

1. HAGLEY AVENUE PROPOSED CYCLE AND PEDESTRIAN FACILITIES PROVISION

Officer responsible City Streets Manager	Author Brent Ferigo, DDI 371-1925
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The purpose of this report is to inform the Council of the proposal to improve Hagley Avenue and to seek approval to proceeding to public consultation.

BACKGROUND

This proposal (plans attached) changes the service levels of a minor and major arterial road.

Hagley Avenue is located within the Hagley Ward. The intersection with Moorhouse Avenue and Lincoln Road is within the Spreydon Ward. The proposed changes described in this report have therefore been presented to both the Hagley/Ferryhead and Spreydon/Heathcote Community Boards for their input to the Committee. In response to the Board's concerns several car parking spaces have been subsequently included into this proposal.

This proposal has been developed by City Streets staff to improve the cycle and pedestrian environment but will also lend itself to improving traffic flows and safety. The project will be funded from Capital Works funds over the 2002/03 year.

The Christchurch City Council has the following long-term visions stated within its adopted strategy documents:

- *To be the most cycle-friendly city – interpreted in the strategy as - 'Where the environmental, social and health benefits of cycling are recognised and facilities are provided to ensure cycling is a safe, enjoyable and popular form of transport.'*
- *That Christchurch is the most friendly, safe and accessible city for pedestrians, where all pedestrians are able to move about freely and with confidence.*
- *Summary of the Council's long term general transport vision 'a city which has a sustainable, safe, convenient and efficient system of roads, cycleways, footpaths and passenger transport.'*

EXISTING ENVIRONMENT

Hagley Avenue is a heavily used cycle route linking the southwest suburbs with central Christchurch. Peak one and one half hour cycle counts show over 200 cyclists on Hagley Avenue.

It is also a heavily used pedestrian link and generator with a large community college, hospital in the immediate vicinity and a major recreation and sport park running the length of the west side. There are signalised crossings at each end of Hagley Avenue and one pedestrian crossing at approximately half way (opposite Hagley Community College).

The 24-hour traffic volume is 16,000 vehicles reducing to 11,400 and 9,000 respectively on Saturdays and Sundays.

Hagley Avenue has a minor arterial status within Christchurch's Rooding network.

Due to its close proximity to many destinations the avenue has strong on-street parking usage. The northern section of the avenue has metered parking whilst the southern section has non-metered parking which is generally all day parking utilised by commuters and local residents.

Hagley Avenue, including both the Riccarton Avenue and Moorhouse Avenue intersections, has had 110 registered accidents over the last five years.

PROPOSAL

The proposed changes shown in the plan have been designed to provide an overall increase in safety levels and should also achieve an overall increase in the level of service for the Moorhouse Avenue, Grove Road, Lincoln Road and Hagley Avenue intersection. The improvement shown necessitate the overall loss of five on street parking spaces but provide a convenient east side "drop off" zone in Hagley Avenue. In addition the plan shown proposes to remove the right turn movement into Hagley Avenue from the east approach of Moorhouse Avenue. Moorhouse Avenue is a major arterial.

Collectively the improvements with the proposal will change the levels of service within the rooding network.

The following main features are proposed:

- Cycle lanes to run the complete length of Hagley Avenue on both sides. Cycle lanes for a number of the approaches and departures on the intersection with Moorhouse Avenue, Grove and Lincoln Roads.
- Pedestrian islands on Hagley Avenue at the Selwyn Road intersection (necessitating the loss of two non metered parking spaces) and the netball court entrance locations (necessitating the loss of three non metered parking spaces).
- Flush median along the mid block length of Hagley Avenue. This feature will assist all users during crossing manoeuvres of the avenue and allow continued traffic flow. Coupled with the proposed pedestrian islands this will improve crossing safety for pedestrians.
- Provision of right turn lanes on Hagley Avenue into Selwyn and St Asaph Streets. These will allow better channelling of traffic movements that will increase predictability and function in the intersection environments.
- The departures from the intersection on both Lincoln Road and Hagley Avenue will be reduced from two lanes to one lane. This simplifies and removes the need for merge areas, allows road space for cycle lanes and is consistent with the connecting section of roadway.
- Reducing the eastern approach from Moorhouse Avenue into Lincoln Road from two traffic lanes to one traffic lane. This co-ordinates with the proposed Lincoln Road one lane intersection departure, simplifies the turning movement and allows road space to incorporate both turning and straight cycle lanes in the approach to the intersection.
- Changing the two lane approach to the intersection from both Hagley Avenue and Lincoln Road. Currently each approach lane has a straight through option, the proposal makes the out side lane a right turn only lane. This allows better predictability, co-ordinates with the proposals one lane departures and allows the intersection signal phases to change to achieve lower intersection delays.
- Removal of the right turn movement from the east approach on Moorhouse Avenue into Hagley Avenue. The lane is currently a shared right turn and straight through lane. Whilst the demand for the right turn lane is very low when it occurs it blocks the straight through movement that has a very high demand. Two of the registered accidents are clearly attributable to this turning movement. Other options to the right turn movement into Hagley Avenue include using Selwyn Street and there is a right turning bay within the Moorhouse Avenue median approach to the Hagley Avenue intersection.
- Introduction of a detector loop on Lincoln Road. This will be located on the southbound Lincoln Road lane near the Moorhouse Avenue/Hagley Avenue intersection. The detector loop will activate if vehicle queuing from the railway crossing back up to near the Moorhouse and Hagley Avenue intersection. When activated it will stop further vehicles entering the queue from the eastern approach of Moorhouse Avenue by stopping the green left turn signal until the queuing reduces. This will help to avoid over congestion on Lincoln Road and in the intersection by actively managing this 'blind' approach when needed. Currently queuing occasionally arises due to rail activity at the railway crossing and with traffic generation to local major events etc.
- The proposed changes to the lane configurations leading to the Hagley Avenue, Moorhouse Avenue, Lincoln and Grove Roads intersection allows changes to be made to the signals phasing. These changes will significantly reduce the average delay times at the intersection and increase the overall level of service.
- Removal of 10 parking spaces on the south east approach/side to the Moorhouse Avenue/Lincoln Road intersection on Hagley Avenue. This allows adequate road space for cycle facilities at the intersection, the inclusion of a pedestrian crossing island and adequate queuing distances to allow the intersection to achieve its improved potential efficiency gains provided by this proposal.
- Addition of eight parking spaces on the south west departure/side of the Moorhouse Avenue/Lincoln Road intersection on Hagley Avenue. With the reduction from two to one traffic lane, the opportunity to provide extra parking on this side of Hagley Avenue is possible. It is proposed to make these into a 5 minute parking zone.

- Removal of three parking spaces on the west side of Hagley Avenue opposite the Selwyn Street intersection (2) and opposite the pedestrian island at 430 Hagley Ave (1) to provide for safer pedestrian crossings.
- Changing approximately three permanent on-street parking spaces over to limited minute parking outside 438 Hagley Avenue. This property is a pre-school and generates demand for short term parking. This zone will also prove very useful for demand generated by sports at the park and provided on the east side, it will potentially reduce double parking and general vehicle congestion.
- Changing approximately three spaces in the most northern section of the existing P5 zone adjacent to the netball courts over to permanent unmetered parking.

COMMUNITY BOARD COMMENTS

Hagley/Ferrymead and Spreydon/Heathcote Community Board comments February 2002.

1. The removal of car parks will leave fewer in an area that is short of parking.
2. Using Hagley Park for part of the cycleway and having smooth transition onto the road.
3. Upgrade of street sign at St Asaph Street – ie whether a give way or stop sign should be installed.
4. Safety for pedestrians crossing Hagley Avenue.
5. Number of accidents including cyclists and pedestrians in Hagley Avenue.
6. Compatibility of the Moorhouse Avenue/Hagley Avenue intersection with the future Blenheim Road route.
7. Reduction of traffic to one lane on Lincoln Road.

The Hagley/Ferrymead Community Board gave further consideration at its March 2002 meeting and decided that:

“The Board supports part of the proposal but would like to see more use of a cycle lane through Hagley Park itself. There are also several parts of the proposal that the Board does not support.

*The Board **decided** to make a deputation to the Sustainable Transport and Utilities Committee to present its comments to the Committee”.*

RESPONSE TO COMMUNITY BOARD COMMENTS

1. An additional parking zone has been included to offset the reductions elsewhere. This is able to be included just south of the entrance to the netball courts. The extra road space to allow this has come about because of the changes made within the existing proposal.
2. If this option were pursued instead of providing on-road cycle facilities the proposed changes would still require some reductions in on-street parking. In addition, on a practical basis, the existing pathway would require cyclists travelling south to detour from their chosen path and traverse an extra two major signalised crossings and to dismount and walk their bike at the Moorhouse Avenue intersection. This downgrading level of service would further reduce the practicality of cycling and deter the Council from achieving its cycle objectives. Many southbound cyclists would continue to utilise the road as it is seen as a more 'reasonable' option and it is clear that these and potential future cyclists deserve recognised minimum standards of facilities on road. The same rationale exists for northbound cyclists that some cyclists will choose – for practical purposes – to maintain their path on the road as it isn't shared with pedestrians, runners, people walking dogs etc and is faster and more direct. However, it should be noted that staff are looking to highlight the entrance and add some minor upgrading to the parks shared pathway to better provide for cyclists that the pathway is more suitable for.
3. The introduction of a 'give way' control along with the kerb adjustments at the St Asaph intersection are appropriate. Stop controls would only be an option if the sight lines leading to and at the intersection were obstructed.
4. It was suggested that the provision of a pedestrian island near the netball courts could discourage pedestrians from using the signalised crossing of Hagley Avenue at the Moorhouse intersection. Observations show many pedestrians currently cross at and around the area proposed for the island. Officers see this as providing more safety for existing pedestrian demand and that some pedestrians will still choose to use the signalised crossing if it is more suitable for them.

5. There have been 110 registered accidents over the last five years – 107 through the Land Transport and Safety Authority and three through the Council's cycle accident register. These totalled eight cycle and nine pedestrian incidents. All 110 involved motor vehicle drivers.

It is recognised that approximately only 40–50% of all injury cycle accidents are registered in New Zealand and even less reported for non injury cycle accidents.

6. The proposed changes increases the efficiency of all eastbound vehicles on Moorhouse Avenue and all through; westbound vehicles at the intersection. Essentially this will improve the flow of traffic on Moorhouse Avenue and will have no foreseeable adverse effects on the proposed future changes to the Blenheim Road route.
7. It is recognised that the stacking area is potentially reduced from the Lincoln Road railway north to the intersection. However City Streets believes this can be managed by providing a detector loop that triggers when the queuing length is near to maximum. The loop will temporarily stop vehicles from east Moorhouse Avenue entering Lincoln Road until the queue reduces. Effectively this has the effect of temporarily transferring the 'overflow' queuing in Lincoln Road into the left turning lane of Moorhouse Avenue which has plenty of capacity to act in this manner.

CONCLUSION

The changes proposed for Hagley Avenue will create a safer environment and improve the function of the Avenue.

Existing pedestrian and cycle movements are very strong throughout the proposal area.

The flush median and pedestrian islands will improve the safety of pedestrians in their current movements crossing the avenue. The cycle lanes at both intersections and mid block will improve the safety and provide road space for cyclists. The flush median and introduced changes to the lane markings and kerblines will improve the safety and efficiency of Hagley Avenue for all users to benefit from.

The proposal presented including the on-road cycle facilities will help the Council towards achieving its long-term transport visions.

Following the public consultation phase a summary of feed-back along with a finalised plan will be presented to the Committee for adoption.

- Recommendation:**
1. That the proposal, as presented, proceed to public consultation.
 2. That in the consultation process the officers fully explain not only the safety aspects and the reduction in delays but also the need for the city to continually introduce new elements to the roading system favouring more sustainable transport (in this case cycling and walking) without reducing levels of service for vehicles.
 3. That the Committee note that in relation to the benefits the loss of car parking spaces is minor, and that there is a prospect of a very large increase in parking in Deans Avenue following the completion of the Blenheim Road deviation.
 4. That no stopping lines be included at the approaches to the pedestrian island opposite 430 Hagley Avenue.
 5. That enhanced entrances and exits be provided to the off road cycleway within Hagley Park.
 6. That staff investigate and report back on the provision of pedestrian lights opposite 510 Hagley Avenue.
 7. That staff investigate the provision of a bus drop-off point in association with the Netball Association.

(Councillor Helen Broughton requested that her vote against the above recommendations be noted and Councillor Barry Corbett requested that his vote against recommendation 4 also be noted.)