

## 9. PAGES ROAD CYCLEWAY - BUCKLEYS ROAD TO BREEZES ROAD

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### PURPOSE OF REPORT

1. The purpose of this report is to seek the Board's approval to proceed to final design, tender and construction of proposed improvements to cycle, pedestrian and bus facilities in Pages Road from Buckleys Road to Breezes Road.

### EXECUTIVE SUMMARY

2. This cycleway project was previously proposed to extend from Buckleys Road, through the Breezes Road intersection, to a point approximately 100 metres north east of the Breezes Road intersection. However, consultation with the local community highlighted several issues in relation to the Breezes Road intersection section of the project. Consequently the project was deferred to enable further assessment of potential options at the Pages/Breezes intersection to be undertaken, and to await more detailed information regarding a potential development in the vicinity of the intersection.

3. Given that the key issues raised related to the Pages/Breezes intersection, the project has subsequently been split into two separate projects:

- Buckleys Road to Breezes Road; and
- Pages Road/Breezes Road intersection.

This will allow the bulk of the cycleway and other improvements to proceed, while further investigation of options at the intersection is undertaken, and a better understanding of the likelihood of the potential development at the intersection proceeding, is sought.

4. This report relates to the new Buckleys Road to Breezes Road project, which extends from Buckleys Road to Breezes Road, but does not extend through the Breezes Road intersection.
5. The project involves the improvement of cycle facilities on Pages Road by installing on-road cycle lanes, which will link in to recently installed cycle lanes on Buckleys Road at Cuffs Road, and extend as far as 317 Pages Road on the north west side of Pages Road (a taxi stand), and 318 Pages Road on the south east side of Pages Road (a bus stop), approximately 100 metres short of the Breezes Road intersection.
6. A pedestrian refuge island is proposed just south west of Shortland Street, to provide a safe crossing point for pedestrians and cyclists, as Shortland Street is one of the main cycle and pedestrian entry/exit points for students of Aranui High School. It is also proposed to rationalise the bus stops along this stretch of Pages Road by removing the existing stops at 101 and 128 Pages Road, removing the existing bus stop on the north west side of Pages Road just north east of Bickerton Street, making minor adjustments to the location of the existing bus stops at 318 Pages Road, and at the marae at 250 Pages Road, and installing bus bays at the bus stops at 318 Pages Road, the marae, and Cuthberts Green.
7. Due to the limited carriageway width, the traffic management changes will require the implementation of no-stopping along the entire south east side of the project length, with the exception of an indented parking bay outside 242 Pages Road (the marae). This parking bay will provide approximately five car parks. On-street parking will generally be retained on the north west side, with the exception of intersections, in proximity of bus stops, and adjacent to pedestrian refuge islands.
8. The proposal meets the policy for cycle facilities and traffic management on arterial roads, the cycle strategy, and the parking strategy.
9. The proposed project is shown on the attached scheme plan (Attachment 1), which aside from the shortening in the length of the works to exclude the Pages Road/Breezes Road intersection, is unchanged from that considered by this Community Board in August 2004.
10. Approval to proceed with the part of the project that falls within the Ferrymead ward was obtained from the Hagley/Ferrymead Community Board at its meeting on 2 September 2004.

## BACKGROUND

11. This project was previously proposed to extend from Buckleys Road, through the Breezes Road intersection, to a point approximately 100 metres north east of the Breezes Road intersection. Consultation with the local community was undertaken in this regard. Following this consultation, approval to proceed to final design, tender and construction was sought from the Hagley/Ferrymead and Burwood/Pegasus Community Boards on 2 September 2004 and 30 August 2004 respectively. Approval to proceed with that part of the project that falls within the Ferrymead ward was obtained from the Hagley/Ferrymead Community Board, however the Burwood/Pegasus Community Board deferred the project to enable further assessment of potential options at the Pages/Breezes intersection to be undertaken, and to await more detailed information regarding a potential development in the vicinity of the intersection.

12. Given that the key issues raised related to the Pages/Breezes intersection, and given that the bulk of the work along the remaining project length consists primarily of just road markings within the existing road corridor, the project has been split into two separate projects:

- Buckleys Road to Breezes Road; and
- Pages Road/Breezes Road intersection

This will allow the bulk of the cycleway and other improvements to proceed, while further investigation of options at the intersection is undertaken, and a better understanding of the likelihood of the potential development at the intersection proceeding, is sought.

13. The primary aim of the project is to improve the safety of the facilities provided for cyclists. The objectives of the project include:

- to improve safety for cyclists
- to encourage the use of cycles as a mode of transport
- to install a cycle facility in Pages Road between Buckleys Road and Breezes Road
- to address the issues raised by the Chisnallwood Intermediate and Aranui High pupils at the Shortland Street and Breezes Road intersections
- to maximise on-street parking as much as possible
- to maintain or improve safety for pedestrians
- to maintain or improve safety for motorists
- to encourage where possible the use of sustainable transport

14. Pages Road is a major arterial road and forms part of the designated cycle network. It is used by commuter, school and training cyclists. It is also a bus route. It carries a traffic volume ranging from 27,500 vehicles per day at Buckleys Road to 13,000 vehicles per day at the New Brighton Road end. Cycle lanes in Buckleys Road/Pages Road from Linwood Avenue to Cuffs Road have recently been implemented, and the proposed cycle lanes in Pages Road will link in with these. Ultimately, cycle network plans propose cycle facilities to extend the remaining length of Pages Road to meet the Anzac Drive cycle path, the riverside cycle path and the cycle lanes on New Brighton Road.

15. A survey of school cyclists from Aranui High School and Chisnallwood Intermediate School has been undertaken by the Council School's Advocate. The students identified the following issues on Pages Road:

- Breezes Road/Pages Road intersection
  - fear that they will be knocked off, of red light runners, and of turning vehicles, especially if they are not indicating.
- Shortland Street/Pages Road intersection
  - volume of traffic, fear of being knocked off by turning vehicles, a request for cycle lanes on Pages Road.

16. Cycle numbers on Pages Road are shown in the cycle counts taken at the Bexley/Pages, Breezes/Pages, and Buckleys/Kerrs/Pages intersections in 2002, 2003 and 2004:

Location	Date	Time	No. of Cycles	%age school cyclists
Bexley/Pages	11 Apr 2003	7.30-9.00 am	28	35%
	15 May 2003	4.15-5.45 pm	36	19%
Breezes/Pages	21 Mar 2002	7.30-9.00 am	91	42%
	24 Apr 2002	2.30-4.00 pm	70	39%
	19 Feb 2003	7.30-9.00 am	99	42%
	19 Feb 2003	2.30-4.00 pm	73	53%
	25 Feb 2004	2.30-4.00 pm	69	41%
Buckleys/Kerrs/Pages	15 Mar 2004	7.30-9.00 am	65	40%
	15 May 2002	4.15-5.45 pm	71	4%
	16 May 2002	7.30-9.00 pm	49	30%
	24 Feb 2004	4.15-5.45 pm	83	7%
	26 Feb 2004	7.30-9.00 am	66	28%

#### OPTIONS

17. Three options were identified and assessed in terms of the aims and objectives of the project. These were the “do nothing” or status quo option; provision of off-road cycle facilities; and provision of on-road cycle lanes (the preferred option).

#### Option 1 - Status Quo

18. Maintaining the status quo is not recommended, as it would not achieve the aim of the project - to improve the safety of the facilities provided for cyclists in Pages Road, nor the associated project objectives. Pages Road has also been identified in the Cycle Network Plan (which forms part of the Cycling Strategy) as one of the arterial roads most in need of cycle route development. To retain the status quo would not progress development of the cycle network, and would not be consistent with the objectives and targets of the Cycling Strategy.

#### Option 2 - Off-Road Facilities

19. Two off-road options were considered - firstly, a shared cycle and pedestrian path between the kerb and the outer road reserve boundary, and secondly, provision of a separate off-road cycle path between the kerb and the berm.
20. A shared off-road path would require the removal of existing grass berms between the kerb and footpath in order to provide sufficient width for both cyclists and pedestrians. A separate off-road cycle facility would involve realignment of the existing kerbs to provide space for the construction of a separate cycle path between the kerb and the grass berm. The grass berm would separate the footpath and the cycle path.
21. Both of these off-road options were discounted for a number of reasons, including:
- Safety - there is an increased collision risk between cyclists and vehicles accessing and exiting properties along the route, and the Draft Transit Design Guidelines for cycle facilities strongly recommend against off-road cycle facilities where there are many accessways, due to the high collision risks. In addition, there is an increased safety concern associated with parked car doors being opened into the path of cyclists in the case of a separate cycle facility, and cyclists or pedestrians in the case of a shared facility, as people exiting cars on the passenger side are generally less accustomed to checking before opening the door than on the driver's side, where the door opens into traffic.
  - Consistency - on-road cycle lanes have recently been installed on Buckleys Road/Pages Road between Linwood Ave and Cuffs Road. Linking these to an off-road facility when the road and surrounding environment has not changed greatly in character would not be a consistent approach, and could cause confusion for both cyclists and motorists. Furthermore, on a major arterial, it is likely that commuter and sports cyclists, who favour the most direct route with minimum delays, would be unwilling to use an off-road facility.

- User conflict - there is a higher risk of user conflict on shared facilities, as they rely on user courtesy and awareness to avoid conflicts. The risk of conflict is further heightened in retail areas, where pedestrian volumes tend to be higher.
22. Several other factors also contributed to the option of a separate off-road cycle facility being discounted, including:
- Cost - provision of a separate, off-road cycle path would require a significant amount of physical construction works, as the kerbs would have to be realigned to provide the additional space outside the kerb for the cycle path. Given that this is not a kerb and channel replacement or reconstruction project, the cost of this option would be well beyond the amount budgeted for this project. This would impact on the Cycleways capital programme as a whole, limiting the extent to which other cycleway projects could be achieved. When balanced against the cost/benefits of the on-road option, it was considered that this would not be a cost-effective way of achieving the aims and objectives of the project.
  - Future flexibility - there is an existing road-widening designation along Pages Road. When, or if Pages Road will be widened is presently uncertain. However, the on-road option provides the greatest level of cost-efficient future flexibility, as it primarily involves only road markings, which are easily moved in the future, whereas the separate off-road facility would require the realignment of kerbs that would have to be moved again should the road widening go ahead.

### **Option 3 - On-Road Facilities - Preferred Option**

23. It is recommended that the scheme plan at Attachment 1 be approved. This details the preferred option, which is the implementation of on-road cycle lanes running from Cuffs Road through to a point approximately 100m short of the Breezes Road intersection. The cycle lanes will be marked with a solid line in accordance with the new Transit Guidelines for cycle lane markings, effective February 2005. This option is considered the most cost-effective option that achieves the principal aim and objectives of the project. It also includes the installation of a pedestrian refuge island just southwest of Shortland St, which will improve the safety of pedestrians and cyclists crossing at this point, and the installation of several indented bus bays, which improves the safety of cyclists by reducing the need for them to pull out into the path of traffic when passing stopped buses. The cycle lanes and pedestrian refuge island will also contribute to addressing the issues previously raised by Chisnallwood Intermediate and Aranui High pupils.
24. Although this option will require the implementation of no-stopping restrictions due to the limited carriageway width, this will only occur on the southeast side of Pages Road, and this is consistent with the Council's Parking Strategy in terms of the hierarchy for the allocation of carriageway space on arterial roads. A considerable length of the southeast side of Pages Road is adjacent to Cuthberts Green, which has off street parking facilities.
25. This option is consistent with Council's policy for cycle facilities and traffic management on arterial roads, the cycling strategy, and the parking strategy.

### **BUS STOP RATIONALISATION**

26. An issue relating to the proposed bus stop rationalisation was raised at the Burwood/Pegasus Community Board meeting on 30<sup>th</sup> August 2004. It was queried whether the proposed bus stop locations would fulfil Environment Canterbury criteria regarding proximity to people's homes.
27. The relevant document setting out Environment Canterbury's criteria is the Regional Passenger Transport Plan 2001. The applicable policy is Policy 1.2, which states:
- "...all suburbs in the urban areas of Christchurch and Timaru shall have scheduled services so that:
- (a) At least 90% of people resident in Christchurch and Timaru shall be no more than 500 metres from a bus route. Exceptions may include newly developed residential areas and some hill suburbs for which regular scheduled services may not be practicable."

28. It is important to note that this policy refers to bus routes rather than bus stops. The proposal will not change the bus route on Pages Road; it simply rationalises the bus stops, which will be an average of approximately 465 metres apart on the north west side of Pages Road, and an average of approximately 395 metres apart on the south east side of Pages Road. The proposed rationalisation has been undertaken by the Council Passenger Transport Officer in consultation with Environment Canterbury.

#### **SUMMARY OF VIEWS OF AFFECTED PERSONS**

29. The views of persons affected have been ascertained and taken into account. At meetings on the 31<sup>st</sup> May and 21<sup>st</sup> June 2004 respectively, the Hagley/Ferrymead and Burwood/Pegasus Community Boards accepted a staff recommendation that the project proceed to consultation.
30. Over 400 copies of the consultation material were distributed, and a total of 19 responses were received (approximately 5%). Of these, 5 were supportive of the proposal; 12 either objected to the proposal or expressed concern with some elements of it; 1 did not indicate support or opposition; and 1 was not directly relevant to the proposal. It is worth noting that of the 12 who objected or expressed concern about elements of the project, 4 related to the Pages/Breezes intersection, which is now to be considered separately. The key issues raised include:
- Opposition to loss of on-street parking outside residences (2)
  - Concern that cycle lanes will narrow the carriageway and make conditions hazardous (2)
  - A preference for Pages Road to be widened (4)
  - Concern about the traffic volumes and congestion on Pages Road (2)
  - Concern about the adequacy of pedestrian facilities for crossing Pages Road (1)
  - Opposition to the proposal on the north east side of Breezes Road due to the impact it will have on the businesses there (4)
  - General support for the cycle lanes (4)
31. The feedback received from the community has been given consideration by the project team. Aside from the issues raised in relation to the proposal on the northeast side of the Breezes Road intersection, which have led to the splitting of the project into two, the project team considered that, when balanced against the key functions of a major arterial road, and the relevant Council policies and strategies (Parking Strategy, Cycle Strategy), the issues raised do not warrant any changes to the proposal from Cuffs Road up to Breezes Road.
32. All respondents were contacted by letter outlining the issues raised, providing an overview of the relevant provisions of the Parking and Cycle Strategy, and explaining why the issues raised had not resulted in any change to the proposal. This explanation addressed the key issues as follows:
- Loss of on-street parking

33. Contact details for any further responses were provided, and respondents were advised of the Community Board decision-making process and their opportunity to be involved if they wished. Aside from several meetings with business owners in relation to the Breezes Road intersection, no further response was received from submitters.

#### **FINANCIAL AND LEGAL CONSIDERATIONS**

34. The estimated total cost for this project is \$171,416 inclusive of all consultation, design and project management.
35. The Pages Road Cycleway project is part of the Cycleway Programme and is programmed for construction in the 04/05 year. The budget for this Programme in 04/05 is \$949,216. Sufficient funding is available from this budget to complete this project.
36. There are no legal considerations associated with this project's preferred option aside from the resolutions outlined in the Recommendations below.

#### **STAFF RECOMMENDATIONS**

It is recommended that the Board:

- (a) Approve the proposed improvements to cycle, pedestrian and bus facilities in Pages Road to proceed to final design, tender and construction.
- (b) Rescind the following traffic restrictions:
- (i) All existing no stopping restrictions on the northwest side of Pages Road between a point 20 metres north east of its intersection with Shortland Street and a point 55 metres south west of its intersection with Ottawa Street.
  - (ii) All existing no stopping restrictions on the southeast side of Pages Road between a point 76 metres south west of its intersection with Breezes Road and Shuttle Drive.
  - (iii) All existing no stopping restrictions on the southeast side of Pages Road from a point 56 metres north east of Kearneys Road to a point 406.5 metres north east of Kearneys Road.
- (c) Approve the following new traffic restrictions:
- (i) That the stopping of vehicles be prohibited at any time on the south east side of Pages Road commencing at a point 76 metres south west of its intersection with Breezes Road and extending 343 metres in a south west direction.
  - (ii) That the stopping of vehicles be prohibited at any time on the south east side of Pages Road commencing at its intersection with Shuttle Drive and extending 72 metres in a north east direction.
  - (iii) That the stopping of vehicles be prohibited at any time on the south east side of Pages Road commencing at a point 337 metres north east of its intersection with Kearneys Road and extending 13.5 metres in a north east direction.
  - (iv) That the stopping of vehicles be prohibited at any time on the south east side of Pages Road commencing at a point 56 metres north east of its intersection with Kearneys Road and extending 325 metres in a north east direction.
  - (v) That the stopping of vehicles be prohibited at any time on the north west side of Pages Road commencing at its intersection with Shortland Street and extending 20 metres in a north east direction.
  - (vi) That the stopping of vehicles be prohibited at any time on the north west side of Pages Road commencing at its intersection with Shortland Street and extending 37 metres in a south west direction.
  - (vii) That the stopping of vehicles be prohibited at any time on the north west side of Pages Road commencing at a point 133 metres south west of its intersection with Shortland Street and extending 28 metres in a south west direction.
  - (viii) That the stopping of vehicles be prohibited at any time on the north west side of Pages Road commencing at a point 235 metres south west of its intersection with Shortland Street and extending 13 metres in a south west direction.
  - (ix) That the stopping of vehicles be prohibited at any time on the north west side of Pages Road commencing at its intersection with Bickerton Street and extending 29 metres in a north east direction.
  - (x) That the stopping of vehicles be prohibited at any time on the north west side of Pages Road commencing at its intersection with Bickerton Street and extending 55 metres in a south west direction.

- (xi) That the stopping of vehicles be prohibited at any time on the north west side of Pages Road commencing at its intersection with Ottawa Street and extending 28 metres in a north east direction.
  - (xii) That the stopping of vehicles be prohibited at any time on the north west side of Pages Road commencing at its intersection with Ottawa Street and extending 36 metres in a south west direction.
  - (xiii) That the stopping of vehicles be prohibited at any time on the north west side of Pages Road commencing at a point 48 metres south west of its intersection with Ottawa Street and extending 7 metres in a south west direction.
- (d) Remove the following existing bus stops:
- (i) The existing bus stop on the north west side of Pages Road commencing 53.5 metres north east of the intersection with Baffin Street and extending 11 metres in a north east direction.
  - (ii) The existing bus stop on the south east side of Pages Road commencing 59 metres north east of the intersection with Baffin Street and extending 15 metres in a north east direction.
  - (iii) The existing bus stop on the north west side of Pages Road commencing 19 metres north east of the intersection with Bickerton Street and extending 15 metres in a north east direction.
- (e) Revoke and reinstate the following existing bus stops:
- (i) Revoke the existing bus stop from the south east side of Pages Road at its present position commencing 61 metres south west of the intersection with Shortland Street and extending 14.5 metres in a south west direction, and reinstate it on the south east side of Pages Road commencing 90 metres south west of the intersection with Shortland Street and extending 15 metres in a south west direction.
  - (ii) Revoke the existing bus stop from the south east side of Pages Road at its present position commencing 82.5 metres south west of the intersection with Breezes Road and extending 16 metres in a south west direction, and reinstate it on the south east side of Pages Road commencing 64 metres south west of the intersection with Breezes Road and extending 12 metres in a south west direction.
- (f) The changes to the traffic restrictions and bus stops described in b), c), d) and e) above to take effect upon completion of the works described in a) above.

**CHAIRPERSON'S RECOMMENDATION**

That the abovementioned recommendations be adopted.