

Consultation Summary and Decisions Report - updated

Nelson St Cycle Route: Phase One



28 April 2015

Auckland Transport consulted on the proposed Nelson St Cycle Route: Phase one between
11 **December 2014** and **Monday 16 February**.

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1. Executive Summary

- Auckland Transport consulted on the proposed Nelson St Cycle Route phase one (Nelson St from Union St to Victoria St West) to understand concerns and receive specific suggestions for changes to the proposal.
- The consultation period was from 11 **December 2014 to Monday 16 February 2015**. In total 16 feedback responses were received.
- Of the 16 feedback responses, 11 were generally positive.
- Reasons for liking the proposal included: improves safety; connects with existing facilities; reduces congestion; and makes use of dis-used motorway off-ramp
- Concerns raised included: removal of car parking; congestion associated with removing one lane on Nelson St; safety for cyclists at the intersections; and cost.
- For a full list off all issues raised during the consultation, please see table below (List of themes and AT responses)

2. Background

The Auckland Plan created a blueprint for Auckland to 2040. A more balanced transport system is needed to address population growth and congestion, and to reduce transport's contribution to greenhouse gas emissions.

Cycling is a key element in the shift required, and has other additional health, social, environmental and economic benefits. The vision for cycling is that Auckland is renowned locally and globally as a cycle-friendly region. Improving safety and the customer experience, along with providing a well-connected and integrated cycle network, are the key strategies for achieving this vision.

On 30th January 2015 the Minister of Transport launched the first of projects to receive funding as part of the government's \$100 million Urban Cycleway promise. The Nelson St Cycle Route was listed under the "Information about the 2014/15 projects" on the MoT website.

Auckland Transport (AT) and NZTA are working collaboratively to deliver the Nelson St Cycle Route to link the Northwestern Cycleway on Upper Queen St to Quay St.

Cycling in Auckland will be improved over the next three years with focus on improving safety and increasing the attractiveness of cycling as a mode for everyday travel. This will be achieved through a mix of solutions to increase the number of people cycling in Auckland by making Auckland safer and more attractive to cycle. The focus is on delivery of an integrated and connected network of cycle routes, more separation from traffic, with improved links to town centres, public transport, schools, employment centres and other community facilities.

Research undertaken by AT in 2014 confirms that more people would cycle if it was safer and more convenient to do so. Provision of cycle facilities separated from traffic has been identified by both existing cyclists and potential new cyclists, as a priority for Auckland. The Nelson St Cycle Route provides a mix of shared path and a bi-directional separated cycle path and is aligned with the vision of an Auckland renowned locally and globally as a cycle-friendly region, where cycling is a desirable and mainstream transport option because it is safe, pleasant, convenient, comfortable and fun for people of all ages and all cycling abilities.

The Nelson St Cycle Route is part of the Auckland Cycle Network (ACN). The cycle route fills a key gap in the ACN between the western suburbs and city fringe and the waterfront and midtown.

Milestones

The project is to be delivered in two phases.

Phase 1 involving a section to be led by NZTA comprising a shared path along Canada Street to Union Street using the disused Nelson Street motorway off-ramp via a new bridge. AT will be leading on Nelson St: Union St to Victoria St West in Phase 1, collaborating with NZTA on delivery for late 2015.

Phase 2 includes Pitt St (from Karangahape Rd to Union St) and north of Victoria St based on the outcome of optioneering underway in April 2015. Phase two will be subject to a separate consultation process will commence in late May/June 2015.

Benefits

The main project objective is to install separated cycle lanes along most of the route. Further objectives are:

- Increase levels of cycling along this route and in the city centre in general by providing an attractive, safe and separated cycle facility.
- Improve safety along this route for people on bikes.
- Support a variety of user types and confidence levels by providing a separated cycle facility.
- Reduce congestion by encouraging more trips by bike.
- An improved outcome through a coordinated approach to project planning and implementation between Auckland Council, Auckland Transport, the NZ transport Agency, and cycle interest groups.
- Link and expand the Auckland Cycle Network – filling a key gap between Auckland’s city centre, the city fringe and western suburbs.
- Improve the quality of journeys made by pedestrians and cyclists.

Improving and extending the Auckland Cycle Network is an important priority for Auckland Transport (AT) and NZ Transport Agency. AT is working together with the NZ Transport Agency on a number of central Auckland cycling routes that will ultimately link together, providing people on bikes with easier and safer access to and from the city centre

Proposed project details

This is the proposal for Nelson St, Union St to Victoria St West. For the design post-consultation, please see Appendix 1 to this report. The proposed design for phase one included the following changes on Nelson Street:

- A two-way separated cycleway on the western side of Nelson Street between Union Street and Victoria Street. Instead of having a cycle lane on both sides of the road, a two-way cycleway is on one side of the road and people on bicycles can travel in both directions within it.
- The cycleway will be three metres wide, with a separator of at least one metre to provide separation from vehicles.
- Cycle crossing facilities introduced at the intersections, to improve safety by enabling pedestrians and cyclists to cross separately.
- Kerb build-outs introduced at some intersections, to improve safety by reducing crossing distances for pedestrians and cyclists.
- The project will require:
 - Removal of a traffic lane along the length of the route and reduction of parking between Wellesley Street and Victoria Street.

- Removal of the left turn slip lane at the intersection with Victoria Street to provide a safe waiting area for pedestrians and cyclists to cross.

3. Consultation Activities

A letter and plan based on the MWH preliminary design was sent (11th Dec 2014) to potentially affected parties including adjacent owners/ occupiers for Phase 1 (Nelson St: Union St to Victoria St). The package also included a plan showing the whole Nelson St Cycle Route.

Wider public participation has been possible via the AT project website <https://at.govt.nz/projects-roadworks/nelson-street-cycleway/>

Three questions were asked.

- What do you like about the proposal?
- What don't you like about the proposal?
- Do you have any other comments?

An open day was held on 10th February 2015 at Takutai Square Britomart over 11am-3pm which was advertised in the Harbour News and the Central Leader.

The Waitemata Local Board was kept abreast of the project including AT providing a presentation of the DRAFT detail design for Phase one (Nelson St: Union St –to Victoria St) on 17th March 2015.

Update letter informing of no left turn onto Cook St from Nelson St: April 2015

An update letter and plan based on the detail design of phase one (including the no left turn from Cook St from Nelson St) (Nelson St: Union St to Victoria St) was sent (week commencing 13th April 2015) to potentially affected parties including 2700 adjacent owners/ occupiers. In addition property developers Sugar Tree on Nelson St lower lane were met with by the project team. They were told the reasons why the no left turn was required and that the phasing of the intersection would be looked at to limit congestion. Tournament Car Parks (owner of City Works) on Cook St was sent a letter inviting them for a meeting however there was no response. This was primarily to inform potentially affected parties that there would be a no-left from Nelson St onto Cook St and was not part of the official consultation. Please see Appendix 2 for a copy of the letter.

4. Consultation Responses

- Of the 16 feedback responses, 11 were generally positive.
- Of the positive responses comments included improves safety; connecting with existing facilities; reduces congestion; and makes use of dis-used motorway off-ramp
- Concerns raised included removal of car parking; congestion associated with removing one lane on Nelson St; safety for cyclists at the intersection; and cost.

5. Summary of Feedback

Total responses	16
Online	8
Directly affected residents	8
Generally supportive	11

Likes	
Makes use of unused motorway	2
Separated cycle paths	3
Improves safety	2
Connects with existing facilities	1
Free left turn onto Victoria St from Nelson	1
Completes Auckland Cycle Network	1
Bi-directional	1
Removal of parking	1
Health benefits	1
Reduces congestion	1

General positive	4
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Dislikes	
Would like more facilities to link with this project	1
Would like it to link with Hopetoun and K Rd instead of Pitt St	1
Would like a link from Canada St to K Rd	1
The wrong route (Phase 2)	1
Not Nelson St route	4
Phase 1 and Phase 2 should be constructed together	1
Construct Option A and B (phase 2)	1
Phasing of lights should allow for cyclists	2
Pitt St section should be not be shared path	1
Concerns with safety of cyclists at intersections	2
Congestion as a result of emergency services reduced space to pass	1
Congestion as a result of reducing road by one general traffic lane	2
Concerns with safety due to excess vehicle speed	2
Access to properties on west side of Nelson St	2
Removal of car parking	2
Lack of pedestrian facilities	1
Cost of project is unjustified	1

6. List of Themes & AT Responses

Dislikes	AT response	Change
Would like more facilities to link with this project	AT is developing an array of connected facilities throughout the city as part of the Auckland Cycle Network due for completion in 2030. Upcoming projects in the city will be K Rd, Quay St and Ian McKinnon Drive to help connect to Nelson St.	Noted, Nil changes
Would like it to link with Hopetoun Bridge and Karangahape Rd instead of Pitt St	The current project does not include a connection with Hopetoun Bridge and/or Karangahape Rd (overbridge). This was given preliminary consideration but discounted due to height differences, construction difficulties, cost and aesthetics. Pitt St from Union St to Karangahape Rd will be constructed in phase 2 of this project. AT is investigating a project which includes cycle lanes on Karangahape Rd. Once constructed there may be scope to work with the local board to develop further links with K Rd	Noted, Nil changes
Would like a link from Canada St to Karangahape Rd	Improving links from Karangahape Rd to Canada St is already planned to be investigated as part of the Karangahape Rd Rd project.	Noted, Nil changes
The wrong route (Phase 2)	Key cycle route projects have been	Noted, Nil changes

	<p>identified through the Regional Land Transport Programme (RLTP) process, and tie into Local Board and NZTA proposals. These projects have been identified as priority projects for the development of the Auckland Cycle Network. Investment in the Auckland Cycle Network focuses on the most popular routes, so that as many cyclists as possible benefit from the improvements.</p> <p>The Nelson St Cycle Route enables cyclists to travel safely from the south of the central city at the end of the Northwestern cycleway on Upper Queen St, all the way to the waterfront. Cyclists can enter and exit the cycle route along the route improving access throughout the city.</p> <p>The focus is on delivery of an integrated and connected network of cycle routes, more separation from traffic, with improved links to town centres, public transport, schools, employment centres and other community facilities. The investment in infrastructure will be complemented by more investment in cycle training, promotion and cycle safety campaigns. Taken together, this approach will increase numbers of people on bikes and give confidence to the next generation to start cycling.</p>	
Not Nelson St route	Key cycle route projects have been identified through the Regional Land	Noted, Nil changes

	<p>Transport Programme (RLTP) process, and tie into Local Board and NZTA proposals. These projects have been identified as priority projects for the development of the Auckland Cycle Network. Investment in the Auckland Cycle Network focuses on the most popular routes, so that as many cyclists as possible benefit from the improvements.</p> <p>The Nelson St Cycle Route enables cyclists to travel quickly and safely from the south of the CBD at the end of the Northwestern cycleway on Upper Queen St, all the way to the waterfront. Cyclists can enter and exit the cycle route along the route improving access throughout the city.</p> <p>The focus is on delivery of an integrated and connected network of cycle routes, more separation from traffic, with improved links to town centres, public transport, schools, employment centres and other community facilities. The investment in infrastructure will be complemented by more investment in cycle training, promotion and cycle safety campaigns. Taken together, this approach will increase numbers of people on bikes and give confidence to the next generation to start cycling.</p>	
<p>Phase 1 and Phase 2 should be constructed together</p>	<p>There are merits in building the cycle route in one phase however the project is relatively large in the context of route</p>	<p>Noted, Nil changes</p>

	length and the design and construction processes. A decision was made to ensure that Phase 1 (Upper Qu St to Victoria St) is built by the end of the year thus allowing this portion to be used during months leading up to and through summer 15/16. AT will be working hard to complete Phase 2 as soon as possible after Phase 1 so that users can get the benefits that the project will provide	
Pitt St section should be dedicated for cycling not shared path	There are benefits of providing separated cycle facilities where we can. Separated cycle facilities often require using some of the available traffic carriageway. In the vicinity of the Pitt St/ Nelson St/ Hobson St/ Union St intersection it is not practical at present to take a general traffic lane given the relationship with the motorway network. Therefore a Shared User Path facility will be required at this location and for part of Pitt St in order to not impact congestion on the motorway network whilst improving travel times for cyclists by providing separate traffic light phases for cyclists.	Noted, Nil changes
Construct Option A and B (phase 2)	Your suggestion to provide cycle routes along both option A (Nelson-Sturdee) and option B (Victoria-Hobson) will be considered in our optioneering for phase 2. AT will consult on phase 2 in June 2015.	Noted, nil change
Phasing of lights should allow for cyclists	We are reviewing the traffic light arrangements and adding cycle traffic signals where possible. Detector loops in the cycle lane at some locations to let the	Noted, Nil changes

	<p>traffic signal controller know a cyclist is on their way to the intersection; in order to reduce delay and enhance the level of service where possible.</p>	
<p>Concerns with safety of cyclists at intersections</p>	<p>Road user safety is given great consideration in all AT projects. Using independent safety auditors, experienced consultants and consulting widely across our stakeholders, AT identifies potential risks and removes, isolates or minimises such risks. The Nelson St Cycle Route project aims to physically separate cyclists from general traffic in order to support safe cycle routes adjacent to high volumes of traffic.</p>	<p>Noted, Nil changes</p>
<p>Concerns with safety due to excess vehicle speed</p>	<p>Road user safety is given great consideration in all AT projects. Using independent safety auditors, experienced consultants and consulting widely across our stakeholders identifies potential risks and removes, isolates or minimises such risks. This project aims to physically separate cyclists from general traffic in order to support safe cycle routes adjacent to high volumes of traffic. The general traffic lanes will be narrowed as part of the project, which should result in a minor reduction in vehicle speeds along the route</p>	<p>Noted, Nil changes</p>
<p>Congestion as a result of emergency services reduced space to pass</p>	<p>AT consults with many stakeholders including the emergency services. Such agencies will advise AT if they considered their passage might become impeded. This is not the case here.</p>	<p>Noted, Nil changes</p>

<p>Congestion as a result of reducing road by one general traffic lane</p>	<p>AT has modelled the proposed changes to intersection layouts and made enhancements where possible to infrastructure and traffic signal controllers to ensure that any congestion affects are mitigated as much as possible. AT and the NZ Transport Agency work collaboratively to ensure intersections along the route and motorway off ramps operate at an optimal level of service.</p>	<p>Noted, Nil changes</p>
<p>Access to properties on west side of Nelson St</p>	<p>Access to all properties on west side of Nelson St is retained. The proposal would be similar to the Beach Rd cycleway which has rubber speed humps at vehicle crossings to raise driver awareness of the cycle route and cyclists.</p>	<p>Noted, Nil changes</p>
<p>Removal of car parking</p>	<p>To facilitate the movement of traffic and provide safer cycling facilities some on-street parking will need to be removed and other restricted by way of clearway during peak hours. There is always a balance in how space is shared amongst the various user groups. In some cases allowing parking has the advantage of moderating speed along a route making the environment better for vulnerable users such as pedestrians and cyclists. AT will manage parking on arterial roads by extending clearways, or removing parking where it causes safety risks for cyclists or impedes quality improvements of the Auckland Cycle Network.</p>	<p>8 car parks will be removed on Nelson St from Cook to Wellesley St in addition to the proposal.</p>
<p>Lack of pedestrian facilities</p>	<p>Whilst the project is predominately a cycle</p>	<p>Upgraded pedestrian/pram crossings and</p>

	<p>project, pedestrian signal timings have been reviewed and optimised to provide the best balance possible. New tactile paving will be provided at some locations where the cycleway has disrupted the existing pram crossing(s) and this upgrade will assist Blind and Partially Sighted persons crossing the road. Street lighting will also be reviewed as part of the cycle project and any upgrades will be of benefit to pedestrians at night.</p>	<p>tactile pavers on Wellesley St/Nelson St intersection and Cooks St/Nelson St intersection.</p>
<p>Cost of project is unjustified</p>	<p>The project has been subject to an economic analysis that considers the Benefits (and disbenefits) and Costs of the project and is subject to Peer Review by an independent professional and by the NZ Transport Agency.</p>	<p>Noted, Nil changes</p>

Likes	AT response	Change
<p>Makes use of the dis-used motorway</p>	<p>It will be great to gain some benefit for active road users from this dis-used transport infrastructure</p>	<p>Noted, Nil changes</p>
<p>Separated cycle paths</p>	<p>Separated cycle paths can have advantages of attracting those who are interested in cycling but concerned about the traffic environment. Over time these users can gain more confidence and ride on other parts of the road network as well.</p>	<p>Noted, Nil changes</p>
<p>Improves safety</p>	<p>Providing some physical separation between cyclists and general traffic should provide many benefits. Cyclists will of</p>	<p>Noted, Nil changes</p>

	<p>course need to travel through intersections and past driveways and contend with other challenges like many other road user groups. The 4 pillars of the safe system (http://www.nzta.govt.nz/resources/safe-system/index.html) tell us safety will be achieved through having safe users (complying with road rules and good etiquette) using safe vehicles (including being well maintained) travelling at safe speeds on safe infrastructure (well designed and maintained for intended purpose).</p>	
Connects with existing cycle facilities	<p>AT is developing an array of connected facilities throughout the city as part of the Auckland Cycle Network due for completion in 2030. Next in the city will be K Rd, Quay St and Ian McKinnon Drive to help connect to Nelson St</p>	Noted, Nil changes
Free left turn from Nelson into Victoria St West	<p>The removal of this free left turn will provide safer waiting area for pedestrians and cyclists</p>	Noted, Nil changes
Completes Auckland Cycle Network	<p>AT is developing an array of connected facilities throughout the city centre over the next 5 years as part of region wide cycling network due for completion in 2030. Next in the city will be K Rd, Quay St and Ian McKinnon Drive to help connect to Nelson St</p>	Noted, Nil changes
Bi-directional	<p>The benefit of the Bi-directional cycle path is that it uses less overall width when providing for cyclists in each direction in a corridor.</p>	Noted, Nil changes
Removal of parking	<p>To facilitate the movement of traffic and</p>	Noted, Nil changes

	<p>provide safer cycling facilities some on-street parking will need to be removed and other restricted by way of clearway during peak hours. There is always a balance in how space is shared amongst the various user groups. In some cases allowing parking has the advantage of moderating speed along a route making the environment better for vulnerable users such as pedestrians and cyclists. AT will manage parking on arterial roads by extending clearways, or removing parking where it causes safety risks for cyclists or impedes quality improvements of the Auckland Cycle Network.</p>	
Health benefits	<p>Cycling investment has long term health benefits with the largest benefits from reducing deaths related to lack of exercise. Effects on road traffic injury, reduced emissions and gains in health resulting from exercise.</p>	Noted, Nil changes
Reduces congestion	<p>Cycling investment can lead to reduced congestion over time which has the benefits of reduced emissions, healthier cycling conditions and savings from lower fuel bills</p>	Noted, Nil changes
General positive	Thanks	Noted, Nil changes

Appendix 1

Design on Nelson St from Union St to Victoria St West

- Instead of having a cycle lane on both sides of the road, a two-way cycle route is on one side of the road and bikes can travel in both directions within it. The western side has a smaller impact on property access and on-street parking.
- The cycle route will be three metres wide, with a physical separation, typically one metre wide, from general traffic lane vehicles.
- Cycle crossing facilities will be introduced at the intersections, to improve safety by enabling cyclists to cross separately (with Cycle traffic signals).
- Ties into Auckland Council Long Term City Vision of more mode choice for transport and more people-friendly spaces.

The project will require:

1. **Union St to Cook St** - removal of a traffic lane
2. **Removal of left turn from Nelson St to Cook Street**

In order to minimise congestion and the likelihood of traffic queuing back onto the motorway system the left turn onto Cook St from Nelson St will no longer be permitted from the “main” Nelson Street traffic lanes. The left turn to Cook Street will however be possible from Nelson Street lower lane; as will the right turn to Cook St and through movement to Nelson Street from the Nelson St lower lane.

Traffic volume surveys conducted by Auckland Transport indicate that there is not a high volume of traffic currently turning left into Cook St from Nelson St. Other alternatives for left turning traffic include:

- Union St: Vehicles use Union St to access Cook St.
- Wellesley St: Vehicles currently accessing the City Works site from Cook Street can do so from Wellesley St West (left turn from Nelson St into Wellesley St West), Cook St via Union St as described above or Cook St via left turn at Nelson St lower lane.
- Another access to Cook St is via Wellesley St West, then Sale St

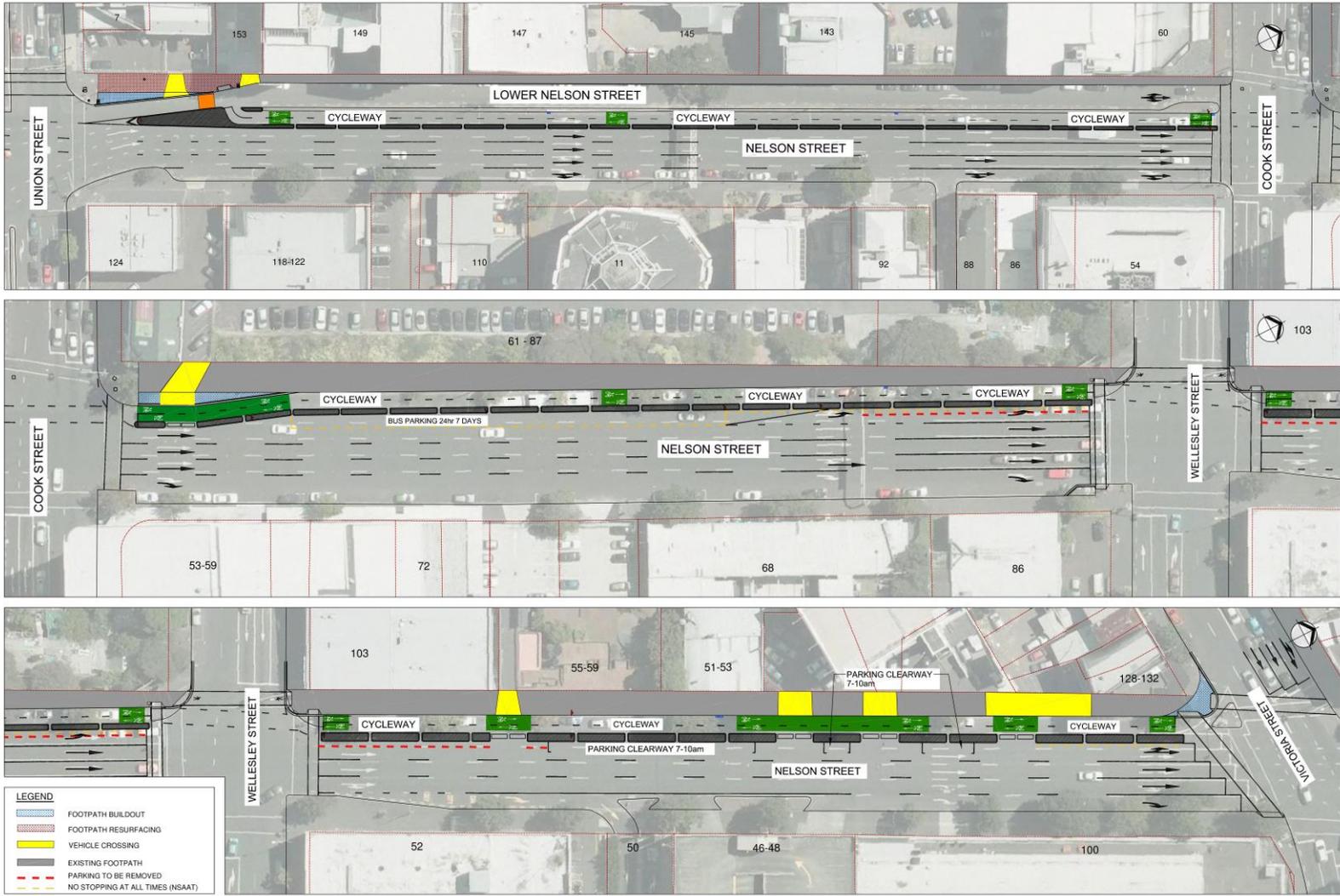
3. **Cook St to Wellesley St West**

Removal of all 8 on-street parking spaces and shortening and moving bus parking over one lane

4. **Wellesley West St to Victoria St**

Currently there are 17 car park spaces along this section. This design removes 7 on-street parking spaces and retains 10 park spaces in off peak periods all day, Mon-Fri except between 7am-10am (a clearway 7am-10am, Mon-Fri)

5. Removal of the free left turn at the intersection with Victoria Street. The left turn will be signalised to provide a safe waiting area for pedestrians and cyclists to cross.



8 APRIL 2015

NELSON STREET CYCLE ROUTE: UNION STREET - VICTORIA STREET

