



Christchurch City Council

CITY SERVICES COMMITTEE AGENDA

TUESDAY 7 APRIL 1998

AT 2.00 PM

IN THE NO 2 COMMITTEE ROOM, CIVIC OFFICES

Committee: Councillor Denis O'Rourke (Chairman), The Mayor, Ms Vicki Buck, Councillors Carole Anderton, David Buist, David Close, Graham Condon, Carole Evans, Ian Howell, Garry Moore and Ron Wright.

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PART A - MATTERS REQUIRING A COUNCIL DECISION

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1. APOLOGIES

2. DEPUTATIONS BY APPOINTMENT

The Fire Region Commander, Brian Joyce, is in attendance at today's meeting to advise of changes to the structure and refinements to the focus of the Fire Service. A copy of the booklet produced by the Fire Service Commission has been circulated to Committee members.

3. CO-ORDINATING COMMITTEE FOR TRAFFIC SAFETY

RR 7395

Officer responsible City Streets Manager	Author Susan Cambridge
Corporate Plan Output: Road Safety page 9.6 text 8	

The purpose of this report is to give information from the last meeting of the Traffic Safety Co-ordinating Committee including education and awareness campaigns. (The financial report is attached.)

VICTORIAN POLICE

Two members of the Victorian Police recently gave a series of three seminars for Police and others in Christchurch to promote effective methods of Police enforcement aimed at traffic crash reduction. The Road Safety Co-ordinator attended one of these seminars. A report on the seminar is attached.

HOSPITAL DATA

A very positive meeting was held with Service Manager, Georgina Whyatt at Christchurch Hospital. She has promised her support for us collecting data as long as we pay for time expended by hospital staff developing a data base. Barry Armstrong, Tim Hughes and I will meet with staff in the patient management support area to discuss the best way of collecting the information we need on traffic casualties. It may be necessary for us to pay for a person to manipulate the data once it has been given to us, so that we get the best value from it.

INTERSECTION CAMPAIGN

An intersection campaign aimed at modifying driver behaviour at signalised intersections especially in regard to red light running is planned for June. Christchurch has a far greater proportion of crashes at intersections than other similar cities. Nearly half of the crashes at intersections have running the red light as a factor.

It is intended that newspaper advertising and/or a leaflet drop will give information about intersections where red light running is causing crashes. At the same time television advertising and visual material will promote the increased Police enforcement of red light running. The combination of enforcement and advertising is expected to be more effective than either strategy used on its own.

3 Cont'd

The Police have made a commitment to putting resources into an enforcement campaign if resources are also put into a promotional campaign to add value. The promotional campaign has had \$20,000 allocated to it in the Safety (Administration) Programme budget. This is Land Transport Safety Authority funding and must be used for promotion of intersection safety. The campaign is still in the planning stage with specific strategies still under discussion. The campaign will be evaluated with before and after surveys of red light running at specific intersections.

PEDESTRIAN SAFETY CAMPAIGN

The pedestrian safety group is planning a campaign which has a community focus supported by a wider advertising campaign. A visual theme will link both campaigns. Police enforcement will support the campaign.

SAFE WITH AGE

Sixteen interested people attended the Safe with Age meeting. Most of these people are interested in being trained to run courses or act as support people for courses. A training day is being organised after Easter. It was good to see so many capable people keen to do something for their community.

URBAN SPEED CAMPAIGN

Radio and television advertising along with bumper stickers sent out to schools encouraged motorists to slow down outside schools in February. There was also a Police enforcement campaign on speeds outside schools. Before and after surveys have been carried out of speeds outside four schools. The results of these surveys will be available when they have been analysed.

CYCLIST VISIBILITY

Planning is underway for a campaign to promote cyclist visibility and the use of cycle lights and reflectors in May. The Police will carry out an enforcement campaign on cycle lights and reflectors at the same time.

WINTER DRIVING

A joint programme with other Canterbury Road Safety Co-ordinators will promote safe winter driving as the days get shorter. The focus of this campaign will be discussed at the next Canterbury Road Safety Co-ordinators' meeting.

MEDIA PUBLICITY

The Star has taken a great interest in road safety issues recently. Lois Watson wrote an article containing an interview with the Road Safety Co-ordinator and Graham Reeves from the Police, focussing on future education programmes planned by the Council. As a result of this, the Managing Editor of the Star has set up a meeting to discuss how the Star can help further with the "battle to reduce the road toll".

Chairman's

Recommendation: That the information be received.

4. WAIMAKARIRI EMPLOYMENT PARK SEWER CONNECTION TO CITY RR 7388

Officer responsible Waste Manager	Author Neville Stewart, Senior Engineering Officer
Corporate Plan Output: Liquid Waste, Sewer Reticulation	

The purpose of this report is to seek the Council's agreement in principle to a request from Project Consulting Ltd, Consultants for the Waimakariri Employment Park (north of the Waimakariri River), to discharge up to 280m³ per day of wastewater to the Council's wastewater system at Kainga. (Proposal attached.)

BACKGROUND INFORMATION

The consultants advise that wastewater disposal within the Waimakariri District is not available to the development and the only practical and economic solution is to pump the sewage to the Christchurch sewer system. The point of discharge would be direct to Pumping Station 75 in Kainga which in turn discharges to Brooklands and Spencerville.

Discussions have been held with the consultants concerning the quantity and quality of the proposed discharge. The major concern for this Council is the risk of increasing the odour problems in the downstream sewer in Brooklands and using up capacity that may be needed for urban use in the Brooklands and Spencerville areas. The Consultants advise that the proposed ordinances for the park will restrict discharges to the equivalent of residential zoning in quality and quantity. This will ensure a minimum of trade waste discharges.

ODOUR CONSIDERATIONS

The specific concern is that during the initial stages of development the flows are minimal and the consequent long retention time in the outfall rising main gives rise to odours which would be particularly serious in the Kainga/Brooklands system.

The consultants propose to add fresh water to maintain a maximum retention time of four hours in their system. The added water will give a dilute sewage and together with the moderate retention time, the risk of odours occurring is insignificant.

The proposed daily flow of 280m³ and flow rate of up to 16 litres per second will considerably reduce the overall retention times in the Council's Kainga/Brooklands sewer system so that the addition of the Waimakariri Employment Park could be to the advantage of the Council.

SEWER CAPACITY

The existing gravity sewer capacity is sufficient for the additional loading.

No alterations or upgrading of pumping stations will be necessary.

4 Cont'd

Acceptance of the proposed Waimakariri Employment Park wastewater will not compromise the availability of sewerage for the likely urban rezoning in the City Plan Review.

CHARGES

The charge set by the Council for the acceptance of raw sewage from neighbouring local authorities is the net cost (excluding cost of capital) to the Council of transporting and treating sewage. This charge is currently 30.29 cents/cubic metre.

The proposed Waimakariri Employment Park would be a new commercial development and this differs from the Selwyn District areas currently discharging to the city system which are established communities with sewage disposal difficulties. It is acknowledged that the Waimakariri District Council's Kaiapoi wastewater system does not have capacity for the park and the alternative other than the city system is on site treatment and disposal to the Waimakariri River with a considerable hurdle in meeting likely resource consent requirements.

The Council could take the view that a commercial venture from outside the city should contribute towards the cost of capital of the infrastructure which the venture is getting advantage from. The preliminary estimate of the value of the portion of the sewer and treatment system capacity that the Park would use is \$650,000. On the basis of 280m³/day and interest rate of 8%, the cost of capital charge would be 50cents/m³.

The Council will obtain a permanent benefit from the additional flow at the top end of the system to mitigate existing odour problems. This benefit is difficult to quantify but on the assumption that up to one half of the park's proposed flow may yet be needed to be made up by the city adding fresh water, the value to the Council could be equivalent to one half of the cost of capital ie 25 cents/m³.

Should the Council agree to the proposal the following conditions would be recommended.

- Recommendation:**
1. That the Committee agrees in principle to accept the wastewater discharge from the Waimakariri Employment Park into the city's No 75 Sewer Pumping Station at Kainga.
 2. That a charge of 55 cents (plus GST)/cubic metre of wastewater be made.
 3. That annual review of the charge be made on the basis of the charge levied to the Selwyn District Council plus one half of the cost of capital applicable at the time.

4 Cont'd

4. That an agreement between the Council and the Waimakariri Employment Park setting out the connection requirements, detailed maximum and minimum flows, retention times and charges be signed prior to a connection being made.

**Chairman's
Recommendation:** For discussion.

**5. RESOURCE CONSENT FOR EFFLUENT DISCHARGE FROM
THE CHRISTCHURCH WASTEWATER TREATMENT PLANT**

RR 7357

Officer responsible Waste Manager	Author Walter Lewthwaite, Wastewater Engineer
Corporate Plan Output: Liquid Waste	

The purpose of this report is to inform the City Services Committee and Councillors of progress with selecting an option for a new discharge consent application for the Christchurch Wastewater Treatment Plant.

ACTION REPORTED PREVIOUSLY

The present consent expires in 2001, and in August 1996 the Council approved a programme of investigation and consultation to plan for a new consent, in accordance with the requirements of the Resource Management Act. The main actions have been to:

- Appoint a consultation Working Party to build up expertise with the subject and advise the Council on the decisions that would be in the best interests of Christchurch.
- Develop a brief for a study into the issues and options for wastewater management.
- Conduct two series of consultation meetings, which have been generally targeted at special interest groups.
- Issue newsletters to a wide range of interested parties.
- Let an issues-and-options study contract to a team of consultants led by Woodward-Clyde, engineering and environmental consultants.
- Engage a team of three people, led by Beca Steven, environmental engineering consultants, to act as peer reviewers of the work of the main consultant.

The Working Party is made up of representatives of a wide range of interest groups and includes Councillors O'Rourke, Evans and Wright.

PLACE OF 1996 BUDGETED OPTION

In August 1996, Beca Steven reported to the Council on a possible capacity upgrade for the Christchurch Wastewater Treatment Plant. In response to this the Council has budgeted \$30 million for a plant upgrade (over the period 1997/98 to 2005/06). It has always been recognised this was a likely minimum sum, and the outcome of the resource consent might dictate that another option be built at a different, and probably higher, price.

5 Cont'd

OPTIONS SELECTED FOR DETAILED EXAMINATION

Interpretations being applied to the Resource Management Act require the Council to address seriously alternative discharges in the widest possible terms, not just those that appeal immediately as being the most likely. The brief to the consultants recognised this, and after a number of meetings with the consultants the Working Party selected the following options for detailed study:

Baseline	Continue to discharge to the side of the estuary, but with a substantially improved effluent quality (ie the \$30 million upgrade option of 1996)
Outfall Options	Discharge direct to centre channel of the estuary Discharge to the ocean Discharge to land – for either irrigation or rapid infiltration
Treatment Options	Disinfection Nutrient removal Wetlands

NEXT ACTION

The next steps will continue to follow the two paths that the Resource Management Act requires – ie technical investigations and public consultation.

Technical investigations are being written up by Woodward-Clyde for examination by Council staff, the Working Party and the peer review team. The report will evaluate the costs and impacts of each of the options listed above. The Working Party will meet in June to seek to narrow further the range of favoured options.

It is possible there will be a need to do further field research into the hydrodynamics of the estuary and nearshore areas, especially if investigations favour discharge to the ocean or continuing to discharge to the estuary. This research might be needed to increase confidence in predictions about algal growth and bacteria distribution following discharge. The research, if needed, will take another few months, possibly into 1999.

Consultation will continue over April and May 1998 with special interest groups, and the Working Party will be intimately involved as they seek further community feedback. Groups to be targeted will include residents' groups (arranged through Community Boards), wastewater technologists, ecologists, recreation interests associated with potential discharge options, Maori groups, commercial fishers, industrial and commercial interests, and possibly children.

A seminar has also been arranged by City Services Committee at 2 pm, 21 May, and all Councillors are invited.

5 Cont'd

After the Working Party and peer reviewers have considered the consultants' report, the City Services Committee and the Council will decide the scope of general public consultation that should follow. This will depend partly on whether it is considered necessary to do the extra field research mentioned above. Later the Council will have to select a single option and seek a consent. A timetable is shown below.

Action	Probable Date
Meetings with special interest groups	April and May 1998
City Services Seminar (all Councillors invited)	2 pm, 21 May 1998
Working Party meets to evaluate options	8 June 1998
City Services Committee and Council decide scope of public consultation	July 1998
Further field research (if required)	late 1998/ early 1999
Public consultation	July/August 1998 unless extra research leads to postponement
Council selection of option and application for consent	late 1998 or early 1999 depending on need for research

Recommendation: That this report be received.

Chairman's

Recommendation: That all Councillors be invited to the City Services Committee seminar on 21 May 1998.

6. SUBSIDY FOR THE COLLECTION OF REFUSE AT THE CHRISTCHURCH INTERNATIONAL AIRPORT

RR 7360

Officer responsible Waste Manager	Author Murray Binnie
Corporate Plan Output: Solid Waste	

The purpose of this report is to seek approval for the removal of the present refuse collection subsidy of \$20,878 per annum paid by the Christchurch City Council to the Christchurch Airport Company.

6 Cont'd

BACKGROUND

In 1982 an agreement was reached between the Paparua County Council and the Christchurch Airport Company for the payment of a subsidy (\$12,000) by the County towards the cost of refuse collection at the Airport.

- This subsidy was in lieu of the County not providing a refuse collection to the Airport area at the time.
- In 1988 in response to a request from the Airport Company, the County increased the level of its subsidy to \$20,878. The payment of this subsidy at this same level, has been continued by the Council since amalgamation.
- The subsidy is paid to the Airport Company each year in April as lump sum.

The Airport Refuse Collection Service

The Airport Company provides a daily through to weekly refuse collection service for its business units and a number of its tenants.

- The service is provided by the use of a sole operator compaction truck.
- Some refuse is collected from the kerbside and some from wheelie bins from internal work areas of tenants eg the Air New Zealand engine workshop.
- The Service is run at a small profit, with operating costs funded by the Council's subsidy and a user charge.
- Not all Airport tenants use the service. Some use other contractors for the collection and disposal of their refuse.

Subsidy

The subsidy paid to the Airport Company is thus of benefit only to the users of the Airport's refuse collection service. Tenants who possibly through choice are using an alternative service are in effect receiving no benefit either directly, or indirectly through the subsidy, of a rates provided refuse service.

- The Airport subsidy is the only one of its kind paid to a Christchurch business. In all other cases a weekly rates funded collection service (of black bags) is provided by the Council, with additional disposal being met by private operators on a user pays basis.
- It is considered that the subsidy is an anomalous legacy inherited at amalgamation and the same principles that apply elsewhere should be applied to the Airport collection. A recent internal audit on the Council's Solid Waste collection system has also identified this payment as an anomaly.

Future Options

In fairness to other Christchurch rate paying businesses and to those Airport tenants who do not use the service it is proposed that the subsidy payment to the Airport Company be discontinued from the end of the 1997/98 financial year.

The subsidy would be replaced by the normal black bag collection that is offered to all other ratepaying businesses in the city. This would cost in the order of \$3,500.

6 Cont'd

Airport Company Options

The Airport company has also written to the Council with two further options for joint consideration. Both options include discontinuing the present subsidy, but propose alternative arrangements which will cost more than the present subsidy.

Option 1

The first option suggests that the Council deducts that portion of the Airport rates relating to solid waste disposal (approximately \$40,000 per annum).

Option 2

The second proposes full responsibility by the Council for the Airport refuse collection service provided agreement can be reached on the level of service to be provided. With this option the Airport Company noted its intention to have the Airport nominated as a special collection area in the same way as the central city area.

It is considered that neither of these options are tenable. The rationale for discontinuing the subsidy is to remove an anomalous subsidy paid to a business, a subsidy which is not enjoyed by any other business in the city. While the Airport's solid waste disposal rates at approximately \$40,000 are high, that is merely a reflection of the high overall rates paid by the Airport Company; other businesses too have large sums to pay.

With respect to the second option, the Airport may be under the impression that the Central Business District obtains some form of subsidy, but this is incorrect. In essence the black bag collection within the Central Business District is user pays. A twice daily collection service is provided, but all businesses are required to purchase their own bags and the purchase price of the bags includes both collection and disposal costs.

If the Airport was nominated as a special collection area and a service provided similar to the Airport's current service, then it too should be user pays. However, there is little rationale for the Council to be in the business of providing a standard commercial user pays collection service, which could be more than adequately provided by any number of refuse collection companies. Therefore it is considered that these options should also be rejected.

Recommendation: That the Council remove the present refuse collection subsidy from the end of the 1997/98 financial year and commence a standard black bag collection in the area on 1 July 1998.

This report was not referred to the Chairman, Councillor Denis O'Rourke, who is a member of the Christchurch Airport Company Board.

The Deputy Chairman, Councillor Ron Wright, will take the chair for this clause.

Deputy Chairman's

Recommendation: That the above recommendation be adopted.

7. REPORT ON VISIT TO SENDAI, JAPAN

RR 7441

Officer responsible Waste Manager	Author Mike Stockwell
Corporate Plan Output: Liquid Waste Treatment	

The purpose of this report is to briefly outline the reasons for and the outcome of Mike Stockwell's (Waste Manager) and Mike Bourke's (Liquid Waste Manager) visit to Sendai, Japan.

BACKGROUND

Councillors will be aware that we are in the final stages of obtaining a resource consent to recycle our waste treatment biosolids to forests in the Selwyn district as an alternative to our Bromley farm (note that the farm is reaching its limits for heavy metal absorption by the soil). At the same time we are keeping a watching brief on alternative methods of biosolids use such as incineration, composting etc. One particularly interesting biosolids treatment method is reduction of volume by a composting process of one form or another. The biosolids can then be either landfilled or, if the toxic chemicals (eg heavy metals) are low enough, used as an enricher for greenwaste compost. It is this latter use that is of particular interest to us because of its potential synergies with our compost plant. Clearly for compost use of biosolids to be a success it will be essential to reduce the biosolids heavy metal content. Strategies for the reduction of heavy metals in our biosolids will be an important element in the Council's Liquid Waste Management Plan. The establishment of this plan is a Waste Management Unit target in the 1998/99 Corporate Plan.

HAZAKA COMPOST SYSTEM

In early 1997 a dialogue was established between Mike Bourke and Mr Mark Bartlett of Global Foods Ltd. Mr Bartlett's company intends to manufacture and export packaged meals to Japan and has very strong links with the Kennan Eisei Kogyo Company of Japan. This latter company (amongst other things) operates the franchise for a compost manufacturing system called the Hazaka method. This system involves manufacture of compost in a concrete trench 100m long and approximately 3m x 2m in cross-section. The compost is moved 4m along the 'lane' (trench) each day. Air is injected and wastewater added along the way. Output is around 20t/day/lane. Advantages of the system are as follows:

- A very high quality product.
- It can compost greenwaste, food waste, biosolids, animal waste/offal etc.
- A short production time of only 25 days.
- A trench enclosed by plastic tunnel structure to control dust and smell (which causes us problems from time to time at our own compost plant).

Mr Hazaka, the inventor of the system, is something of an environmentalist and has after many years gained the financial support from the Japanese government for his system (we were told to the tune of \$2 billion in one year). As well as spreading it throughout Japan, Mr Hazaka is keen to see his system benefit western countries. An initial start could be to establish a showcase plant in Australia or New Zealand (probably at his own company's capital cost).

7 Cont'd

Against this background Mike Stockwell and Mike Bourke visited Japan Monday 23 to Friday 27 March to view a Hazaka compost plant at Sendai in north Japan. (Air travel and hotel accommodation at zero cost to the Council.)

FINDINGS OF VISIT

Our findings from the visit were that the Hazaka compost system did indeed offer all of the advantages listed above. It is clear that eventually the Council will need to move to a more sophisticated enclosed compost manufacturing system so as to be able to recycle more than just greenwaste (eg biosolids, food waste etc). In an enclosed environment odour and dust are completely controlled. The Hazaka system appears to be a method that can do just that and if a plant could be established in Christchurch with a capital cost of zero to the Council then this needs to be further investigated. Prior to committing to this system it would of course be necessary to investigate alternative systems so as to choose the most appropriate for our particular situation. This would probably involve going to the market with a specification and getting proposals in for evaluation. In any event the dialogue with Messrs Bartlett and Hazaka will be continued, as there is little doubt that this will result in many spin-off mutual benefits and learning points regardless of whether or not a Hazaka plant is eventually established in Christchurch.

THE NEXT MOVE

The next move may well be for Mr Hazaka to visit Christchurch to view our compost and biosolids systems.

SUMMARY

Mike Stockwell and Mike Bourke have recently visited Sendai, Japan (at almost no cost to the Council) to inspect the Hazaka compost manufacturing system. This system offers significant advantages over the Envy system in particular the ability to compost biosolids and food wastes etc in an enclosed environment. Other advantages are listed above. The system is typical of the direction in which the Council will probably eventually need to move. A dialogue between Mr Hazaka and the Waste Management Unit will be continued into the future on the basis of anticipated mutual benefits and learning points. It is possible that eventually a Hazaka plant could be established in New Zealand (maybe Christchurch) as a South Pacific showcase. It is relevant that the Hazaka system is strongly supported by the Japanese government as an environmental flagship.

Chairman's

Recommendation: That the information be received.

8. ART GALLERY PARKING

RR 7419

Officer responsible Environmental Policy and Planning Manager	Author Stuart Woods - Senior Transport Planner Mike Calvert - Transportation Engineer - Policy
Corporate Plan Output: Transport Policy Advice	

The purpose of this report is to provide a basis for discussion and decision-making on the provision of parking associated with the impending development of the Art Gallery site (including whether to replace the existing Sheraton site parking). The Strategy and Resources Committee resolved at its February meeting that a decision on the number of car parking spaces and their location be deferred until the report of the Traffic Design Group has been considered. The Traffic Design Group report has been circulated. It has been an important input to this report.

This report, with minor variations, has been considered by Central City Committee and will be considered by Strategy and Resources Committee next week.

STRATEGIC SITUATION AND POLICIES

The Art Gallery site is located in the western fringe area of the Central City zone, between the cultural precinct and the central business district. This part of the city is a popular tourist and recreational/arts/cultural area, and is a popular parking area for commuters. It has good access from the rest of the city via the one-way streets. However, the area does not have much parking stock compared to its level of attraction, particularly for evenings and weekends. There are several public parking facilities peripheral to the area (Oxford Terrace and the proposed Farmers and hospital buildings) and the YHA site opposite the Court Theatre. Information has been given that this last site could close, and be redeveloped for heritage and inner city housing projects. There are several significant private parking areas (such as the YMCA, Amuri and the proposed temporary parking at King Edward Barracks) which are managed for their own purposes and needs.

The Sheraton site was leased and developed for parking by the Council in August 1988, providing a response to a strong demand. It has provided a partial response to parking difficulties associated with the Arts Centre and cultural precinct in general, to assist in developing and supporting the area. This rationale could still apply in this issue, and is identified in comments in letters discussed in a later section. It should also be noted that it is difficult to develop significant areas of parking in this area for many reasons, and the Art Gallery development/Sheraton site represents probably the last opportunity to meet this challenge with a site of this size for some time.

Similarly, opportunities for further developing and providing additional buildings for the Arts Centre would be severely limited if parking had to be provided on the same site, rather than if provided in a separate larger facility supporting the area as a whole.

8 Cont'd

In April 1995, the Council adopted a Central City Parking Policy. It has a number of sections pertinent in consideration of the provision of parking with the development of the new Art Gallery site. These are outlined below with brief commentary made directly after each:

'Parking Policy

1. *That parking is controlled to maximise the economic benefits to the city within acceptable environmental capacity with the primary consideration being the viability of the central city not just the return on parking buildings'.*

The 265 parking spaces presently located on the new Art Gallery site appear to be generally accepted as within acceptable environmental capacity. Therefore any likely changes to the parking supply on this site would also not have a major impact on the environmental capacity.

The policy makes it quite clear that there are greater economic benefits in the provision and management of parking in the central city than simply a return on investment; that is, the facility does **not** have to be financially viable, if other issues are more pressing.

- 1(a) To increase the capacity of the off-street facilities for short-term users by the progressive removal of long term parkers (both leased and Early Bird parkers)'.*

This policy requires that management of off-street facilities gives higher consideration of the demands for short term parking than commuter parking. The concept of parking on the new Art Gallery site being provided as a support for the cultural precinct (visitor parking) is consistent with this policy. This policy would prevent (from a policy perspective) the Art Gallery parking being managed primarily in response to commuter demand. In Council managed buildings, short term demand is being regularly assessed and adjusted for, then the remainder of the capacity being allocated for other demands.

- 2. That major parking policy decisions be made through the Central City (Sub) Committee and the line of authority with the Community Boards be clearly established.'*

This policy gives the Central City Committee power to make recommendations on parking policy matters for the central city, but not necessarily over operational matters. Currently, the Art Gallery site development process and the separate budget allocation for replacement parking provision for the new Art Gallery site sit with the Strategy and Resources Committee. As a consequence, it would appear appropriate that the Central City Committee should make a policy recommendation regarding parking provision associated with the Art Gallery development to Strategy and Resources Committee.

- 3. That the management and provision of parking be integrated with the management and operation of public transport, cycle transport and pedestrian access to central city facilities'*

8 Cont'd

This policy is critical in terms of the overall development of a more sustainable transport system for the city.

For the new Art Gallery site, and the area generally, there are limited opportunities for closely integrating the attractions with the public transport (bus) system, although the tram and proposed central city electric shuttle could provide some public transport linkage of the area to other parts of the central city including car parking buildings. Some linking and provision for taxis and shuttles to and from all parts of the city should be considered in the overall layout of the site. Surveys show that currently next-to-no visitors travel by cycle to the Gallery. While this may be able to be increased, the provision of cycle parking in accordance with the City Plan requirements should address this demand. There are excellent opportunities to provide pedestrian access, as discussed later.

'Enabling Policies

1. *That the Council continue to manage parking in the central city to achieve sufficient supply and appropriate pricing to manage time and enhance the viability of the central city.
This will be achieved by:
(ii) The Council pursuing the provision of public parking space for 250+ vehicles, in any redevelopment proposals for the Sheraton site.'*

The policy indicates that the 250+ spaces on the Sheraton site form part of the provision of the sufficient supply which, when managed appropriately, would enhance the viability of the central city. It also does not require that these spaces be provided in any redevelopment proposals, rather that it is a specific aim and desire of the Council.

'Off-Street Parking Facilities Management

2. *That the hours of operation of the off-street parking facilities are managed to provide a high level of service for the city customers (this could include hours of operation to meet the customer demand without being economically viable).'*

Whilst this policy directly addresses management issues, it reinforces the issue in the opening policy that the facilities do not have to be operated in an economically (financially) viable fashion, rather that there are other more important issues such as the provision of a high level of service for city (including Gallery and Cultural Precinct) customers.

'Commuter parking in residential Areas

1. *That staff bring forward proposals which will limit parking within central city residential areas to provide both some time limited parking and coupon area parking to meet needs of residents and commuter parkers.'*

8 Cont'd

This policy raises the difficult balancing process of providing for the needs of businesses and employees of the central city, and for the needs of the local residents. The parking on the new Art Gallery site would contribute to the balance, and its absence would have an adverse effect (although not directly correlated) on the demand for on-street parking in inner city residential areas. This adverse effect could be dealt with through other means, such as residents parking schemes or other parking management measures. However, this would be endeavouring to remedy an effect when avoidance would be a better option for the affected areas. Removing the 265 spaces currently provided on the new Art Gallery site could be seen to be contrary to this policy, unless remedial action were taken in conjunction with any changes.

In addition to the Council's Central City Parking Policy, the proposed City Plan has many policies related to central city access and parking, and the most relevant two policies are shown below. Other policies in the City Plan are not directly applicable to this report's content.

'Policy 7.6.1: To set minimum parking requirements for each activity and location based on parking demand for each land use, while not necessarily accommodating peak requirements.'

Two points to note in this policy are the Council's decision to not place maximum parking provision controls for activities, and that the provision of parking should not be based on the peak demands.

'Policy 12.2.2: To ensure adequate and balanced provision of off-street and on-street vehicle parking for short-term visitors and business needs in the central city.'

This policy reflects the above policy regarding the provision of short-term parking in preference to commuter parking. As already noted, this issue is necessary to provide a more integrated transport system, and should not be seen in isolation.

EXISTING AND FUTURE NEED

Traffic Design Group (TDG), a nationally recognised traffic engineering consultancy, was commissioned to review the current and future parking demands for the general area of the new Art Gallery site.

The study considered existing Council parking policy, the impact of conservative forecasts for growth on the number of visitors arising from the new Gallery development, other public facilities in the area that are growing and placing increasing demands on limited parking (such as the Arts Centre and the Canterbury Museum), as well as the impact on parking supply resulting from the new Farmers and Hospital parking building projects.

The Executive Summary of the report is attached, and is summarised in the following paragraphs. The full report has been circulated.

8 Cont'd

The report notes that there is typically high occupancy of both unrestricted parking and the various short stay time limited parking areas within the area during most weekdays, many weekday evenings and weekends. It also states that the loss of the Sheraton site parking resource (265 spaces) would severely diminish the success and attraction of the cultural precinct and its associated activities, as well as causing spreading of on-street parking into local residential areas, particularly to the north.

Walking distance is a critical element in the consideration of this issue. The TDG report identifies 4-5 minutes (about 400 metres) as a typical maximum distance for commuters to walk between car parks and their work place. This is consistent with the City and Regional Councils' experience that bus patrons will walk up to 400 metres to a bus stop. However, the report also notes that casual visitors will walk only 2-3 minutes (about 150-200 metres). This may be more appropriate as a maximum walking distance for non-commuters in this area (mother with pram, elderly, young family groups etc), or for wet day walking. Information received from the Gallery project team indicates that it 'is generally recognised that wet weather days are busy for facilities such as galleries providing there is adequate and convenient undercover parking'.

None of the public off-street parking facilities (existing or proposed) meet the needs of the Art Gallery and cultural precinct if the 2-3 minute walking distance is adopted. This is shown on the attached figure entitled "Proximity to Off Street Public Parking Facilities", which shows 200 metre radii about each of the major (100+ spaces) public parking facilities in the CBD, underlying zoning and numbers employed per meshblock area. The King Edward Barracks site is shown dotted as it is a temporary facility which must be removed within five years.

The study has concluded that the new Art Gallery is likely to generate a parking demand for about 100 spaces, based on meeting weekly demands, and that in 'an ideal provision' about 360 spaces should be provided (based on the existing 265 plus about 100 generated by the new Gallery). However, the report goes on to comment that a more reasonable middle ground of about 200-250 spaces may be appropriate to balance cost and other policies, with the need to provide for and support the surrounding area which has a proven demand partly being satisfied with the existing Sheraton parking.

The 110 space difference (between the "ideal provision" of 360 and the provision of 250 spaces) would have an insignificant effect on commuter parking, with the Farmers, Noah's and King Edward Barracks facilities being able to meet the needs of the displaced commuter parking demand. It would also have an insignificant effect on the Museum as the new Art Gallery site is at the limit of casual walking distance, and with the Museum not generating large demands (30-50 spaces in daily peak demand, in the report, or about 100-140 spaces for weekly peak demand), the effect would be on a small proportion of a small demand. The main effect would be on the Arts Centre, although it is anticipated that there would be some efficiency in parking supply with people visiting both the Gallery and the Arts Centre in the same trip. The King Edward Barracks site could also provide adequate supplementary parking at least initially, being only about 150 metres away.

8 Cont'd

COMMENTS FROM LOCAL ACTIVITIES

Historic development of the Robert McDougall Art Gallery, Canterbury Museum and the Arts Centre have left all of these facilities with no on-site public parking and no opportunity to provide any in the future. The management of these major facilities (Dr Paddy Austin - The Arts Centre of Christchurch Trust, Anthony Wright - Canterbury Museum and Tony Preston - Robert McDougall Art Gallery) in the cultural precinct were approached for their comments regarding the potential loss of the public parking on the new Art Gallery site and their perceptions of how this would affect them.

There is a marked similarity in the replies from each of the directors citing the current lack of parking, in particular for local residents and domestic visitors, as a major disincentive for people visiting the area. Each of them is also aware of comments from visitors to their facilities regarding difficulties in finding parking, even with the current availability of the parking on the new Art Gallery site. All agree that if the existing parking is not at least replaced the cultural precinct will suffer as people perceive access to the area to be too difficult. For this reason the replacement of the parking on the site is strongly supported and support for additional parking in the area was also expressed.

DETAILED LOCATION ASSESSMENT

Parking for the new Art Gallery will need to be provided on the gallery site as a requirement of the Transitional and Proposed City Plans, and is definitely desirable in terms of providing a high level of service to visitors to the gallery.

Previous reports have undertaken detailed assessments of a number of alternative sites for the relocation of public off-street car parks which are currently on the site using the following pre-requisites:

- Provision of convenient parking for short term users ie within about 200 metres walking distance of the Art Gallery, Art Centre and Museum;
- Good access, without impacting on the efficiency and safety of the surrounding road network;
- Physically large enough to accommodate a parking building;
- Protection of the amenity of the Boulevard and residential areas;
- Preferably a permitted activity in the zone to provide surety of replacement and avoid time delays.

The sites and options assessed included the YHA site, YMCA site, other residential land, St Andrews site, King Edward Barracks, Chung Wah, Postal Centre, and the Horticultural Hall site. None of the sites were found to be acceptable or realistic, except the new Art Gallery site.

The King Edward Barracks site has been assessed as potentially being an acceptable interim alternative site for many users during construction of the Gallery. Given the temporary nature of this parking (a Resource Consent condition places a five year maximum life), it is not a viable long term option.

8 Cont'd

There may eventually be private developments which might provide an acceptable option to this issue (such as the Postal Centre), but the Council has not received any concrete proposals. As such, it would not be wise to place weight in the decision making processes on such nebulous possibilities which are full of uncertainty, potential delays and risks to the Council. If real proposals come to light, then the Council could add them to the decision making process if it was still appropriate.

An indicative assessment has been made using several recent Council parking projects and Cultural Precinct land costs to estimate the generic costs per space of providing parking in this precinct. To provide parking in a ground level parking lot would cost in the order of \$34,000- \$40,000 per space. To provide parking in a building would cost in the order of \$20,000- \$30,000. If such parking were offered for lease by the private sector to the Council, the lease costs would be pitched to generate a return on investment. In the long run, such opportunities may not be any cheaper for the Council to be involved with and would reduce the Council's direct control of the parking resource.

OPTIONS WITHIN THE SITE

It has generally been accepted that any parking associated with the development of the Sheraton site for Art Gallery purposes should not be at ground level parking.

The option for parking on top of the Art Gallery building itself would require some three or four levels to be constructed. Buildings in the Western Fringe of the Central City Zone have an allowable Plot Ratio of 2 and a maximum height of 40 metres. Although required parking is not included in the plot ratio, all other floor space used for parking is included. The overall floor area available on the site for the Art Gallery itself could be compromised (underground parking is not included in plot ratio calculations) and this could again lead to costly delays through the need for resource consents. The location of several floors of car parking on top of one of the city's landmark cultural building seems particularly inappropriate from the amenity aspect.

This leaves an underground facility as the only option for provision of parking for the Art Gallery.

Consultant quantity surveyors have, as part of their initial assessments of the Gallery development, provided estimates of parking costs and parking numbers for underground parking facilities for a number of different options. Some options include parking under the entire site, such that the landscaped park would be placed over the parking. Space was allowed within the basement parking areas for plant rooms, lifts, stairs and bicycle parking. The proposed City Plan requirement for parking (shown in Table 1, option 1) was based upon initial project brief estimates of gross and public floor areas. The options are outlined in the table below.

8 Cont'd

Table 1 : Estimates of costs of different parking options

Option	Description	Number of Spaces ¹	Total estimated cost ²	Cost per space
1	Minimum parking required for the gallery only	45	\$1,603,000	\$35,622
2	Art Gallery demand, part of one level	100	\$2,330,000	\$23,300
3	Cut batter excavation, one level only.	141	\$2,930,000	\$20,780
4	Maximum number of spaces on site, one level	212	\$3,999,000	\$18,863
5	Budgeted funding, one and a half levels	320	\$6,500,000	\$20,300
6	Max no. of spaces on site, two levels	449	\$9,049,000	\$20,153

¹ The number of spaces are an initial estimate and are considered an upper limit, the actual number may be up to 10% less.

² The estimates are in 1996 dollars, exclude GST, and include fees and contingency.

As can be seen from the above table, all the single level parking options fall within the \$6.5 million budgeted figure for parking associated with the development.

The marginal cost of the additional spaces between having one or two levels is relatively high, as a result of higher construction costs affected by both depth and water table/underground water course issues.

Other estimates from the quantity surveyors place the cost of providing 350 spaces on site at approximately \$7 million.

The Parking Manager comments:

“In terms of user friendliness his preference is for a one level car park, based on experience with the two level Kilmore (Parkroyal) car park. Experience suggests that people are reluctant to use the basement level of this car park, as they tend to perceive it as uncomfortable and even threatening.”

ACCESS

Access to this parking is important given the number of spaces likely to be provided, and the importance of some surrounding roads.

With the site bounded by Worcester Boulevard, Montreal Street and Gloucester Street, the site has an excellent balance of street types for access. Montreal Street (and Durham Street/Cambridge Terrace to the east) provides good vehicular access to the area. However, access and egress to the Gallery parking should not be from Montreal Street so as to minimise any effects on the traffic carrying function of this important one way street. Gloucester Street provides a good option for access and egress to the Gallery parking, being a high quality circulator road between the one way streets, which does not need to maintain the same level of traffic carrying efficiency as the one way streets. Worcester Boulevard, on the other side of the site to Gloucester Street, provides an excellent environment for the primary pedestrian access to the underground parking facility.

8 Cont'd

INTERIM ARRANGEMENTS

The construction of the Art Gallery will remove, at least temporarily, the current 265 parking spaces on the site for up to 18 months. The effects of this could be significant in terms of the patterns of daily parking in the area and for special events nearby. For daily parking demands, most vehicle occupants will either have to find alternative parking sites or find another way to travel in. For special events, the planning of the events will have to consider alternative options.

The recent (October 1997) Resource Consent to allow development of the King Edward Barracks as a temporary car park (for up to five years) may provide a significant mitigating option. This car park has been designed to accommodate up to 310 car parking spaces, dependent upon the uptake of other development opportunities on the site. It is understood that about two-thirds of these spaces will be long term leases and the remainder casual parking during weekdays and will likely be entirely casual at weekends and evenings.

The Parking Unit Manager has also commented that the Parking Unit will be mounting special promotions of the Noahs and Farmers (to be open in the first quarter of 1999) parking buildings with the removal (albeit temporary) of the existing parking spaces, at the appropriate time.

ECONOMIC ISSUES

The table below provides an indication of the financial performance of a parking facility under the Gallery based around approximately 200 and 450 spaces. This assessment has been compiled in discussion with the Parking Manager and is based on a number of assumptions, as follows:

- 1997 dollars and charges are used.
- Costs and revenues are based on information derived from the Kilmore Street parking building.
- The utilisation (actual number of spaces used by the duration of stay) has been assessed at 20% higher than Kilmore Street for the 200 space option and 50% higher for the 450 space option, as a result of location and demand advantages.
- Rental has been assessed as approximately 10% return on investment
- 2003 figures have been adjusted by 15% for operational expenditure, allowing for both inflation and adverse exchange rates for equipment purchases and maintenance; and a \$2 per hour charge as is being projected for parking generally by then.

Table 2 : Indicative economic assessment of options 4 and 6 (from Table 1)

	200 space facility		450 space facility	
	1997/98	2003	1997/98	2003
Operational Expenditure	\$300,000	\$345,000	\$300,000	\$345,000
Rental	\$415,000	\$415,000	\$915,000	\$915,000
Total Expenditure	\$715,000	\$760,000	\$1,215,000	\$1,260,000
Income	\$516,000	\$860,000	\$645,000	\$1,075,000
Net Cost	\$199,000	-\$100,000	\$570,000	\$185,000

8 Cont'd

Similar calculations for a 320 space option indicate that in 2003 the facility would incur a loss of about \$75,000.

The above table indicates that there is not a strong financial incentive to invest in parking under the Gallery. Indeed, the 1997/98 figures indicate a significant loss making situation if operated under present conditions and charges.

Based on current utilisation of the Sheraton site, the 320 space option is unlikely to be economically viable other than on weekends, unless during the week the spare capacity over current supply is used for commuter parking. Of the 265 spaces on site now, 75 are given over to reserved parking Monday to Friday. The use of spare capacity would seem to be at odds with the Council's direction and desire to support public transport and reduce commuter car use.

However, as noted in the earlier section 'Strategic Situation and Policies', the Central City Parking Policy has in its primary statement that parking facilities have as their primary consideration the viability of the central city, not return on investment.

DISCUSSION AND SUMMARY

The Traffic Design Group report, Council policies and comments from management of the major activities in the area support that there is a need to provide parking associated with the new Art Gallery. The Traffic Design Group report has identified parking demands for both the new Art Gallery and the surrounding area.

Taking into account the above matters, there are three main options to consider; firstly, provision of 100 parking spaces (costing \$2.33 million), secondly, provision of about 200 parking spaces (\$4.0 million), and lastly, provision of 320 parking spaces (\$6.5 million).

The first option, as a stand alone situation, would provide for the weekly parking demands of the Art Gallery as identified in the Traffic Design Group report, but would not provide for the needs of the cultural precinct. It would be the cheapest of the three options to construct, but the most expensive per space (see Table 1). This option does not satisfy Council policies to pursue 250+ spaces in the redevelopment of the site, and to limit the spread of commuter parking into residential areas. It would be in contrast to comments from the managers of the major attractions in the area and would 'severely diminish the success and attraction of the cultural precinct and its associated activities'.

Although the second option will not meet the 'ideal provision' of 360 spaces identified in the Traffic Design Group report, it does provide for the day to day needs of the Gallery, with 100 spaces available for other visitors to the area. It is the most economic solution (cost per space) allowing the Council to retain some \$2.5 million of the budgeted \$6.5 million, while addressing policies relating to pursuing the provision of 250+ spaces in the redevelopment of the new Art Gallery site and limiting the spread of commuter parking into inner city residential areas. It will also continue to demonstrate the Council's commitment to supporting the cultural precinct, and address some of the comments from the managers of the major attractions in the area. The indicative economic assessment shows that a 200 space facility would, depending upon certain issues, operate with a small surplus when opened.

8 Cont'd

The third option will also not meet the 'ideal provision' of 360 spaces, but would provide for the day to day needs of the Gallery with over 200 spaces nominally replacing the existing 265 Sheraton car parks. The 40 space 'shortfall' would only have a small effect on the Arts Centre, and would not create effects on any other parking demands in the area. This solution would use all the Council's budgeted funds and is more expensive in cost per space than the second option (as a result of the increased costs of providing spaces in a second underground parking level). The indicative economic assessment showed an annual loss would probably be incurred (existing policies state that financial considerations are not to be of primary import, and therefore this should be acceptable). This option better meets Council policies (for pursuing 250+ spaces and limiting the spread of parking into residential areas) and the comments from the managers of the major attractions in the area.

The Art Gallery director is strongly supportive of this last option, with a view of minimising the risk to the success of both the Art Gallery and the cultural precinct through the Council control of a significant parking resource in one facility.

At the Central City Committee's meeting on 5 March 1998, in considering the Art Gallery parking issue, a recommendation "That 320 car parking spaces (costing \$6.5 million) be adopted" was passed unanimously.

CONCLUSION

On balance, it is appropriate to recommend that 320 spaces be adopted for 'Concept Design' purposes. This option best addresses the Traffic Design Group assessment of parking demand, City Council policies in this area and the comments of the managers of activities in the area. It is within the budget allowance. If any developer's plans for providing public parking in this area evolve over the next 8-10 months while the 'Concept Design' is being developed and approved, then the Council could reconsider the extent of parking provided with the new Art Gallery at the end of the 'Concept Design' stage.

Recommendation: That 320 car parking spaces (costing \$6.5 million) be adopted for 'Concept Design' purposes.

The above report was considered by the Central City Committee at its meeting on 5 March. The Central City Committee resolved that the report be referred to the Strategy and Resources Committee with the following recommendation:

1. That 320 car parking spaces (costing \$6.5 million) be provided on the Art Gallery site.
2. That the site be designated and known in future as the Art Gallery Car Park.

8 Cont'd

**Chairman's
Recommendation:**

1. That approximately 200 car parking spaces be provided as part of the Art Gallery for the following reasons:
 - (a) This would be the most effective use of a one level car parking area.
 - (b) Capital cost (\$3.999 million) and operational costs would be minimised.
 - (c) This would provide 100 car parking spaces for Art Gallery purposes plus a further 100 for other purposes.
 - (d) It would recognise the under-utilised capacity of the Oxford Terrace car park and the FTC car park (projected) both within approximately 400 metres of the Art Gallery site and the Arts Centre.
 - (e) It would encourage walking on the Worcester Boulevard which has been constructed with a high level of pedestrian amenity.
 - (f) It would encourage the use of the public transport services and the movement of people to a wider area of the central city without undue use of private motor cars.
2. That the free use of the tram at weekends together with higher service frequency and alternate routes for the electric shuttle bus at weekends be investigated as mobility improvements for the Art Gallery and Arts Centre precinct.

9. DEED OF LICENCE: MANAGEMENT OF PUBLIC PARKING ON THE K.E.B. SITE

RR 7421

Officer responsible Parking Operations Manager	Author Maurice Smith
Corporate Plan Output: Parking Enforcement, Page 8.5.3	

The purpose of this report is to seek Council's authority to enter into an arrangement with Ngai Tahu Property Group Limited (the Group) for the provision of parking management services in the public parking area of the King Edward Barracks site.

DISCUSSION

In March of this year the Parking Unit was approached by a representative of the Group to explore the possibility of the Council monitoring/managing the public area of the K.E.B. site car park in which the Group plans to install pay and display multiple parking meters. The alternative for the Group is to manage the public parking area by way of wheel clamping and/or towing.

The Legal Services Manager has confirmed that the Council and the Group are able to enter into such an arrangement, with the most suitable mechanism to facilitate this being a Deed of Licence. The Group has indicated this approach is acceptable on an initial three month trial basis.

It is therefore proposed that the Council and the Group enter into a Deed of Licence for the management of public parking on the K.E.B. site. If the Council agrees to this proposal it will need to resolve under the Christchurch City Traffic and Parking Bylaw 1991 restrictions regarding parking in the public parking area of the King Edward Barracks site. The extent of the restrictions are shown on the plan appended to this report.

Clause 6 (1)(a) of the abovementioned Bylaw provides:

"The Council may from time to time by resolution -

Declare any land owned by the Council, leased by the Council or otherwise vested in the Council to be a metered area".

Under the proposed terms of the Deed of Licence the Council would pay the Group a peppercorn rent and the Licence would be terminable on one month's notice in writing by either party.

- Recommendation:**
1. That the Council enter into a Deed of Licence with Ngai Tahu Property Group Limited for the Council to manage the public car parks at the King Edward Barracks site on terms satisfactory to the Parking Operations Manager and the Legal Services Manager.

9 Cont'd

2. That pursuant to Clause 6 of the Christchurch City Traffic and Parking Bylaw 1991 the Council resolve:
 - (a) That the unshaded area shown on the attached plan be declared a multiple parking meter area.
 - (b) That parking be restricted to vehicles displaying "Operation Mobility" concession cards in the spaces marked with a cross on the attached plan.

Chairman's

Recommendation: That the above recommendation be adopted.

10. PAPANUI TO RICCARTON RAILWAY CYCLE/PEDESTRIAN-WAY

RR 7398

Officer responsible City Streets Manager	Author Alix Newman: Cycling Development Officer
Corporate Plan Output: Pg 9.5.37 and 9.5.38	

The purpose of this report is to update the Committee on the investigations being carried out for the Papanui to Riccarton Railway Cycleway.

At the City Services meeting in December 1997, the Committee supported the development of the Papanui to Riccarton Railway cycle and pedestrian path in principle, and sought further investigation in some areas. This report provides a brief summary of progress to date:

Detailed design and consultation: The detailed design process is continuing, but has been held up slightly by recent conditions from Tranz Rail. It is intended to have designs available by 15 April, after which Council officers will meet with residents along the rail-line who have indicated they wish to be further involved (all residents bordering the rail corridor, who returned a questionnaire, were asked if they wish to be further involved in design discussions).

Usage surveys: Extensive survey work is being done by phone, and through Waimairi School, Christchurch Boys High School and the university, to evaluate the potential usage of various sections of the pathway, and whether people will change travel mode from car to cycle or foot if the pathway proceeds.

Cost/benefit - cost effectiveness analysis: Both Transfund and the City Services Committee have asked for an indication of the cost/benefit, or cost effectiveness of this project. A very detailed analysis is being done which will look at usage, mode shifts, environmental impacts and travel improvements or delays. It will be the most comprehensive economic analysis of a cycle project in Christchurch and the process will be useful as a base for future projects.

Safety audit: A standard safety audit will be conducted when the design layouts are complete.

Resource consents: It is confirmed that a resource consent is not necessary for the pathway, but one is necessary for the development of the bridges. These are being processed now.

It is intended to present a final report to the City Services Committee at the June meeting.

Chairman's

Recommendation: That the information be received.

11. BARRINGTONS

RR 7414

Officer responsible City Streets Manager	Authors Jeff Owen, Area Engineer: Beckenham Brian Neill, Traffic Engineer
Corporate Plan Output: Traffic Signs and Markings	

The purpose of this report is for the Committee to consider a schedule of changes to kerbside parking arrangements and traffic management on roads in the vicinity of Barringtons and recommend to the Council that the appropriate resolutions be adopted. This report is also being considered by the Spreydon/Heathcote Community Board to obtain their endorsement of these proposals.

BACKGROUND

A report was received by the City Services Committee at its February 1998 meeting. The report outlines the proposed measures to be taken to provide a safe and convenient environment for people visiting the area. A plan of the proposed parking and road layout is attached.

COMMUNITY VIEWS

In February 1998 a roadworks information leaflet was distributed within the immediate vicinity of the mall to gain residents' views of the proposals. Residents and businesses that were considered to be directly affected by the kerbside parking alterations were personally contacted for their views. Most comments received related to kerbside parking changes.

The only outstanding matter is a concern expressed by Mrs D Small of 246 Barrington Street. Mrs Small objected to the proposal to introduce kerbside parking outside her home. At present a 'zebra' pedestrian crossing exists outside her property. This crossing will be removed resulting in kerbside parking being introduced in this area. Her opposition to this change stems from the location of a restaurant and bar on the opposite side of the road. Mrs Small expects problems if restaurant patrons are able to park in the area.

With the present and future demand for parking in this area it is considered essential that as much kerbside parking space as practicable be provided. Unfortunately due to these circumstances, we have been unable to accede to Mrs Small's request.

BUS ROUTE

The City Services Committee, at its meeting in February, endorsed the proposals to improve traffic management in the vicinity of Barringtons subject to a bus stop being incorporated inside the mall area adjacent to the mall entrance. Since the meeting the Canterbury Regional Council has been in discussion with the developers as to the most appropriate route for a bus through the mall car park. The original route proposed has some width restrictions. A compromise plan has been agreed to by the mall owners and CRC with a bus stop in Athelston Street adjacent to a covered walkway into the complex.

11 Cont'd

The City Streets Unit endorses this concept which will maintain bus service to the mall and result in the releasing of premium kerbside parking space in Barrington Street adjacent to the library.

CONSTRUCTION PROGRAMME

Athelston Street kerb and channel renewal commences Monday 30 March.

Traffic signals to be installed at the Athelston/Barrington Street intersection by the end of April.

Barringtons is due to open mid May 1998.

CONCLUSION

The traffic management plan for the roads abutting "Barringtons" will provide a safe environment for all road users, catering for through, as well as local, traffic. The aim is to have all work completed prior to the opening of the new mall at the end of May 1998.

- Recommendation:**
1. That the information be received.
 2. That the Council approve traffic management and kerbside parking changes in Athelston, Barrington and Simeon Streets detailed in the schedule attached to this report.

Chairman's

- Recommendation:** That the above recommendation be adopted.

12. RICCARTON ROAD TRAFFIC MANAGEMENT PLAN

RR 7432

Officer responsible City Streets Manager	Author Paul Roberts
Corporate Plan Output: Advanced Transport Planning	

Tony Penny, director of study consultants, Traffic Design Group, provided a seminar for the City Services Committee in September 1997 to summarise his findings of the above study. However, this seminar was not well attended and Councillor Wright called for further consideration at a full City Services Committee meeting.

The purpose of this report is to obtain the Committee's views on the Recommended Traffic Management Plan produced for Riccarton Road by consultants Traffic Design Group. The basis of report is the (green-covered) report produced by Traffic Design Group entitled "**Riccarton Road Traffic Management Study: Stage 3 Report (Assessment of Alternative Strategies)**" circulated to members in September 1997. The Consultant will be available at the Committee meeting to answer questions if required.

STUDY FORMAT

The study has been conducted in 3 stages:

Stage 1 of the study involved an extensive process to assemble background data relating to the traffic and vehicle characteristics of the full length of Riccarton Road and its environs. This data was used together with extensive consultation with both interviews of users and interest groups to identify both actual and perceived problems.

The principal consultation mechanism was via a Liaison Group which comprised a wide cross-section of representatives from interested local and metropolitan organisations, staff advocates etc. Riccarton/Wigram and Fendalton/Waimairi Community Boards were also consulted individually.

Both the data and the consultation emphasised the fact that Riccarton Road has a number of competing and often conflicting roles to play, some of which fail to meet the expectations of different users.

Stage 2 concentrated on determining a prioritised set of objectives for the Plan. There was some controversy over this process, with the City Services Committee eventually setting separate priority lists for the commercial and non-commercial areas of Riccarton Road, for the consultant's guidance.

Stage 3 involved development, assessment and evaluation of a number of scenarios for a Traffic Management Plan. It was anticipated that no one single improvement option would be able to solve all of the traffic, parking, pedestrian, cyclist and public transport problems identified by Stage 1, whilst also meeting all the objectives set by Stage 2. Therefore, four options were developed. These options were assessed using a four-element matrix which focussed on their performance in terms of Efficiency, Safety, the Environment and Equity, and evaluated for the degree of compliance with the prioritised list of objectives.

12 Cont'd

OPTIONS EXAMINED

The options were also assessed using a four-element matrix which focussed on their performance in terms of Efficiency, Safety, the Environment and Equity.

The four main options each consisted of a number of elements, with each package of elements each (generally) having a specific 'theme'. The study report includes detailed plans of each option, which may be summarised thus:

The **Do-Minimum Option** primarily focussed on Safety improvements and represented the least-cost, least-action alternative. A summary of the measures proposed is shown in Figure 1 (attached).

The **Pedestrian Emphasis Option**, summarised by Figure 2 (attached), had a focus on producing a better balance of facilities to improve the pedestrian environment, particularly within Riccarton Town Centre.

The **Capacity Emphasis Option** (Figure 3 - attached) concentrated more on reinforcement of the arterial function of Riccarton Road by giving more priority (through physical improvements and signal settings) to through-movements; and

The **High Occupancy Vehicle (HOV) Emphasis Option** focussed on measures to improve the people-carrying (rather than vehicle-carrying) capacity of the route, including measures to increase the convenience and attractiveness of public passenger transport and cars with more than one occupant. This is summarised in Figure 4 (attached).

The assessment included development and use of a sophisticated transport model that took account of the measures proposed for each option, including for example parking controls and could predict a wide range of statistics, such as vehicle travel time, person travel time, pollution etc.

The results of the assessments (some of which had to be based upon subjective judgment rather than quantitative analysis) indicated that the Pedestrian Emphasis Option was the overall best in both of the commercial areas of Riccarton Road. It was the second ranked alternative behind the Capacity Emphasis option for the non-commercial areas, and thus was the option to be favoured overall.

THE RECOMMENDED OPTION

The assessment led the consultant to develop a Recommended Option, being a blend of all the above strategies. This option seeks to maintain the arterial function of Riccarton Road by increasing the capacity of cross-road movements and improvement in signal-linking. However, improved safety is the primary objective, particularly in relation to pedestrian facilities.

12 Cont'd

The Recommended Option consisted of the following components:

- Deans/Riccarton roundabout improvement;
- Clarence/Straven realignment and capacity improvements;
- Ilam/Middleton realignment;
- Flush median;
- Upgraded pedestrian crossings;
- Mandeville Road traffic signals;
- Modified pedestrian signals at Rimu Street;
- Pedestrian signals at Division Street; Kauri Street and Church Corner;
- Public transport pre-emption;
- Additional on-street parking;
- Parking management modifications;
- Service lane improvements

In overall terms the performance of the Recommended Option would be such that average vehicle and personal travel times would be slightly less than the HOV Option but greater than either the Do-Minimum or Capacity Emphasis Option. Whilst the Option would result in slightly longer travel times as a result of slower vehicle speeds within the town centre

CONSULTATION ON RECOMMENDED OPTION

Traffic Design Group's Recommended Option has received a very significant majority endorsement from the Liaison Group and from the traffic sub-committees of both local Community Boards.

The extensive modelling work conducted by the consultant gave support to a conclusion that the HOV (bus-clearway) could not be supported at the present time. It may be noted however that both the CRC and the Bus and Coach Association representative (Clive Peter of CTL) considered that the technical study did not take a sufficiently far-sighted view of the potential benefits.

Furthermore, the recommended option has been criticised by the Cycle Advocate as not looking at removal of on-street parking (aside from the HOV option) to create more space for users. He contends that the proposed flush-median, whilst benefiting pedestrians, would actually reduce available space for cyclists. This could be mitigated (and space for cyclists positively defined along with flush median) if some on-street parking was moved off-street. The consultant has not identified any potential land to facilitate this - and in reality the options look both limited and/or expensive. Furthermore the option has not been the subject of consultation with the local residential and business community.

NEXT STEPS

The purpose of this report is to obtain an endorsement (or otherwise) from the City Services Committee on the general option to be implemented, so a comprehensive traffic management plan can be finalised, programmed and implemented.

12 Cont'd

Several elements are programmed anyway (eg Blenheim road upgrade, Fendalton/Harper safety improvements and the most significant (cost) item on Riccarton Road itself (the Riccarton/Clarence/Straven intersection). The latter is however not programmed until 2000/2001. The Recommended option contains other elements of lower cost and it would be prudent to programme these along with or soon after the Riccarton/Clarence/Straven intersection improvement to ensure integration - although some low-cost safety measures (such as a flush median) need not wait this long.

- Recommendation:**
1. That the Committee give its general endorsement to the Consultant's Recommended Traffic Management Plan for Riccarton Road, subject to further consideration of improved provision for cyclists;
 2. That staff be requested to investigate and report in more detail on the individual elements of the Plan (including street landscaping) including confirmation of costs and programme;
 3. That subject to satisfaction with the above (to be reported by June), and confirmation of priority in respect of available budget and other works, the Committee proposes to recommend implementation of the Plan by 2000/2001.

Chairman's Recommendation: That the above recommendation be adopted.

13. ADVERTISING ON BUS SHELTERS - ASSIGNMENT OF AGREEMENT

RR 7409

Officer responsible City Streets Manager	Author George Hadley, Transportation Planning Engineer
Corporate Plan Output: Signals, Signs and Shelters 9.5.70	

The purpose of this report is to seek approval of the City Services Committee to assign the agreement with 3M New Zealand Limited.

BACKGROUND

The City Council entered into an agreement with 3M New Zealand Ltd on 22 February 1994 to supply and maintain advertising on bus shelters within the city for a 15 year period.

3M New Zealand has applied to assign the lease to Australian Provincial Newspapers Holdings Ltd (APN) who have entered into a contract to purchase their outdoor advertising business effective 1 May 1998.

DETAILS OF APPLICATION**Applicant**

APN is a substantial Australian public company with broad based media interests and extensive outdoor advertising experience. It has sales in excess of A\$300 million per annum.

APN is proposing a joint venture with the More Group plc of the UK in respect of providing outdoor advertising facilities in both Australia and New Zealand. The More Group plc is a street furniture company based in the UK with annual sales in excess of NZ\$300 million.

COMMENT

The assignment clause of the agreement states that the consent of the Council shall not be unreasonably or arbitrarily withheld. The proposed company to which the agreement is to be assigned is a substantial profitable company as is its proposed partner. The two companies have extensive experience worldwide in providing advertising on bus shelter facilities.

3M New Zealand Ltd have provided 40 advertising shelters within Christchurch and are not intending to provide further shelters under this current agreement, which specified a minimum of 15.

APN have indicated that they see an opportunity for providing additional shelters within the city and are keen to identify suitable sites in conjunction with the Council.

13 Cont'd

Recommendation: That the Council approve an assignment of the agreement with 3M New Zealand Ltd for the supply and maintenance of advertising bus shelters to APN subject to:

- (a) Any payment outstanding in respect of licence fees up to 1 May 1998 be paid.
- (b) The vendor and purchaser meeting all costs as agreed between the parties of the assignment of the agreement.

Chairman's

Recommendation: That the above recommendation be adopted.

14. **CONTRACT NO 97/98-243****GENERAL CARRIAGEWAY MAINTENANCE AREA 3**

RR 7415

Officer responsible City Streets Manager	Author Richard Bailey, Maintenance Team Leader
Corporate Plan Output: Roading System Maintenance Carriageway and Kerb and Channels	

The purpose of this report is to obtain Committee approval for acceptance of a tender which is above the \$300,000 authority delegated to Council officers.

The contract is for carriageway routine maintenance which includes carriageway/channel repairs, adjustment of surface boxes, minor levelling and other minor maintenance work. The contract area comprises of approximately 500 km of carriageway and 950 km of channel. This is the third of three carriageway maintenance contracts. This work is being tendered in accordance with the requirements of the Transit New Zealand Amendment Act (1995) which requires the Council to have publicly tendered all Transfund financially assisted maintenance work by 1 July 1998.

Areas 1 and 2 have previously been tendered and awarded to Works Civil Construction and Works Operations.

The tenders have been evaluated by the weighted attribute method as set out in Transfund New Zealand "Competitive Pricing Procedures Manual" and specified in the contract documents clause 107.1 of the "Conditions of Tendering". This method takes into account the tenderers abilities in relation to this project with such things as experience, track record, methodology, management skills, as well as prices.

The results of the evaluation of the tenders is as follows:

	<i>Weighted Attribute Score</i>	<i>Tender Price</i>
Fulton Hogan*	63	\$1,196,140
Works Operations	63	\$1,199,446
Works Civil Construction	62	\$1,200,988
Sealcoat Specialists	42	\$1,293,984
Technic Canterbury	41	\$1,384,639
Bitumix	19	\$1,570,351

14 Cont'd

*Fulton Hogan have also submitted an alternative tender proposing to use a different technique for carrying out carriageway repairs (digouts) which would lead to possible saving from the tendered price of \$40,000. This technique will be trialed and evaluated for possible use in future contracts.

All prices exclude GST.

These prices include a contingency sum of \$75,000 and the work is for three years.

It is intended to fund this work from the carriageway and kerb and channel budgets for 98/99, 99/00 and 2000/01 years.

The estimated value for this work is \$1,240,000.

Based on the prices received for this tender the costs for the work could be up to \$100,000 pa less than what is spent now. This funding will be used for programmed major carriageway repair work, particularly on arterial routes where justified on optimised life cycle cost grounds.

As required by clause 2.7.2 “Tender Evaluation - Weighted Attribute Method” of the Transfund New Zealand “Competitive Pricing Procedures Manual”, “the tendering authority shall only enter into a contract for the tender which scores the highest overall index. Each tenderers overall index shall be rounded to the nearest whole number. When more than one tender shares the top overall index, the contract shall be awarded to whichever of these has the lowest price”.

Recommendation: That the tenderer with the highest weighted attribute score and the lowest tender price, Fulton Hogan, of \$1,196,140 be accepted.

Chairman’s

Recommendation: That the above recommendation be adopted.

**15. MAIDSTONE ROAD/WAIMAIRI ROAD INTERSECTION
WADELEY ROAD - TRAFFIC MANAGEMENT**

RR 7413

Officer responsible City Streets Manager	Author Paul Burden
Corporate Plan Output: Advanced Transport Planning 9.6 text 12	

The purpose of this report is to inform the Committee of a proposal by the Riccarton/Wigram Community Board to significantly reduce the volume of through traffic on Wadeley Road, a residential street linking Maidstone Road with Waimairi Road.

15 Cont'd

The Riccarton/Wigram Community Board is considering options to reduce the volume of traffic on Wadeley Road. The attached plan shows the Board's preferred option which places turning restrictions at the Waimairi Road intersection.

The City Streets Unit has advised the Board that the proposal cannot be considered in isolation. The migration of a considerable volume of traffic from Wadeley Road to the nearby Maidstone/Waimairi intersection will result from the recommended treatment. The effects of this migration need to be evaluated to ensure the intersection will be capable of operating safely and efficiently.

The intersection of Maidstone Road and Waimairi Road is currently controlled by a roundabout. This is due to be replaced by traffic signals and a sum of \$190,000 has been budgeted in the 1998/99 financial year.

The traffic signals have been modelled on existing traffic volumes and no account has been taken of what could amount to an additional 4,500 vehicles previously using Wadeley Road. Further analysis is therefore required. The outcome of this analysis is likely to show that exclusive turning lanes are required at the Maidstone/Waimairi intersection to accommodate the increased traffic. This is especially so for right turning traffic on Waimairi Road into Maidstone Road east.

Whilst the City Streets Unit supports the proposed treatment for Wadeley Road in principle, it is important that the committee is aware of the implications on a strategic intersection within the road network. It is the City Streets Unit's view that the two projects are inextricably linked. The Wadeley Road treatment should not proceed without the full cognisance of the increased traffic being reflected in the design of the traffic signalised intersection of Maidstone and Waimairi Road. The additional cost of providing for this traffic, which may include property purchase, should be built into the project at the earliest stage.

Public consultation will also play a significant part in the process. To date the Community Board has received support for the Wadeley Road treatment from two representatives of local residents. Input from all residents and businesses in the area will be sought for both the Wadeley Road treatments and the traffic signal proposal. It is important that the community view is sought on both projects.

- Recommendation:**
1. That the intersection treatment on Wadeley Road at the Maidstone Road and Waimairi Road intersections be included in the brief for installing traffic signals at the Maidstone/Waimairi intersection.
 2. That the proposal for reducing traffic flow along Wadeley Road be reviewed following the outcome of the traffic signal analysis.

Chairman's

Recommendation: That the above recommendation be adopted.

16. CRIME PREVENTION CAMERA SYSTEM - UPDATE

RR 7352

Officer responsible City Streets Manager	Author Tony Lange
Corporate Plan Output: 9.5.32 & 9.5.72	

The purpose of this report is to update the Committee on the crime prevention camera system that has been operating since June 1996. The report was submitted to the Central City Committee on 2 April and is referred to the City Services Committee for information. Committee members requested this report when discussing the City Streets Unit six monthly monitoring report last month.

BACKGROUND

Initially the system began operating with four cameras located at major intersections along Colombo Street. A spate of crime near South City and McDonald's prompted the installation of three more cameras. These three cameras were installed prior to Christmas 1996.

A report to the Central City Committee in November 1996 recommended that the camera system be expanded to 16 cameras with the work to be done during the 1997/98 year. This recommendation was approved by Council and a further 8 cameras are now operating in major pedestrian areas within the central city (see attachment). Funding exists for one more camera to be added to the system, however a site for this camera has not yet been identified.

CAMERA BUDGET

CCC costs	95/96	96/97	97/98	98/99	99/00	Totals
Capital Costs	82,000	20,000	135,000			237,000
Operating Costs		20,000	65,000	<i>90,000</i>	<i>90,000</i>	265,000
						502,000
NZ Police						
Capital Costs	50,000	29,000	<i>16,000</i>			95,000
Operating Costs		12,000	12,000	<i>12,000</i>	<i>12,000</i>	48,000
						143,000

* *figures in Italics are proposed*

MONITORING

Since implementation the NZ police have identified key strategic times where volunteers are used to staff the camera control room. These times are: Thursday, Friday and Saturday nights from 7.00 pm-2.00 am. At all times the camera images are recorded on video tape. Recently two video monitors with camera control units have been installed in the Police C.A.R.D dispatch room. One could say that this will provide 24hr manned observation by trained Police however operational requirements in the C.A.R.D room mean the Police operators are reliant upon the volunteers to inform them of incidents occurring in the city. It does, however, give greater flexibility to the system by allowing C.A.R.D operators to take control of the camera system when an incident is in progress and when the camera control room is not staffed by volunteers.

16 Cont'd

SUCCESS TO DATE

The primary aim for the camera system is *“to ensure that members of the community feel that the central city is a safe place to be by deterring the incidence of disorder, violence and wilful damage”*.

Statistical evidence from the Police and an independent analyst, G Naylor (attached) confirm that absolute levels of crime within the areas covered by the camera system has decreased. However it is not clear as to what initiative(s) caused the decrease. One can though attribute some or all of the success to the camera system.

Observations from Police beat staff endorse the statistical evidence of lower crime figures. They feel that there is a better environment within the central city and that far fewer serious assaults and robberies have occurred since the camera system was installed.

MAXIMISING THE BENEFITS

Statistical evidence, to date, is based upon the coverage of seven cameras. By providing detailed coverage of the central city with 16 cameras one can assume that the benefits achieved to date will increase further with additional monitoring resources. While volunteers and Police C.A.R.D staff monitor the cameras a significant improvement could be achieved with the employment of qualified, full time staff to monitor the cameras and provide support for reviewing historical tapes for police investigators. This is seen as unattainable by Christchurch Police under their present budget. Police are currently investigating other options of resourcing this on a National and Regional level, however financial resources are stretched.

CONCLUSION

The camera system has been successful in achieving a reduction of crime in the central city. However given the Council's financial commitment to the project, the return on investment is not as good as it could be. The Council has provided the on street infrastructure. It is now up to the Police to fulfil their partnership obligation (see attachment). To make the camera system more effective will require a greater commitment from the Police in utilising this valuable resource.

Recommendation: That the Council write to the Regional Commander of Police requesting that Police staff be provided to enable the Police to meet their agreed obligations for this project.

Chairman's

Recommendation: The above recommendation was considered by the Central City Committee on 2 April. The Committee's recommendation will be reported to today's meeting.