

6. CAMBRIDGE TERRACE: KERB AND CHANNEL PROJECT

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The purpose of this report is to seek the Board's support for the objectives to start the Cambridge Terrace kerb and channel renewal project.

BACKGROUND

The City Streets Unit currently has capital funding programmed for the kerb and channel renewal and enhancement of Cambridge Terrace. The budget details are:

Cambridge Terrace	2003/04	2004/05	2005/06	2006/07
Madras to Barbadoes	\$138,625			
Barbadoes to Fitzgerald			\$12,200	\$677,106

The deep dish kerb and channel on the west side of Cambridge Terrace (non-river side) needs to be replaced between Peterborough Street and Barbadoes Street in the 03/04 budget. The other side of the road is already kerb and flat channel.

The kerb and channel between Churchill Street and Fitzgerald Avenue, on the non-river side of Cambridge Terrace, is programmed for replacement in 06/07. The remaining funding in the 06/07 year is for roading enhancements in the section between Barbadoes Street and Fitzgerald Avenue.

The Parks and Waterways Unit has not yet allocated any capital funding to the project, but has indicated that it will allocate funding when the extent and likely costs of additional park/reserve work are apparent.

The City Streets Unit is well aware that Cambridge Terrace is a river-side road, and that simple replacement of the kerb and channel would be inappropriate for this location. There are issues relevant to Reserves, Heritage, Riverside Boulevard and Central City Revitalisation, as well as traffic management and road asset matters that need to be considered in the future road design. As a result, an integrated project team that involves staff from the City Streets Unit, Parks and Waterways Unit, and Urban Design Team, has been formed to manage all relevant aspects of the project.

Aerial photographs of the area are attached to this report, showing the existing area and property and legal boundaries.

PROJECT MANAGEMENT PROCESS

The Project Team has established a process by which it would like to manage the overall project. The process is as follows:

1. **Establish the Council's project objectives:** It is important to determine exactly what objectives the project is trying to achieve. The first step establishes the issues that Council officers are aware of, and frames relevant objectives and/or options within them.

This report identifies those objectives.

2. **Confirm the Council's project objectives:** Once officers have framed objectives, the objectives will be presented to the Board for modification, clarification and confirmation. (It should be noted that at this stage there will be no plans drawn up – the primary focus is project goals and objectives).

(The Board's resolution on this report will complete this stage of the process.)

3. **Initial Consultation – assess community needs and issues:** The first stage of consultation will be to contact the local community and community groups. They will be informed about the Council's primary objectives for the project, and asked to comment on them, plus identify any key issues that need to be considered in future plans for the road and its surrounds.
4. **Assessment of issues:** Once the first stage consultation is complete, the project team will assess the comments raised, in relation to the project objectives. The Board will then be advised of the consultation responses and the recommendations from it (whether to modify or affirm the project objectives).

5. **Generation of options:** Scheme options will be developed that satisfy the project objectives, with estimated costs. The Board will then recommend the option (or options) for public consultation.
6. **Consultation:** The public's views on the presented option will be sought.
7. **Subsequent decision making:** The project team will analyse the consultation responses and advise the Board of any recommendations from the process. The project team and Board will then establish a decision making process from this point.

STAGE 1: ESTABLISH THE COUNCIL'S PROJECT OBJECTIVES

The project team has undertaken some research into the strategies that are relevant to the project. In particular, it has looked at the Road Safety Strategy, Pedestrian Strategy, Cycle Strategy, City Streets Asset Management Plan, the developing Avon River Strategy, and the Central City Revitalisation project document. Further, the team has considered issues relevant to riverbank stabilisation, tree management and stormwater discharge. Also, matters relevant to the significant historical features of the area, and safer communities have been considered.

The team has also considered the Board's submission to the Annual Plan process for this project, and the presentation from the MOA neighbourhood group upon which it was based.

RECOMMENDED PROJECT OBJECTIVES

The project team has developed a set of project objectives that it believes incorporates the issues raised in the above documents that will ultimately shape the project. These objectives are recommended to the Community Board. They are identified below, with the rationale behind them.

Meet the asset management targets for City Streets

This objective means replace the existing deep-dish kerb and channel with new kerb and flat channel (or something better), and minimise the write-off of existing, functional assets (i.e. keep the removal of existing, good condition kerb and flat channel to a minimum).

Maintain two-way vehicle movement on Cambridge Terrace (Peterborough Street to Barbadoes Street)

Most of the properties on the west (non-river) side of the road are residential. It is recommended that this section of road remain two-way. A one-way restriction would severely compromise property access, as the surrounding streets are predominantly one-way – it would force quite significant circulation around the area to get to a property.

Maintain two-way vehicle movement on Cambridge Terrace (Barbadoes Street to Churchill Street)

The Board's submission for permanent closure of the road and creation of a park has been clearly noted by the project team. The Barbadoes Street cemetery is a feature of historical and community significance to Christchurch. It is recommended that its importance to Christchurch would be best served by allowing unrestricted access to the site. Restriction of traffic to one-way (in either direction), would severely limit people's ability to access the site – again from the fact that the surrounding streets are effectively one-way (there is only left-turn in and out for vehicles at Churchill Street/Bealey Avenue and Cambridge Terrace/Barbadoes Street).

Full closure of the road would restrict access even further. In addition, full closure would be the subject of a protracted road-closing procedure, which may not succeed.

It is anticipated that the other objectives influencing parking and improved amenity (outlined below) will achieve an appropriate and acceptable balance between greenspace and roadspace.

The reluctance to close the streets to traffic is further supported by issues of community safety, where general, informal surveillance of expanses of reserve areas, with little property frontage, needs maintenance of vehicle movement. Closure of the road in front of the cemetery would leave a large expanse of reserve without any surveillance. If this were to occur, the park and path would need to be designed to discourage public use at night.

Ensure vehicle speed and rat-running issues do not arise

While the objective to retain two-way traffic is supported (above), there is a requirement to ensure vehicle behaviour remains conducive to the riverside environment, hence calmed traffic and reduced numbers are appropriate. The zoning of the area (Living 4C) quotes as one of its desired outcomes "A pleasant residential environment in which activities causing adverse environmental effects such as...traffic and on-street parking congestion...are excluded or mitigated".

The Tree in the triangle is to remain

This very specific objective ensures that the tree located in its own little roading "island" between Peterborough Street and Barbadoes Street remains untouched.

Improve existing riverbank amenity value

This objective is intended to ensure that the area of riverbank reserve remains the same, or is increased through this project, and that its quality as a metropolitan asset is improved. This objective directly implies that people's ability to use and enjoy the riverbank asset is improved, which means access to the area, and features within it (such as seating) must be considered.

Provide an access path along the riverbank

Part of the central city revitalisation plan, plus the cycling and walking strategies, endorse a pathway along the riverbank, which must be sympathetic to its surroundings, and have appropriately designed treatments at road crossing points.

VARIABLE PROJECT OBJECTIVES

There are two additional objectives required to set the parameters for the project that the project team considers flexible. Board comment is sought on these objectives.

On-street Parking

On-street parking has a number of possible outcomes. As the Board is aware, and as the MOA neighbourhood submission pointed out, much of Cambridge Terrace and other streets in the area tend to be parked-out by all day commuter parking. This activity is not sympathetic to a riverside environment.

The forthcoming Avon River Strategy indicates that it would support a reduction in riverside parking, particularly as the space made available could be used for more greenspace and other amenity improvements. The parking strategy policies for this area indicate that parking should consider safety first, then give consideration to landscaping and area amenity, then parking for residents and disabled access. Commuter parking ranks least important.

The options seen for riverside parking are as follows:

- **No parking whatsoever:** A complete no-parking restriction will prevent any residents parking outside their properties (Peterborough Street to Barbadoes Street section), and would prevent anybody parking alongside the river, and restrict possible access to the Barbadoes Street cemetery. This option is not recommended.
- **Residents parking only:** Restricting the parking to residents only will meet their needs, however, as above, will eliminate easy access to the riverbank area for others. It will also require dedicated enforcement. This option is not recommended.
- **Limited parking available:** Under a limited parking option, it is proposed that residents' parking is retained and that a reduced number (from that currently available) of time-limited parks be permitted. The time-limited parking would ensure all day commuters do not park, but would allow visitors to the riverbank area appropriate time to park and enjoy the area. This is the recommended option (the actual number of available parks would be resolved through the consultation and design process).
- **Unlimited parking available:** Unlimited parking would mean no change from that currently available. Residents, commuters and visitors to the area would compete for unrestricted parking. This option is not recommended.

Limit vehicle access to one-way from Churchill Street to Fitzgerald Avenue

The project team considers it would be possible and practical to one-way Cambridge Terrace (going eastwards only) from Churchill Street to Fitzgerald Avenue. This one-way would eliminate vehicles shortcutting the Bealey Avenue/Fitzgerald Avenue intersection, but would maintain full access to the arterial system for Churchill Street residents.

On the other hand, it would be equally possible to keep this as two-way movement, and simply ensure a traffic-calmed environment is maintained.

LEGAL ISSUES

The Cambridge Terrace project has some complicating legal issues involved.

- **Resource consents:** First, any road or riverbank work will require a resource consent due to its proximity to the river. Second, if the carriageway is narrowed to 6 metres or less, for sections greater than 60 metres in length, a resource consent will also be needed. Neither of these should present any great difficulty to the project process.
- **Land legalisation:** For the section of Cambridge Terrace, from Peterborough Street to Barbadoes Street, much of the current road is on legal reserve land. For the section from Barbadoes Street to Churchill Street, the river occupies legal road, and the road occupies legal reserve land. It would be appropriate for this project to tidy up these intricacies, and this should occur once the recommended roading design has been determined.
- **Road closures:** If any of the final project design requires legal road closure, an extended and expensive process can be expected.

DELEGATED AUTHORITY

The Board has full delegated authority to make decisions relating to road layout and parking for these two sections of Cambridge Terrace, if vehicle movement remains two-directional.

Making any section one-way will require a by-law change, which needs support from the full Council. If the section of Cambridge Terrace between Peterborough Street and Barbadoes Street is recommended for one-way treatment, the Sustainable Transport and Utilities Committee will need to decide whether this impacts on the Central City Strategic Transport Plan. If so, the Sustainable Transport and Utilities Committee will have the final decision on this section of road.

The Board does not have the authority to close any section of the road – closure must follow through full road stopping procedures.

CONCLUSION AND FURTHER ACTION

In summary, the project team has developed a number of key project objectives, based on its knowledge of the area, relevant Council strategies and policies, and the Board's submission to the Annual Plan working party. These objectives are recommended for the Board's confirmation.

The project team has a more flexible recommendation to the Board on two other objectives. Overall, the complete package of recommended objectives is:

Strongly Recommended Objectives

1. Meet the asset management targets for City Streets
2. Maintain two-way vehicle movement on Cambridge Terrace (Peterborough Street to Barbadoes Street)
3. Maintain two-way vehicle movement on Cambridge Terrace (Barbadoes Street to Churchill Street)
4. Ensure vehicle speed and rat-running issues do not arise
5. The tree in the triangle is to remain
6. Improve existing riverbank amenity value
7. Provide an access path along the riverbank

Flexible Objectives

8. Provide limited on-street parking along the roadway
9. Limit vehicle access to one-way from Churchill Street to Fitzgerald Avenue

This report is intended to gain Board approval of the project's objectives, after which, public consultation will place these objectives in the public forum for discussion and modification.

Staff

- Recommendation:**
1. That the Board approve project objectives 1 to 7 above for public consultation.
 2. That the Board approve project objectives 8 and 9 above for public consultation.

Chairperson's

Recommendation: That the recommendations be adopted.