

## 2. FITZGERALD AVENUE (HARVEY TERRACE TO RIVER ROAD) SAFETY IMPROVEMENT PROJECT

General Manager responsible:	General Manager City Environment, DDI 941-8656
Officer responsible:	Manager Transport and Greenspace
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### PURPOSE OF REPORT

1. The purpose of the report is to recommend to the Council that the Fitzgerald Avenue (Harvey Terrace to River Road) Safety Improvement Project, as shown in **Attachment 1** - Plan for Board Approval, be approved to proceed to final design, tender and construction.

### EXECUTIVE SUMMARY

2. In October 2004 the Council approved a proposal to implement traffic safety improvements at the Avonside Drive/Fitzgerald Avenue/Kilmore Street intersection.
3. The improvements included the earthquake strengthening of the Fitzgerald Avenue 'Twin Bridges' over the Avon River, traffic safety works, maintenance of traffic capacity through the intersection, and the addition of cycle lanes on the intersection approaches and departures.
4. Construction on the bridges has been delayed due to structural investigations. This work is now scheduled for completion in mid 2009.
5. In response to this delay an interim safety measure has been put in place; the right hand turn from Fitzgerald Avenue south bound was banned and the traffic signals at the intersection upgraded. In addition, further safety measures are now proposed.
6. To enable the upcoming closure of the median gap at the Fitzgerald Avenue/River Road intersection (which is part of the bridge reconstruction and associated forthcoming right turn lane for south bound traffic on Fitzgerald Avenue), it is proposed to construct a safe turning facility at the Harvey Terrace intersection.
7. The primary objective of the project is to improve safety and maintain safe turning choices along Fitzgerald Avenue between Avonside Drive and Harvey Terrace. In order to achieve this, the following secondary objectives were devised:
  - To provide a safe turning facility at the Harvey Terrace intersection.
  - To improve safety at the River Road intersection.
  - To reduce the through traffic on River Road.
  - To improve safety for pedestrians and cyclists.
8. Following further investigations and with the assistance of the initial 2004 study, a preferred concept plan option was developed. This was presented to the Board on 14 February 2007.
9. Consultation was undertaken with owners, occupiers and interest groups within the affected area, including the Avon Loop Planning Association (Richmond Residents Association is in recess), and city-wide via the external stakeholders mailing list and libraries. Consultation was undertaken during February and March 2007. Primarily this was done via the consultation newsletter, but also included site meetings, phone calls, emails, and the Council's 'Have Your Say' website.
10. Approximately 1,000 consultation newsletters were distributed, resulting in 11 written responses. Some responses and comments were also received verbally. A total of 16 responses were received, of which the majority (88%) were considered to be in support of the project.
11. A summary of consultation can be found in the Consultation Fulfilment section below. No comments made have resulted in changes in the Concept Plan which was put out for consultation.

12. The Concept Plan for Board approval is shown in Attachment 1. The key features of the Plan include:
- (a) Construction of a 'U'-turn facility for north bound traffic at the Fitzgerald Avenue/Harvey Terrace intersection.
  - (b) Installation of a 'No 'U'-turn' for south bound traffic at the Fitzgerald Avenue/Harvey Terrace intersection.
  - (c) The median at the Fitzgerald Avenue/River Road intersection will be physically closed to vehicular traffic, but will be open to pedestrians and cyclists.
  - (d) Installation of cycle lanes which will join with existing facilities to provide a continuous cycle route from the Avonside Drive/Fitzgerald Avenue intersection to the Bealey Avenue/Fitzgerald Avenue intersection.
  - (e) Removal of parking on the eastern side of Fitzgerald Avenue for approximately 50 metres north and 80 metres south of the Harvey Terrace intersection.

#### **FINANCIAL IMPLICATIONS**

13. The budget for this safety improvement project is \$61,700. This information was determined in 2005.
14. An updated estimate of costs recently obtained indicated a construction cost of \$84,480.
15. Although there is a shortfall of \$22,780, this will be met within the existing Capital Programme budget.
16. It is expected that the work will commence in the 2006/07 financial year, and will take approximately six weeks to complete.

#### **Do the recommendations of this report align with 2006-16 LTCCP budgets?**

17. Yes - see above.

#### **LEGAL CONSIDERATIONS**

18. There are no land ownership issues associated with this project. This project is between kerbs.
19. There are no historic or heritage buildings, places or objects identified in the City Plan. Consents are not required.
20. The road width between kerbs will not change. Consents are not required.
21. Council resolutions are required to approve the proposed traffic and parking restrictions.

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

22. Yes - see above.

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

23. This project aligns with the Capital Programme, as detailed on page 85 of the LTCCP (2006-2016).

#### **Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?**

24. The recommendations of this report support the Capital Programme in the 2006-2016 LTCCP.

#### **ALIGNMENT WITH STRATEGIES**

25. This project aligns with the Council's Parking Strategy, Road Safety Strategy, Cycling Strategy and Pedestrian Strategy.

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

26. The recommendations of this report align with the above-mentioned Council Strategies.

### CONSULTATION FULFILMENT

27. Initial issues consultation was undertaken in 2004 as part of a proposal to implement traffic safety improvements at the Avonside Drive/Fitzgerald Avenue/Kilmore Street intersection.
28. The preferred option was presented in a seminar to the Board on 14 February 2007.
29. The preferred option was then circulated to owners, occupiers and interest groups within the affected area, and also city-wide via the external stakeholders mailing list, and libraries. This was done primarily via the consultation newsletter, but also included site meetings, phone calls, emails, and the Council's 'Have Your Say' website, during February and March 2007.
30. Approximately 1,000 consultation newsletters were distributed, resulting in 11 written responses. Some responses and comments were also received verbally. A total of 16 responses were received, of which the majority (88%) were considered to be in support of the proposal.
31. Key issues raised by respondents during this phase of the consultation process included the following (Project Team responses in italics):

### Parking

32. Opposed to the loss of parking on Fitzgerald Avenue because of the large number of units on the Harvey Terrace corner site.

*There is alternative parking 12 metres north of the driveway to the site, angle parking in Harvey Terrace, and each unit has a park space within the property. Two site visits have assessed that the parking demand along Fitzgerald Avenue can be met by the remaining parking spaces on Fitzgerald Avenue and in Harvey Terrace.*

33. Loss of parking outside the motel - people will park outside neighbouring property.

*There is adequate parking on the motel site and they are not concerned by this proposal. Parking on street is available as long as vehicles are legally parked.*

34. Why can't you park in front of the bus stop?

*Parking in front of the bus stop is restricted by the taper of the cycle lane. It is not wide enough to accommodate a vehicle. The vehicle would end up parked partially in the cycle lane.*

### Access in and out of area

35. If there is a no 'U'-turn for south bound traffic at Harvey Terrace, how does a resident in Heywood Terrace head north or west?

*Residents in Heywood Terrace can access the turning facility at Harvey Terrace by detouring through Draper Street.*

36. Harvey Terrace residents concerned at an increase in traffic in street as a result of these changes.

*There is likely to be an increase in traffic but this will not be significant. The majority are likely to be local residents, in particular from River Road. There could be a small number of motorists that shortcut through Harvey Terrace to Stanmore Road to avoid the congestion on Avonside Drive.*

### Avonside Drive/Fitzgerald Avenue Intersection

37. Can there be a right turn opposing arrow for Fitzgerald Avenue into Kilmore Street that runs with the right turn into Avonside Drive? (traffic signals).

*No, as this would create lengthy queues in Fitzgerald Avenue and reduce the capacity of the intersection.*

38. Concerned about cycle safety at the intersection as the cycle lanes peter out into the traffic lane.  
*This will be resolved when the bridge work is undertaken and widened allowing dedicated cycle lanes on all approaches.*
39. No comments made have resulted in any changes to the Concept Plan.

#### **STAFF RECOMMENDATION**

It is recommended:

- (a) That the proposal shown in Attachment 1 be approved to proceed to final design, tender and construction.
- (b) That the following parking restrictions be approved:

##### **Remove Existing No Stopping Restriction:**

- (i) That the existing 'No Stopping At Any Time' restriction in Fitzgerald Avenue immediately to the north and south of the Harvey Terrace intersection be revoked.

##### **New Cycle Lanes:**

- (ii) That cycle lanes be installed adjacent to the kerb in the following locations:
- On the west side of Fitzgerald Avenue, commencing at the intersection with Kilmore Street and extending in a northerly direction for a distance of 63 metres.
  - On the west side of Fitzgerald Avenue, commencing at a point 115 metres north of its intersection with Kilmore Street and extending in a northerly direction to its intersection with Cambridge Terrace
  - On the east side of Fitzgerald Avenue, commencing at a point 49 metres south of its intersection with Heywood Terrace and extending in a southerly direction for a distance of 56 metres to its intersection with Harvey Terrace.
  - On the east side of Fitzgerald Avenue, commencing at its intersection with Harvey Terrace and extending in a southerly direction for a distance of 27 metres.
  - On the east side of Fitzgerald Avenue, commencing at a point 44 metres south of its intersection with Harvey Terrace and extending in a southerly direction for a distance of 36 metres.

##### **No Turn Restriction:**

- (vii) That southbound vehicles on Fitzgerald Avenue be prohibited from 'U'-turning at the intersection with Harvey Terrace.

#### **BOARD'S RECOMMENDATION**

That the staff recommendation be adopted.

#### **BACKGROUND (THE ISSUES)**

40. Fitzgerald Avenue is classed as a major arterial route and part of the of the avenue inner orbital route. It carries approximately 38,000 vehicles per day. Harvey Terrace and River Road are local roads and provide access to part of the Richmond community. All of the roads in this project are located in the Hagley Ward, which falls within the jurisdiction of the Board.
41. In October 2004 the Council approved a proposal to implement traffic safety improvements at the Avonside Drive/Fitzgerald Avenue/Kilmore Street intersection.
42. The improvements included the earthquake strengthening of the Fitzgerald Avenue 'Twin Bridges' over the Avon River, traffic safety works, maintenance of traffic capacity through the intersection, and the addition of cycle lanes on the intersection approaches and departures.

43. Construction on the bridges has been delayed due to structural investigations. This work is now scheduled for completion in mid 2009.
44. In response to this delay an interim safety measure has been put in place; the right hand turn from Fitzgerald Avenue southbound was banned and the traffic signals at the intersection upgraded.
45. To help address the right turn crashes at the intersection, a fully protected right turn movement from Fitzgerald Avenue south into Avonside Drive and the banning of the right turn movement from Fitzgerald Avenue north into Kilmore Street was installed. In addition, further safety measures are now proposed.
46. To enable the upcoming closure of the median gap at the Fitzgerald Avenue/River Road intersection (which is part of the bridge reconstruction and associated forthcoming right turn lane for south bound traffic on Fitzgerald Avenue), it is proposed to construct a safe turning facility at the Harvey Terrace intersection.
47. Recommendations in the initial consultation were that the right turn bay on the north approach from Fitzgerald Avenue be lengthened and the 'U'-turn facility at River Road be moved north or removed.
48. The Project Team has investigated these options and recommend that work be undertaken at the Harvey Terrace intersection (north of the bridge) to accommodate 'U'-turning traffic and traffic entering or exiting the residential area to the north east of the Avonside Drive/ Fitzgerald Avenue intersection.
49. The Land Transport New Zealand Crash Analysis System shows that, during a five year period from 2001-05, there have been five reported crashes at the Fitzgerald Avenue/River Road intersection, one reported crash at the Fitzgerald Avenue/Harvey Terrace intersection median opening, and three other crashes along this section of Fitzgerald Avenue unrelated to the location of the side street.

#### **THE OBJECTIVES**

50. The primary objective of the project is to improve safety and maintain safe turning choices along Fitzgerald Avenue between Avonside Drive and Harvey Terrace. In order to achieve this, the following secondary objectives were devised:
  - To provide a safe turning facility at the Harvey Terrace intersection.
  - To improve safety at the River Road intersection.
  - To reduce the through traffic on River Road.
  - To improve safety for pedestrians and cyclists.

#### **THE OPTIONS**

51. Three options including status quo were developed for comparison.

#### **THE PREFERRED OPTION**

##### **Option 3 (see Attachment 1 - Concept Plan for Board Approval)**

52. Option 3 includes:
  - (a) Widening the solid median on Fitzgerald Avenue at its intersection with Harvey Terrace.
  - (b) Introducing a dedicated right turning lane in the solid median at the Fitzgerald Avenue/ Harvey Terrace intersection.
  - (c) Completion of cycle lanes on the west side of Fitzgerald Avenue between Kilmore Street and Cambridge Terrace.
  - (d) Loss of eight parking spaces on the east side of Fitzgerald Avenue between Heywood Terrace and River Road to generate the room for the widened median.

- (e) Existing kerbside bus stop remains outside 250 Fitzgerald Avenue.
- (f) Closure of the existing solid median gap at the Fitzgerald Avenue/River Road intersection now - (it will be closed as part of the future bridge strengthening).
- (g) Ban on 'U'-turns for south bound Fitzgerald Avenue traffic turning towards Cambridge Terrace at the Harvey Terrace median opening.

### **Other Options**

#### **Option 1 - Maintain the Status Quo**

53. This option maintains the existing road layout.

#### **Option 2**

54. Option 2 includes:

- (a) Widening the solid median on Fitzgerald Avenue at its intersection with Harvey Terrace.
- (b) Introducing a dedicated right turning lane in the solid median at the Fitzgerald Avenue/ Harvey Terrace intersection.
- (c) Completion of cycle lanes on the west side of Fitzgerald Avenue between Kilmore Street and Cambridge Terrace.
- (d) Loss of eight parking spaces on the east side of Fitzgerald Avenue between Heywood Terrace and River Road to generate the room for the widened median.
- (e) Indented bus stop will be located outside 250 Fitzgerald Avenue.
- (f) Closure of the existing solid median gap at the Fitzgerald Avenue/River Road intersection now - (it will be closed as part of the future bridge strengthening).
- (g) Ban on 'U'-turns for south bound Fitzgerald Avenue traffic turning towards Cambridge Terrace at the Harvey Terrace median opening.

### **ASSESSMENT OF OPTIONS**

#### **The Preferred Option**

Option 3

- 55. Provides a safe turning facility at the Harvey Terrace intersection with an exclusive right turn lane provided for vehicles turning from Fitzgerald Avenue into Harvey Terrace. The right turn out of Harvey Terrace can be made in two stages, as the widened median is wide enough for vehicles to stop in the middle of Fitzgerald Avenue.
- 56. Improves safety at the River Road intersection by blocking the median gap and the subsequent removal of right turn movements.
- 57. Reduces the through traffic on River Road achieved by the removal of the right turn from Fitzgerald Avenue into River Road. With the blocked median, the 'rat running' during the afternoon peak will be much reduced.
- 58. Improves safety for cyclists as the existing cycle lanes will be connected to form a continuous link along Fitzgerald Avenue from north of Avonside Drive to Bealey Avenue.
- 59. No change to the level of safety for pedestrians.
- 60. This option is consistent with the upcoming closure of the median gap at the Fitzgerald Avenue/ River Road intersection (which is part of the bridge reconstruction and associated forthcoming right turn lane for south bound traffic on Fitzgerald Avenue), and provides a safe alternative in place for River Road traffic when this major work is finally undertaken.

61. Although a total of eight on-street parking spaces are lost on the eastern side of Fitzgerald Avenue between Heywood Terrace and River Road to generate the room for a widened median, parking surveys have indicated that the demand for parking in this area to be relatively low in relation to supply.
62. Vehicles turning and 'U'-turning at Harvey Terrace instead of River Road should be safer given the greater distance from a major signalised intersection, visibility is not obstructed, fewer lanes have to be crossed, and these manoeuvres can be made clear of queued traffic.
63. Option 3 meets three of the four project objectives, and partially meets another. It allows easier access for buses through not having an indented bus stop outside 250 Fitzgerald Avenue and therefore has been selected as the preferred option. This is the only difference between Option 3 and Option 2.

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>	Positive impact on social, cultural, environmental and economic wellbeing of community.	
<b>Cultural</b>	As above.	
<b>Environmental</b>	As above.	
<b>Economic</b>	As above.	Cost estimate \$84,480.

**Extent to which community outcomes are achieved:**

Consistent with the Community Outcomes, and in particular the strategic directions for strong communities, a healthy environment, a liveable city, and a prosperous economy.

**Impact on the Council's capacity and responsibilities:**

Minimal impact on the Council's capacity and responsibilities to undertake its functions.

**Effects on Maori:**

Nil - no specific effects on Maori identified.

**Consistency with existing Council policies:**

Consistent with the Capital Programme in the Council's 2006-2016 LTCCP.

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

As detailed in the Consultation Fulfilment section.

**Other relevant matters:**

No other relevant matters identified.

**Maintain the Status Quo**

**Option 1**

64. This option meets none of the project objectives and therefore has not been selected as the preferred option.
- (a) Does not provide a safe turning facility at Harvey Terrace.
  - (b) Does not improve safety at the River Road intersection - no change to existing situation.
  - (c) Does not reduce the through traffic on River Road - provides no deterrent.
  - (d) Does not improve safety for pedestrians and cyclists - no change to existing situation.
  - (e) The provision of on street parking remains the same. Parking surveys have indicated that the demand for parking in this area to be relatively low in relation to supply.

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>	No short term disruption during construction.	
<b>Cultural</b>	N/A.	
<b>Environmental</b>	No improvement in amenity value.	
<b>Economic</b>	No outlay of capital cost.	
<p><b>Extent to which community outcomes are achieved:</b></p> <p>N/A.</p> <p><b>Impact on the Council's capacity and responsibilities:</b></p> <p>Doesn't address safety concerns.</p> <p><b>Effects on Maori:</b></p> <p>Nil.</p> <p><b>Consistency with existing Council policies:</b></p> <p>Inconsistent with the Capital Programme in the Council's 2006-2016 LTCCP.</p> <p><b>Views and preferences of persons affected or likely to have an interest:</b></p> <p>As detailed in the Consultation Fulfilment section.</p> <p><b>Other relevant matters:</b></p> <p>No other relevant matters identified.</p>		

## **Option 2**

65. Provides a safe turning facility at the Harvey Terrace intersection with an exclusive right turn lane provided for vehicles turning from Fitzgerald Avenue into Harvey Terrace. The right turn out of Harvey Terrace can be made in two stages, as the widened median is wide enough for vehicles to stop in the middle of Fitzgerald Avenue.
66. Improves safety at the River Road intersection by blocking the median gap and the subsequent removal of right turn movements.
67. Reduces the through traffic on River Road achieved by the removal of the right turn from Fitzgerald Avenue into River Road. With the blocked median, the 'rat running' during the afternoon peak will be much reduced.
68. Improves safety for cyclists as the existing cycle lanes will be connected to form a continuous link along Fitzgerald Avenue from north of Avonside Drive to Bealey Avenue.
69. No change to the level of safety for pedestrians.
70. The bus bay is counter productive to the objectives of the Queenspark Bus Priority project, as buses will have difficulty re entering the traffic stream from a recessed bus bay.
71. This option is consistent with the upcoming closure of the median gap at the Fitzgerald Avenue/ River Road intersection (which is part of the bridge reconstruction and associated forthcoming right turn lane for southbound traffic on Fitzgerald Avenue), and provides a safe alternative in place for River Road traffic when this major work is finally undertaken.
72. Although a total of eight on street parking spaces are lost on the eastern side of Fitzgerald Avenue between Heywood Terrace and River Road to generate the room for a widened median, parking surveys have indicated that the demand for parking in this area to be relatively low in relation to supply.



73. Vehicles turning and 'U'-turning at Harvey Terrace instead of River Road should be safer given the greater distance from a major signalised intersection, visibility is not obstructed, fewer lanes have to be crossed, and these manoeuvres can be made clear of queued traffic.
74. Option 2 meets three of the four project objectives, and partially meets another, but has not been selected as the preferred option due to the indented bus bay making it more difficult for buses to re-enter the traffic flow. This is the only difference between Option 3 and Option 2.

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>	Positive impact on social, cultural, environmental and economic wellbeing of community.	
<b>Cultural</b>	As above.	
<b>Environmental</b>	As above.	
<b>Economic</b>	As above.	Cost estimate \$110,000.
<p><b>Extent to which community outcomes are achieved:</b></p> <p>Consistent with the Community Outcomes, and in particular the strategic directions for strong communities, a healthy environment, a liveable city, and a prosperous economy.</p> <p><b>Impact on the Council's capacity and responsibilities:</b></p> <p>Minimal impact on the Council's capacity and responsibilities to undertake its functions.</p> <p><b>Effects on Maori:</b></p> <p>Nil - no specific effects on Maori identified.</p> <p><b>Consistency with existing Council policies:</b></p> <p>Consistent with the Capital Programme in the Council's 2006-2016 LTCCP.</p> <p><b>Views and preferences of persons affected or likely to have an interest:</b></p> <p>As detailed in the Consultation Fulfilment section.</p> <p><b>Other relevant matters:</b></p> <p>No other relevant matters identified.</p>		