

Wānaka-Upper Clutha Community Board

10 October 2024

Report for Agenda Item | Rīpoata moto e Rāraki take [1]

Department: Property & Infrastructure

Title | Taitara: Options for turning movements at the Ardmore Street and State Highway 84 intersection

Purpose of the Report | Te Take mō te Pūroko

The purpose of this report is to present the options for the intersection of Ardmore Street and State Highway 84, following changes constructed under the “Schools to Pools” project.

Recommendation | Kā Tūtohuka

That the Wānaka-Upper Clutha Community Board:

1. **Note** the contents of this report;
2. **Approve** the changes to the traffic layout, which reflect the works as constructed.

Prepared by:



Name: Ben Greenwood
Title: Roading Operations and Contracts
Manager
23 August 2024

Reviewed and Authorised by:



Name: Tony Avery
Title: General Manager Property &
Infrastructure
16 September 2024

Context | Horopaki

1. As part of the “Schools to Pool” project a safe crossing point has been installed across State Highway 84.
2. An existing traffic island has been extended by approximately 20 metres to accommodate infrastructure for traffic signals. This extension occupies the flush median previously used for right turns into and out of Ardmore Street, effectively closing off these movements. Vehicles needing to access businesses at 1 and 7 Ardmore Street must now take a detour of up to 200 metres along Ballantyne Road. Owners of the affected businesses have raised concerns with Council about the new layout.
3. The kerb radius into Ardmore Street has also been tightened to square up the crossing point, affecting the ability of larger vehicles to turn left into Ardmore Street.
4. The Queenstown Lakes District Council Traffic and Parking Bylaw 2018 (‘the Bylaw’) regulates parking and the use of roads and public spaces under the Council’s control. Changes to existing road use restrictions under the Bylaw require a Council resolution and this is delegated to the Wānaka-Upper Clutha Community Board (WUCCB) where changes relate to the Wānaka-Upper Clutha area. The purpose of the Bylaw at Clause 3 is:

[...] to regulate parking and the use of vehicles or other traffic on roads and other public places in the Queenstown Lakes District.

5. In this case, retrospective approval is sought to remove a right turn movement from State Highway 84 into Ardmore Street, in accordance with Clause 7.1 of the Bylaw. Specifically, a resolution can be made to prohibit any vehicle generally or any specified class of vehicle from turning to the left or turning to the right of the path of travel under Clause 7(1)(a).
6. In making a resolution, the considerations set out at clause 5(1)(a)-(f) must be taken into account to the extent they are relevant and in proportion to the significance of the decision.
7. The considerations for WUCCB are (as set out in the Bylaw):

(a) the purpose of this bylaw;

(b) the statutory context of the relevant bylaw-making power under section 22AB of the Land Transport Act 1998 and/or Part 8 of the Local Government Act 2002, as the case may be;

(c) the public interest in a safe and efficient road transport system and the Council’s contribution to that objective in relation to roads under its control;

(d) the likely effect of the decision on members of the public or categories of the public;

(e) the nature and extent of the problem being addressed by the proposed decision and the reasonably available options for addressing the problem (if any) apart from making a resolution under this bylaw;

(f) the public interest in protecting from damage land and assets which are owned or under the control of the Council.

Analysis and Advice | Tatāritaka me kā Tohutohu

8. In this case, the primary considerations are Clauses 5(1)(c), (d) and (e). Namely, a safe and efficient transport system, the likely effect of the proposed change on members of the public (including the consideration of the competing interests between the various users of the road), and the nature and extent of the problem being addressed, which includes (as a priority) the safety of users of the “Schools to Pools” project.

Clause 5(1)(c) – Safe and efficient transport system

9. The Council is implementing the Schools to Pools project to ensure a safe passage across the roading network and this is consistent with the purpose of the Bylaw. The proposed changes also align with clause 5(1) in terms of safety by managing competing interests including how vehicles enter Ardmore Street from State Highway 84.
10. Part of Council’s safety initiative was to reconstruct and provide a signalled intersection with appropriate crossing for users of the path. The crossing requires dual primary signals to meet the design guidance for signals where a central median is present. The limit line and signal on the central island are placed at the minimum 6 metres from the crossing point, in accordance with the Traffic Control Devices Manual Part 5: Signalised Pedestrian Crossings. The construction of the island and new signals to standard now eliminate the right turn movement into Ardmore Street.

Clause 5(1)(d) – Effects on members of the public

11. The changes proposed are to ensure the continued safety of cyclists and pedestrians using the traffic network. The prohibition of a right turn into Ardmore Street will likely inconvenience residents and businesses located on Ardmore Street but only to the extent that they will need to take a small detour via Ballantyne Road, a 1-minute diversion. Given the importance of the project to the community, officers consider this to be a minor inconvenience and the Board will need to consider and weigh up the inconvenience in light of the safety prerogatives offered by the Schools to Pools project.
12. The proposed change and its effect on members of the public is a factor to be considered under clause 5(1), but it is not a determining factor. The Board must turn its mind to this and take account of it in its decision, but only *to the extent that it is relevant and in proportion to the significance of the decision*. The project has been communicated publicly and is fully resourced.
13. In terms of Council’s Significance and Engagement Policy 2021, the question for the Board is whether this is a strategy for which public collaboration is required - or is it one where the public need to be informed, rather than consulted with. While public views are important, the Board is empowered to make that decision itself weighing up the effects on members of the public versus the significant benefits of the project to the community.

14. Council officers consider that the changes proposed in this report do not require consultation under the Council's Significance and Engagement Policy. The Board has the delegated authority to make these decisions under the Bylaw on behalf of the community, to the extent that consultation is not required and officers consider that informing the affected parties, rather than consulting with them, is an appropriate way forward.
15. Approval is not inconsistent with the considerations set out in the Bylaw at clause 5(1) for the following reasons:
 - a. The resolution is consistent with the purpose of the Bylaw.
 - b. Would not be inconsistent with Council's powers under relevant statutes.
 - c. Enhances safety of the public by providing a network for pedestrians and cyclists in line with Council's prerogatives for roading network in the Wānaka area.
 - d. The effect of the decision on residents and businesses on Ardmore Street will be minimal. A detour will add minimal time to the journey of a person entering Ardmore Street via another route, and when weighed up against the positive outcomes for the community, is considered a minor inconvenience.
 - e. The proposal addresses the safety issues on the roading network and is the most appropriate option for Council to approve.
16. If the changes are not approved, reinstating the right-hand turn into Ardmore Street would require the removal or relocation of the signalled crossing.
17. Officers do not recommend this approach for the following safety reasons:
 - a. The vehicle limit line for the crossing would clash with any right turn movement, potentially causing confusion if vehicles attempted to turn right on a red light.
 - b. It would introduce additional conflicting traffic movements.
 - c. If the right turn into Ardmore Street is available, this reintroduces the potential right turn out of Ardmore Street (which would be banned with signage only, posing a risk of people attempting this movement if a gap is there). They may also not see the lights turning red, which is a risk to crossing users.
 - d. Right turning traffic waiting to turn into Ardmore Street will mask pedestrians at the southern crossing point from traffic heading east – a safety concern.
 - e. Based on traffic counts completed during the design phase, the number of right turn movements into Ardmore Street was very low, indicating minimal demand for this movement (3 right turns in the am peak and 11 in the pm peak, compared to 645-894 straight through movements on SH84 and 186 am peak and 135 pm peak right turn movements from SH84 into Ballantyne Road).
 - f. There is a safer access to the businesses by turning right into Ballantyne Road, which is 45m up the road.

18. Options to optimise the area could be considered in the future. However, they are not included in the current scope of this report due to budget constraints and the lack of detailed design investigation.

19. These are noted here for discussion purposes only:

a. Change Ardmore Street between Ballantyne Road and State Highway 84 to one-way:

This would involve signage to close the left turn into Ardmore Street from a traffic safety perspective, allowing only left turn out movements. While this may not be desirable to business owners, it would provide additional pavement space for other uses, such as on-street parking, and address the previously mentioned tightening of the left into Ardmore Street.

b. Modification of the splitter island at the Ardmore Street / State Highway 84 intersection:

Removing the existing splitter island and replacing it with hatched line markings would facilitate easier left turn in movements. However, this change carries the risk of vehicles crossing the centreline into the opposing lane, and the widened access may encourage faster vehicle movements overall.

c. Close and cul-de-sac this section of Ardmore Street:

Formally stop Ardmore Street and convert the end to a cul-de-sac. This would improve safety for path users and provide a minor improvement to state highway traffic flow, but could impact on businesses located on this road.

20. This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002.

21. Option 1 leave the full layout as constructed on site, and formally approve the removal of the right turn movements under the bylaw, Clause 7.1.

Advantages:

- Works are complete, so it does not incur additional cost.
- Retains the safe signalised crossing point.
- The project is consistent with Council's prerogatives for safety in its roading network and constitute a minor inconvenience to current users of Ardmore Street.

Disadvantages:

- Unquantified impact on landowners/businesses located at two properties on Ardmore Street, requiring them to use the safer access off Ballantyne Road instead.

22. Option 2 remove the new safe signalised crossing point and reinstate the previous refuge island crossing 50m east.

Advantages:

- Resolves the Ardmore landowner's concerns.

Disadvantages:

- Creates a serious safety issue on the new Schools to Pool route due to the absence of a safe crossing point which is inconsistent with the aims and vision of the Council for the Wānaka area
- Additional, unbudgeted cost to remove and dispose of the new infrastructure.
- Investment in the constructed signalised crossing and path connections is wasted.

23. This report recommends **Option 1** for addressing the matter because it satisfies the needs of Council from a technical perspective, achieves the best safety outcomes and is also the lowest cost option. It is also consistent with the purpose of the Bylaw.

Consultation Process | Hātepe Matapaki

Significance and Engagement | Te Whakamahi I kā Whakaaro Hiraka

24. This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy 2021 because the reconfiguration results in a minor inconvenience requiring a short detour and will affect only a limited number of properties. The assessment of whether consultation is required is only one of a number of considerations for the Board to weigh up as part of its decision-making under the Bylaw at Clause 5(1).
25. The persons who are affected by or interested in this matter are the local businesses at 1 and 7 Ardmore Street and their customers.
26. The Council has engaged with the affected parties following concerns being raised post-construction. Those landowner's concerns relate to the potential reduction in trade due to the closure of the right turn into Ardmore Street from State Highway 84, the tighter left turn into Ardmore Street from State Highway 84 which could hinder access for vehicles with trailers, and the reduced area available for informal parking on the gravel shoulder.
27. However, the alternative route satisfies the landowners' need for access, creates safer outcomes for the community and road users, and is thought to have a minimal (although not quantified) effect on the residents and businesses.

Māori Consultation | Iwi Rūnaka

28. The Council has not sought the specific views of iwi for this project.

Risk and Mitigations | Kā Raru Tūpono me kā Whakamaurutaka

29. This matter relates to the Regulatory/Legal/Compliance risk category. It is associated with RISK10021 Ineffective operations and maintenance of property or infrastructure assets within the QLDC Risk Register. This risk has been assessed as having a very high residual risk rating.
30. Approval of the recommended option will allow Council to avoid the risk. This will be achieved by ensuring the relevant approval exists for the installation of the traffic island and subsequent closure of the right-turn movement.

Financial Implications | Kā Riteka ā-Pūtea

31. The recommended option is already installed on site so there is no further cost. Removal of the works via Option 2 would require new scoping, cost estimates to be produced and a budget to be sought.

Council Effects and Views | Kā Whakaaweawe me kā Tirohaka a te Kaunihera

32. The following Council policies, strategies and bylaws were considered:
- Traffic and Parking Bylaw 2018
33. The recommended option is consistent with the principles set out in the named policy.
34. This matter is included in the Long Term Plan/Annual Plan as part of the Schools to Pool project scope of works.

Legal Considerations and Statutory Responsibilities | Ka Ture Whaiwhakaaro me kā Takohaka Waeture

35. This report satisfies the decision-making requirements of Council under the new bylaw pursuant to the Land Transport Act 1998 and the Local Government Act 2002. The report provides a robust platform for the decisions to restrict parking and control vehicle use that are implemented on land under council's control.

Local Government Act 2002 Purpose Provisions | Te Whakatureture 2002 o te Kāwanataka ā-Kiaka

36. Section 10 of the Local Government Act 2002 states the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. While there are some impacts on businesses, the signalised crossing point is a critical piece of infrastructure on the Schools to Pool route. As such, the recommendation in this report is appropriate and within the ambit of Section 10 of the Act.
37. The recommended option:
- Can be implemented through current funding under the Long Term Plan and Annual Plan;
 - Is consistent with the Council's plans and policies; and

- Would not significantly alter the intended level of service provision for any significant activity undertaken by or on behalf of the Council or transfer the ownership or control of a strategic asset to or from the Council.

Attachments | Kā Tāpirihaka

A	Sketch plans of proposal
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