

## 9. WAITIKIRI DRIVE AND BOTTLE LAKE FOREST PARK ENTRANCE

<b>General Manager responsible:</b>	General Manager City Environment, DDI 941-8608
<b>Officer responsible:</b>	Asset and Network Planning Unit Manager
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### PURPOSE OF REPORT

1. The purpose of the report is to seek a Board decision not to proceed with road markings on Waitikiri Drive, and Board support for a new entrance to Bottle Lake Forest Park to be put forward for consideration in the 2012-22 LTCCP.
2. This report responds to the Board's decision at its meeting on 16 November 2009:
  - (a) To request that a further traffic count be carried out in Waitikiri Drive over the summer period including weekends.
  - (b) To request that staff report to the Board on:
    - (i) The installation of a painted centre line in Waitikiri Drive and for yellow no stopping lines on the bend in the vicinity of number 79 Waitikiri Drive;
    - (ii) Details of the intended new entrance to the park proposed in the Bottle Lake Forest Park Management Plan before the next Annual Plan process.
  - (c) That staff be requested to meet onsite with affected residents to discuss the traffic management measures in (b) above.

### EXECUTIVE SUMMARY

#### Traffic count

3. Traffic volume on Waitikiri Drive, beyond Bluestone Drive, was measured during August 2009 and the results were discussed in a memorandum to Board members. The Board requested that further traffic counts be performed to measure traffic volumes over summer. This traffic count is planned to occur in February to measure the total volume of traffic on Waitikiri Drive and identify the proportion attributable to Bottle Lake Forest Park.

#### Painted centre line and yellow no stopping lines

4. Traffic calming measures were discussed in a memorandum to Board members and will be considered in the 2012-22 LTCCP process. The Board requested a further report on a painted centre line and yellow no-stopping lines.
5. It is very common for residents to request traffic calming/road narrowing measures on local roads where the operating road width is wide. Typically older roads constructed with dish channel were 14 metres wide (kerb to kerb) and the standard local residential road width is now nine metres wide. Reconstruction to the new, standard, narrower roadway width has the effect of reducing vehicle speeds, which usually addresses the residents' concerns about speeding.

#### Centre line

6. In contrast to narrowing roads, increased guidance by way of additional road markings will increase traffic speeds. This is due to creating the assumed certainty that, so long as the motorists feel they are on their side of the centreline, they will not conflict with oncoming traffic. This situation has proven to increase operating speeds, compared to roads where road markings do not exist, and may well apply to Waitikiri Drive. Additionally, Road Law actually allows motorists to travel faster around a bend, if the road is marked in lanes, i.e. with a centreline. Refer section 5.9 of the Land Transport Rule: Road User: 2004 below.

*“5.9 Stopping and following distances:*

- (1) A driver must not drive a vehicle in a lane marked on a road at such a speed that the driver is unable to stop in the length of the lane that is visible to the driver.*
- (2) A driver must not drive a vehicle on a road that is not marked in lanes at such a speed that the driver is unable to stop in half the length of roadway that is visible to the driver.”*

**No stopping lines**

7. There are numerous local roads in Christchurch City, which have curved alignments similar to this situation in Waitikiri Drive. The Land Transport Rule: Road User: 2004, section 6.3 below prescribes that vehicles can not be parked on a bend, regardless of the presence of broken yellow lines.

*“6.3 Parking close to corners, bends, etc:*

- (1) A driver or person in charge of a vehicle must not stop, stand, or park the vehicle on any part of a roadway so close to any corner, bend, rise, dip, traffic island, or intersection as to obstruct or be likely to obstruct other traffic or any view of the roadway to the driver of a vehicle approaching that corner, bend, rise, dip, traffic island, or intersection unless the stopping, standing, or parking is authorised by signs or markings maintained by the road controlling authority.”*
8. It has not been Council practice to install no stopping restrictions on all local roads with bends for the following reasons:
  - (a) Can further increase motorists' speeds for the reasons stated above, i.e. removal of parked cars effectively widens the available road space and reduces “side friction” thereby speeding traffic up;
  - (b) Potentially affects other residents who may need the roadside to park. Note: the adopted Council Parking Strategy provides a higher priority for parking on local residential roads, compared to busier arterial roads etc;
  - (c) Removing kerbside parking means that motorists will travel closer to the kerbside increasing the difficulty of exiting driveways for residents.
9. A centre line and yellow no-stopping lines are likely to increase the speed of traffic in Waitikiri Drive and are therefore not recommended.

**New entrance to Bottle Lake Forest Park**

10. Bottle Lake Forest Park offers diverse recreational experiences and benefits in a unique forest setting. A key value of the park is the feeling of wilderness and remoteness it renders, so easily accessible from the central city. It is a highly valued asset of regional significance.
11. The Bottle Lake Forest Park Management Plan (1999) promotes multiple use of the park centring on forestry and recreation. The plan sets out the following management goal for the park:

*“To provide for the harmonious management of timber production, special purpose activities, the development of diverse recreation and education experiences and the protection of scenic, ecological and scientific values (page 9).”*
12. The management plan provides objectives, policies, and development proposals to facilitate management and development of the park to attain this goal. It includes a proposed new entrance to Bottle Lake Forest Park in recognition of raised volumes of traffic on Waitikiri Drive from the increasing use of the park. Relevant policies and proposals from the plan are reproduced below.

## Management Plan Policies

### *“11.1 Road Development:*

1. *A new road (Forest Park Drive) shall be created off Landfill Road to provide the primary entry area to Bottle Lake Forest Park (page 49).*

### *11.2 Park Entry Areas and Access Points:*

1. *A hierarchy of park entry and access points will define key focal areas for visitor activity and recreation within the Forest Park.*

*Explanation: Each park entry area will also be developed and promoted with a theme to assist in easier user identification, for example, family amenity area within the Rothesay Recreation Corridor.*

3. *Secondary park entry areas shall be developed at Spencer Park, the end of Bower Ave and off Landfill Road.*

*Explanation: These areas will be developed in conjunction with substantial car parking provisions, major track junctions and specific recreation use areas (page 50).*

4. *Minor points of access shall be developed off Queenspark Drive, Regalwood Close, Flaxgrove Terrace and Aston Drive.*

*Explanation: Development will be oriented around pedestrian and cycle requirements of the immediate residential area with small scale parking at some locations (page 50).*

5. *Barrier mechanisms, vegetative or constructed, to prevent unauthorised vehicle and motorcycle access within the Forest Park and onto Waimairi Beach shall be provided at all entry and access points (page 50).*

6. *Well located and maintained pedestrian accessways shall be established at regular intervals and where access is in demand.*

*Explanation: Provision of these accessways will cater for pedestrians and cyclists primarily from immediate residential surrounds, for example Flaxgrove Terrace (page 50).*

8. *Consideration shall be given to fencing either side of accessways to prevent diversions. Signs shall be installed advising of obligations (page 50).*

9. *Horse access will be provided for and permitted only at the following locations:*

*Main park entrance  
Bower Avenue/Beach Road  
Spencer Park/Heyders Road  
Spencer Park beach area (page 50)*

### *11.3 Vehicle Parking:*

1. *Vehicle parking areas shall be provided at identified park entry points as outlined below:*

*Main Forest Park entrance:*

*Forest Park Drive (Provision for 70 cars)*

*Secondary Park Entry Areas:*

*Spencer Park (Provision for 60 vehicles)*

*Bower Avenue (Provision for 60 vehicles)*

*Minor Forest Park Access Points:*

*Queenspark Drive (Provision for 15 vehicles)  
Regalwood Close (Provision for 10 vehicles)  
Aston Drive (Provision for 10 vehicles)  
Flaxgrove Tce (No parking available, local pedestrian access only)*

*Any increase in formed carpark provision shall be subject to survey information of park use and vehicle numbers over a relatively extended time frame (page 52).*

- 4. Access to the main forest car park entrance area will be restricted to daylight hours as determined by the park rangers for reasons of security (page 52).*
- 6. Parking areas suitable for buses (turning circle and load bays), will be provided at the forest park headquarters area (page 52)."*

**Management Plan Development Proposals**

13. The landscape development plan on page 42a illustrates a new entrance (Forest Park Drive) which enters the park from Landfill Road.

*"An entry realignment branching off the landfill road provides easy and legible access to the forest park. Waitikiri Drive itself could be closed in the future with the proposed Forest Park Drive providing access to the Windsor and Waitikiri golf courses (page 42).*

*... The road terminates at the existing car park area where recreational users of the forest can access tracks into the forest area. Provided also is a bus turn around and drop off area for visitors and tourists arriving at the visitors centre (page 42)."*

**Management Plan Appendix 3: Tracks and Access Map**

14. The map in Appendix 3 (p 66) indicates a new road from the intersection of Putake Drive and Landfill Road across the park and linking into Waitikiri Drive at the bend beside 75 Waitikiri Drive.
15. In addition to the policies and proposals listed above, Board members should keep in mind that the management plan contains a policy requiring the land around the park headquarters to become reserve classified as Local Purpose (Plantation). It is currently held in fee simple, zoned as Rural 1 in the City Plan and is not yet reserve land.

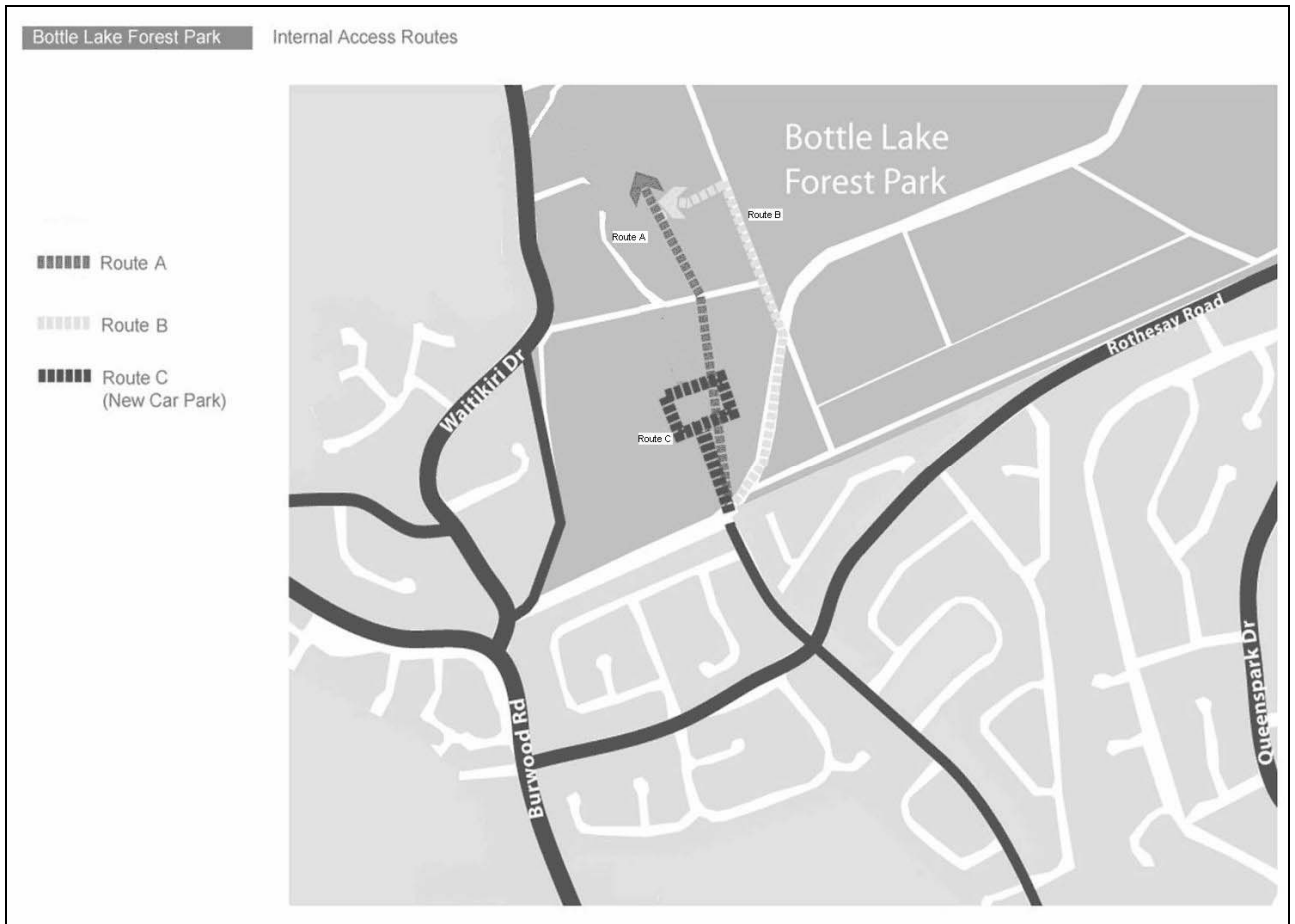
*"2.2 Reserve Classification:*

*Policy: So that the future land uses of recreation and plantation forestry are protected, forest park land held in fee-simple shall be classified under section 14 of the Reserves Act as 'Local Purpose' (Plantation) (page 10)."*

16. From a park management point of view, a new entrance to Bottle Lake Forest Park is of low priority. It would make access to the park a little bit more convenient for some park users but will not improve the park itself. There is presently no park management need to change the present layout or entrance provision. However, it is recognised that a new entrance may help reduce traffic volumes on Waitikiri Drive.
17. There are numerous other entry points to the park which are also well used. In recent years the construction of Aston Drive has opened up access along the south east boundary of the park. An extension to the car park at the northern end of Bower Avenue is programmed for 2012/13. Numbers of people using the various entrances is not known. Further investigation is required to determine how best to treat each entrance.
18. While a new park entrance is prescribed by the management plan, the descriptions and diagrams in the plan vary and details of the new entrance have not been determined. Numerous options exist and require investigation and planning before detailed design and costing can occur.

19. A new entrance is likely to be routed from either Landfill Road or Putake Drive, or both. Landfill Road is currently closed to the public and has a locked gate near the entrance. It is used by heavy vehicles capping the Burwood Landfill, which is expected to continue for at least two more years. For safety reasons and to prevent public vehicle access in to the park, public use of the road is not currently allowed. A new entrance to the park can not proceed until capping of the Burwood Landfill is complete and the road becomes safe for public use. Landfill Road is also used at particular times of the year by logging trucks and other forestry machinery, which will continue.
  
20. Work has begun on various concepts for a new park entrance. These concepts need to be further developed and assessed on the following criteria before progressing to further design detail:
  - (a) Impact on park and park users;
  - (b) Impact on surrounding roads and residents, e.g. shifting the high traffic volumes from Waitikiri Drive to Putake Drive and feeder roads;
  - (c) Safety audits;
  - (d) Volume of traffic to be catered for;
  - (e) Anti-social driving behaviour;
  - (f) Ability to control access to the park and close the park at night;
  - (g) Effectiveness at reducing traffic on Waitikiri Drive;
  - (h) Effectiveness and appropriateness of diverting golf traffic as well as park traffic from Waitikiri Drive;
  - (i) Cost;
  - (j) Need for and impact of stopping part of Waitikiri Drive;
  - (k) Impact on forestry practices and licence;
  - (l) Legal implications;
  - (m) Consistency with management plan, Council policy, strategies and practices;
  - (n) Future development of the park headquarters area;
  - (o) Consultation outcome.

21. For the purpose of this report, carriageway construction costs have been estimated for three different concepts. The three concepts are illustrated on the diagram below.



22. The estimated carriageway construction costs only have been calculated at a rate of \$285 per metre (for a road width of 6.5 metres), a figure obtained from roading engineers in the capital delivery team. Costs do not include planning, design, consultation, paths/tracks, lighting, resource consent, tree and stump removal, survey, post and cable, landscaping, swales, road closure/stopping, signage etc. More accurate cost estimates that take all the factors into consideration will not be available until more detailed design is completed. Resources are not currently available to do this work.

#### Route A

23. Route A provides a route into the existing Bottle Lake Forest Park car park winding through the park in an approximate northerly direction from Putake Drive/Landfill Road, linking directly into the existing car park. Route A was illustrated in the Landscape Proposal Plan on page 42 of the management plan. Estimated cost of carriageway construction: \$17,000. Total cost is likely to be significantly higher than this due to the costs of the other factors mentioned above which are yet to be calculated.

#### Route B

24. Route B provides a route to the east of the other routes through the Forest Park, following the existing Landfill Road to a greater degree, before extending north, and then west, linking back into the existing Park car park. Estimated cost of carriageway construction: \$140,000. Total cost is likely to be significantly higher than this due to the costs of the other factors mentioned above which are yet to be calculated.

## **Route C**

25. Route C provides a new entrance and car park near Putake Drive/Landfill Road. Estimated cost of carriageway construction and car park: \$305,250. Total cost is likely to be significantly higher than this due to the costs of the other factors mentioned above which are yet to be calculated and relocation of visitor facilities such as toilets, signs etc.
26. Further work is required on all of the conceptual routes before any recommendations can be made on the preferred route.

## **Meeting with residents on site**

27. Staff met with Mr Ross Harland and four residents on Thursday, 21 January 2010 and discussed possible traffic calming measures in Waitikiri Drive and a new entrance to Bottle Lake Forest Park.
28. It was agreed that traffic calming was complicated and that there was no simple solution to the issues. Problems with centre lines and yellow no stopping lines were explained to and accepted by the residents.
29. The process of including a new entrance to Bottle Lake Forest Park in the 2012-22 LTCCP was explained to the residents, who were encouraged to participate in the process by making a submission.

## **FINANCIAL IMPLICATIONS**

30. No funding is currently available for Waitikiri Drive or a new entrance to Bottle Lake Forest Park. Proposals will need to be developed for consideration in the 2012-22 LTCCP.

## **Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?**

31. Staff recommendations align with the LTCCP budget as there is no current provision in the LTCCP 2009-19 for a new entrance to Bottle Lake Forest Park.

## **LEGAL CONSIDERATIONS**

32. If any traffic management changes are installed they must comply with the Land Transport Rule: Traffic Control Devices: 2004.
33. Any new entrance to Bottle Lake Forest Park must be consistent with the policies contained in the park management plan, or the management plan may need to be reviewed.

## **Have you considered the legal implications of the issue under consideration?**

34. As above.

## **ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

35. Road Network and Regional Parks are activities contained in the 2009-19 LTCCP, on page 80 and page 126 respectively.

## **Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?**

36. The Council service for the road network is planning, building and maintaining the public road network, including:
  - (a) Traffic services and safety programmes;
  - (b) Road infrastructure (including bridges, walls, culverts);
  - (c) Road drainage facilities (kerbs and channels);
  - (d) Road amenity (including street lighting and landscaping).

37. The Council service for regional parks is to manage a network of parks of regional significance, such as the Port Hills reserves, the Travis Wetland and Bottle Lake Forest.
38. These services are reflected in the activity management plans.

#### **ALIGNMENT WITH STRATEGIES**

39. Any future action for Waitikiri Drive or Bottle Lake Forest Park must align with the Road Safety Strategy, Parking Strategy, Cycling Strategy, Pedestrian Strategy and Draft Public Open Space Strategy.

#### **Do the recommendations align with the Council's strategies?**

40. Staff recommendations align with the above strategies.

#### **CONSULTATION FULFILMENT**

41. No public consultation has occurred.

#### **STAFF RECOMMENDATION**

It is recommended that the Board:

- (a) Does not proceed with road markings on Waitikiri Drive.
- (b) Supports the undertaking of further investigation and planning for a new entrance for Bottle Lake Forest Park to be put forward for consideration in the 2012-22 LTCCP and that detailed design work and consultation be undertaken when funding becomes available.