

## 6. PROPOSED TRAFFIC SIGNALS AT WAINONI ROAD NEW ENTRANCE TO PAK'N SAVE

<b>General Manager responsible:</b>	General Manager City Environment
<b>Officer responsible:</b>	Transport and City Streets Manager
<b>Author:</b>	Peter Atkinson, Transport Planner - Central City Streets Transport Planning, DDI 941-8088 Stuart Woods, Principal Transport Planner Team Leader, DDI 9418615

### PURPOSE OF REPORT

1. The purpose of this report is to seek Board approval of a recommendation to Council to approve the installation of traffic signals at a new supermarket development (Pak'n Save) on the property at 172-176 Wainoni Road, Aranui.

### EXECUTIVE SUMMARY

2. This application for traffic signals follows a resource consent hearing for a supermarket on a 2.85 hectare site in Wainoni Road adjacent to Aranui High School, the Shortland Street Reserve and the industrial activities in Breezes Road. This resource consent application was approved by a Commissioner appointed to consider this matter. The site is to be serviced by a single entrance approximately midway between Breezes Road and Shortland Street where it is proposed to install traffic signals. Now separate approval of the Council, as the road controlling authority, is required to permit the installation of traffic signals at this location. The erection of traffic signals at this single private entrance on Wainoni Road raises policy, traffic management and funding issues.
3. A resource consent for this development was approved by Mr David W Collins, the Hearings Commissioner for this application on 28 April 2005. The condition of consent requiring the Council approval is set out in the following paragraph;

*"18. Prior to the construction of the building commencing, the consent holder shall provide evidence to the Environmental Services Unit of the Council that approvals from the Council as a roading authority and the operator of the Mobil service station across Wainoni Road are in place to permit construction of the full "intersection" described in Mr Penny's evidence at the hearing. The supermarket may operate only with such an "intersection" in place".*

4. On consideration of the current situation, the only satisfactory way to provide access to this development as consented is to provide traffic signals. Therefore it is considered appropriate that the Council give approval for the installation of traffic signals at this location. Nevertheless, there are a number of matters of detailed design which would produce a more acceptable intersection than that consented that still need to be resolved prior to construction. A process has been agreed with Foodstuffs Ltd to deal with and implement the desired improvements prior to opening of the new supermarket development.
5. Foodstuffs have requested that approval for the signals be provided prior to Christmas to enable contractual and construction programmes to be achieved. Due to internal and external factors, this report was not available for Board consideration at an earlier date. To enable the Board's resolutions on this matter to be presented to the last Council meeting of the year (15<sup>th</sup> December) through its minutes, it is suggested that the Board delegate to the Chair the authority to confirm the Board's minutes in relation to this item when they become available.

### FINANCIAL AND LEGAL CONSIDERATIONS

6. The Council is presently in the process of reconstructing this section of Wainoni Road. These reconstruction works are a major project and no explicit consideration has been given in these works to provide access to the supermarket site or for the installation of traffic signals. One aspect of the new development-driven construction works (to introduce the new entrance) is that the consent holder shall be responsible for all costs associated with the design, supervision and construction of any necessary road works driven by the consent, associated with the installation of traffic signals. Following a warranty period the Council is expected to meet all maintenance, running costs and any required future upgrading works.

7. The Council, as the road controlling authority, is required to give separate approval from the Resource Consent for the installation of the traffic signals, the proposed road layout and any parking controls on the public road. The necessary resolutions are listed in the recommendations below. One of the consequences, if there is a conflict in the decisions between these two Council approval processes, is the potential to result in protracted legal deliberations.
8. It is advised that the Council consider the full implications of the decision, as this approval should be seen as a unique situation which does not signal a precedent or new standard for access control on the city's arterial road network. Further work on the Council's approach to access control is anticipated in the near future, including dealing with matters such as the installation of traffic signals for a single purpose activity on arterial roads in close proximity to an existing signalised intersection. If the Council accepts this proposal, as there are special circumstances involved, suggested conditions of approval are also incorporated in the recommendations below.
9. The recommendations below include decisions that the Burwood/Pegasus Community Board can make under delegated authority (1 (e) to (i) and 2) and decisions that the Council has authority to make (1 (a) to (d)). If the Board chooses to support the recommendations then its decision under delegated authority should be subject to Council approving recommendations 1 (a) to (d), as the Board decisions are dependent on the Council decision.

#### **STAFF RECOMMENDATIONS**

1. That the Board recommend to the Council that it supports the proposal to install traffic signals to the proposed Pak'n Save development in Wainoni Road in line with the following recommendations:
  - (a) That traffic signals and associated works as presented in the Foodstuffs Ltd Resource Consent including any street lighting improvements be approved and installed at the new intersection of Wainoni Road at the entrance to the properties at 172-176 & 175 Wainoni Road, at the cost of Foodstuffs including all design and supervision costs.
  - (b) That the traffic signals be coordinated with those already installed at Breezes Road and be programmed to not affect the operation of the Breezes Road signal efficiency nor adversely impact the "Arterial function" of Wainoni Road. This may delay traffic exiting the Pak'n Save site through the traffic signals.
  - (c) That prior to the construction of the new traffic signalised access, the Council support Foodstuffs Ltd in seeking a change of conditions of consent (per section 127 Resource Management Act) to improve the new traffic signalised intersection design and operation (with particular reference to modifications to the pedestrian crossings and a left turn exit slip lane). The proposed modifications are shown in Appendix B as attached to the report.
  - (d) That the Council investigates the safety and traffic management issues related to the right turn access into the south western entrance of the service station across Wainoni Road.
  - (e) That a 'no stopping at all times' parking restriction be imposed on the northern side of Wainoni Road commencing at a point 56 metres measured in a westerly direction from a point opposite the western kerb line of Breezes Road and extending in a westerly direction for a distance of 110 metres.
  - (f) That a 'no stopping at all times' parking restriction be imposed on the southern side of Wainoni Road commencing at a point 68 metres measured in a westerly direction from a point opposite the western kerblines of Breezes Road and extending in a westerly direction for a distance of 70 metres.
  - (g) That a bus stop be approved on the southern side of Wainoni Road commencing at a point 132 metres measured in a westerly direction from a point opposite the western kerblines of Breezes Road and extending in a westerly direction for a distance of 15 metres.
  - (h) That the existing bus stops on the south side of Wainoni Street West of Shortland Street and west of Breezes Road be deleted.
  - (i) That these controls come into operation prior to the opening of the new complex.
2. That the Chair be delegated authority to approve the Board's meeting minutes for this item as soon as they are available.

## **CHAIRPERSON'S RECOMMENDATIONS**

That the Board:

1. Adopt the staff recommendations 1 (a) to (d) above.
2. Approves the staff recommendations 1 (e) to (i) and 2 above, under delegated authority, subject to the Council approving the abovementioned traffic signal recommendations.

## BACKGROUND

10. The proposed supermarket development for this site will be a significant generator of traffic both in scale and intensity. To give an indication of the size of the development, this complex will employ over 300 people, will be 30% larger than the existing Countdown complex at Church Corner and the proposed car park (of some 437 spaces) will provide 42% more parking spaces than required by the City Plan. Traffic evidence was presented to the hearing for the resource consent application by Traffic Design Group (TDG) for the applicant and for the Council by Gabites Porter (GP). The evidence for the applicant was based on the use of conservative traffic generation figures while those proposed by GP were higher. However, GP considered that the additional traffic on Wainoni Road caused by the development will result in redistributed traffic travelling elsewhere through the nearby network and therefore the effects from the application along this section of Wainoni Road could be considered to be similar to the current situation. The evidence presented at the hearing indicated that the proposed access arrangements for the proposed development will require traffic signals and that these signals will be required to coordinate with those presently installed at Breezes Road for this site to operate successfully.

## OPTIONS

11. The applicant was initially advised by Council staff (pre-application) to develop the site with an additional access point, preferably through to Breezes Road. A single access alternative that was proposed through these initial discussions was done so with a caveat of the need to demonstrate that traffic signals at the single access point on Wainoni Road could work. The applicant has demonstrated that the proposed development could operate with existing traffic flows. The resource consent process however does not allow consideration for future growth and implications.
12. The application, when submitted, considered two options; signalised and non-signalised access to Wainoni Road. The traffic model used to assess the non signalised (Give way) option indicated that there would be excessive on-site queues. The signalised option will, as a time-sharing device, reduce the delay on the side road (the Supermarket exit) at the expense of increasing the traffic delays on Wainoni Road but at the same time increase the safety for pedestrians. The Commissioner accepted that a level of service B (reasonably unimpeded traffic flow) would be maintained along Wainoni Road and that the access/egress to the service station opposite would not be any worse in terms of safety and convenience. This required the entrance to the service station site to be included in the proposed traffic signals operation.
13. Other options were discussed at the Resource Consent hearing. These included links to Shortland Street, which were not feasible as they would require crossing a Council Reserve.
14. The applicant initially proposed a standard "T" junction with a single pedestrian crossing while the Hearing Commissioner supported the "X" junction with inclusion of the service station vehicle crossing and an extra pedestrian crossing. Whilst these intersection forms are practical, Council staff prefer a "X" junction with the inclusion of a 'Free Left' turn at the exit and a single facility for pedestrians across Wainoni Road. These improvements would reduce the impact on the arterial function of Wainoni Road whilst improving safety. The reasons for the single pedestrian crossing are to avoid the conflict between vehicles turning right from the site and pedestrians crossing Wainoni Road. It provides greater protection of the arterial route capacity, overcomes problems with the lack of storage for pedestrians by the eastern corner of the service station and extra capacity for the proposed supermarket which will be limited because of the arterial road demands and the close spacing between the intersections. The Free Left Turn facility would reduce conflicts between the exiting left turning traffic and pedestrians on the crossing, would increase the effective green-time available to other traffic (reducing queues) and relatively improve the arterial efficiency and function of Breezes Road.
15. However, the proposed consented arrangement indicated that right-turning vehicles could still access the south-western entrance through queues of vehicles stopped at the proposed traffic signals. Concerns related to the effects of these movements have been raised and should be further considered through a separate process by the Council (under the Local Government Act) as they relate to the management of a public road. An investigation covering the safety and traffic management issues is proposed to assess these concerns and, if considered valid, assess options to provide mitigation.

16. The options for the Council are to either approve the installation of traffic signals or reject their installation. This later option may lead to protracted legal argument as at the hearing the Council was considered to have at least accepted, if not supported, the signals as a means to mitigate the traffic access effects of the proposal. A report supporting the need for traffic signals was prepared for the applicant and the proposed plan for the traffic layout is attached as Appendix A.
17. There are two issues not considered at the hearing, viz; the provision of alternative or emergency access to the site and the need to relocate the bus stop on the south side of Wainoni Road, east side of the new entrance. It is understood that alternative emergency access can be provided through the car park adjacent to the entrance. A relocated bus stop will enable two existing bus stops to be replaced by one. This new bus stop will replace those just to the west of Shortland Street and to the east of the new entrance. It will be paired with a nearby one on the northern side of Wainoni Road and will be closer to the destination or origin of most bus users at this location, where there are to be facilities for patrons to cross the road using the traffic signals.

#### **PREFERRED OPTION**

18. This section of Wainoni Road is presently in the process of being reconstructed. No explicit provision has been made in this reconstruction for the development of the site or the installation of traffic signals. The principal benefit of traffic signals at this location is to transfer on-site traffic delays to the arterial road and there is a minor benefit to pedestrians at this location. All costs of the on street road works at this location shown in the consent will be solely the applicant's. The applicant is committed to meet the costs. Associated with the development of the site will be a corresponding upgrade of the Shortland Street Reserve. The applicant has also agreed to meet these expenses.
19. The preferred option is to accept the installation of traffic signals at the access point to the proposed Wainoni Pak'n Save development. The signals should be managed to minimise the impacts on the arterial function of Wainoni Road.

**The Preferred Option (Option 1)**

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>	Improved safety for vehicle and pedestrian travel at the development's access. Localised public support	
<b>Cultural</b>		
<b>Environmental</b>		The transfer of traffic to other routes in the network and the creation of new precedent
<b>Economic</b>	Reduced total traffic delay at the access to this development	Increase operating costs to the council which is offset from additional rate income

**Extent to which community outcomes are achieved:**

The concentration of this significant land use to a single access point at one location creates capacity limitations and places restrictions on the freedom of movement to and from the site unless traffic signals are provided.

**Impact on Council's capacity and responsibilities:**

The approval of traffic signals at this location will have implications throughout the City in the management of its arterial road network. It will have implications and potentially creates a precedent in a number of areas.

- (i) The introduction of traffic signals to principally serve private interests
- (ii) The side road connections to the proposed traffic signals has no alternative or emergency linkages
- (iii) Reduces the public expectation of an arterial road

**Effects on Maori:** N/A

**Consistency with existing Council policies.**

The application approval does not breach any Council policies, but may establish new de facto policy regarding installation of traffic signals on the arterial road.

**Views and preferences of persons affected or likely to have an interest:**

Local views of immediate residents have been tested with the public consultation process agreeing to the proposal but those remote from the site have not been considered

**Other relevant matters:**

The traffic signals proposed at this location will need to be coordinated with those at Breezes Road. This coordination will be structured to protect the function of the arterial road network and as a consequence there may be times when there may be a limitation on the signal green-time provided for vehicles leaving the site.

## Option 2: Non-Approval assessment

20. Non approval of the traffic signals would in effect mean that the consent conditions are not met and therefore the consent is effectively refused. The proposed development would not be able to successfully operate with one non-signalised entrance. This would require the applicant to investigate a range of options. All of these options will involve some form of new application or some form of further legal action. Any reconsideration of this application will increase cost to the applicant and the possible loss of the development of both this contaminated site and the adjoining reserve.

	Benefits (current and future)	Costs (current and future)
<b>Social</b>		Will require greater public input with possibility of a new application and consent process Possible increased accident costs
<b>Cultural</b>		The reserve development may be at risk A possible loss of a retail development
<b>Environmental</b>	Conservation of the arterial network function	If no changes are made the development will be less attractive
<b>Economic</b>	Lower Council maintenance costs and a loss to the local community	Increased application cost

**Extent to which community outcomes are achieved:**  
By declining the application, the function of the local arterials would be preserved. However this must be offset with potentially less desirable (Council funded) alternative access options, the opportunity to clear up a contaminated site, development of a Council Reserve and employment opportunity in this locality

**Impact on Council's capacity of the wider and responsibilities:**  
There are increasing numbers of requests for signals associated with commercial developments. To date most of these recent applications have been associated with an existing local street where they have been considered to have little impact, e.g; Main North Road/Halliwell Street, Blenheim Road / Acheron Drive and Marshland Road/The Palms.

**Effects on Maori:** N/A

**Consistency with existing Council policies:**  
Reinforces Councils existing arterial road policies

**Views and preferences of persons affected or likely to have an interest:**  
The applicant has consulted with the local community and has support for the preferred proposal

**Other relevant matters:**