

2. HAGLEY AVENUE TRAFFIC MANAGEMENT IMPROVEMENTS

Officer responsible Transport and City Streets Manager	Authors Alix Newman, Capital Programme Team Leader, DDI 941-8472
--	--

The purpose of this report is to seek approval to proceed with the Hagley Avenue traffic management improvement project.

BACKGROUND

Hagley Avenue was identified as a key cycle route in a review of the proposed cycle network in mid-2001. Planning and investigation was commenced shortly after.

The management process for the project has been as follows:

- Planning and investigation in late 2001, up to a draft scheme plan stage.
- Specific consultation with groups known to be most affected/influenced by the scheme.
- Presentation to the Sustainable Transport and Utilities Committee in April 2002. Since that time the project has been through a number of elected representative decision making forums, due to the high public profile of the road, and its proximity to the Lichfield-Tuam swap project. Attachment one to this report outlines the elected member forum progress of the project.
- Scheme plan review based on elected representative concerns, plus further targeted consultation with affected parties.
- The project was approved for public consultation at the October 2003 Sustainable Transport and Utilities Committee meeting.

This report is to provide feedback on the consultation process and the recommendations from this point.

To give effect to earlier resolutions of the Sustainable Transport and Utilities Committee, members of the Hagley/Ferrymead Community Board were invited to participate in the discussions, at the Sustainable Transport and Utilities Committee meeting of 9 March 2004.

CURRENT SITUATION

During the design development process for Hagley Avenue traffic management, it has been noted that impending changes to the public transport network during 2004 have identified Hagley Avenue as a desirable lay-over point.

The Sustainable Transport and Utilities Committee report for this month also includes the report that identifies the Parkside location as the preferred layover location. This report on Hagley Avenue includes the road engineering actions necessary to implement the layover location.

PROJECT OBJECTIVES

When first initiated, the objectives of the project were to:

- Improve safety for cyclists, pedestrians and vehicles,
- Provide improved cycle/pedestrian crossing facilities,
- Where possible provide suitable parking to meet the needs of the residents.

Since the project inception, a further objective has been added - that being to meet the needs of the changes to the public transport system, where necessary.

PROJECT SCHEME PLAN

The attached scheme plan (Attachment 2) shows the design for Hagley Avenue that was put out to public consultation in November/December 2003.

The proposed scheme has been designed to meet the objectives determined above, and also to meet the concerns and other issues raised throughout the initial consultation and the elected member discussion process. Attachment 3 to this report details the technical and early consultation inputs for Hagley Avenue that were used in the development of the scheme plan. The proposal includes the following main features:

- **Changes at Moorhouse Intersection**

- Creating right-turn only lanes at both the Hagley Avenue and Lincoln Road approaches to the intersection.
- Reduction from two lanes to one lane at the departures from the intersection on both Lincoln Road and Hagley Avenue.
- Reduction from two traffic lanes to one traffic lane at the eastern approach on Moorhouse Avenue into Lincoln Road.
- Removal of the right turn movement from the Moorhouse Avenue east approach into Hagley Avenue.
- Introduction of a detector loop on the southbound lane on Lincoln Road just south of Moorhouse Avenue which will regulate queue lengths from the railway crossing to Moorhouse Avenue and avoid over congestion on Lincoln Road and at the intersection.

These changes have been modelled and are shown to improve overall intersection effectiveness and efficiency, as well as meeting the cycle-safety objectives of the project.

- **Pedestrian Facilities/Kerb Build-Outs**

- Pedestrian islands and kerb build-outs on Hagley Avenue at the netball court entrance, the Selwyn Road intersection and the college entrance.
- Provision of right turn lanes on Hagley Avenue into Selwyn Street and St Asaph Street.

These changes will meet the pedestrian safety objectives of the project and the right-turn bays, in particular will improve vehicle safety also.

- **Flush Median and Cycle Lane Marking**

- Cycle lanes to run the complete length of Hagley Avenue and the approaches and departures at the Moorhouse Avenue intersection.
- A painted flush median along the full length of Hagley Avenue.
- Improved entrance and exit works from Hagley Avenue to the path in the park.

The cycle lanes improve cycle safety, the median is particularly good for vehicle and pedestrian safety and the entrance to Hagley Park will offer amenity improvements for the Park.

- **St Asaph Street Signalisation**

- Traffic signals at the St Asaph Street intersection.
- Kerb build-out on Hagley Avenue opposite the intersection.

The signals offer distinct improvements for buses reaching the layover point, as well as improving vehicle utility at this intersection. The signals will also provide safety improvements for pedestrians using and crossing Hagley Avenue.

CONSULTATION

The consultation process in November 2003 involved a high quality leaflet with attractive graphics, and articles and plans in local newspapers, and the City Scene.

The City Transport Unit received 47 responses to the publicity process, broken down as follows:

- Leaflet response - 31
- Website response - 9
- Interest groups - 4
- CCC/LTSA - 3

Of these responses, 29 were clearly supportive, 10 were clearly not supportive, and the remaining 8 gave no particular indication.

Attachment 4 lists the written comments that were received during the consultation process. The key issues raised in the consultation were as follows, with the Unit's response:

- **Parkside Bus Layover Location**

The Parking Team are very concerned about the loss of metered parking should the bus layover occur in the proposed position. The layover will remove approximately 26 metered spaces and will result in a loss of revenue to the Council of about \$26,000 per year. There are further concerns that the parking load in the area will increase when the new hospital changes are opened in 2005/06.

It is noted that there is an apparent shortage of parking for nurses and staff at the hospital, who often need to travel to work outside public transport hours. Hospital staff are concerned that the removal of these metered spaces will push more metered spaces south into currently unmetered territory.

The Greenspace Unit of the Council have also expressed concerns about a bus layover located next to Hagley Park - the concern is that buses waiting in this area will affect the amenity value of the Park.

- The Committee's decision on the bus layover location (see report also in this agenda) should determine whether this layover occurs or not. The impacts that the Parking Team and Greenspace Unit identify are realistic - they need to be considered in balance with the other improvements that the proposed traffic management plan will introduce. However, it should be noted that there is no plan to change the currently un-metered spaces to fully metered.

- **Parking Overall**

In general, there was no clear consensus on the parking removal and status changes of some of the remaining parking. Some noted that an overall parking reduction may impact on the Hospital and sports-goers, however, others were fully supportive of the safety improvements that the parking removal generated and supportive of the P5 areas adjacent to the courts. The Parking Team are also concerned about the general removal of on-street parking in the area and the effects for those attending netball and other sporting activities.

- The parking removals and changes shown are necessary to achieve the other benefits described by this project.

- **Position of Traffic Signals**

Similarly, there was no clear consultation consensus on the positioning of traffic signals at St Asaph Street. The publicity showed signals at St Asaph Street, while members of the public also discussed signals for Hagley Avenue pupils - a key issue noted was the number of students that wander across the road.

- The City Transport Unit has given significant consideration to the signals question, even considering installing two sets (Hagley College crossing and St Asaph Street). The result of our deliberations, however, is that two sets would be excessive both for the pedestrian and vehicle movements. The recommendation is for signals only at St Asaph Street. Signals in this location will assist bus and vehicle movements, and will also provide considerable safety improvements and access improvements for pedestrians on their approach to Hagley College. The signals will also provide breaks in the traffic that will allow pedestrian crossing for the College, using the new island.
- The matter of signals at Hagley College was further complicated by the fact that the existing pedestrian entrance is in entirely the wrong place to make signals work - being right next to the vehicle entrance. Movement of the pedestrian entrance, and access to it, does not seem to be feasible.

- **Changes to Moorhouse Avenue Intersection**

Only three responses mentioned this intersection change directly. The LTSA were supportive of the changes, while two members of the public either wanted to retain the right turn, or did not like the single straight-through lanes, being concerned about vehicles queuing.

- Overall, the changes proposed to this intersection will result in both safety improvements, and a greater throughput of traffic. A recent existing-roads safety audit recommended the removal of the right-turn (Moorhouse Avenue - Lincoln Road). The reconfiguration of the lanes will allow greater efficiency of the intersection, primarily due to the re-timing of the long pedestrian crossing phases in relation to right turning vehicles.
- There will no doubt be some changes to queuing patterns at the intersection, and peak times may see queuing shifted from the two lane section of Lincoln Road to the single lane storage on Moorhouse Avenue. Despite this, there is still an overall improvement in intersection efficiency.

- **Cycle Facilities**

There were only positive comments in relation to the development of cycle facilities on Hagley Avenue.

- It is worth noting that no parking changes have been precipitated by the inclusion of cycle facilities on this road.

DISCUSSION AND CONCLUSION

Existing pedestrian and cycle movements are very strong along Hagley Avenue, hence the initiation of this project. The proposed changes will create a safer environment for all users and improve the function of Hagley Avenue. The changes also add an additional function to Hagley Avenue - that of bus layover location - and have attempted to ensure minimum impact on vehicle and pedestrian movement and safety in the process.

The flush median and pedestrian islands will improve the safety of pedestrians and the cycle lanes at both intersections and mid block will improve the safety and provide road space for cyclists. Improved traffic flows and an overall increase in the level of service will be achieved at the Moorhouse Avenue/Grove Road/Lincoln Road/Hagley Avenue intersection.

These changes together with the Parkside Terminal will result in the loss of 38 car parks on Hagley Avenue. These losses can be partially compensated for by reinstating 12 metered parking spaces in Rolleston Avenue when the need for the Riverside Terminus is reduced. There is also the possibility for provision of an additional 15 car parks on Grove Road when the kerb and channel is renewed in 2009/2010. Additional parking will continue to remain available in the Council parking building on Antigua Street.

As presented, the scheme for Hagley Avenue represents the City Transport Unit's best achievable balance between the issues of vehicle, pedestrian and cycle safety, arterial vehicle flows, public transport interests and residential, commuter and business/recreational parking. It is acknowledged that the removal of some parking and the positioning of buses next to Hagley Park are adverse effects of this project proposal. However, these effects must be seen in balance with the positive effects that come from the design - namely safety and efficiency/effectiveness improvements.

Overall, it would appear that the consultation responses are generally more positive for the changes, than against. The public identified the key issues of pedestrian and cyclist safety, parking and bus positioning and the additional set of traffic signals. Their comments reflect the difference in views in these areas. In considering their comments, the City Transport Unit still believes that the scheme plan represents a good balance of issues, both for the roadway, and city-wide users of the road.

It is recommended that the project, as shown in the attached scheme plan, be approved to proceed.

Committee

Recommendation: That the Hagley Avenue Traffic Management plan be implemented.

(Note: Councillor Helen Broughton requested that her vote against the above recommendation be recorded.)