

9. **WALTHAM ROAD – SHAKESPEARE TO BROUGHAM STREET INTERSECTION – PROPOSED CYCLE LANE AND NO STOPPING RESTRICTION**

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<b>Officer responsible:</b>	Unit Manager, Transport and Greenspace
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**PURPOSE OF REPORT**

1. The purpose of this report is to seek the Hagley/Ferrymead Community Board's recommendation to the Council that the stopping of vehicles be prohibited at any time on the east side of Waltham Road, and that a cycle lane be installed on the east side of Waltham Road from Shakespeare Road to Brougham Street.

**EXECUTIVE SUMMARY**

2. Following the Spreydon/Heathcote Community Board meeting of 19 July 2011 where a report was presented to gain approval for a section of no stopping restrictions (refer **Attachment 4**) Council staff have further investigated the provision of cycle facilities at this intersection as resolved by the Community Board at that meeting.
3. An intersection traffic signal upgrade at the Waltham Road/Brougham Street intersection was undertaken in November 2010 which involved the alteration of south bound lanes to provide two right turn lanes from Waltham Road on to Brougham Street. The alterations were to address traffic volumes and congestion issues at this intersection. Subsequent monitoring and feedback found that motorists were struggling to understand the layout changes, which resulted in safety concerns due to motorists making last minute lane changes and cutting across traffic. There were also increased concerns for cyclists' safety as a result of lane alterations and the lane layout at the intersection.
4. The Council, in conjunction with the New Zealand Transport Agency (NZTA), have continued to work together to agree on the pavement marking changes required to improve the safety and the operation of the Waltham Road intersection at Brougham Street (southbound traffic). The pavement markings were revised and new markings (refer **Attachment 1** Existing Layout) were installed on 14 May 2012 as detailed in a memo to the Spreydon/Heathcote Community Board (refer **Attachment 5**). Delays in the installation of these markings were due to earthquake damage on this section of road preventing this work from being undertaken prior to the completion of all the repair works. As a result of these changes, safety has been improved with a reduction in congestion and vehicle movements at this intersection and the provision of better guidance and advanced notice to drivers in the form of lane arrows.
5. The new road markings (refer **Attachment 1**) were installed to make traffic management at this intersection clearer and easier to understand. Motorists are provided with prior warning regarding the lane shifts and this should ensure more appropriate vehicle lane changes. The No Stopping shown on this attachment was not installed.
6. This report relates to the resolution of sections of No Stopping restrictions, an on road cycle lane facility and parking space limit line marking. Renewal of existing parking restrictions will also be covered in the resolutions (refer **Attachment 2** Proposed Layout and **Attachment 3** Proposed Parking Layout Marking).
7. The proposed No Stopping restrictions (broken yellow lines) are deemed essential for improving safety and efficiency at this intersection and on the approach to the intersection. This will allow greater forward visibility to the intersection layout and also provide motorists with the opportunity to move into the correct lane before getting to the intersection. The removal of 10 parking spaces allows for the appropriate approach lane layout and will reduce the number of sudden lane change movements at the intersection. The No Stopping restrictions have been limited as much as possible without compromising safety. Parking is a secondary priority on the carriageway and traffic flow is paramount on an arterial route. Following the installation of the new lane markings in May, the approach lanes and the intersection has functioned effectively, and the only complaints received have been about parked vehicles blocking the lane for cyclists and motorists using the left hand lane.

8. The proposed layout will also provide an on-road cycle facility which will help increase safety for these vulnerable road users. The No Stopping restrictions will provide additional safety for cyclists, as they remove the conflict and friction caused by parked cars in the taper area. Previously the taper area was not marked with No Stopping lines, and motorists constantly parked their vehicles in this area. The installation of the No Stopping lines as proposed will help motorists to be aware that they can not park in this location, and will assist with enforcement at this location.
9. The installation of the proposed 1.5 metre wide cycle lane on the carriageway leading up to the intersection means the other four lanes will be a minimum width of three metres. To date the three lanes already marked at three metres in width have had minimal impact on lane capacity or the overall capacity of south bound traffic on the Waltham Road approach to Brougham Street. A positive result of the narrower lanes has been that traffic is now slower in off peak periods when there are less vehicles going through the intersection. Therefore a very small compromise for other traffic, to achieve improved cycle safety, is more than justified.
10. Investigation of off-road cycle facilities, as resolved by the Spreydon/Heathcote Community Board, was considered in the cycle safety audit undertaken by Via Strada in conjunction with Christchurch City Council staff (refer **Attachment 6**).
11. The safety audit found that the installation of an off-road cycle facility at this location would be unsafe as there is no provision for cyclists to enter and exit the footpath safely. This option would also require cyclists to dismount before crossing Brougham Street at the pedestrian crossing point. This would be a potential safety hazard, as many cyclists would not dismount unless the signals were red when arriving at the intersection. Motorists turning left would not expect a cyclist to ride across Brougham Street mid way through the green signal phase. This would also cause significant delays to cyclists waiting for the pedestrian signal.
12. Consideration was also given to the fact that off-road facilities are generally used by less confident cyclists who would be crossing as pedestrians on the pedestrian signal. As Waltham Road is a major arterial road and a heavy vehicle route, we do not want to encourage less confident cyclists to use this route by installing off road facilities.
13. The overall road environment is suited to confident cyclists who wish to use on road facilities to ensure the quickest and most direct route. Therefore an on road facility was deemed most appropriate in this situation. The proposal includes the installation of an advanced stop box (ASB) at the Brougham Street intersection.
14. Both the Spreydon/Heathcote and Hagley/Ferrymead Community Boards were sent update memos dated 9 May 2012 (refer **Attachment 7** and **Attachment 8**) when staff realised that the area of the proposal was located in Hagley/Ferrymead Ward and bordering Spreydon/Heathcote Ward. A seminar was held on 16 May 2012 with the Hagley/Ferrymead Community Board to provide the necessary history and background for the proposal.
15. The Traffic and Parking Amendment Bylaw 2012 came into effect on 1 July 2012 and this provides the Council with the delegated authority to resolve cycle lanes. This is the first cycle lane proposal to utilise the amended bylaw.
16. Community consultation on the project was carried out via leaflet to occupiers, owners, interested groups and organisations including the relevant Community Boards during July 2012 and included a drop-in information meeting on site.
17. Twenty two responses were received. Sixteen (72.7 per cent) supported or were generally in support of the consultation plan, four (18.2 per cent) did not support the proposal and two (9.1 per cent) did not indicate a position. Key issues raised were concerns about inappropriate parking and parking loss, the viability of a cycle lane on this busy route, the need to link the lane to other cycle facilities and suggestions for alternative location of the lane itself. Full details of the consultation fulfilment can be found from paragraph 32 below.

## **FINANCIAL IMPLICATIONS**

18. The estimated cost of this proposal is approximately \$3,600. From this, \$500 will be spent for the installation of the cycle lane and No Stopping lines and association parking limit lines, and \$3,100 for the green cycle lane surfacing. This will be funded from the 2012/13 new road marking budget. NZTA has funded \$6000 to complete the lane change layout in which was complete in May 2012.

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

19. Not applicable.

## **LEGAL CONSIDERATIONS**

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

20. Part 1, Clause 5 of the Christchurch City Council Traffic and Parking Bylaw 2008 provides Community Boards and Council with the authority to install parking restrictions by resolution.
21. Clause 13 of the Christchurch City Council Traffic and Parking Bylaw 2008 provides Council with the authority to install Roads or Traffic Lanes Restricted to Specific Classes of Vehicles by resolution.
22. The installation of any parking restriction signs and/or markings must comply with the Land Transport Rule: Traffic Control Devices 2004.

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

23. Aligns with the Streets and Transport activities by contributing to the Council's Community Outcomes - Safety and Community.

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

24. As above.

## **ALIGNMENT WITH STRATEGIES**

25. The recommendations align with the Council Strategies including the Road Safety Strategy 2004, the Safer Christchurch Strategy 2005 and the Council Cycling Strategy 2004. The Council Cycling Strategy 2004 recognises within its policies provision for a cycle network for Christchurch through the National Cycle Design Guide. The Guide determines that in developing an attractive and safe cycle network the cycle routes within must amongst other criteria be connected. The Strategies network plan rules include that the network consist of a series of linked cycle routes that meet cyclists needs which again includes continuity. In the Strategies Key Principles, intersection treatments are identified as a priority, and again the Christchurch City Council along with the Chief Executive Officer has reiterated the need to fill in the network gaps as one of the highest priorities.
26. There are cycle lanes installed along the southern length of Waltham Road from Brougham Street for its entirety to link with the Centaurus Road facilities and again on Waltham Road at the northern section, the railway over bridge, linking with the Moorhouse Avenue cycle facilities. It is expected that any traffic management upgrades, such as this proposed on the middle section, will need to include provision for cycling.

27. Under the City Plan Volume 2 it is required that cycle needs are considered in traffic management and transport networks. 7.4 Objective: Cyclists - Provision for the safe movement of cyclists and actively encouraging cycling as a means of transport. Essentially upgrades to the city's roading environment must therefore consider the needs of cyclists. This section of Waltham Road is specifically identified in both the Strategies Cycle Network Plan and the cycle network plan in Volume 3 of the City Plan, reinforcing the expectation that any works consider provision for cycling.
28. In the 'Attitudes to Cycling' and 'Cycling Communications Exploration' marketing research undertaken in 2007 cycle network fragmentation was identified in the key findings as a significant inhibitor or barrier to cycling. These research studies included quantitative and qualitative results with 87 percent of a representative survey of Christchurch residents stating that cycle lanes on main roads are important.
29. The current usage along Waltham Road at this link is in the medium range of 150 to 300 cyclists per day with recent peak evening south bound approach counts registering 54 cyclists in the one and one half hours. The Christchurch City Council's strategy for the future is looking to increase cycling levels largely through the provision of an encouraging and continuous cycle network. We recommend this and any other roading works to be consistent with this approach.

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

30. As above.

**CONSULTATION FULFILMENT**

31. The officer in charge of parking enforcement and NZTA agree with the recommendation here in.
32. Community consultation on the project team's preferred option was undertaken from 6 July to 27 July 2012.
33. Leaflets were delivered to 80 properties in the area and posted to absentee property owners. They were also sent to other key stakeholders including Community Boards, community and sports groups, schools and churches.
34. An informal drop-in session, on site in Waltham Road, was held on Tuesday 17 July 2012 and attended by two people. The following matters were raised: questioned the viability of a cycle lane on this busy road, a request to extend the cycle lane back to the centre of town, and parking loss for businesses and Waltham Courts (Council owned housing units). Related issues about parking over driveways were followed up by a Traffic Engineer with the submitter and the proposed changes as a result of this are detailed below.
35. Twenty two written responses were received. Sixteen supported or were generally in support of the consultation plan and proposal, four did not support the proposal, and two did not indicate their position regarding the proposal.
36. Of those supporting the proposal two requested that the cycle lane be extended to Moorhouse Avenue. This is outside the scope of this project and the comments have been passed on to the Council cycle representative. There was a positive comment about the need to get cyclists off the footpath in this area and other support for the improvements to safety and need to generally improve cycle safety overall.
37. The response to those in opposition to the proposal is that the aim of the cycle lane is to assist cyclists and help motorists be aware of cyclists on the approach to the Waltham Road/Brougham Street intersection.
38. The following response was made to concerns about parking loss: parking is a secondary priority on the carriageway, and traffic flow is paramount on an arterial route. As a result of this proposal, legal parking will be increased by four parking spaces at 204 and 206 Waltham Road outside the businesses on the corner of Shakespeare and Waltham Roads.

39. Currently, visitors to Waltham Courts obstruct the lane if they park in the section of proposed No Stopping on the approach to the Brougham Street intersection. This was previously not marked with No Stopping lines on the section of taper, which resulted in undesirable parking behaviour by motorists visiting Waltham Courts. The recent intersection layout changes that have greatly reduced congestion and traffic movements at this intersection have, however, resulted in a need to increase the taper length on the approach to the intersection. This increase in taper length has required the removal of 10 parking spaces.
40. In support of the proposal, a Waltham Courts resident raised concerns about the current obstruction caused by 'inconsiderate visitors' to Waltham Courts, and expressed the opinion that 'on street parking is not necessary along this section of Waltham Road, as long as appropriate pick up and drop off points are provided'. These are available on-site within the two existing Waltham Courts car parks, one off Waltham Road and one off Brougham Street. There is also on street parking available on Brougham Street frontage and at the north end of the Waltham Road frontage.
41. Two submitters questioned the location of the proposed cycle lane in relation to the carriageway and parked cars, with suggestions to consider off-road installation and location of the cycle lane between the parked cars and the footpath. An off-road option was considered but was not viable in this location due to entry and exit danger/safety risks, particularly at Brougham Street.
42. Cycle lanes between vehicles and kerb lines (footpaths) are not permitted within current Council standards, therefore this option will not be considered viable until all issues have been thoroughly investigated and the option is within the Infrastructure Design Standards (IDS) of Council.
43. The proposed cycle lane has been designed to the existing standard of 1.8 metres wide against parked cars and 1.5 metres against the kerb line with No Stopping proposed along the kerb line section and area of taper. The advanced stop box (ASB) is proposed at the Brougham Street intersection in accordance with current standards.
44. Spokes Canterbury supports the proposal, and "appreciates the effort to rectify the long-standing problems encountered at this busy intersection". Their request to install perpendicular parking limit line marking at the end of the car parking section/start of the taper section, to help prevent motorists parking over and blocking part of the cycle lane, is now addressed in this proposal. The proposed No Stopping along the taper section also now allows for this to be enforced more readily.
45. The following changes are proposed as a result of consultation feedback:
  - (a) Parking space limit lines be installed along the frontage of businesses at property entrances and at the start of the taper section on the approach to the Brougham Street intersection.
  - (b) A short section of No Stopping lines be installed immediately in front (south) of the existing Bus Stop to prevent frequent problems encountered by buses drivers when exiting the Bus Stop. This is due to vehicles parking in a space that is too small to park in without affecting the Bus Stop or the entrance to the adjacent business.
  - (c) White triangle type marking be installed in the parking spaces where the length of the space is too short to allow parking without blocking or partially blocking business entrances.
  - (d) Ensure the Council's Housing Officer, Housing Operations Team appropriately advises all residents and their visitors at Waltham Courts of the need to use the on site car parks instead of parking on the road illegally once the No Stopping is installed.
46. All submitters have been sent a letter informing them of when the report is to be presented to the Community Board and Council, and a copy of the drawings for Council approval and summary of consultation feedback and response.

## **STAFF RECOMMENDATION**

It is recommended that the Hagley/Ferrymead Board recommend that the Council:

### **Revoke the following on Waltham Road:**

- (a) That the current restrictions on the east side of Waltham Road commencing from its intersection with Brougham Street and extending in a northerly direction to its intersection of Shakespeare Road be revoked.

### **Approve the following on Waltham Road:**

- (b) That the stopping of vehicles be prohibited at any time on the east side of Waltham Road, commencing at its intersection with Brougham Street and extending in a northerly direction for a distance of 115 metres.
- (c) That the stopping of vehicles be prohibited at any time on the east side of Waltham Road, commencing at its intersection with Shakespeare Road and extending in a southerly direction for a distance of 14 metres.
- (d) That the parking of vehicles be restricted to a maximum period of 10 minutes on the east side of Waltham Road, commencing at a point 14 metres south of its intersection with Shakespeare Road, and extending in a southerly direction for a distance of 31 metres. This restriction is to apply at any time.
- (e) That a bus stop be installed on the east side of Waltham Road, commencing at a point 60 metres south of its intersection with Shakespeare Road, and extending in a southerly direction for a distance of 14 metres
- (f) That the stopping of vehicles be prohibited at any time on the east side of Waltham Road, commencing at its point 74 metres south of its intersection with Shakespeare Road and extending in a southerly direction for a distance of 4 metres.
- (g) That a cycle lane be installed on the east side of Waltham Road commencing from its intersection with Shakespeare Road and extending in a southerly direction to it intersection with Brougham Street.

## **CHAIRPERSON'S RECOMMENDATION**

That the staff recommendation be adopted.