

# Victoria Street upgrade re-engagement report

## Background

The City Council, which approved plans for the Victoria Street upgrade in September 2016, placed the project on hold, along with the rest of the central city transport programme, in 2017.

In February 2018, the Council gave staff the green light to start re-engaging with Victoria Street stakeholders. The project team talked with local businesses and property owners about the scope and timing of the upgrade to minimise disruption. Some businesses asked for further minor changes to improve access and increase parking.

After reviewing the approved plan, the project team:

- Amended kerb lines to remove sharp angles on parking bays to improve vehicle access.
- Increased the number of parking spaces from 64 in the 2016-approved plan to 68 in the re-engagement proposal.
- Proposed 37 new trees along the Victoria Street corridor, compared to 60 trees in the 2016 approved plan.

The proposed re-engagement plan was discussed with Environment Canterbury and emergency services, and presented to the Central City Transport Liaison Group, which includes representatives from a wide range of city groups with an interest in transport.

This proposal went out for public feedback from 18 April to 27 May 2019. Letters were posted to 137 stakeholders and information emailed to 363 people and organisations inviting feedback. Stakeholders included those who had previously submitted on the approved plan.

Two public drop-in sessions were organised for those who wanted to discuss the re-engagement plan with project team members.

## Public feedback

Seventy eight submitters provided responses on the re-engagement proposal. Of these individuals and groups:

- 13 (17 per cent) supported the upgrade of Victoria Street
- 39 (50 per cent) generally supported the upgrade but had some feedback
- 25 (32 per cent) did not support the upgrade
- One submitter did not indicate a view.

The changes made to the re-engagement plan as a result of community feedback and design review are in Appendix 1 below.

A summary table of responses is in Appendix 2 below.

Aspects of the re-engagement plan that submitters liked were:

- the proposed trees and landscaping – with more requested by 8 respondents
- pedestrian build-outs to help people cross the road
- wider and tidier footpaths
- better kerb design
- upgrading of the carriageway, which is in a very poor condition.

Comments in support of the project included: "Great to hear this project is going ahead" and "the revitalisation plan is excellent".

Key issues raised during re-engagement

### 1. General

Of the submitters who were critical of the re-engagement plan, 11 said the plan was not as good as the Victoria Street upgrade plan approved by the Council in 2016. Eight submitters also commented that the plan was not consistent with the road user priorities in the An Accessible City transport chapter of the Christchurch Central Recovery Plan.

The need to make more transport and streetscape changes to address climate change and reduce carbon levels was singled out by 13 submitters.

They have been advised that under the Central Road Use Hierarchy of the Christchurch Central Recovery Plan, Victoria Street is prioritised for public transport, walking and cycling. The street is also classified as a Local Distributor Street and needs to cater for vehicle traffic as well as public transport, walking and cycling.

### 2. More provision for cyclists

Wider painted cycle lanes, separated cycle lanes and a shared street were among the recommendations made by many of the 32 submitters, including cycle advocacy group Spokes, who wanted better facilities for cyclists.

The proposed 1.8 metre painted cycle lanes were included in the 2016-approved plan. Victoria Street is not designated as a major cycle route where physical separation is provided. No roads feeding into or leaving Victoria Street have a separated cycle lane either.

### 3. Not enough priority for buses

Bus priority was an issue for 26 submitters. Suggestions included priority bus lanes or in-lane bus stops – either implemented or trialled. Environment Canterbury asked for conversion of Salisbury and Kilmore streets from one way to two way to be brought forward from the mid-2020s to improve bus priority, mainly through the location of bus stops.

Public transport benefits are limited in this scheme design. To maximise public transport benefits, modifications will need to be carried out to the intersections of Victoria/Montreal/Salisbury and Victoria/Durham to provide the ability to control vehicle traffic in peak hours. This would mitigate buses being caught up in mid-block traffic, limiting their ability to reach the bus stops and achieving priority at the entry and exiting points.

### 4. Need for safer crossing facilities for pedestrians

Twenty eight submitters asked for better facilities for pedestrians. While five submitters acknowledged that the proposed build-outs would make it easier to cross Victoria Street, 18 wanted improved crossing facilities, including zebra crossings and centre islands.

They were advised that the new build-outs forming crossing points and widened footpaths at intersections will make it easier to cross Victoria Street. Changes are also proposed at Bealey intersection to improve safety.

Five respondents referred to difficulties crossing the Victoria / Montreal / Salisbury streets intersection, which is not part of this project.

## 5. Too much emphasis on cars and on-street parking

Limiting through traffic and encouraging motor vehicles to use Montreal Street and Durham Street was suggested by 15 submitters to ease the existing pressure on Victoria Street, particularly at peak travel hours.

Five submitters, including the youth-led advocacy group Generation Zero, asked the Council to trial the following temporary options on Victoria Street over the next few years and measure the results:

- Different street configurations allowing for changes in cycle lane, pedestrian space and car parking arrangements
- In-lane bus stops
- Turning the street into a pedestrian mall.

Nine submitters said there was too much parking while five others called for Victoria Street to be pedestrianised.

Victoria Street is not prioritised for car travel, with key traffic routes within the vicinity being the Durham/Montreal one-way pair for north/south travel and Bealey Avenue providing the key east/west link. However, Victoria Street is a distributor street and needs to cater for vehicles. More visible signage is proposed to encourage through traffic to travel on Montreal and Durham Streets to manage access.

Traffic flow measures are also dependent on major intersection changes which are not part of this project.

## 6. Not enough parking for businesses

Ten respondents said there was not enough parking in the re-engagement plan to support local businesses. Some of those involved in face-to-face discussions with staff were concerned about the reduction in parking (compared to the current 100 on-street parking spaces) but generally supported the upgrade.

### Construction

Businesses who responded to questions relating to the timing and sequencing of works in the recent formal engagement, supported the following approaches:

- construction starting as soon as possible ie winter (4 responses)
- work starting in January (4 responses)
- work affecting one section of the street at a time (6 responses)
- night-time work (3 responses)
- At least one-lane access during the day was another priority.

One major retailer wanted construction in the northern block to be delayed until 2021 as he said his business cannot currently afford disruption caused by major roadworks. Businesses in the southern block generally supported work starting in their section of Victoria Street.

## Appendix 1: Changes to the re-engagement plan

Changes to the re-engagement plan as a result of community feedback and design review

- 1.1 Changes proposed to the Victoria Street and Dorset Street intersections are as follows:
  - 1.1.1 Location of the pedestrian crossing has been adjusted to fit longer entry taper for the bus stop outside #157.
  - 1.1.2 Driveway at #155 is removed as access from Victoria Street is no longer required. An additional car park has been provided.
  - 1.1.3 Car parks outside #126 has been removed with kerb build-out. Additional cycle parking, seats and trees are provided at this point.
- 1.2 Changes to Victoria Street North are as follows:
  - 1.2.1 Kerb build-outs at #169 and #171 have been extended with an additional tree. Car park outside #169 is removed. Kerb build out and tree outside #167 are removed with retention of a car park.
  - 1.2.2 Relocation of the loading zone and bus stop, outside #138 to #148. Relocation of the tree outside #148 further north.
  - 1.2.3 Two P10 parking spaces outside #149 are changed to P\$60.
  - 1.2.4 Raised platform outside #123 has been reduced to 6 m wide, with the addition of two parking spaces.
  - 1.2.5 Additional night time taxi stands on the west side outside #131 are proposed.
  - 1.2.6 30 km/h road marking with red surfacing added at #171 and #101. The 30 km/h signs have been moved closer to Salisbury/Montreal/Victoria intersection.
  - 1.2.7 Additional seats and cycle parking have been provided where possible along this section of the street.
  - 1.2.8 Additional green surfacing is proposed on cycle lanes around parking and bus stops.
- 1.3 Changes to Victoria Street South are as follows:
  - 1.3.1 One P10 parking space outside #60 is changed to P\$60. One P\$60 parking space outside #87 is changed to P10.
  - 1.3.2 Night time taxi stands north of Peterborough Street have been changed to three on each side of the road.
  - 1.3.3 30 km/h road marking with red surfacing added on Victoria Street, south of Salisbury/Montreal/Victoria streets intersection and north of Kilmore/Durham Street North/Victoria streets intersection.
  - 1.3.4 Additional seats and cycle parking have been provided where possible along this section of the street.
  - 1.3.5 Kerb build out and tree outside #72 are removed.
  - 1.3.6 Relocation of bus stop from #91 to #81.
  - 1.3.7 Additional green surfacing is proposed on cycle lanes around parking and bus stops.

- 1.3.8 Buffer between cycle lane and traffic lane outside Casino has been shifted to parking side.
- 1.4 Changes to Montreal Street are as follows:
  - 1.4.1 Diagonal shoulder markings have been added along the parking spaces on the east side of the road.
  - 1.4.2 Additional two trees.
- 1.5 Changes are proposed to the Bealey Avenue/Victoria Street/Papanui Road intersection. These changes are the result of updated traffic modelling that was undertaken. They are:
  - 1.5.1 Removal of cycle advanced stop box in front of the right turn lane of Victoria Street. Right turn cyclists will be encouraged to use hook turn box.
  - 1.5.2 Retention of separated through lane and right turn lane on Victoria Street approach, and removal of bus lane to match the lane layout on Papanui Road.
  - 1.5.3 Cycle advanced stop box has been added in front of right turn lane on Papanui Road approach.
  - 1.5.4 Kerb of median Island on Bealey Avenue west will be adjusted to accommodate three departure lanes.
  - 1.5.5 Retention of existing left turn slip lane from Bealey Avenue to Papanui Road. Installation of a raised platform with zebra crossing.
  - 1.5.6 Retention of existing continuity line and hold boxes for right turn vehicles from Papanui Road and Victoria Street.
- 1.6 The proposed plan will also address the following intersection safety issues:
  - Improving the left turn slip lane from Bealey Avenue to Papanui Road by slowing traffic with a raised platform with zebra crossing and improved surfacing for pedestrians.
  - Installation of staggered pedestrian crossing on Bealey Avenue to improve pedestrian safety.
  - Protection of pedestrian crossings at Papanui Road and Victoria Street by providing protected pedestrian phase.
  - Installation of hook turn boxes and additional green cycle boxes near median island to improve cyclists crossing.

## Appendix 2: Victoria Street upgrade re-engagement responses

Support the upgrade of Victoria Street	13
Generally support the upgrade of Victoria Street but have some feedback	39
No, do not support the upgrade of Victoria Street	25
Not specified by submitter	1
Total submitters	78

What submitters like about the plan	Number of submitter responses
Greener spaces, landscaping	14
More trees and planting	16
Everything	1
Overall concept	1
Aesthetically it looks nice	1
Tidier and wider footpaths	1
Improved street lighting, make it feel safer	2
Will tidy up streetscape	4
Better kerb design – access to parking spaces	2
Painted cycle lane	2
Removal of some parking	1
Calming, raised crossing areas	4
Easier to cross road – pedestrian davenport/ crossing points	5
Narrow lanes for vehicles	1
More user-friendly appearance	1
Pedestrian buildout at Dorset Street	1
Buildouts to aid crossing	1
Easier for pedestrians to cross street	1
Better location of bus stops	1
Cycle parking	2
Revised location of Bus stop in Casino block works well	1
Mix of parking types	1
Traffic calming	3
Raised area for pedestrians to cross	1
Road repairs, upgrade of carriageway	8
Great to hear this project is going ahead.	1
Let's get on with it!	1
The revitalisation plan is excellent	1

General feedback	Number of submitters	Project team responses
Not consistent with transport chapter of the Christchurch Central Recovery Plan	8	Under the Central Road Use Hierarchy of the Christchurch Central Recovery Plan, Victoria Street is prioritised for public transport, walking and cycling.. The street is also classified as a Local Distributor Street and needs to cater for vehicle traffic as well as public transport, walking and cycling.
Not as good as approved plan	11	There is a challenge in finding the right balance to meet the objectives and needs of all stakeholders.
Need to consider climate change, carbon reduction	13	This scheme provides for an additional 36 trees and upgrades all lighting to LED.
Shared zone or reduce speed limit and add crossing points, cycle lanes and bus priority	7	Options noted.
Trial changes eg in lane bus stops, different street configurations, shared space/pedestrian mall	5	Some trials could be considered in the future once the asset has been renewed.
Should be pedestrianised with cycles	5	Comment noted.
No pedestrian Mall	2	Comment noted.
More defined entry to 30 km/h zone	3	Change – more visible entry to 30 km/h zone.
Need to reduce speed	8	Victoria Street is part of the 30 km/h slow core and traffic calming measures are a part of the scheme to reinforce the speed limit.
Slower street (10 km/h)	2	Comment noted.
Review spacing of raised platforms	1	Has been reviewed and discussed with directly affected stakeholders. No change.
Leave as it is – just basic repairs/resurfacing	5	Most submitters acknowledge that an upgrade is required. The asset is 13 years past its asset life. Cost of ongoing maintenance would be very high.
Landscaping		
More trees and landscaping	8	There is a challenge in finding the right balance to meet the objectives and needs of all stakeholders.
More specialist landscape lighting	1	The suggestion is accepted and will be taken into the detailed phase.
Wider footpaths/ more dining	1	No change.
Ensure LED lighting does not affect residential areas	2	A lighting specialist will advise the Council on lighting issues – including impact on residential areas.

Add seats – to encourage sense of place	2	Change. More seats added to plan.
Retain 3 Victorian poems	1	Existing pole wraps were a temporary project and will not be re-instated on the new street poles. However, staff are investigating how some of the wording in the poems can be incorporated in the street design.
Break footpath sections into individual strips and treat the surfaces differently to create interest	1	Change: Additional paving to break up asphalt and add interest to the footpath and streetscape.
Pedestrians		
Plan should improve facilities for pedestrians	28	New build-outs forming crossing points and widened footpaths at intersections will make it easier to cross Victoria Street. Changes proposed at Bealey intersection to improve safety.
Crossing facilities <ul style="list-style-type: none"> <li>• Zebra crossings</li> <li>• Pedestrian prioritised crossings</li> <li>• Centre island</li> <li>• Additional build-outs needed</li> <li>• More crossings</li> </ul>	7 6 2 1 2	See above.
Make it safer to cross Victoria/Salisbury/Montreal intersection	5	This intersection is not part of this project. Your comments will be referred to Traffic Operations to investigate.
Wider footpaths for pedestrians / dining	1	Some footpath areas have been widened. It is up to individual businesses to apply for a licence for outdoor dining.
Cycles		
Plan should make better provision for cyclists (also see general comments)	32	The plan for approval has 1.8 metre painted cycle lanes.
<ul style="list-style-type: none"> <li>• Need separated lanes</li> </ul>	5	Victoria Street is not designated as a major cycle route where physical separation is provided. No roads feeding into or leaving Victoria Street are separated either.
<ul style="list-style-type: none"> <li>• Wider cycle lanes</li> </ul>	4	The width of Victoria Street is 13.9 metres from kerb to kerb and all modes of transport need to be catered for.
<ul style="list-style-type: none"> <li>• Extend painted lanes up to intersections</li> </ul>	1	Change. More green surfacing on cycle lanes approaching intersections.
<ul style="list-style-type: none"> <li>• Fully protected cycle and pedestrian movements at traffic signals</li> </ul>	1	Cyclists take the same phase as cars. Pedestrians protected from turning traffic at signalised crossings.



More cycle parking	2	Change. More cycle parking added
Traffic island on Montreal Street juts out	1	Not part of this project but your comment will be referred to Traffic Operations to investigate.
Buses		
More priority should be given to buses in the plan	26	Public transport benefits are limited in this scheme design. To maximise public transport benefits, modifications will need to be carried out to the intersections of Victoria/Montreal/Salisbury and Victoria/Durham to provide the ability to control vehicle traffic in peak hours. This would mitigate buses being caught up in mid-block traffic, limiting their ability to reach the bus stops and achieving priority at the entry and exiting points.
In-lane bus stops – implementation or trial	7	
Priority/dedicated bus lane	6	
Delay in Salisbury/Kilmore 2 way conversion	1	Programme determined by Long Term Plan and Annual plan processes.
Review bus stop location	3	Bus stop locations are located at specified distances from each other.
Other bus related issues		
<ul style="list-style-type: none"> <li>Removing bus stop outside BI-ax Coffee</li> </ul>	1	No change.
<ul style="list-style-type: none"> <li>Do we need buses on Victoria St?</li> </ul>	1	Victoria Street is a key bus route.
<ul style="list-style-type: none"> <li>Remove diesel buses</li> </ul>	1	The buses are owned and operated by Environment Canterbury, not the City Council.
<ul style="list-style-type: none"> <li>No need for bus shelters on Victoria Street</li> </ul>	1	Comment noted. No change
<ul style="list-style-type: none"> <li>Move bus stop closer to clock Tower</li> </ul>	1	No change.
<ul style="list-style-type: none"> <li>Replace buses with tram</li> </ul>	1	No change.
Provision in plan for cars and trucks		
Victoria Street should not be the main thorough route for private vehicles - encourage traffic to go via Montreal, Bealey and Durham	15	Victoria Street is not prioritised for car travel, with the traffic routes within the vicinity being the Durham/Montreal one-way pair for north/south travel and Bealey Avenue providing the key east/west link. However, it is a distributor street and needs to cater for vehicles. More visible signage is proposed to encourage through traffic to travel on Montreal and Durham Streets to manage access.

		Also dependent on major intersection changes which are not part of this project.
Reduce emphasis on private vehicles	7	Comment noted.
Parking issues		
Too much parking provided in plan	9	There is a challenge in finding the right balance to meet the objectives and needs of all stakeholders. Parking restrictions have been discussed with businesses and staff have tried to achieve a balance.
Remove all on-street parking	2	
More parking needed to support businesses	10	
Increase some parks from P60-P120	1	
Parking - less than 60 minutes	1	
Provide shorter term parking to increase turnover	1	
Parking availability needs to be clearly defined	1	
12 Papanui Road – reinstate car parking	1	Removed to improve access to the Bealey Avenue intersection.
Other issues		
Address issues at Bealey/Victoria/Papanui intersection - dangerous for pedestrians and scooter riders	1	Changes proposed as part of this project.
Large vehicles turning left from Bealey into Victoria Street – safety issue	1	Additional warning signage to be provided.
Cars cutting corners into Dublin Street	1	New street layout aims to provide for traffic calming measures.
No right turn into Dorset Street	1	No change
Remove tree/buildout at No 143	1	No change
Extend yellow lines on Montreal St to improve visibility (Peacock St)	2	Change already approved as part of 2016 plan resolutions
Additional issues		
Consultation process	4	Consultation undertaken with broad cross section of stakeholders.
Knox Church – no parking for hearse and bridal car	1	No change.