

## 7. SPARKS ROAD – SAFETY IMPROVEMENT PROJECT

<b>General Manager responsible:</b>	General Manager, City Environment
<b>Officer responsible:</b>	Don Munro, Transport & City Streets Manager
<b>Author:</b>	Kirsty Ferguson, Consultation Leader, DDI 941-8662

### PURPOSE OF REPORT

1. The purpose of this report is to seek the approval of the Spreydon/Heathcote Community Board to proceed to final design, tender and construction of the safety improvement works in Sparks Road and associated parking restrictions.

### EXECUTIVE SUMMARY

2. The Council has received complaints from Te Kura Kaupapa Language School about the lack of pedestrian crossing facilities along this section of Sparks Road. The Council is also aware that the vehicle volumes along Sparks Road have increased steadily, and the intersections at Lyttelton Street/Sparks Road/Frankleigh Street and Sparks Road/Hoon Hay Road are currently overloaded at peak times.
3. The principal aim of this project is to provide a safe crossing point for pedestrians on Sparks Road near the existing Centennial Park entrance. The full set of objectives, developed after assessing overall issues in the area, is:
  - Provide a safe mid-block crossing point for pedestrians on Sparks Road;
  - Maintain or improve the existing level of service for all modes of transport;
  - Provide cycle facilities at the pedestrian facilities;
  - Maintain or improve residents' vehicle access to and from their properties; and
  - Ensure adequate street lighting is provided.
4. The preferred option includes:
  - Provision for parking spaces and cycle lanes from Hoon Hay Road east along Sparks Road to 41 & 48 Sparks Road.
  - Implementation of "No Parking" restrictions in combination with a flush median along the road, which continues from 41 & 48 Sparks Road east across the end of Waimokihi Place to the bend at 21 Sparks Road.
  - Installation of a pedestrian refuge island opposite 27 Sparks Road, adjacent to the Centennial Park entrance.
  - Continuation of parking spaces and cycle lanes without a flush median from the bend at 21 Sparks Road to the roundabout at the intersection of Sparks Road/Frankleigh Street/Lyttelton Street.
  - Relocation of the bus stop on the southern side of Sparks Road from outside Centennial Park to outside 48 Sparks Road.
5. Other facets of the project that were open for feedback from the community included parking options within the road reserve, pedestrian and cycle facilities, bus stop locations and vehicle accessways.
6. The owners and occupiers of this section of Sparks Road and the adjacent side streets (i.e. Pablo Place, Claude Henry Lane, and Waimokihi Place) were consulted via a publicity pamphlet and the "Have Your Say" section of the Council website in September/October 2005. There were 23 responses received in total of which 13 were in general agreement with the preferred option and 9 were in opposition. One respondent had no preference.
7. A deputation of residents appeared before the Spreydon/Heathcote Community Board on 24 January 2006 with concerns about the relocation of a bus stop to outside 23 and 25 Sparks Road. As a result of this presentation, the project team revisited the options developed during the scheme design to arrive at the preferred option shown as **Attachment 1** to this report. This option meets the project objectives and has a good level of community support.

## FINANCIAL AND LEGAL CONSIDERATIONS

8. This safety improvement project along Sparks Road is programmed in the Transport and City Street Unit's capital programme, for implementation in the 2005/06 financial year. The cost estimate for this project is \$36,800, and there is budget allocation in the 2005/06 capital programme for this work to occur.
9. There are no legal implications for this project.
10. Community Board resolutions are required to approve the "No Stopping" restrictions, and the relocation of the bus stops.

## BACKGROUND ON SPARKS ROAD SAFETY IMPROVEMENT PROJECT

11. Sparks Road is located in the Spreydon/Heathcote Ward. This project focuses on the section of Sparks Road between Lyttelton Street and Hoon Hay Road. The surrounding area is mostly residential with the exception of Centennial Park, Glue Place/Sparks Road Council Housing and Te Kura Kaupapa School, which occupy a large area of land at the Lyttelton Street end of Sparks Road.
12. Sparks Road is classified as a Minor Arterial Road in the City Plan. Traffic counts were last undertaken in 1998 with a traffic volume count of 11,897 vpd. This section of Sparks Road is likely to have experienced a similar increase in traffic flow to other roads in this area – approximately a 28% increase since 1998. As this project is not intended to affect vehicle flows, it was not considered necessary to update vehicle counts specifically for this work. Sparks Road links the Halswell area with the central city, as well as servicing the residential areas adjacent to it.
13. This section of Sparks Road is approximately 500 metres long with several side streets – Pablo Place, Claude Henry Lane, and Waimokihi Place. The width of the existing roadway is between 13.2 to 13.8 metres.
14. The Land Transport New Zealand Crash Analysis System shows that there have been 20 crashes recorded for the five-year period between 2000 and 2004. Seven crashes were recorded at the Hoon Hay Road/Sparks Road roundabout, four crashes were recorded along this section of Sparks Road between Hoon Hay Road and Lyttelton Street, and nine crashes were recorded at the Sparks Road/Frankleigh Street/Lyttelton Street roundabout.
15. Initial community consultation was undertaken in March/April 2005, and the key issues identified were:
  - Most residents support the proposal of a pedestrian facility, depending on the location;
  - High speed traffic volumes on Sparks Road;
  - Sparks Road gets parked out at times, particularly when there are events on at Pioneer Stadium;
  - Drainage issues;
  - Difficulties in accessing properties due to other parked vehicles and traffic volumes; and
  - Residents at 48 Sparks Road expressed particular concern regarding a pedestrian facility being located adjacent to their property and the impact it may have on their vehicle access.
16. This project was initiated to review pedestrian safety when crossing Sparks Road to and from the Centennial Park area, particularly for students attending Te Kura Kaupapa School. Considering the issues raised during initial consultation, the objectives for the project were developed to:
  - Provide a safe mid-block crossing point for pedestrians on Sparks Road;
  - Maintain or improve the existing level of service for all modes of transport;
  - Provide cycle facilities at the pedestrian facilities;
  - Maintain or improve residents' access to and from their properties; and
  - Ensure adequate street lighting is provided.

17. A secondary objective for the project was to provide cycle facilities from Lyttelton Street to Hoon Hay Road. This section of Sparks Road is identified within the Christchurch cycle network, and was identified in the 2002 priority plan that considered a Christchurch-wide need for cycle facilities. This section will contribute towards linking Frankleigh Street to Milton Street, which is a popular cycle route, and will also contribute towards later expansion of Sparks Road, to the west. Approximately 150 cyclists per day currently travel along the section of Sparks Road between Hoon Hay Road and Lyttelton Street.
18. The scheme plan developed for this project includes the following main features:
  - A pedestrian island opposite the entrance to Centennial Park with a flush median from 39/48 Sparks Road to 21 Sparks Road.
  - Relocation of the west bound bus stop to outside 48 Sparks Road. The existing bus stops outside 27 and 65 Sparks Road on the northern side will remain in the same position.
  - On-street parking remains except in the areas adjacent to the flush median and pedestrian island. This project does not alter the existing carriageway width.
  - Cycle lanes on Sparks Road from Hoon Hay Road to Lyttelton Street.
19. Consultation was undertaken with the owners and occupiers of this section of Sparks Road, and the owners and occupiers of the adjacent streets (Pablo Place, Claude Henry Lane, and Waimokihi Place) as well as key stakeholders. The feedback received from the 23 respondents was considered carefully in the assessment and modification of the scheme plan.
20. None of the respondents were opposed in principle to the safety improvement project. However, concerns were raised in relation to the location of the bus stops, parking, access, and pedestrian and cyclist facilities. Where possible, the concerns raised have been addressed in the design of the preferred option. A summary of the submissions made and an evaluation of the issues raised is covered in **Attachment 2** of this report.
21. This project is not expected to reduce the number of crashes at the two roundabouts, as any works associated with these intersections are beyond the scope of this project. The four crashes recorded along Sparks Road are not expected to be addressed by this project either, as there is no commonality between the causes of the crashes. However, with the introduced definition of road user space and reduction of the pedestrian crossing distance with the placement of the island, it is considered that safety for all transport modes will be increased.

#### OPTIONS

22. Four options were developed for comparison during the concept design process. All four options have on-street parking and cycle lanes from Hoon Hay Road to 39 and 48 Sparks Road.
23. **Option 1** includes a flush median with no on-street parking on either side of Sparks Road to Waimokihi Place. A pedestrian refuge is positioned in the flush median west of Waimokihi Place. There is a kerb build-out on the south side of Sparks Road opposite Waimokihi Place and adjacent to the pedestrian refuge island. The bus stops would be relocated with the west bound stop after the kerb build-out and the east bound stop relocated east of Waimokihi Place. The east bound bus stop just east of Hoon Hay Road remains in its existing position. East of Waimokihi Place, parking and cycle lanes continue with no flush median, and continue to the roundabout at the Sparks Road/Lyttelton Street intersection.
24. **Option 2** includes a flush median and a pedestrian refuge island. The flush median ends at the intersection with Waimokihi Place and the parking and cycle lanes continue to the Sparks Road/Lyttelton Street roundabout. A kerb build-out is included on the south side of the road adjacent to the pedestrian refuge island. The bus stops would be relocated with the west bound stop before the kerb build-out and the east bound stop east of Waimokihi Place. The east bound bus stop just east of Hoon Hay Road remains in its existing position.
25. In **Option 3** there would be a short flush median at the intersection with Pablo Place, as well as a flush median from 39 and 48 Sparks Road east and a pedestrian refuge island outside 35 Sparks Road. The west bound bus stop would be relocated to outside 48 Sparks Road. On-street parking remains on the northern side of Sparks Road outside 23 and 25 Sparks Road. Parking and cycle lanes continue without a flush median from the bend at 21 Sparks Road to the roundabout at the intersection of Sparks Road/Lyttelton Street.

26. Options 1-3 include smaller radii at the corners of Pablo Place to reduce the speed of vehicles entering the cul-de-sac.
27. **Option 4** has parking and cycle lanes included from Hoon Hay Road east along Sparks Road to 39 and 48 Sparks Road. From this point, there would be no on-street parking with a flush median and a pedestrian refuge island outside 27 Sparks Road, adjacent to the Centennial Park entrance. The flush median continues east across the end of Waimokihi Place to the bend in Sparks Road at 21 Sparks Road. On-street parking and cycle lanes continue without a flush median from the bend at 21 Sparks Road to the roundabout at the intersection of Sparks Road/Lyttelton Street.

#### **PREFERRED OPTION**

28. The preferred option is based on **Option 4** and includes cycle lanes along Sparks Road between Hoon Hay Road and Lyttelton Street. A pedestrian refuge island will be installed opposite the entrance to Centennial Park, with a flush median from 39/48 Sparks Road to 21 Sparks Road. The existing bus stop outside Centennial Park will be relocated past the pedestrian island to outside 48 Sparks Road. The bus stops outside 27 and 65 Sparks Road will remain in their existing positions.
29. The only shortfall associated with the preferred option is a reduction in on-street parking along the south side of Sparks Road, adjacent to the flush median.

#### **SECTION THREE - ASSESSMENT OF OPTIONS**

##### **The Preferred Option**

30. The aims and objectives for this project are met by the preferred option, in that it provides a safe mid-block crossing point for pedestrians on Sparks Road, by including a pedestrian refuge island with uninterrupted sight lines for pedestrians. The existing level of service is maintained or improved for all modes of transport, by defining road user space for all modes of transport and increasing safety. Adequate street lighting is provided with the upgrade of one luminaire. Residents' access to and from their property is maintained, and for some residents is improved with the benefit of the flush median for right turners to use. Cycle facilities are provided at the pedestrian facilities and from Lyttelton Street to Hoon Hay Road with cycle lanes.
31. On-street parking remains in place except adjacent to the flush median and pedestrian island. Consultation indicated that parking was not a major concern, however, every effort has been made to minimise the reduction in parking available. The project does not alter the existing kerbs, footpaths or carriageway width. At the location of the pedestrian island, tactile paving will be included at the crossing point to the island and within the island. "Safe Routes to School" crossing point signs will be installed on the downstream side of each of the crossing locations, adjacent to the pedestrian island.
32. There are three existing bus stops and no bus shelters along this section of Sparks Road. One of these bus stops will be relocated after concerns raised by residents regarding the relocation of the bus stops (i.e. to outside 48 Sparks Road). This moves the bus stop further away from the intersection with Pablo Place, relieving any potential congestion. The proposed bus stop outside 25 Sparks Road in some of the concept designs will not be relocated. Concerns regarding visibility were evaluated, but it was determined that a bus stopped at the existing location will cause no more limit to visibility than existing parked cars. There are no additional bus shelters proposed.
33. The following consent and legal issues have been considered:
  - Trees – There are no protected or notable trees along this length of Sparks Road.
  - Buildings – There are no heritage or historic buildings, places or objects in the area of the proposed works.
  - Road Widths – The existing roadway width and kerbs will not be changed, so no resource consent is required under the City Plan.
  - Bylaw Changes – Amendments and/or additions will be required to the Christchurch City Traffic and Parking Bylaw 1991 for parking restrictions.

### **Maintain the Status Quo (If Not Preferred Option)**

34. The option to maintain the status quo essentially means to do no capital works along this section of Sparks Road. This would retain the road environment in its existing condition.
35. This option would be inconsistent with the Community Outcomes outlined in the LTCCP, and would be inconsistent with Council strategies, such as the road safety, pedestrian and cycling strategies.
36. Therefore, it is considered that it would not be appropriate to maintain the status quo because of the opportunity to ensure an efficient, safe and sustainable transport system, whilst providing for all modes of transportation.

### **Alternative Design Options 1-3**

37. The four alternative options developed are outlined above.
38. The shortfalls of these options include:
  - (a) **Option 1** – The position of the island, kerb build out and the flush median creates a reverse curve on Sparks Road from Waimokihī Place east around the bend at 21 Sparks Road. This is undesirable as a reverse curve is a complicated driving task and would require specific delineation. The kerb build-out creates a narrow point where cars may wait to turn into Waimokihī Place blocking the traffic lane.
  - (b) **Option 2** – The position of the island and the flush median also creates a reverse curve on Sparks Road from Waimokihī Place east around the bend to 21 Sparks Road under Option 2. As noted above, this is undesirable as a reverse curve is a complicated driving task and would require delineation. The west bound bus stop is located on the approach to the kerb build-out, which makes it harder for the bus to join the traffic stream.
  - (c) **Option 3** – The split island does not create a safe, positive crossing point for pedestrians.
  - (d) **Option 4** – The position of the island at the entrance to Centennial Park was deemed to be safer between the two bus stops, as well as being a convenient point for pedestrians to cross.
39. For Options 1 to 4, the narrowing of the entrance to Pablo Place was not deemed to be necessary as it is a cul-de-sac of only 60 metres length.

## **STAFF RECOMMENDATIONS**

It is recommended that the Board approve:

- (a) The Sparks Road Safety Improvement Project, as illustrated in plan TP177801 – Issue 3, to proceed to final design, tender and construction.
- (b) The following parking restrictions:

### **Relocated Bus Stops**

- (i) That the existing bus stop be revoked from the north side of Sparks Road at its present position commencing 11 metres west of the intersection with the west side of Waimokihi Place, and extending 13 metres in a westerly direction, and reinstated on the north side of Sparks Road commencing 3 metres west of the intersection with the west side of Waimohiki Place and extending 12 metres in a westerly direction.
- (ii) That the existing bus stop be revoked from the south side of Sparks Road at its present position commencing 6 metres west of the intersection with the west side of Waimokihi Place, and extending 17 metres in a westerly direction, and reinstated on the south side of Sparks Road commencing 46 metres east of the intersection with east side of Pablo Place and extending 17 metres in an easterly direction.

### **New No Stopping**

- (iii) That the stopping of vehicles be prohibited at any time on the north side of Sparks Road commencing at its intersection with the east side of Hoon Hay Road and extending 42 metres in an easterly direction.
- (iv) That the stopping of vehicles be prohibited at any time on the north side of Sparks Road commencing at a point 15 metres west of its intersection with the west side of Waimokihi Place and extending 90 metres in a westerly direction.
- (v) That the stopping of vehicles be prohibited at any time on the north side of Sparks Road commencing at its intersection with the east side of Waimokihi Place and extending 17 metres in an easterly direction.
- (vi) That the stopping of vehicles be prohibited at any time on the north side of Sparks Road commencing at a point 32 metres east of its intersection with the east side of Waimokihi Place and extending 34 metres in an easterly direction.
- (vii) That the stopping of vehicles be prohibited at any time on the south side of Sparks Road commencing at its intersection with the east side of Hoon Hay Road and extending 42 metres in an easterly direction.
- (viii) That the stopping of vehicles be prohibited at any time on the south side of Sparks Road commencing at a point 63 metres east of its intersection with the east side of Pablo Place and extending 145 metres in an easterly direction.
- (ix) That the stopping of vehicles be prohibited at any time on the south side of Sparks Road commencing at its intersection with the west side of Lyttelton Street and extending 60 metres in a westerly direction.

## **CHAIRPERSON'S RECOMMENDATION**

That the staff recommendations be supported.