this report has shown that there are a number of potential cycle improvements that could be undertaken along the Adelaide Road corridor both on Adelaide Road itself and parallel routes.

Key points

Improvements

- Of the types of potential cycle improvements considered, permanent/full route improvements such as Dual or Two-way Cycle Lanes provide the best Level of Service and are most likely to encourage new users.
- Part-time/ partial route improvements such as Clearways or Uphill Cycle Lanes have the potential to improve the LoS to a similar degree as the permanent/full route improvements but only at certain times or parts of the route. These types of improvements would improve safety and priority for commuters and more confident cyclists, but are less likely to encourage new users.
- Removal of parking and not reallocating the space specifically for cyclists (for example Wide Traffic lanes) does not provide a significant improvement for cyclists and will potentially increase vehicle speeds.

Parking

- All of the potential cycle improvements considered result in parking disruption with effects ranging from slight to severe. Disruption ranges from vehicles having to find a park on the other side of the road or nearby side streets to a shortfall of over 100 parks along the route.
- The part-time/ partial route improvements such as Clearways or Uphill Cycle Lanes have a lesser impact on parking when compared to the permanent/full route improvements.
- Two effective parking replacement measures have been identified; providing parking on-street and providing parking off-street. On-street parking is accommodated by widening the carriageway and narrowing the footpath / traffic lanes and cycle lanes. As a consequence the LoS reduces with the reduced cycle lane width.
- Providing parking off-street allows the cycle LoS to be unaffected but requires the purchase of private property or use of recreational land for the creation of off-street community car-parks. Removing parking from the street will provide other benefits such as improved bus and traffic flow.

Costs

- The implementation of the cycle improvements alone costs in the order of \$0.5-0.9M (part-time/partial route improvements) or \$1.7-2.6M (permanent/full route improvements). The implementation costs of the cycle improvements are generally less than 50% of the total costs.
- On-street parking replacement is cheaper than off-street and costs in the order of \$0.5-0.7M (part-time/partial route improvements) or \$3.5M (permanent/full route improvements). The costs of off-street parking replacement are in the order of \$1.1M (part-time/ partial route improvements) or \$5.8M (permanent/full route improvements).

8. Opus International Consultants Ltd Plan Set: Island Bay Cycleway Design Options (Dee Street to John Street).

March 2014

This presentation provides indicative layouts (90 A3 pages) for potential cycle improvements along the Adelaide Road corridor between John Street and Dee Street. This work shows

how cycle facilities impact cycle level of service, parking/property impact and cost of different potential cycle improvements. It should be read in conjunction with the Options Report (item 7 above).

9. Studio Pacific Architecture: Berhampore Cycle Track Study

March 2014

A report on potential routes for an off road cycle track to connect between Adelaide Road and Lavaud Street through the east side of the Berhampore golf course.

10. Studio Pacific Architecture: Berhampore Cycle Track drawings

December 2013

Thirteen drawings of various alignments and details for an off road cycle track to connect between Adelaide Road and Lavaud Street through the east side of the Berhampore golf course.

11. Studio Pacific Architecture: Berhampore Cycle Track presentation

December 2013

Summary presentation of various alignments and details for an off road cycle track to connect between Adelaide Road and Lavaud Street through the east side of the Berhampore golf course. Includes cost estimates (slide 13).

12. Wellington City Council: Newtown Cycle Count Summary.

February 2014

Four diagrams summarising AM peak cycle counts taken in Newtown and Berhampore in February 2014. Key observations:

- The number of people on bikes is highly directional with most heading toward the city
- Very few children were observed on bikes.

Wellington City Council: Berhampore Golf Course Possible Cycleway Investigation

March 2014

The purpose of this presentation was to explore the range of options on the eastern part of the Mornington Golf Course and Martin Luckie Park.

Key points

- The Mornington Golf Club is a major user group within the study area with 5 holes on this side of Adelaide Road. Route assessments include impacts on the golf course with options to mitigate user conflict. Potential for user conflict and safety issues with stray balls.
- The location of Golf course effectively 'bridges' the Eastern and Western ridges of the town belt and provides a great opportunity to increase connectivity through the wider Town Belt network.

- Sections of the track would be a long way from any public road. Safety (or perception of safety) at night in these areas should be carefully considered.
- Martin Luckie Park has both a summer and winter field arrangement that precludes any opportunity to bisect the park with a hard surfaced pathway. Requirements for a 2m minimum safety margin around playing fields for sports such as rugby potentially restrict options for a perimeter track at pitch level. There is potential to locate track on the raised terrace above the pitch level.

13. Red Design Architects: Newtown Safe Cycleway 2014, Safer Cycleway Design Report

22 May 2014

This document presents the research and design work based on the assertion that the best way to incorporate cycleways in the Newtown/Berhampore area and create a meaningful increase in cycle use is to develop a cycleway paradigm that is tailored for Wellington's terrain and makes use of the existing motorist behaviour.

Key to this is the preservation of car parking. There are two reasons for this: one is that cars need to be stored somewhere if the owners are being encouraged to ride a bike instead of driving and secondly, parking disruption creates considerable cost and adversely affects the public's support of cycleway infrastructure.

The work advocates for a two-way separated cycle path system. This is where the two cycle lanes are on the same side of the road and the cycleway itself is separated from motorist traffic by street parked cars. This paradigm entails re-engineering of the footpath to accommodate a cycleway that is flush with the level of the pedestrian pavement and demarked by colour. Being on the same level allows a uniform safe surface for emergency swerving if needed by cyclists. Similarly pedestrians can utilise the area if required.

14. Red Design Architects: Newtown Safe Cycleway 2014, Safer Cycleways

- **Project Overview Presentation** 22 May 2014 (A summary of the design report and drawings)
- **Design Principles Presentation** 22 May 2014 (Sets out the reasons for the choice of the two way reengineered footpath paradigm).
- **Animated Slide Show** 22 May 2014 (Design principles)
- **Acknowledgements**

14.2 Red Design Architects: Newtown Safe Cycleway 2014: Route Map West Route

This presentation maps the cycleway options along the western route (Island Bay shops, Dee Street, Wakefield Park, Berhampore Golf Course, Stanley Street, Macalister Park, Hanson Street, Stoke Street, John Street).

14.3 Red Design Architects: Newtown Safe Cycleway 2014: Route Map Central and East Routes

This presentation maps the cycleway options along:

- the central route (Luxford Street, Rintoul Street, Riddiford Street, John Street)
- the eastern route (Martin Luckie Park, Russell Terrace, Rhodes Street, Daniell Street, Mein Street)

15. Red Design Architects: Newtown Safe Cycleway 2014 Project Overview

Outlines the Red Design research methodology for cycleway options and concludes that:

- Paradigm selection is key for Wellington
- Locals want a good fit – of both their needs and their streets
- Wellington drivers adapt driving to varying street engineering conditions
- Design for a new ‘market’ of cyclists who want to ride but currently feel unsafe
- Separation of cyclists from motorists provides best safety prospect

16. Red Design Architects: Newtown Safe Cycleway 2014, General Solutions.

22 May 2014

Indicative cross section drawings and indicative layout plans showing how a two-way cycleway can be fitted into the street network.

17. Red Design Architects: Newtown Safe Cycleway 2014, Safer Cycleways Design Principles Presentation

22 May 2014

Sets out the reasons for the choice of the two way reengineered footpath paradigm

18. Red Design Architects: Newtown Safe Cycleway 2014, Safer Cycleways Project Overview Presentation.

22 May 2014

A summary of the design report and drawings.

19. Red Design Architects: Newtown Safe Cycleway 2014, Safer Cycleways Animated Slide Show

22 May 2014

19-1 Red Design: Newtown Safe Cycleway 2014 Acknowledgements

20. Via Strada: Advice on protected cycle lanes.

12 May 2014

This report has been produced as background to section 1 of the Island Bay to City Route. It summarises expert research regarding uni- and bi-directional facilities for cycling within urban carriageways.

Key points

- There is scientific consensus that cycling in the same direction as the adjacent traffic is significantly safer than cycling in the opposite direction. A recent study has assessed this risk as 7.8 times greater than cycling in the same direction.

- There is overwhelming evidence against the provision of bi-directional protected cycle lanes. If protected cycle lanes are desired in this location, the appropriate facility type would be uni-directional provision on both sides of the road.

21. Meeting: Morningside Golf Club on proposed Island Bay to CBD cycleway.

27 February 2014

People at the meeting were able to leave comments on flipchart paper. This is a record of those comments. They are recorded under the headings that were written by WCC officers on the flipcharts to guide comments.

22. Newtown Festival sticky notes

2 March 2014

People at the Newtown Festival who visited Council's Annual Plan stall were able to leave comments on flipchart paper. This is a record of those 71 comments.

23. Wellington City Council: Berhampore / Newtown cycle improvements presentation

12 June 2014

Provides an overview of background information, the studies and various analyses completed to date.

24. Wellington City Council Cycling Demand Analysis

May 2014

This report explores the data collection, analysis methods and results of a WCC cycling survey conducted in between March and May 2014. Using latent class logit modelling, collected data is analysed to determine the trade-offs and cycleway features that most prominently influence people's decisions to cycle in Wellington. In addition, the potential for demand on the Island Bay to CBD cycle route is assessed using this model and prompted indications of cycling frequency.

Key points

- The results indicate excellent demand potential when the features of the cycleway are tailored to the needs of the population – who are dominantly safety-conscious.

25. Wellington City Council: Research panel and research bias

June 2014

This memo addresses queries about the validity of the Cycling Demand Analysis research.

26. NZ road rules – selection of excerpts, NZTA 2013

This is a selection of excerpts from the NZ Transport Agency's website – rules for different road users.

27. McAlister, Wakefield and Martin Luckie Park layouts

These maps show the summer layouts for sports in the parks.

28. Park layouts (as above)

29. Greater Wellington Regional Council: The State of Cycling 2001-20

December 2012. (Letter and report)

The report provides information to the Regional Land Transport Committee on cycling trends in the region, as part of ongoing monitoring and analysis in relation to the Regional Land Transport Strategy's cycling goals.

Key points

- The proportion of residents travelling around the region by cycling is increasing.
- Cycle as a mode of transport is low compared with other modes – 1% of all travel and 0.4% of distance travelled.
- Males are more likely to cycle than females, but evidence suggests this gap may be closing.
- Access to a bicycle has steadily increased in the region over the last few years.
- Key barriers to cycling identified by residents (other than access to a bicycle) are safety, environmental factors (e.g. weather, Terrain), and time/convenience.
- People's perceived barriers to cycling are quite universal, with only slight variations from one locality to the next.
- Cycling has a higher relative risk compared to most other modes of travel – making up 1% of all travel, but 12% of injury crashes on the region's roads.
- After a peak in 2007/2008, cyclist injuries have declined over the last few years. This correlates with an increase in cyclist numbers over this time, supporting the theory that a critical mass of cyclists can contribute to safety.
- Wellington residents are more likely to regard cycling as a possible option for work/study trips than any other trip types.
- Although the Wellington region has a high level of public transport use, integration with bicycle travel is low - only around 1% of train passengers integrate their trip with bicycle travel. In other cities with high public transport use, integration with bicycle travel has allowed for greater patronage (particularly where Park and Ride facilities have reached capacity).
- Expenditure on cycling facilities in the region has significantly increased over the last decade, but is a very small proportion of total expenditure in the National Land Transport Programme (0.2% in 2010/11).

30. Jean Beetham: Re-cycling the Streets – exploring the allocation of public space for transport.

Thesis (Masters in Environmental Studies) 2013.

This study identified a significant latent demand for transport cycling in Wellington. Transport cycling is suppressed primarily because of a perceived lack of safety. Road safety improvements were identified as the key change required to encourage the uptake of transport cycling. In particular, people in Wellington desire a continuous and connected network of separated and dedicated cycleways.

The research concludes that, considering Wellington's context and policy, the reallocation of road space from on-street parking to an arterial cycleway between Wellington's southern suburbs and city centre may well be warranted.

31. NZTA, Pedestrian Planning and design guide.

2009

The guide sets out ways to improve New Zealand's walking environment. It outlines a process for deciding on the type of provision that should be made for pedestrians and provides design advice and standards. The guide promotes a consistent 'world's best practice' approach to planning, designing, operating and maintaining walking infrastructure and networks. It supports the New Zealand Transport Strategy (NZTS) and the priorities for action in Getting There – On Foot, By Cycle (the national walking and cycling strategy). In doing so, it encourages walking as a viable mode of transport for short trips in and around our communities, and recognises the important role walking also plays in many car and public transport journeys.

32. Field trip materials – map and notes / observations

These are the materials provided to all panel members for the field trip. Pictures from the field trip are in the Field Trip Photos folder in Dropbox.

33. Wellington City Council cycling demand analysis - further modelling

June 2014

This modelling is done on the survey research (item 25) and includes specific routes amongst the proposals to the Panel (including real gradients and some particular treatments (changes to the road) suggested). The modelling shows how many "commuter cyclists" (i.e. transport cyclists) would use each route, and how many would remain on the current route.

The key insight is the *relative uptake* between different routes and treatments, rather than the absolute figures.

34. Wakefield Hospital information for Panel

Key points

- Supports in principle the notion of a cycle route.
- Keen to understand the design in more depth to ensure the safety of cyclists in what could be a busy environment (steady flow of traffic, poor visibility, car parking).
- Concern at the potential loss of car parks.

35. Newtown Community Centre information for Panel

The Newtown Community Centre and the hospital were invited to present. While they did not take up the invitation they wanted the Panel to be alerted to their position and concerns.

Key points

- NCC does not directly oppose Red Design Architects' Urban Activation Lab's Central Route as a whole – which turns Adelaide Road and Rintoul Streets into one-way roads. It wants to highlight where issues already exist and how these may intensify following this change to this area.
- The key concern regards the potential for increased traffic running through Colombo Street, which links the two one-way roads, Adelaide Road and Rintoul Street, and the impact on the safety of drivers and pedestrians:
 - Drivers already have a tendency to speed along Colombo Street from the Adelaide Road end down to Rintoul Street. With a children's day-care situated midway along Colombo Street and children's activities running in the community centre on almost a daily basis, the safety of children and young people crossing the street maybe at further risk with an increased number of cars using the street.
 - Though wide at the Adelaide Road end, Colombo Street narrows towards the bottom and at a point is reduced to effectively one lane. This often creates a 'jam' as cars coming out of Colombo Street are met by cars turning into it from Rintoul Street. This problem will obviously be exasperated with an increased traffic flow on the street due to the two one-way systems on either side.
 - With a steep rise at the top of Colombo Street, and a clear path of vision obscured by parked cars along Adelaide Road, it is very difficult for drivers to turn right out of Colombo Street with confidence. Often cars need to creep out into Adelaide Road in order to see where there may be a break in the traffic coming from the left to make the turn. Again, with more cars using Colombo Street to move between the two one-way roads, the potential for accidents at this T-junction will increase.

36. Opus International Consulting: Demand for cycle commuting routes and infrastructure between Wellington's city centre and southern suburbs

June 2014

Wellington City Council (WCC) is investigating a range of options to make cycling safer and more convenient between Wellington's southern suburbs and the city centre. A range of potential cycleway routes and infrastructure improvements have been identified by WCC, each with their own associated benefits, costs, and trade-offs. As part of the investigation into the relative merits of each option, it was assessed how many people would be encouraged to cycle and how often.

Key points

- Out of the options analysed there is the most demand for an arterial, barrier protected cycle lane on the central (most direct) route.
- In general, our findings show that the Central route has the most demand, followed by the Western route, and then the Eastern route. The barrier protected cycle lane has the strongest demand, followed by painted lanes not next to car parking, and then current conditions, closely followed by painted lanes between parking and traffic.

37. Levels of Service – further information. WCC

July 2014

This is a summary from Joe Hewitt answering questions about the calculations behind the cycling levels of service analysis WCC has done.

38. NZTA Official NZ Road Code for Cyclists

39. Gradients of possible cycling routes between Newtown and Berhampore

A table of the gradients of routes and comparable routes in Wellington.

40. Wellington City Council: Berhampore/Newtown cycle improvements

Consolidated report of key background data and information to support consideration of cycleway options.

APPENDIX 2: PRESENTERS TO THE CITIZENS ADVICE PANEL

Wednesday 25 June Newtown Function Rooms, 6 pm to 9 pm

Red Design	Martin Hanley, Anna Kremble Welch, James Coyle, Sean O'Brien
Cycle Aware Wellington	James Burgess, Eleanor Meecham
Dover Street Resident	Ralph Wilkinson

Thursday 26 June Newtown Function Rooms, 6 pm to 9 pm

Pedal Ready	Marilyn Northcote
Southern Suburb Resident	Tom Law
Resident	Phillip O'Brien
Southern Suburb Resident	Susan Belt
The City is Ours	Maria Van der Meel
Frocks on Bikes	Christina Bellis, Leah Murphy
Island Bay and Berhampore Community Orchard	Bronwen Newton
Cycle for All	Peter Panettieri
Friends of the Town Belt	John Bishop

Saturday 28 June 2014, Mezzanine Community Room, Public Library

Southern Suburb Resident	Kate Zwartz
Mornington Golf Club	Vince Burke
Southern Suburb Resident	Curtis Nixon
Berhampore School	Mark Potter
Newtown Business Group	David Wilcox
Southern Suburb Residents	Miller Family and others
Southern Suburb Residents	Martin Hanley, Anna Kremble Welch
Southern Suburb Residents	James Coyle, Sean O'Brien
Newtown Residents Association	Steve Cosgrove
Living Streets Aotearoa	Ellen Blake
Business in Berhampore	Peter Frater, James Whyte
Southern Suburb Resident	Stephen Pritchard

APPENDIX 3: SUMMARIES OF PRESENTATIONS

Wednesday 25 June Newtown Function Rooms, 6 pm to 9 pm

Red Design

Red Design has investigated ways that cycleways paradigms might closely fit Berhampore, Newtown and Mt Cook. It recommends the two way separated system which is where the two-cycle lanes are on the same side of the road and the cycleway itself is separated from motorised traffic by street parked cars.

It recommends three route options and one cycle-friendly concept:

- Western Route: West of Adelaide Road via the Island Bay/Berhampore sports grounds through MacAlister Park and down Hanson Street.
- Central Route: Incorporates the Berhampore Shops, Luxford, Rintoul and Riddiford Streets (Red Design)
- Eastern Route: Going through the Berhampore Golf Course & Martin Luckie Park), Russell Tce and all Riddiford St or incorporating Daniell and Mein Streets. (Red Design)
- Cycle-Friendly Avenue Zones: Berhampore Shops (Adelaide Rd), Newtown Shops (Riddiford St) and Wilson St transit route. (Red Design)

Cycle Aware Wellington

The presentation identifies the values to be considered when using city streets and people who may cycle (school children, retirees, occasional cyclers and people who cycle to work daily. It shares options for how bikes can be accommodated on the road, for example, parking and protected bike lanes, protected bike land uphill and shared downhill and shared walking and biking path.

Dover Street Resident (Ralph Wilkinson)

This presenter recommends a long term planned and integrated cycleway progressively over time. It focuses on an enhanced western route as a free standing route with the potential to connect with a smaller eastern route across the northern end of the eastern golf course.

Thursday 26 June Newtown Function Rooms, 6 pm to 9 pm

Pedal Ready

The presentation focuses on school children and their needs when developing cycle infrastructure. Cycle infrastructure will help children's journey to school, provide safe cycling for people of all ages and opportunities to ride.

Southern Suburbs Resident (Tom Law)

This presentation raises concern about the local impact and traffic implications on narrow streets. He urges the panel to provide a number of options, that the southern suburbs should have the best cycleway not the cheapest.

Southern Suburbs Resident (Philip O'Brien)

The commuter road through the Town Belt is contrary to the Deed of Gift and will have road safety consequences for golfers re NZTA and WCC. Road space for cars is already restricted and should not be further reduced. In non-business areas, the footpaths are wide, well maintained and should be considered for cyclists.

Southern Suburb Resident (Susan Belt)

This presentation wants to draw the Panels attention to the unsuitability for a cycleway path to traverse the top of Rintoul Street from Martin Luckie Park to Luxford Street or more specifically from Martin Luckie Park to Herald Street.

The City is Ours

The presentation wants the Panel to consider:

- Incorporating two options to provide safe cycle lands – one going to the North in the AM peak and another going South in the PM peak.
- What infrastructure bike stands should be in place at the CBD and to safely accommodate the shift in transport models from cars to cycles
- Whether the Council has adopted a sinking lid policy on street level car parking and how they will mitigate taking away car parks to provide safe cycle lanes
- All options guided by the WCC 2008 Walking and Cycling policy
- The ruling of the Environment Court about the width of buses.

Frocks on Bikes

This presenter encourages women to ride bikes for whatever reason and wearing whatever is in the wardrobe. It wants these cyclists to:

- Feel safe, to enjoy cycling and separation from fast things
- The cycleway to connect to destinations (shops, cafes, work and school) and to be able to stop and shop or ride all the way into Wellington city
- Separation and protected lanes, slow zones and traffic calming, good intersection design, direct routes and gentle gradients

It proposes a route that goes through the suburbs rather than around them, connects to places, people want to go and is surrounded by houses and businesses.

Island Bay and Berhampore Community Orchard

This presenter is in favour of improvements to cycle safety and that there is wide spread community support for the cycleway. The cycle route will improve commuting into the city but also on shorter journeys throughout the south coast suburbs. It is happy for the route to go through the orchard but would prefer that established trees not be moved.

Cycling for All

Any bicycle route along major traffic arterial route will always be disjointed causing loss of time plus extra risks for riders of all ages. This would also produce many hazards for pedestrians and bikers alike. Cycling can be encouraged by having better cycling facilities, integrating cycling with public transport, traffic calming of residential neighbourhoods, mixed use zoning and improved urban design, restrictions on motor vehicle use, traffic education and traffic regulations and enforcement.

Saturday 28 June 2014, Mezzanine Community Room, Public Library

Southern Suburbs Resident (Kate Zwartz)

This presenter presented a cycleway design for Riddiford Street and Adelaide Road.

Mornington Golf Club

This presenter is a community organisation providing Berhampore with a sporting complex, which is used by school, local businesses, age concern Sports Wellington and Special Olympics. It wants to ensure that community assets are protected and a cycle route has minimal disruption to all.

Southern Suburbs Resident (Curtis Nixon)

This presenter represents the Berhampore School Grounds and Garden Group. It is made up of and supported by school parents and children as well as school staff. The school is open minded about the various options for a cycle path. The Stanley Street option would have a major effect on the schools road boundary but see that option as being mostly positive. It is concerned about the whole picture of safer road transport through Berhampore across all modes.

Berhampore School

The proposed Western Route option that passes down Stanley Street will have a significant affect on parking available to the community and the schools operations. This would have negative impacts on the school and its roll. Traffic using Stanley Street to bypass Britomart/Adelaide road intersection means this is an unsafe intersection already. The Berhampore is experiencing a revival in its shopping area. Loss of parking will reverse this trend.

A route option is suggested. Turn Adelaide road from Luxford Street to Stoke Street into one way connecting the one way from Luxford Street to Stoke Street. Commuters travelling towards the CBD go down through Luxford Street; Commuters travelling to Berhampore from the CBD go down through Adelaide Street. One way on Luxford could also create more parking for Berhampore shops.

Newtown Business Group

The presenter is the co-ordinator of the Newtown Business Group. The group has identified the benefits of a cycleway including:

- Car parks won't be needed, leaving more room for parking spaces for car users, such as families, elderly, disabled
- Cyclists can park conveniently outside businesses and spend more time shopping without having to worry about parking time or parking fines
- Cyclists will spend more money locally as they don't travel as far by bicycle
- Cyclists will shop more frequently – they can stop on their route to go shopping.

The Newtown Business Group has noticed a significant increase in people who are cycling for commuting, recreation and shopping, particularly women cyclists. It has also noticed an increase in the number of cycles parked outside businesses. It advises that businesses see the cycleway as an opportunity to improve business.

There are some issues:

- There are not enough car parks. Staff from Wellington Hospital park in Newtown instead of hospital grounds and car parks have been removed from Riddiford Street/John Street intersection with the hospital upgrade and Countdown construction
- Loading zones are inadequate with car parks and the middle of the road being used
- Not enough safe space for cycling on pavements – conflict of space for pedestrians, signage and retail goods outside shops
- Not enough bicycle parking, parking on posts preventing car doors from opening and access to pavements
- Shop windows are scratched from bicycles leaning on windows
- Lighting is inadequate and inconsistent in some places.

The Newtown Business Group recommends:

- Make Newtown a safe cycle friendly destination for customers to visit and shop with accessible and convenient parking
- Improve lighting so it is consistent throughout Newtown Shopping areas
- Provide a number of safe routes for cyclists to travel to and from Newtown and ensure they can connect with Newtown from all directions safely.
- Put cycle parking in convenient locations, on each intersection corner and on berms where there are no intersections
- Offer regular cycle safety courses based in Newtown for children and adults. This would reduce the risk of accidents and improve cyclist and road user confidence
- Traffic calming by reducing speed to 30kph consistent with other shopping areas
- Provide cycle logos/lanes with enough space to avoid car door.

The Newtown Business Group expects that the Citizens' Advisory Panel will consider the long term prospect for Newtown not a short term fix or the cheapest option. It also suggests temporary trialling of options to test ideas. The group will support the best long term solution together with the requirement that consultation with the businesses is undertaken on what this solution would be.

Southern Suburbs Residents (Miller family and others)

This presenter represents an Island Bay family who cycle from time to time would like to cycle more. Cycling infrastructure would allow Mr Miller cycle to work and the rest of the family to get around on their bikes more.

Southern Suburbs Residents (James Coyle and Sean O'Brien)

These presenters continued explanation of the Red Design proposals. They advises that a long term vision and looking towards setting up a master planned network of safe cycleways that will encourage novices and the non-confident to cycle and improve the liveability of the compact, amenity rich Newtown a, Berhampore and Mt Cook. This presenter wants to encourage the WCC to provide a safe continuous cycleway that takes into account pedestrian safety while fitting narrow local streets.

Southern Suburbs Residents (Sean O'Brien)

This presenter suggests there are different types of cyclists who need to be catered for in different ways. He wants to encourage WCC to provide cycle priority streets that augment cycle lanes.

Newtown Residents' Association

This group would like:

- A network for safe cross community travel that connects amenities including shopping precincts and schools
- Safety for children cycling to be an important priority
- To promote solutions that benefit all of the community
- Options that preserve on street car parking
- Enhancement of the existing cycling experience (journey safety and enjoyment)
- A funding for priority routes first and then progressively develop an interconnected network over time

Living Streets Aotearoa

This presentation supports sustainable transport modes in an integrated network for Wellington. The sustainable transport hierarchy has pedestrians a top priority with cyclists and public transport users next. Any new work must take this into account.

Business in Berhampore

The Berhampore business community recognises the need and merit of promoting cycling. A key concern is that the now thriving community of Berhampore may be severely affected if wider community needs are superseded by the cycleway. The removal of car parks could jeopardise the growth of the shops in Berhampore and see the demise of the number of businesses servicing this community.

Southern Suburb Resident (Stephen Pritchard)

This presentation says that no consideration has been given of the impact on residents with families and disabled residents in the streets where the cycleway will pass through. It is also concerned that the design of the cycleway is dangerous for motorists loading and unloading children from their cars.

