

2. CENTRAL CITY OMNIBUS REPORT

General Manager responsible:	General Manager City Environment, DDI 941-8656
Officer responsible:	General Manager City Environment
Author:	Jane Parfitt, General Manager City Environment Michael Theelen, General Manager, Strategy and Planning Group

PURPOSE OF REPORT

- 1.1 The purpose of this report and that of the six reports attached to it is to provide board members with an integrated picture of the strategies, programmes and projects underway or proposed to help achieve the Council's stated vision of Central City Revitalisation.
- 1.2 The key issue for the Council to be aware of through the process, is the need to work in a co-ordinated and comprehensive manner throughout the Central City. As members will note, the various reports do overlap and interlock with each other, this reflects the complex inter-relationships that the Council, Council staff and the public need to grapple with to achieve revitalisation of the Central City.

EXECUTIVE SUMMARY

- 2.1 The Council's vision for the Central City, first adopted in 2001 was:

"A vibrant, exciting, safe and sustainable heart of Christchurch. A heart whose economy, environment, culture and society are healthy and strong."

The reports and attachments presented today represent key milestones in achieving this purpose.

- 2.2 At a strategic level, the report asks the Council two things: to adopt the Stage 2 Revitalisation Strategy, which will provide the overall framework and umbrella that will guide actions in the Central City over the next 5 to 10 years, and secondly, to adopt the broad principles and directions for a key part of that area - the Central City South.

Both these reports contain bold ideas and programmes; some are in train, others will require further investigation, feasibility testing and funding to make them happen. Collectively, however, they provide a framework for further integrated action.

It is important for members to note that many of the decisions, particularly in respect of these two reports, will lead to further specific investigations, costings and reports back to Council for approval as specific projects are scoped for delivery.

- 2.3 At a tactical level, this set of reports asks the Council to approve significant steps in the delivery of a number of key building blocks in the programme. These are:

- the adoption for consultation of a proposed City Lanes Plan and;
- the adoption for consultation of a proposed design for City Mall.

- 2.4 The final two reports deal with key projects (two waying of Lichfield Street and the Bus Exchange) which highlight the dynamic inter-relationships that exist between these various initiatives. A decision on Lichfield Street two-waying, has a significant impact on the options for the Bus Exchange. At a broader level, a debate about the current arterial function of the road itself will even more significantly shape both the Bus Exchange and potential two-way options. This latter debate will most appropriately occur within the context of a debate on the future role of the entire one-way network. These elements are canvassed in more detail in the relevant report, but it is important to note here the inter-relationship that exists.

- 2.5 Is also important to note that the site for the new Civic building has now been identified and this will have a significant impact on traffic and people movements in the city. Also, consultation on the Botanic Gardens/Hagley Park Master Plan is underway and the submissions will be heard by Council later in the year. The outcome of this could potentially impact on the traffic network.

2.6 Work identified in the LTCCP and underway on tree planting, streetscape design and parking will be the subject of separate reports. Staff are mindful of the need to also ensure that they are also included as part of the wider revitalisation programme.

FINANCIAL AND LEGAL

Each report outlines relevant financial and legal issues.

It is important to note that both the City Mall and the potential two waying of Lichfield Street will require consultation to inform Council's final decision. If Council wishes to change the designation of the road, a special consultation process will be required – this means final decisions cannot be made until March/April 2007.

The reports will be considered at the Council's meeting on Thursday 7 September 2006 and have been provided to the Hagley Ferrymead Community Board for its information and to allow the Board to make a recommendation to the Council.

STAFF RECOMMENDATION

That the information be received.

CHAIRPERSON'S RECOMMENDATION

Not seen by Chairperson.

SECTION ONE - CENTRAL CITY REVITALISATION STRATEGY – STAGE II

General Manager responsible:	General Manager, Strategy and Planning Group, DDI 941-8177
Officer responsible:	Programme Manager, Liveable City
Author:	Senior Planner, Central City Policy and Planning Team

PURPOSE OF REPORT

- 1.1 The purpose of this report is to outline the Central City revitalisation Strategy – Stage II and the Strategy’s priority actions and initiatives and to seek a recommendation from the Board to the Council. Adoption by the Council of the “Central City Revitalisation Strategy – Stage II”, (previously circulated and tabled), would make this document the Council’s guiding policy for activity in Central City over the next five to ten years.

EXECUTIVE SUMMARY

- 1.2 The Central City Revitalisation Strategy – Stage II is the continuation of the revitalisation effort launched in 2001. The Stage II Strategy reaffirms the vision and objectives of Central City Revitalisation while guiding our next steps towards improving the heart of Christchurch. The Stage II Strategy identifies the Council’s main priorities in the Central City for the next five to ten years and establishes the work programme Council will follow to meet these objectives.
- 1.3 This report seeks Council approval on the priorities put forward for in the Central City Revitalisation Strategy – Stage II. Specific elements within this Strategy, e.g. the Bus Exchange, Turners and Growers, etc., will require detailed programming, funding, consultation and subsequent Council approval either through specific reports or subsequent LTCCP’s.

FINANCIAL AND LEGAL CONSIDERATIONS

- 1.4 The Central City Revitalisation Strategy – Stage II (pages 44-49) contains an outline of the Council’s intended work programme for the next ten years. All projects, both operation and capital, identified in the Stage II document from 2006 to 2008 have funding as approved in the 2006 – 2016 LTCCP.
- 1.5 Projects identified in the work programme from 2009 onwards have varying levels of committed funding. Projects during this period which rely on operational funding are generally in-budget. On-going capital projects such as roading and open space initiatives are considered to be only partially funded as there typically is scope for greater work within these areas beyond that which has already been allocated. Funding needs for projects to be implemented in the out years, i.e. after 2010, are undetermined pending project development and subsequent approval by Council. The specific funding status for each project can be found in the work programme of the Stage II document.
- 1.6 The Central City Revitalisation Strategy – Stage II flows from the initial revitalisation strategy adopted by Council in 2001. The Stage II document updates this standing Council strategy and programme. The Stage II Strategy is an umbrella document that seeks to coordinate and organise Council activity in the Central City. To that extent, the Stage II Strategy incorporates Council decisions, policy and obligations made after the initial adoption of the Stage I Strategy in 2001. The Stage II Strategy document is consistent with existing Council policy and commitments, most notably it aligns with the directions and funding adopted in the 2006-2016 LTCCP. The relationship of the Stage II Strategy to other Council policies is illustrated on pages 8-9 of the document.
- 1.7 The Central City Revitalisation Strategy – Stage II highlights a number of areas in the City Plan that could be amended to better align with the Strategy’s objectives. Any prospective City Plan changes would need to undergo the necessary analysis of issues and options as prescribed by the RMA.
- 1.8 The current capital programme calls for the renewal of the kerb and channel assets on Madras and Barbadoes Street in 2006/2007. There are concerns about the appropriateness of proceeding with this work in light of potential changes to the one-way network. Staff are currently assessing the implications for deferring this work as well as determining what work could be done independent of traffic directions.

STAFF RECOMMENDATIONS

That the Hagley Ferrymead Community Board recommend that the Council:

- (a) Adopts the “Central City Revitalisation Strategy – Stage II”.
- (b) Confirms that the “Central City Revitalisation Strategy - Stage II” is the Council's overarching policy document directing Council work in the Central City.
- (c) Affirms the vision and objective of Central City Revitalisation which are:

Vision

“A vibrant, exciting, safe and sustainable heart of Christchurch. A heart whose economy, environment, culture and society are healthy and strong.”

Objectives to support this vision

- *To strengthen the Central City as a vibrant and prosperous business centre.*
 - *To encourage a mix of uses that support a range of commercial, residential, educational and cultural activities.*
 - *To enhance and advance living in the Central City through a diversity of housing types, densities and residents.*
 - *To foster a place of culture, recreation, social interaction and learning.*
 - *To cultivate a distinct identity that is unique to our environment and culture, placing particular emphasis on the heritage of our Central City.*
 - *To develop a safe and attractive urban environment that is expressed through high quality design and amenity.*
 - *To build a multi-modal transport system that connects the Central City to the region.*
 - *To create a sustainable city through the development of key infrastructure and efficient use of resources.*
- (d) Recognises that, within the Central City, some issues are more urgent than others and that revitalisation is best achieved through focused effort aimed at these issues and therefore agrees that the key priorities for the Council in achieving the vision and objectives of Central City Revitalisation are:
 - (i) increasing the residential population.
 - (ii) growing the business and commercial sectors.
 - (iii) enhancing public spaces.
 - (iv) redeveloping underutilised sites.
 - (v) improving the transport network.
 - (e) Confirms that the most significant capital projects that the Council should focus to address these priorities and achieve revitalisation over the next five years are:
 - (i) the renovation of City Mall.
 - (ii) the enhancement of the Avon River.
 - (iii) the expansion of the Bus Exchange.
 - (iv) the development of a new Civic Office building.
 - (v) the completion of the Turners & Growers project and initiation further redevelopment partnerships.
 - (f) Confirms that the most significant planning and policy initiatives to address these priorities and achieve revitalisation which are to be pursued over the next five years are:
 - (i) the development of precincts, particularly in the area south of Lichfield Street and around the Roman Catholic Cathedral and CPIT campuses.
 - (ii) the establishment of a business retention and development programme with particular attention paid to the development contributions policy, the distribution of office space and the examination of a Central City development advocate and authority.
 - (iii) implementation of the Central City Transport Concept and it's associated projects which include the improvement of the City's lanes network, the coordination of street furniture, the review of the one-way street network and improved management of Central City parking.
 - (iv) efforts to improve environmental quality and sustainability specifically through the development of storm water management plans, regeneration of industrial sites and enhanced tree planting and landscaping.
 - (v) continuation of the heritage grants and protection programmes.

- (g) Confirms that the work programme for Central City Revitalisation as elaborated in Section 5 of the 'Central City Revitalisation Strategy – Stage II' should be pursued and that Council staff should report back on an annual basis as to progress made in achieving these targets. This work programme is consistent with current capital and operational budgets and programmes through 2008 and also identifies for years 2009 through 2016 general streams of work and directions that the Council should pursue.
- (h) Notes that the work programme in Section 5, page 41 of the Central City Revitalisation Strategy – Stage II contains an action item for 2008 of evaluating the one-way street system.
- (i) Apart from safety upgrades, defers the work on the kerb and channel of Madras and Barbadoes Street until this review is completed or ensures this work is done in such a manner that does not preclude the conversion of these streets to two-way traffic.

CHAIRPERSON'S RECOMMENDATION

Not seen by Chairperson.

BACKGROUND

- 1.09 The Central City Revitalisation Strategy – Stage II is an extension the “Christchurch Central City Strategy – Stage I” adopted by Council in February 2001. If adopted, the “Central City Revitalisation Strategy – Stage II” would supersede the Stage I document and become the Council’s guiding policy for activities in the Central City.

The need to maintain a vital Central City was given voice in the late 1990’s when a broad based call went out to reverse the alarming decline of the area within the Four Avenues. Recognising the important role and responsibility that the Council has for providing a vibrant Central City, a process was begun in 1999 to develop a strategic vision for the Central City and to initiate efforts aimed at its revitalisation.

The development of a strategic vision was led by the Central City Mayoral Forum which brought together Central City stakeholders representing residents, retailers, commercial tenants, developers, and the hospitality industry to identify desired outcomes for revitalisation. In conjunction with the Mayoral Forum a wider public consultation was conducted that involved two surveys, over 30 public meetings and collectively generated over 1200 responses. On the basis of this public feedback as well as Council advice, the following vision was established for the revitalisation of the Central City: *“A vibrant, exciting, safe and sustainable heart of Christchurch. A heart whose economy, environment, culture and society are health and strong.”*

Following from the vision for the Central City, an initial concept plan was developed which provided the framework for the first phase of what is anticipated to be a 25-year revitalisation effort. Recognising that revitalisation is a long-term initiative, the Council through the Stage I Strategy indicated a few short-term priorities or key directions for Council efforts in the Central City from 2001 until 2006. These directions were: to develop a more pedestrian-orientated core in the Central City, to give priority to projects east of Colombo Street, to create a heritage precinct in the area surrounding High Street, to implement a renewal programme for the Avon River corridor, to establish more public art along the key pedestrian routes and to green the streets throughout the Central City.

Coupled with the concept plan and short-term, key directions was a list of recommended priority projects for the first five years of the revitalisation effort ending in 2005. The table below indicates these projects and their status.

Priority Project in Stage I (est. 2001)	Initiated	Completed
Joint venture development	✓	
East side rezoning		✓
Urban Development Strategy that supports the Central City	✓	
Business development incentive programme		
One-stop project team		
Formal retail association	✓	
Marketing programme	✓	
International marketing campaign		
Residential capacity and demand study		✓
Precinct consultation and development	✓	
High Street precinct project		✓
Avon River corridor plan	✓	
Green streets programme	✓	
East side park	✓	
Multicultural centre		
Public art programme	✓	
Free 1 st hour parking		✓
Colombo Street upgrade		
Electric shuttle extension	✓	
Lichfield-Tuam Street swap		
Worcester Street east upgrade	✓	
Traffic calming within the core	✓	

The Central City Revitalisation Strategy - Stage II, serves as a bridge between the initial vision of the revitalisation effort and the future actions needed to realise this vision. The Stage II document builds on the Stage I effort and is an affirmation by the City Council of the vision and objectives for Central City revitalisation.

For a full discussion of Strategy's background and issues facing the Central City, please refer to the Central City Revitalisation Strategy – Stage II, pages 10-31.

SECTION TWO - CENTRAL CITY SOUTH

General Manager responsible:	General Manager, Strategy and Planning Group, DDI 941-8177
Officer responsible:	Programme Manager, Liveable City
Author:	Senior Planner, Central City Policy and Planning Team

PURPOSE OF REPORT

- 2.1 The purpose of this report is to identify and determine key priorities within the Central City South area and to direct the short to mid-term actions that Council will take to achieve these objectives.

EXECUTIVE SUMMARY

- 2.2 The development of the Central City South area has been identified as a priority initiative in the Central City Revitalisation Strategy – Stage II. To help kick start development in this area, the Council conducted a week-long workshop run by the design firm DPZ Pacific which brought together area land owners, businesses, residents, Councillors and Council staff. Following on from the designs and recommendations developed by DPZ Pacific during this workshop, this report details those actions that the Council should pursue to advance redevelopment in the Central City South area.
- 2.3 This report seeks Council approval on the general concept put forward for redevelopment in the Central City South area and seeks to provide the overview for how future Council work on specific projects can support the overarching, redevelopment concept. Specific elements within this concept such as the Bus Exchange, the two-waying of Lichfield Street and redevelopment of the Civic Offices will require detailed programming, funding, consultation and subsequent Council approval. This report does not duplicate the decision making process for these projects, but instead holds them together in the context of redevelopment within the Central City South area.
- 2.4 Much of the current thinking around redevelopment in the Central City South is encapsulated in the DPZ Pacific report entitled “Central City South – Future Directions Charrette” (separately circulated to members) which was submitted to the Council on 7 August 2006 and follows from a week-long workshop held in March 2006 and in which approximately 150 people participated. The proceedings of this workshop were presented to Councillors at a public seminar on 15 August 2006.
- 2.5 The Central City South area is generally understood to be the area within the Four Avenues which is south of Lichfield Street and east of Colombo Street.
- 2.6 The DPZ Pacific report-entitled "Central City South-Future Directions Charrette" contains a number of wide ranging recommendations. Some of these relate to existing projects and others are operational matters that can be addressed by staff. In addition, the DPZ Pacific report contains a number of recommendations which staff consider require further reflection and investigation before they are presented to council . These DPZ recommendations which merit additional investigation include options for the use of Council’s landholdings in the area to support the Central City South concept, mechanisms and entities which may speed redevelopment, integration of long-term transit options such as regional and light rail and public-private partnerships. When sufficient investigation has been carried out on these other recommendations, Council staff will report back on opportunities in these areas.

FINANCIAL AND LEGAL CONSIDERATIONS

- 2.7 All projects and initiatives discussed in the ‘Staff Recommendations’ section of this report are within the capital and operational budgets approved through 2008 and as identified in the 2006-2016 LTCCP. Funding approved in the 2006-2016 LTCCP to support these projects include \$6 million for Central City transport projects, \$11.1 million for city wide tree planting a portion of which will be dedicated to the Central City, \$59.7 million for the expansion of the Bus Exchange and \$6 million for development related to the Central City Revitalisation Strategy. A portion of the work recommended over the next three years will consist of forward planning on issues that the Council believes that it needs to address, but for which a full scope of work has yet to be identified; i.e. storm water management, management of parking and reviewing the one-way system. Reports following this forward planning may identify additional funding needs for the out-years of the 2006-2016 LTCCP.
- 2.8 This report highlights a number of areas in the City Plan that could be amended to better align with the Council’s objectives for the Central City South area. Any prospective City Plan changes would need to undergo the necessary analysis of issues and options as prescribed by the RMA.

STAFF RECOMMENDATIONS

That the Hagley Ferrymead Community Board recommends that the Council confirms the following directions for the Central City South are to be pursued and advanced:

- (a) That the improvement and expansion of a system of lanes in the Central City South area is to be pursued and supported by the Council.
- (b) That mixed use development, i.e. development that contains a blend of residential and commercial uses, is desired in the Central City South area and that the Council will actively support development that contains this mix of uses.
- (c) That the corridor and connection between Cathedral Square and Jade Stadium, including High Street, CPIT and the Catholic Cathedral, is to be strengthened and improved by 2011.

That the following projects be adopted as short-term priority initiatives to be progressed and substantially accomplished in the next three years:

- (d) Adopt the Lanes Plan and establish two partnership agreements between the Council and private property owners to improve two lanes in the Central City South area.
- (e) Investigate and review the function and options for the Central City's one-way street network.
- (f) Investigate options within the proposed development contributions policy that supports redevelopment in the Central City South area and reflects the importance given by Council to Central City Revitalisation.
- (g) Review parking in the Central City South area and begin implementation of recommended changes to improve the management of parking within the area.
- (h) Review and, where appropriate, amend the City Plan to facilitate the creation of mixed use development and to support the creation of new lanes in the Central City South area.
- (i) Investigate and report on the storm water management needs within the Central City South area and identify options for meeting these needs.
- (j) Work with the Roman Catholic Cathedral and the Christchurch Polytechnic Institute of Technology to develop stronger connections between and through their properties to Jade Stadium and Cathedral Square.
- (k) Investigate options to create incentives and support private redevelopment of industrial sites in a sustainable manner, including the investigation into possible modifications to the system of rates that would further meet this objective.

CHAIRPERSON'S RECOMMENDATION

Not seen by Chairperson.

BACKGROUND

- 2.9 The Central City South planning charrette was convened by the Christchurch City Council under its Central City Revitalisation Project. DPZ Pacific Ltd. along with Roberts Day Town Planning and Design and Seth Harry & Associates undertook the charrette over five days from 20 March to 24 March 2006 and was held in the Our City building or former Municipal Chambers.

Entitled "Future Directions," this urban planning and design workshop focused primarily on the Central City South area – contained within the area bounded by Colombo, Lichfield and Madras streets and Moorhouse Avenue. Throughout the proceedings the design team was requested by participants to consider the influence of significant business, civic and cultural facilities outside the perimeter of the study area. Many of the ideas within the study emanated from the array of reports, plans and images assembled by the Central City Revitalization Team of the Council and additional material provided by interested members of the local community. Exploration of a broad range of issues and ideas relating to the locality and a guiding plan for the future of the area were specific objectives of the process.

Extensive change is occurring in the Central City South locality with increasing levels of residential living, mixed use retail and commercial development. This activity is exemplified by the recent development and investment underway along High and Lichfield streets, including fashion boutiques, fine dining and entertainment in Lichfield Lanes – testament to the potential of the area. The charrette and recommendations that flowed from it attempt to build on this energy whilst furthering the aims of Central City Revitalisation.

The following is a list of twenty-two action items recommended by DPZ Pacific and described in detail in their final report entitled "Central City South – Future Directions Charrette". The items are grouped into short, mid and long term time frames to prioritize the workshop conclusions. The list indicates possible directions that the Christchurch City Council could take to provide a coordinated revitalization effort. Once again, the list that follows are the recommendations of the consultants of DPZ Pacific.

• **Short Term Actions**

- Remove or reduce development contributions for Central City properties.
- Redevelop City Mall, introduce a 'Garden in the City' theme to City Mall.
- Redevelop the Council-owned car park to a mixed-use development.
- Increase lighting to improve safety.
- Develop and implement area-wide storm water management plans.
- Establish an internal system of lanes and mews around which mixed-use redevelopment occurs.
- Implement a unified parking management system.
- Retain a project manager to oversee redevelopment in the study area.
- Encourage high density residential development at the mid-block.

• **Mid Term Actions**

- Develop a Jade Stadium, Catholic Cathedral, Jade Stadium, High Street corridor.
- Utilize Rugby World Cup 2011 as a driver for redevelopment and reconnection to greater Christchurch.
- Remove the system of one-way streets.
- Incorporate structured parking into new developments.
- Strengthen and develop the existing string of retail which leverages the three types (City Mall, niche retailers, and regional-big box) already found in the study area.
- Offer rates remissions or graduated system for projects based on scale and use of services.
- Tax credits for projects that reuse heritage buildings.
- Creation of a redevelopment agency with statutory override.
- Attract brand name retailers to City Mall.

• **Long Term Actions**

- Develop an inter-modal transit station at the site of the former rail station.
- Expand the tram network to create a viable Central City transit network.
- Construction of a second Bus Exchange north of the square.
- Develop ethnic precincts to concentrate cultural and civic amenities.

The March 2006 planning and design workshop covered a wide range of topics and issues facing the Central City South as well as the Central City generally. The report produced by DPZ Pacific Ltd. entitled "Central City South – Future Directions Charrette" contains a full discussion of the workshop and ensuing consultant recommendations. Interested parties are referred to this report for details of the workshop proceedings.

SECTION THREE - CENTRAL CITY LANES PLAN

General Manager responsible:	General Manager, Strategy and Planning Group, DDI 941-8177
Officer responsible:	Programme Manager, Liveable City
Author:	Miranda Charles, Policy Planner

PURPOSE OF REPORT

- 3.1 The purpose of this report is to seek the Board's recommendation that the Council approve the proposed Central City Lanes Plan (separately circulated to members) for consultation, and to endorse in principle the four priority lanes projects identified in the Plan for implementation in the short term.

EXECUTIVE SUMMARY

- 3.2 The Central City Lanes Plan, hereafter referred to as 'the Plan', is the Council's guiding document for the redevelopment and enhancement of Central City lanes. It has been prepared as part of the Central City Revitalisation Project and in conjunction with the Central City Transport Concept. The Plan also gives expression to the National Urban Design Protocol, which the Council signed up to in 2005.
- 3.3 The Plan establishes a goal for the enhancement of Christchurch's lanes and sets out objectives, principles, and targets to facilitate their redevelopment. The Plan also describes a process by which lanes are to be identified and evaluated, as well as design guidelines to be followed in the design and implementation stages of lanes redevelopment projects.
- 3.4 Four lanes redevelopment projects are flagged as priorities under the Plan, with a further six lanes areas identified for consideration over the medium-long term. The four priority lanes to receive immediate Council support for redevelopment are 1.) Struthers Lane, 2.) Lichfield Lanes, 3.) Westpac Lane and 3.) Kivers Lane. The successful implementation of the Plan is dependent on the development of public-private partnerships between the Council and property owners in and around lanes areas.

FINANCIAL AND LEGAL CONSIDERATIONS

- 3.5 Where financial assistance is required to undertake a lanes redevelopment project, funding will predominantly be sourced from the Central City Transport Projects Budget. This capital budget has a total of \$6 million over the next 10 years. The yearly breakdown is:

2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
76,000	740,000	740,000	740,000	740,000	740,000	740,000	740,000	740,000	0

- 3.6 In the case of Struthers Lane, the estimated cost of the Council's contribution for the redevelopment of this lane is \$250,000. Approval will be sought shortly in a separate report to approve the use of the 2006/07 budget of \$76,000 on Struthers Lane, and that a further sum of \$174,000 be brought forward from the 2007/08 budget in order to complete the project.
- 3.7 In the case of Lichfield Lanes, funding of \$211,000 is available this financial year from, the Major Amenities Budget. This project was supported by the Hagley-Ferrymead Board at its meeting on 23 August, and will be reported to the Council early in September, it is anticipated construction will start shortly after that.
- 3.8 In the case of Westpac and Kivers Lane, estimated costs are currently around \$100,000 per lane, but precise cost estimates are yet to be prepared.
- 3.9 There is also a 10-year operational budget of just over \$936K for 'Urban Lanes' under the Central City Revitalisation Project budget. The yearly breakdown is:

2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
163,842	163,656	163,660	63,656	63,713	63,634	63,605	63,604	63,628	63,648

- 3.10 There will be instances where the Council may be able to contribute by providing materials (e.g. surplus pavers held in stock from previous projects). This may help reduce the overall capital cost in the case of Westpac Lane (to approximately \$75,000) as Council Officers are likely to recommend the use of surplus pavers from the Cathedral Square Redevelopment, due to the lane's relationship with The Square.
- 3.11 As several of the lanes identified under the Plan are privately owned, redevelopment projects may involve the Council entering into legal agreements with property owners/developers to facilitate public-private partnerships. The Council's existing policy relating to Public-Private Sector Partnerships will apply in some circumstances, as noted in Clause 5.3 of the Plan.
- 3.12 Any Right of Way/ Easement rights that are developed from public-private partnerships will run for 80 years and coincide with the asset life for kerb and channel replacement. This is the legal agreement which will be used for a section of the Lichfield Lanes development.

STAFF RECOMMENDATIONS

That the Hagley Ferrymead Community Board recommend that the Council:

- (a) approves the Central City Lanes Plan for consultation with affected property owners.
- (b) agrees in principle to the first four short-term lanes projects referred to under the Plan as initial priority projects.

CHAIRPERSON'S RECOMMENDATION

Not seen by Chairperson.

BACKGROUND ON CENTRAL CITY LANES PLAN

- 3.13 The traditional purpose of lanes is to generally provide vehicles and property owners with rear access to buildings and, in some cases, for off-street parking. However, redevelopment projects being undertaken in the Lichfield Lanes and in 'South of Lichfield' area are demonstrating that lanes can also provide a backdrop for far more diverse and interesting uses: uses which facilitate the revitalisation of the Central City.
- 3.14 Lanes provide through block connections and increase the permeability of the City Centre, enhancing pedestrian circulation and flow. While some lanes areas are suitable as pedestrian corridors, others offer opportunities for mixed-use development. Boutique activities such as cafes, restaurants, living space, boutique businesses, and 'one-off' fashion stores are ideal for lanes areas.
- 3.15 The concentration of interesting and diverse activities in and around lanes highlights the distinctive character of the City Centre, and increases the points of difference between the Central City and the suburbs. As the character and interest of these areas grow in profile and popularity, the reputation and identity of the entire City is sure to benefit.
- 3.16 What the Council can achieve through the implementation of a Central City Lanes Plan is well aligned with the Council's vision and objectives for Central City revitalisation and in respect of the Central City Transport Concept. The lanes redevelopment plan is also one way the Council can give expression to the National Urban Design Protocol, which it signed in 2005.
- 3.17 Furthermore, pedestrian amenity and access was highlighted as an important issue during the public consultation that occurred during the preparation of the Stage I Central City Strategy. Respondents to that consultation specifically mentioned pedestrian lanes as a way to revitalise the City Centre.

OPTIONS

Three options:

3.18 Option One: Maintain the Status Quo

The Council continues to provide advice to property developers undertaking lanes redevelopment projects but provides no support (financial or otherwise) outside its current development incentives programme (e.g., the heritage grants scheme).

3.19 Option 2: Strategic Acquisition of Lanes

The Council identifies suitable lanes for redevelopment and approaches the property owner to discuss the purchase of the lane.

3.20 Option 3: Central City Lanes Plan

The Council adopts the Central City Lanes Plan and implements it by developing public-private partnerships with affected property owners.

PREFERRED OPTION

3.21 Option 3: Approve and Adopt a Central City Lanes Plan

The Council approves and adopts the Central City Lanes Plan and implements it by developing public-private partnerships with affected property owners.

This option is preferred because it provides a goal and objectives and logical assessment criteria and design guidelines for lanes selection, funding and development, as an integral part of the Central City Revitalisation Project.

ASSESSMENT OF OPTIONS

The Preferred Option

3.22. Approve and Adopt a Central City Lanes Plan (Option 3)

The Council adopts this Lanes Plan and implements it by developing public-private partnerships with affected property owners.

	Benefits (current and future)	Costs (current and future)
Social	Opportunity to increase public access, diverse land use activities, and new public spaces for social interaction	Nil
Cultural	Opportunity to enhance precincts and the urban identity of Christchurch City in general Opportunities to provide new artworks in new public spaces Opportunities to increase the conservation and retention of heritage features	Nil
Environmental	Opportunities to improve the physical amenity and cleanliness of lanes areas Opportunities to increase the adaptive reuse of buildings	Nil
Economic	Opportunities to increase economic investment and activity by raising the environmental amenity, diversity, and intensity of land use activities. Opportunities to increase cultural tourism in Christchurch Central City	The Council's financial contribution will be sourced from general rates. Funding for Central City Lanes will result in a reduction in the overall budget available for other Central City Transport Projects.
<p>Extent to which community outcomes are achieved: Primarily aligned with the Community Outcome of A Prosperous City and an Attractive and Well Designed City, and also contributes to A Safe City by:</p> <ul style="list-style-type: none"> ○ Actively pursuing public-private partnerships for urban renewal and development ○ Improving pedestrian amenity and access ○ Using quality urban design principles to improve use of interaction between public-private spaces ○ Strengthening the character and identity of the Central City by highlighting its distinctive features, including historic features ○ Creating opportunities to increase diversity and intensity of land use and therefore increasing efficient resource use <p>Impact on Council's capacity and responsibilities: Staff time and advice required to establish and develop ongoing partnerships with property owners affected by lanes redevelopments. Resources required if Council contributes money or materials to lanes redevelopment projects. It may be necessary to extend the city street maintenance and cleaning programme to cover any new lanes areas purchased by the Council.</p> <p>Effects on Maori: N/A</p> <p>Consistency with existing Council policies: In addition to the Community Outcomes under the Long Term Council Community Plan, the Lanes Plan is aligned with the Central City Revitalisation Strategy and the Central City Transport Concept. It is also consistent with Council policy to improve pedestrian facilities and the quality of the pedestrian environment under the Christchurch City Plan and the Christchurch Pedestrian Strategy. As an urban design and development initiative, the Plan also gives expression to the National Urban Design Protocol which the Council signed in 2005.</p> <p>Views and preferences of persons affected or likely to have an interest: Affected Central City property owners i.e., those that lanes or properties adjacent to lanes, are yet to be consulted.</p> <p>Other relevant matters:</p>		

Maintain The Status Quo (If Not Preferred Option) (Option 1)

3.23. The Council continues to provide advice to property developers undertaking lanes redevelopment projects but provides no support (financial or otherwise) outside its current development incentives programme (e.g., the heritage grants scheme).

	Benefits (current and future)	Costs (current and future)
Social	Nil in lanes areas unless private developers continue to undertake redevelopment projects on private land.	This approach is less proactive in terms of creating new public space for social interaction, and promoting diverse land uses to enhance community life
Cultural	Nil in lanes areas unless private developers continue to undertake redevelopment projects on private land. With the exception of Lichfield Lanes and South of Lichfield, urban identity is more likely to be shaped by amenity improvements on regular streets.	This approach is less proactive in highlighting the range of architecture and historic features in the Central City, and may increase risks of losing these features as a consequence.
Environmental	Nil in lanes areas unless private developers continue to undertake redevelopment projects on private land.	This approach is less proactive in encouraging improvements to visual amenity and cleanliness of lanes areas This approach is less proactive in terms of encouraging pedestrian linkages and diverse development of adjacent land This may be a less proactive approach to the promotion of the adaptive reuse of buildings Lanes are less likely to undergo safety audits through application of CPTED principles (Crime Prevention Through Environmental Design)
Economic	Nil unless private developers continue to undertake redevelopment projects and/or create new lanes on private land.	This approach is less proactive in creating opportunities for economic investment and activity.

Extent to which community outcomes are achieved:

Progress will still continue to be on the Community Outcomes of A Prosperous City and an Attractive and Well Designed City, and also contributes to A Safe City but, under this approach, Central City lanes areas may not make such a proactive contribution to these outcomes

Impact on Council's capacity and responsibilities:

Council continues to provide advice to property developers undertaking lanes redevelopment projects but provides no special support, financial or otherwise, outside its current development incentives programme (e.g., heritage grants).

Effects on Maori:

N/A

Consistency with existing Council policies:

While the "do nothing" approach is not inconsistent with existing Council policies and programmes, this approach is a less proactive approach to the Community Outcomes, to Central City revitalisation, to the Central City Transport Concept, and to implementing the National Design Protocol to which the Council is a signatory.

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

Affected Central City property owners i.e., those that lanes or properties adjacent to lanes, are yet to be consulted.

Other relevant matters:

Strategic Acquisition of Lanes (Option 2)

3.24. The Council identifies suitable lanes for redevelopment and approaches the property owner to discuss the sale and purchase of the site.

	Benefits (current and future)	Costs (current and future)
Social	Opportunity to increase public access, diverse land use activities, and new public spaces for social interaction	Nil
Cultural	Opportunity to enhance precincts and the urban identity of Christchurch City in general Opportunities to provide new artworks in new public spaces Opportunities to increase the conservation and retention of heritage features	Nil
Environmental	Opportunities to improve the physical amenity and cleanliness of lanes areas Opportunities to increase the adaptive reuse of buildings	Nil
Economic	Opportunities to increase economic investment and activity by raising the environmental amenity, diversity, and intensity of land use activities. Opportunities to increase cultural tourism in Christchurch Central City	Increased costs to the Council (and rate payers) to fund land purchases.
<p>Extent to which community outcomes are achieved: Primarily aligned with the Community Outcome of A Prosperous City and an Attractive and Well Designed City, and also contributes to A Safe City by:</p> <ul style="list-style-type: none"> ○ Actively pursuing public-private partnerships for urban renewal and development ○ Improving pedestrian amenity and access ○ Using quality urban design principles to improve use of interaction between public-private spaces ○ Strengthening the character and identity of the Central City by highlighting its distinctive features, including historic features ○ Creating opportunities to increase diversity and intensity of land use and therefore increasing efficient resource use <p>Impact on Council's capacity and responsibilities: Greater demand on resources than the other approaches as staff would be engaged to investigate and negotiate the sale and purchase of new land. The Council's existing capital fund for strategic land acquisition would be used, reducing the amount of money available for other strategic purchase. It would be necessary to extend the city street maintenance and cleaning programme to cover new lanes areas purchased by the Council.</p> <p>Effects on Maori: N/A</p> <p>Consistency with existing Council policies: The Council has a budget for the purposes of Strategic Land Acquisition (\$23 million over the next 10 years). However, it is debatable whether or not funding in this budget was ever envisaged for Central City lanes.</p> <p>Views and preferences of persons affected or likely to have an interest: Affected Central City property owners i.e., those that lanes or properties adjacent to lanes, are yet to be consulted.</p> <p>Other relevant matters:</p>		

SECTION FOUR - CITY MALL RENOVATION

General Manager responsible:	General Manager City Environment, DDI 941-8656
Officer responsible:	Capital Programme Manager
Author:	Clarrie Pearce, Project Manager, City Solutions

PURPOSE OF REPORT

- 4.1 The purpose of this report is to ask the Hagley Ferrymead Community Board to recommend that the Council endorse the Draft City Mall Proposed Design produced by the Isthmus Group (separately circulated to members) for the renovation of the City Mall and approve the proposed consultation process.

EXECUTIVE SUMMARY

- 4.2 The City Mall is in need of revitalisation. At present it is cluttered, worn and out-dated. The area has been losing customers to the suburban malls for a number of years. New and existing businesses are choosing either not to locate in the city centre or to relocate to other retail precincts. This is threatening the vitality of the central city area. The Council believes an upgrade of the City Mall will help it regain its former status as Christchurch's premier shopping area and help revitalise the central city as a whole.
- 4.3 The Isthmus Group were commissioned to review all design criteria and present to the Council a preferred design proposal to be used as the basis for public consultation. In the development of this preferred design, substantial outreach to gain feedback from the various stakeholders, including Councillors, was undertaken. This outreach including ongoing meetings with retailers in the area, landowners, adjacent schools, specific interests such as the Stewart Family and the operators of the Tram. Specific feedback was sought from Councillors during three Council seminars on February 2006, 2 May 2006 and 1 August 2006.
- 4.4 It is important to note that the attached "Draft City Mall Proposed Design" incorporates design concepts and areas that are outside of the budgeted area, which is specifically defined as the two pieces of the City Mall and the part of High Street between Cashel and Hereford which is currently closed to traffic. This was done in order to develop an overall concept in much the same way as the overall Central City Revitalisation so that one area is not considered in isolation. The document specifically identifies areas that are included or excluded as appropriate.

FINANCIAL AND LEGAL CONSIDERATIONS

- 4.5 The Central City Revitalisation Strategy – Stage II (pages 44-49) contains an outline of Council's intended work programme for the next ten years. The City Mall Renovation funding of \$10.5m is identified in the Stage II document (page 42) from 2006 to 2008 as approved in the 2006 – 2016 LTCCP.
- 4.6 City Mall is a legal road that was given a Pedestrian Mall designation by special order under the 1974 Local Government Act. If the opening of parts of the City Mall to traffic is chosen by Council at the end of the proposed consultation period then, to return the legal road portions of the Mall to use as road, the special order that gives the Mall pedestrian status would have to be revoked.

The requirements of the 1974 Act (S716B) still apply and revocation of the special order will require a "special consultative procedure" (SCP) of the Local Government Act involving further public notification and hearings.

This second process if needed would involve:

- Council resolution to commence special order procedures.
 - Public notification.
 - Hearing.
 - Second Council resolution to accept the decision of the hearing.
- 4.7 Should the above SCP take place and a subsequent legal challenge, to the Environment Court or the High Court be initiated, then the project would most likely be significantly delayed. This would have an impact on the financial budget for at least 2007/08 and probably 2008/09. There is no budgeted provision for the financial costs that a legal challenge would incur.

- 4.8 This proposal will mean the removal of a number of trees in the area. Some of these are in poor health and need to be removed, others can be transplanted to other areas but a few may need to be cut down. New trees will also need to be planted. It is proposed to use upright branching species allowing views to buildings and the hills.
- 4.9. The costs associated with the implementation of the attached design, in the designated areas, have been the subject of a quantity estimate and this fits within the overall \$10.5m budget. Budget provision for work on areas adjoining this design proposal will be covered by operational budgets as and when it is considered appropriate for that work to proceed.

STAFF RECOMMENDATIONS

That the Hagley Ferrymead Community Board recommend that the Council:

- (a) Adopts the Isthmus Group Draft City Mall Proposed Design as presented by them to Council on 1 August 2006 for public consultation.
- (b) Adopts the proposed dates and time schedule for the consultation process.
- (c) Appoints all Councillors to hear the submissions.

CHAIRPERSON'S RECOMMENDATION

Not seen by Chairperson.

BACKGROUND

4.10 The City Mall was designed in the late 1970's as Christchurch's premier shopping area. The pedestrian mall plays host to a wide range of commercial uses including shops of all sizes, small offices, cafes, restaurants and Ballantynes - our locally owned department store. By day, the mall is used by pedestrians for shopping, meeting friends, people-watching and going to and from their business and leisure activities. In good weather bakery and café patrons enjoy sitting out in the mall, creating warmth and vibrancy. By night, the City Mall turns into a thoroughfare for people moving between the City's most popular night-spots.

In addition to the numerous heritage buildings located on the mall, the area also has historical importance for Christchurch. Cashel Street was the route used by soldiers leaving King Edward Barracks (located on Cashel Street between Durham and Montreal Streets) for the railway station on Moorhouse Avenue during WW I and II. This strong emotional connection is emphasized by the Bridge of Remembrance at the western end of the mall.

In 1966, the first submission was made to develop this street and part of High Street into the 'premier shopping centre'. In 1968 the city plan was changed and the recommendation to change this street into a pedestrian mall was proposed. Stage 1 of City Mall was completed in 1982 and involved the removal of kerbs and flattening the road profile to make it more pedestrian friendly. Trees and circular seats were also added in such a way as to maintain an access route for emergency vehicles.

Stage 2 involved the introduction of pavers to the pedestrian area. Two air-bridges were also constructed to create a link between the second story of buildings from what was then The National Mutual Arcade (AKA the Axa Centre and now 'Link') via the Triangle Centre to Arthur Barnett (now The Crossing Food Hall). These second floor retail tenancies, however, have never functioned well.

The Stewart Fountain, which was constructed in the 1970's, forms an important entrance point to the mall at Hereford Street with its link to Cathedral Square. This fountain has also undergone numerous changes with its most recent upgrade occurring in 1999. The fountain has struggled to function correctly from the beginning and remains a difficult and unresolved area within the mall.

The City Mall has become increasingly less attractive as various entities have added street furniture and utilities in an ad hoc manner. The features of the mall have also degraded through general aging and as a result of heavy usage.

In 2004-05, budget was available to complete a necessary upgrade of the lighting in the mall and work was also done on the amphitheatre to remove the old terracotta tiles which, due to age and safety concerns, required urgent attention. Under pressure from internal and external groups for more to be done, plans to overhaul all the planters, seating and street furniture in both Cashel and High Street out to Manchester Street were proposed and estimated to cost \$1.9 million. These plans were viewed as only partial improvements and the Council believed that the time had come to undertake a major rethink and renovation of this important space.

The City Mall has other challenges that go beyond the present physical conditions on Cashel and High Streets. Over the last 20 years, the Central City area of Christchurch has experienced a decline in its share of retail tenants and shoppers relative to the greater metropolitan area. While the aging and current design of the City Mall has been one reason for its decline, other factors have also contributed to this trend. The mall has faced significant competition from suburban shopping malls and out-of-centre big box/bulk retail with the development of four major suburban malls and 26 smaller centres. Combined, this retail space has given Christchurch the largest percentage of retail floor space per capita in the Southern Hemisphere. Christchurch's permissive land use policy has allowed this retail expansion into industrial zones of the City. Other factors have been the increased mobility of residents mirrored by a rise in vehicle ownership and changes in consumer spending patterns.

On a more positive note, there has been a countervailing trend toward the development of boutique retail in areas near the City Mall such as High and Victoria Street. These retailers have catered to a market not served by the outlying shopping centres. The mall has also been supported by the continued success of the nearby Cultural Precinct, the proximity afforded by a well used intra-city bus terminal, and the tourists attracted to Cathedral Square. The recent development of a central city secondary school in the mall has also added a new dimension. It is hoped that a revitalised City Mall would connect to and reinforce these strengths of the Central City.

Process History

- **May 2003**
A project team was set up to look into the redevelopment of the City Mall and tabled some ideas to the Sustainable Transport and Utilities Committee in May 2003.
- **July 2003**
The Annual Plan subcommittee reported to the Council that staff work to develop a proposal on the upgrade of the City Mall with a view to including funding in the 2005/06 draft LTCCP. A subsequent amendment to that motion discussing enhancement of the City Mall was passed by Council.
- **December 2003**
It was proposed that a Public Artworks Team be set up to work with the Council officers involved in the City Mall upgrade. This report was adopted by the Council and following from this the Arts, Culture and Heritage Committee appointed the then Councillor Barbara Stewart as their spokesperson to the City Mall project.
- **February 2004**
Following on from the 2003/04 Council elections, the Arts, Culture and Heritage Committee appointed Councillor Anna Crighton to assume the position vacated by former Councillor Barbara Stewart as their new spokesperson to the City Mall project.
- **April 2004**
A report of the Sustainable Transport and Utilities Committee was tabled to obtain approval to upgrade lighting and seating in the City Mall. It was also suggested that a wider renovation of City Mall should occur beyond these initial upgrades.
- **March – August 2005**
An RFP is developed for design services related to the renovation of City Mall.
- **September 2005**
An RFP for design services is released which is advertised nationally and internationally.
- **October 2005**
The RFP closes with nine design teams submitting proposals.
- **November – December 2005**
The submissions to the RFP are evaluated and four finalist teams are interviewed by a selection panel. This selection panel is comprised of Anna Crighton (Councillor), Richard Ballantyne (businessman), Steve Collins (businessman), Ian Hay, Ross Herrett, Carolyn Ingles and Maurice Roers (Council officers). The Isthmus Group Ltd. and their associated sub-consultants are identified by the selection panel as the preferred design team for the City Mall renovation. This is subsequently confirmed by the Executive Team.
- **January – February 2006**
A contract for design services is established with the Isthmus Group and design work begins. This work is managed by a PCG whose members are Anna Crighton (Councillor), Richard Ballantyne (businessman), Steve Collins (businessman), Ian Hay, Ross Herrett, Carolyn Ingles, Dave Hinman, John Craig, Melanie Williams and Maurice Roers (Council officers).
- **February – August 2006**
Preliminary design work is completed which includes the development of four design concepts, an initial sketch plan and a proposed design. Feedback is sought throughout the design process with specific input from local retailers and landowners, schools adjacent the mall, Council officers and the general public through a storefront on City Mall. In addition, three seminars are held with Councillors in February, May and August to get feedback on the renovation and proposed design.

- 4.11 The renovation of the City Mall is a crucial element in the Central City Revitalisation Strategy – Stage II. The Isthmus Group were contracted to work with the Project Control Group to produce a report containing a design proposal for the renovation of the City Mall.

4.12 The Project Brief for Isthmus was as follows:

The objectives of the City Mall renovation project are:

- To redevelop and upgrade the existing City Mall area.
- To regain the precinct's former status as Christchurch's premier retail areas.
- To increase vitality to the central city precinct in general and allow for diversity of
- To create a destination/identity in its own right.
- To encourage growth and expansion of new retail activities.
- To incorporate public and integrated art into the structure of the revitalised City Mall.
- To encourage a greater sense of activity and use in all seasons.
- To integrate the historic and heritage aspects of the locality into the precinct.
- To identify and encourage redevelopment of current or new links and extend to existing pedestrian areas and precincts.
- To strengthen the Mall's connection to peripheral areas and infrastructure.
- To motivate landowners to undertake redevelopment to create new business, city offices, boutique accommodation and enhance retail experience.
- To identify and implement management techniques and methods, for improvement and co-ordination of marketing and advertising initiatives.
- To create a sustainable inner city precinct.

The team explored a range of design considerations and as stated by Isthmus in their report "It is our belief that there is no one magic bullet to the City Mall's ills, but that the revival of City Mall must rely on a balanced approach".

The design approach was to explore four broad concepts as outlined in the following numbered items 4.14 through 4.17. These concepts were then discussed with feedback sought and refined to give the proposal as outlined under 4.18.

- 4.13 Open all streets (Page 13 of the Design Proposal) - This concept involved opening all streets to traffic such that streets would be returned to a more standard treatment that is typical of retail main streets. The focus would be on maximum access by all modes of transport. This follows many other recent town centre redevelopments.

Benefits:

- Increased movement and street activity - Opening streets to traffic will provide greater movement and mixture of transport modes (pedestrian and tram). This is particularly valuable on the western end of Cashel Street where pedestrian traffic falls off dramatically from Colombo Street.
- Concentration of pedestrian activity - Introducing traffic would mean that pedestrians are concentrated on footpaths. This has the benefit of making the street appear busier and also increases the visibility of store fronts.
- Clearer connections - Returning the streets in City Mall back to regular street functions would clarify connections. The connection from Cathedral Square down High Street would most benefit from this scheme as it would re-establish a link that has been broken by the current pedestrian-only condition between Hereford and Cashel Streets and excessive parking between Cashel and Lichfield Streets.
- Regularising traffic - At present, service vehicles meander all over the pedestrian portions of City Mall. Returning to standard street functions would regularise where these vehicles can go.
- Improved public safety - Cashel Street suffers from lack of surveillance, particularly at night when few people are waking in the mall. Allowing traffic introduces "eyes on the streets" at all hours.
- Activity focal points - Under this scheme, activity would get concentrated around focal points such as the Bridge of Remembrance and the High Street triangle reserves.
- Perception of accessibility - Although actual transport options such as parking would not change dramatically, streets that are open to traffic heighten the perception of accessibility.
- Change - The City Mall area has been on the decline over the last few years, opening all streets would be viewed as a large change with the potential to reinvigorate interest in the area.

- Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce Benefits
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- Regularising traffic - At present, service vehicles meander all over the pedestrian portions of City Mall. Returning to standard street functions would regularise where these vehicles can go.
- Improved public safety - Cashel Street suffers from lack of surveillance, particularly at night when few people are waking in the mall. Allowing traffic introduces “eyes on the streets” at all hours.
- Activity focal points - Under this scheme, activity clutter.

Costs:

- Traffic management - Opening all streets could jam the street intersections.
 - Decreased public safety - Introducing vehicle traffic has the potential to reduce safety by creating the potential of vehicle-pedestrian conflicts. This could be particularly problematic in the evenings where there is the potential for boy-racers to clash with bar patrons on Oxford Terrace.
 - Loss of public space - Opening all streets to traffic would mean that large portions of public, pedestrian-only space are removed and given over to vehicles. This would not only restrict pedestrian activity, but would limit where events and busking could take place.
 - Increased noise and fumes - Hoons and boy racers are a problem throughout Christchurch. The disturbance they create on other city streets would be replicated here if opened to traffic. The noise and disturbance created by vehicles could be problematic for outdoor dining.
 - Youth - Opening all roads to traffic would delete the public spaces that are currently used by students of adjacent schools.
 - Subject to the elements - No climate control measure is suggested in this scheme and so cold, windy weather would still deter users.
 - Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce clutter.
- 4.14 Partial street opening (Page 15 of the Design Proposal) - This concept tested a condition that was midway between the opening of all streets to traffic and the current pedestrian only condition. In this situation, some streets are open to limited vehicular access while the public space in other areas is enhanced.

Benefits

- Increased movement and street activity - Opening streets to traffic will provide greater movement and mixture of transport modes (pedestrian, vehicle and tram). This is particularly valuable on the western end of Cashel Street where pedestrian traffic falls off dramatically from Colombo Street.
- Concentration of pedestrian activity - Introducing traffic would mean that pedestrians are concentrated on footpaths, although less so than in the "Open All Streets" option. This has the benefit of making the street appear busier and also increases the visibility of store fronts.
- Creation of promenades - This scheme calls for the creations of wide promenades connecting public spaces.
- Flexible streets - Under the partial street option, the use of streets could be more flexible with streets being closed for public events or lunchtime use.
- Clearer connections - Returning the streets in City Mall back to regular street functions would clarify connections. The connection from Cathedral Square down High Street would most benefit from this scheme as it would re-establish a link that has been broken by the current pedestrian-only condition between Hereford and Cashel Streets and excessive parking between Cashel and Lichfield Streets.
- Regularising traffic - At present, service vehicles meander all over the pedestrian portions of City Mall. Returning to standard street functions would regularise where these vehicles can go.
- Improved public safety - Cashel Street suffers from lack of surveillance, particularly at night when few people are waking in the mall. Allowing traffic introduces "eyes on the streets" at all hours.
- Activity focal points - Under this scheme, activity would get concentrated around focal points such as the Bridge of Remembrance and the High Street triangle reserves.
- Perception of accessibility - Although actual transport options such as parking would not change dramatically, streets that are open to traffic heighten the perception of accessibility.
- Change - The City Mall area has been on the decline over the last few years, opening streets to limited traffic would be viewed as a large change with the potential to reinvigorate interest in the area.
- Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce clutter.
- Tram - This concept tests the introduction of the tram into the area. The tram has the benefit of creating movement along currently inactive spaces of the mall while providing an iconic and memorable point of difference for the area. The tram also helps to further calm vehicle traffic.
- Youth campus - Retention of key public spaces in Cashel Street allow for the area to cater to the needs of students from adjacent schools.
- Pulses of activity - Kiosks and other new retail opportunities are explored in this concept. These new retail venues would provide additional activity to the area.

Costs

- Decreased public safety - Introducing vehicle traffic has the potential to reduce safety by creating the potential of vehicle-pedestrian conflicts. This could be particularly problematic in the evenings where there is the potential for boy-racers to clash with bar patrons on Oxford Terrace.

- Loss of public space - Opening some streets to traffic would mean that portions of public, pedestrian-only space are removed and given over to vehicles, although not to the same extent as in the “Open all streets” concept.
- Increased noise and fumes - Hoons and boy racers are a problem throughout Christchurch. The disturbance they create on other city streets would be replicated here if opened to traffic. The noise and disturbance created by vehicles could be most problematic for outdoor dining.
- Open to the elements - No climate control measure is suggested in this scheme and so cold, windy weather would still deter users.
- Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce clutter.
- Financial costs - The extension of the tram through City Mall is likely to cost about \$3.5 million.

4.15 Full pedestrian with climate control (Page 17 of the Design Proposal) - This concept sought to retain the current pedestrian-only condition while mediating the adverse aspects weather in the South Island. The design focused mainly on climate control mechanisms and modifications to the existing open space.

Benefits

- Safe pedestrian environment - A pedestrian-only environment would remove most vehicle-pedestrian conflicts making it a safe environment for those travelling by foot.
- Comfortable - A climate controlled environment would mean that cold and windy weather could be mitigated against.
- Replicates suburban mall - Fully enclosing the space would replicate the environmental of conditions of a traditional suburban mall, although without any of their associated management and parking techniques.
- Youth campus - Retention of key public spaces in Cashel Street allow for the area to cater to the needs of students from adjacent schools.
- Public events - A full pedestrian mall would allow for the most public space. In addition to being available for casual users, these public spaces would also cater to events and a range of community needs.
- Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce clutter.

Costs

- Inactive public space - Keeping City Mall as a pedestrian-only environment creates a space that is too large for the amount of activity in it. This mismatch between the size of the space and the level of the activity heightens its sense of disuse and decline. Absent a modification to the space, a significant influx in nearby residents is needed to activate this space which is still a number of years away.
- Muddled connections - Keeping streets as pedestrian-only would retain current Central City disconnects, particularly those from the Cathedral Square down High Street created by the pedestrian-only condition between Hereford and Cashel Streets.
- Public safety status quo - With no substantial changes to the physical layout of City Mall, the “full pedestrian” concept is unlikely to improve current concerns about safety or the dynamics of spaces which are currently colonised by particular groups, most notably “Hack Circle.”
- Financially prohibitive - Fully enclosing City Mall would necessitate the construction of a 0,000 sq. metre roof with ventilation and associate maintenance. The cost of such a proposal would likely exceed \$5 million. A fully enclosed mall would also have substantial negative impacts on the heritage buildings in the mall.

- Change - The City Mall area has been on the decline over the last few years, retaining a pedestrian only environment would likely not be viewed as significant change in the absence of other substantial changes like the construction of a roof or introduction of the tram.
- Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce clutter.
- Reduced flexibility of public events - A space that is fully climate controlled is likely to require the introduction of a number of features that would limit the staging of public events.
- Replicates traditional suburban mall - Fully enclosing the space would replicate the environmental conditions of a suburban mall, although without any of their associated management and parking techniques.
- Continued decline in use - It is likely that without substantial changes to the configuration of the mall, both physical as well as managerial, that user numbers will, at best, plateau or, at worse, continue to decline.

4.16 Abstracted garden precinct (Page 19 of the Design Proposal) - This concept sought to maximise Christchurch's 'Garden City' image. Changes to traffic, pedestrian or vehicular, were not considered. The emphasis was on the introduction of additional planting, way-finding and interpretive signs, gateways and branding. Creating the landscape of the street as an amenity feature.

Benefits

- Garden City Image - This scheme had the benefit of strongly supporting Christchurch's real and perceived 'garden city' image. This image would be upheld through increased planting and use of natural motifs.
- Seasonal - The 'abstract garden' concept has the potential for change and vibrancy in relation to the seasons. Plantings and landscaping would be continually changed to match the time of year or events.
- Sustainable - Sustainability would be heavily emphasised in this concept. The mall would be instructive as to the historical and present state of the environment. The concept also sought to incorporate as many 'green' technologies as possible.
- Eliminate clutter - At present the City Mall suffers from a high degree of visual clutter; haphazard advertisements, overgrown trees, irregular planting, etc. This approach would clean up much of this visual disharmony and reintroduce clear sightlines.
- Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce clutter.

Costs

- Inactive public space - Keeping City Mall as a pedestrian-only environment creates a space that is too large for the amount of activity in it. This mismatch between the size of the space and the level of the activity heightens its sense of disuse and decline. Absent a modification to the space, a significant influx in nearby residents is needed to activate this space which is still a number of years away.
- Muddled connections - Keeping streets as pedestrian-only would retain current Central City disconnects, particularly those from the Cathedral Square down High Street created by the pedestrian-only condition between Hereford and Cashel Streets.
- Public safety status quo - With no substantial changes to the physical layout of City Mall, the 'abstract garden' concept is unlikely to improve current concerns about safety or the dynamics of spaces which are currently colonised by particular groups, most notably "Hack Circle."
- Financial considerations - A heavily landscaped design also implies a heavy operational budget as it would necessitate high levels of maintenance. There are also more opportunities for vandalism.

- Change - The City Mall area has been on the decline over the last few years, only adding additional planting and signs may not be viewed as substantial enough change to attract more users.
- Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce clutter.

4.17 The final design proposal (Page 26 of the Design Proposal) is based around the partial street opening, containing elements from all the above as presented by the Isthmus Group. Many different groups use the City Mall and all have different hopes and aspirations for how it can be improved. There is no single quick fix solution. The preferred concept is a robust, multi-faceted approach with maximum flexibility and the scope to ensure the redeveloped City Mall will be a great public space for everyone who uses it – for shoppers, inner city residents, students, retailers, workers, visitors and tourists. Overall the preferred concept plan is focused on integrating the public spaces by defining gateways, activating pedestrian oriented streets and gathering places. Aiming to increase long-term public and retail activity within the precinct, the preferred concept sits alongside a plan to co-ordinate retailers in the area on marketing, business hours, the mix of shops and improving security.

Benefits

- Increased movement and street activity - Opening some streets to traffic will provide greater movement and mixture of transport modes (pedestrian, vehicle and tram). This is particularly valuable on the western end of Cashel Street where pedestrian traffic falls off dramatically from Colombo Street.
- Concentration of pedestrian activity - Introducing limited traffic will mean that pedestrians are concentrated on footpaths and in public spaces. This has the benefit of making the street appear busier and also increases the visibility of store fronts.
- Creation of promenades - This scheme calls for the creations of wide promenades, walking streets that will connect important public spaces and re-establish visual sightlines.
- Flexible streets - Under the preferred concept, the use of streets is flexible. Streets can be closed for public events or lunchtime use. Alternatively, vehicular access or public transport can be modified in the future if desired without compromising the design or use of the public space.
- Clearer connections - Returning the streets in City Mall back to regular street functions would clarify connections. The connection from Cathedral Square down High Street would most benefit from this scheme as it would re-establish a link that has been broken by the current pedestrian-only condition between Hereford and Cashel Streets and excessive parking between Cashel and Lichfield Streets.
- Regularising traffic - At present, service vehicles meander all over the pedestrian portions of City Mall. Returning to standard street functions would regularise where these vehicles can go.
- Improved public safety - Cashel Street suffers from lack of surveillance, particularly at night when few people are waking in the mall. Allowing traffic introduces “eyes on the streets” at all hours.
- Activity focal points - Under this scheme, activity would get concentrated around focal points such as the Bridge of Remembrance, near the existing schools and the High Street triangle reserves.
- Perception of accessibility - Although actual transport options such as parking would not change dramatically, streets that are open to traffic heighten the perception of accessibility.
- Change - The City Mall area has been on the decline over the last few years, opening streets to limited traffic would be viewed as a large change with the potential to reinvigorate interest in the area.
- Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce clutter.

- Tram - This concept tests the introduction of the tram into the area. The tram has the benefit of creating movement along currently inactive spaces of the mall while providing an iconic and memorable point of difference for the area. The tram also helps to further calm vehicle traffic.
- Youth campus - Retention of key public spaces in Cashel Street allow for the area to cater to the needs of students from adjacent schools.
- Pulses of activity - Kiosks and other new retail opportunities are explored in this concept. These new retail venues would provide additional activity to the area.
- Public events - The preferred concept creates spaces specifically for public events. These spaces can be programmed to meet varying community needs while providing a venue that differs in scale from the nearby Cathedral Square.
- Garden City Image - This scheme had the benefit of strongly supporting Christchurch's real and perceived 'garden city' image through the creation of garden rooms. These rooms will reflect the 'garden city' image through increased planting and use of natural motifs while also creating more intimate spaces in City Mall.
- Seasonal - The preferred concept has the potential for change and vibrancy in relation to the seasons. Plantings and landscaping would be changed to match the time of year or events.
- Sustainable - Sustainability would be emphasised in this concept. The Mall would be instructive as to the historical and present state of the environment. The Mall would also incorporate sustainable features in the materials and manner of construction.
- Eliminate clutter - At present the City Mall suffers from a high degree of visual clutter; haphazard advertisements, overgrown trees, irregular planting, etc. This approach would clean up much of this visual disharmony and reintroduce clear sightlines.

Costs

- Decreased public safety - Introducing vehicle traffic has the potential to reduce safety by creating the potential of vehicle-pedestrian conflicts. This could be particularly problematic in the evenings where there is the potential for boy-racers to clash with bar patrons on Oxford Terrace.
- Loss of public space - Opening some streets to traffic would mean that portions of public, pedestrian-only space are removed and given over to vehicles.
- Increased noise and fumes - Hoons and boy racers are a problem throughout Christchurch. The disturbance they create on other city streets would be replicated here if opened to traffic. This noise and disturbance created by vehicles could be most problematic for outdoor dining.
- Trees - Aging, overgrown and unhealthy trees would be removed to be replaced by new trees that increase visibility and reduce clutter.
- Open to the elements - Some climate control measures are suggested outside the budgeted area including wind buffers, and building foils. The only mitigation elements proposed in the budgeted area is the tree bosque in the events plaza area, corner High Street and Cashel Street.
- Financial costs - The extension of the tram through City Mall is likely to cost about \$3.5 million.

Consultation Plan

4.18 The Consultation will discuss the background and current challenges facing City Mall, the objectives of the renovation project, the design process to date and the content of the proposed design.

4.19 The objectives for the planned Consultation are:

- Meeting the statutory obligations for a consultation.
- Produce documents that are clear and easy to follow.
- Receive feedback from a good cross section of the community.

4.20 The key messages of the Consultation will be:

- The City Mall is vital to the well-being of Christchurch and the Region.
- The City Mall is due for refurbishment.
- The design project addresses the City Mall as both a public space and a retail centre.
- The project team is working hard to include all stakeholders in a process that has identified some exciting solutions.
- The design team along with the PCG have considered many possibilities for the mall and are presenting what they believe to be a solution which best balances the needs of and desires for the area.
- This project is integrated into other work going on other Central City projects.

4.21 Through Consultation we will be seeking feedback on the following issues:

- Are they pleased with the overall design?
- What do they think of reintroducing traffic?
- Does the plan support our heritage?
- How will the plan improve their perception of safety after hours?
- How do they like the landscaping, what new planting would they like to see?
- Do they want the Tram to run though this area given that it will cost additional money?
- Are youth provided for?
- Is Garden City image reflected?
- Should Stewart Fountain be replaced?
- What should the name for the City Mall be?
- How can management be improved?

4.22 We will not be asking the public to tell us:

- If capital funding should be spent on the renovation of City Mall (this has already been debated and determined through the LTCCP)
- What to do with the bus stops on Colombo Street and where to put the new bus exchange

4.23 The timeline for completed and proposed feedback and Consultation is:

Timeline

Dates		Status
October 2005	Develop and send out RFP for the City Mall	Completed
December 2005	Select consultant to redesign and improve Central City	Completed
April – July 2006	Develop design proposal	Completed
April – July 2006	Informal consultation with stakeholder and the public	Completed
1 August	Seminar meeting to present plan to City Council	Completed
7 September	Council meeting to formally accept proposal	
18 September	Public consultation period commenced	
20 October	Consultation period ends	
	General summary of feedback	
6 th and 10 th November not confirmed	Public hearings	
	Summary of feedback	

Timeline

End November	Council makes decision on recommendation from staff.
December	Concepts refined
January	Final design
30 January	Council seminar to view updated plan
15 February	Council Meeting to approve SCP (if necessary)
26 February 2007	Consultation Starts (SCP)
2 April 2007	End SCP
End of April	Hearings and analysis
End of May	Final Decision

4.24 The stakeholders and target audience groups for Consultation are:

- Internal Stakeholders
Mayor and Councillors
Community Board/s
Council officers
- External Stakeholders
Central City Retailers
Central City Businesses Owners
Developers and landowners
Central City Residents
Central City and City Mall users
ECan
Christchurch and Canterbury Marketing (CCM)
Tourists and the tourism industry
Media
Local schools
Community and Resident Groups
Ngai Tahu
Disabled
Different Ages
Civic and Heritage Trust
General Public
- Professional organisations
Planning Institute
Architects Institute
Institute of Landscape Architects
Canterbury Employers' Chamber of Commerce CECC

4.25 Other related or associated consultation programmes will address the following, related projects:

- Stage II Central City Revitalisation Project
Lichfield Street Two-way
Bus Exchange
Central City Always different marketing campaign run by the CECC
Tourism Strategy Consultation
Event Strategy Consultation

4.26 Consultation will make use of the previously agreed Council methods and mechanisms to gain public feedback. Such tools include, but are not limited to: printed reports and summary documents, public notices, an onsite shop, public meetings, Council web site, and media releases.

Attachments:

Draft City Mall Proposed Design (separately circulated to members).

SECTION FIVE - LICHFIELD STREET TWO-WAY

General Manager responsible:	General Manager City Environment, DDI 941-8656
Officer responsible:	Transport and Greenspace Manager
Author:	Tim Wright, Transport Planner - Network

PURPOSE OF REPORT

5.1 The purpose of this report is to present the development and appraisal of a number of different schemes to convert Lichfield Street from one-way to two-way operation. Based on this appraisal, a recommendation is made regarding the timing and scope of this project in relation to the other Central City Revitalisation Projects.

EXECUTIVE SUMMARY

5.2 The Central City Transport Concept Plan was adopted in October 2005. This identified a number of transport projects to assist in achieving a successful Central City Revitalisation. The Concept includes the following six components:

- A central **Core** where through-traffic will be discouraged
- **Precincts** of recognised character
- A three zone **Parking Plan**
- Good **accessibility** for motor vehicles to, from and around the core
- Expansion of the **Bus Exchange**
- **Street treatments** within the core and precincts

5.3 The project to convert Lichfield Street to two-way operation is specifically identified under the accessibility component:

“Good accessibility for motor vehicles to, from and around the core. Improvements to the one-way system amenity and pursuing the conversion of Lichfield Street to two-way, whilst maintaining a two-way Tuam Street.”

5.4 The ‘inform’ consultation undertaken prior to adoption of the Central City Transport Concept clearly identified that no decision had been made regarding the decision to two-way Lichfield Street and that options would involve considerable public consultation before a decision is made.

5.5 The brief for this study requires the identification of a preferred option for two-way Lichfield Street without introducing traffic management interventions that would reduce its arterial function. The project aims to improve the pedestrian environment and improve access to, from and around the Central City for all modes, especially for public transport.

5.6 Schemes have been developed and appraised by the Project Team with regular feedback from a Project Advisory Group (PAG), a group of a dozen individuals selected to represent the following groups of different users of Lichfield Street and local business interests:

- Sucklings Shoes – local businesses outside Lichfield and Tuam Streets
- Ballantynes – Lichfield Street businesses
- Dowsons Shoes – Lichfield Street businesses
- Hutchinson Ford – Tuam Street businesses
- Spokes – Cyclists
- Living Streets Aotearoa - Pedestrians
- New Zealand Road Transport Association - Road Transport (Freight)
- New Zealand Taxi Federation – Taxis
- ECan – Passenger Transport Service Provider
- New Zealand Automobile Association – Motorists
- Redbus – Public Transport Operators

The PAG have been involved in the development of the project and through this process gained a deeper understanding of relevant issues. Because they are representatives of groups of parties affected by the proposal they offer a valuable “non-engineering” perspective to both the Project Team and Council.

- 5.7 Some five schemes have been appraised, summarised as follows and as illustrated within the attached report to the PAG: (Lichfield Street Two-way Project Advisory Group Report on Option Appraisal)
- Scheme 1 “Basic” - Two-way of Lichfield Street (and Oxford Terrace) from Riccarton Avenue to Fitzgerald Avenue
 - Scheme 2 “Bus Priority” – As Scheme 1, but with traffic signals at the bus exchange
 - Scheme 3 “Pedestrian Amenity” – As Scheme 2, but with widened footpaths in the central city and changes to the High Street intersection.
 - Scheme 4 “St Asaph Two-Way” – As Scheme 2, but with St Asaph Street Two-way also
 - Scheme 5 “Partial Two-way” – As Scheme 4, but retaining the one-way function of Oxford Terrace and St Asaph Street at the western end of the corridor

All schemes have been developed to be implemented under the existing land-use environment (eg adjacent parking buildings and Bus Exchange).

- 5.8 The schemes have been assessed to consider the likely impact on:

- Traffic and pedestrian safety
- Pedestrian amenity
- The efficiency of the transport network for general traffic
- The efficiency of the transport network for buses
- The environment
- Accessibility and legibility (how easy it is to read the network)
- Business impact within the CBD

- 5.9 Scheme 1 is not considered workable in practice due to problems with right turning buses attempting to exit the exchange through two-way traffic. This led to the development of Scheme 2 which includes signals at the bus exchange.

- 5.10 Scheme 3 is considered to improve pedestrian amenity, relative to Scheme 2, through the widening of footpaths in the central city, improved pedestrian linkages across Manchester Street and generally slower traffic speeds. It is, however, arguable that a two-way traffic stream provides fewer opportunities for pedestrians to cross a road mid-block.

- 5.11 Schemes 4 and 5 were developed to maintain the balance in the capacity of the transport system eastbound and westbound through the complimentary two-waying of St Asaph Street. However, transport modelling indicates that delays to general traffic would be highest for these schemes. This is due to the immediate effects that two-waying would have on congestion on St Asaph Street and also the knock-on effect this would have on traffic volumes and congestion on Lichfield Street due to St Asaph Street being a less attractive route for westbound traffic.

- 5.12 All schemes have been assessed as likely to have a negligible effect on predicted accident rates.

- 5.13 All of the schemes assessed have a significant detrimental impact on the efficiency of the transport network for general traffic due to additional congestion caused by two-way operation. Long, slow moving queues of traffic are predicted for much of Lichfield Street, Oxford Terrace and the approach to Oxford Terrace on Riccarton Avenue through Hagley Park during the peak periods. The benefits to public transport identified as an objective of the Revitalisation Strategy and facilitated by two-waying Lichfield Street under the now-defunct "swap" proposal will not be realised; indeed traffic modelling indicates that bus users and operators will incur more delay than under the existing one-way system under all the Schemes assessed except for Scheme 5 which includes the highest level of bus priority.

- 5.14 The modelled increase in delays and journey times for all schemes are also predicted to result in greater emissions with an associated environmental impact.

- 5.15 All schemes allow more direct routing via a two-way Lichfield Street. Improved accessibility through more direct routing is, however, compromised by increased congestion on Lichfield Street. This is predicted to significantly increase journey times for traffic to/from the central city as illustrated within the attached seminar presentation (Lichfield Street 2-Way Project Seminar). For example, traffic modelling shows that the average journey from Hagley Avenue along Riccarton Avenue and Lichfield Street to the Bedford Row car park during the morning peak period would double from five to 10 minutes under the two-way schemes appraised. Journey time reliability would also be affected, with the longest travel time for this example trip increasing from around 10 minutes at present to in excess of 20 minutes.

- 5.16 Improved pedestrian amenity and removal of the perceived southern boundary to the CBD formed by one-way Lichfield Street has the potential to improve retail development locally and have a positive impact on local businesses. However, under the present schemes, the increased congestion predicted for trips to, from and within the Central City, could have a negative impact on the attraction of the Central City as a whole. This could have a negative impact on the Central City economy that could neutralise or outweigh the positive aspects of two-way Lichfield Street.
- 5.17 Scheme plans have been developed based on the bus exchange remaining in its present form and Lichfield Street retaining its current arterial function. The assessment conducted suggests that these two factors constrain the potential for Lichfield Street to become a vibrant, pedestrian friendly environment envisaged to support development South of the City. Whilst generally slower traffic speeds have the potential to improve pedestrian amenity, the degree of increased congestion, with associated increases in emissions, will not contribute to this objective.
- 5.18 The scheme design is greatly influenced by the needs of buses manoeuvring to enter / exit the exchange and could lead to abortive work at this location (estimated cost \$600,000) if a decision is subsequently reached either to shift the Bus Exchange or to expand the site and operate it differently. Put simply, the streetscape and, more importantly, its use, is considered more likely to meet the project objectives (and potential for the street) if the design was not constrained to attempt to meet the needs imposed by the present bus exchange and the current arterial function of Lichfield Street.
- 5.19 The statement provided by the Project Advisory Group reflects these issues:
- "The Project Advisory Group are open to two-waying of Lichfield Street in principle. However, there are unresolved issues relating to the operation of the bus exchange and the car parks such that the group feel that Lichfield Street isn't 'working' under two way operation.*
- In order to resolve these issues, the scope of the study would need to be extended to consider relocation / expansion of the bus exchange and revisiting the designation of Lichfield Street as an arterial route, possibly maintaining the overall network hierarchy through designation of alternative streets further south of the CBD as arterial streets."*
- 5.20 At a Council seminar to discuss the two-waying of Lichfield Street, some Councillors expressed a view that consultation should commence immediately on Schemes 3, 4 and 5. However, given the legal requirement to consult on the Status Quo, advice from the communications unit is to consult on just two scheme options plus the Status Quo in order to limit the volume of information to be digested by the public.
- 5.21 Staff have also noted during the revitalisation seminars that some Councillors wish to reconsider re-introducing two-waying throughout the central city. Whilst an (improved) one-way system forms a core element to support the Central City Transport Concept adopted by Council in October 2005, such a review is programmed for 2008 within the proposed Central City Revitalisation Strategy Stage Two.
- 5.22 While the scheme plans presented address the Council resolution to identify what needs to be done to two-way Lichfield Street ("now"), the study has highlighted the following major factors that will influence the scheme design and the ability to meet the aims of the scheme and the overall vision for Lichfield Street:
- The Bus Exchange expansion and/or relocation (decision anticipated in December 2006)
 - The arterial function of Lichfield Street
 - The proposed review of the one-way system programmed for 2008
- It would be prudent to progress the two-waying of Lichfield in full recognition of these factors.
- 5.23 Taking all factors into consideration, there are four principal courses of action open to Council to progress the two-waying of Lichfield Street:

Option A

- Confirm that Lichfield Two-Way Schemes 3, 5 and the Status Quo be prepared for consultation during October / November 2006
- Decision on preferred scheme by Council in November/December 2006. (Note: when the preferred scheme is adopted by council, a special consultative procedure would be required which would mean a final decision would be made in March/April 2007).

Option B

- Recognise the impact that the Bus Exchange and the car parks have on the operation of Lichfield Street
- Recognise that two-waying of Lichfield Street will add to traffic congestion in accessing the Central City.
- Delay the decision on implementing a two-way scheme until the preferred location of the Bus Exchange expansion is identified (anticipated December 2006)

Option C

- Recognise the impact that the Bus Exchange and the car parks have on the operation of Lichfield Street
- Recognise that two-waying of Lichfield Street will add to traffic congestion in accessing the Central City.
- Recognise that the present arterial function compromises the ability of to fulfil the vision for Lichfield Street to become a pedestrian friendly area of high amenity value
- Following a decision on the Bus Exchange, delay the decision on implementing a two-way scheme pending a study to review the road hierarchy under Lichfield Street two-way and consider options for relocating and accommodating the arterial function of Lichfield Street.

Option D

- Recognise the impact that the Bus Exchange and the car parks have on the operation of Lichfield Street
- Recognise that two-waying of Lichfield Street will add to traffic congestion in accessing the Central City.
- Recognise that the present arterial function compromises the ability of to fulfil the vision for Lichfield Street to become a pedestrian friendly area of high amenity value
- Confirm Councillors desire to investigate re-introducing two-waying throughout the Central City
- Delay the decision on implementing a two-way scheme pending a wider study into reviewing the one-way system throughout the Central City and subsequently review the proposals for two-waying Lichfield Street within the context of this wider study.

FINANCIAL AND LEGAL CONSIDERATIONS

- 5.24 The estimated total cost of implementing the schemes ranges from \$2.1 million to \$3.0 million. The funding for this would need to come from funds allocated for Central City Revitalisation projects in the LTCCP. This would affect the ability to fund the range of pedestrian amenity improvements identified. Approximately \$600,000 of the scheme costs would be required for traffic management around the current Bus Exchange. This element of cost could be partially or wholly abortive depending on the decision for expansion and relocation of the Bus Exchange.
- 5.25 In terms of transport efficiency, two-waying of Lichfield Street has disbenefits (costs) associated with the schemes ranging between \$3 million and \$12 million per year for the different schemes appraised and as such is unlikely to attract funding from Land Transport New Zealand.
- 5.26 Legal advice is that the one-way function of Lichfield Street (a minor arterial route) is not a specific designation within the City Plan. The illustration of the one-way streets within the City Plan is merely to identify them. The two-waying would, however, require revocation by special order of the one-way bylaw made under the Transport Act, requiring special consultative procedures.
- 5.27 Legal advice is that the consultation on scheme options should include the Status Quo.

STAFF RECOMMENDATION

That the Hagley Ferrymead Community Board recommend that the Council:

- (a) Thank the Project Advisory Group for their role in developing and appraising the schemes
- (b) Adopt the course of action as described under Option D above:
 - (i) Recognise the impact that the Bus Exchange and the car parks have on the operation of Lichfield Street.
 - (ii) Recognise that two-waying of Lichfield Street will add to traffic congestion in accessing the Central City.
 - (iii) Recognise that the present arterial function compromises the ability of to fulfil the vision for Lichfield Street to become a pedestrian friendly area of high amenity value.
 - (vi) Confirm Councillors desire to investigate re-introducing two-waying throughout the Central City.
 - (v) Delay the decision on implementing a two-way scheme pending a wider study into reviewing the one-way system throughout the Central City and subsequently review the proposals for two-waying Lichfield Street within the context of this wider study.

CHAIRPERSON'S RECOMMENDATION

Not seen by Chairperson.

BACKGROUND ON LICHFIELD STREET TWO-WAY

- 5.28 The first stage of the Central City Revitalisation Strategy was adopted in 2001. This identified a number of transport projects for investigation, including changing Lichfield Street from one-way eastbound to two-way and Tuam Street from two-way to one-way eastbound. However, consultation on the “swap” proposal in 2002 resulted in many submissions against the proposal. As a consequence, the proposal was put on hold and the Council engaged a wider central city review, facilitated through the establishment of the Central City Transport Working Party (CCTWP) in early 2003.
- 5.29 The CCTWP were heavily involved in the development of the Central City Transport Concept to address transport planning within the Four Avenues. The draft concept did not include any decision on the treatment of Lichfield Street or the other streets in the Lichfield / Tuam / St Asaph Street corridor, but maintained that several options for two-way bus travel on Lichfield Street were compatible with the overall Concept.
- 5.30 In September 2004 Council resolved to endorse the Draft Concept which was subsequently presented on an A2 colour publication for the “inform-consultation” process between November 2004 and February 2005. Features of the draft concept were:
- **Core and Precincts** where through-traffic is discouraged
 - **A One-way System** remaining largely as it is (in functional though not aesthetic terms) to provide good access to and around the core
 - **Streetscaping** to transform the look and feel of the city’s streets
 - **Bus Transport** efficiency improvements including an expanded Bus Exchange and bus corridors north south on Colombo Street and east-west along either Lichfield Street, Tuam Street, or both
 - **Parking** zones defined according to the length of stay and effective linking of the parking building network.
- 5.31 The “inform” consultation undertaken prior to adoption of the Central City Transport Concept clearly identified that no decision had been made regarding the decision to two-way Lichfield Street and that options would involve considerable public consultation before a decision is made.
- 5.32 The results of the “inform” consultation process were reported at the seminar of 21 June 2005. At this seminar, some Councillors expressed a desire to move directly to some clear and rapid decision making on the Lichfield and Tuam Streets corridor, specifically to convert Lichfield Street to a two-way street without converting Tuam Street to a one-way street.
- 5.33 Preliminary traffic modelling indicated that this conversion was possible, but that solutions would be required to resolve issues relating to:
- Congestion relief at intersections, especially Hospital Corner (Hagley/Oxford/Riccarton/ Tuam) and at Lichfield/Manchester/High.
 - The need to ensure safe design at two-way intersections, especially dealing with right turns and dealing with pedestrians, due to increased conflict.
 - Providing access to and egress from the Bus Exchange.
 - Access to parking buildings on Lichfield Street
 - Provision of bus and cyclist measures
- 5.34 At the seminar of 21 June 2005 Councillors also expressed a desire to have some clear and rapid decision making on the long-term future of the bus exchange. Work undertaken during the development of the draft Concept identified a preference for a single location central city bus interchange in the vicinity of the Bus Exchange. Option testing has been undertaken, but with no successful resolution. Work is now being undertaken concurrently to explore further options.
- 5.35 The following Central City Transport Concept was adopted at the Council Meeting of 27th October 2005:
- A **Core**, bounded by Kilmore Street, Madras Street, Lichfield Street, Cambridge Terrace and Durham Street, where through-traffic will be discouraged and streetscaping will be undertaken to improve ambience and to slow motor vehicle speeds.
 - **Other Precincts** outside the Core to reflect other areas with recognised character or amenity, which will be developed as agreed and in line with the principles applied to the core.
 - A three zone **parking** plan, based on short-term parking in the core, medium-term visitor off-street parking on the core ring/edge and residents and commuter parking in the periphery.

- Good **accessibility** for motor vehicles to, from and around the core. Improvements to the one-way system amenity and pursuing the conversion of Lichfield Street to two-way, whilst maintaining a two-way Tuam Street.
- Expansion of the current **Bus Exchange** and development of associated key bus corridors on Colombo and Lichfield/Tuam streets.
- Development of **street treatments** within the core and precincts, based on an overall streetscape **urban design** concept for the central city.

SCHEME DEVELOPMENT

5.36 During 2006, a multi-disciplinary project team has developed a number of schemes for appraisal. Scheme options have been developed and appraised by the Project Team with regular feedback from a Project Advisory Group (PAG), a group of a dozen individuals selected to represent the following groups of different users of Lichfield Street and local business interests:

- Sucklings Shoes – local businesses outside Lichfield and Tuam Streets
- Ballantynes – Lichfield Street businesses
- Dowsons Shoes – Lichfield Street businesses
- Hutchinson Ford – Tuam Street businesses
- McKenzie and Willis – Tuam and High Street businesses
- Spokes – Cyclists
- Living Streets Aotearoa - Pedestrians
- New Zealand Road Transport Association - Road Transport (Freight)
- New Zealand Taxi Federation – Taxis
- ECan – Passenger Transport Service Provider
- New Zealand Automobile Association – Motorists
- Redbus – Public Transport Operators

5.37 The PAG have been involved in the development of the project and through this process gained a deeper understanding of relevant issues. They are also representatives of groups of parties affected by the proposal and as such offer a valuable “non-engineering” perspective to both the Project Team and Council.

5.38 Some five scheme concepts were developed and appraised, as illustrated within the attached seminar presentation of 11th August and the attached July 2006 Report to the Project Advisory Group. The schemes are summarised as follows:

Scheme 1 – Basic Two-Way

- Lichfield Street and Oxford Terrace two-way from Riccarton Avenue to Fitzgerald Avenue
- All existing road space (excluding parking) used to accommodate two-way traffic
- Additional road space (parking) or land then identified if required for acceptable traffic performance

Scheme 2 – Bus Priority

- An extension of Scheme 1
- Anticipating operational difficulties at the bus exchange, signalised egress of platform C and an additional stop-line on Lichfield Street to provide bus priority for right turning buses out of the exchange.

Scheme 3 – Pedestrian Amenity

- An extension of Scheme 2
- Introducing a widened footpath on the south ‘sunny’ side of Lichfield Street to improve pedestrian environment around His Lordship’s Lane area.
- Introducing High Street / Manchester Street scheme to improve pedestrian amenity and improved efficiency of intersection. This allows the right turn to be introduced from Lichfield Street westbound into Manchester Street, negating the need for a right turn at Colombo Street, thereby improving further efficiency for Public Transport.

Scheme 4 – Lichfield Street and St Asaph Street Two-way

- An extension of Scheme 2
- Removal of half a one-way pairing results in a reduction in eastbound capacity, leaving the transport system imbalanced with three lanes available for westbound traffic across the CBD and only one for eastbound traffic.

Scheme 5 – Partial Two-way

- An extension of Scheme 2
- Recognising the varying functions and demands along the corridor (and potential operational difficulties under two-way operation), Oxford Terrace and St Asaph Street remain one-way between Riccarton Ave and the one way pair of Montreal Street and Durham Street.
- Given problems in accommodating bus stops on Oxford Terrace and the delays predicted under the other two-way schemes for right turning traffic from Oxford Terrace into Riccarton Avenue, provide bus priority into Tuam Street from Durham Street.

- 5.39 Scheme 1 is not considered workable in practice due to problems with right turning buses attempting to exit the exchange through two-way traffic.
- 5.40 Scheme 2 does little to improve pedestrian amenity within the central city, hence the development of Scheme 3 to improve pedestrian amenity through some footpath widening and to facilitate mid-block crossing of Lichfield Street. This does however result in the loss of a further eight to 14 parking spaces, depending on the details of the scheme.
- 5.41 Schemes 4 and 5 were developed to maintain the balance in the capacity of the transport system eastbound and westbound through the complimentary two-waying of St Asaph Street. However, transport modelling indicates that delays to traffic would be highest for these schemes. This is due to the immediate effects that two-waying would have on congestion on St Asaph Street and also the knock-on effect this would have on traffic volumes and congestion on Lichfield Street due to St Asaph Street being a less attractive route for westbound traffic.
- 5.42 Scheme 5 is considered preferable to Scheme 4 as it provides better travel times for buses and retains the existing configuration and operation at the Riccarton / Hagley Avenue intersection. This is predicted to be a bottle-neck under two-way operation for the other schemes modelled. It is also a lower cost scheme and is the only scheme consistent with the proposals of the Avon River Strategy which includes widening of the footpath on Oxford Terrace.
- 5.43 Scheme development and appraisal has highlighted the difficulties in achieving the desired outcome of a revitalised pedestrian-friendly Lichfield Street whilst retaining its arterial function and providing access to the Bus Exchange and the car parks accessed directly from Lichfield Street (in addition to others as part of the "search route").
- 5.44 The scheme layout in the central city section is dominated by the need to accommodate bus turning movements to and from the exchange, which provides little opportunity to improve pedestrian amenity at this location and could lead to abortive physical works depending on the outcome of the Bus Exchange expansion study.
- 5.45 Lichfield Street is a minor arterial, carrying relatively high volumes of traffic compared to streets within the CBD core and forms one of the corridors that facilitate better environmental conditions within the CBD core. In the city centre, between Colombo Street and Manchester Street, the key traffic function of Lichfield Street is one of local access to car parks and the bus exchange and also as an arterial route linking the north/south one-way arterials as part of the overall transport system providing access to and around the central core. The introduction of two-way operation will greatly reduce the capacity of the arterial route and is predicted to result in significant additional congestion at pinch points including the intersection with Manchester and High Streets and that of Riccarton Avenue, Hagley Avenue, Oxford Terrace and Tuam Street (known as Hospital Corner).
- 5.46 For example, traffic modelling shows that the average journey from Hagley Avenue along Riccarton Avenue to the Bedford Row car park during the morning peak period would double from five to 10 minutes under the two-way schemes appraised. Journey time reliability would also be affected, with the longest travel time for this example trip increasing from around 10 minutes at present to in excess of 20 minutes.

- 5.47 The vision for Lichfield Street is to provide a less car-dominated pedestrian-friendly street that will assist in revitalising the Central City though making the city a more attractive destination. It is feared that the significant queues and associated delays predicted under two-way operation whilst retaining its current traffic function could make the Central City a less attractive place to work, visit and shop.
- 5.48 Two-waying of Lichfield Street provides the potential for improved accessibility for general traffic through more direct routing and greater legibility. It also provides the potential for more direct, efficient public transport services. However, the scale of congestion predicted from the traffic modelling is such that the travel time benefits of more direct routing are outweighed by increased delays, resulting in increased travel times for general traffic and buses, particularly during the peak periods.
- 5.49 Scheme plans have been developed based on the bus exchange remaining in its present form. Lichfield Street is also assumed to retain its current arterial function. These two constraints limit the potential for Lichfield Street to become a vibrant, pedestrian friendly environment envisaged to support development South of the City. The scheme design is greatly influenced by the needs of buses manoeuvring to enter / exit the exchange and could lead to abortive work at this location (estimated cost \$600,000) when a decision is reached regarding the location and nature of the Bus Exchange expansion.
- 5.50 The statement provided by the Project Advisory Group, including representatives of local businesses and users of Lichfield Street as described above, reflects the above issues:

"The Project Advisory Group are open to two-waying of Lichfield Street in principle. However, there are unresolved issues relating to the operation of the bus exchange and the car parks such that the group feel that Lichfield Street isn't 'working' under two way operation.

In order to resolve these issues, the scope of the study would need to be extended to consider relocation / expansion of the bus exchange and revisiting the designation of Lichfield Street as an arterial route, possibly maintaining the overall network hierarchy through designation of alternative streets further south of the CBD as arterial streets."

It is recognised that the views of the PAG are not representative of all local stakeholders and some initial feedback has been received from another local stakeholder supporting the more immediate implementation of two-waying Lichfield Street.

- 5.51 Four principal courses of action are open to Council to progress the two-waying of Lichfield Street:

Option A

- Confirm that Lichfield Two-Way Schemes 3, 5 and the Status Quo be prepared for consultation during October / November 2006
- Decision on preferred scheme by Council in November/December 2006. (Note; when the preferred scheme is adopted by council, a special consultative procedure would be required which would mean a final decision would be made in March/April 2007).

Option B

- Recognise the impact that the Bus Exchange and the car parks have on the operation of Lichfield Street
- Recognise that two-waying of Lichfield Street will add to traffic congestion in accessing the Central City.
- Delay the decision on implementing a two-way scheme until the preferred location of the Bus Exchange expansion is identified (anticipated December 2006)

Option C

- Recognise the impact that the Bus Exchange and the car parks have on the operation of Lichfield Street
- Recognise that two-waying of Lichfield Street will add to traffic congestion in accessing the Central City.
- Recognise that the present arterial function compromises the ability of to fulfil the vision for Lichfield Street to become a pedestrian friendly area of high amenity value
- Following a decision on the Bus Exchange, delay the decision on implementing a two-way scheme pending a study to review the road hierarchy under Lichfield Street two-way and consider options for relocating and accommodating the arterial function of Lichfield Street.

Option D

- Recognise the impact that the Bus Exchange and the car parks have on the operation of Lichfield Street
- Recognise that two-waying of Lichfield Street will add to traffic congestion in accessing the Central City.
- Recognise that the present arterial function compromises the ability of to fulfil the vision for Lichfield Street to become a pedestrian friendly area of high amenity value
- Confirm Councillors desire to investigate re-introducing two-waying throughout the Central City
- Delay the decision on implementing a two-way scheme pending a wider study into reviewing the one-way system throughout the Central City and subsequently review the proposals for two-waying Lichfield Street within the context of this wider study.

PREFERRED OPTION

5.52 The preferred option is Option D described above. It is preferred over the other Options because:

- It is the most comprehensive Option, ensuring the best outcome for the vitality of Lichfield Street and the Central City through due consideration of the wider transport system and the interrelationships with other Central City Transport Strategy projects.
- The vision of a vibrant, pedestrian friendly environment to support development South of the City will be compromised by the arterial function of Lichfield Street under Options A and B.
- Option A may lead to abortive work on Lichfield Street pending a decision on the location of the Bus Exchange expansion. This could lead to unnecessary consultation and construction costs depending on the nature on the bus exchange expansion.
- Options A and B would likely lead to significant queues and delays that may actually harm the vitality of the Central City as it becomes a more difficult place to work, visit or shop.
- Options A and B do not have the support of the Project Advisory Group who have gained a good understanding of the issues and represent the view of local businesses and different users of Lichfield Street.
- All schemes assessed under Option A lead to an overall increase in bus journey times.
- All schemes assessed under Option A will lead to increased delays in exiting the Lichfield Street car parks.

ASSESSMENT OF OPTIONS

Option D – defer decision pending a decision on the Bus Exchange and a wider review of the one-way system within the Central City

5.53 The preferred option is Option D as described above.

	Benefits (current and future)	Costs (current and future)
Social	<ul style="list-style-type: none"> Provides an opportunity for improved pedestrian amenity under a reduced traffic function Would remove the perceived barrier to economic vitality south of the city formed by one-way Lichfield Street 	
Cultural	<ul style="list-style-type: none"> Provides an opportunity for better pedestrian linkages to the heritage value areas of Lichfield Street and the Lanes south of Lichfield Street 	
Environmental	<ul style="list-style-type: none"> Has the opportunity to enhance the amenity value south of the central city 	
Economic	<ul style="list-style-type: none"> Has the greatest potential to assist with economic revitalisation of the central city Has the potential to assist bus efficiency and reliability Greater potential for road safety improvements with slower speeds and fewer vehicles on Lichfield Street 	<ul style="list-style-type: none"> Relocating the arterial function of Lichfield Street could require significant funds, but subsidy could be available through Land Transport New Zealand if there were overall positive economic benefits associated with the proposal.
<p>Extent to which community outcomes are achieved: Primary alignment with community outcome a more attractive area of the city, linking the core of the city with the lanes south of Lichfield Street whilst maintaining good access for general traffic to, from and around the core of the city and improving public transport reliability.</p> <p>Impact on Council's capacity and responsibilities: Nominal</p> <p>Effects on Maori: NA</p> <p>Consistency with existing Council policies: Consistent with the Central City Revitalisation Strategy and the Central City Transport Concept. The following City Plan policy is however noted:</p> <ul style="list-style-type: none"> 12.1.1 To ensure that a core pedestrian area is provided in the central city which is compact and convenient and safe for workers, shoppers, visitors and tourists <p>The Avon River Strategy identifies the narrowing of Oxford Terrace at some locations. This is in conflict with most two-way schemes appraised (except Scheme 5) which require the existing full carriageway width (and loss of parking on the north side of Oxford Terrace) under two-way operation.</p> <p>Views and preferences of persons affected or likely to have an interest: The views of the Project Advisory Group are consistent with this option and are noted within this report.</p> <p>Other relevant matters: Demonstrates the greatest level of 'joined-up thinking' of all Options and ensures scheme longevity through due consideration of related projects identified within the Central City Revitalisation Strategy.</p>		

Option A – 2 way Lichfield St – “now”

	Benefits (current and future)	Costs (current and future)
Social	<ul style="list-style-type: none"> • Some improved pedestrian amenity value through widened footpaths and streetscaping • Would remove the perceived barrier to economic vitality south of the city formed by one-way Lichfield Street 	<ul style="list-style-type: none"> • Significant increases in congestion and difficulties in exiting car parks could make the central city a less attractive place to work, shop and visit
Cultural		
Environmental	<ul style="list-style-type: none"> • Some improvement to pedestrian environment 	<ul style="list-style-type: none"> • Overall negative impact on the environment within the Central City though increased vehicle emissions
Economic	<ul style="list-style-type: none"> • Potential for increased business activity on Lichfield Street through some improvement to the pedestrian amenity 	<ul style="list-style-type: none"> • Significant increases in congestion could make the central city a less attractive place to work, shop and visit and be damaging to the Central City economy • Overall costs to the economic efficiency of the transport system ranging between \$3 Million and \$13 Million per year. • Reduced efficiency and reliability for public transport under Schemes 1 to 4. • Scheme costs ranging from \$2.1 Million to \$3.0 Million unlikely to attract funding from Land Transport NZ with negative economic benefits on the efficiency of the transport system • Works in the vicinity of the Bus Exchange, estimated at \$0.6 Million, could be partially or wholly abortive

Extent to which community outcomes are achieved:

Primary alignment with community outcome a more attractive area of the city, linking the core of the city with the lanes south of Lichfield Street whilst maintaining good access for general traffic to, from and around the core of the city and improving public transport reliability. This desired outcome would not be achieved to the same extent as Options C or D.

Impact on Council’s capacity and responsibilities: Nominal

Effects on Maori: NA

Consistency with existing Council policies: Poor. In particular:

- The Avon River Strategy identifies the narrowing of Oxford Terrace at some locations. This is in conflict with most two-way schemes appraised (except Scheme 5) which require the full carriageway width under two-way operation.

City Plan Policies:

- 7.2 An efficient and effective road network that allows the City to function and develop with minimal conflict between land uses, traffic and people
- 7.2.1 To continue to plan, build, maintain and manage the operation of the roads in Christchurch as a hierarchical network comprised of roads of different classifications, and to recognise the different functions and roles of roads.....
- 7.2.7 To provide a high standard of access for people to, from and within the central city
- 12.1.1 To ensure that a **core** pedestrian area is provided in the central city which is **compact** and convenient and safe for workers, shoppers, visitors and tourists
- 12.2 A highly accessible central city for people and all forms of transport
- 12.2.1 To provide a high standard of access for people to, from and within the central city.

Views and preferences of persons affected or likely to have an interest: The views of the Project Advisory Group **are not** consistent with this option as noted within this report.

Other relevant matters: NA

Option B – defer decision pending a decision on the Bus Exchange

	Benefits (current and future)	Costs (current and future)
Social	<ul style="list-style-type: none"> Some improved pedestrian amenity value through widened footpaths and streetscaping Would remove the perceived barrier to economic vitality south of the city formed by one-way Lichfield Street 	<ul style="list-style-type: none"> Significant increases in congestion and difficulties in exiting car parks could make the central city a less attractive place to work, shop and visit
Cultural		
Environmental	<ul style="list-style-type: none"> Some improvement to pedestrian environment 	<ul style="list-style-type: none"> Overall negative impact on the environment within the Central City though increased vehicle emissions
Economic	<ul style="list-style-type: none"> Potential for increased business activity on Lichfield Street through some improvement to the pedestrian amenity Scheme costs in the vicinity of the Bus Exchange, estimated at \$0.6 Million, would not be abortive 	<ul style="list-style-type: none"> Significant increases in congestion could make the central city a less attractive place to work, shop and visit and be damaging to the Central City economy Overall costs to the economic efficiency of the transport system unknown at this stage, but are likely to be of the same magnitude as Option A of between \$3 Million and \$13 Million per year Scheme costs in the vicinity of \$2 Million to \$3 Million unlikely to attract funding from Land Transport NZ with negative economic benefits on the efficiency of the transport system

Extent to which community outcomes are achieved:

Primary alignment with community outcome a more attractive area of the city, linking the core of the city with the lanes south of Lichfield Street whilst maintaining good access for general traffic to, from and around the core of the city and improving public transport reliability. This desired outcome would not be achieved to the same extent as Option C or D.

Impact on Council's capacity and responsibilities: Nominal

Effects on Maori: NA

Consistency with existing Council policies: Poor. In particular:

- The Avon River Strategy identifies the narrowing of Oxford Terrace at some locations. This is in conflict with most two-way schemes appraised (except Scheme 5) which require the full carriageway width under two-way operation.

City Plan Policies:

- 7.2 An efficient and effective road network that allows the City to function and develop with minimal conflict between land uses, traffic and people
- 7.2.1 To continue to plan, build, maintain and manage the operation of the roads in Christchurch as a hierarchical network comprised of roads of different classifications, and to recognise the different functions and roles of roads.....
- 7.2.7 To provide a high standard of access for people to, from and within the central city
- 12.1.1 To ensure that a **core** pedestrian area is provided in the central city which is **compact** and convenient and safe for workers, shoppers, visitors and tourists
- 12.2 A highly accessible central city for people and all forms of transport
- 12.2.1 To provide a high standard of access for people to, from and within the central city.

Views and preferences of persons affected or likely to have an interest: The views of the Project Advisory Group **are not wholly** consistent with this option as noted within this report.

Other relevant matters: NA

Option C – defer decision pending a decision on the Bus Exchange and a review of the arterial function of Lichfield Street

	Benefits (current and future)	Costs (current and future)
Social	<ul style="list-style-type: none"> Supported by the PAG representing local businesses and other stakeholders Provides an opportunity for improved pedestrian amenity under a reduced traffic function Would remove the perceived barrier to economic vitality south of the city formed by one-way Lichfield Street 	
Cultural	<ul style="list-style-type: none"> Provides an opportunity for better pedestrian linkages to the heritage value areas of Lichfield Street and the Lanes south of Lichfield Street 	
Environmental	<ul style="list-style-type: none"> Has the opportunity to enhance the amenity value south of the central city 	
Economic	<ul style="list-style-type: none"> Has greater potential to assist with economic revitalisation of the central city than Options A and B Has the potential to assist bus efficiency and reliability Greater potential for road safety improvements with slower speeds and fewer vehicles on Lichfield Street 	<ul style="list-style-type: none"> Relocating the arterial function of Lichfield Street could require significant funds, but subsidy could be available through Land Transport New Zealand if there were overall positive economic benefits associated with the proposal.

Extent to which community outcomes are achieved:

Primary alignment with community outcome a more attractive area of the city, linking the core of the city with the lanes south of Lichfield Street whilst maintaining good access for general traffic to, from and around the core of the city and improving public transport reliability.

Impact on Council's capacity and responsibilities: Nominal

Effects on Maori: NA

Consistency with existing Council policies: Consistent with the Central City Revitalisation Strategy and the Central City Transport Concept. It is however noted that a review of the wider one-way system is programmed for 2008 and it would be prudent to await the outcome of such a review before reaching a decision on two-way Lichfield Street.

The following City Plan policy is noted:

- 12.1.1 To ensure that a **core** pedestrian area is provided in the central city which is **compact** and convenient and safe for workers, shoppers, visitors and tourists

The Avon River Strategy identifies the narrowing of Oxford Terrace at some locations. This is in conflict with most two-way schemes appraised (except Scheme 5) which require the existing full carriageway width (and loss of parking on the north side of Oxford Terrace) under two-way operation.

Views and preferences of persons affected or likely to have an interest: The views of the Project Advisory Group **are** consistent with this option and are noted within this report.

Other relevant matters: NA

SECTION SIX - BUS EXCHANGE PROJECT UPDATE

General Manager responsible:	General Manager City Environment, DDI 941-8656
Officer responsible:	Transport and Greenspace Manager
Author:	Bob Blyth

PURPOSE OF REPORT

6.1 The purpose of this report is to update the Board on the current status of the Bus Exchange Project.

EXECUTIVE SUMMARY

6.2 Work is underway to identify the preferred option for the site of the new / expanded bus exchange. The steps that staff are following are:

- Determining the required footprint for the anticipated demands in 2026 with provision to expand to 2041 requirements.
- Determining site selection criteria which based on transportation policies and Central City policies and strategies and any other relevant strategic drivers. This will be the subject of a report to the Council.
- The options which are currently being considered range from an expansion of the existing site, an additional exchange north of the square, an additional exchange allied to the existing exchange/south of the square, an expanded relocated exchange, and the Moorhouse Avenue option. It is anticipated that the preferred option will be identified by December 2006.
- In working through these options, we are using the historical technical data which was put together for this bus exchange and doing some new research to determine customer requirements in terms of destinations.
- We have also started a dialogue with Land Transport New Zealand as it is critical that they are involved in the project from the beginning to ensure funding applications are successful.
- Similarly, we are working closely with ECan.

FINANCIAL AND LEGAL CONSIDERATIONS

6.3 Page 81 of the LTCCP identifies a "New Bus Exchange". The new facility is scheduled to open in late 2010 at a capital cost of \$59.7 million. Capital contributions from Central Government are anticipated to contribute to this project and are estimated at \$32 million. Development contributions will contribute a further \$25 million, leaving \$2.1 million to be rates funded.

STAFF RECOMMENDATION

6.4 It is recommended that the Board receive this report.

CHAIRPERSON'S RECOMMENDATION

Not seen by Chairperson.

BACKGROUND

- 6.5 The purpose of this project is to provide a higher capacity Central City bus exchange to meet the passenger demands of Christchurch until 2041.

The current bus exchange was opened progressively between December 2000 and April 2001, replacing Cathedral Square as the main central city public transport hub. The exchange has nine indoor bus stands with two indoor passenger waiting lounges, a staffed passenger information kiosk and passenger shelters. These areas are interconnected with corridors, footways, stairs, lifts and escalators. There are also links to the Crossing food-court (and beyond to Ballantyne's department store), a car park and school situated above the Crossing food-court and to an adjacent retail plaza.

As a result of 65% patronage growth since 2000, the operational capacity of the bus exchange is approaching at a rate unforeseen at its inception. Whilst bus numbers using the exchange are expected to remain fairly constant, until frequencies increase with the next major contract renewal start dates in June 2009, passenger volumes and traffic congestion will continue to rise, reducing the level of service for passengers, businesses and other road users.

Peak daily passenger movements are currently around 20,000 – 25,000 per day with over 2,100 bus movements per day. Footway congestion at the Colombo Street bus stops and passenger congestion at boarding points within the passenger lounges at peak times are already at an undesirable level. Anecdotal evidence suggests that passengers are avoiding the bus exchange at such times. Issues have also arisen around passenger security both real and perceived as a result of the overcrowded and intimidating spaces at these times.

Passengers generally have no option but to board at the exchange, and this, when combined with growing out of town and central city traffic congestion has a detrimental effect on the vehicular capacity within the bus exchange. Buses regularly arrive together as a result of congestion outside the exchange. Their late arrival causes the lounges and stops on Colombo Street to accumulate passengers, making boarding times longer, further compounding the problem of subsequent buses seeking a bus stand to load and unload. The combined effect is frustration and delays to customers utilising the services offered.

A larger facility is required to meet the capacity demands of the future, and ideally this should be provided together with improvements to the surrounding roading infrastructure so that the levels of service to passengers and other road users is improved and remains so for the life of the facility.