

9. BLAIR AVENUE STREET RENEWAL

General Manager responsible:	General Manager City Environment, DDI 941-8608
Officer responsible:	Transport and Greenspace Unit Manager
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PURPOSE OF REPORT

1. The purpose of this report is to seek the Shirley/Papanui Community Boards' approval for the proposed Blair Avenue Street Renewal project as shown in **attachment** (TP317301, Issue 2).

EXECUTIVE SUMMARY

2. Blair Avenue is a 14 metre wide road that is approximately 315 metres long and ends with a no exit cul-de-sac at the railway. It is classified as a local road and intersects with Papanui Road at the eastern end via a Give Way controlled intersection. The street is naturally divided with a residential section in the west and a commercial section at the eastern end adjoining Papanui Road. The railway line runs along the boundary of Blair Avenue at the western end but there is no access over the railway line. Two residential lanes, Stroud Lane and St Bathans Lane, are accessed from Blair Avenue. In the commercial section, KFC is on the northern side of the road, and on the southern side of the road is Harcourts Real Estate Agents and an access to an off-street car park and the Papanui Road BP garage. There is currently unrestricted parallel parking against the kerbs on both sides of the street.
3. Papanui Road is a bus route and there are bus stops provided in the vicinity of Blair Avenue. The Main North/Papanui Road bus priority lane has recently been marked on Papanui Road in the vicinity of the Blair Avenue intersection.
4. Traffic volume and speed surveys show an average of approximately 75 vehicles travelling both east and west through the day with an 85 percentile speed of 46.4 kilometres per hour. The Land Transport Safety Crash Analysis System shows there have been no crashes recorded for the five year period between 2004 and 2009 within the study area of Blair Avenue.
3. The Blair Avenue street renewal project is scheduled for construction in the 2010/11 financial year.
4. Recent feedback from the Main North/Papanui Road bus priority project and the Bellvue Avenue Street Renewal Project consultations was used to consider the community views when drafting the options. A series of options were evaluated against the initial information and in January and February 2010 a 'preferred option' plan fulfilling community and council objectives was circulated to stakeholders for community consultation. This proposal was presented to this Community Board in December 2009 prior to distribution to stakeholders, property owners and residents. 16 submissions were received, of which 15 were generally in support of the proposal. 12 people attended the project information meeting. The consultation feedback is summarised in paragraph 25.
5. The final selected design for Blair Avenue street renewal proposes to replace the kerb and channel and to provide a distinction between the two environments in the street, the commercial area to the east and the residential area to the west.
6. A large build-out at the intersection with Papanui Road shortens the crossing distance for pedestrians and therefore creates a more pedestrian friendly environment for Blair Avenue and for shoppers and users of the commercial uses on Papanui Road in the vicinity of Blair Avenue. The proposed build out results in one exit lane to Papanui Road and one entry lane into Blair Avenue. A similar scheme was proposed and accepted at Bellvue Avenue, the street to the north of Blair Avenue.
7. Also proposed within this area to the west of the build out are ten 90 degree angle parking bays on the south side of Blair Avenue near Papanui Road. The proposal provides a net gain of one parking bay and one mobility park compared to the parking spaces that exist at present.

8. A "Type C" intersection treatment is proposed, which would slow vehicles entering the street from Papanui Road. The slow turning traffic will assist vehicles manoeuvring in and out of parking bays.
9. The proposed new wide kerb side berm would allow space for trees and the existing berm that runs along the private boundary would be reduced in size. Some existing trees that are in poor condition would be replaced.
10. A formalised turning circle will be accommodated at the western end of the street. Landscaping is proposed around the turning circle adjacent to the railway line.
11. After consideration of the feedback from consultation, five changes were made to the original concept plan. These changes are outlined in paragraph 28 of this report and have been updated on the Blair Avenue for Board Approval Plan, refer **attachment** (TP317301, Issue 2).

FINANCIAL IMPLICATIONS

12. Funding for the proposed kerb and channel renewal works in Blair Avenue is provided in the 2009-19 LTCCP Street Renewal Programme, Page 245, as shown below.

2009/10	\$70,000
2010/11	\$596,000

13. The current project cost estimates indicate there is sufficient budget allocated in the 2009-2019 LTCCP to implement the project.

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

14. Funding for this project is provided within the Transport and Greenspace Unit's Capital Programme as outlined above.

LEGAL CONSIDERATIONS

15. There are no land ownership issues associated with this project. The project is within existing land boundaries.
16. There is one Notable tree outside number 8 Blair Avenue, and no Heritage trees shown along Blair Avenue in the City Plan on the intranet.
17. There are no Heritage or Historic buildings, places and objects, shown along Blair Avenue in the City Plan on the intranet.
18. A Resource consent is required when working within 10 metres of the protected tree outside number 8. Community Board resolutions are required to revoke the existing traffic restrictions in the street and approve the new traffic and parking restrictions.
19. Part 1, Clause 5 of the Christchurch City Council Traffic and Parking Bylaw 2008 provides Council with the authority to install parking restrictions by resolution.
20. The Community Boards have delegated authority from the Council to exercise the delegations as set out in the Register of Delegations dated April 2008. The list of delegations for the Community Board includes the resolution of parking restrictions and Traffic Control Devices.
21. The installation of any parking restriction signs and/or marking must comply with the Land Transport Rule: Traffic Control Devices 2004.

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

22. Yes, as above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

23. This project aligns with the Transport and Greenspace Unit's Asset Management Plan of the Capital Works Programme, page 245, of the 2009-19 LTCCP.

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

24. As above.

ALIGNMENT WITH STRATEGIES

Do the recommendations align with the Council's strategies?

25. This project is consistent with key council strategies including the Parking Strategy, Road Safety Strategy, Pedestrian Strategy and Cycling Strategy.

CONSULTATION FULFILMENT

26. Recent feedback from the Main North/Papanui Road bus priority project and the Bellvue Avenue Street Renewal Project consultations was used to consider the community views when drafting the options to assist development of the proposed Blair Avenue Scheme design. The main issue highlighted was the need to provide additional parking at the Papanui Road end of Blair Avenue.

27. The scheme plan was presented to the Shirley/Papanui Community Board at a seminar on 16 December 2009.

28. Community consultation of the proposed design was undertaken in January/February 2010. Leaflets were delivered to residents in the immediate area and other stakeholders including absentee landowners. A project information meeting was held in the street during the consultation period. 16 submissions were received, of which 15 were generally in support of the proposal. 12 people attended the project information meeting, and only some of these 12 sent in submissions. Details of the comments received are summarised below, with staff responses.

(a) **Request to leave the width of the street as existing and simplify the design, using the remaining money to underground the overhead services.** The proposed street renewal is consistent with current design standards, and other local roads in the area. There is no option to underground the services in any local road in the city under current Council budgets.

(b) **Kerb build out and entry/exit width at Papanui Road.** Concern that the entry/exit would be narrowed to seven metres wide and would only have a single exit lane, which might cause queues to build and delay vehicles turning into Papanui Road and entering Blair Avenue, especially when there are queues from KFC backed up on the street. The single lane exit is not anticipated to create delays for vehicles exiting Blair Avenue. This situation was studied in depth prior to constructing a similar design in Bellvue Ave. The new design provides an overall improvement in safety for pedestrians using the intersection (due to the shorter crossing distance) and enables the provision of the 90 degree parking behind the kerb extension, which was a requirement following the bus priority consultation.

(c) **Concern that proposed plan will worsen the problems caused by traffic queuing to enter KFC and blocking Blair Avenue (an existing issue).** The entry to the KFC drive through is off Blair Avenue. At busy times for KFC, vehicles queue up on Blair Avenue and at times around the corner onto Papanui Road, causing residents entering Blair Avenue having to overtake the queuing vehicles. Changes are required on the KFC site to resolve these issues. Christchurch City Council (CCC) staff have had and are continuing discussions with KFC to see if these issues can be resolved. CCC design staff are confident that the proposed design is appropriate for this street.

(d) **Parking issues.** At peak periods (e.g. when Harcourts have auctions) demand for parking is high on the street. Also concerns were raised with being able to get in and out of the 90 degree parks if there are cars queued to enter KFC. The provision of the 90 degree parking at the Papanui Road end is a requirement from the bus priority consultation and will provide more parks in the area for people accessing the businesses at the Papanui Road end of the street. Given the low speed environment that will be created with the proposed plan and volume of traffic using the street, access to the 90 degree parks should not be a problem. This will be even easier if the issues with the

queuing vehicles to KFC is resolved, as mentioned above. The project team believe that the proposed plan provides an appropriate level of parking for this street.

- (e) **Large vehicles exiting Blair Avenue.** Large vehicles e.g. tour coaches, trucks and fire engines use the BP service station on Papanui Road and exit out onto Blair Avenue to turn back onto Papanui Road. Concerns were raised at these large vehicles using Blair Avenue and if they could still negotiate the corners. The radius of kerb exiting Blair Avenue will be the same as is presently there. The exit lane has been widened by 0.5 metres, and staff have checked the swept paths of these larger vehicles and are satisfied they will still be able to negotiate the corners.
- (f) **Bus Priority.** The creation of the bus priority lane on Papanui Road resulted in the removal of the flush median on Papanui Road past the Blair Avenue intersection and increased difficulty in exiting and entering Blair Avenue. This bus priority issue is outside the scope of this Blair Avenue project, but the concerns raised have been passed on to the Network Operations and Bus Priority teams. As a result, some changes are proposed which will see a flush median reinstated on Papanui Road past the Blair Avenue intersection.
- (g) **Landscaping issues.** Comments were received about the proposed trees; issues ranged from people being pleased with what was proposed, to people wanting different species, people concerned about the size of the trees and people concerned about visibility if trees are included. The landscape architect feels that the species proposed is suitable for this street and will not get too big.
- (h) **Speed.** One submission raised concerns with speeding. The speed counts did not indicate that speeding was an issue on this street, but the proposed design is narrower and will lower the speed environment.
- (i) **Flooding near Dudley Creek.** Concerns were raised about storm water levels causing flooding at Dudley Creek. The existing culvert under Blair Avenue for Dudley Creek will remain. It will have a man hole added which will facilitate better access for maintenance to clear any localised blockages. Also double sumps are proposed to replace the existing single sumps, which should reduce the instances of these becoming blocked.
- (j) **Sewerage issues.** Concerns were raised about historic sewerage issues from the sewer being blocked with fat being put down the drains from KFC and the Indian Shop. This is outside the scope of this project and is an enforcement issue.
- (k) **Power issues.** Concern was raised about the state of the overhead wiring following previous issues experienced. This is outside the scope of this project. Any issues with power supply should be referred to Orion.

29. Changes made as a result of the consultation:

- (a) The entry/exit will be widened by 0.5 metres to 7.5 metres.
- (b) The new footpath will be 1.5 metres wide.
- (c) To assist truck exit, the exit onto Papanui Road has been widened by 0.5 metres to 7.5 metres.
- (d) Other minor to the landscaping layout with relation to maintenance.

30. After the formal consultation period, and as a result of feedback from residents, Council staff visited managers of the KFC outlet that is accessed from the north side of Blair Avenue, and the owners of the BP Petrol station on Papanui Road that has access to and from Blair Avenue through the Harcourts car parking area.

- (a) KFC advised that they are reluctant to make any changes to their site at this stage as they are investigating the long term options for that site. Internal Council investigations involving the consents and network operations teams have highlighted that the queue is not illegal, provided it does not block an intersection. The project team designers have

reconsidered the plan in the light of this issue, and consider that the proposed design is appropriate for this street.

- (b) The BP Petrol Station owners asked for reassurance that the proposed plan would not prevent access for private vehicles, tour coaches, fire trucks and large truck and trailer units that currently use the car park and Blair Avenue route. This route is used mainly when leaving the petrol station as it is easier for larger vehicles to exit this way rather than trying to turn on the BP site and enter the traffic lane on Papanui Road directly. As a result, small changes were made to the radius of the kerb line as detailed in 31(d) below. The BP owners were visited again with the 'swept curve' diagrams for a tour coach and a B-train, showing that the proposed angle parking and kerb realignment would permit these vehicles to leave the petrol station and turn left without any problem.
31. The following changes have been made to the preferred option as a result of consultation feedback:
- (a) provision of 1.5 metre wide footpaths;
 - (b) replacement of the landscaping with grass between the driveway of number 2 and number 4 Blair Avenue;
 - (c) investigation at detailed design stage of potential relocation of approximately 10 metres of Orion cable 0.5 metres north to avoid conflict with the proposed kerb line;
 - (d) widening of Blair Avenue at the intersection with Papanui Road from 7 to 7.5 metres and increasing the radius on the northern kerb line to accommodate manoeuvres by delivery vehicles and tour coaches from the service station; and
 - (e) reduction of the landscaped areas close to the Papanui Road intersection to enhance the desire line across Blair Avenue and to reduce the potential for pedestrians to walk within these areas.
32. All respondents have been sent a final reply letter thanking them for their input and including a colour copy of the amended proposed plan for their street. The letter informed respondents when the plan would be presented to the Board for approval to construct. Details of the meeting (time, venue etc) were also provided so that any interested people could attend or address the Board prior to the decision being made.

STAFF RECOMMENDATION

It is recommended that the Shirley/Papanui Community Board approve the following:

- (a) The Blair Avenue Street Renewal Plan as shown in **attachment** (TP317301, Issue 2).
- (b) Revocation of existing stopping restrictions:
 - (i) That all existing stopping restrictions on the north side of Blair Avenue be revoked.
 - (ii) That all existing stopping restrictions on the south side of Blair Avenue be revoked.
 - (iii) That the existing stopping restriction on the west side of Papanui Road commencing at its intersection with Blair Avenue and extending in a southerly direction for a distance of 14 metres be revoked.
- (c) Revocation of existing Give-way:
 - (i) That the existing Give-way on Blair Avenue on the approach to the intersection with Papanui Road be revoked.
- (d) Adopt new no stopping restrictions:
 - (i) That the stopping of vehicles be prohibited at any time on the north side of Blair Avenue commencing at its intersection with Papanui Road and extending in a westerly direction for a distance of 15 metres.

- (ii) That the stopping of vehicles be prohibited at any time on the south side of Blair Avenue commencing at its intersection with Papanui Road and extending in a westerly direction for a distance of 14 metres.
 - (iii) That the stopping of vehicles be prohibited at any time on the north side of Blair Avenue commencing at a point 54 metres west from its intersection with Papanui Road and extending in a westerly direction for a distance of 25.5 metres.
 - (iv) That the stopping of vehicles be prohibited at any time on the south side of Blair Avenue commencing at a point 45 metres west from its intersection with Papanui Road and extending in a westerly direction for a distance of 17 metres.
 - (v) That the stopping of vehicles be prohibited at any time around the head of the cul-de-sac of Blair Avenue commencing on the south side of Blair Avenue at a point 291 metres west of its intersection with Papanui Road and extending in a clockwise direction around the head of the cul-de-sac for a distance of 52 metres finishing on the north side of Blair Avenue.
 - (vi) That the stopping of vehicles be prohibited at any time on the west side of Papanui Road at its intersection with Blair Avenue and extending 20 metres in a southerly direction.
- (e) Adopt new parking restrictions:

New Parking Restriction – Mobility Park

- (i) That a Mobility Park be installed on the south side of Blair Avenue commencing at a point 14 metres west from its intersection with Papanui Road and extending in a westerly direction for a distance of 3.6 metres.

New Parking Restriction – P60

- (i) That the parking of vehicles be restricted to a maximum period of 60 minutes At Any Time on the south side of Blair Avenue commencing at a point 17.6 metres west from its intersection with Papanui Road and extending in a westerly direction for a distance of 27 metres.

New Parking Restriction – P120

- (i) That the parking of vehicles be restricted to a maximum period of 120 minutes At Any Time on the north side of Blair Avenue commencing at a point 15 metres west from its intersection with Papanui Road and extending in a westerly direction for a distance of 40 metres.

- (e) Adopt new Give Way:

- (i) That a give way be placed against the Blair Avenue approach at its intersection with Papanui Road.

CHAIRPERSON'S RECOMMENDATION

For discussion.

BACKGROUND (THE ISSUES)

- 33. The design of both parts of Blair Avenue has taken into consideration the number of pedestrians and cyclists that use the street.
- 34. The final selected option takes into consideration all identified asset management issues, best practice guidelines, safety issues, safety audit recommendations and legal considerations associated with this project.
- 35. There are no formal on-street parking bays, however approximately eight vehicles could park along the southern side of the carriageway between Papanui Road and the entrance to

Harcourts Real Estate Agents. Approximately three vehicles could park along the northern side of the carriageway between Papanui Road and the entrance to KFC. On-site observations show that parallel parking did occur on both sides of the carriageway in the commercial area.

36. There are existing footpaths on both sides of Blair Avenue for the full length, however, existing power poles reduce their width in sections. There are no dedicated cycle facilities on Blair Avenue, and it is not a bus route.

THE OBJECTIVES

37. The objectives of this project are to:
- (a) Meet budget and achieve lowest overall cost solution.
 - (b) Maintain or improve user safety and level of service.
 - (c) Renew the kerbs and channels to suit drainage and adjacent street drainage needs as required.
 - (d) Renew street drainage pipes as required.
 - (e) Renew carriageway(s) as required.
 - (f) Renew footpaths as required.
 - (g) Renew berms as required.
 - (h) Renew streetlight assets as required.
 - (i) Renew signs and markings as required.
 - (j) Renew other Transport and Streets assets e.g. cycle, traffic signals, retaining walls, fences, railings, etc if required.
 - (k) Install traffic calming infrastructure to suit the speed environment required.
 - (l) Install new landscaping and street trees to meet Council's Community Outcomes.
 - (m) Install additional assets to meet current standards and the new street layout.

THE OPTIONS

38. Three options were developed for comparison. Option three has been selected as the preferred option as it best meets the project objectives.
39. **Option 1 – (Do minimum)**
- (a) Includes replacing the kerb and channel along the existing alignment. This option does not change road widths, the cross section, speed environment, priority controls or pedestrian facilities. Option one has not been selected as the preferred option as it does not meet all the project objectives.
40. **Option 2**
- (a) Option two seeks to create two separate environments to enhance the residential area to the west and the commercial area to the east. In the commercial area, the carriageway width would be retained at 14 metres. Five on-street parallel parking bays would be accommodated along the southern section of the carriageway and one parking bay could be provided on the northern side of the carriageway. This would result in a loss of about five car parking spaces on Blair Avenue adjacent to the commercial uses.
 - (b) Two exit lanes from Blair Avenue would be retained at the intersection with Papanui Road.

- (c) In the residential zone, a carriageway width of 9 metres is proposed, with the footpath moved from the kerbside to the middle of the two berms. This could also allow for street trees and landscaping, however at the western end of Blair Avenue, a number of hedges would have to be removed.
- (d) A turning head would be accommodated at the western end of the street. This turning head would be less than the recommended standard in the Infrastructure Design Standard, however this would be acceptable to the Christchurch City Council (CCC) Network Operations team as discussed in the Part 4 options meeting. The proposed build outs will highlight the change of environment between the two areas, and provide areas for landscaping.
- (e) The scheme could result in the loss of about five car parking bays. The initial design of the landscaping and footpath at the western end could result in the loss of hedges against private boundaries. Any works within 10 metres of the notable tree would require resource consent.
- (f) Option two has not been selected as the preferred option as it does not meet all the project objectives.

41. Option 3 - (the preferred option)

- (a) Option three replaces the kerb and channel on Blair Avenue and provides a distinction between the two environments in the street, the commercial area to the east and the residential area to the west.
- (b) In the commercial area a large build out is proposed at the intersection with Papanui Road. This shortens the crossing distance for pedestrians and therefore creates a more pedestrian friendly environment for Blair Avenue and for shoppers and users of the commercial uses on Papanui Road in the vicinity of Blair Avenue.
- (c) The proposed build out results in one lane exit to Papanui Road and one lane entry into Blair Avenue. A similar scheme has recently been constructed at Bellvue Avenue, the street to the north of Blair Avenue.
- (d) Three metre wide 90 degree angle, parking bays are included along the southern side of the carriageway in the commercial area. This creates 10 parking spaces. These parking bays would be time restricted to 60 minutes. The parking bay closest to Papanui Road within the 90 degree parking bays would be a mobility park. A cut down will be provided for the driver and pedestrian, and the space would measure 3.6m wide.
- (e) In addition to these parks, three time limited (P120) parallel parking bays are proposed along the northern side of the carriageway.
- (f) The proposed parking numbers in this area of Blair Avenue would provide a net gain of one parking bay and one mobility park compared to the present.
- (g) A Type C treatment would be provided on Blair Avenue to slow vehicles entering the street from Papanui Road. The slow turning traffic will assist vehicles manoeuvring in and out of parking bays.
- (h) A flush pavement treatment is proposed to define the commercial and residential environments, and to make drivers aware they are entering a residential area. This is consistent with the Bellvue Avenue scheme currently being implemented to the north of Blair Avenue.
- (i) In the residential area, the road width will be reduced to 9 metres. Re-allocating road space to the footways and berms would allow for unobstructed footpaths, in addition to a new wide kerb side berm that would allow space for trees. The existing berm that runs along the private boundary will be reduced in size to accommodate the footpath and new berm, and the existing power poles will then be located within the grass and not in the footpath.

- (k) At the western end of the scheme, a landscaped formalised turning circle is proposed adjacent to the railway line.
- (l) It is proposed to remove some existing trees that are in poor condition. Any works within 10 metres of the notable tree would require resource consent.
- (m) The proposal will include upgrading the street drainage pipes, footpaths and street lighting and signs and markings as required, fully reconstruct the carriageway from Number 1 to Number 50 Blair Avenue and renew berms in the residential area.