



Christchurch City Council

FENDALTON/WAIMAIRI COMMUNITY BOARD

**WORKS, TRAFFIC AND ENVIRONMENT COMMITTEE
AGENDA**

MONDAY 28 APRIL 2008

8.00 AM

**IN THE BOARDROOM
FENDALTON SERVICE CENTRE
CORNER JEFFREYS AND CLYDE ROADS**

Committee: Cheryl Colley (Chairperson), Sally Buck, Faimeh Burke, Val Carter, Jamie Gough, Mike Wall and Andrew Yoon

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1. APOLOGIES

Mile Wall and Sally Buck.

2. DEPUTATIONS BY APPOINTMENT

2.1 TIM FREER – WAI-ITI STREAM PROJECT

Tim Freer will be in attendance to discuss a potential project for Wai-iti Stream.

3. STAFF BRIEFINGS

3.1 ROD WHEARTY – PEDESTRIAN SIGNALS OUTSIDE BISHOPDALE AND WESTBURN SCHOOL

Rod Whearty will brief the committee on issues regarding possible pedestrian signals outside Bishopdale and Westburn schools.

4. MERIVALE PROPOSED PARKING PLAN

General Manager responsible:	General Manager City Environment Group, DDI 941-8608
Officer responsible:	Transport and Greenspace Unit Manager
Author:	Tim Cheesebrough / Steve Abley (Abley Transportation Engineers)

PURPOSE OF REPORT

1. The purpose of this report is to seek Board approval to undertake consultation to determine the community views on the Proposed Merivale Parking Plan (PMPP).

EXECUTIVE SUMMARY

2. There are three separate projects that propose amendments to parking in and around the Merivale area. These projects are the 2004 Merivale retail area study, the 2007 Merivale Lane School parking surveys and the 2007 Papanui Road bus priority scheme. It is proposed to undertake consultation on the PMPP specifically for the Merivale retail area that includes Merivale Mall, St Georges Hospital and surrounding east and west residential areas adjacent Papanui Road. The PMPP will also provide linkages and rationalise each of the projects' separate proposals.
3. The Council commissioned a parking occupancy survey and resident and motorist perception survey in and around Merivale Mall in response to concerns expressed by retailers regarding parking supply in the area. The survey was undertaken in September 2004 and a survey report produced in April 2005 by 'Steve Abley – Chartered Transportation Engineering' (now Abley Transportation Engineers).
4. The assessment examined parking trends and occupancy, and recommends on area-wide parking plan. The report 'Merivale Parking Appraisal – April 2005' is a large document of some 166 pages, (which uses Geographic Information Systems analysis, and includes a short animation of parking occupancy) is available for inspection as an electronic report. The study results contained in the report were confirmed by a subsequent survey in late 2006 that showed the area surrounding the Mall had a decrease in parking demand and the area surrounding St Georges Hospital had an increase in parking demand. Overall however the key initial survey results from September 2004 were confirmed as remaining valid.
5. Another study was carried out in February 2007 by Streets n Sync examining long term on-street car parking and the overall management of on-street parking in the streets surrounding Merivale Lane. This study concluded similar results to the Abley Transportation Engineers study, albeit principally regarding issues surrounding school parking rather than retail issues. The PMPP will also encapsulate the Papanui Road bus priority proposal parking restrictions (which the Board have previously been briefed on) and support the proposals within each of the separate projects.
6. The September 2004 parking occupancy survey shows that parking demand is highest in areas closest to the main attractors such as Merivale Mall and St George's Hospital and where on street parking is unrestricted. The most problematic parking was commuter parking as indicated by 87 per cent of motorists parking for longer than four hours and 88 per cent of motorists indicating 'working' as their primary parking purpose.
7. There was generally good correlation between the areas where residents felt parking availability was poor and parking occupancy high. Due to the high parking occupancy, amenity on the surrounding residential roads was reduced. The Council's policy document 'Parking Strategy for the Garden City' (PSGC) recognises the need to protect residential areas for residential parking, rather than commuter parking.
8. The February 2007 parking occupancy survey shows there is a high demand for long term on-street parking predominantly by students and teachers associated with schools near Merivale Lane. Residents were most concerned with the lack of available on-street parking, congestion at school "drop off" and "pick-up" times, parking demand and the narrowness of some streets. Generally residents were in favour of parking restrictions being installed.

4. Cont'd

9. It is recommended that the PMPP proceed to consultation with the main recommendations of the PMPP being:
 - (a) Unrestricted parking is removed on the roads connected to both sides of Papanui Road from Murray Place to Beverley Street, and replaced with a P120 area wide parking restriction that operates between 11am and 3pm Monday to Friday on one side of the road only.
 - (b) Adjustments are made to a number of existing parking restrictions in the immediate area that support the above parking philosophies, including linkages to school parking restrictions, the Papanui Road bus priority proposals and the proposals for Merivale Lane.
10. It is also recommended that the PMPP be implemented in phases. A monitoring regime would be implemented that would measure the effectiveness of each implemented phase. Any identified problems or opportunities could be addressed as part of subsequent phases. Depending on the other measures identified during the monitoring regime, the time period for the parking restrictions could be extended, the area of parking restriction increased or other opportunities identified. These other proposals would be subject to a separate consideration by the Board and further consultation.
11. Complaints about parking in the general Merivale area are received on a regular basis. The PMPP has the potential to relieve parking stress by improved management of the parking available to shoppers and residents and hence reduce on going complaints. The PMPP would also relieve parking stresses within the immediate vicinity of educational institutions in Merivale.
12. In addition it is important to note motorists may continue to drive and park on other streets rather than change their travel behaviour to a non private car mode such as walking, cycling or public transport. It is therefore important that the proposals are monitored in order to measure if the proposals are likely to offer desirable changes in motorist behaviour.

FINANCIAL IMPLICATIONS

13. There are no legal or financial considerations directly affecting the decision to consult on the PMPP, other than as associated with the costs of that consultation process. Standard decision making reports will relate to any decisions made in relation to ultimately adopting and implementing a Merivale Area Parking Plan. Implementing the parking plan is anticipated to be funded by existing budgets.

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

14. As above.

LEGAL CONSIDERATIONS

15. There are no legal considerations directly affecting the decision to consult on the PMPP.

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

16. As above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

17. Primary alignment with community outcome to consult with the community. Also contributes to maintaining an attractive and well designed city, a prosperous city and a healthy city by ensuring that the Council's 'Parking Strategy for the Garden City' is adhered.

4. Cont'd

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

18. As above.

ALIGNMENT WITH STRATEGIES

19. The proposal is consistent with the Council's policy 'Parking Strategy for the Garden City'.

Do the recommendations align with the Council's strategies?

20. As above.

CONSULTATION FULFILMENT

21. This report requests the Committee to approve consultation for the PMPP.

STAFF RECOMMENDATION

(a) It is recommended that the Board agree that the PMPP proceed to consultation. Consultation would include:

- Disseminating the primary results of the September 2004 parking occupancy surveys and resident and motorist perception surveys, as well as the results of the other related surveys undertaken in the nearby area
- Proposing the PMPP for implementation, over a similar area to that surveyed in September 2004 and with possible parking restrictions as shown in **Figure 1**, albeit initially the restrictions being one side of the road only.
- Obtaining community views over the PMPP and the extent and scope of the phased implementation.

Figure 1 Proposed Merivale Parking Plan (PMPP) Restrictions



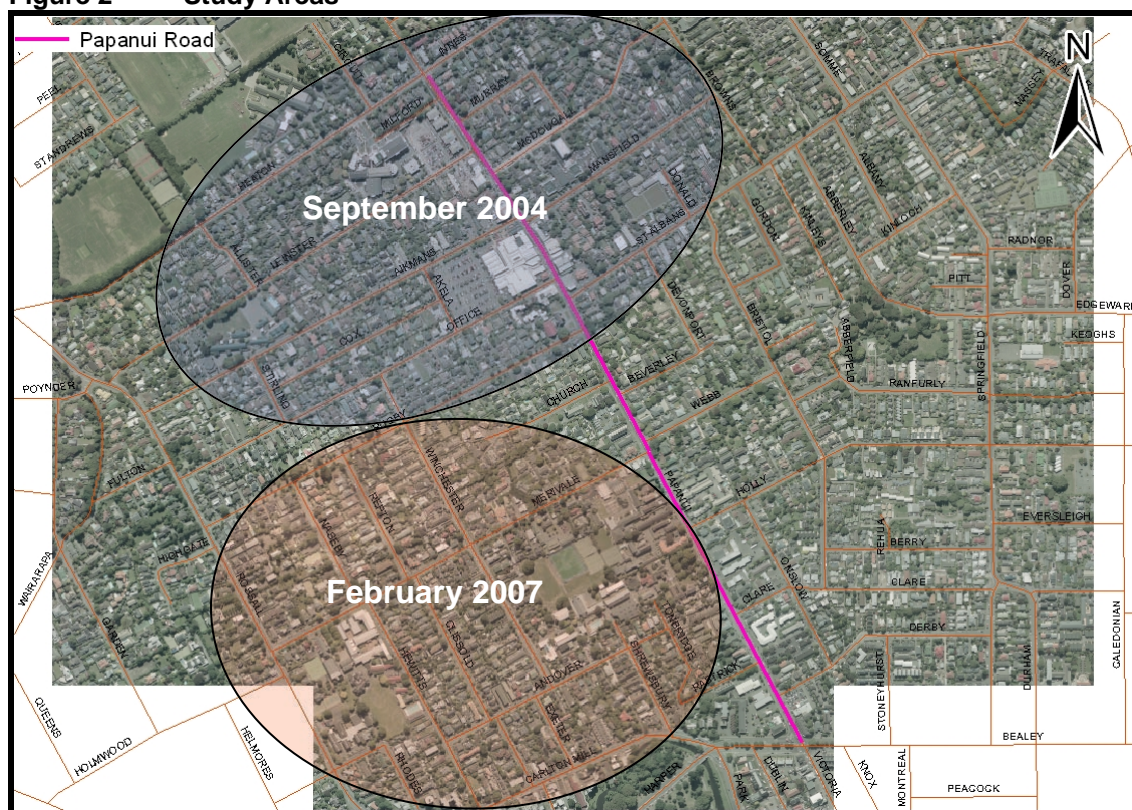
4. Cont'd

BACKGROUND (THE ISSUES)

INTRODUCTION

22. The September 2004 and the February 2007 parking surveys are shown in relation to one another in Figure 2. The Papanui Road Bus priority scheme runs through the September 2004 study area.

Figure 2 Study Areas



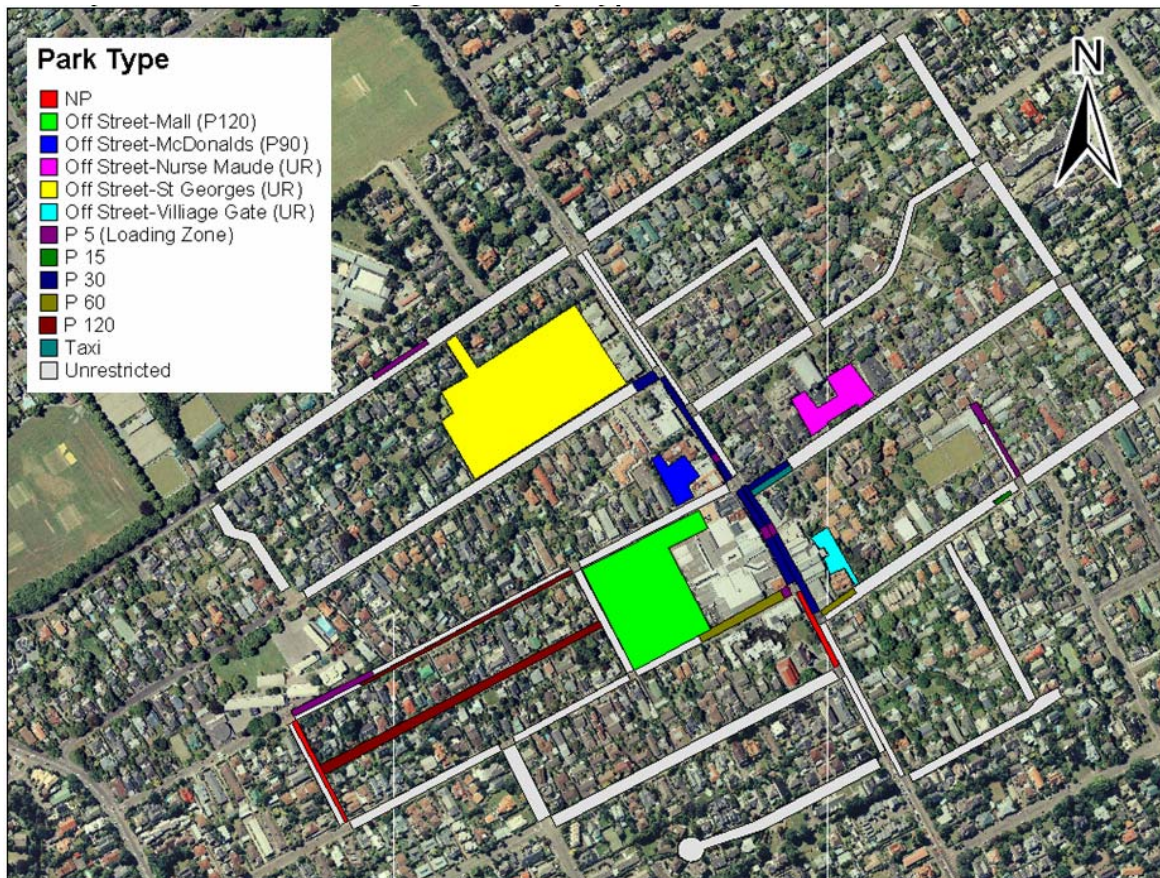
SEPTEMBER 2004 MERIVALE PARKING SURVEY

23. The 2004 Merivale Parking Survey was undertaken due to the interest in parking issues developing at that time. This included the Coffee Culture resource consent application, St George's Hospital expansion and a potential second tier expansion of the Merivale Mall car park.
24. The survey showed, not unsurprisingly, that parking occupancy is highest in areas closest to the main attractors, such as Merivale Mall and St George's Hospital, and where on street parking is unrestricted. High parking occupancy is not necessarily a problem if car park spaces are turned over on a regular basis so even if their occupancy is high, they are satisfying a large number of motorists.
25. The problem identified from the motorist parking survey is that parking durations are generally excessive, approximately 90 per cent of motorists are parking for longer than four hours and 40 per cent of motorists are parking for longer than eight hours. This length of stay reflects commuter parking and again, not unsurprisingly 88 per cent of the motorist survey responses indicated 'working' as their primary parking purpose. The measured effect is that car parks are not turned over on a regular basis and hence on street parking is unavailable for local residents or their visitors.

4. Cont'd

26. The study area and existing on and off street parking restrictions are shown in Figure 3.
27. Five off-street parking areas were surveyed, these included Merivale Mall, McDonalds, St George's Hospital (after the access improvements on Heaton Street were completed), Village Gate (off St Albans Street) and Nurse Maude (off Mansfield Avenue).

Figure 3 Study Area and Existing Parking Restrictions



28. Some trends from the surveys include:
 1. Off-street parking demand increases at St George's Hospital and Merivale Mall during the day, peaking between 11am-2pm. St George's Hospital is already showing signs of parking demand at 9am with highest occupancy between 11am-2pm, coinciding with surgery admission times.
 2. On-street parking demand is already very high at some locations including residential areas by 9am. These same areas show signs of lessening demand later in the day that indicates commuter parking in the area may be a problem.
29. The need to protect residential areas with priority for residential parking rather than commuter parking is defined in the Council policy document 'Parking Strategy for the Garden City' (PSGC). The PSGC lists protection of resident parking in residential areas as a high priority. Protection is most commonly achieved by instigating parking restrictions between certain peak hours that result in interrupting all day parking. Consequently, parking becomes inconvenient or costly, so motorists change their parking behaviour or mode of travel.

4. Cont'd

30. The immediate problem when instigating parking restrictions in a residential area is that without alternatives motorists simply transfer parking location and therefore create a problem in another area. The 2004 survey provides an indication of the various alternatives these commuters may choose. More than 50 per cent would continue to drive and park on another street, 15 per cent would pay for the convenience of parking somewhere else and about five per cent would leave their car at home and walk to work. Other responses included two per cent transfer to public transport, about five per cent would cycle and about two per cent would car pool. Not unsurprisingly about 17 per cent would request an employee car park, again confirming the large proportion of commuter motorists.
31. It must be remembered that these results are based on a survey undertaken in 2004 and since then increasing congestion may make other alternatives such as public transport more popular than the survey now indicates. Additionally the motorist survey was a 'stated preference survey' and actual behaviour may differ from that stated. Hence even though over half all motorists said they would simply park further away, this may not eventuate.
32. Overall the PMPP proposes changes to the existing parking supply that reflect parking demand, surrounding land use, road hierarchy classification and parking policy. The fully implemented PMPP includes:
33. Initially unrestricted parking on Papanui Road is removed and replaced with P120.
 - Unrestricted parking is removed on the roads connected to both sides of Papanui Road in the core Merivale area on the west and east of Papanui Road, and replaced with a P120 area wide parking restriction that operates between 11am and 3pm Monday to Friday.
 - Adjustments are made to some of the existing parking restrictions to support the above parking philosophy.
34. Other parking changes would be implemented such as loading zones and parking for people with disabilities as and where deemed necessary. There appears adequate taxi parking although at times taxis may be spilling over from the taxi rank to unrestricted on-street parking or double parking.
35. McDougall Avenue between Papanui Road and Murray Place, Mansfield Avenue between Papanui Road and Browns Road, and Beverley Street are all programmed for kerb and channel replacement. These works will proceed generally without change to parking restrictions and any parking restrictions will be implemented pending the outcome of the PMPP consultation.

FEBRUARY 2007 MERIVALE LANE PARKING SURVEY

36. A nearby survey was carried out by Street n Sync in February 2007 that was instigated by Council due to concerns regarding high levels of long term on street car parking and the overall management of on street parking in the streets surrounding educational institutions in Merivale, specifically Rangī Ruru and St Margarets College. The Board is to be presented with a separate report regarding the results.
37. The streets in the immediate vicinity of Rangī Ruru School and St Margarets College included in the review were Merivale Lane (from Rossall Street to Winchester Street), Repton Street, Naseby Street, Clissold Street, Winchester Street (from Rugby Street to Merivale Lane), Hewitts Road, Andover Street, Shrewsbury Street and Tonbridge Street. These streets also accommodate overflow long term parking associated with other nearby educational institutions including the Selwyn House School and Pre-School and the Ferndale School.
38. Observations show that on 'school days' on-street parking in the area is generally fully occupied between 9am - 4pm resulting in a lack of turn over of car parks due to parking for long periods of time. On non school days the demand for on street parking is low. Schools situated within the area result in high demand for on street parking on 'school days'. The existing parking restrictions and study area are shown in Figure 4.

4. Cont'd

Figure 4 Existing Parking Restrictions



39. The surveyed showed the majority of people were in support of parking restrictions being installed as the current situation was problematic. The main issues raised from the consultees was the lack of available on-street parking, congestion at school “drop off” and “pick-up” times resulting in double parking and parking over vehicle entrances, parking demand due to the number of educational institutions located in the immediate vicinity and the narrowness of some streets.
40. It is Council’s view that the management of on street car parking should ideally reflect a balance in the demands of residents and the demands of nearby commercial or educational activities therefore minimising the effects of displacing parking further into residential areas.
41. Street n Sync recommend parking restrictions of “120 minute, 8am - 4pm, Mon-Fri, School Days” be installed in the following locations:
- Merivale Lane (north side, Rossall Street to Naseby Street);
 - Merivale Lane (south side, Hewitts Road to Winchester Street);
 - Naseby Street (west side, Merivale Lane to Rugby Street);
 - Winchester Street (west side, Merivale Lane to Rugby Street);
 - Hewitts Road (west side, Carlton Mill Road to Andover Street);
 - Clissold Street (east side, Andover Street to Merivale Lane);
 - Andover Street (north side, Hewitts Road to Tonbridge Street);
 - Shrewsbury Street (east side, Carlton Mill Rd to St Margarets College entrance);
 - Tonbridge Street (west side, whole length).
42. Lengths of broken yellow “no stopping” lines be installed in the following locations:
- Hewitts Road (east side, Carlton Mill Road to Andover Street);
 - Hewitts Road (west side, Andover Street to 48 Hewitts Road);
 - Andover Street (south side, Shrewsbury Street to Tonbridge Street);
 - Tonbridge Street (east side – whole length).

4. Cont'd

43. Both the parking and no stopping restrictions are shown visually in Figure 5.

Figure 5 Proposed Merivale Lane Parking Restrictions



PAPANUI ROAD BUS PRIORITY SCHEME

44. Papanui Road experiences significant traffic congestion. The Papanui Bus Priority Proposal has been put in place by the Citywide Public Transport Priority Plan and the Metro Strategy 2006-2012, to help buses through traffic congestion and provide faster and more reliable bus services. This will result in bus priority lanes being installed on both sides of Papanui Road. On-street parking in the Merivale vicinity will be affected as a result of the bus priority proposal. The Christchurch City Council has proposed various parking restrictions in line with the bus lane proposal, these include:
45. Parking restrictions of 60 Minutes be installed in the following locations:
- Leinster Avenue (200 metres along both sides)
 - Papanui Road (Between Leinster Road and Milford Street when bus lane not in operation)
46. Short term parking restrictions be installed in the following locations:
- Post Office (P5/P10)
 - St Albans Street (P30, P60 currently in first block, P60 further out suggested)
 - Office Road (Past Mall P30, currently P60)
 - Aikmans Road (Past mall P30, currently P60)
 - Mansfield Avenue (5-6 car parks to P30)

4. Cont'd

47. Both the 60 minute and the short term proposed parking are shown visually in Figure 6.

Figure 6 Christchurch City Council Proposed Merivale Parking Restrictions



PROPOSED MERIVALE PARKING PLAN

48. It is recommended that the PMPP is implemented in phases with monitoring to determine the effectiveness of the restrictions. Further restrictions can then be adapted, not implemented or added if required. Depending on the other measures identified during the monitoring regime the time period for the parking restrictions could be extended, the area of parking restriction increased or other opportunities identified. These other proposals would be subject to a separate consideration and consultation.

THE OPTIONS

49. There is a real and perceived problem when parking in the Merivale area. Parking is difficult and results in more circulating vehicles searching for an available car park. This increases congestion that degrades amenity and environmental performance. It is expected that without implementing the PMPP these issues will become more evident over time.

50. The available options are:

Option 1: Consulting the Proposed Merivale Parking Plan.

Option 2: Continue with the status quo.

Option 3: Consult on other types of parking restrictions for example those implemented at (a) Canterbury University or (b) Northlands Mall.

4. Cont'd

51. (a) Residential streets surrounding Canterbury University have two hour parking restrictions on one side of the street that are enforced between 9am-5pm, Monday to Friday from March to November. This seasonal model is not considered suitable for the Merivale area as the commercial activity is operational all year round. Additionally the daily enforcement time of 9am-5pm is appropriate for students they may have morning or afternoon lectures although it is considerably longer than recommended in the PMPP. The September 2004 survey shows that peak parking demand in Merivale is between 11am-2pm and all day commuter based. The opportunity to only implement the restrictions on one side of the street is part of the phased implementation of the PMPP. Overall the whole of the Canterbury University area parking plan is not practically transferable to Merivale.
52. (b) Parking restrictions have been implemented in Halliwell Ave and Tulloch Street, residential streets located off Main North Road directly opposite the entrance to Northlands Mall. Parking is restricted to two hours, effective 24 hours a day, seven days a week for the whole year. It is considered that the Merivale area requires a softer approach to parking restrictions than this example given the high interest in parking issues in the area, the high density neighbourhood and multiple parking requirements from different land use activities such as the hospital, retail, schools, medical facilities, and nursing home. It is recommended the area will be monitored and restrictions adjusted if required, however to start with such severe restrictions would adversely affect resident on street parking opportunities and potentially discourage shoppers. Overall the Northlands Mall area parking plan is transferable to Merivale but it is not considered an appropriate first step given lesser parking restrictions may result in an appropriate outcome with the least disbenefit to residents, shoppers and visitors.

THE PREFERRED OPTION

53. To proceed to consultation based on Option 1 - Proposed Merivale Parking Plan. Consultation would include:
- Disseminating the results of the September 2004 parking occupancy surveys and resident and motorist perception surveys as well as the results of the other surveys undertaken in the nearby area.
 - Proposing the PMPP including the area for implementation, that is a similar area to that surveyed in September 2004 and possible parking restrictions, as shown in Figure 1, albeit initially the restrictions being on one side of the road only.
 - Obtaining views as to the PMPP and the extent and scope of the phased implementation.

4. Cont'd

ASSESSMENT OF OPTIONS

Option 1: The Preferred Option – The Proposed Merivale Parking Plan.

	Benefits (current and future)	Costs (current and future)
Social	Residents will have more opportunity to park on street in residential streets on weekdays.	Residents will be limited to how long they can park on street in residential streets on weekdays between 11am-3pm, i.e. a maximum 2 hours.
Cultural		
Environmental	Commuters may change their mode of transport to public transport, car pooling, walking or cycling.	Unless alternative modes of transport are provided, displaced motorists may (1) circulate searching for available car parks increasing traffic congestion or (2) park further away creating a problem in another area.
Economic	Increased short term parking near commercial areas provides easier access for shoppers and may make Merivale a more attractive shopping destination.	<ul style="list-style-type: none"> a. Ongoing monitoring and enforcement of parking restrictions. b. Council cost of consultation and implementation. c. Employer cost for provision of employee parking. d. Shopping may be less desirable between 11am-3pm due to 2 hour parking restriction.
<p>Extent to which community outcomes are achieved: Primary alignment with community outcome to consult with the community. Also contributes to maintaining an attractive and well designed city, a prosperous city and a healthy city by ensuring that the Council's 'Parking Strategy for the Garden City' is adhered.</p> <p>Impact on Council's capacity and responsibilities: Fulfils statutory requirement to consult.</p> <p>Effects on Maori: N/A</p> <p>Consistency with existing Council policies: The need to protect residential areas with priority for residential parking rather than commuter parking as defined in Council's policy 'Parking Strategy for the Garden City'.</p> <p>Views and preferences of persons affected or likely to have an interest: These will be obtained during the consultation process.</p> <p>Other relevant matters:</p>		

4. Cont'd

Option 2: Maintain The Status Quo.

	Benefits (current and future)	Costs (current and future)
Social		Residents are not able to locate an available car park within easy walking distance to their own house during shopping hours.
Cultural		
Environmental		Increased vehicle circulation as drivers search for car parks and consequent degraded amenity and environmental performance.
Economic	Minimal enforcement costs.	Down turn in spending due to difficulty to access car parking close to commercial areas.
<p>Extent to which community outcomes are achieved: Community outcomes are not achieved.</p> <p>Impact on Council's capacity and responsibilities: Existing parking problem would go unaddressed.</p> <p>Effects on Maori: N/A</p> <p>Consistency with existing Council policies: Council's policy 'Parking Strategy for the Garden City' is not adhered.</p> <p>Views and preferences of persons affected or likely to have an interest: Would not be obtained.</p> <p>Other relevant matters:</p>		

4. Cont'd

Option 3: Consult on other types of parking restrictions for example those implemented at (1) Canterbury University or (2) Northlands Mall.

	Benefits (current and future)	Costs (current and future)
Social	(1) Residents will have more opportunity to park on street in residential streets on weekdays. (2) Residents will have more opportunity to park on street in residential streets on weekdays and weekends.	(1) Residents will be limited to how long they can park on street in residential streets on weekdays between 9am-5pm, i.e. a maximum 2 hours. (2) Residents will be limited to how long they can park on street at all times i.e. maximum 2 hours, even if there is available car parking for others.
Cultural		
Environmental	(1) Commuters may change their mode of transport to public transport, car pooling, walking or cycling. (2) Commuters may change their mode of transport to public transport, car pooling, walking or cycling.	(1) Unless alternative modes of transport are provided, displaced motorists may circulate searching for available car parks increasing traffic congestion or park further away creating a problem in another area. (2) Unless alternative modes of transport are provided, displaced motorists may circulate searching for available car parks increasing traffic congestion or park further away creating a problem in another area. Expected to be more consequential than 9am to 5pm restriction.
Economic	(1) Increased short term parking near commercial areas provides easier access for shoppers. (2) Increased short term parking near commercial areas provides easier access for shoppers.	(1) a. Ongoing monitoring and enforcement of parking restrictions during 9am to 5pm. b. Council cost of consultation and implementation. c. Employer cost for provision of employee parking. d. Shopping may be less desirable between 9am-5pm due to 2 hour parking restriction. (2) a. Ongoing monitoring and enforcement of parking restrictions. An all day restriction is harder to enforce than a period restriction. b. Council cost of consultation and implementation. c. Employer cost for provision of employee parking. d. Shopping may be less desirable on weekdays and weekends due to all day 2 hour parking restriction.
<p>Extent to which community outcomes are achieved: Primary alignment with community outcome to consult with the community. Also contributes to maintaining an attractive and well designed city, a prosperous city and a healthy city by ensuring that the Parking Strategy is adhered to.</p> <p>Impact on Council's capacity and responsibilities: Fulfils statutory requirement to consult.</p> <p>Effects on Maori: N/A</p> <p>Consistency with existing Council policies: The need to protect residential areas with priority for residential parking rather than commuter parking as defined in the Council's policy 'Parking Strategy for the Garden City'.</p> <p>Views and preferences of persons affected or likely to have an interest: Would be obtained during consultation.</p> <p>Other relevant matters:</p>		