


8. **HEARINGS PANEL REPORT ON THE PROPOSED STANMORE ROAD (AVONSIDE DRIVE TO NORTH AVON ROAD) CYCLE LANE AND AMENDMENT TO SCHEDULE 2 OF THE TRAFFIC AND PARKING BYLAW 2008**



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| General Manager responsible: | General Manager City Environment, DDI 941-8608 |
| Author: | Special Vehicle Lanes Hearings Panel |

PURPOSE OF REPORT

1. The purpose of this report is to present the Hearings Panel recommendations for the Stanmore Road cycle lane and seek the Council's approval to adopt the Christchurch City Council Traffic and Parking Amendment (Stanmore Road) Bylaw 2009 as an amendment to Schedule 2 of the Christchurch City Council Traffic and Parking Bylaw 2008.
2. The report also contains a number of recommendations to implement parking restrictions associated with the proposed Stanmore Road cycle lane, if the proposal is approved.

EXECUTIVE SUMMARY

3. The Stanmore Road cycle lane project is located between Avonside Drive and North Avon Road. This part of Stanmore Road is classified as a collector road and is part of a cycling route that will allow connectivity from the North Eastern suburbs onto Avonside Drive and into the central business area.
4. The surrounding area is a mixture of retail and residential areas with a local park in the middle.
5. On 19 December 2008, Council resolved to commence the special consultative procedure to undertake an amendment to Schedule 2 of the Christchurch City Council Traffic and Parking Bylaw 2008.
6. The proposal is to create a Special Vehicle Lane (cycle lane) on both sides of Stanmore Road between Avonside Drive and North Avon Road. In order to do this, it is necessary to amend Schedule 2 of the Christchurch City Council Traffic and Parking Bylaw 2008 (the Bylaw) which came into force on 1 July 2008. The proposal is in accordance with the Council's Cycling Strategy 2004 and the national strategies, the project also aims to balance the demands of all road users.
7. The amended plans (TP 305501, Issue 5 and TP 305502, Issue 5) showing the proposed road layout incorporating changes recommended by the Hearings Panel is shown in **Attachment 1**. The full Amendment Bylaw to be adopted by the Council is shown in **Attachment 2**. A summary of the submissions including staff comments and Hearings Panel's response is shown in **Attachment 3**.
8. The Council appointed a Hearings Panel comprising of Bob Todd (Chair), Sally Buck and Chrissie Williams, who deliberated on all written and verbal submissions prior to confirming the Hearings Panel's recommendations on the proposed Stanmore Road cycle lane for the Council to consider.
9. Changes to the original proposal were recommended by the Hearings Panel. These changes related to improvements in on-street parking, the retaining of two existing bus stops, installation of a signalised pedestrian crossing and a new traffic island, with associated changes in road marking and signage in various locations. The recommended changes are covered in more detail further on in the report under the section titled "Recommended changes to the plan"
10. Key features of the plan being recommended by the Hearings Panel are:
 - (i) Inclusion of cycle lanes on both sides of Stanmore Road between North Avon Road and Avonside Drive.
 - (ii) The additional of a signalised pedestrian crossing between Warwick and Vogel Street.
 - (iii) Renewal of the two other existing pedestrian islands along this section of road.

- (iv) An improved cycle and pedestrian crossing point at the River Road intersection.
- (v) A revised parking layout to maximise the on street parking, whilst achieving the cycle lane. This has resulted in the loss of approximately twenty four parking spaces along the route. The majority of the parking spaces lost are in lowly utilised parking areas.
- (vi) Commence construction in the 2009/10 financial year.

FINANCIAL IMPLICATIONS

- 11. The proposed cycle lane works for Stanmore Road are included in the Transport and Greenspace Unit's capital programme for implementation in the 2009/2010 financial year.
- 12. Recent project cost estimates indicate that this project can be achieved within the allocated budget.

CONSULTATION FULFILMENT

- 13. The period for the special consultative procedure took place from 12 January to 13 February 2009. The consultation documents were sent directly to a range of groups, organisations and individuals, and hand-delivered to all businesses on the route. Public notices appeared in relevant newspapers, and the consultation documents were made available at Service Centres, Council libraries and on line via the Council's "Have Your Say" web site. Additionally, an information session was held in the Methodist Hall at 311 Stanmore Road for interested people to drop-in and talk to project staff.
- 14. At the close of the consultation period a total of fifty-two (52) submissions had been received to the consultation plan. Twenty-one (21) people requested to be heard by the Hearings Panel in support of their submissions. The hearings were held on 10 and 13 March 2009 and the panel deliberated from 13 March to 5 August 2009. The full summary of submissions, including staff comments and the Hearings Panel's recommendation is shown in Attachment 3.
- 15. Of the 52 submissions received, 8 were on behalf of groups or organisations, 21 from businesses affected by the proposal, and 23 were from individual submitters. Fifteen were in general support, thirty-five were generally opposed (plus a petition), and two did not indicate if they supported or opposed the plan.
- 16. Those in support focused on the need for cycle lanes. Those in opposition focused on the loss of parking for businesses. Other issues raised related to loss of residential on-street parking, lack of provision for cyclists crossing Stanmore Road at River Road, request for pedestrian crossings rather than pedestrian islands, concern that cycle lanes will not protect cyclists from high density city and commercial traffic using the road, insufficient width in on-street parking bays to accommodate commercial vehicles, loss of two bus stops, insufficient colouring of the cycle lanes, and cycle safety (particularly at intersections).
- 17. The Hearings Panel reviewed all the submissions and requested that the original consultation plan be revised by project staff to reduce the loss of on-street parking.
- 18. A letter was then sent to all submitters together with a revised plan and parking summary. The letter requested further comments from submitters be made on this revised proposal. A project information session was also held on Wednesday 3rd June 2009 at the Methodist Church Hall, 311 Stanmore Road, and submitters were invited to attend. Nine submissions were received to the revised plan the majority of which supported the revised proposal.

RECOMMENDED CHANGES TO THE PLAN

19. The Hearings Panel has recommended changes to the plan that was delivered for consultation. These changes are detailed below:
- (i) An improved cycle crossing point at River Road. This is achieved by the addition of a traffic island in the median strip of Stanmore Road. It also includes a short section of shared cyclist/pedestrian footpath on River Road leading up to and away from Stanmore Road.
 - (ii) A change to the layout at the Swanns Road/Draper Street intersection. This provides four parking spaces (restricted to P30) on the west side of Stanmore Road immediately to the North of the intersection (i.e. it keeps the existing three parks and adds one more), and reduces the parking on the east side of Stanmore Road by two spaces outside #232 Stanmore Road, (seven of the existing parks are still available on this eastern side).
 - (iii) The addition of a signalised pedestrian crossing between Vogel Street and Warwick Street. This removes the existing pedestrian island, which removes the need to maintain the flush median through this section and allows for the kerbside parking to be kept on the eastern side of the road. This parking is proposed to be restricted to P30.
 - (iv) The existing bus stops outside # 272 and # 342 have been retained.
 - (v) Improved road marking to accommodate parking requirements for heavy vehicles and to better identify potential conflict points.

LEGAL CONSIDERATIONS

17. Public consultation has been completed via the special consultative procedures, as described above.
18. The Hearings Panel has no decision-making powers, but can make recommendations to Council as a result of considering written and oral submissions. The Council can then accept or reject those recommendations, as it sees fit. However, the Local Government Act states that the views presented during consultation should be received by the Council with an open mind and should be given “due consideration in decision-making”³.
19. The Local Government Act⁴ requires that the Council give public notice of the amendment of a bylaw as soon as practicable after the bylaw is made. This is covered in recommendation (c) providing the Council adopts the proposed bylaw amendment.
20. The Legal Services Unit considers that the form of the bylaw, as proposed, is the most appropriate form, and that the bylaw does not give rise to any implications under the New Zealand Bill of Rights Act 1990 (in accordance with section 155 of the Local Government 2002).

HEARINGS PANEL RECOMMENDATIONS

The Hearings Panel recommends that the Council:

- (a) Approve the proposed Stanmore Road Cycle Lane between Avonside Drive and North Avon Road, as shown on the attached plans (TP 305501, Issue 4 and TP 305502, Issue 4) in Attachment 1, to proceed to detailed design and construction.
- (b) Adopt the Christchurch City Council Traffic and Parking Amendment (Stanmore Road) Bylaw 2009 as an amendment to Schedule 2 of the Christchurch City Council Traffic and Parking Bylaw 2008, as shown in Attachment 2.

³ Section 82(1) (e). This is also supported by the Council's Consultation Policy, which states: “we will receive presented views with an open mind and will give those views due consideration when making a decision”.

⁴ Section 157

- (c) Give public notice as soon as practicable, that the Christchurch City Council Traffic and Parking Amendment (Stanmore Road) Bylaw 2009 has been made by the Council, and that it comes into effect on 1 December 2009 (but noting that it is expected that the cycle lanes will not be marked on the road until approximately February 2010), and that copies of the Bylaws will be made available;
- (d) Send a copy of the amended Bylaw to the Minister of Transport within one week of the Bylaw being made, as required by section 72(4) of the Transport Act 1962;
- (e) Sends copies of the Bylaw and approved plan to those people or organisations that made submissions, advising them of the outcome;

General Revocation of the existing restrictions on Stanmore Road:

- (f) That all no stopping, time parking and bus stop restrictions on the east and west sides of Stanmore Road commencing at its intersection with Avonside Drive and extending in a northerly direction to its intersection with North Avon Road, be revoked.

New No Stopping restrictions to take effect following the completion of the cycle lane on Stanmore Road:

New no stopping restrictions (Stanmore Road)

- (g) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with Avonside Drive and extending in a northerly direction to its intersection with River Road.
- (h) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Avonside Drive and extending in a northerly direction to its intersection with River Road.
- (i) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with River Road and extending in a northerly direction for a distance of 28 m.
- (j) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with River Road and extending in a northerly direction for a distance of 40 m.
- (k) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Glade Avenue and extending in a southerly direction for a distance of 6 m.
- (l) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Glade Avenue and extending in a northerly direction for a distance of 6 m.
- (m) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at a point 29 m north of its intersection with Glade Avenue and extending in a northerly direction for a distance of 12 m.
- (n) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Swanns Road and extending in a southerly direction for a distance of 21 m.
- (o) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Swanns Road and extending in a northerly direction for a distance of 28 m.

- (p) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with Draper Street and extending in a southerly direction for a distance of 28 m.
- (q) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with Draper Street and extending in a northerly direction for a distance of 21 m.
- (r) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at a point 77 m south of its intersection with Alexandra Street and extending in a southerly direction for a distance of 7 m.
- (s) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at a point 59 m south of its intersection with Alexandra Street and extending in a southerly direction for a distance of 4 m.
- (t) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with Alexandra Street and extending in a southerly direction for a distance of 12 m.
- (u) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with Alexandra Street and extending in a northerly direction for a distance of 6 m.
- (v) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Vogel Street and extending in a southerly direction for a distance of 38 m.
- (w) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Vogel Street and extending in a northerly direction for a distance of 9 m.
- (x) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at a point 33 m north of its intersection with Alexandra Street and extending in a northerly direction for a distance of 25 m.
- (y) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at a point 29 m north of its intersection with Vogel Street and extending in a northerly direction for a distance of 25 m.
- (z) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at a point 121 m south of its intersection with London Street and extending in a southerly direction for a distance of 24 m.
- (aa) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at a point 50 m south of its intersection with Warwick Street and extending in a southerly direction for a distance of 4 m.
- (ab) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Warwick Street and extending in a southerly direction for a distance of 36 m.
- (ac) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Warwick Street and extending in a northerly direction for a distance of 107 m.
- (ad) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at a point 30 m south of its intersection with London Street and extending in a southerly direction for a distance of 17 m.

- (ae) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with London Street and extending in a southerly direction for a distance of 16 m.
- (af) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with London Street and extending in a northerly direction for a distance of 15 m.
- (ag) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at a point 121 m north of its intersection with Warwick Street and extending in a northerly direction for a distance of 8 m.
- (ah) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at a point 86 m south of its intersection with Sidal Place and extending in a southerly direction for a distance of 16 m.
- (ai) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with Avalon Street and extending in a southerly direction for a distance of 15 m.
- (aj) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with Avalon Street and extending in a northerly direction for a distance of 4 m.
- (ak) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at a point 13 m north of its intersection with Avalon Street and extending in a northerly direction for a distance of 20 m.
- (al) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Sidal Place and extending in a southerly direction for a distance of 15 m.
- (am) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with Sidal Place and extending in a northerly direction for a distance of 33 m.
- (an) That the stopping of vehicles be prohibited at any time on the west side of Stanmore Road commencing at its intersection with North Avon Road and extending in a southerly direction for a distance of 56 m.
- (ao) That the stopping of vehicles be prohibited at any time on the east side of Stanmore Road commencing at its intersection with North Avon Road and extending in a southerly direction for a distance of 19 m.

New no stopping restrictions (River Road)

- (ap) That the stopping of vehicles be prohibited at any time on the north side of River Road commencing at its intersection with Stanmore Road and extending in an easterly direction for a distance of 13 m.
- (aq) That the stopping of vehicles be prohibited at any time on the south side of River Road commencing at its intersection with Stanmore Road and extending in an easterly direction for a distance of 13 m.
- (ar) That the stopping of vehicles be prohibited at any time on the north side of River Road commencing at its intersection with Stanmore Road and extending in a westerly direction for a distance of 13 m.
- (as) That the stopping of vehicles be prohibited at any time on the south side of River Road commencing at its intersection with Stanmore Road and extending in a westerly direction for a distance of 13 m.

New no stopping restrictions (Glade Avenue)

- (at) That the stopping of vehicles be prohibited at any time on the north side of Glade Avenue commencing at its intersection with Stanmore Road and extending in a easterly direction for a distance of 6 m.
- (au) That the stopping of vehicles be prohibited at any time on the south side of Glade Avenue commencing at its intersection with Stanmore Road and extending in a easterly direction for a distance of 6 m.

New no stopping restrictions (Alexandra Street)

- (av) That the stopping of vehicles be prohibited at any time on the north side of Alexandra Street commencing at its intersection with Stanmore Road and extending in a westerly direction for a distance of 6 m.
- (aw) That the stopping of vehicles be prohibited at any time on the south side of Alexandra Street commencing at its intersection with Stanmore Road and extending in a westerly direction for a distance of 6 m.

New no stopping restrictions (Vogel Street)

- (ax) That the stopping of vehicles be prohibited at any time on the south side of Vogel Street commencing at its intersection with Stanmore Road and extending in an easterly direction for a distance of 6 m.

New no stopping restrictions (Forth Street)

- (ay) That the stopping of vehicles be prohibited at any time on the south side of Forth Street commencing at its intersection with Stanmore Road and extending in an easterly direction for a distance of 13 m.
- (az) That the stopping of vehicles be prohibited at any time on the north side of Forth Street commencing at its intersection with Stanmore Road and extending in an easterly direction for a distance of 13 m.

New parking restrictions to take effect following the completion of the cycle lane on Stanmore Road:**New parking restrictions (Stanmore Road)**

- (ba) That the parking of vehicles be restricted to a maximum period of 30 minutes on the east side of Stanmore Road, commencing at a point 28 m north of its intersection with Swanns Road and extending in a northerly direction for a distance of 58 m.
- (bb) That the parking of vehicles be restricted to a maximum period of 30 minutes on the west side of Stanmore Road, commencing at a point 21 m north of its intersection with Draper Street and extending in a northerly direction for a distance of 24 m.
- (bc) That the parking of vehicles be restricted to a maximum period of 30 minutes on the west side of Stanmore Road, commencing at a point 70 m north of its intersection with Draper Street and extending in a northerly direction for a distance of 46 m.
- (bd) That the parking of vehicles be restricted to a maximum period of 30 minutes on the east side of Stanmore Road, commencing at a point 9 m north of its intersection with Vogel Street and extending in a northerly direction for a distance of 20 m.
- (be) That the parking of vehicles be restricted to a maximum period of 30 minutes on the east side of Stanmore Road, commencing at a point 54 m north of its intersection with Vogel Street and extending in a northerly direction for a distance of 37 m.

- (bf) That the parking of vehicles be restricted to a maximum period of 30 minutes on the west side of Stanmore Road, commencing at a point 6 m north of its intersection with Alexandra Street and extending in a northerly direction for a distance of 27 m.
- (bg) That the parking of vehicles be restricted to a maximum period of 30 minutes on the west side of Stanmore Road, commencing at a point 74 m north of its intersection with Alexandra Street and extending in a northerly direction for a distance of 44 m.
- (bh) That the parking of vehicles be restricted to a maximum period of 30 minutes on the west side of Stanmore Road, commencing at a point 15 m south of its intersection with Avalon Street and extending in a southerly direction for a distance of 30 m.
- (bi) That the parking of vehicles be restricted to a maximum period of 10 minutes on the east side of Stanmore Road, commencing at a point 15 m south of its intersection with Sidal Place and extending in a southerly direction for a distance of 19 m.
- (bj) That the parking of vehicles be restricted to a maximum period of 10 minutes on the west side of Stanmore Road, commencing at a point 5 m north of its intersection with Avalon Street and extending in a northerly direction for a distance of 9 m.
- (bk) That the parking of vehicles be restricted to a maximum period of 30 minutes on the west side of Stanmore Road, commencing at a point 33 m north of its intersection with Avalon Street and extending in a northerly direction for a distance of 16 m.

New Bus Stop restriction to take effect following the completion of the cycle lane on Stanmore Road:

- (bl) That a bus stop be installed on the east side of Stanmore Road commencing 21 m south of its intersection with Swanns Road and extending in an southerly direction for a distance of 20 m.
- (bm) That a bus stop be installed on the west side of Stanmore Road commencing 52 metres north of its intersection with Draper Street and extending in an northerly direction for a distance of 14 m.
- (bn) That a bus stop be installed on the east side of Stanmore Road commencing 36 m south of its intersection with Warwick Street and extending in an southerly direction for a distance of 14 m.
- (bo) That a bus stop be installed on the west side of Stanmore Road commencing 16 m south of its intersection with London Street and extending in an northerly direction for a distance of 14 m.
- (bp) That a bus stop be installed on the east side of Stanmore Road commencing 59 m south of its intersection with Forth Street and extending in an southerly direction for a distance of 14 m.
- (bq) That a bus stop be installed on the east side of Stanmore Road commencing 19 m south of its intersection with North Avon Drive and extending in an southerly direction for a distance of 14 m.

New Mobile Library Stop restriction to take effect following the completion of the cycle lane on Stanmore Road:

- (br) That the parking of vehicles is limited to mobile libraries only between the hours of 10.30am to 11am on Tuesdays on the west side of Stanmore Road commencing 47 m south of its intersection with London Street and extending in a southerly direction for a distance of 17 m.

New Taxi Stand restriction to take effect following the completion of the cycle lane on Stanmore Road:

- (bs) That a taxi stand be installed on the west side of Stanmore Road commencing 64 m south of its intersection with London Street and extending in a southerly direction for a distance of 6 m.
- (bt) That a taxi stand, limited to operation outside the times of the mobile library, be installed on the west side of Stanmore Road commencing 47 m south of its intersection with London Street and extending in a southerly direction for a distance of 17 m.
- (bu) That a taxi stand be installed on the east side of Stanmore Road commencing 40 m south of its intersection with Sidal Place and extending in a southerly direction for a distance of 13 m.

Give Way Controlled Intersections

- (bv) That a Give Way Sign be placed against River Road at the western approach to its intersection with Stanmore Road.
- (bw) That a Give Way Sign be placed against River Road at the eastern approach to its intersection with Stanmore Road.
- (bx) That a Give Way Sign be placed against Glade Avenue at its intersection with Stanmore Road.
- (by) That a Give Way Sign be placed against Alexandra Street at its intersection with Stanmore Road.
- (bz) That a Give Way Sign be placed against Avalon Street at its intersection with Stanmore Road.
- (ca) That a Give Way Sign be placed against Sidal Place at its intersection with Stanmore Road.

Signalised Pedestrian crossing

- (cb) That the mid-block pedestrian road crossing facility on Stanmore Road located 38 m north of Vogel Street be controlled by traffic signals.