

20. REPORT OF THE ENVIRONMENT AND TRAFFIC COMMITTEE: 17 AUGUST 2004

Officer responsible Community Advocate	Author Mary Fraher, Committee Secretary, DDI 941-6624
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The purpose of this report is to submit the following report and recommendations for the Board's consideration.

Report of the Environment and Traffic Committee meeting held on Tuesday, 17 August 2004 at 9.00am in the Boardroom, Linwood Service Centre.

Present: Yani Johanson (Chair), Bob Todd, Linda Rutland and Rod Cameron.

Rod Cameron arrived at 9.12am and was absent for clause 2.

Apology: Nil

20.1 CORRESPONDENCE: HEATHCOTE VALLEY COMMUNITY ASSOCIATION

The Committee **received** the information.

Committee

Recommendation: That the information be received.

Chairperson's

Recommendation: That the recommendation be adopted.

20.2 AVONSIDE DRIVE/FITZGERALD AVENUE/KILMORE STREET INTERSECTION IMPROVEMENTS

Officer responsible Manager, Transport and City Streets	Author Lee Kelly, Senior Roading Projects Consultation Leader, DDI 941-8355
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The purpose of this report is to:

1. inform the Board of proposed improvements to the Avonside Drive/Fitzgerald Avenue/Kilmore Street intersection; and
2. obtain the Board's comments on the proposal to be forwarded to the Sustainable Transport and Utilities Committee.

The improvements include earthquake strengthening of the Fitzgerald Avenue Bridges over the Avon River, traffic safety works, maintenance of transport capacity and the addition of cycle lanes on the intersection approaches and departures.

It is also proposed to install cycle lanes on Kilmore Street from Fitzgerald Avenue to Dawson Street.

This report will be submitted to the Sustainable, Transport and Utilities Committee for approval to proceed to the public consultation phase.

BACKGROUND

The Fitzgerald Avenue Bridges over the Avon River have been identified, through the Council's 'lifelines' project, as requiring earthquake strengthening. With budgetary funding available to implement the strengthening work the opportunity arose to address transport issues at the intersection at the same time.

Fitzgerald Avenue is classified as a major arterial route and part of the inner orbital route of avenues and the central business district. Both Avonside Drive and Kilmore Street are minor arterials feeding traffic to and from the central city.

The intersection currently carries approximately 38,000 vehicles per day throughput and is an important part of the roading network in the city. Traffic flows through the intersection have been growing consistently at around 2% per annum of current flows.

In the five years between 1998 and 2002, 38 crashes have been reported at this intersection in the Land Transport Safety Authority crash database. Of the crashes, 33 were non-injury, four resulted in minor injuries and one crash resulted in a serious injury. The 38 reported crashes underestimate the actual number of crashes which could be in the order of 260 crashes over the last five year period (under reporting rates are 7.5 for non-injury, 2.5 for minor and 1.6 for serious crashes).

The reported crashes predominately involve right turning vehicles, that is, 13 crashes from Fitzgerald Avenue into Avonside Drive and 11 crashes from Fitzgerald Avenue north right turning into Kilmore Street. The remaining 14 crashes are of a random nature and do not follow any particular pattern.

The main causal factor in motorists misreading the intersection is that the right turners on both Fitzgerald approaches do not have sufficient visibility of oncoming traffic to safely execute the existing 'filter' right turn movement.

AIMS AND OBJECTIVES OF THE SAFETY IMPROVEMENTS

- Improved bridge safety through earthquake strengthening
- Increased road safety through a reduction in the number of vehicle crashes
- Improved safety and level of service for cyclists
- Improved pedestrian safety
- Planning for future traffic growth
- Maintaining public transport levels of service
- Maintaining, where possible, on street parking

THE PROPOSED IMPROVEMENTS

Investigations of the intersection and research undertaken by staff have identified the improvements necessary to achieve these objectives. These are:

Fitzgerald Avenue - Northern Approach

A 'clip on' to the existing bridge to enable a separate left turn traffic lane and cycle lane to be provided. A realigned separate right turn lane with a 'filter' turn is proposed by adding a median island on the western side of the existing bridge.

Fitzgerald Avenue - Northern Departure

A cycle lane would be added and a 'cut down' in the median provided for pedestrians crossing Fitzgerald Avenue opposite River Road. A 'U' turn facility would be added for vehicles wanting to access River Road.

Fitzgerald Avenue - Southern Approach

It is proposed to install a cycle lane, a separate left turn traffic lane and a protected right turn signal phase for motorists turning into Avonside Drive.

Fitzgerald Avenue - Southern Departure

It is proposed to install a cycle lane. The three existing traffic lanes would be maintained.

Avonside Drive - Eastern Approach

It is proposed to add a cycle lane and specifically mark the kerbside lane for left turning vehicles.

Avonside Drive - Eastern Departure

It is proposed to formalise the cycle lane by installing cycle symbols.

Kilmore Street - Western Approach

It is proposed to install a cycle lane on Kilmore Street from Dawson Street to the intersection.

Kilmore Street - Western Departure

It is proposed to install a cycle lane on Kilmore Street from the intersection to Dawson Street. This would require the removal of the existing on streets parks immediately adjacent to three businesses, namely Pomeroy's OBJ, Metro floors and Givenchy's.

Improved Bridge Safety through Earthquake Strengthening

The Fitzgerald Avenue twin bridges have been assessed as susceptible to a moderate seismic event. They need to be strengthened.

Some work has already been carried out to tie the deck to the substructure. Further work needs to be done to overcome the threat from liquefaction and bilateral spreading. No particular method for doing this has been established, however, the benefit of maintaining these key bridges has been assessed at well over \$1,000,000. Additional investigative work would be undertaken in conjunction with the proposed traffic improvements.

Increased Traffic Safety

The proposed safety improvements would provide a protected right turn signal phase for motorists turning right from the southern Fitzgerald approach. This would address the high number of crashes associated with this movement.

On the northern Fitzgerald approach to the intersection, vehicles turning right into Kilmore Street would be catered for with a 'filtered' right turn, but supported by a major engineering realignment of the right turn traffic lane.

The realignment of the right turn lane would provide motorists with clear 'sight' lines of approaching straight through vehicles as this lane would line up with the opposing right turn lane into Avonside Drive.

Improved Level of Service for Cyclists

There are no existing cycle lanes marked on the Fitzgerald Avenue legs of the intersection and only one advanced stop box on the Kilmore approach.

The proposed plan would see the installation of cycle lanes on all approaches to and departures from the intersection to improve safety for cyclists and to increase their level of service.

A 'clip on' installed on the east side of the bridge would allow for a cycle lane on the Fitzgerald north approach to the intersection as well as a separate left turn lane for traffic.

To ensure adequate road space was available for the cycle lane to be installed on the Fitzgerald south approach, some adjustment to the alignment of the kerb line adjacent to the footpath would be required. Consequently the width of the footpath in this section would be reduced, however, the footpath would retain a minimum width standard. An alternative to reducing the width of the footpath would be to set back the edge of the existing central median island but this option would require the removal of trees.

Cycle lanes would be installed on Avonside Drive on the west approach to the intersection and the cycle lane formalised on the river side of Avonside Drive.

Cycle lanes would have a red asphalt surface at specific potential conflict points and each cycle lane would have an advanced stop box in front of the vehicle limit lines at the intersection.

Improved Pedestrian Facilities

Signalised pedestrian crossings on all four legs of the intersection do exist and these would be retained albeit with a minor alteration to the crossing on the south side of the intersection.

The front edge of the centre median island where currently a 'cut down' is provided to allow pedestrians to cross over Fitzgerald Avenue from Kilmore Street to Avonside Drive would be removed. Pedestrians would now cross in front of the median island, rather than through it. The rationale for this change is that the removal of the 'cut-down' would more clearly indicate to motorists that the crossing was one crossing rather than two separate ones and motorists must give way to all pedestrians on any section of the crossing.

The realignment of the right turn lane, on the south approach, would see a median island (including a pedestrian 'cut-down' for pedestrians exiting River Road) installed on the southern approach to the intersection so that the turning lane could be positioned on the west side of the existing river bridge.

Maintaining Current Traffic Capacity While Ensuring Room for Future Growth

The Canterbury Regional Land Transport Strategy 2002 defines Avonside Drive, Fitzgerald Avenue and Kilmore Street as part of the Christchurch arterial network, and recommends a maximum level of service up to, but not exceeding capacity, (LOS E). With the removal of the state highway through the central business district, Fitzgerald Avenue is likely to become part of the strategic network in the future with a maximum recommended level of service (LOS D) which is approximately 90% of capacity.

Traffic modelling indicates that the existing intersection layout and phasing will exceed capacity, or LOS E, in the design critical morning peak in 2010 and in 2021 in the evening peak. If protected right turn phases were provided with the existing intersection configuration for safety reasons alone, capacity would be exceeded as early as 2007 and 2015 respectively.

The proposed changes would provide the same level of service as the existing intersection layout, but with additional safety for right turning vehicles. That is, capacity would not be exceeded until approximately 2013 in the morning peak and 2021 in the evening peak.

During the morning peak there are only 45 vehicles turning right from Fitzgerald south into Avonside Drive. If, in around 2013, this movement was banned in the morning peak and the 45 vehicles either used the 'U' turn bay or another street in the vicinity to turn right, then the intersection would operate below capacity through to 2021.

Maintaining Local Street Accessibility

Left turn movements into and out of River Road would be maintained, however, to accommodate the proposed right turn lane and the pedestrian crossing on the northern approach, the existing right turn movement from River Road into Fitzgerald Avenue would be banned. The right turn in would be available via the 'U' turn bay proposed to be located just north of the River Road/Fitzgerald Avenue intersection. North bound travel for River Road traffic would still be available via Harvey Terrace; or Stanmore Road; or along Kilmore Street to Madras Street.

Public Transport Objective

The proposed improvement to intersection capacity would maintain the same level of service currently provided to the No. 70 Queenspark and No. 48 Kainga services that travel along Fitzgerald Avenue.

Parking Objective

It is proposed to maintain as much on street parking as possible. However, for safety reasons the existing on street parking adjacent to the three businesses on the south side of Kilmore Street just west of the intersection would need to be removed. There is some flexibility, however, to provide a section of time limited parking, specifically for these businesses, immediately west of the proposed no stopping area.

Environment

The proposed bridge strengthening work would be undertaken with due consideration to the flora and fauna under and around the bridge, and staff who have a speciality in this area would be consulted and involved in the process.

The adjustment to the front edge of the central median island to improve pedestrian safety would require the removal of two trees. The Council's arborist has inspected the trees within the central island and has advised that of the two trees affected adjacent to the front edge, one is diseased and should be removed and the other is young enough to be transplanted elsewhere.

BUDGET

A total of \$1,077,927.00 is available over the 2004/2005 and the 2005/2006 financial years for this project.

CONCLUSION

The proposed bridge strengthening work along with the traffic safety improvements at the intersection and beyond would ensure that a significant city asset was protected and enhanced as well as improving safety for all road users and ensuring that capacity through the intersection was assured through to 2021.

While the proposed work may take several months to complete it is anticipated that any major disruption to road users could be contained within a one month period. At this stage the proposed work could start as early as June 2005.

Attached to this report is a copy of the proposed inform consultation plan for this project.

Committee

- Recommendation:**
1. That the information be received.
 2. That the Board provide comment on the proposal to be forwarded to the Sustainable Transport and Utilities Committee.

Chairperson's

- Recommendation:** That the Committee recommendations be adopted.

20.3 DURHAM STREET SAFETY IMPROVEMENTS

Officer responsible Transport and City Streets Manager	Author Stu McHugh, Consultation Leader, DDI 941-8665
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The purpose of this report is to obtain the Board's approval for consultation with stakeholders on a proposal to provide new traffic safety facilities in Durham Street from north of Tuam Street to south of St Asaph Street.

BACKGROUND

Since 1998, there have been six injury and 17 non injury crashes at the Durham Street/St Asaph Street intersection.

This safety improvement/crash reduction project is for work at the intersections of Durham Street with Tuam and St Asaph Streets. New signal locations and build outs at the corners are required.

The project team has identified further opportunities which have been incorporated into the plan to improve traffic safety in this length of the street. These include:

- Provision of tactile pavers at the intersection crossing points.
- Improving the road line and lane markings on the approaches and departure of each intersection.

The project is illustrated on the attached plan.

PROJECT'S OBJECTIVES

The project's objectives as set out in May 2004 are to:

- Reduce the number of crashes and improve safety at the St Asaph Street/Durham Street intersection.
- Improve safety for pedestrians, cyclists and vehicles.
- Provide improved pedestrian/cycle crossing facilities.
- Upgrade any inadequate street lighting (location of street lighting to be looked at).
- Successfully consult with key stakeholders and residents along the route.
- Complete the project within budget and on time.
- A completed project which will satisfy the needs of the asset unit and the community.

IMPLICATIONS FOR STAKEHOLDERS

The road users of Durham Street would benefit by a reduction in crashes.

On street parking would be reduced as follows:

1. Durham Street South/Tuam Street Intersection

- Removal of one P120 restricted parking with parking meter outside No 243 Durham Street South (St Michael School Hall).

2. Durham Street South/St Asaph Street Intersection

- Removal of two P30 restricted parking opposite No 221 Durham Street South (Euromarque Car Dealership).
- Removal of two P120 restricted parking with multi-bay parking meter opposite No 144 St Asaph Street (Lean Machine Car Yard).
- Removal of one P10 restricted parking outside No 142 St Asaph Street (Auto Sound and Security).
- Removal of one P60 restricted parking opposite No 142 St Asaph Street (Auto Sound and Security).
- Removal of two P60 restricted parking and proposed 10 metre long P10 restricted parking outside No 142 St Asaph Street (Auto Sound and Security).

Committee

Recommendation: That the proposal for safety improvement crash reduction in Durham Street at Tuam Street and St Asaph Street be approved by the Board for consultation in terms of the attached consultation plan.

Chairperson's

Recommendation: That the Committee recommendation be adopted.

20.4 **PROPOSED CONCESSION LICENCE: QUADRICYCLE HIRE OPERATION AT SUMNER**

Officer responsible Greenspace Manager	Author Tony Hallams, Policy and Leasing Officer, DDI 941-8320
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The purpose of this report is to obtain the Board's approval for a quadricycle hire operation based on recreation reserve at Sumner. The business opportunity would be publicly advertised through the "request for proposal" process.

EXECUTIVE SUMMARY

This report includes the background, description of proposal and issues that must be considered by the Committee before making a decision on whether or not to recommend to the Board that a small section of garden (20m²) fronting the Esplanade at Sumner be put out for a "request for proposal" for a licence to run a commercial quadricycle concession. (A "request for proposal" normally contains an attachment of the draft concession licence for the intended site.)

Because the Council is required to ensure impartiality and transparency with any commercial proposal on reserve land, the "request for proposal" process is considered appropriate for the Board's consideration.

BACKGROUND

The Greenspace Unit has received two enquiries to base a quadricycle hire business on Council reserve land at Sumner. Quadricycle hire is not a new concept in Christchurch, as until recently a hire business existed based at the Christchurch Arts Centre.

Following the two initial enquiries, the Greenspace Unit assessed three sites near Cave Rock. These sites are detailed in appendix 1 (attached) in order of consideration as 1 to 3. The final site chosen in consultation with Greenspace planning staff took into account:

1. the effect of reducing the existing garden area;
2. the prospective operator's accessibility to the site and adjoining carriageway; and
3. the safety of pedestrians moving to and from the beach near the immediate site and Cave Rock.

The final site chosen is detailed in appendix 2 (attached).

CONTEXT

The Board has delegated authority under section 74 of the Reserves Act 1977 to approve in principle the granting of a licence.

While no direct community consultation has been undertaken at this stage, if the Board supports the proposal the next stage of the process would be to advertise the site use opportunity using the "request for proposal to run a quadracycle business" process.

It is considered that consultation could be achieved through the advertising process, which would include contacting the Sumner Residents' Association and other groups. During the public notification process details of the proposal would be circulated to all commercial operators and residents in close proximity to the intended site.

Submissions would be invited during the "request for proposals" process and objections (if any), would be heard by a reserves hearings panel.

In the event the Council decided to proceed, a successful proposer would be chosen by an internal Council Greenspace Unit constituted weighted attributes assessment panel, using a weighted attributes assessment criteria.

The weighted attributes assessment criteria could include the following:

- The identity of the proposer, whether they are operating as a registered company, and what guarantees are given to meet their obligations under the licence
- The experience of the proposer in delivering the activity proposed
- The financial position of the proposer
- What payment the proposer is offering to operate quadricycles from the proposed site
- The anticipated commencement date if the proposer is successful

(A similar process is used within the Greenspace Unit to choose a successful proposer when a “request for proposals” is called for conservation-based sheep grazing regimes on defined tracts of reserve land on the Port Hills.)

CURRENT DEVELOPMENTS

The Transport and City Streets Unit is in the process of implementing a 40km/h speed restriction on the Esplanade and side streets leading up to the Esplanade. Barry Cook (Traffic Engineer) states:

City Streets (Transport and City Streets Unit) supports the operation of quadricycles in the Sumner area providing safe practices and road rules are complied with. The fact that City Streets is in the process of implementing a proposed 40km/h speed restriction on the Esplanade and side streets leading up to it from Nayland Street will make this sort of operation quite appropriate for this area.

Transport and City Streets Unit officers have indicated that the formed “lead-in” in the existing carriageway and the proposed activity should not give rise to any traffic hazard.

Advice has been sought from the Land Transport Safety Authority on quadricycles. In communications with the authority, a spokesperson for the authority has stated that:

*Pedal cycles do not have to meet specific standards, but must **meet the General Safety Requirements of the Land Transport Rule, Tyres and Wheels 2001, and Land Transport Rule Light-Vehicle Brakes 2002.***

It is envisioned that if the Board supports the concept, then any licence would specify the above requirements as a condition.

Advice was also sought from the Hurunui District Council, which leased car parks to a quadricycle operator at Hanmer. That activity has now moved to a site where the bikes are not parked on the street. It is my understanding there have been no problems associated with the Hanmer quadricycle activities.

Because the proposed site sits on recreational reserve, the report author has consulted with the Department of Conservation (DOC) on the proposed concept. In correspondence from a DOC Programme Manager dated 9 February 2004, the writer states:

The Department’s Programme Manager, Statutory and I have given this proposal preliminary consideration and at this stage do not foresee any major issues from the Department’s perspective. Given that the only area of reserve land involved is a small area of land on which the bikes will be situated when not hired, I do not see any problems. Any issues of safety emerge outside of the reserve land itself, and on legal road, which is not something that the Department of Conservation will consider, but are obviously issues for the Christchurch City Council to satisfy itself on.”

DESCRIPTION OF THE PROPOSAL

It is proposed that a small section of the existing garden be paved to give an area of 20m² on which to display vehicles for hire.

The current garden area is relatively flat and contains “ice plants” No fixtures or buildings are proposed. It is envisioned that up to three quadricycles could be displayed for rental at the site, with the hours of operation for display and rental being daylight hours only, with quadricycles being moved off the site at the end of each day’s activities.

Photographs provided in appendix 3 (attached), courtesy of Mr Kim Preston, indicate two types of vehicle that could be operated: a two-seater model 1.9 metres in length, and a four-seater model 2.5 metres in length. Both models are one metre wide.

It is considered that these vehicles would only be suitable for traversing the adjoining streets, as access to the Esplanade sealed walkway is restricted at the Cave Rock end.

ISSUES FOR CONSIDERATION

Because of the small portion of land required for the activity, it is considered that the activity would not adversely affect the amenity of the area but enhance it by providing an activity for visitors to enjoy.

The traffic engineers consulted have not indicated any additional road markings would be necessary for the carriageway adjacent to the site. Officers consider that public safety issues could arise if quadricycles were permitted to travel along the Esplanade walkway, and that a condition of any licence should preclude quadricycles from this area.

Whilst both enquirers have not raised the matter of preferential parking associated with the activity there is considerable public parking space along parts of the Esplanade.

The proposed site is situated within 10 metres of a notable tree, and therefore resource consent would be required to use the area for the activity. It is considered that if the pavers were placed (rather than permanently fixed to the sand substrate) the root systems of the adjoining trees should not be interfered with.

CONCLUSIONS

Staff in the Council's Greenspace Unit support the proposal subject to the conditions outlined below:

1. The Council obtaining resource consent to undertake the proposed activity.
2. Public notification and the endorsement of the proposal after considering all objections received, prior to a suitable licensee being selected by the weighted attributes assessment system.
3. The area to be covered by the licence being available for public use at all times except when the concession is operating.
4. The licensee not having exclusive possession or rights over the said land.
5. All costs associated with the paving of the said land being met by the successful proposer. The improvements remaining the property of the Christchurch City Council on termination of the licence.
6. The quadricycle display and hire operation being subject to safe practices being followed and any road rules complied with, including compliance with Land Transport Safety Authority Rules and the implementation of an adequate Health and Safety Plan by the licensee.
7. The quadricycles not being operated on public reserve land, which includes the Esplanade walkway strip.
8. The licensee keeping the site free of rubbish and other unsightly material.
9. The licensee complying with all statutes relating to the use of the site.
10. The licensee not erecting any structures or signage on the site, other than a freestanding sandwich board that is removed daily.
11. The licensee maintaining a Public Liability Insurance Policy for not less than \$1,000,000 during the licence term.
12. The licensee acknowledging that they are occupying the said land at their own risk in all things and agreeing to absolutely indemnify and keep the Council indemnified from and against all costs, claims, expenses, damages, actions and proceedings however arising in respect of or in connection with the granting of any licence, or any other thing or circumstances relating to it.
13. The licensee not assigning or otherwise parting with or disposing of their interest under the Licence.

14. The term of the licence being a pilot period of one (1) year with a right of renewal for a further two (2) years.
15. The licensee paying in addition to the agreed rental the reasonable legal costs (on a solicitor/own client basis) incurred by the Council incidental to the preparation, variation, renewal, or surrender of the licence, and the enforcement or attempted enforcement by the Council of its remedies under any licence.

Staff

Recommendation: That the Committee recommend to the Board that the Board approve the granting of a concession licence to operate quadricycles from the defined area of Recreation Reserve RS 3549 subject to the conditions 1 to 15 outlined above.

Committee

- Recommendation:**
1. That condition 14 above be amended to read *“The term of the licence being a pilot period of one (1) year with right of renewal being subject to the results of the Sumner Concept Plan consultation supporting the quadricycle hire operation.”*
 2. That the Board approve the granting of a concession licence to operate quadricycles from the defined area of Recreation Reserve RS 3549 subject to the conditions 1 to 15 as amended and outlined above.

Chairperson's

Recommendation: That the Committee recommendations be adopted.