



FENDALTON/WAIMAIRI COMMUNITY BOARD

WORKS TRAFFIC AND ENVIRONMENT COMMITTEE

AGENDA

MONDAY 19 SEPTEMBER 2005

AT 8.00 AM

**BOARD ROOM
CHRISTCHURCH CITY COUNCIL FENDALTON
CNR JEFFREYS AND CLYDE ROADS**

Distribution:

Cheryl Colley (Chairman)
Sally Buck
Faimeh Burke
Val Carter
Pat Harrow
Mike Wall (ex officio)
Andrew Yoon
Community Board Principal Adviser (x2)
Community Secretary
Community Engagement Adviser
Ken Stevenson (Liaison Officer, Transport & City Streets)
Michelle Flanagan (Clauses 2.1 & 3)
Malcolm Taylor (Clauses 2.2 & 4)
Kathryn Howard (Parks and Waterways Area Advocate)
Leonie Thompson
File (plus 2)

1. APOLOGIES

2. DEPUTATIONS BY APPOINTMENT

2.1 DONALD PLACE – KERB AND CHANNEL RENEWAL

Representations may be made by local residents and the St Albans-Merivale Bowling Club on this matter. Clause 3 below refers.

2.2 FENDALTON ROAD – NO ‘U-TURN’ AT HOLMWOOD ROAD

Representations may be made by local residents. Clause 4 below refers.

3. DONALD PLACE - KERB AND CHANNEL RENEWAL

General Manager responsible:	General Manager Environment
Officer responsible:	Transport and City Streets Manager
Author:	Michelle Flanagan, DDI 941-8665

PURPOSE OF REPORT

1. The purpose of this report is to:
 - (a) Seek the Board’s approval for the Donald Place kerb and channel renewal to progress to final design, tender and construction; and
 - (b) Seek the Board’s approval for resolutions for traffic restrictions (No Stopping and Parking Restrictions) associated with the kerb and channel renewal in Donald Place.

EXECUTIVE SUMMARY

2. Donald Place is local road scheduled for kerb and channel renewal in the 2005/2006 financial year. The key objective of the project is to replace the kerb and dish channel with kerb and flat channel. Secondary objectives are to improve access to properties and pedestrian access.
3. A issues based questionnaire was distributed to residents, identifying issues for Donald Place. A concept plan was then developed and distributed for feedback in April 2005. This concept plan included parking bays, landscaping, and a narrowed intersection with St Albans Street. Feedback to this concept plan was mixed with some support and some opposition. There was strong opposition from the St Albans/Merivale Bowling Club in respect of loss of parking spaces and narrowed street and intersection width.
4. A meeting was held with the Bowling Club and members of the Community Board to discuss the clubs concerns. At this meeting it was decided to hold a meeting with the residents of Donald Place. This meeting, held in July, was attended by the Bowling Club, three residents and three Community Board members. At this meeting a concept plan was agreed which included placing the renewed kerb and channel on the existing alignment, retaining the street and intersection width, and removing the majority of the proposed landscaping. This concept plan has been identified as the preferred option based on the feedback at the public meeting, and is attached (**Attachment 2**).

FINANCIAL AND LEGAL CONSIDERATIONS

5. The estimated total costs for this project is \$112,980 inclusive of all consultation, design and project management.
6. Donald Place is part of the Street Renewal Programme and is programmed for construction in the 2005/2006 year. The annual budget for Street Renewal is approximately \$15 million. Scheme planning costs were provided for in the 2004/2005 budget and the 2005/2006 draft budget provides sufficient funding for detailed design and construction.

3. Cont'd

7. Without the approval of the resolutions for traffic restrictions, the amended restrictions will not be enforceable upon implementation.

STAFF RECOMMENDATIONS

It is recommended that:

- (a) The Board approve the Donald Place kerb and channel renewal, as shown in Attachment 2, to proceed to final design, tender and construction.
- (b) The Board approve the following new traffic restrictions:

New No Stopping

- i) That the stopping of vehicles be prohibited at any time on both sides of Donald Place commencing at the northern kerblines of St Albans Street and extending 11 metres in a northerly direction on the east side of the street and 8m on the west side of the street.
- ii) That the stopping of vehicles be prohibited at any time around the head of the cul-de-sac on Donald Place, commencing on the west side at a point 90 metres from the northern

3. Cont'd

BACKGROUND ON DONALD PLACE KERB AND CHANNEL RENEWAL

8. Donald Place has been scheduled for kerb and channel renewal in the 2005/2006 financial year. Donald Place is a short (100m) street off St Albans Street with an existing width of 7.5m. It carries approximately 100 vehicles per day. The eastern side and northern end of Donald Place is residential. The western side is dedicated to the St Albans/Merivale Bowling Club, and a residential property at 1 Donald Place.
9. The principle aim of the project is to renew the kerb and dish channel in Donald Place and replace it with kerb and flat channel. The objectives of the project include:
 - Replace the existing kerb and dish channel with new kerb and flat channel.
 - Improve accessibility to properties on Donald Street.
 - Improve pedestrian safety.
10. In September 2004 a questionnaire was sent to the residents of Donald Place, and the adjoining households on St Albans Street. This questionnaire asked what residents would like and not like to see in their reconstructed street, and whether they had any further comments. Twelve questionnaires were returned, and the following feedback received:
 - Residents would like:
 - Underground wiring.
 - Flat kerb and channel.
 - Easier access to properties (wide driveway entrances).
 - Enhanced landscaping.
 - Improved parking.
 - A resurfaced road.
 - Retain the 5 minute parking.
 - Reduce the 5 minute parking.
 - Access maintained to properties during the construction works.
 - Other comments:
 - There is no scope for landscaping.
 - Improve parking on the west side of the street.
 - Don't install speed humps.
 - Can consideration be given to having no parking down the eastern side of the street?
 - Getting out of properties is impossible when the bowling club is in session.
 - Please give the residents prior warning of the construction.
 - The guttering in Donald Place does not need replacing.
 - Parking is a problem – signs and road markings are important.
11. In April 2005 a publicity pamphlet was distributed to approximately 27 households. This pamphlet included an outline of the kerb and channel renewal project, a concept plan (refer **Attachment 1**), and a feedback form. Eight responses were received to the pamphlet with five indicating support for the project (two with conditions attached), and two indicating opposition to the project, and one not stating a position. The following general issues were raised (refer Attachment 3 for a summary of the consultation):
 - Strangers driving into Donald Place and then reversing out onto St Albans Street at speed is an issue.
 - People dropping off passengers at the entrance of Donald Place is an accident waiting to happen.
 - Drivers are using vehicle crossings and driveways at the northern end of Donald Place to turn around, and access properties.
 - The concept does not provide for the maximum number of car parks.
 - Retain present intersection and road width – the narrowed width will make it difficult for vehicles to pass each other, and trucks to enter.
 - Plantings at the intersection will suffer from a lack of space and maintenance, and could obstruct the visibility from vehicles and should be left out.
 - Just renew the kerb and channel.
 - Parking at the end of Donald Place restricts access to properties.
 - Increase yellow lines for no parking on St Albans Street to assist with visibility.
 - Wide driveway entrances required.
 - Planting at northern bowling club entrance will prevent vehicles backing out of 22 Donald Place.
 - Looks great.

3. Cont'd

12. In June 2005, the Consultation Leader for the project met with Bowling Club members at Donald Place to discuss the proposed concept plan. The Bowling Club reiterated their opposition to the plan in respect of narrowing the street and intersection and it not providing maximum parking. At this meeting the Bowling Club also requested a meeting with Community Board members on site to discuss their concerns. On the 8 July 2005, Mike Wall, Cheryl Colley and Peter Dow, and the consultation leader for the project attended a meeting with members of the bowling club. At this meeting it was resolved to hold a meeting with the residents of the street to discuss the concept plan.
13. On the 25 July 2005 an evening meeting was held at the Bowling Club. The residents of Donald Place (both owners and occupiers were invited to this meeting), and three Community Board members were in attendance. Eight people attended the meeting, five from the Bowling Club, and three residents (one who was a member of the bowling club). The proposed concept plan was discussed and the following changes to the concept plan made and agreed at the meeting:
 - The kerb line of Donald Place is to be replaced in its existing location.
 - The intersection with St Albans Street remains at its existing width.
 - The P5 parking on the eastern side of Donald Place is to remain.
 - Three landscaping areas and street trees are to be removed from the concept plan.
 - The landscaping outside 53 St Albans street is to remain.
 - No stopping lines are to be extended on St Albans Street outside 47 St Albans Street.
14. The project consultation leader has also contacted the owner and occupier of 47 St Albans Street to discuss the proposed installation of yellow no parking lines on St Albans Street outside this property. The purpose of installing the yellow no parking lines is to improve visibility for vehicles exiting Donald Place. Currently there is sufficient space for a small vehicle to park legally before existing yellow lines extending into Donald Place begin. The consultation leader has spoken to the occupiers at 47 St Albans Street about the installation of these no parking lines and they have sufficient space on the property to park the vehicle (there is also on street parking spaces further along St Albans Street outside number 43). The owner of the property has no issues with the extension of the yellow lines.
15. Discussions have also been undertaken with the owner of 53 St Albans Street regarding the street tree and landscaping proposed outside this property. These discussions will continue in respect of the species planted.

OPTIONS

16. Three options were assessed as part of the Donald Place kerb and channel renewal:
 - (a) Maintenance of the status quo
 - (b) A 5.5m carriageway with 7.5m sections at parking bays on the western side. Parking would be available on the eastern side of Donald Place and would create one-way sections where cars are parked on both sides of the street. The parking bays would allow opportunities for street trees and landscape planting. This option was distributed for public consultation in April 2005 (refer Attachment 1).
 - (c) A 7.5m carriageway with parking available on both sides of Donald Place (P5 on the eastern side and unrestricted parking on the western side).

PREFERRED OPTION

17. Option (c) is the preferred option as discussed with the bowling club and residents who attended the public meeting. The preferred option (refer Attachment 2) consists of the following features:
 - A Type "B" paved threshold at the St Albans Street intersection.
 - A 7.5 metre wide carriageway with the new kerb and channel following the existing alignment.
 - Provision of 10 parking spaces on the western side of the street, and approximately 7 P5 parking spaces on the eastern side of Donald Place.
 - No stopping restrictions around the cul-de-sac head of Donald Place.
 - A single street tree and landscaping area on the corner of Donald Place outside 53 St Albans Street.
 - Two trees are proposed to be installed in the bowling club landscaped area to complement the existing landscaping.

3. Cont'd

18. The preferred option (refer Attachment 2) satisfies the project aims and objectives as follows:
 - The existing kerb and dish channel is replaced with kerb and flat channel.
 - Access to properties will be improved through the provision of splayed vehicle crossings, and the installation of yellow no parking lines around the cul de sac head of Donald Place (northern end).
 - Pedestrian safety will be maintained through the retention, and surface improvement, of the existing footpath areas.

19. The preferred option (refer Attachment 2) has been selected for the following reasons:
 - It satisfies the aims and objectives of the project.
 - It has support from the Bowling Club and a couple of the residents.
 - It was the option determined to be most generally favoured and supported through the consultation process with residents, street users and Community Board representatives.

ASSESSMENT OF OPTIONS

The Preferred Option

20. Option (c) – A 7.5m carriageway with the kerb and channel replaced on the existing alignment.

	Benefits (current and future)	Costs (current and future)
Social	Access to residential properties improved. Bowling club and some residents who attended the public meeting support this option.	Nil
Cultural	Nil	Nil
Environmental	Bowling club landscaping enhanced.	Donald Place in general is not enhanced with landscaping. Some residents requested enhanced landscaping in the initial questionnaire which is not realised.
Economic	Renewal of Council infrastructure asset.	Capital Expenditure.

Extent to which community outcomes are achieved:

Primary alignment with community outcome *“Our City provides a choice of housing, easy mobility and access to open spaces, and a range of utilities that allow people to enjoy an acceptable quality of life”* by providing a high quality transportation network.

Also contributes to *“Our City’s infrastructure and environment are managed effectively, are responsive to changing needs and focus on long-term sustainability”* by managing all assets to optimise their value and usefulness over the long-term.

Impact on Council’s capacity and responsibilities:

No impact

Effects on Maori:

It is considered that there are no effects on Maori.

Consistency with existing Council policies:

Consistent with the Road Safety Strategy particularly in respect to designing and managing roads with appropriate speed environments and providing safe facilities for pedestrians. Further complies with the unit’s Asset Management plan.

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

This option was developed in conjunction with the Bowling Club and three residents who attended a public meeting held in July 2005. The Bowling Club requested at the public meeting that some low level landscaping be retained at the northern entrance to prevent vehicles parking immediately adjacent to the entrance thereby preventing vehicle access. The project team has decided that this landscaping is not feasible for the following reasons:

- a) It was intended to relocate a Telstra Clear cable from the western side of the road to the eastern side of the road to allow the inclusion of street trees and landscaping. With the majority of the landscaping removed from the plan at the request of Donald Place residents/Bowling Club the expense of shifting the cable for a small plot of landscaping is not justified.
- b) The small area of landscaping will not achieve any enhancement for the street.

One resident also requested a tree be placed outside number 47 St Albans Street (on the corner with Donald Place) to match a tree and landscaping proposed on the other side of the street (outside 53 St Albans Street). Unfortunately there is insufficient space outside 47 St Albans Street to permit landscaping here.

Other relevant matters:

Nil

Maintain The Status Quo (If Not Preferred Option)

21. Option (a) – Status Quo

	Benefits (current and future)	Costs (current and future)
Social	Nil	Access to residential properties remains difficult. Donald Place not enhanced.
Cultural	Nil	Nil
Environmental	Nil	The Donald Place streetscape is not enhanced.
Economic	No capital expenditure	An infrastructure asset is not renewed – ongoing maintenance expenditure.
<p>Extent to which community outcomes are achieved: Maintaining the status quo is not aligned to any Community Outcomes.</p> <p>Impact on Council’s capacity and responsibilities: No impact</p> <p>Effects on Maori: It is considered that there are no effects on Maori.</p> <p>Consistency with existing Council policies: Maintaining the status quo is not consistent with the Road Safety Strategy or the CCC Financial Plan and Programme 2004 and conflicts with the objectives of the asset management plan.</p> <p>Views and preferences of persons affected or likely to have an interest: One respondent suggested that the kerb and channel in Donald Place did not require replacement and was in good condition.</p> <p>Other relevant matters: Nil</p>		

Public Consultation Option

22. Option (b) - A 5.5m carriageway with 7.5m sections at parking bays on the western side.

	Benefits (current and future)	Costs (current and future)
Social	Donald Place is enhanced.	Bowling club in strong opposition to the option. Perceived narrowing of the street and narrowing of the intersection is raised as a concern.
Cultural	Nil.	Maximum number of parking spaces in the street not provided.
Environmental	Donald Place enhanced with landscaping.	Nil
Economic	Renewal of Council infrastructure asset.	Capital Expenditure.

Extent to which community outcomes are achieved:

Primary alignment with community outcome *“Our City provides a choice of housing, easy mobility and access to open spaces, and a range of utilities that allow people to enjoy an acceptable quality of life”* by providing a high quality transportation network.

Also contributes to *“Our City’s infrastructure and environment are managed effectively, are responsive to changing needs and focus on long-term sustainability”* by managing all assets to optimise their value and usefulness over the long-term.

Impact on Council’s capacity and responsibilities:

No impact

Effects on Maori:

It is considered that there are no effects on Maori.

Consistency with existing Council policies:

Consistent with the Road Safety Strategy particularly in respect to designing and managing roads with appropriate speed environments and providing safe facilities for pedestrians. Further complies with the unit’s Asset Management plan.

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

Views on the kerb and channel project were sought using an initial questionnaire and a feedback form. Feedback from the community is included as Attachment 3. In summary the issues raised included:

Initial questionnaire:

- § Enhance the landscaping.
- § More parking on west side of street.
- § Underground services.
- § Retain property access during and after construction period.

Feedback form:

- § Concept does not provide for the maximum number of car parks.
- § Retain present intersection and road width.
- § Reduced width will make it difficult for vehicles to pass each other.
- § Plantings at the intersection will suffer from a lack of space and maintenance and should be left out.
- § Just renew the kerb and channel.
- § Trees at the corner will prevent pedestrians seeing approaching vehicles.
- § Would like wide driveway entrances.
- § Looks good.

Other relevant matters:

Nil

4. FENDALTON ROAD –“NO U-TURN” AT HOLMWOOD ROAD

General Manager responsible:	General Manager Environment
Officer responsible:	Transport and City Streets Manager
Author:	Paul Burden/Malcolm Taylor, DDI 941-8604

PURPOSE OF REPORT

1. The purpose of this report is to seek the support of the Board for the preferred course of action to ultimately accommodate “U-Turns” on Fendalton Road at the Holmwood Road intersection.

BACKGROUND

2. At the 12 July 2005 meeting the Board received a report (July report) from staff which detailed the safety concerns associated with city bound vehicles on Fendalton Road conducting U-turns at the Holmwood Road intersection. Several options were presented to alleviate the problem. The Board resolved that “*subject to a six month trial then review by the Board, U-turns be prohibited at Fendalton Road at the Holmwood Road intersection for vehicles travelling in a south-easterly direction.*”
3. Following installation of the regulatory “No U-turn” sign local residents began to express their concern regarding the process and the implications of the restriction. An onsite meeting was held on Friday 19 August 2005 and attended by a large group of residents plus some Community Board Members and Council staff. There was general agreement at the meeting that the intersection of Fendalton Road and Holmwood Road presents a number of safety issues one of which is the implications of motorists conducting U-turns. The decision to prohibit U-turns was made as this is considered a cost effective safety improvement. However, it was agreed that the alternative options of U-turning at Wood Lane and turning into Holmwood Road and conducting a U-turn also presented safety concerns. It was agreed that Council staff would carry out further examination of turning options with a view to maintaining a U-turn facility at the Fendalton Road/Holmwood Road intersection. This examination has been completed and the findings are embodied in this report.

ROAD SAFETY

4. The issue at the heart of the discussion is essentially one concerning whether or not to permit u-turns at the intersection. Should it be considered that u-turns are to be permitted then further consideration needs to be given as to how such turns are provided for?
5. The primary consideration is road safety. While the recorded crash data alone does not present a compelling case for taking remedial action, the anecdotal evidence suggests that “near misses” associated with the u-turn manoeuvre, are a frequent occurrence. Surveys conducted and detailed in the July report support this evidence. Some local residents are of the view that the u-turn manoeuvre can be conducted safely. The examination suggests that there is some truth in this, subject to how the turning vehicle is positioned and where the turn is commenced from. To conduct the turn, with the least impact on the safety and efficiency of the intersection, the turning vehicle must either; move completely into the gap between islands i.e. completely into the *shadow* of the central median island so as not to obstruct or hinder following vehicles; or the motorist executes the turn in the absence of any following vehicles within a distance that may require such vehicles to slow or take evasive action. Both of these factors are dependant on the behaviour and the choices of the turning motorist and there is little, if any, margin for error or misjudgement as the intersection is not specifically designed to accommodate such turns. Therefore, while the u-turn *may* be conducted safely it cannot be concluded that permitting the u-turn is safe, for the simple reason that not all motorists have the level of driving ability, or make the correct judgements needed, to prevent any adverse effect on the traffic stream. As detailed, this is reflected in the frequency of “near miss” situations.

4. Cont'd

ALTERNATIVES

6. There are a limited number of alternatives available to motorists while the u-turn is prohibited. These are detailed in the July report. Local residents are of the view that the alternatives do not provide any greater level of safety over permitting the u-turn manoeuvre at the Fendalton Road/Holmwood Road intersection. In particular it is suggested that conducting a u-turn at Wood Lane is potentially more dangerous because following vehicles presume the u-turning motorist is going to turn right at the Deans Avenue intersection and are therefore not expecting the vehicle to stop or slow at Wood Lane. The other alternative requires a city bound motorist to turn left into Holmwood Road, execute a u-turn within Holmwood Road then turn right out of Holmwood Road. This is considered difficult and in particular the right turn out of Holmwood Road should not be encouraged.
7. It is acknowledged that the alternatives are not "ideal" and it is accepted that there are safety concerns associated with each. It is difficult to quantify the level of safety of allowing u-turns at Holmwood Road relative to the alternatives and this is perhaps the main thrust of the argument put forward by local residents.
8. There were two options detailed in the July report that accommodated u-turns for city bound motorists. These comprised the "status quo" (prior to the installation of the "no u-turn" sign) and the narrowing or "cutting back" of the central median island to allow motorists the ability to move out of the path of following vehicles. These options are shown in **Attachment 1**. The implications of proceeding with the status quo are detailed in the July report and essentially result in the intersection continuing to experience "near miss" situations with the continued potential for crashes to occur.

FURTHER EXAMINATION

9. As mentioned, further examination has been conducted concerning the ability of intersection to accommodate u-turns without alteration. This examination reveals that it is possible for a 90 percentile motorcar to queue in the shadow of the central median island, clear of the through traffic lane, and complete the u-turn manoeuvre without encroaching into the kerbside parking area on the south side of Fendalton Road. However the ability of the 90 percentile motorcar to complete the manoeuvre is totally dependant on how the motorist positions the vehicle within the gap in the median. To complete the manoeuvre successfully the motorist is required to commence the turn from within the through traffic lane. The turn cannot be completed by the 90 percentile motorcar if the motorist attempts to position the vehicle parallel to the traffic flow within the gap. Diagrams illustrating the manoeuvres are shown in **Attachment 2** and **2A**.
10. The other option, which involves cutting back the central median, allows and encourages u-turning motorists to manoeuvre out of the path of following vehicles prior to conducting the turn. As this option moves the position of the turning vehicle further across (in a lateral sense) Fendalton Road, it is not possible for a 90 percentile motorcar to successfully complete the turn without encroaching into the kerbside parking area on the south side of Fendalton Road. Larger vehicles cannot successfully complete the turn in the available roadway width and would need to either mount the kerb or reverse back to complete the turn in more than a single manoeuvre. Diagrams illustrating these manoeuvres are shown in **Attachment 3**. It follows that while this option has the advantage of encouraging vehicles to move out of the through traffic lane prior to turning, it does not provide any advantage in terms of the ability of the vehicle to complete the turn.
11. The option of cutting back the central island is estimated to cost approximately \$41,000. In the absence of reported crashes directly attributable to "u-turn" manoeuvres such expenditure does not attract a high priority for funding.

4. Cont'd

CONCLUSION

12. Banning the u-turn manoeuvre is likely to improve road safety at the Holmwood Road intersection. However it is likely to exacerbate existing safety concerns by increasing the number of u-turns at Wood Lane and increasing the number of right turns out of Holmwood Road. It is difficult to quantify which situation provides the greatest adverse effect on the safety and efficiency of the road network. Ideally, to avoid a "migration" of any effects, the u-turn manoeuvre should be accommodated at Holmwood Road. It was agreed at the meeting with local residents that Council would strive to achieve this. If the u-turn manoeuvre is to be accommodated then it is important that the manoeuvre is made as safe as practicable. In this context, cutting back the median island to afford u-turning vehicles protection from, and minimise the disruption to the through moving traffic stream is considered desirable. Removal of kerbside parking for a short section on the south side of the intersection will be required to allow the turn to be completed by a 90 percentile car, which is considered the minimum design standard for this situation. While there remains an absence of reported crashes it is unlikely that the physical works will attract funding at least in the short term. Therefore, if the ban on u-turns is to be removed, it is important that the level of safety continues to be monitored. Should a relevant crash history develop prior to the physical works being implemented, then reinstatement of the ban is advisable.
13. In summary there is a need to accommodate u-turns for vehicles travelling in a south-easterly direction on Fendalton Road at the Holmwood Road intersection. Cutting back the median island (as shown in **Attachment 1**) is the preferred method of accommodating these manoeuvres. However, this will not be achieved in the short term. Therefore removing the ban is an option, but the safety of the intersection should continue to be monitored and should a crash history develop prior to the implementation of physical works then the Board should readdresses the option of re-introducing the ban.

STAFF RECOMMENDATION

It is recommended that the Community Board agree that:

- (a) The ban on u-turns for vehicles travelling in a south-easterly direction on Fendalton Road at the Holmwood Road intersection be revoked.

5. INFORMATION - UPDATES

Kathryn Howard Park and Waterways Area Advocate, will be in attendance to provide updates on the following items:

- Clyde/Medbury at Waimairi Stream Project (photos separately circulated)
- Daresbury Reserve – Upgrade (plan separately circulated)

Ken Stevenson will also provide an update on Chislehurst Place.