

14. PROPOSED PEDESTRIAN CROSSING IMPROVEMENTS IN MOORHOUSE AVENUE



General Manager responsible:	General Manager City Environment, DDI 941-8528
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PURPOSE OF REPORT

1. The purpose of this report is to seek the Council's approval to proceed with the proposed pedestrian crossing improvement projects at the Moorhouse Avenue – Fitzgerald Avenue – Falsgrave Street intersection (**Attachment 2**) and the Moorhouse Avenue – Barbadoes St – Waltham Road intersection (**Attachment 1**)

EXECUTIVE SUMMARY

2. Both proposals are part of an overarching project that provides stronger, safer connections between the central city and AMI Stadium in time for the Rugby World Cup in 2011, and also delivers long-term benefits for Christchurch.
3. The original project brief in 2007 followed a request from the Central City Steering Team for the investigation of a pedestrian corridor and connection between the central city and AMI Stadium in time for the Rugby World Cup.
4. The project aims to satisfy the following objectives:
 - (a) Provide streets, footpaths and crossings that meet council base standards for pedestrian service and amenity.
 - (b) Provide a quality arrival and departure experience for users of AMI Stadium who approach the facility on foot either by walking from destinations in the central city or from the stadiums parking catchment area.
 - (c) Create stronger, safer connections between AMI Stadium and the central city.
 - (d) Provide a street environment that Christchurch is proud to show all visitors on time for the 2011 Rugby World Cup.
5. The walkway connection will be strengthened by an upgrade of Lancaster Street, which runs from Ferry Road to the front gates of AMI Stadium, and event management activities in Ferry Road. The route from the city to the stadium will be highlighted by displays, white lighting and signage.
6. Street amenity and safety improvements included in the AMI Stadium Rugby World Cup capital projects are:
 - (a) Moorhouse Avenue - Fitzgerald Avenue intersection enhancement.
 - (b) Moorhouse Avenue – Barbadoes Street signalised crossing.
 - (c) Moorhouse Avenue median planting (Barbadoes Street to Fitzgerald Avenue) which has already been completed.
 - (d) Pedestrian/cycle underpass enhancement.
 - (e) CCTV cameras in selected locations.
 - (f) Blade signage to provide directions to visitors.
7. The two Moorhouse Avenue intersection projects to improve pedestrian crossings are the focus of this report and have both been safety audited.

8. The proposed design for the Moorhouse Avenue – Fitzgerald Avenue – Falsgrave Street intersection includes:
 - (a) Provision of a zebra crossing on the left turn from Moorhouse Avenue to Fitzgerald Avenue.
 - (b) Removal of the landscaping on the existing island adjacent to the proposed zebra crossing to be replaced with a hard surface.
 - (c) A kerb build-out on the southern side of Moorhouse Avenue to reduce the crossing distances for pedestrians.
 - (d) Provision of tactile paving at new and existing pedestrian crossing points.
 - (e) Re-alignment of the three crossing facilities for pedestrians.
9. The proposed design for the Moorhouse Avenue – Barbadoes Street – Waltham Road intersection includes:
 - (a) Provision of a staggered pedestrian crossing on Moorhouse Avenue to the east of Barbadoes Street, similar to that outside Science Alive on Moorhouse Avenue.
 - (b) Widening of the median island to accommodate the staggered crossing arrangement.
 - (c) Provision of a zebra pedestrian crossing on the left turn from Moorhouse Avenue to Waltham Road.
 - (d) Tactile paving at existing pedestrian crossing locations.
 - (e) Removal of landscaping at the existing island between the left turn from Moorhouse Avenue to Waltham Road, and replace with a hard surface.
10. Moorhouse Avenue, Waltham Road, Barbadoes Street and Fitzgerald Avenue are classified as major arterial roads. The two major intersections are surrounded by businesses and are also close to the Christchurch Polytechnic Institute of Technology, Roman Catholic Cathedral, Cathedral College and the Music Centre of Christchurch.

FINANCIAL IMPLICATIONS

11. The proposed pedestrian crossing improvements scheme in Moorhouse Avenue is part of a programme of works for 'AMI Stadium Walkway'. The total available budget in the 2010/11 financial year to support the programme is \$575,000. This is part of the Inner City Transport project in page 247 of the Long term Council Community Plan (LTCCP).
12. Based on current estimates, there is sufficient funding to complete the proposed pedestrian crossing improvements at the two Moorhouse Avenue intersections.
13. Application will be made for NZTA co-funding for the components of this project that qualify.

Do the Recommendations of this Report Align with 2006-16 LTCCP budgets?

14. Yes. As above.

LEGAL CONSIDERATIONS

15. Part 1, Clause 5 of the Christchurch City Council Traffic and Parking Bylaw 2008 provides the Council with the authority to install traffic and parking restrictions by resolution.

16. The installation of any parking restriction signs and/or markings must comply with the Land Transport Rule: Traffic Control Devices 2004.
17. The Council has delegated authority to make decisions in this area of the central city following its decision made on 10 December 2009 and set out in the Christchurch City Council Register of Delegations, as of 24 June 2010.

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

18. As above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

19. Funding for the project is provided in the 2009-19 LTCCP and is consistent with Activity 10.0: Road Network in the Streets and Transport Asset Management Plan.

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

20. Yes.

ALIGNMENT WITH STRATEGIES

21. The recommendations in this report align with current Council strategies including the Parking Strategy 2003, the Road Safety Strategy 2004, the Christchurch Public Passenger Transport Strategy 1998, the Cycling Strategy 1998 and 2004 and Pedestrian Strategy 2001; and are consistent with the requirements for arterial and local roads as defined within the City Plan.

Do the recommendations align with the Council's strategies?

22. Yes.

CONSULTATION FULFILMENT

23. The Hagley/Ferrymead Community Board was briefed on the AMI Stadium projects, including the proposed pedestrian crossing improvements, on 2 June 2010. It was suggested that the cycling advocacy group SPOKES Canterbury and the New Zealand Transport Agency be included in the list of stakeholders to be consulted. The Board was subsequently advised that Moorhouse Avenue is an arterial road under the jurisdiction of the City Council, not NZTA.
24. Community Board members were also informed in early June that both sides of Moorhouse Avenue fall within the central city area which is outside the area covered by their delegated authority.
25. An information leaflet was posted or delivered to key stakeholders including absent property owners and nearby businesses and organisations, including the Christchurch Polytechnic Institute of Technology, the Music Centre of Christchurch, Catholic Diocese and Cathedral College.
26. Verbal feedback from businesses in the vicinity was generally very supportive. In addition, five written submissions were received.
27. One submitter requested a right turn lane from Moorhouse Avenue (west) to Falsgrave Street because vehicles turning right from the shared lane have to wait for traffic to clear to complete their turn, which frustrates drivers waiting behind them to travel straight on. The submitter stated that there have been a number of near misses because cars swerve into another lane.
28. A spokesperson for the Royal New Zealand Foundation for the Blind sought directional tiles to all zebra pedestrian crossing points, and also the new build-out at the Falsgrave – Moorhouse corner, as these were not easy to locate. She also pointed out problems associated with a sensor pad at another Moorhouse Avenue crossing point.

29. SPOKES commented that there is a problem for cyclists heading north from Falsgrave Street into Fitzgerald Avenue and seeking to move into the left lane (e.g. to access Ferry Road to the city). A spokesman said the slip lane from Moorhouse Avenue into Fitzgerald Avenue carries a lot of traffic. Cyclists travelling north from Falsgrave Street often end up being "marooned" beside the triangular island at the Moorhouse - Fitzgerald intersection waiting for a gap in this traffic in order to move to the left. The spokesman suggested a flush median refuge for cyclists on the north east side of the traffic island. Raising (or humping) the proposed pedestrian crossing could also assist both pedestrians and cyclists by slowing traffic through the slip lane. A Give Way sign at the junction of the slip lane and Fitzgerald Avenue may also assist.
30. One submitter described a tree in Fitzgerald Avenue near the Moorhouse Avenue intersection as a hindrance. He also asked the Council to widen Moorhouse Avenue between Ferry Road and Fitzgerald Avenue before the World Rugby Cup.
31. Another respondent commented on the state of the pedestrian and cyclist underpass which was littered with broken glass and was prone to flooding. He was informed that the Council would be undertaking some improvements in the underpass to make it a safer and a more pleasant place for pedestrians and cyclists.
32. As a result of community consultation and further investigations the following changes have been made to the proposed plans:
- (a) Additional tactile pavers to cover all pedestrian crossing points;
 - (b) Directional tactile paving to some pedestrian crossing points;
 - (c) Modifications to line markings to reduce the Moorhouse Avenue (west) exit from the intersection to provide two exit lanes, rather than the existing three. This is to reduce potential conflict from vehicles attempting to use the existing middle lane when turning from Fitzgerald Avenue or Moorhouse Avenue (east), which both have two lane approaches to this exit;
 - (d) The proposed extension of No Stopping lines on the southern side of Moorhouse Avenue to the east of Waltham Road has been removed from the plan for Council approval.
33. Although the staggered pedestrian crossing on Moorhouse Avenue to the east of Barbadoes Street, will be similar to that outside Science Alive on Moorhouse Avenue, alternatives to the sensor pad will be investigated.
34. No right turn lane will be created from Moorhouse Avenue (west) to Falsgrave Street as there is insufficient space for an additional lane. (However, this issue is likely to be considered during the design of the proposed Ferry – Moorhouse (Aldwins – Fitzgerald) scheme that is programmed in the LTCCP in 2015/16 and 2016/17.) Any changes to signal timings would have an impact on the operation of the intersection. Crash data indicates that only two crashes involved drivers turning right from Moorhouse Avenue (east) to Falsgrave Street in the past five years. See paragraph 43.
35. Traffic engineers do not consider that it safe to provide a flush median refuge on the north east side of the traffic island for cyclists travelling north from Falsgrave Street to Fitzgerald Avenue. This would encourage cyclists to wait in an unsafe area. If traffic is particularly heavy cyclists may wish to dismount and use the pedestrian crossing.
36. Constructing a hump on the slipway pedestrian crossing to slow traffic is not supported by some heavy traffic users, including bus drivers. A give way in this location is not required as drivers turning left from Moorhouse Avenue to Fitzgerald Avenue have their own lane to enter Fitzgerald Avenue.
37. The tree, which was described as a hindrance, has been checked by an arborist and will not be removed as part of this project. The submitter was also advised that the project team had investigated the possibility of four laning Moorhouse Avenue before the Rugby World Cup. However, time constraints associated with the Resource Management Act, detailed design and construction meant that this was not feasible.

38. All respondents who commented on the consultation plan in March 2010 were sent a letter thanking them for their input and a colour copy of the recommended plan for the two intersections. The letter informed respondents when the plan would be presented to the Council for approval. Details of the meeting (time, venue etc) were also provided so that any interested people could attend or address the Council prior to the decision being made.
39. All submitters will be advised of the Council's decision.

STAFF RECOMMENDATION

It is recommended that the Council approve:

- (a) The proposed pedestrian crossing improvements at the Moorhouse Avenue – Barbadoes Street – Waltham Road intersection, as shown in Attachment 1, and the Moorhouse Avenue – Fitzgerald Avenue – Falsgrave Street intersection, as shown in Attachment 2.
- (b) The following parking restrictions to take effect following completion of construction:

Revoke existing Parking Restrictions

- (i) That the existing parking restrictions on the south side of Moorhouse Avenue commencing at its intersection with Falsgrave Street and extending in a westerly direction for a distance of 11 metres be revoked.
- (ii) That the existing parking restrictions on the west side of Falsgrave Street commencing at its intersection with Moorhouse Avenue (west) and extending in a southerly direction for a distance of 76 metres be revoked.

Adopt New Stopping Restrictions

- (i) That the stopping of vehicles be prohibited at any time on the south side of Moorhouse Avenue (west) commencing at its intersection with Falsgrave Street and extending in a westerly direction for a distance of 25 metres.
- (ii) That the stopping of vehicles be prohibited at any time on the west side of Falsgrave Street commencing at its intersection with Moorhouse Avenue (west) and extending in a southerly direction for a distance of 80 metres.
- (iii) That the stopping of vehicles be prohibited at any time on the east side of Falsgrave Street commencing at its intersection with Moorhouse Avenue (east) and extending in a southerly direction for a distance of 15 metres.

Adopt new Traffic Signal Controls

- (i) That the intersection of Moorhouse Avenue, Barbadoes Street and Waltham Road excluding the left turn slip lane from Moorhouse Avenue (east) to Waltham Road be controlled by Traffic Signals.
- (ii) That the intersection of Moorhouse Avenue, Fitzgerald Avenue and Falsgrave Street excluding the left turn slip lane from Moorhouse Avenue (west) to Fitzgerald Avenue be controlled by Traffic Signals.

Adopt new Zebra (pedestrian) Crossings

- (i) That a zebra (pedestrian) crossing be installed on the south east corner of the Moorhouse Avenue, Barbadoes Street and Waltham Road intersection across the left turn slip lane from Moorhouse Avenue (east) to Waltham Road.
- (ii) That a zebra (pedestrian) crossing be installed on the north west corner of the Moorhouse Avenue, Fitzgerald Avenue and Falsgrave Street intersection across the left turn slip lane from Moorhouse Avenue (west) to Fitzgerald Avenue.

BACKGROUND

40. Moorhouse Avenue is a six lane, median-divided arterial route carrying an average of 39,000 vehicles over the peak four days, and an average of 37,800 vehicles over seven days.
41. Morning peak hour (8am - 9am) traffic at the Moorhouse Avenue – Barbadoes Street – Waltham Road intersection shows 913 from Barbadoes Street, 1017 vehicles approaching from Waltham Road, 1766 entering the intersection from Moorhouse Avenue (east), and 721 from Moorhouse Avenue (west).
42. Morning peak hour (8am – 9am) traffic at the Moorhouse – Fitzgerald Avenue – Falsgrave Street intersection shows 1156 vehicles entering the intersection from Fitzgerald Avenue, 138 from Falsgrave Street, 726 entering from Moorhouse Avenue east, and 945 from Moorhouse Avenue west.
43. A detailed investigation for crash history has been carried out using New Zealand Transport Agency (NZTA) Crash Analysis System over the 5 year period 2005-2009. The crash data for the Moorhouse Avenue – Barbadoes Street – Waltham Road intersection shows a total of 32 crashes, eight resulting in personal injury, one of these reported as serious. Fourteen involved vehicles hitting the car in front and seven involved turning movements. No crashes involved pedestrians or cyclists.
44. Crash data revealed 28 crashes at the Moorhouse Avenue – Fitzgerald Avenue – Falsgrave Street intersection from 2005 - 2009. Eight involved personal injury, one serious. Ten drivers were turning right from Fitzgerald Avenue and 11 drivers lost control while travelling through the intersection. Two crashes involved drivers turning right from Moorhouse Avenue (east) to Falsgrave Street but there were no crashes involving vehicles swerving into another lane to avoid right turning movements. No crashes involved cyclists and one pedestrian was hit by a car turning left from Falsgrave Street.