

11. 10. 2007

**REPORT NO 1 BY THE CHAIRPERSON OF THE
HAGLEY/FERRYMEAD COMMUNITY BOARD**

PART A - MATTERS REQUIRING A COUNCIL DECISION

**1. OPPORTUNITY TO ADDRESS A DEFICIENCY OF SPORTS FIELDS IN THE SOUTH-EAST
QUADRANT OF THE CITY**

General Manager responsible:	General Manager City Environment DDI 941-8656
Officer responsible:	Unit Manager, Transport and Greenspace
Author:	John Allen, Policy and Leasing Administrator

PURPOSE OF REPORT

1. The purpose of this report is to seek the approval of the Council to enter into a long term lease with the Ministry of Education to lease part of the Linwood College Lower Fields at 521 Ferry Road. This is necessary to address a deficiency in the number of sports fields available for public use in the south-east quadrant of the City, especially for soccer, a shortage being exacerbated in part, to the partial loss of sports fields at the Christchurch Polytechnic's Ensors Road Campus, as explained later in this report. The loss can be addressed by leasing part of the Linwood College Lower Fields, which are large enough on which to place a full sized senior soccer field, a reduced sized senior soccer field, and training area, for winter sport available to be utilised for cricket or softball in the summer. Staff are recommending that the Council lease includes the existing changing/toilet pavilion, which contains two toilets and two changing rooms to service the sports fields. See attached plan labelled 'Linwood College – Lower Fields Possible Christchurch City Council Lease Area'. (**Attachment 1**)

EXECUTIVE SUMMARY

2. By leasing, the Council has the opportunity to relieve the shortage of sports fields that has been identified in the south-east quadrant of the City at a fraction of the cost of what normally would be expected through land purchase. This shortage is going to become more acute, with the development of the adjacent Living 2 and 3 zones and the extended Living Hills zone. The area available is approximately 2.6326 hectares in area, on which two senior soccer fields can be placed and a training area for winter sport, and a cricket wicket or softball diamond for summer sport. The sports field area is also serviced by a pavilion, which includes two changing rooms, and two toilets. These would be included in the leased area.
3. The shortage has been influenced by the development of the Christchurch Polytechnic Ensors Road Campus, which has reduced the number of sports fields available to one (its continued future is also no longer assured), as part of the land held for educational purposes. Development has caused the displacement of a number of clubs that have used the site for approximately a century, such as soccer, cricket, and athletics.
4. To put this opportunity in perspective, if an area of undeveloped land was available for purchase so close to the City-centre, (which it is not,) it would cost approximately \$250 a square metre, which equates to a cost of approximately \$6,582,000. If land was to be purchased on the boundary of the built up area (very limited amount of land of this type in this quadrant of the City), it would cost approximately \$100 per square metre, equating to a cost of approximately \$2,633,000. On top of the land purchase price would be the considerable costs of development.

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5. The capital costs to bring the Linwood College Lower Sports fields up to an acceptable standard for use throughout the year is approximately \$130,000 (fence off the Teen Parenting Unit in southeast corner of the lower fields, and install a sports field drainage system to drain the very wet fields in the winter). It is estimated that the sports fields would cost approximately \$12,150 per annum (August 2007 figures) to maintain the fields and sports pavilion. A one-off payment of between \$5,000 to \$10,000 is required to ensure that a grass car-park adjacent to the sports fields does not become muddy, resulting in mud being tracked onto the adjacent sealed driveway. These capital and maintenance costs are small in relation to the alternative of finding, purchasing, and developing land for sports fields to relieve the shortage in this quadrant of the City.
6. Staff have discussed with Linwood College staff, and the College Board, the broad terms of a lease agreement between the Council and the Ministry of Education and this is amplified in the report. Staff are recommending that the Council enter into an agreement to lease the Linwood College lower sports fields off the Ministry of Education.

FINANCIAL IMPLICATIONS

7. The Council's parks maintenance contractor has updated estimates of costs to maintain sports fields, toilet/changing pavilion, and adjacent boundary paling fences (approximately 526 metres in length), as at August 2007. The estimates are \$12,150 plus GST.
8. Staff have agreed with the school that the driveway/car-park to the right of the main sealed entrance behind the sports pavilion, which will be used by people using the sports fields, is to be kept mud free, to ensure that mud is not tracked onto the newly sealed areas. We have not formally estimated what is required to achieve this outcome, but based on experience elsewhere, believe this could be achieved by expenditure of up to \$10,000 (some levelling, boxing and shingling of the area).
9. Capital costs required to maximise the use of the sports fields follow:
 - (a) The construction of a three metre high diamond mesh fence and gates along the boundary between the sports field area and the Teen Parenting Education Unit Buildings, a distance approximately 129 metres in length, estimated to cost approximately \$ 9,100.
 - (b) It will also be necessary to install a land drainage system at an estimated cost of \$120,000 to drain the area which becomes flooded during the winter.
10. The Council will therefore need to obtain as long a tenure period as possible to ensure that the best value is obtained from the not inconsiderable capital expenditure \$130,000 the Council will need to make. Staff believe that this period should be the maximum allowed under the Resource Management Act 1991 for an unregistered lease, this being 35 years.

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

11. The possibility of leasing these grounds to help address the shortage of sport fields in the south-east quadrant of the City was not anticipated when the 2006-16 budget was formulated. Therefore the figures estimated above are not included in the 2006-16 LTCCP. If the Council decides to lease the area as recommended, it will be necessary to make budget provision for this additional expenditure in the 2008/09 year through the budget process, or include it in the LTCCP when it comes up for review as part of the 2009/10 budget year.

LEGAL CONSIDERATIONS

12. Section 12 of the Local Government Act 2002 enables the Council under the powers of general competence to enter into agreements over land. Section 205 (b) of the Act which is set out below, allows the Council to spend reserve development contribution money on capital projects on land. If an agreement is made that does not comply with this requirement, the Council will need to finance capital development from rates. The relevant sections (inter alia) are set out below.

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“205 Use of development contributions for reserves

A territorial authority must use a development contribution received for reserves purposes for the purchase or development of reserves within its district, which may include –

- (b) *the provision or improvement of recreational facilities at a school established or about to be established under Part XII of the Education Act 1989, if-*
 - (i) *A licence has been granted under section 6A of the Education Lands Act 1949 in relation to the use or occupation of the community recreational facilities; and*
 - (ii) *The Minister for Sport and Recreation has notified the local authority in writing that he or she is satisfied that the licence provides for the reasonable use of the community facilities by members of the public.”*

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

- 14. Discussions on the possibility of a long term lease of the sports field section of the Linwood College fields have been ongoing for approximately three years with various possibilities being looked at. These discussions between Council staff, College staff, and the College Board, resulted, in early 2007, in an exchange of letters between the parties which contained in broad terms issues which were generally agreed on. These are briefly set out below. All discussions that occurred were on the understanding that the decision as to whether or not to enter into a lease of the Linwood College lower sports fields was a Council decision. Staff also acknowledged that the Ministry of Education was the other principal party in the lease negotiations.
- 15. Agreed principles to be included in the lease agreement:
 - (a) The lease is for the maximum period for a non-registered lease, that being 35 years.
 - (b) There is a peppercorn rental charged of one dollar per year.
 - (c) The work that the Council would undertake within the leased area at its expense, would be as follows:
 - (i) The cutting of all grass within the leased sports field area.
 - (ii) Spraying around all trees and obstacles (lighting poles etc) and along all boundaries of the leased area.
 - (iii) The fertilization and renovation as required of these sports field areas.
 - (iv) The marking of sports fields.
 - (v) It has been formally agreed with the Technical Soccer Club, that the fields being allocated to them via Mainland Soccer Association, through the Council's sports-ground allocation process, and because the sports fields will not be open for general public use, the cleaning of the toilets and changing rooms within the pavilion will be the responsibility of the Club. The same requirement for the summer club allocated the grounds as home grounds.
 - (vi) The payment for the electricity used in the building, and by the sports-ground training lights will be the responsibility of the club who has been allocated the ground for the season.

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- (vii) The maintenance cost of all boundary fences around the lease boundary between the fields, and the adjacent private residential properties will be paid for on a half share basis with the adjoining property owner. The exception to this will be where it is proven that the damage was caused by people legitimately playing sports on the sports fields, in which case the Council will pay the total cost of repairs. The Council will not be responsible for the initial construction or replacement of existing fences, the reasons being that the sports fields will not be open for general public use, and therefore the expected normal life of a 1.8 metre high paling fence is well in excess of the lease period being applied for.
- (viii) The construction and maintenance of any special fences required specifically to prevent sports balls from being played into areas outside the sports field area.
- (ix) The installation of a drainage system under the sports fields at the Council's expense, and discretion.
- (x) If any party, including the Council wish to construct additions to the present pavilion, or construct a new building within the proposed leased area, then the tenure agreement is to be between the school and the party requesting the right. The Council as head lessee is to be consulted and to agree to the application proceeding, prior to it being considered by the School Board.
- (xi) The driveway/car-park to the right of the main sealed entrance behind the sports pavilion, which will be used by people using the sports fields, is to be kept mud free, to ensure that mud is not trafficked onto the newly sealed areas.
- (d) The Council makes it a condition of use of the sports fields, that the club allocated the grounds for a particular season, unlock the gate into the fields if not already unlocked, and lock it behind them if the Teen Parenting Unit is closed.
- (e) The school has the right to use the fields during school hours, and outside these hours with the agreement of the allocated club for a particular sport season.
- (f) Both parties agree that the fields will not be made available for general public use because:
 - (i) The security requirements of the Teen Parenting Unit located in the south-west corner of the site.
 - (ii) The safety concerns with respect to the unfenced storm-water drain along the east side of the sports fields.
 - (iii) The proximity of Woolston Park situated across the road from the lower fields, this park being available to the general public for informal recreation all the time.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

- 16. One of the community outcomes stated in the Community Plan for 2006-16 is:
- 17. *'We value leisure time and recognise that the arts, sports and other recreational activities contribute to our economy, identity, health and wellbeing.'*
- 18. Derived from this one of the Council's objectives is *'To provide a network of parks, open spaces, waterways and wetlands that meet community and environmental needs.'*
- 19. The issue of concern in relation to this objective is that staff have identified a deficiency in the number of sports fields available on which to play sport in the south-east quadrant of the City. This has been brought about by the following factors:

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- (a) The limited amount of flat land available in this quadrant of the City on which to build additional sports fields.
- (b) The zoning of additional land on the Port Hills as 'Living Hills', has lead to an increase in the number of people living on the Port Hills, and will continue to do so. A number of these people who wish to participate in organised sport are joining local sports clubs in the area, resulting in an increase in the membership of the local sports clubs. For example, Ferrymead Bays United Soccer Club.
- (c) The more intensive living zones to the west of the Linwood College lower Fields (Living 2 and 3) are not fully developed as yet. As a consequence, dense development, and infill housing mean that the population in the immediate area is rising. It is expected that this will also result in increased membership of local clubs.
- (d) The growth in the numbers playing sports which the Council provides sports fields for, or are located upon Council owned parks, makes up 43% of the 22% increase in active playing numbers for all winter sports since the 1993-94 playing season.

Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?

- 20. The recommendations contained in this report will ensure that the same level of service, by way of the provision of enough parks to ensure that those wishing to play an active sport are able to by having access to parks in their locality, for the purpose of formal sport, thereby enabling this same level of service to be maintained for some years, even with the expected growing population.

ALIGNMENT WITH STRATEGIES

- 21. The Recreation and Sport Policy and Physical Recreation and Sport Strategy support the community outcomes being sought.
- 22. The following Objectives contained in the Physical Recreation and Sport Strategy are of relevance to this report.
 - (a) Objective 1.1: 'Recreation and sports facilities (built and open space) are well utilised and needs are clearly prioritised.' Strategies contained in this objective relevant to this report are:
 - (i) Utilise existing facilities to meet outstanding needs before the development of new facilities is considered, – the recommendation aligns with this strategy.
 - (ii) Manage, maintain and redevelop existing facilities (and open space) to meet the current and future participation expectations and trends wherever possible, – the recommendation aligns with this strategy.
 - (iii) Establish and agree on the City's priorities for new facilities through a transparent process within realistic financial constraints, - the recommendation aligns with the economic considerations of the last part of this strategy. There is no other suitable land in this quadrant of the City close to the centre of the City able to be used for sports field purposes. If there was, it would cost in excess of \$250 per square metre to purchase. The only other land in this quadrant of the city that possibly could be obtained/made available is much further out of the centre of the city. This land would need to be developed into sports fields at a substantial cost, on top of a purchase price in the vicinity of \$100 per square metre. The Linwood College lower fields are already there, be that they need some upgrading (drainage). Therefore good sports fields can be provided at a fraction of the cost to what would normally be the case.
 - (iv) Consider the physical recreation and sport facility and open space needs in the growth and development of the City. - The recommendation aligns with this strategy.

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- (b) Objective 1.3: 'The City has an active friendly environment.' Strategies contained in this objective relevant to this report include:
 - (i) Consider the needs of those participating in physical recreation and sport in future city planning and design. - The recommendation aligns with this strategy.
- (c) Objective 2.3: 'Physical recreation and sport activities are financially accessible to citizens of Christchurch. Strategies contained in this objective relevant to this report include:
 - (i) Continue providing amenities that offer opportunities for free physical recreation and sport activities e.g. walkways, playgrounds, parks. – the recommendations align with this strategy.
- (d) Objective 4.2: 'Recreation organisations are meeting the needs of the public'. Strategies contained in this objective relevant to this report include:
 - (i) Encourage recreation organisations and groups to work together and share resources wherever possible. – the recommendation is in sympathy with the philosophy of this strategy, i.e. the sharing the use of the Linwood College lower fields.

Do the recommendations align with the Council's strategies?

23. The recommendations of this report align with the strategies, and policies as detailed above.

CONSULTATION FULFILMENT

24. It is clear that the Technical Soccer Club will support a Council resolution to enter into a long term lease with the Ministry of Education of the Linwood College lower fields, this concept being supported by a letter from Mainland Soccer, the parent body; in a letter dated 11 May 2006 (**Attachment 2**). If the Council resolves to apply to lease the Linwood College lower fields, staff recommend that wider consultation should occur through the LTCCP public consultation process, a process which enables all ratepayers to comment on a particular project. The reason for this is that without budget appropriation being made for annual maintenance expenses, and to undertake the capital upgrades required to maximise the use of the sports fields, a tenure agreement cannot be entered into.

STAFF RECOMMENDATION

- (a) That the Council resolve to enter into a lease with the Ministry of Education, for the sports field portion of the Linwood College lower fields as shown in the attached plan labelled 'Linwood College – Lower Fields Possible Christchurch City Council. Lease Area' (part of Lot 4 Deposit Plan 22838 which is approximately 2.6326 hectares in area) vested in the Crown for education purposes, for a maximum period of 35 years, subject to final agreement on the conditions of the lease.
- (b) That further consultation occur as part of the statutory LTCCP public consultation process required by section 84 and/or 85 of the Local Government Act 2002. This includes making budget appropriation to maintain the proposed lease area, and undertake the capital works required.

BOARD RECOMMENDATION

That the staff recommendation be adopted.

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BACKGROUND (THE ISSUES)

25. The statistics that the Council has available to it at the moment support the understanding that there is a shortage of sports fields in the south-east quadrant of the City, the relevant statistics being set out below.

	1993-94	2005-06	Increase	Percentage Change
All Summer sport	56,260	68,648	12,388	+ 22%
All Winter sport	50,120	57,376	7,256	+ 14%

26. However if these statistics are broken down further into codes playing particular sports, the Council provides sports fields for or are located on Council parks, a large amount of the growth has occurred in the following particular codes.

	1993-94	2005-06	Increase	Percentage Change
Winter Soccer	5,691	11,276	5,585	+98%
Rugby	8,214	9,780	1,566	+19%
Rugby League	4,506	1,856	(2,650)	59% (1)
Hockey	3,174	3,956	782	+25% (2)

(1) The figures are not reliable before 1998.

(2) Most games occur on artificial surfaces, one additional full sized hockey artificial playing surface being added at Porritt Park, and two club artificial training surfaces at Wycola and Sydenham Parks.

27. From these figures it can be seen that of the 7,256 increase in the number of players playing winter sport, 5,283 were playing on fields supplied or located on Council parks. In percentage terms of the 22% increase in the number of players playing winter sport between 1993-94, and 2005-06, 43% of the increase in players were in codes playing particular sports, which the Council provides sports fields for or are located on Council parks (not including Council leased areas for sports such as bowls, croquet, tennis, petanque, softball, etc).

28. During the above statistical period three more soccer fields have been added to assist to keep up with the growth of soccer, in the south-east quadrant of the City, these being at Ferrymead, which are allocated as home grounds to the Ferrymead Bays United Soccer Club, who have experienced a large growth in player numbers. Despite this, staff are of the view, which is confirmed by the above statistics, and for the reasons already elaborated, there is a shortage of winter sports fields in the south east quadrant of the City.

29. A management plan is presently being prepared for all sporting parks throughout the City, which amongst other things will look in more detail at issues such as the need for more sports fields city wide, the present distribution of sports fields in relation to the numbers of people in areas of the City wishing to play sports, the playing fields for which are situated on Council parks, (localised sports field requirements), and the ideal number of teams to a sports field for it's optimum management etc.

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30. The Technical Athletic and Soccer Club's home grounds have been the Christchurch Polytechnic sports fields at the Polytechnic's Campus in Ensors Road for many years, the soccer club commencing operations in 1903, becoming incorporated under the Incorporated Societies Act 1908 in 1928. These clubs initially started as Polytechnic ancillary organisations catering for polytechnic students. Over the years the clubs' membership base has become wider, and although still catering for polytechnic students wishing to play these sports, a large number of the members come from the community at large. The Lancaster Woolston Cricket Club has, for many years, until recently, used two cricket-fields on the park.
31. In 2003, the Christchurch Polytechnic gave notice that it intended to extend its trade training centre at the Ensors Road Campus by building a new engineering technology centre immediately to the north of the present sports fields. This centre opened in 2005 and resulted in the loss of the two cricket fields because of not enough room remaining for cricket boundaries. However, the Council has been able to accommodate the cricket club's activities on other Council owned fields.
32. The Ensors Road Campus land on which the sports fields are/were located is made up of four parcels of land being part of Reserve 5278 on SO Plan 11207 which is 1.0955 hectares in area, part of Reserve 5279 on SO Plan 11207 which is 4.3058 hectares in area, all of part Lot 51-52 Deposit Plan 2116, contained in certificate of title CB449/157 which is 878 square metres in area, and part of Lot 52 Deposit Plan 2116, contained in certificate of title CB449/149 which is approximately 890 square metres in area. The first two pieces of land are classified as Local Purpose (General Education) Reserve, (page 1575 1981 New Zealand Gazette), while the titles for the latter two pieces state that the land is vested in the Crown as Local Purpose (General Education) Reserve.
33. All of the Ensors Road Campus land on which the sports fields are located is therefore held for education purposes. This means that the polytechnic is able to expand its educational facilities over the land, without being required to find sports fields for the displaced sporting activities. Elaboration follows.
34. In 2006, as an extension to the Polytechnic's trade training programmes, the Polytechnic commenced its Trade Fit programme of instruction. This programme requires land on which houses and roads etc can be built. The only land available was the sports fields, resulting in a take over of the area occupied by the senior soccer sports field at the Ensors Road end of the sports fields. This has left the soccer club with only one senior sports field at Ensors Road, a lighted field used mostly for training. The security of the remaining soccer field is not at all certain, being dependent upon the education programmes the Polytechnic decide to deliver in the future.
35. The reduction in the number of sports fields at the Ensors Road Campus has exacerbated the problem of a lack of sports fields in the south-east quadrant of the City, especially for those wishing to play winter sport, there being two large soccer clubs in this quadrant of the City who ideally should have access to more fields. Technical Soccer Club's present membership is approximately 750 people, of which approximately 487 are active players. Currently the Club has 15 senior teams, and 24 junior teams. Club membership is trending upwards as can be seen from the last five year membership statistics reproduced below.

Year	Players	Teams
2003	393	37
2004	573	49
2005	448	38
2006	398	33
2007	487	39

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36. The club for many years had their clubrooms in an old building located on the Ensors Road Campus. However, a fire in the building a number of years ago, and other issues, have meant that it was inadequate for its social activities. The club has now moved its social activities to the Woolston Club's premises. They are also trialling the use of two soccer fields at the sports fields owned by the Woolston Club.
37. The Club has the following grounds allocated to them as home grounds to cater for the Club's membership:
 - (a) Other than Council Grounds:
 - (i) senior ground (lighted) – Polytechnic (future not certain)
 - (ii) Two senior grounds – Garrick Park (Woolston Club being trialled since the 2006 season)
 - (iii) One training ground (lighted) – Linwood College lower fields (hired from Linwood College and very wet in the winter),
 - (b) Council Grounds
 - (i) Two senior fields – Hillsborough Domain
 - (ii) Two junior fields – Hansons Park
38. Because of the growth in the number of players in the club over the years, even with this number of fields, which is one more than they used to have, the time available for the teams to train on the fields is at a premium. This is often less than ideal.
39. Linwood College have investigated the possible drainage of its lower sports fields, to enable them to be used more in the winter especially during and after periods of wet weather, but for the following reasons it is not a priority for the college.
 - (a) The fields are too far away from the school to be able to be used during the school day, because of the distance that it is necessary to travel from the school to the grounds. The school does, and is able to use Edmonds Park which is located adjacent to the school for its school programmes if there is not enough space in the school grounds.
 - (b) As a result of (a) above the priority to spend money to drain the field is difficult to substantiate, particularly when compared to other educational spending priorities the school finds it has.
40. Staff have investigated the possibility of allocating other sports fields in this area of the city to the club to use as home grounds. They found that all other Council owned sports fields in this area of the city are fully allocated through their different sporting associations to resident clubs in the area, in fact a number of clubs would like more fields, but that is not possible at the moment, because of a lack of sports fields in this quadrant. The shifting of the club's home fields to out of area parks would be less than ideal, because of distance which would be into the heart of another soccer club's catchment area. An example of this is the Otautahi Rugby Club, who has their Club premises in lower Tuam Street. The club used to use the Linwood College lower sports fields as home fields in the past. However, the College did not renew the club's licence to continue use of these fields this season. The Council eventually found home grounds for the club at Bower Park in New Brighton. The Otautahi Rugby Club which has a mainly Maori membership, caters for Maoris from the eastern side of city wishing to play rugby, therefore Bower Park is still located within the club's catchment area, this area being much larger than that for most clubs. Such a move for a club like Technical Soccer which has a much smaller catchment area would be of a considerable disadvantage to the club, and to neighbouring sports clubs of the same code, because the home grounds would be within another catchment area.

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41. Technical Soccer Club has bought the training lights that Otautahi Rugby Club erected on the Linwood College lower fields from the rugby club. All sports field training lights are owned by sports clubs, not the Council.
42. The Linwood College lower fields are made up of three parcels of land, Lot 4, Deposit Plan 22838 containing 3.0111 containing hectares, is the land on which the sports fields are located, being set aside for a secondary school, and therefore managed by the Ministry of Education by notice in the New Zealand Gazette. (Page 1220 1959 Gazette).
43. On this site, a Teen Parenting Education Unit has been built in the south east corner of the land. Council staff were consulted over the positioning of the buildings on the land, as their comments were taken into account to ensure that the maximum clear area of land was available for sporting purposes. The total area available is approximately 2.6326 hectares, being part of the above mentioned lot. The configuration of the area will allow for one full sized senior soccer field, one reduced sized senior soccer field, and one training area south of these fields, and the present changing toilet facility.
44. The Technical Athletic Club still uses the Ensors Road Campus site for its activities, although the site is now not big enough to contain a full sized athletic track. The club although having a large membership at one time is very small currently, with a large proportion of elderly members. The author of this report understands that the club is currently considering its future.
45. The club have approached Linwood College with the view to shifting their activities to the Linwood College lower fields, which would give the club an opportunity to revitalise the club. Staff are of the view that should the club decide to go into liquidation, those members wishing to continue in the sport could easily be absorbed into other clubs throughout the city.

THE OBJECTIVES

46. The objective is to address the shortage of sports fields in the south-east quadrant of the City, this situation being exacerbated by the loss of a soccer field from the Polytechnic sports fields because of the legitimate expansion of the Polytechnic education programs.

THE OPTIONS

47. One option is to persuade Technical Soccer Club to enter into an agreement for the lease of the Linwood College lower fields with the Education Department, without the Council getting involved.
48. Another option is for the Council not to get involved any further in Technical Soccer Club's plight of losing one senior soccer field at the Polytechnics Ensors Road Campus, the reason being because the club has been successful in gaining two more senior fields, although it is for a trial period at Garrick Park which is owned by the Woolston Club.
49. Another option is for the Council to obtain a long term lease of the Linwood College lower sports fields, including the present toilet/changing pavilion for a 35 year period, for sports club use only, so as to assist to address the shortage of sports fields in the southeast quadrant of the city.

THE PREFERRED OPTION

50. The preferred option is for the Council to obtain a long term lease over the Linwood College lower sports fields, including the present toilet/changing pavilion for a 35 year period, for sports club use only to address the shortage of sports fields in the southeast quadrant of the city. There are several advantages with this option.
 - (a) The Council has control of which sporting association has use of the fields through the two annual association allocation meetings, (one for winter sport, and one for summer sport).

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- (b) The sports fields are located some distance from the main college site, and therefore as a result of this are not ideally suited for use by the school during school hours. Consequently the school is not prepared to spend the large sum of money required to properly drain the fields, thereby enabling them to be used regularly during the winter months, because of other education spending priorities. The club has not got the capital necessary with which to undertake the required drainage work.
- (c) This option is aligned to the work that the Council does to support the majority of sports clubs who play on ordinary turf playing surfaces within the city.

ASSESSMENT OF OPTIONS

The Preferred Option

51. The preferred option is for the Council to obtain a long term lease over the Linwood College lower sports fields, including the present toilet/changing pavilion for a 35 year period, for sports club use only so as to assist to address the shortage of sports fields in the southeast quadrant of the city.

	Benefits (current and future)	Costs (current and future)
Social	Will greatly assist to address the lack of sports fields available to the playing public in this quadrant of the City. Future development of the Living 2, 3, and hill zones will exacerbate the present shortage.	
Cultural	Will long term enable the Council to control the use of these sports fields for the benefit of all sporting organisations in this quadrant of the City through the sports field allocation programme.	
Environmental	Will enable better use of the sports fields to be made year round due to the installation of a drainage system.	
Economic	If alternative land has to be purchased to address the sports field deficiency in this quadrant of the City. The Council should expect to pay between \$2,633,000 and \$6,589,000 for a similar sized area of land, before adding any development costs for the land.	A one off capital cost of approximately \$130,000 for drainage, and a fence to stop the balls being kicked into the Teen Parenting Unit will be required. Council will need to budget approximately \$12,150 annually (August 2007 figures) to maintain the sports fields.

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Extent to which community outcomes are achieved:

The recommendations align with the following stated community outcomes:

'We value leisure time and recognise that the arts, sports and other recreational activities contribute to our economy, identity, health and wellbeing.'

Derived from this one of the Council's objective's is *'To provide a network of parks ,open spaces, waterways and wetlands that meet community and environmental needs'*

Impact on the Council's capacity and responsibilities:

The recommendations will enable the Council to partially address the lack of sports fields in the southeast quadrant of the City at a relatively minor capital cost as would otherwise be the case.

Consistency with existing Council policies:

The recommendations are consistent with the existing Council policies as briefly set out below; the strategies to achieve these policies are set out in the body of the report.

- (a) Objective 1.1 'Recreation and sports facilities (built and open space) are well utilised and needs are clearly prioritised.'
- (b) Objective 1.3 'The City has an active friendly environment.'
- (c) Objective 2.3 'Physical recreation and sport activities are financially accessible to citizens of Christchurch.'
- (d) Objective 4.2 'Recreation organisations are meeting the needs of the public'.

Effects on Maori:

Nil.

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

The issue has been discussed with the Technical Soccer Club, Linwood College staff and Board, who are in favour of the proposal. Further discussion will need to be held with the public at large, it being recommended that this be done through the Annual Budget/LTCCP processes.

Other relevant matters:

Nil.

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Maintain the Status Quo (if not preferred option)

52. One option is for the Council not to get involved any further in the Technical Soccer Club's plight of losing one senior soccer field at the Polytechnics Ensors Road Campus, because the club has been successful in gaining two more senior fields, for a trial period, at Garrick Park which is owned by the Woolston Club.

	Benefits (current and future)	Costs (current and future)
Social		Will not assist to address the lack of sports fields available to the playing public in this quadrant of the City. Future development of the Living 2, 3, and hill zones will exacerbate the present shortage
Cultural		Council will not be able to control the use of these sports fields for the benefit of all sporting organisations in this quadrant of the City through the sports field allocation programme.
Environmental		Will not enable better use of the sports fields to be made year round because the installation of the necessary drainage system will not occur
Economic	A saving will be made of a one off capital cost of approximately \$130,000 for drainage, and a fence to stop the sports balls being kicked into the Teen Parenting Unit. Council will need to budget approximately \$12,150 annually (August 2007 figures) to maintain the sports fields.	Alternative land may have to be purchased to address the sports field deficiency in this quadrant of the City. The Council should expect to pay between \$2,633,000 and \$6,589,000 for a similar sized area of land, before adding any development costs for the land.
<p>Extent to which community outcomes are achieved: This option will not assist in the achievement of the following community outcomes:</p> <p><i>'We value leisure time and recognise that the arts, sports and other recreational activities contribute to our economy, identity, health and wellbeing.'</i></p> <p>Derived from this one of the Council's objectives is 'To provide a network of parks, open spaces, waterways and wetlands that meet community and environmental needs.'</p> <p>Impact on the Council's capacity and responsibilities:</p> <p>This option will not enable the Council to partially address the lack of sports fields in the southeast quadrant of the City and may result in major capital expenditure having to be made in the future to address the lack of sports fields in this quadrant of the City.</p> <p>Effects on Maori:</p> <p>Nil.</p>		

1 Cont'd

Consistency with existing Council policies:

This option is not consistent with the existing Council policies which are briefly set out below, the strategies to achieve these policies being set out in the body of the report.

- (a) Objective 1.1 'Recreation and sports facilities (built and open space) are well utilised and needs are clearly prioritised.'
- (b) Objective 1.3 'The City has an active friendly environment.'
- (c) Objective 2.3 'Physical recreation and sport activities are financially accessible to citizens of Christchurch.'
- (d) Objective 4.2 'Recreation organisations are meeting the needs of the public'.

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

The views and preferences of other people besides the Technical Soccer Club and Linwood College staff and Board have not been assessed for this option; however this option is not favoured by the above organisations. This will be the option if the Council decides not to favour the staff recommendation, or the proposal does not find favour with the public consultation process through the Annual Budget/LTCCP processes.

Other relevant matters:

Nil.

At Least one Other Option (or an explanation of why another option has not been considered)

- 53. One option is to persuade Technical Soccer Club to enter into an agreement for the lease of the Linwood College lower fields with the Education Department, without the Council getting involved. This option is a little bit more proactive to the present situation than the above do nothing option.

	Benefits (current and future)	Costs (current and future)
Social	May assist to address the lack of sports fields available to the playing public in this quadrant of the City. Future development of the Living 2, 3, and hill zones will exacerbate the present shortage.	Council has no control over the process, and Technical Soccer Club may decide not to proceed with a lease agreement
Cultural	.	The Council will not be able to control the use of these sports fields for the benefit of all sporting organisations in this quadrant of the City through the sports field allocation programme.
Environmental	.	Better use of the sports fields will not be able to be made year round because it is not a priority for Linwood College to drain the fields, and the Technical Soccer Club cannot afford the capital expenditure required.

1 Cont'd

Economic	A one off capital cost of approximately \$130,000 for drainage, and a fence to stop balls being kicked into the Teen Parenting Unit will not be required. The Council will not need to budget approximately \$12,150 annually (August 2007 figures) to maintain the sports fields.	Alternative land may have to be purchased to address the sports field deficiency in this quadrant of the City, because the Council has no control over the use of the Linwood College lower fields. The Council should expect to pay between \$2,633,000 and \$6,589,000 for a similar sized area of land, before adding any development costs for the land.
<p>Extent to which community outcomes are achieved:</p> <p>With this option the Council has no control over the outcome achieved, and consequently this option may not assist in the achievement of the following community outcomes, and even if it does, it is very likely that it will be to a lesser extent than if Council leased the site, (it is presently used by one club, without reference in the longer term needs of the area that the Council needs to take into account in exercising its responsibilities.</p> <p><i>'We value leisure time and recognise that the arts, sports and other recreational activities contribute to our economy, identity, health and wellbeing.'</i></p> <p>Derived from this one of the Council's objective's is <i>'To provide a network of parks ,open spaces, waterways and wetlands that meet community and environmental needs'</i></p> <p>Impact on the Council's capacity and responsibilities:</p> <p>This option may not help the Council to partially address the lack of sports fields in the southeast quadrant of the City and may result in major capital expenditure having to be made in the future to address the lack of sports fields in this quadrant of the City.</p> <p>Consistency with existing Council policies:</p> <p>This option may not be consistent with the existing Council policy objectives as briefly set out below, and if there is a favourable outcome it is likely to be not as favourable as if Council has a controlling influence in the outcome by way of a lease. The strategies to achieve these policies are set out in the body of the report.</p> <p>(a) Objective 1.1 'Recreation and sports facilities (built and open space) are well utilised and needs are clearly prioritised.'</p> <p>(b) Objective 1.3 'The City has an active friendly environment.'</p> <p>(c) Objective 2.3 'Physical recreation and sport activities are financially accessible to citizens of Christchurch.</p> <p>(d) Objective 4.2 'Recreation organisations are meeting the needs of the public'.</p> <p>Effects on Maori:</p> <p>Nil.</p> <p>Views and preferences of persons affected or likely to have an interest:</p> <p>The views and preferences of other people besides the Technical Soccer Club, Linwood College staff and Board have not been accessed for this option; however this option is not favoured by the above to groups. This will be the option if the Council decides not to favour the staff recommendation, or the proposal does not find favour with the public consultation process through the Annual Budget/LTCCP processes, and if this viewpoint is endorsed by the Council.</p>		

2. FERRY ROAD/HUMPHREYS DRIVE INTERSECTION

General Manager responsible:	General Manager City Environment, DDI 941-8656
Officer responsible:	Transport and Greenspace, Unit Manager
Author:	Christine Toner Consultation Leader, Capital Programme

PURPOSE OF REPORT

1. The purpose of this report is to seek the approval of the Council, to proceed to final design, tender and construction for the Ferry Road/Humphreys Drive Intersection Improvements project, as shown in the plan **attached**.

EXECUTIVE SUMMARY

2. The project is located at the intersection of Humphreys Drive and Ferry Road, both major arterial roads, just west of the Ferrymead Bridge.
3. Project objectives include safety, increased capacity and travel times, and improved facilities for pedestrians and cyclists.
4. The intersection caters for approximately 30,000 vehicles a day.
5. Even at current demand levels the intersection is subject to sporadic delays and queuing for westbound traffic that can lead to reliability problems for public transport routes with 'knock-on' impacts for the inbound journey.
6. Traffic volumes on Ferry Road have been rising by an average of 3.3% per year and queuing and delay problems are forecast to worsen considerably given anticipated traffic growth in the area.
7. The intersection and its approaches have a poor accident history, with some 58 crashes recorded 1995 – 2004 and another 12 crashes in the subsequent 2.5 years including two serious and five minor injury crashes.
8. There has been a longstanding intention to complete a cycle route from Sumner to Hagley Park. Despite recent installation of cycle lanes over the Ferrymead Bridge, cyclists are still poorly served at the intersection. Pedestrians seeking to cross Ferry Road are also poorly served.
9. Planning for this project has included consideration of the current plans for the renewal and reconstruction of the Ferrymead Bridge; the building of a new apartment building at 1091 Ferry Road; the intention to reduce use of Ferry Road as a route to the city; consideration of the environment, consideration of recreational use of Tidal View, and the requirement to fulfil the project within a budget and timeframe.
10. In accordance with the aims and objectives of the project, ten options have been considered, in addition to that of a roundabout that was considered in 1999 and discounted because it will not provide for future capacity requirements nor will it service cyclists and pedestrians adequately.
11. The Hagley/Ferrymead Community Board was advised on 3 April 2007 that public consultation on the preferred option was about to start in the immediate area and through community and residents groups.
12. Public consultation took place with emphasis on the 'inform' level of consultation due to the long background of discussions in conjunction with the Bridge consultation meetings, and the very limited leeway for change other than on landscape issues.
13. The distribution of 1,119 newsletter leaflets in the area, email and website communication with stakeholders, and publicity through local and citywide media, attracted feedback from 125 respondents with a total of 178 comments. 73.6% of the respondents supported the concept, 18.4% were directly or indirectly not in support and 8% did not state a position.

2 Cont'd

14. The key issues arising from the 125 respondees were:
 - General comments in favour of the changes and urging the council to 'hurry up' with construction.
 - General comments not in favour of the concept including suggestion for a roundabout, flyover and putting signals into the existing alignment; and for cycle underpass or dual cycle lanes, combined cycle and pedestrian paths etc.
 - Cycling and pedestrian issues.
 - Special pedestrian needs for people with a disability.
 - Ferry Road westbound (inward or toward city) including access to the Mobil Petrol Station, concern about safety for cyclists entering Humphreys Drive, and the potential for vehicles queuing for Humphreys Drive blocking the Ferry Road slip lane.
 - Ferry Road eastbound issues relating to traffic turning right out of Settlers Crescent; issues specific to 1020–1022 Ferry Road; comments about the lanes and intersection, eastbound; landscaping issues.
 - There was also considerable confusion with the bridge project.
15. Stakeholder consultation included a Safety Audit and the findings of this, along with some points of feedback from council staff and the public, have led to some modifications being made to the concept plan leading to the design offered with this report for approval.
16. The key aspects of the preferred option are outlined in paragraph 48 below, and shown on the plan for Board approval at **Attachment 1** to this report.
17. It is expected that the project works will be started in January 2008 and that they will take six months.

FINANCIAL IMPLICATIONS

18. The street renewal works for Ferry Road/Humphreys Drive Intersection Improvements were recommended in the Transport and Greenspace Unit's capital programme for implementation in the 2007/08 financial year. The original total estimated cost of this project was \$2.5 million.
19. The estimated cost for the construction project is \$1,778,000. This includes a contingency of 15% or \$200,000. The design and supervision fees are estimated at \$180,000. This is 18% of the construction estimate.
20. To date, \$860,000 has been spent or committed on land acquisition and project planning, scheme design and consultation.

LEGAL CONSIDERATIONS

21. There have been a number of land ownership issues associated with this project. Land was purchased at 1026 Ferry Road (south side) of Ferry Road in 2002 and 1060 Ferry Road in 2003 and 1030 Ferry Road in 2004, to facilitate widening of the carriageway and placement of the slip lane; and at 1099 Ferry Road in 2002. Negotiations to purchase land at 1091 Ferry Road, needed for the reduction of curvature on Humphreys Drive as it bends (south bound) into Ferry Road were protracted but agreement was reached in April 2007.
22. There are no notable or heritage trees, and no heritage or historic buildings, places and objects, shown in the City Plan or on Webmap2 on the intranet.
23. A number of traffic resolutions require amendment or addition to the Christchurch City Traffic and Bylaw 1991. These are detailed later in paragraph 44.(b) this report. Board resolutions are required to approve these.

2 Cont'd

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

24. This project is identified as a Capital Project in the Development Contributions Policy of the 2006-2016 LTCCP.

Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?

25. As above.

Do the recommendations align with the Council's strategies?

26. This project aligns with the Council's parking strategy, road safety strategy, cycling strategy and pedestrian strategy.

CONSULTATION FULFILMENT

27. In accordance with the aims and objectives of the project, ten options have been considered since the project was formally commissioned in 1999. These options are detailed in paragraph 47 onwards.
28. The preferred option was presented to the Sustainable Transport Committee and thence to the Christchurch City Council on 25 July 2002. The Council approved the concept plan for consultation and negotiations for land acquisition.
29. Initial external consultation was undertaken with the community in conjunction with meetings on the Ferrymead Bridge reconstruction project, between 2001 and 2006. The planned intersection layout was displayed and discussed at several public meetings.
30. In April 2007, after advance information was given to the Board, this layout was published in a Consultation Newsletter. A 1,119 leaflets were circulated to all businesses and all building owners in the immediate vicinity, residents who had sent feedback on the Ferrymead Bridge project, all resident groups, all Neighbourhood Support Groups and other community groups in the Sumner, Redcliffs, Mt Pleasant and Heathcote areas. Small quantities of the newsletter were left at or sent to community centres, libraries and other social centres, Christchurch City Council Service centres and sent to the project stakeholder list that covers emergency service providers and many other interested parties. Press releases resulted in news items and photographs being published in the Bay Harbour News and the Press. Some newsletters were emailed and it was posted on the Christchurch City Council 'Have Your Say' website.
31. A total 125 responses were received, of whom 70 ticked the 'in support' box and 17 ticked 'not support'. Of the remaining 48 who were not explicit, 21 made comments that inferred their support (usually with a specific concern) giving a total 73.6% generally in support of the project, 18.4% directly or indirectly not in support and 8% not stating a position.
32. The key issues arising from the 125 respondees are detailed in the attachment. Topics covered were:
- General comments in favour of the changes and urging the council to 'hurry up' with construction
 - General comments not in favour of the concept including suggestion for a roundabout, flyover and putting signals into the existing alignment; and for cycle underpass or dual cycle lanes, combined cycle and pedestrian paths etc.
 - Cycling and pedestrian issues
 - Special pedestrian needs for people with a disability
 - Ferry Road westbound issues (inward or toward city)
 - Ferry Road eastbound issues

2 Cont'd

- Traffic turning right out of Settlers Crescent
 - Specific to 1020 – 1022 Ferry Road
 - Lanes and intersection, eastbound
 - Landscaping issues
 - Confusion about the existing and future Ferrymead bridge layouts with respect to the intersection.
33. Team responses to each issue are also detailed in **Attachment 2**.
34. As a result of the feedback received and the safety audit requirements, the following changes were made to the layout:
- (i) A pedestrian facility (median cutdown) across Ferry Rd by Tidal View has been included.
 - (ii) The advanced cycle stop box at the traffic signals has been extended.
 - (iii) Access to the Mobil Service Station needs to be resolved.
 - (iv) Development of a short left turn slip lane for west bound traffic, creating a definite separation area between cyclists electing to travel along Ferry Road or Humphreys Drive.
 - (v) Cycle lane width is increased past the recessed bus stop outside 1022 Ferry Road.
 - (vi) The flush painted chevrons will be removed from the Ferry Road west approach to the raised median.
 - (vii) The advance shared, through and left turn arrow will be removed from the Ferry Road west approach.
 - (viii) Extended merge area on east bound exit.

STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Grant approval for the Ferry Road Humphreys Drive intersection improvement project to proceed to final design, tender and construction, as shown in the plan for Board approval at **Attachment 1**.
- (b) **New Cycle Lanes**
 - (i) That a 'cycle lane' be installed adjacent to the kerb on the south side of Ferry Road commencing at the east side of its intersection with Settlers Crescent (west) and extending in a easterly direction to the intersection with Main Road (the west end of the Ferrymead bridge).
 - (ii) That a 'cycle lane' be installed adjacent to the kerb on the north side of Ferry Road commencing on the opposite side of the road to its intersection with the east side of Settlers Crescent (west) and extending in a easterly direction to the intersection with Main Road (the west end of the Ferrymead bridge).
 - (iii) That a 'cycle lane' be installed adjacent to the kerb on the south side of Ferry Road from the Advance stop box at the traffic signals at the intersection with Humphreys Drive, extending in an easterly direction to the west side of the intersection of Ferry Road and Settlers Crescent (east)
 - (iv) That a 'cycle lane' be installed adjacent to the kerb on the south-west side of Humphreys Drive commencing at its intersection with Ferry Road and extending in a northerly direction to the intersection of Humphreys Drive and Tidal View (north end).
 - (v) That a 'cycle lane' be installed adjacent to the kerb on the north-east side of Humphreys Drive commencing at its intersection with Ferry Road and extending in a northerly direction northern direction to the intersection of Humphreys Drive and Tidal View (north end).

2 Cont'd

(c) New No Stopping Restrictions

- (vi) That the stopping of vehicles be prohibited at any time on the west side of Settlers Crescent (east) commencing at its intersection with Ferry Road and extending 18 metres in a southerly direction.
- (vii) That the stopping of vehicles be prohibited at any time on the east side of Settlers Crescent (east) commencing at its intersection with Ferry Road and extending 20 metres in a southerly direction.
- (viii) That the stopping of vehicles be prohibited at any time on the west side of Tidal View commencing at its intersection with Ferry Road and extending 23 metres in a northerly direction.

(d) No Turn Restrictions

- (ix) That westbound vehicles on Ferry Road be prohibited from 'U'-turning at the intersection with Humphreys Drive.
- (x) That eastbound vehicles on Ferry Road be prohibited from 'U'-turning at the intersection with Tidal View.
- (xi) That southbound vehicles on Humphreys Drive be prohibited from 'U'-turning at the intersection with Ferry Road.

(e) Traffic Controls

- (xii) That traffic signals and associated works be installed at the intersection of Ferry Road and Humphreys Drive.
- (xiii) That a signalised pedestrian crossing and associated works be installed on the westbound Ferry Road slip lane.
- (xiv) That a give way controlled free left turn be installed on Ferry Road eastbound onto Humphreys Drive.

- (f) Revoke any existing parking restrictions in the foregoing areas.

BOARD RECOMMENDATION

- (a) That the staff recommendation be adopted.
- (b) That the staff provide reports at six monthly intervals on monthly traffic counts, including cyclists, following construction of the new intersection.

BACKGROUND (THE ISSUES)

- 36. The intersection of Ferry Road and Humphreys Drive is located in the Ferrymead Ward, which falls within the jurisdiction of the Hagley Ferrymead Community Board.
- 37. Ferry Road runs from the Ferrymead Bridge to the city, intersecting with High Street, Madras Street and St Asaph Street at its city end. This section of Ferry Road passes through a series of mixed commercial land uses. Humphreys Drive begins at the intersection and runs north along the edge of the estuary until it meets Linwood Avenue at a right angle corner.
- 38. Humphreys Drive and Ferry Road east of the Ferry Humphreys intersection are classified as 'Major Arterials' in the City Plan's roading hierarchy. West of the intersection with Humphreys Drive, Ferry Road is classified as a Minor Arterial up to Aldwins Road. It is a proposed limited access road between the intersection and the Tunnel/Dyers Road roundabout.
- 39. The intersection caters for approximately 30,000 vehicles a day.
- 40. At the current demand level, the intersection is subject to sporadic delays and queuing for westbound traffic that can lead to reliability problems for public transport routes to Sumner and Mt Pleasant on the outbound journey with 'knock – on' impacts for the inbound journey.

2 Cont'd

41. Traffic volumes on Ferry Road have been rising by an average of 3.3% per year and queuing and delay problems are forecast to worsen considerably given anticipated traffic growth in the area.
42. The intersection and its approaches have a poor accident history, with some 58 crashes recorded 1995 – 2004 inc and another 12 crashes in the subsequent 2.5 years including two serious and five minor injury crashes.
43. There has been a longstanding intention to complete a cycle route from Sumner to Hagley Park. Despite recent installation of cycle lanes over the Ferrymead Bridge, cyclists are still poorly served at the intersection. Pedestrians seeking to cross Ferry Road are also poorly served.
44. Planning for this project has included consideration of the current plans for the renewal and reconstruction of the Ferrymead Bridge; the building of a new apartment building at 1093 Ferry Road; the intent to reduce use of Ferry Road as a route to the city.

THE OBJECTIVES

45. The objectives for the Ferry Road Humphreys Drive intersection improvement project are as follows:
 - (a) To improve safety of the intersection.
 - (b) To improve capacity of the intersection to cope with increasing traffic volumes.
 - (d) To improve travel times through the intersection.
 - (e) To improve facilities for cyclists and pedestrians through the intersection.
46. Secondary/additional aims of the project include:
 - (f) To integrate with the Ferrymead Bridge Lifelines project
 - (g) To be sympathetic to the environment
 - (h) To retain recreational access to Tidal View
 - (i) To be completed within the Council approved budget
 - (j) To be completed within the Councils approved programme.
47. Intended project achievements
The more specific intentions of the project are to achieve:
 - (i) Double right turn from Ferry Road to facilitate signal controlled egress.
 - (ii) Encourage use of Humphreys Drive.
 - (iii) Cycle lane markings and improved pedestrian/cycle crossing facilities throughout the project.
 - (iv) Signal-controlled crossing facility for pedestrians.
 - (v) Retain the existing right turn ban.
 - (vi) Widened intersection approaches to provide space for two vehicle lanes and a cycle lane.
 - (vii) Landscaped solid median between the intersection and Tidal View to restrict right-turning manoeuvres from the driveways along the north side of Ferry Road.
 - (viii) Gap in solid median that will continue to allow right turns into Settlers Crescent, whilst preventing right-turns out from Settlers Crescent.
 - (ix) Compatibility with the selected option for Ferrymead Bridge.
 - (xi) Improved safety for pedestrians, cyclists and vehicles.
 - (xii) Signalised movement for vehicles exiting Ferry Road (west) onto Ferry Road (east).

2 Cont'd

THE OPTIONS

48. In accordance with the aims and objectives of the project, several options were developed for comparison for this intersection.

The Preferred Option

50. The proposal will signalise the intersection of Ferry Road and Humphreys Drive.
51. There will be two lane approaches on each arm of the intersection.
52. The right turn ban between Humphreys Drive and Ferry Road west will be retained and a right turn ban out of Settlers Crescent (east) onto Ferry Road east will be introduced.
53. Ferry Road east will have a continuous slip lane to Ferry Road west. Ferry Road west will have both lanes as right turn lanes with a short left turn slip lane subject to a give way control.
54. There will be cycle lanes incorporated into all arms of the intersection, with coloured surfacing at potential conflict locations. At each approach to the traffic lights the cycle lanes will have an advanced stop line incorporated.
55. There will be tactile paving at all pedestrian crossing points at the intersection. The crossing of Humphreys Drive and the two lane section of Ferry Road west will be signalised for pedestrians. The Ferry Road west give way slip and the Ferry Road east slip lane will not be signalised for pedestrians. Additional tactile paving will be placed at the crossing of Settlers Crescent (east) and the crossing of Humphreys Drive, to the north of Tidal View.
56. The latest plan used for the scheme and the publicity shown in Figure 1 is RD 1176s74.dgn.

Other options

58. There were ten options considered altogether, including (A) 'do nothing', (B) 'do minimum' (retain existing configuration and correct shape – super-elevation – of the curve.
59. Each option includes signals, slip lanes and cycle facilities.
60. Three options (H, I and J) add signals to the existing 'seagull' configuration.
61. One option (G) proposes re-orientation of the intersection with T-d traffic signals
62. The remaining options are variants of the preferred option layout varying the way the geometry affects user safety and effectiveness in managing capacity.
63. A key component of each variation involves the degree of the bend from Humphreys Drive into Ferry Road east and the requirement for more or different land acquisition.
64. An option for a roundabout was indicated in a 1999 Draft Feasibility Report, but subsequent analysis has shown that a roundabout would have limited lifetime in meeting the capacity needs of the intersection and would offer a poor level of service to pedestrians and cyclists. For this reason it has not been included as an option.

ASSESSMENT OF OPTIONS FOR FERRY ROAD HUMPHREYS DRIVE INTERSECTION

65. The preferred option best meets the project objectives, although it impedes westbound Ferry Road traffic only if the traffic queuing at the signals backs up and blocks the slip lane – which modelling suggests is not likely. None of the options provide completely signalised pedestrian crossing, as the slip lanes do not have sufficient pedestrian traffic volume ratio to qualify for signals.
66. The other options only partially meet project objectives.

3. ALDWIN'S ROAD SPEED LIMIT

General Manager responsible:	General Manager City Environment, DDI 941-8656
Officer responsible:	Unit Manager, Transport and Greenspace
Author:	Brian Neill/Barry Cook, Network Operations and Traffic Systems Team Leader

PURPOSE OF THE REPORT

1. The purpose of this report is to provide information that will enable the Council to decide upon the retention or otherwise of the existing 60 km/h speed limit along Aldwins Road between Ferry Road and Linwood Avenue. The report will also provide options to improve road safety along Aldwins Road at Linwood College. These options include a discussion on a 40 km/h School Zone as requested.

EXECUTIVE SUMMARY

2. The speed limit along Aldwins Road was increased from 50 km/h to 60 km/h on 1 February 2004. The 60 km/h speed limit complies with the guidelines for arterial route speed limits pursuant to the Land Transport Rule – Setting of Speed Limits 2003.
3. Actual 85th %ile (59 km/h) and mean speeds (53.6 km/h) along the section of Aldwins Road south of Bass Street are lower than those recorded in Ensors and Buckleys Roads which form part of an arterial link from SH 74 Brougham Street to Pages Road. An operating speed of between 50 and 60 km/h is common on most urban multi-lane arterial roads in Christchurch regardless of whether the speed limit is 50 or 60 km/h. The operating speed of Aldwins Road south of Bass Street is at the lower end of the scale.
4. 40 km/h School Zones are very effective but haven't yet been used in conjunction with pedestrian signals. They have been installed where students have to make the decision to stop the moving traffic at a School patrol crossing point or there are limited facilities.
5. The speed camera site outside the Parkwood Rest Home opposite Linwood College is a valuable deterrent. The speed camera site should be retained.
6. Crashes within 200 metres of the pedestrian signals outside Linwood College have been analysed. Speed was not cited as a factor in any of these events. A total of 15 crashes are recorded in the five year period 2001 to 2007, only six of which occurred during school time. Pedestrian behaviour contributed to three out of the six collisions.
7. Many people, including students from Linwood College, choose to cross the four lane roadway within 100 metres of the pedestrian signals. The installation of pedestrian barriers in the section of median along the College frontage would stop people crossing the roadway within the 100 metres 'danger zone' either side of the pedestrian signals.
8. Activating mechanisms for the pedestrian signals can be made more user friendly and motorists could be provided with additional indicators to ensure that they know when the signals are about to change to red.
9. The construction of a pedestrian barrier and a passive device for activating the pedestrian signals would provide the best solution for improving safety along this section of Aldwins Road.

Attachments

10. The following attachments are appended to this report:
 - (a) **Attachment 1:** Table 1 – Aldwins Road vehicle speed data and notes;
 - (b) **Attachment 2:** Weekly mean and 85th %ile speed survey graphs;
 - (c) **Attachment 3:** Table 2 – Mean and 85th %ile operating speeds and notes and Table 3 – Aldwins Road pedestrian survey at Linwood College and notes;
 - (d) **Attachment 4:** Table 4 – Hierarchy of treatments for pedestrian crossing points.

3 Cont'd

11. **Attachments 1 and 2** provide information on vehicle speeds along Aldwins Road in the vicinity of Linwood College.
12. **Attachment 3** provides information on speed limits in New Zealand extracted from the Land Transport Rule: Setting of Speed Limits 2003, and details of a pedestrian survey in Aldwins Road at Linwood College with accompanying notes.
13. **Attachment 4** provides a commentary on the hierarchy of treatments used to improve pedestrian safety on roads. Examples include relevant traffic control devices used at schools in Christchurch and a new initiative, (flashing yellow warning lights) under trial in Christchurch and Auckland.

FINANCIAL IMPLICATIONS

14. Depending on the options chosen, it is estimated that the first order costs for the work involved to improve traffic safety in Aldwins Road would be:
 - (a) Option 1: Status quo – do nothing. This option fails to address the safety issues along the section of Aldwins Road at Linwood College.
 - (b) Option 2: Reducing the speed limit from 60 km/h down to 50 km/h will incur costs in the order of \$6,000 for new speed limit signs. Existing operational budgets would be used to cover these costs.
 - (c) Option 3: Introducing a 40 km/h School Zone along the section of Aldwins Road between Matlock Street and Marcroft Street will incur costs in the order of \$38,000. Additional costs may be incurred for either repositioning existing speed limit signs or replacing them with new 50 km/h signs as in Option 2. Priority funding for a 40 km/h School Zone would be considered along with similar zones, outside other schools in the city.
 - (d) Option 4: Constructing a pedestrian barrier in the Aldwins Road median along the Linwood College frontage either side of the pedestrian signals would cost approximately \$24,000. Changes to the signals and the installation of passive pedestrian detectors would cost approximately \$15,000. Priority funding for this work (\$39,000) would be considered alongside other subsidised safety improvement works in the city.
 - (e) Option 4a: Option 4, with flashing yellow warning lights similar to those on the pedestrian crossings in Tuam Street outside Civic Offices and in Hereford Street adjacent to Westpac Lane (but being actuated by the signals) would add approximately \$15,000 and raise the cost of this option to \$54,000. Priority funding for this work (\$54,000) would be considered alongside other subsidised safety improvement works in the city.
 - (f) Option 5: Improved activating mechanism for detecting the presence of pedestrians to make the signals more user-friendly. This is estimated to cost \$15,000 and would be considered alongside other subsidised safety improvement works in the city.

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

15. The cost to purchase and install traffic signs is within the LTCCP Transport and Greenspace operational budgets. New projects would need to be generated to install a 40 km/h School Zone or to construct a pedestrian barrier in the Aldwins Road median along the Linwood College frontage either side of the pedestrian signals, alter the detection systems at the signal controlled pedestrian crossing and/or install flashing yellow warning lights on the approaches to the crossing.

LEGAL CONSIDERATIONS

16. Legal considerations for Options 2 and 3 include changes to the Council's Speed Limit Bylaw. The installation of flashing yellow warning lights on the approaches to the pedestrian crossing (Option 4a) would require Land Transport New Zealand sanctioning by way of a traffic control devices trial. All other work could be carried out by the Council following consultation with stakeholders including the New Zealand Police.

3 Cont'd

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

17. The issue is traffic safety that the Council is duty bound to address. As a road controlling authority, the Council has responsibilities concerning the management of traffic and the installation and maintenance of traffic control devices including speed limits and pedestrian signals.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

18. All options align with Transport and Greenspace activities by contributing to the Council's Community Outcomes – Safety and Community.

Do the recommendations of this report support a level of service or project in the 2006-2016 LTCCP?

19. The recommendations contribute to improve the level of service for safety and access.

ALIGNMENT WITH STRATEGIES

20. Align with the *Christchurch Road Safety Strategy* and *Safer Christchurch Strategy*.

Do the recommendations align with the Council's strategies?

21. The recommendations align with the *Christchurch Road Safety and Safer Christchurch Strategies*.

CONSULTATION FULFILMENT

22. No consultation has been carried out on the options proposed. Consultation with Linwood College, Parkwood Rest Home, the local community and New Zealand Police and, most likely, Land Transport New Zealand needs to be carried out once the Council has decided upon the options that should be canvassed with the community. The request for a report on the speed limit along Aldwins Road and improvements to safety outside Linwood College originated from the Hagley/Ferrymead Community Board.

STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Not pursue Options one, two and three.
- (b) Initiate discussions with key stakeholders to ascertain views on the Council proceeding with Options three, four, four (a) and five.
- (c) Consider the preferred option which should be costed, budgeted and consulted upon with the wider community.
- (d) Provide funding for the preferred option at the earliest possible opportunity.

BOARD'S RECOMMENDATION

It is recommended that the Council

- (a) Not pursue Options one, three, four (a), and five.
- (b) Adopt options two and four.
- (c) Consider the preferred option which should be costed, budgeted and consulted upon with the wider community.
- (d) Provide funding for the preferred option at the earliest possible opportunity.

3 Cont'd

BACKGROUND (THE ISSUES)

Speed Limit

23. Speed has been cited as the main contributing factor to crashes that have occurred in Aldwins Road. The speed limit along Aldwins Road was increased from 50 km/h to 60 km/h on 1 February 2004. The 60 km/h speed limit complies with the guidelines for arterial route speed limits pursuant to the Land Transport Rule – Setting of Speed Limits 2003.
24. In some circumstances it may also be appropriate to set a 50 km/h speed limit on four lane arterial roads such as Aldwins Road.
25. The minimum recommended length for an arterial route speed limit of 60 km/hr is one kilometre. However, on a longer route such as the Ensors Road, Aldwins Road, Buckleys Road link from SH 74 Brougham Street to Pages Road, short sections of development where there are schools and rest homes can be accommodated within a higher speed limit than would normally be the case.
26. The section of Aldwins Road between Ferry Road and Harrow Street has been treated in this manner. Pedestrian activity is high at school times but relatively low at other times of the day and weekends.
27. Because of intensive pedestrian activity a 50 km/h speed limit has been retained along the sections of Aldwins Road and Buckleys Road between a point 100 metres south-west of Linwood Avenue and Russell Street through a shopping centre and bus interchange.
28. Actual 85th %ile (59 km/h) and mean speeds (53.6 km/h) along the section of Aldwins Road south of Bass Street are lower than those recorded in Ensors and Buckleys Roads. Mean speeds have risen (51.2 to 53.6 km/h) since the 60 km/h speed limit was installed in 2004. An operating speed of between 50 and 60 km/h is common on most urban multi-lane arterial roads in Christchurch regardless of whether the speed limit is 50 or 60 km/h. The operating speed of Aldwins Road south of Bass Street is at the lower end of the scale.
29. Reinstating the former 50 km/h speed limit along Aldwins Road may affect the 85th %ile and mean speeds. However, the operating speed would be unlikely to influence the safety record of this road. The differential either side of the mean speed would widen with some motorists unwilling to discipline themselves to drive at or close to the speed limit. More motorists would be likely to travel at speeds at the higher end of the scale making it more difficult for people crossing the road to judge the speed of approaching traffic. This can be a difficult enough task now. With two lanes of approaching traffic there is often a difference in the speed of vehicles in each lane.
30. During School hours vehicle speeds are moderated as a function of road network capacity. Refer to **Attachment 2**.

Speed Camera

31. The speed camera site outside the Parkwood Rest Home opposite Linwood College is a valuable deterrent and, although few motorists are cited for speeding offences each month, the speed camera should be retained. Outside normal business hours in particular, motorists can be seen to check their approach speed and slow before accelerating again once they have passed through the site.
32. Data from the speed camera site for May 2007 reveals that the camera was deployed for a total of 11.85 hours. During this period the speed of 12,664 vehicles was checked and 12 photographs taken. In June 2007 the camera was deployed for 9.82 hours. The speed of 596 vehicles was checked and two photographs were taken. According to the records kept during these two months, 67% of drivers were travelling at speeds up to 60 km/h, 32% between 61 and 70 km/h and 1% over 70 km/h.

3 Cont'd

Crash Record

33. Crashes within 200 metres of the pedestrian signals outside Linwood College have been analysed. Speed was not cited as a factor in any of these events. A total of 15 crashes are recorded in the five year period 2001 to 2007, only six of which occurred during school time.

Crash ID	Location	Movement	Comment
2222159	I Edmond Street	AA (Changing lane)	
2221662	300 s Ferry Road	FE (Rear End at traffic lights)	Location in dispute. Records show kids running onto road chasing ball outside Linwood Collage. Front driver able to stop, driver behind following too close.
2472425	50 s Harrow	FE (Rear End at traffic lights)	
2422403	100 s Harrow	NB (pedestrian Crossing)	"Running heedless of traffic, failed to use pedestrian crossing when one within 20 m"
2522626	100 s Harrow	NB (pedestrian Crossing)	"Running heedless of traffic, failed to use pedestrian crossing when one within 20 m"
2574006	I Marcroft Street	FA (Rear end)	

34. Pedestrian behaviour contributed to three out of the six collisions. Of these crashes, only two have involved pedestrians, one (2221662) involved children running onto road chasing a ball.
35. The only commonality is children entering road uncontrolled.

Signal controlled pedestrian crossing

36. Many people, including students from Linwood College, choose to cross the four lane roadway within 100 metres of the pedestrian signals. After school, some students can be observed changing their minds after gaining a foothold on the median and returning to the side of the road they started out from. During a survey, one group of four students were observed to 'hold counsel' on the median pushing and shoving each other and moving back and forth across the two lane carriageway outside the College. This type of behaviour can intimidate or confuse drivers particularly if they are travelling along Aldwins Road when the vehicle phase at the adjacent pedestrian signals is green giving them right of way over pedestrians.
37. Before school and at quieter periods of the day, many people, including students, after selecting a gap in traffic, either cross within 100 metres of the pedestrian signals or on the crossing but without the 'Cross' signal. These people are reluctant to wait for the signal to cross and take the chance of crossing the roadway between gaps in approaching traffic. Some may not want to bother motorists with having to stop to give way to them and do not press the button to activate the pedestrian 'Cross' signal. Both practises are hazardous not only for the pedestrian but also for motorists approaching the crossing point. Police records state "Running heedless of traffic, failed to use pedestrian crossing when within 20 metres".
38. Pedestrian barriers in the section of median along the College frontage would stop people crossing the roadway within 100 metres of the pedestrian signals. Passive detection units to trigger the signals on the approaches to the crossing would leave people with little choice but to wait for the signals to change in their favour before crossing the roadway. Improved pedestrian behaviour would result and motorists would better understand the need to slow and yield right of way to people crossing the roadway. This work is recommended as it would serve to discipline pedestrians and make for a safer environment for all road users.

40 km/h School Zones

39. 40 km/h School Zones are very effective but haven't yet been used in conjunction with pedestrian signals. On Main North Road, a four-lane road at Belfast School, school patrols operate on Kea crossings, one on the eastern side and one on the western side. A 40 km/hr Speed Zone could be investigated further for Linwood College, leaving the pedestrian signals and speed camera in place. However if there were any benefits in such an option, then Linwood College would have to be ranked with all other schools in Christchurch.

3 Cont'd**Traffic Volumes and Speeds**

40. Traffic volumes are high but less than those recorded on many other Major Arterial Roads in the city. Weekday evening peaks (4 to 6pm) are busiest. However, weekday morning peak flows (8 to 9am) are matched by similar hourly flows between 11am and 4pm. The speed of vehicles passing Linwood College in the Morning School-Time is significantly lower than the rest of the day and in the Afternoon School-Time is lower than the average speed. See **Attachment 2**.

Date	Station	7 Day ADT	Peak hour flow
July 2005	Aldwins Road south of Bass Street	22,123	2,173 (Wednesday 4–5pm)
July 2005	Aldwins Road south of Marlborough Street	26,492	2,644 (Wednesday 4–5pm)

THE OBJECTIVE

41. To improve road safety along Aldwins Road in the vicinity of Linwood College and determine whether the existing 60 km/h speed limit is appropriate. A 40 km/hr School Zone was one suggested option.

THE OPTIONS**Option 1:**

42. Maintain the Status Quo - Do Nothing.

Option 2:

43. Reducing the speed limit from 60 km/h down to 50 km/h along Aldwins Road between Ferry Road and Linwood Avenue.

Option 3:

44. Introducing a 40 km/hr School Zone along the section of Aldwins Road between Matlock Street and Marcroft Street.

Option 4:

45. Constructing a pedestrian barrier in the Aldwins Road median along the Linwood College frontage either side of the pedestrian signals and introducing a passive device for actuating the signals.

Option 4a

46. Option 4 but with flashing yellow warning lights similar to those on the pedestrian crossings in Tuam Street outside Civic Offices and in Hereford Street adjacent to Westpac Lane (but being actuated by the signals).

Option 5

47. Improved activating mechanisms for detecting the presence of a pedestrian to make the signals more user-friendly.

DISCUSSION

48. The 'do nothing' option would fail to address safety issues along the section of Aldwins Road at Linwood College.

3 Cont'd

49. The former 50 km/h speed limit along Aldwins Road should not be reinstated. The operating speed is unlikely to change and would be unlikely to influence the safety record of this road. If the speed limit was lowered, the differential either side of the mean speed would widen with many motorists unwilling to discipline themselves to drive at or close to the new speed limit. Many would be likely to be travelling at speeds at the higher end of the scale.
50. 40 km/h School Zones are very effective but haven't yet been used in conjunction with pedestrian signals. This option could be investigated further. However with signals controlling traffic and giving pedestrians the right of way, a 40 km/hr School Zone is not seen as a good investment. There are 165 schools in Christchurch, of which 22 have 40 km/hr School Zones. The remaining 143 have been ranked for 40 km/hr. To install a 40 km/hr at Linwood College where there is a signal controlled crossing would prevent higher ranking schools from having a 40 km/hr School Zone installed.
51. The speed camera site outside the Parkwood Rest Home opposite Linwood College is a valuable deterrent and should be retained.
52. Crashes within 200 metres of the pedestrian signals outside Linwood College have been analysed. Speed was not cited as a factor in any of these events. Pedestrians running onto the road has been cited as the cause of three of the six crashes.
53. Many people, (see survey figure **Attachment 3**) including students from Linwood College, choose to cross the four lane roadway within 100 metres of the pedestrian signals. Pedestrian barriers in the section of median along the College frontage would stop people crossing the roadway within the 100 metres 'danger zone' either side of the pedestrian signals. Constructing a pedestrian barrier in the Aldwins Road median along the Linwood College frontage either side of the pedestrian signals would cost approximately \$24,000. This is seen as the preferred option.
54. Activating mechanisms for the pedestrian signals can be made more user friendly and motorists could be provided with additional indicators to ensure that they know when the signals are about to change to red. Passive detection units to trigger the signals on the approaches to the crossing should be installed as part of any improvement works. Changes to the signals and the installation of passive pedestrian detectors would cost a further \$15,000.

THE PREFERRED OPTION

55. Option 4. This option would provide the greatest benefit for road safety.
56. Option 5 could also be undertaken in conjunction with Option 4.