

PALMERSTON NORTH CITY COUNCIL

MINUTES ATTACHMENTS COUNCIL

9AM, WEDNESDAY 28 JUNE 2023

COUNCIL CHAMBER, FIRST FLOOR
CIVIC ADMINISTRATION BUILDING
32 THE SQUARE, PALMERSTON NORTH

COUNCIL MEETING

28 June 2023

5. Public Comment

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Featherston Street Cycleway:
A submission on Behalf of Stewart's Mitre 10, McDonalds and Countdown

With Featherston Street being redesigned to create safer cycleways and improve general traffic flow, we were invited to be included in the three public Co-Design sessions held by the PNCC. We from the beginning have been supportive of this initiative.

We came in to these sessions with an understanding that this redesign would likely have an impact on ours and other businesses along Featherston Street. We were hopeful that we could work collaboratively with the designers through this process to find a compromise where the cycle way is implemented in a way that meets the safety and efficiency brief, while not impeding valuable access to our businesses.

Our feeling coming out of these Co-Design sessions was that our concerns and feedback have not been given any consideration and as per the below images proposed as option 1 and 2 of the first trial showed that we would lose the right turn access off Featherston Street for all our businesses. The negative impact of this median strip proposed would be catastrophic to our businesses and simply untenable.

Key reasons for the significant negative impact on our businesses are outlined below:

- On Thursday June 22nd we counted traffic entering our carpark from Featherston Street which totalled 1340 vehicles. This equates to upwards of 63% of Mitre 10s customers coming in from Featherston street. 633 or 49.5% of those vehicles turned right into our carpark. This is only Mitre 10's numbers but would be similar for Countdown and McDonalds.
- All our businesses sell products that require our customers to transport these goods via a vehicle as there are many purchased goods of a large nature or multiple bags. Mitre 10 has a large Trade business selling building supplies which are large items and transported in vehicles towing trailers. Ease and efficiency of access to our site is key for these customers.
- Research into consumers in NZ and Internationally finds that people will choose to go to the closest and easiest access store first if what that store is offering a similar standard to their competition. We risk losing customers to our direct competitors.
- We estimate a potential reduction in sales of up to 25% (tens of thousands of dollars lost daily across all our businesses). This would have a flow on effect of job losses of up to 100 – 120 jobs and the families that depend on our people's income. Our team's are our and most valuable assets and we would be devastated to have to lose anyone but our businesses could not sustain these jobs with such a loss in sales.

- Emergency services access – In the event of a fire or emergency at our premise we are concerned that the restricted access would lead to additional time taken to arrive on site. Time is of the essence when faced with a total loss situation or potential loss of life.

Where to from here:

In our position we want Featherston Street to be safer for pedestrians, cyclists and all road users. We only want to work collaboratively with the designers to retain right turn access to our businesses. The impact of losing this is significant so we would hope that the PNCC is willing to work together with us to find a suitable solution that benefits all. We believe that this is achievable.

We thank you for taking the time to consider this.

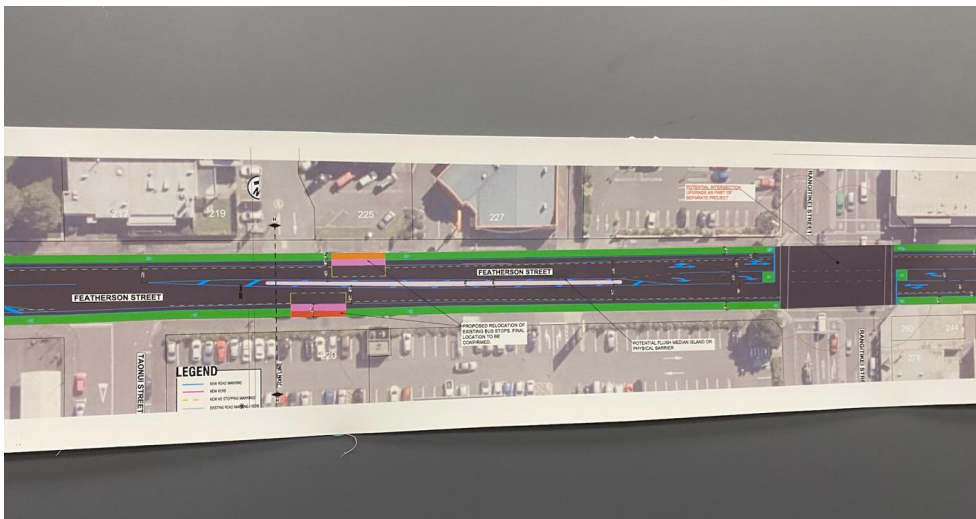
Kind regards

Stewarts Mitre 10 MEGA
Countdown
McDonalds

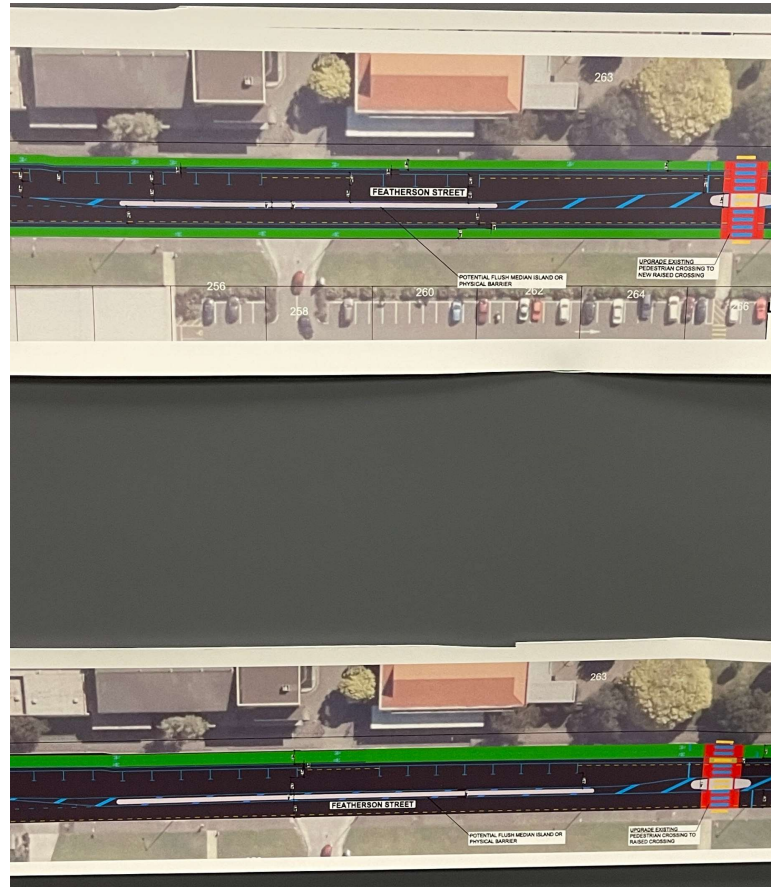
Below: Cycleway options 1 and 2 both showing a median strip preventing right hand turn in to Mitre 10 carpark.

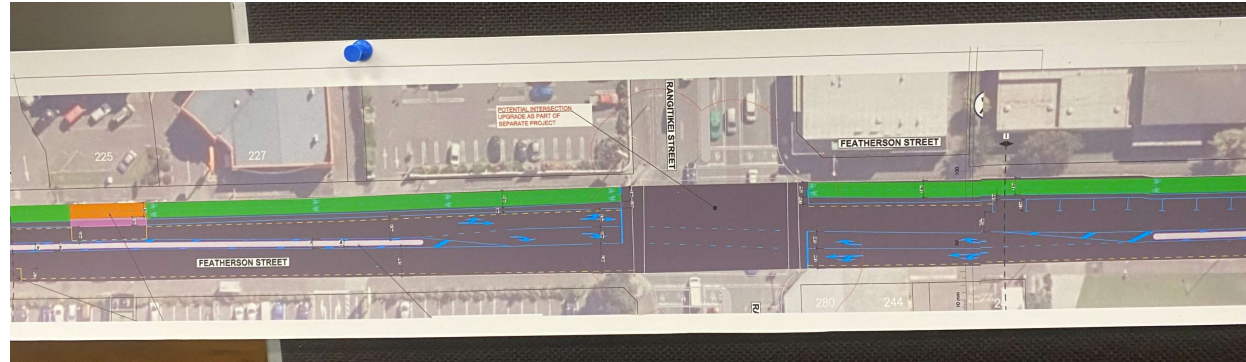


Below: Cycleway options 1 and 2 both showing a median strip preventing right hand turn in to McDonalds and Countdown car parks.

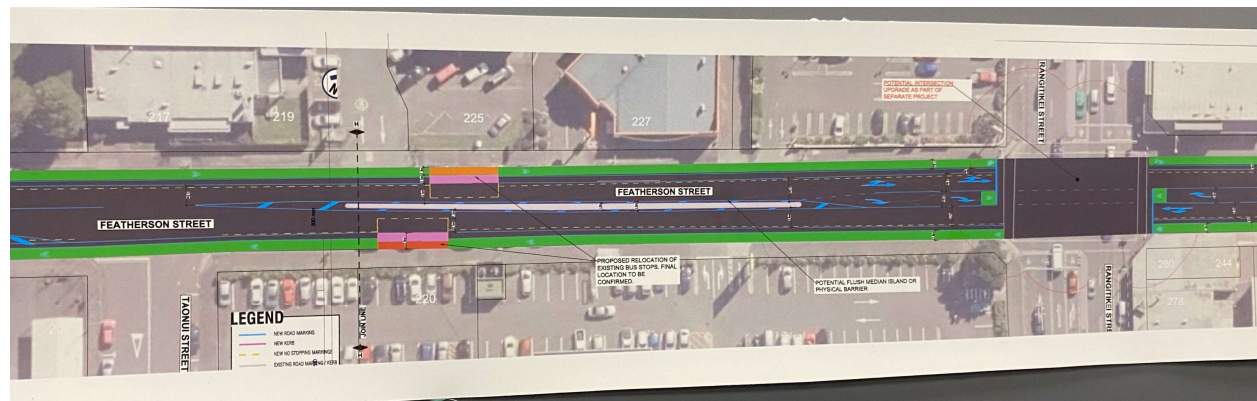


Cycleway options
1 and 2 both
showing a
median strip
preventing right
hand turn into
Mitre 10 carpark





Cycleway options 1 and 2 both showing a median strip preventing right hand turn in to McDonalds and Countdown carparks



Submission on Cycle Path

Featherston Street is the least safe street in Palmerston North – judging by the number of injury accidents over the last decade or so. Cyclists and pedestrians are particularly at risk on this busy arterial. The large number of side streets, bus stops, pedestrians and driveways make creating a cycleway on this street a complex problem. But the Featherston Street cycleway is crucial if Palmerston North is to have cycle network that the average citizen can use. So, the choice of cycleway will determine how successfully Palmerston North cycling grows. Accordingly, analysis using the Waka Kotahi Separated Cycle Options Tool (SCOT) to determine the relative safety of the two proposed cycleways designs is recommended.

The bi-directional separated cycleway is less safe and less appealing to actual and potential cyclists than a one way separated cycleway, but it does have some advantages including needing less space in an already busy arterial.

The risk is that the bi-directional cycleway does not attract more cyclists because it does not feel safe (or perhaps is even less safe) than cycling on the road; or it is too hard for cyclists to get on and off the cycleway. So, the experienced cyclists stays on the road and the less confident stay in their cars.

The bi-directional cycleway will be less safe than a cycleway on both sides of the street:

In most cases, 1-way facilities will have better safety outcomes due to drivers often not expecting cyclists coming the 'wrong way' (<https://www.nzta.govt.nz/walking-cycling-and-public-transport/cycling/cycling-standards-and-guidance/cycling-network-guidance/designing-a-cycle-facility/between-intersections/separated-cycleways/>, accessed June 2022)

When designing a cycleway Waka Kotahi recommend taking into account:

- large numbers of pedestrians,
- traffic crossing the cycleway,
- bus stops and
- busy roads.

All of these are issues for the well-used Featherston Street.

Parts of Featherston Street have lots of pedestrians – and they will have to cope with both motorists and then cyclists. (And bi-directional cyclists will make things more difficult). Waka Kotahi recommends

Ensure that suitable provision for pedestrians exists and users can distinguish between the respective facilities for cycling and walking. Where a high pedestrian crossing demand across the cycleway is likely, ensure the separation device is wide enough for pedestrians to wait before crossing the road, so they don't queue within the cycleway itself.

<https://www.nzta.govt.nz/walking-cycling-and-public-transport/cycling/cycling-standards-and-guidance/cycling-network-guidance/cycle-network-and-route-planning-guide/principles/cycle-route-components-between-intersections/#separated-cycleways>

Featherston Street has around 47 intersections, 230 residences (and the ensuring driveways) and 60-plus business driveways. Each of these will generate traffic crossing the cycleway. Waka Kotahi state:

Treatment of two-way or contraflow separated cycleways across intersections or side streets must be carefully considered; these facilities are more likely to require signalised crossings than standard one-way separated cycleways or cycle lanes.

Featherston Street also has a large number of bus-patrons using bus stops and again this requires specific design to minimise risk and make the facilities useable:

Provide suitable treatments at bus stops that avoid conflict between people cycling and boarding/alighting/waiting bus patrons. See for example the guidance given on bus stops in the Irish [National cycle manual](#)([external link](#)).

To cope with these issues Waka Kotahi recommend:

If a two-way or contra-flow separated cycleway is considered, it is important to consider the risks of driveways and intersections along the proposed alignment in comparison with other facility options (e.g. having a one-way separated cycleway on each side of the road). The [Separated Cycleway Options Tool \[XLSX, 38 KB\]](#) (SCOT) is an interim evaluation tool available to assist in this comparison, and planners should also be aware of the design criteria presented in the [Traffic control devices manual](#) parts 4 and 5 (NZ Transport Agency, 2015a and 2015b).

The tool is an Excel sheet that requires all the intersections (signalised intersections listed separately) to be listed along with how many vehicles use that intersection to cross the cycleway. It also asks how many residential driveways and commercial driveways (the risk is greater at commercial driveways). The excel sheet measures how often vehicles and cyclists must give way to each other and uses this to determine risk for both a one-way and a bi-directional cycleway (expressed as injury crashes per year or per ten years).

This method needs to be used for Featherston Street because there is so many places where cyclists, pedestrians and vehicles can collide. It also provides an idea of what streets will need traffic lights and an approximation of the likely attractiveness of the cycleway to less confident cyclists.

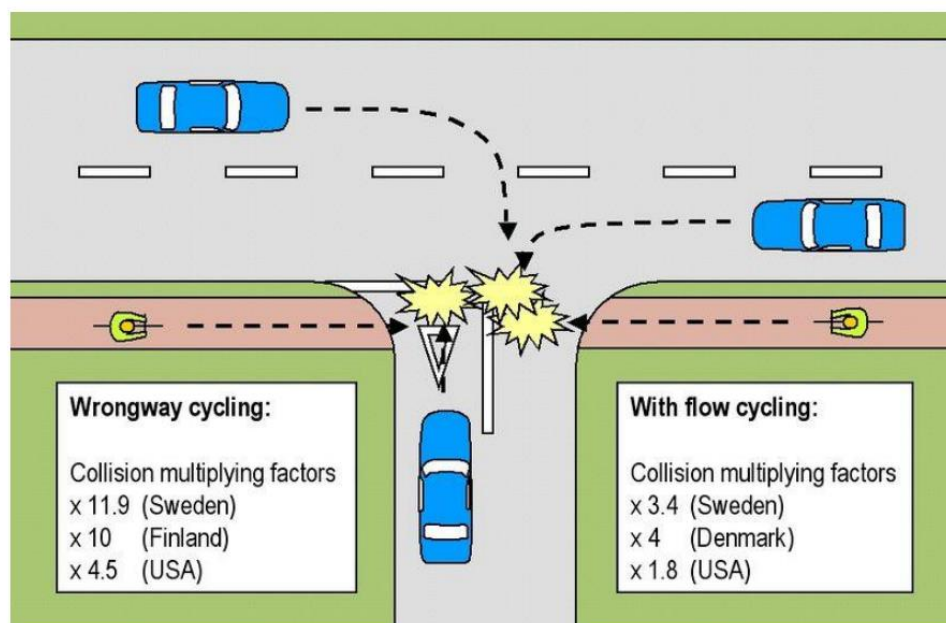
The analysis referenced in the Council report is a Multi Criteria Analysis and is recommended by Waka Kotahi for balancing competing demands. It is not designed for working out whether to use a bi-directional cycleway or a one-way design. If necessary, the results of the recommended SCOT process could be fed back into a Multi-Criteria Analysis but at the very least Councillors need to know the relative risk of the two proposed cycleway designs.

The Multi Criteria Analysis only gives 15% weighting to cyclist safety (and another 15% to cyclist amenity) which is equivalent to the 30% allocated to parking. Although an overall score is provided no details were given re how the figures were arrived at (they appear to be averages rather than percentages as some figures exceed 1.

Councillors have a difficult decision as how to create a cycle network that will increase cycling while not annoying too many people. To make this decision well the risk of injury needs to be estimated as accurately as possible; and I believe that requires use of the SCOT spreadsheet. Failure to do so may lead to a compromised cycleway that very few use because it feels too unsafe. The cycle network then remains broken causing cycling numbers to continually decline.

Appendix one: Extract from SCOT looking at risk of contra-flow cycling

4.1.1 The risk of a conflict involving cycling in the with-flow direction on a separated cycleway at a residential driveway with no adjacent parking has been taken as the base case and assigned a risk factor of 1. The other conflict location scenarios reference this directly or with one or two degrees of separation. International studies that compare with-flow and contraflow cycling suggest that cycling in the contraflow direction is approximately three times riskier than cycling in the with-flow direction at an intersection between a cycleway and a side road (see Figure 7). It has been assumed that a similar ratio between risk of with-flow and contraflow cycling would apply at driveways. Thus a risk factor of 3 has been applied to residential driveways for separated cycleways that involve contraflow cycling, where there is no adjacent on-street parking



4.1.2 The unfamiliarity of users at non-residential driveways is expected to increase the likelihood of conflicts. Non-residential driveways are also expected to involve a non-negligible proportion of heavy vehicles which must be accounted for.

<https://www.nzta.govt.nz/assets/Walking-Cycling-and-Public-Transport/docs/cycling-network-guidance/tech-notes/TN001-separated-cycleway-options-tool-april-2016.pdf>

This is an important project in our city's future

- Govt Policy Statement on Land Transport
- Emission Reduction Plan
- Regional Land Transport Plan
- Palmerston North Integrated Transport Initiative
- Goal 4 – 30% Reduction in CO2 emissions
- Transport Plan
- Transport Asset Management Plan
- Strategic Networks
- Urban Cycle Masterplan



Fig 1: Urban Cycle Network



Fig 2: Proposed medium density around Featherston St

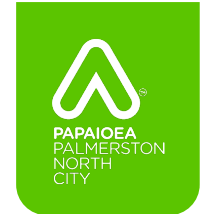


Featherston St is one of the most dangerous streets in our city



- **434 recorded crashes** on Featherston Street in the previous 10 years (2013-2022)
- **Two fatal crashes** – in 2014 and 2017
- **28 cycle** crashes and **19 pedestrian** crashes
- Pedestrians and cyclists make up **30%** of death and serious injury crashes (despite only being involved in 11% of all crashes)
- **Featherston St/Rangitikei St** intersection identified as the most dangerous intersection in city through PNITI
- Common crash themes for cyclists – parked car door opened on cyclists, vehicles turn in/out of driveways/side roads and vehicles pulling into cycle lanes

We captured everyone's' key concerns



Since September 2022, we have:

- Spoken to more than **150 businesses and stakeholder groups**
- Surveyed **625 students** at Palmerston North Boys' High School
- Met 35 people at **three drop-in sessions**
- Sent **3500 letters** to residents, homeowners and landowners
- Received about **300 formal submissions**
- Received more than **1000 comments on social media**



Key themes:

- Parking retention
- Pedestrian safety
- Congestion at intersections
- Right hand turns and impact of congestion at entrances to McDonalds, Countdown and Mitre 10
- Develop a consistent, connected cycleway network
- Median strip good for right turns into side streets

People are concerned for their safety



1=less safe, 10=very safe

Co-design means we have a good grasp of our community's views

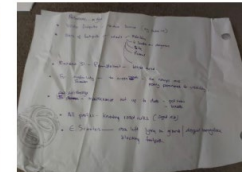
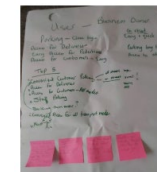
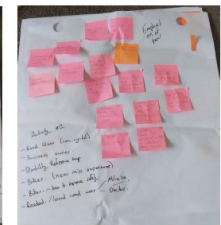
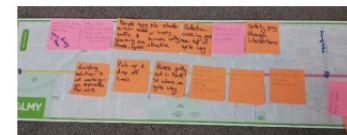
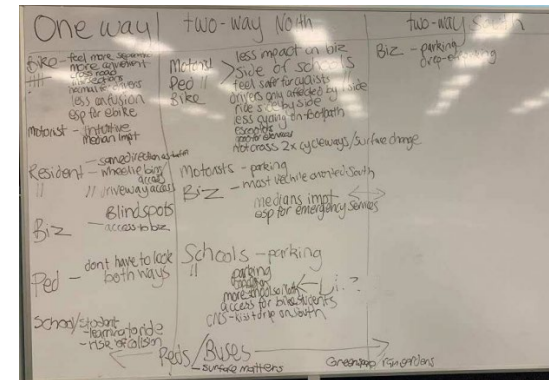
- Three sessions (March, May and June)
- Each session was three hours, totaling nine hours of co-design
- All business and major stakeholders on the street and direct surrounds were invited.
- Key stakeholder groups/partners/sector leads were invited
- Everyone who gave feedback via our website was invited
- Co-design involved a wide range of ages (including children), abilities, diverse interests and desires.
- Didn't have a large representation of small businesses or schools, but these have been captured via 1-1 engagement
- Numbers each night ranged between 50-100. Many people attended 2 or 3 sessions.
- Council staff, WSP Engineers, Waka Kotahi teams and Elected members attended the sessions and worked with the participants



Co-design was about all users



- While participants attended co-design with their own interest, the activities focused on all users. This meant they all had to put themselves in the shoes of other users for all the activities. These included: pedestrian, someone with a disability, school child, motorist, person on a bike, resident, business owner, truck driver, emergency services.
- Each session had some information, then an activity. Some activities were reported back to the group.

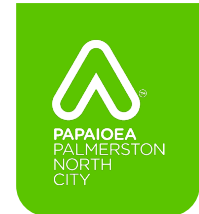




All options include changes to intersections and reallocation of road space

- Waka Kotahi plans to upgrade the Rangitikei/Featherston St intersection at the same time as this construction. To be a raised platform to reduce speeds.
- The reallocation of road space on all options will see a reduction of traffic lanes at the signalised intersections. There will now be a left/straight lane, and a right hand turn.
- Other intersections will also be upgraded as part of design – especially Russell St
- All options see removal of central median along street as a trade off for some on-street parking. Right hand bays included at busiest side street intersections
- Lane width will mean some added congestion on street as people adapt to new changes, and with buses/rubbish trucks needing to stop often (this will help lower speeds)

Parking next steps



- Parking significantly important for most stakeholders, not just small businesses. Outlined in appendixes more.
- Parking to continue to be worked on through detail design. Numbers may change slightly but not a major change
- Will work with business regarding how we could add targeted parking into design, where possible
- There is parking capacity in side streets, which would be utilised more than is the case now
- Time restrictions could be utilised as a tool to help with parking in some areas.

Section	Existing		One-Way Cycleway	Two-Way Cycleway (North)
	Number of On-street Carparks	Peak Occupancy	Number of On-Street Carparks Retained	
Botanical Rd – Rangitikei St (SH3)	192	58	26	50
Rangitikei St (SH3) – Ruahine St	233	95	57	102
Ruahine St – Vogel St	154	70	0	41
Total	579	223	83	193

We're going to make the street safer for pedestrians too

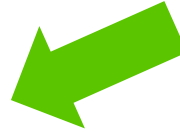


- Pedestrian safety is the number one priority for all schools on, and close to, Featherston St
- Significant public feedback for improving safety for crossing the street, but also the side streets.
- Map 1 is post its from first co-design session about where crossings should be.
- Map 2 shows possible new raised zebra crossing locations (circled in red), in addition to existing zebra crossings that will be raised.
- Pedestrian improvements are funded out of the waka kotahi programmes and will be designed alongside the cycleway
- Raised crossings gradient will be worked on with emergency services to ensure gradient is right. As Featherston is used by so many different users, the raised crossings won't be as steep as other locations in the city.

Separators will likely look like this ...



Te Kaunihera o Papaioea | Palmerston North City Council



due to ...



We'll report back to you on options about right-hand turns by major retailers



Concepts show a 'potential' raised median outside the major retailers between Ngata and Taonui Streets

This has been added for consideration due to:

- Significant public and stakeholder concern
- Crash history in the area
- Potential impact on 'stacking' causing congestion when cycleway is in place as there isn't room for vehicles to move around cars turning right as there is now.

These businesses have raised concerns about the impact this would have on their businesses.

The cycleway and pedestrian improvements can continue regardless of this factor. You don't need to consider this today.



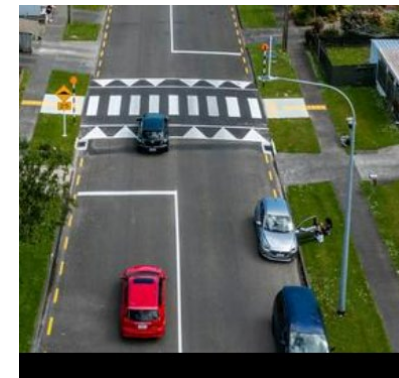
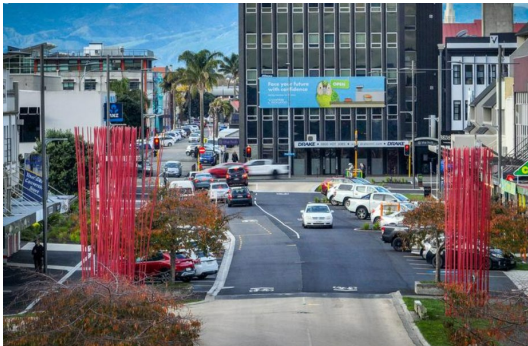


We're working to tight timeframes

Time	Action
28 June	Council confirms cycleway option, and progression of pedestrian crossing work.
End of July	Concept design due to Waka Kotahi
August	Update elected members on the plans for the trials
August - September	Trials and design update to Council.
29 September	Detailed design due to Waka Kotahi.
Mid-September-Mid October	Procurement of separators and any other long lead materials identified in detailed design
Mid-September-Mid October	Procurement of Construction Contractor
Late Oct/early Nov	Award tender
January – April 2024	Construction
January – June 2024	Monitor and evaluate

Te

Change will be hard for our community,
but history tells us they adapt quickly.



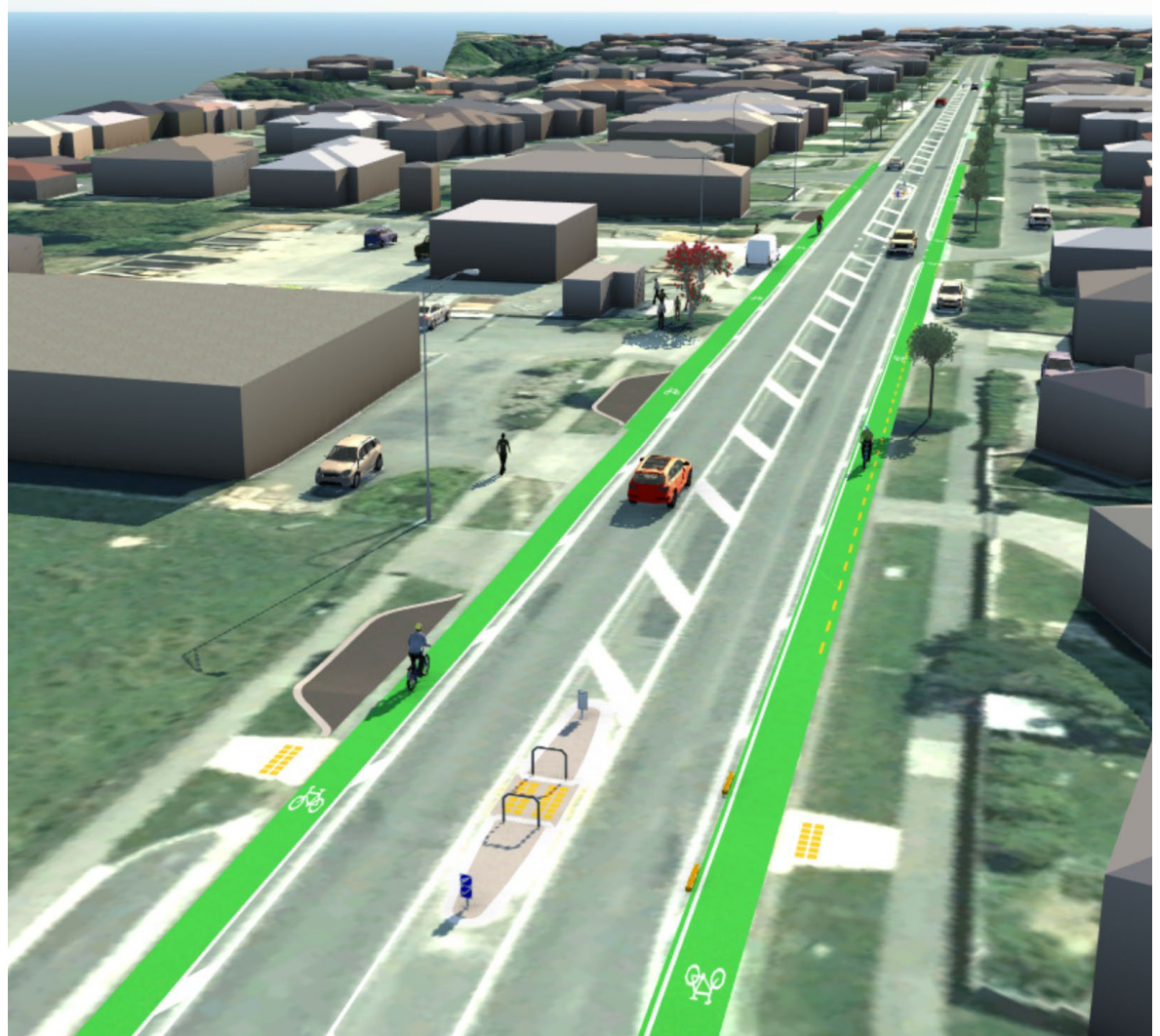
Option 1A

- Unidirectional separated cycleway for sections 1 and 3.
- For section 2 the cycleway is moved to the berm behind the parked cars.



Option 1B:

- Unidirectional separated cycleway for sections 1 and 3
- For section 2, the unidirectional cycleway continued with additional inset car parks created.



Option 1C:

- Unidirectional separated cycleway for sections 1 and 3
- For section 2, Bi-directional cycleway on the northern side of Summerhill Drive.

