

15. CREYKE ROAD - A LIVING STREET

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The purpose of this report is to seek approval from the Sustainable Transport and Utilities Committee to proceed with detailed design and tender of the Creyke Road kerb and channel renewal project and Living Streets pilot project.

BACKGROUND

Members will be aware that Creyke Road is scheduled for renewal of kerbs and channels and the undergrounding of services in the 2003/04 financial year. The project is also part of the Living Streets 'Pilot Project' portfolio. The project estimate is within the budget of approximately \$780,000.

Progress with the project was reported to a seminar meeting of this committee in March 2002.

At a joint Board meeting of the Fendalton/Waimairi and Riccarton/Wigram Community Boards on 16 August 2002, the Creyke Road project team presented a revised plan of the kerb and channel renewal project for Creyke Road. The revision came as a consequence of the outcomes of a previous joint Board meeting where members were uncomfortable with the cost estimates of the original draft. The plan presented was now within budget and had evolved through a very comprehensive collaboration process with the community of interest.

Board members agreed to release the draft plan for further public comment and that the results from this be brought back for consideration.

Following analysis of this further public comment (discussed later in this report), the project was reported back to the Fendalton/Waimairi and Riccarton/Wigram Community Boards on 21 February 2003 for endorsement and a recommendation to this committee.

RECOMMENDATION OF THE FENDALTON/WAIMAIRI AND RICCARTON/WIGRAM COMMUNITY BOARDS

The recommendation reads as follows:

*"The Board **decided** that it be recommended to the STU Committee that the Creyke Road Living Street project proceed to detail design and tender , and further that:*

- 1. The Council accept the offer from the Academy Motor Lodge to utilise part of their property to allow a full-width footpath to be constructed , in association with an on-street parking area.*
- 2. That the University of Canterbury be approached to have the proposed bus stop in Creyke Road relocated to a position immediately in front of the University's School of Engineering building".*

Comment on Recommendations

The agreement with Academy Motor Lodge (discussed later in this report) is dependant on the approval of a Resource Consent Application by Academy Motor Lodge to the Environment Court for an expansion to their restaurant facility and would require removal of a hedge on their road boundary.

The University of Canterbury have been approached concerning the positioning of a bus stop directly in front of the Mushroom Building and reaffirm their opposition to the idea. This is due to the desire to keep the area in front of this iconic building clear and open. The future possibility of shelters, signs and other infrastructure in this space concerns the University. The Community Boards consider there would be benefits to bus passengers if a stop was placed in this location. City Streets Unit view is that there is little difference between the two sites. Being an 'outbound' stop the benefits to bus passengers are similar at either. There are almost equal numbers of students exiting on foot out of Forestry Road (the proposed stop location) as there are through the Mushroom building.

WHERE ARE WE IN THE PROCESS?

The release of the draft plan for stakeholder input represents stage six in the Living Streets Community Based Collaboration process (refer Appendix 1 separately circulated). It is the third phase of stakeholder input to the plan. At this stage it is expected that the plan should reflect the balanced requirements of both stakeholders and our technical and professional staff. It is a critical stage where the success of the process can generally be judged by the feedback being received. Other Living Streets projects following this collaborative process have achieved very high percentages of submissions in support eg Aynsley Terrace 100%. Following analysis of the submissions the plan should be modified to reflect any outcomes emerging and then the plan should be ready for detailed design and implementation.

SUBMISSIONS ON THE DRAFT PLAN

A brochure was developed and distributed to a wide catchment (separately circulated). Approximately 2,000 brochures were distributed including 500 throughout the University of Canterbury, 200 to Medbury School, 50 to the Academy Motor Lodge and ESR. Distribution was completed on 25 November 2002 and submissions closed on 6 December 2002, although any submissions up to the time of reporting to the Community Boards on 21 February 2003 were included in the analysis and evaluation.

The concept plan and submission details were also published in a half page spread in the News Advertiser tabloid newspaper on 25 November 2002.

SUMMARY OF SUBMISSIONS

Where have the submissions come from? (refer Appendix 2 separately circulated).

Ninety-three per cent of submissions came from either Creyke Road itself or within about 1 kilometre of Creyke Road. Most of the submissions were made through the post-paid tear off sheet attached to the brochure delivered to people's letterboxes. Only a handful were generated through the newspaper advertisement. The concentration of submissions from the Wilfred and Barlow Street area was as a consequence of active residents encouraging their neighbours to return the form. These people were quite passionate about the lack of a right turn facility from Creyke Road into Barlow Street and responded accordingly.

What level of support is there for the proposal? (refer Appendix 3 separately circulated).

In total 106 submissions have been received. Of these 85 generally supported the plan, 21 generally opposed the plan although the issues raised by four of these have been resolved to their satisfaction. Therefore at this stage, in percentage terms, 84% generally support the plan and 16% generally do not.

What do people like about the proposal? (refer Appendix 4 separately circulated).

Most notably people liked the concept because it would result in a general enhancement of the street and would be a "pleasing" or "nice" place to travel, live, work, walk and cycle. This was followed by the more specific aspects of enhancement for pedestrians and cyclists and the planting of trees and other landscaped areas. People also liked the right turn bays into the major side roads. Seven people stated they liked "everything" about the proposal.

What do people dislike about the proposal? (refer Appendix 5 separately circulated).

The most disliked aspect of the proposal (18 submissions) was the lack of provision of a right turn facility into Barlow Street and the provision of the same into Montana Avenue. Eleven submissions stated that the design was "inappropriate" for a main road and that it would inhibit the flow of vehicles. Another seven are concerned about a bottleneck being created and/or diversion of traffic onto Hamilton Avenue. Ten submissions including one from the University dislike the reduction in onstreet parking spaces. The perceived high cost, perceived difficulties turning right and the location of the pedestrian island at Forestry Road also feature with seven, five and five submissions respectively.

How do people believe the plan could be improved? (refer Appendix 6 separately circulated).

Including a right turn facility into Barlow Street, including and/or deleting the one proposed into Montana Avenue is an improvement sought by 18 submitters. Other aspects of the proposal attracting three or more submissions include, more art features, a better road surface (smoother than chipseal), residents parking only restrictions, more parking restrictions and the desire to extend the project further.

WHAT ARE THE LARGE STAKEHOLDERS SAYING? (Refer appendix 7 separately circulated).

University of Canterbury

The Project Team was ultimately directed to Mr Tom Gregg, Director of Business and Finance for the University. Whilst many University staff and students have commented on the proposal, Mr Gregg's comments speak on behalf of the University organisation. (A copy of the University's submission has been separately circulated as Appendix 7). The submission follows a meeting between the project team and Mr Gregg, which sought to iron out some misunderstandings about the fundamentals of the concept. Principally the University has three issues; preservation of the vehicle movement function of Creyke Road, the loss of on street parking and the timing of construction so as not to coincide with the Fendalton Road upgrade. The University state that the latter is their most important issue. This has been resolved, as Fendalton Road will be substantially complete prior to any major construction occurring in Creyke Road. The first issue relating to maintaining the arterial function of the road is one of perception. The movement function of the road will not be compromised and there is no desire by the project team to do so. The outstanding issue is that of the loss of on-street parking.

Environmental Science and Research Ltd (ESR)

ESR is principally concerned at potential difficulties their staff and visitors may experience when turning right into their site from Creyke Road and were originally seeking a dedicated facility. Having discussed this with the General Manager, Mr Bill Swallow, it is now agreed that a shared facility as described later in this report would satisfy their concerns.

Medbury School

Medbury School have been very supportive of the concept from conception and they are satisfied with the proposal as it stands. There will be further involvement with the school relating to the art features as the project advances.

Academy Motor Lodge

Academy Motor Lodge is very supportive of the proposal. From the start of discussions with the community of interest, Academy Motor Lodge has signalled a desire to retain parking outside their premises. This is primarily for tour coaches when they arrive early morning and late afternoon. The geometry of the proposed design, given the need to provide a right turn bay into Engineering Road and a pedestrian island has precluded any parking in close proximity to the Motor Lodge. A further meeting was held with the Motor Lodge owners on 16 January 2003 to discuss in detail the specifics of the request and examine what was needed to meet their requirements. The outcome of this meeting is that a parking area can be fitted into the design but it requires the acquisition of a small slither of private land such that a full width footpath can be accommodated. Academy Motor Lodge is willing to make this land available but this relies on the removal of the boundary hedge and the approval of the resource consent described above.

Mobil Creyke Road Service Station

The Mobil Service Station is seeking unencumbered access and egress to its site. Early discussions with the owner's representatives revealed that they are happy with the design, which involves only minor changes to the kerb alignment outside their premises.

CHANGES TO THE PLANS AS A CONSEQUENCE OF SUBMISSIONS (Refer separately circulated Appendix 8 A-D).

Flush median at Barlow and Montana (A)

It is possible to address the issue raised concerning the lack of a right turn facility into Barlow Street. Due to the fact that the intersections of Creyke Road with Barlow and Montana are very close to each other it is not possible to have a separate right turn bay into each. It is, however, possible to provide a shared right turn facility or "flush" median between the two intersections. This would provide right turning protection for both intersections and discussion with some of the submitters has drawn their approval of this treatment. The proposed island east of Montana Avenue will not be affected by this change.

Flush Median at Forestry Road and Removal of Pedestrian Island (B)

A small meeting with local residents held on site just prior to Christmas resulted in this issue being resolved to their satisfaction. Residents were concerned that the proposed island would make turning right into their driveways difficult and result in them being vulnerable to rear end collisions. A member of the project team had met previously with some of these residents and as a result the island was shortened by a considerable amount, however, obviously this did not completely satisfy some residents' concerns. The outcome of the second meeting prior to Christmas was that we agreed that the island could be removed and replaced with a flush median, which would incorporate the proposed right turning bay into Forestry Road on the western side of the intersection.

Flush Median at ESR/Medbury School (C)

As mentioned above, ESR has expressed the need for a dedicated right turn facility into its driveway. This is a similar situation to that described above at the Barlow and Montana intersections. Effectively the close location of the new Medbury School access (and proposed right turn bay) negates any opportunity for a dedicated facility for ESR. The number of right turning movements into ESR does not confirm it as a high traffic generator, however, the request can be accommodated by converting the right turn bay into Medbury into a shared facility or flush median. It is likely that Medbury School parents queuing to access the school in the mornings and afternoons will totally occupy the flush median but outside these periods vehicles turning right into ESR will have a higher level of service. Discussions with ESR also reveal satisfaction with this solution.

Academy Motor Lodge Parking (D)

As mentioned above, Academy Motor Lodge has signalled a desire for parking on Creyke Road. The design has been modified to allow for this by utilising a small strip of land along part of the Motor Lodge frontage for increased footpath width. The design could accommodate a 1.3 metre path at the pinch point without utilising private land, however the additional strip would provide for a path width of at least 1.8 metres, more consistent with the footpath widths proposed for the rest of the project.

If the agreement concerning the acquisition of additional land collapses for any reason then the parking area would be omitted from the design and the original plan followed.

KERBSIDE PARKING CONTROLS

No changes are proposed to the current and predominant kerbside parking restriction, which limits parking to a maximum of 120 minutes, 9am to 5pm, March through November on the north side of Creyke Road (the south side is predominantly unrestricted). The proposal does, however, involve a reorganisation of bus stop locations. Consent from property owners for new bus stop locations have been obtained with the exception of the property owner of number 44 Creyke Road. The owner's reason for not wanting the stop is due to his desire to have the space available for temporary and intermittent storage of a trailer used for transporting rowing boats. Despite the inability to gain consent the City Streets Unit wishes to pursue a bus stop outside this property. Driveway locations and the proposed road geometry preclude the possibility of another suitable site in the vicinity. The owners submission opposing the proposed location of the bus stop was received late and as such this matter was not reported to the joint meeting of the Riccarton/Wigram and Fendalton/Waimairi Community Boards on 21 February 2003.

Minor changes to the location of the existing 5-minute parking and loading zone restrictions outside the University and Medbury School respectively are also proposed.

TIMING

Subject to approval of this Committee, detailed design will commence and the project will be ready for tender during May 2003.

CONCLUSION

Overall a very high level of support has been achieved for the project, building from initial stakeholder meetings through 'open houses' to wide public consultation by brochure distribution and newspaper coverage.

The Collaboration process for the Living Streets Pilot projects was untested on a project of this magnitude. It is a relatively large project in terms of budget, stakeholder numbers and diversity. It is also complex in that for stakeholders to draw informed conclusions about the project, a lot of effort needed to be expended in educating residents, businesses, schools and general users concerning the Living Streets philosophy. Moreover, explanation was needed as to how this philosophy could be applied to a road with an important motor vehicle 'movement function'. This was a significant hurdle. The interpretation of information varied quite significantly.

Generally submissions that were received from people whose first involvement in the project was the receipt of the brochure tended to interpret the concept incorrectly and had a perception that the level of service to motor vehicles was to be severely compromised. However, most submissions from people that had prior involvement through the earlier stages had a firm grasp on the details of the concept. Hence many of the submissions in opposition tend to seek total abandonment of the project due to perceived inappropriateness of the design on a 'main' road. This aside, the response is very positive and there is widespread support for the project and a desire to see it proceed.

Staff

- Recommendation:**
1. That the Sustainable Transport and Utilities Committee recommend the project for detailed design and tender.
 2. That the existing bus stop on the south side of Creyke Road outside number 3 be rescinded.
 3. That the existing bus stop on the south side of Creyke Road 340 metres west of Clyde Road (immediately west of Forestry Road) be rescinded.
 4. That the existing bus stop on the north side of Creyke Road outside number 78 be rescinded.
 5. That the existing bus stop on the north side of Creyke Road outside number 36 be rescinded.
 6. That a new bus stop be located on the south side of Creyke Road commencing at a point 57 metres west of Clyde Road and extending 17 metres in a westerly direction (outside number 5 Creyke Road).
 7. That a new bus stop be located on the north side of Creyke Road commencing at a point 390 metres west of Clyde Road and extending 17 metres in a westerly direction (outside number 44 Creyke Road).
 8. That a new bus stop be located on the north side of Creyke Road commencing at a point 97 metres west of Clyde Road and extending 17 metres in a westerly direction (outside Medbury School).
 9. That a new bus stop be located on the south side of Creyke Road commencing at a point 381 metres west of Clyde Road and extending 17 metres in a westerly direction (immediately east of Engineering Library Drive).
 10. That the existing P5 parking restriction located on the south side of Creyke Road commencing at a point 408 metres west of Clyde Road and extending 33 metres in a westerly direction be rescinded (outside the University Mushroom Building).

11. That the parking of vehicles be restricted to a maximum of 5 minutes on the south side of Creyke Road commencing at a point 464 metres west of Clyde Road and extending 20 metres in a westerly direction (outside University, west of Mushroom Building).
12. That the existing P5 Loading Zone, 8am to 9am and 2.30pm to 3.30pm located on the north side of Creyke Road commencing at a point 95 metres west of Clyde Road and extending 30 metres in a westerly direction be rescinded (outside Medbury School).
13. That a P5 Loading Zone, 8am to 9am and 2.30pm to 3.30pm be located on the north side of Creyke Road commencing at a point 67 metres west of Clyde Road and extending 30 metres in a westerly direction (outside Medbury School)
14. That the parking of vehicles be prohibited at all times on any part of Creyke Road with the exception of the specifically constructed parking and bus bays.

Chairman's

Recommendation:

That the above recommendations be adopted and the Committee congratulate the staff on the process for this living street.