



CHRISTCHURCH CITY COUNCIL AGENDA

THURSDAY 7 APRIL 2005

AT 9.30AM

IN THE COUNCIL CHAMBER, CIVIC OFFICES

Council: The Mayor, Garry Moore (Chairperson).
Councillors Helen Broughton, Sally Buck, Graham Condon, Barry Corbett, David Cox,
Anna Crighton, Carole Evans, Pat Harrow, Bob Shearing, Gail Sheriff, Sue Wells and Norm Withers.

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1. **APOLOGIES**

2. **CONFIRMATION OF MINUTES - COUNCIL MEETING OF 24.3.2005 AND 31.3.2005**
 - (a) **Council Meeting of 24.3.2005**

Attached.
 - (b) **Council Meeting of 31.3.2005**

Attached.

3. **DEPUTATIONS BY APPOINTMENT**

4. **PRESENTATION OF PETITIONS**

5. **CORRESPONDENCE**

6. BANKS PENINSULA REORGANISATION: LOCAL GOVERNMENT COMMISSION REQUEST

General Manager responsible:	General Manager Regulation and Democracy Services Group
Officer responsible:	General Manager Regulation and Democracy Services Group
Author:	Peter Mitchell, General Manager Regulation and Democracy Services Group, DDI 941-8549

PURPOSE OF REPORT

1. The purpose of this report is to recommend a response by the Christchurch City Council to a request by the Local Government Commission for the Council's position on some matters associated with a proposal to abolish Banks Peninsula District and include it with Christchurch City.

STAFF RECOMMENDATIONS

It is recommended that the Council advise the Local Government Commission that the Council:

- (a) Supports Option 1 of the Commission's October 2004 Terms of Reference and **not** Option 2;
- (b) Supports two community boards on the Peninsula, with five elected members each and one appointed member, instead of one community board with seven elected members and one appointed Councillor;
- (c) Supports the introduction of the capital value rating system in the Order-in-Council giving effect to any reorganisation with Banks Peninsula District;
- (d) Sees substantive changes to service levels on the Peninsula (other than statutory compliance issues) being matters to be dealt with through the Long-Term Council Community Plan;
- (e) In addition to the delegations given to the City's community boards, at the time reorganisation takes place, will provide a delegation to the Peninsula community boards as follows:

"That the two Peninsula community boards recommend to the Council proposed expenditure from their respective reserve contributions accounts."
- (f) Will provide discretionary funding of \$10,000 per annum for each of the Peninsula community boards;
- (g) Supports retention of the three service centres at Lyttelton, Akaroa and Little River for a period of five years commencing on the date of the Order in Council giving effect to the reorganisation proposal and based on the levels of service provided by Banks Peninsula District Council at those service centres at that date;
- (h) Will give priority upon reorganisation to the statutory compliance issues listed in (i) to (v) of 19(b) of this report, and any other statutory compliance issues that may arise.

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BACKGROUND

2. At its meeting on 22 April 2004, the Council passed the following resolutions relating to the proposal for reorganisation with Banks Peninsula District:
 - “1. *That the Christchurch City Council actively support the reorganisation proposal filed with the Local Government Commission for Banks Peninsula District Council to become part of Christchurch City.*
 2. *That the Christchurch City Council support this reorganisation proposal on the basis that it is for the abolition of Banks Peninsula District and its inclusion with Christchurch City recognising that this means that a binding poll will only be held in Banks Peninsula District on the reorganisation proposal.*
 3. *That there be one additional ward for the whole of the current Banks Peninsula District electing one Councillor to the Christchurch City Council.*
 4. *That there be one community board established for the Peninsula, comprising seven elected members and one appointed member (eight members in total).*
 5. *That the Local Government Commission be advised that the City Council would be willing to confer the same delegations on the Banks Peninsula Community Board as it confers on the city community boards.*
 6. *That the City Council enter into discussions with the Selwyn District Council and the Banks Peninsula District Council regarding the new boundaries between Banks Peninsula District, Selwyn District and Christchurch City.*
 7. *That the Council in practical terms support the “ring-fencing” of the levels of service for Banks Peninsula District for a period of up to five years commencing on the date of the Order in Council giving effect to any reorganisation proposal.”*

Local Government Commission's Terms of Reference

3. In October 2004 the Commission issued Terms of Reference for a consultancy study on operational and financial issues associated with the reorganisation proposal. A copy of the Commission's Terms of Reference is attached as *Appendix 1*.
4. In considering the reorganisation proposal and formulating its decision set out in the Terms of Reference, the Commission is of the view that it would be beneficial for the City Council now to resolve its position on key matters relating to the Banks Peninsula area if the reorganisation proposal were to proceed. Such matters would include:
 - The rating system that would apply, and how it would be applied,
 - Delegations that would be made to community boards, including the level of financial delegations,
 - Whether the existing service centres at Lyttelton, Little River and Akaroa would be retained.
5. The Commission states that although the Commission has yet to make a decision on the proposal, it considers that if the proposal were to advance to a draft reorganisation scheme the affected public would be better able to understand its ramifications for them if the City Council's intentions for the Banks Peninsula area were clearly articulated.

Preliminary Points Regarding Commission's Terms of Reference

6. As a preliminary point, it will be noted that at page 4 of the attached Terms of Reference the Commission states that under Option 1 (abolition of Banks Peninsula District and its inclusion with Christchurch City), there would be two community boards elected, each comprising five members with one appointed member, with the same level of delegations as the Christchurch City community boards.

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7. This proposed establishment of two community boards is at the present time inconsistent with the Council's 22 April 2004 Resolution No. 4 (which provided for one community board with seven elected members and one appointed member). The Council could take this opportunity to advise the Commission that it also supports the establishment of two community boards as proposed by the Commission for Option 1 and one of the staff recommendations in this report provides for this.
8. It should also be noted that, as advised at the April 2004 Council meeting, Lakes Ellesmere would fall entirely within Selwyn District under Option 1. At the present time Lake Ellesmere is divided between Banks Peninsula District Council and Selwyn District Council. The Commission's Map A for Option 1 in the attached Terms of Reference shows that the boundary between an enlarged City Council with Selwyn District would be along State Highway 75 from its intersection with the Halswell River and then the boundary line runs down to the coast. This proposed boundary means that Kaitorete Spit would fall within Selwyn District, although Birdlings Flat would be within the enlarged Christchurch City.

Rating System and How it Would be Applied

9. Regarding the rating system and how it would be applied, in the 22 April 2004 report this Council was advised:

"At the present time Banks Peninsula residential rates are much higher than the Christchurch City rates for a property of the same valuation. The table below gives some indication of the difference.

<i>Residential</i>	<i>Lyttelton</i>	<i>Akaroa</i>	<i>Governors Bay</i>	<i>Christchurch</i>
<i>Average CV</i>	<i>\$158,000</i>	<i>\$195,000</i>	<i>\$245,000</i>	<i>\$164,170</i>
<i>Average BPDC Rates</i>	<i>\$1,476</i>	<i>\$1,725</i>	<i>\$1,544</i>	<i>\$954</i>
<i>Christchurch Rates at these values</i>	<i>\$922</i>	<i>\$1,114</i>	<i>\$1,372</i>	<i>\$954</i>

At the present time it is not possible for this Council to give any binding commitments regarding increasing levels of service in Banks Peninsula District as the reorganisation process will not be completed before the elections in 2004. Any determination of this reorganisation proposal will occur in 2005 or later and so any decisions as to increasing levels of service would be a matter for the next Council.

If reorganisation goes ahead, then the rating policy to be applied would need detailed study and would require the development of a new funding policy for the enlarged district.

One potential scenario is that the residential and commercial rates of the current Banks Peninsula District could be on the same basis as Christchurch City presently, but the rural area of Banks Peninsula District would need a detailed review as the current cost structure of Banks Peninsula District could be quite different from the cost structure of the Christchurch City Council...

With regards to the comments above about the development of a new funding policy to enable the Council to assess priorities between Banks Peninsula District and the rest of Christchurch City, the seminar held on 15 April 2004 considered that it was appropriate for the Council to indicate at this point in time that it would recommend to the next Council that that Council (except for statutory compliance issues) "ring-fence" Banks Peninsula District to current levels of service as provided by the Banks Peninsula District Council for a period of five years to enable the next Council to fully understand the issues involved in the district and to enable the Council to develop a new funding policy through public consultation processes. This would enable any additional expenditure (other than statutory compliance expenditure) to be addressed through the Council's Long-Term Council Community Plan for the 2006/07 year, assuming that the reorganisation proposal is given effect to in time for work to be incorporated into that Long-Term Council Community Plan. An issue to be considered regarding capital expenditure is whether items already in the BPDC 10-year forecast should be considered within the "ring-fence". This would seem to be a reasonable approach.

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10. Regarding the reference in this extract to additional expenditure being addressed through the 2006/07 LTCCP, it is now probable that this reorganisation proposal will not be in place in time for issues of service level change to be addressed through this Council's 2006/16 Long-Term Council Community Plan.
11. Regarding rating systems, at the present time the Banks Peninsula District Council rates its district on the annual value rating system, and not the capital value rating system (which is the City Council's rating system) nor the land value rating system. The Banks Peninsula District Council also uses a system of numerous targeted rates for parts of its district.
12. It has been understood by City Council officers to be the City Council's position that if Banks Peninsula District was to become part of Christchurch City, then the enlarged area would be rated on the capital value rating system of Christchurch City, and that annual rating system and the numerous targeted rates currently utilised by Banks Peninsula District Council would be discontinued. One of the staff recommendations in this report seeks to confirm this understanding.
13. It would not be practical, if reorganisation was to occur, for the City Council to administer two rating systems nor for it to continue with the numerous Peninsula targeted rates currently used by Banks Peninsula District Council for cost efficiency reasons.
14. The implementation of the capital value rating system on the Peninsula could be achieved by the Commission through the Order in Council implementing the reorganisation. The probability is that the reorganisation will not be given effect to before 1 July 2006 and the enlarged City Council would need to work with two LTCCPs (as well as a Banks Peninsula Transitional District Plan and an operative Christchurch City Plan) until the two LTCCPs are combined.
15. The attached Terms of Reference refer to a yet to be published study on operational and financial issues associated with the reorganisation proposal to be released by the Commission. This study will probably identify infrastructure work to be carried out on the Peninsula. It is anticipated that a further report will be made to the Council following the public release of this operational and financial report.

Service Centres

16. Regarding whether the existing service centres at Lyttelton, Little River and Akaroa would be retained, in the 22 April 2004 report to this Council the following comment was made:

"At the present time the Banks Peninsula District Council has three service centres situated at Lyttelton, Akaroa and Little River. In its 1999 final reorganisation scheme the Commission, as tends to be its standard practice, provided that on reorganisation the Council was to maintain those service centres for a period of five years. The services to be provided by these service centres were to be not less than those provided by the Banks Peninsula District Council at the beginning of that five-year period."
17. The 2004 Council seminar considered the same situation should apply in regard to this reorganisation proposal for those three service centres for a five-year period. One of the staff recommendations in this report is that the Council advise the Commission it is willing to retain the three service centres for a five-year period at the same levels of service.

Local Government Commission 2004 Public Hearings

18. Following the public hearings in 2004 on the reorganisation proposal, the Local Government Commission has (in addition to the matters referred to above) requested that the Council provide it with relevant information on two matters that would be associated with an implementation of the reorganisation proposal and for the Council to provide the Commission with relevant information.

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19. The two matters were:

- (a) What tailoring of the City Council's delegations to community boards (including financial delegations) would be appropriate for any community board constituted in the Banks Peninsula area?

Regarding the question of financial delegations to the two Peninsula community boards, this Council at the present time has the practice of providing its six community boards with \$390,000 each of project Board discretionary funding per financial year. This sum is to be allocated as each community board wishes on either operational or capital projects in its communities. These funds provide the Boards with flexibility to meet local community needs that might not receive support through the Council's Annual Plan or the Long-Term Community Plan processes.

The Council's 22 April 2004 Resolution No. 5 stated that the Council would be willing to confer on the Peninsula community boards the same delegations as it confers on the City's community boards at the time the reorganisation takes place.

The existing Banks Peninsula District Council delegations to its two community boards contain a delegation to recommend expenditure as follows:

- “• *That community boards process submissions concerning proposed expenditure from their respective reserve contributions accounts*
- *Community boards then prioritise any proposed expenditure for submission to and approval by Council in the Annual Plan process or Long-Term Council Community Plan.”*

The current two Peninsula community boards make recommendations to the Banks Peninsula District Council on expenditure from those reserves accounts. The Council then makes decisions on the expenditure of those funds. This system does not operate with the City's community boards. Making these recommendations enables the two community boards (with a population of 4,000 each) to stay involved in the works and assures the high level of Peninsula volunteers in maintaining reserves. In discussions with BPDC it has been requested that the ability of the two community boards to review the expenditure (with the enlarged City Council having the power to make decisions) continue as this will ensure that the spending reflects the community from where the funds come from.

Given the geographical nature of the Peninsula and the historical nature of the volunteer's role, it is considered this Council could advise the Commission that this Council is prepared to continue this power of recommendation to the two Peninsula community boards.

Regarding the allocation of funds to community boards in the Banks Peninsula area, one approach could be on the basis of population. In Christchurch each community board has around 50,000 people within each community so the funding allocation of \$390,000 therefore equates to around \$7.80 per person. Based on two Banks Peninsula community boards with an average of 4,000 people in each community, then the funding allocation would be approximately \$31,200 per community board. However, given the approach above that the Peninsula community boards have a power to recommend regarding reserve contributions which is not given to the City's community boards, it could be considered appropriate that the Peninsula Boards be provided a smaller sum of discretionary spending, say \$10,000 per community board per annum.

- (b) What matters (eg service levels and rating arrangements) would the City Council wish to “ring fence” in Banks Peninsula for a period of up to five years, and which matters will it wish to change in an earlier timeframe.

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The reference in this question to "ring fence" is to Resolution No. 7 of the Council meeting of 22 April 2004 which stated:

"That the Council in practical terms supports the 'ring fencing' of the levels of service of Banks Peninsula District for a period of up to five years commencing on the date of the Order in Council giving effect to any reorganisation proposal."

The report to the Council at that 22 April 2004 meeting with regard to this issue stated in part:

"...the seminar held on 15 April 2004 considered that it was appropriate for the Council to indicate at this point in time that it would recommend to the next Council that that Council (except for statutory compliance issues) 'ring fence' Banks Peninsula District to current levels of service as provided by the Banks Peninsula District Council for a period of five years to enable the next Council to fully understand the issues involved in the district and to enable the Council to develop a new funding policy through public consultation processes. This would enable any additional expenditure (other than statutory compliance expenditure) to be addressed through the Council's Long-Term Council Community Plan for the 2006/07 year, assuming that the reorganisation proposal is given effect to in time for work to be incorporated into that Long-Term Council Community Plan. An issue to be considered regarding capital expenditure is whether items already in the BPDC 10-year forecast should be considered within the "ring-fence". This would seem to be a reasonable approach."

It appears that some individuals have interpreted the Council's resolution regarding ring fencing as in effect meaning that service levels (other than statutory compliance matters) would not change for at least five years and change would only be considered after that time. This interpretation seems to be adopted notwithstanding that the 22 April 2004 resolution referred to ring fencing levels of service *"...for a period of up to five years..."*

The Council's resolution regarding ring fencing for a period of up to five years could be seen to reflect three considerations:

- (i) The need to give confidence to Christchurch ratepayers that they are not likely to face increasing rates to meet a desire to increase service levels on Banks Peninsula;
- (ii) The need to manage Banks Peninsula ratepayers' expectations for major investment by the City Council;
- (iii) The need for Council officers to become operationally knowledgeable about services before recommending to the Council any future capital expenditure on the Peninsula.

As indicated in the April 2004 report to the Council, it is likely that the current Banks Peninsula District Council service levels would be amended gradually as issues were identified, scoped and then funded. Changes to the levels of service on the Peninsula would need to be managed through the Long-Term Council Community Plan.

With the request by the Commission for this Council to identify now the types of issues (other than statutory compliance matters) that would be likely to be increased in service levels during that five-year period, City Council officers have given consideration to this issue, but as in the 22 April 2004 report, are not in a position at this time to factually advise this Council what these changes may be beyond those statutory compliance matters. City Council officers would still need to become operationally knowledgeable regarding Banks Peninsula District's activities before robust options for service level improvements could be advised by Council officers.

It also needs to be borne in mind that in any event capital works projects on the Peninsula would be incorporated by the Banks Peninsula District Council into its Long-Term Council Community Plan for the period commencing 1 July 2006.

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There are a number of statutory compliance issues which the new Council would need to address immediately upon a reorganisation taking effect. These include:

- (i) Establishing a programme of inspection for the fencing of approximately 60 swimming pools in the district;
- (ii) Auditing premises for building warrants of fitness under the Building Act 2004;
- (iii) Establishing a system of ongoing monitoring of resource consent conditions and the implementation of enforcement mechanisms such as abatement notices or enforcement orders where breaches of the District Plan or resource consents are established.
- (iv) Establishing a system for the carrying out of post lining inspections in new buildings.
- (v) The clearance of a backlog of outstanding code compliance certificates under the Building Act.

7. TURNERS AND GROWERS SITE DEVELOPMENT PROPOSAL

General Manager responsible:	General Manager Strategic Development
Officer responsible:	General Manager Strategic Development
Author:	Allan Johnson, City Solutions, Dave Hinman, Central City Team Leader, DDI 941-8804, Angus Smith, Transition Facility Assets Unit Manager, DDI 941-8502 and Ian Thomson, Solicitor DDI 941- 6343

PURPOSE OF REPORT

1. The purpose of the report is to describe the development proposal for the redevelopment of the Turners & Growers site negotiated with Urban Winery Holdings Ltd (UWH), and to seek approval to sign a Development Agreement between the Council and UWH.

EXECUTIVE SUMMARY

2. This report, which includes a public excluded section dealing with confidential details, summarises the history to date of negotiations with UWH for their purchase and development of the Turners and Growers site situated east of Madras Street, between Tuam Street and Lichfield Street in the Central City. It then describes the proposed development for the site (see attachment 1), explains the future land ownership and considers the project benefits. It indicates the Council commitments to the project and then describes the processes and legal arrangements proposed, including the Development Agreement which will be signed by the parties and the subsequent development plan which UWH will agree to prepare. It concludes with a suggested time line, indicating commencement on site following submission of the development agreement (September/October 2005 and development completed (depending on sales) by 2010-2012.

FINANCIAL AND LEGAL CONSIDERATIONS

3. Financial details are contained in the public excluded section. Legal considerations are largely about the preparation of a Development Agreement between the Council and UWH, being undertaken by the Legal Services Unit. This is described in the preferred option section below. The development will follow standard statutory procedures and requirements as it proceeds through the consent and construction stages.

STAFF RECOMMENDATIONS

It is recommended that the Council:

- (a) Accepts the negotiated purchase price agreed with UWH, as detailed in this report.
- (b) Authorises the General Manager Strategic Development to sign the Development Agreement on behalf of the Council, when he is satisfied with it.
- (c) Authorises the General Manager Strategic Development to accept the Development Plan when in his opinion it satisfies the requirements of the Development Agreement.
- (d) Agrees to provide funding for the commitments to the project as outlined in this report.

7 Cont'd

BACKGROUND OF THE DEVELOPMENT

History

4. In November 2004 the Council resolved to:
- “(a) Accept Urban Winery Holdings Ltd as the preferred developer of the Turners and Growers site, with a view to preparing a Development Agreement between the parties which meets the Council’s objectives.*
 - “(b) Request management to establish a team and authorise it to negotiate any conditions that may be required between the Council and Urban Winery Holdings Ltd for inclusion in the Development Agreement.*
 - “(c) Agreed that when, and if, a suitable Development Agreement has been developed, it be reported to the Council for approval before any implementation takes place, or if no such agreement can be reached, that staff report back to the Council on the next steps.*
 - “(d) Thank Sir Miles Warren, former Councillor Ron Wright, and Messrs John Dryden and Steve Collins for their work in assisting with the evaluation of proposals.”*
5. Since that time a team of Council officers, including Ian Hay, Allan Johnson, Dave Hinman, Angus Smith, Tom Lennon and Ian Thomson have been involved in discussions and negotiations with representatives of UWH which have resulted in an offer being made by UWH which includes:
- A concept plan which describes the proposed development
 - A price and payment structure for the purchase of the property
 - A development agreement which records the obligations of both the Council and UWH, which, if the recommendations of this report are adopted, will be signed by both parties.

Description of the Proposed Development

6. The plan proposed by UWH (copy attached - 1) provides for:
- Residential accommodation in two and three storeys along the Lichfield Street frontage, and in six storey buildings along the east boundary of the site and part way along Tuam Street. The two storey buildings are of town house style. The three storey buildings are intended as live/work units, which could have a business function on the ground floor, with residential accommodation above. The six storey buildings comprise apartments of varying sizes.
 - A six storey hotel of approximately eighty rooms at the west end of the Tuam Street frontage (nearest Madras Street). In the ground floor and basement of the hotel is a fully operational winery, producing wine from grapes brought from local vineyards.
 - A retail market square under a glazed roof, surrounded by retail space which would be used for shops and food and drink businesses, related to the wine theme. Above the retail spaces is provision for a mixture of business and residential uses.
 - A public space which runs between Lichfield Street and Tuam Street, and which opens on to a Village Green which is surrounded on three sides by the residential buildings.
 - A through way from Madras Street to the public space. This provides a link to the Poplar and Ash Lanes precinct on the city side of Madras Street.
 - A basement car park which occupies a large portion of the site, and provides parking for approximately 350 cars. The floor level of the car park will be set approximately a half storey below the natural ground line.
 - The through way, public space, and village green are constructed on the roof of the car park, approximately 1.6 m above the adjacent street level.

7 Cont'd

7. There is provision for a link to the adjacent proposed carparking building, for which the Council is negotiating with Devon Street Holdings Ltd (DSH) the owner of the adjacent land for the construction of a two level carparking building. When the building is completed the Council will be provided with 48 unit titled car parks in the lower level of the building.

Planning Requirements

8. The plans have been discussed with Council staff from ESU, Green Space, Transport and City Streets and Urban Design and Heritage, and largely comply with the requirements of the recently created Central City Edge Zone. One area of non-compliance is the encroachment of the hotel into the street setback space, and the recession plane requirement. UWH have been keen to provide a design which complies as fully as possible with the planning requirements, so that they minimise the risk of delays to the project which could occur if resource consent applications were required.
9. In meeting this requirement some compromises have been made in the layout of the buildings, and UWH have advised it is their intention to explore the possibility of enhancing the design if the necessary consents could be obtained without delay.

The Public Space

10. The public space will be owned by the Council on completion of the development, and most of it will be constructed above the car park. The land will be owned under a unit title, and so it is proposed that it is held in fee simple rather than as a reserve under the Reserves Act. This will allow more flexibility in the ongoing management of the space in association with the privately owned land which adjoins it.

What UWH Would be Buying

11. UWH are proposing to buy the land other than that occupied by the public space. They will also gain title to the 48 parking spaces in the car parking building to be constructed by DSHL on the adjacent part of the site.
12. The area of land to be purchased is 13,100 m². This includes 810 m² for the through-way and 2,620 m² for the village green. Both of these areas will have covenants which will provide that they remain open and accessible to the public during daylight hours, but may be closed after that time. This provision is to ensure safety and security in these areas during the night.

The Public Space

13. The area of public space which is to be retained by the Council.

Negotiated Purchase Price

14. The financial details of the purchase are contained in the public excluded section of the report.

Project Benefits

15. The Council's contribution, as outlined in the public excluded section of the agenda, needs to be weighed against the objectives set for the project at the outset, and the benefits which will accrue to the city as a result of it.
16. The site was acquired to meet objectives outlined in the Central City Revitalisation Strategy adopted by the Council in February 2001, which includes the following core principles for project development:
 - (a) **East Side Focus** - to generally focus on projects to the east side of Colombo Street.
 - (b) **Residential and Business Development Opportunities** - including funding for project assistance and joint venture developments to increase the residential population and business/commercial activity.

7 Cont'd

- (c) **Improve Public Spaces** - to enhance the amenity of the central city with particular emphasis on improving public spaces on the east side.
- (d) **Integrated Development** - to pursue public-private partnerships, and integrated and complementary development to public and private spaces.
- (e) **Sustainability** - to assess and prioritise projects according to social, environmental and economic sustainability evaluation criteria.

17. The redevelopment of this site was also seen by the Council as likely to act as a catalyst for revitalising the surrounding area and to have positive flow-on effects for the area between the site and the city centre.

Council Commitments to the Project

- 18. The offer requires that the Council undertakes the demolition of the existing buildings on the site, and clears the site. While this could have been made the responsibility of UWH, having it done by the Council offers the advantage that work can commence earlier, so a longer period will be available to carry out the demolition. This will allow maximum use to be made of sorting of the demolition material, which will give maximum opportunity for salvage and sale, thereby reducing the volume of material which will need to be dumped to landfill.
- 19. A report prepared at the time the site was purchased indicates that there is the possibility of some soil contaminants on the site the full extent of which is uncertain. This arises from possible PAH's (plus associated contaminants) presumably from old coke deposits associated with the site's historical use as a fire station. In addition a number of underground fuel storage tanks have been removed at various times, at least one of which was known to have left some residual, but thought to be manageable, contamination issues. UWH will be removing material from a large area of the site for construction of the basement car park, and they will do so at their cost. In the event that the contaminated material is encountered, the Council will pay only the additional cost for its removal or treatment.
- 20. The Council will pay, to a fixed maximum cost, for the construction of the landscaping of the public space and the village green.
- 21. The Council has made a commitment to undertake "*improvements to the general amenity of the area ... in support of the project*" (ROI and RFP Documents). This will require work on the streets surrounding the site, which could include paving, kerb and channel, lighting and planting. This work is not, however, required immediately, and will be designed and programmed to occur in stages as the on-site development proceeds.

Council Infrastructure in the Area

- 22. City Water and Waste has advised that there are no problems anticipated in providing water and waste water services to the site. If any additional work was required, it would need to be paid for by UWH.

The Development Agreement

- 23. It is intended that the Council and UWH will enter into an agreement that will 'set out their respective rights and obligations'. The following provisions in particular will be included:
 - A requirement that UWH will prepare a Development Plan within six months from the date the Development Agreement is signed. This will contain detailed plans and specifications of the proposed development, including the company's proposed building programme and the arrangements put in place to secure finance for the project. The development will proceed only once Council staff are satisfied with the information contained in the Development Plan and that UWH is capable of carrying it out.
 - The price that UWH has agreed to pay for the site and the method by which it is to be paid.

7 Cont'd

- The steps available to the Council to secure payment of the purchase price. These will include:
 - Evidence satisfactory to Council staff of contractors' performance bonds entered into by UWH with its contractors to ensure that each stage of the development is built and finished.
 - Evidence satisfactory to Council staff that UWH has entered into bonds with its contractors and UWH's financiers for the purpose of ensuring that if UWH is unable, or elects not to complete any stage of the development, the financier will be entitled to provide funds for the contractor to complete that stage.
 - The Council registering a restrictive covenant against the certificate of title of the land to be transferred to UWH. This covenant will bind UWH and any future owner of the land and will require it to be used only for the purpose of meeting the Council's objectives for the land and carrying out the provisions of any development plan approved by the Council. The covenant will protect the Council's commitment to open public spaces and prevent any owner of the land from subdividing any part of it that is undeveloped to enable, say, the construction of tilt slab warehouses.
 - UWH providing a performance bond held by a financial institution approved by the Council that will secure the payment of that part of the purchase price due upon practical completion of the development. This will enable the Council to be paid that sum should UWH default at any point during the development or at the time it is completed.
- The parties entering into an Agreement for Sale and Purchase recording the terms and conditions of the transaction and the method of payment of the purchase price. This will not be completed until the Development Plan is signed.

24. It should be acknowledged that there remains a risk that UWH may, for whatever reason, be unable to complete the development, having started the construction phase. However, if this was to happen it is likely that any stage then under construction will be completed either by way of the contractor's bond or the three-way bond between the contractor, UWH and its financier. The expected result is that either another developer is engaged to complete the project or the part completed development is sold to a third party, along with any undeveloped balance of the land. The covenant will ensure that any future owner of the land is bound by the Council's objectives for it.

Financial

25. When the site was purchased by the Council in 2002, part of the funding came from the cash-in-lieu fund. Because it is now intended to hold the public space in fee simple rather under the Reserves Act, the use of cash-in-lieu funding is not appropriate, so the cash-in-lieu fund will need to be refunded the amount from the proceeds of the sale on completion.

Development Contributions

26. UWH may seek partial remission from the obligations to pay Development Contributions. Such applications will be considered by the Council in its statutory role as territorial authority, and normal Council policies will be applied.

Development Plan

27. After the signing of the Development Agreement, UWH will have a period of six months in which to prepare and submit to the Council a Development Plan. During this period, UWH will undertake marketing of the development, completion of design, and will obtain consents and secure funding for the project. The Development Plan will disclose full details of the proposed development, including the terms and conditions of the building contracts and the details of the funding proposed.

7 Cont'd

28. The development plan is subject to Council approval, and the development agreement does not become unconditional until that approval is obtained.

Timing

29. UWH have advised that they expect the development to take between five and seven years, depending on the actual rate of demand for the residential accommodation.
30. If the Development Agreement is signed in early April 2005 the anticipated timing would be:

Development Agreement submitted by UWH	September/October 2005
Development completed (depending on sales)	2010 - 2012

7 Cont'd

OPTIONS

31. Options include:
- (a) Proceeding with UWH and sign the Development Agreement.
 - (b) Revisiting seeking alternative development proposals.
 - (c) Abandoning the Turners & Growers project.

PREFERRED OPTION

32. Proceed with UWH and sign the Development Agreement.

ASSESSMENT OF OPTIONS

- (a) **The Preferred Option**

Proceed with UWH and sign the Development Agreement.

	Benefits (current and future)	Costs (current and future)
Social		
Cultural		
Environmental	Central City Revitalisation	
Economic	General City Wide Development and Growth - Increased Rate Take = \$80m project	see public excluded section

Extent to which community outcomes are achieved:

Primary alignment with community outcome - a prosperous city *“Our economy is based on a range of businesses which enable wealth creation and employment opportunities for all”*

Also contributes to a liveable City - *“Our people have appropriate housing and live in an attractive and well designed city and neighbourhoods”, “Our economy invests in and benefits from enhancing the liveability of our city”.*

Impact on Council’s capacity and responsibilities:

Positive - important step towards revitalising the central city, particularly the east side.

Effects on Maori: N/A

Consistency with existing Council policies: Central City Revitalisation Strategy, City Plan

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

Earlier publicity has resulted in generally favourable comment about the concept. Nearby property owners (eg Lichfield Lanes developers) very supportive.

Other relevant matters:

Complies with new Central City Edge Zone which was subject to recent public consultation. Requires future Council commitment to adjacent street improvements.

7 Cont'd

(b) Revisit Seeking Alternative Development Proposals

	Benefits (current and future)	Costs (current and future)
Social		
Cultural		
Environmental	Could be similar to preferred option	
Economic	Unknown at this stage	
<p>Extent to which community outcomes are achieved: Uncertain until alternative proposals assessed, but potentially similar to preferred option.</p> <p>Impact on Council's capacity and responsibilities: Wasted time, effort and goodwill.</p> <p>Effects on Maori: N/A</p> <p>Consistency with existing Council policies: depending on proposal, similar to preferred option</p> <p>Views and preferences of persons affected or likely to have an interest: Other potential developers - at least one likely to be interested.</p> <p>Other relevant matters: Time it would take and potential opportunity loss, with changing market conditions.</p>		

(c) Abandon the Turners & Growers Project

	Benefits (current and future)	Costs (current and future)
Social		
Cultural		
Environmental		Highest and best use likely not to be compatible with desired development outcome.
Economic	Return from sale of site	To sell site. Costs of abortive process having proceeded so far to date.
<p>Extent to which community outcomes are achieved: Unknown - will depend on future purchaser/developer.</p> <p>Impact on Council's capacity and responsibilities: Wasted time, effort and goodwill.</p> <p>Effects on Maori: N/A</p> <p>Consistency with existing Council policies: Contrary to Central City Revitalisation Strategies.</p> <p>Views and preferences of persons affected or likely to have an interest: Concern from businesses in vicinity who are very supportive of the project.</p> <p>Other relevant matters:</p>		

8. WATER AND SANITARY SERVICES ASSESSMENTS

General Manager responsible:	General Manager City Environment
Officer responsible:	Unit Manager City Water and Waste, DDI 941-6231
Author:	Mark Rykers, Business Relations Team Manager, DDI 941 8640; Paula Southen, Reticulation Asset Management Planner, DDI 941 8274; Rob Hawthorne, Strategic Property Analyst, DDI 941 6458 and Paul Dickson, Drainage Engineer, DDI 941 8392.

SECTION 1

PURPOSE OF REPORT

1. The purpose of this report is for the Council to consider the statement of proposals for the draft Water and Sanitary Services Assessments to enable these documents to be released for public consultation under the Special Consultative Procedure. The assessments cover the following water and sanitary services: Water Supply, Wastewater, Stormwater Drainage, Cemeteries and Crematoria, and Sanitary Conveniences. Copies of the statement of proposal for each service are separately enclosed (limited circulation, in view of their bulk).

EXECUTIVE SUMMARY

2. The Local Government Act 2002 requires territorial local authorities to carry out an assessment for water and sanitary services in accordance with sections 123-129 of the Act by 30 June 2005. The major objective of the requirement to undertake the assessments is to ensure future demand for services can be met and that public health is protected. The assessments cover services defined by section 25 (1) (a), (b), (c), (d), (h), and (i) of the Health Act 1956 namely:
 - Waterworks
 - Drainage works, sewerage works and works for the disposal of sewage
 - Works for the collection and disposal of refuse, nightsoil, and other offensive matter
 - Cemeteries and crematoria
 - Sanitary conveniences for the use of the public
3. As this Council has adopted a waste management plan under part 31 of the Local Government Act 1974 it is not required to undertake an assessment of works for the collection and disposal of refuse, night soil, and other offensive matter.
4. A draft assessment has now been prepared for each of the required services. A summary of the information contained in each of the assessments is provided in Section 2 of this report. As part of preparing the assessments it is a requirement to consult with the community and stakeholders using the Special Consultative Procedure under the Local Government Act 2002. Prior to this the Council must approve the statements of proposal (the draft assessments) to enable commencement of this phase.
5. The proposed programme to achieve the requirements of the LGA 2002 is:

Phase	Task	Time Frame	Comment
1	Scope the assessment, assemble information and identify issues, initial consultation	By December 2004	Completed
2	Prepare the draft assessment and gain approval to release for the Special Consultative Procedure (SCP)	By end of March 2005	Current phase
3	Consultation under the SCP	From early April to early May 2005	
4	Hear submissions and develop final assessment	By mid June 2005	
5	Final assessment report adopted by Council	By 30 June 2005	

8 Cont'd

6. Information on key findings and options to meet demand have been presented to the Council through a seminar and detailed information is provided in the attached statements of proposal. Various options are detailed in the assessments including a comment relating to suitability and cost implications where practicable. Preferred options for addressing each of the issues identified will be considered as part of the Special Consultative Procedure and indicated in the final report.
7. In terms of this report the preferred option is for the Council to approve the statements of proposal for each assessment to enable these to be released for community consultation under the Special Consultative Procedure. This action is required to meet obligations and time frames under the Local Government Act 2002. Other options such as 'doing nothing' have not been considered as these do not comply with legislative requirements.

FINANCIAL AND LEGAL CONSIDERATIONS

8. The various assessments consider options to meet demand and, where practicable and sufficient information is available, these have been evaluated in terms of their estimated financial impact. More precise financial information for some options would not be available until detailed planning work is completed. Funding of these services in terms of the Council's role is identified in the current LTCCP and this will need to be reviewed for the 2006/07 LTCCP following the adoption of these assessments.
9. The Council is required under part 7 (Sections 124-125, 127-129) of the Local Government Act 2002 to carry out an assessment of water and sanitary services within its district. Sections 83 to 89 of the Local Government Act set out the requirements in respect to the Special Consultative Procedure that are to be followed. The individual assessments also consider the requirements of the other pertinent legislation related to each service and this information is contained in the assessment documents. Some of the options considered in the assessments may require future changes to existing regulations and bylaws to enable implementation.

STAFF RECOMMENDATIONS

It is recommended that:

- (a) The Council receive the statements of proposal for the Draft Water and Sanitary Services Assessments these being:
 - Water Supply
 - Wastewater
 - Storm Water Drainage
 - Sanitary Conveniences
 - Cemeteries and Crematoriaand give approval for these documents to be made available for public comment under the Special Consultative Procedure as required in Sections 83-89 of the Local Government Act 2002.
- (b) That a hearings panel comprising a representative from each portfolio group be set up to hear submissions on the assessments and report to the Council with its recommendations.

8 Cont'd

ASSESSMENT OF OPTIONS

THE PREFERRED OPTION

10. Is for the Council to approve the statements of proposal for each assessment to enable these to be released for community consultation under the special consultative procedure and to meet the Council's obligations under the Local Government Act 2002

	Benefits (current and future)	Costs (current and future)
Social	Preparation of assessments enables community in put to future service provision. Some of the assessments will have a direct impact on ensuring future social needs are met.	None identified
Cultural	Some of the assessments will have a direct impact on ensuring cultural needs are met particularly in terms of providing for specific cultural requirements.	May be additional costs in meeting cultural requirements.
Environmental	A key focus of the assessments is to consider the protection of the environment.	May be additional costs in ensuring environmental protection
Economic	Will provide improved long term financial information on future service and infrastructural requirements.	Some assessment options may result in additional service and infrastructure costs.
<p>Extent to which community outcomes are achieved: Primary alignment with community outcome: <i>"Our City's infrastructure and environment are managed effectively, are responsive to changing needs and focus on long term sustainability."</i></p> <p>Impact on Council's capacity and responsibilities: Has the potential to identify the need for future capacity requirements with associated capital works and operational expenditure.</p> <p>Effects on Maori: Maori will have a strong interest particularly in terms of the protection of water and land from contamination</p> <p>Consistency with existing Council policies: Consistent with LGA requirements and the Council's consultation guidelines</p> <p>Views and preferences of persons affected or likely to have an interest: Initial consultation carried out with some assessments and information detailed in the individual assessments. Medical Officer of Health comments have been received and incorporated into the assessments where applicable.</p> <p>Other relevant matters: Special Consultative Procedure must be followed with the Water and Sanitary Services Assessments to meet LGA 2002 requirements.</p>		

8 Cont'd

SECTION 2: SUMMARY OF INFORMATION CONTAINED IN THE ASSESSMENTS

SECTION 2.1: SANITARY SERVICES ASSESSMENT: WATER SUPPLY

SUMMARY OF STATEMENT OF PROPOSAL

1. This assessment of water supply has been undertaken as required under Part 7 Section 125 of the Local Government Act 2002. The following paragraphs are the summary of the Council's Water Supply Assessment (Statement of Proposal) to be used as part of the Councils Assessment of Water and Sanitary Services.

HOW DRINKING WATER IS OBTAINED

2. For the purpose of making this assessment the city has been divided into two separate communities; the urban community, and the urban fringe community. The urban community includes the Christchurch City Council reticulated supply and several hospitals and schools which have independent supplies within the urban area. The urban fringe community includes supplies on the outskirts of the city. This is mostly made up of school supplies and also includes the Christchurch City Council Kainga and Brooklands supply.
3. All of the water supplies identified in the assessments source their water from wells into the aquifers which extend under the city and the Canterbury Plains. It is estimated that 1,300 properties or a population of 3,500 are not provided with a reticulated supply within the CCC boundaries. It is assumed that these properties all source their drinking water from private domestic wells.

RISK ASSESSMENT

4. The potential risks to each of the supplies are similar as the sources and methods of abstraction are similar. Contamination can occur at any point in the water supply system, being the source, treatment, storage or reticulation. The supplies provide different levels of treatment or mitigation of these risks resulting in differing probabilities of a contamination event occurring. The main risks identified are summarised below:
 - Unsecured well heads or access hatches leading to contamination of the source or stored water
 - No residual treatment provided (except for Paparua Prison) leading to increased risk of contamination of water in storage or reticulation
 - Salt water intrusion into aquifers that discharge into the sea
 - Loss of service due to lack of storage or backup electricity
 - Insufficient backflow protection leading to backflow of contaminants into reticulation
5. These risks can all be treated in order to reduce the probability of a contamination event occurring. Christchurch City Council has a Public Health Risk Management Plan in place. Operators of other supplies have some preventative measures in place.
6. Two areas have been identified where contamination risk may present a higher potential threat to the community. There are two school supplies located in an area that is not serviced by a reticulated wastewater system and the soils are not free draining. There is therefore a higher risk of contamination of the water supplies from septic tanks in the area. Additional care needs to be taken in the location and operation of these bores to ensure contamination does not occur.
7. The second higher risk area is where surface or climatic effects have an influence over the characteristics of the groundwater (non-secure groundwater). The Paparua Prison supply and some pump stations in Christchurch's North-West pressure zone are areas where this may be the case. Additional water quality testing may be necessary to monitor against any public health risks resulting from this.

8 Cont'd

QUALITY AND ADEQUACY OF DRINKING WATER

8. All of the water suppliers have sufficient water to meet their current demand. The Council currently abstracts just over 50 million cubic metres of water a year for its reticulated supply. This represents approximately half of the water taken annually within the city boundaries. The policies and rules in Environment Canterbury's proposed Natural Resources Regional Plan (Chapter 4: Water Quality and Chapter 5: Water Quantity) have been developed to achieve, no significant long term decline in groundwater levels as a result of abstraction and, in artesian aquifers, no contamination of groundwater as a result of abstraction. These rules will ensure that the long-term sustainability of the aquifers as a water source is protected. Provided these rules and policies are adhered to, there will be sufficient water to meet future demands.
9. Christchurch is well known for the high quality of its drinking water. Because of its naturally high quality, the water does not need to be treated to meet current drinking water standards. Paparua Prison, in the Urban Fringe community is the only supply which treats its water with a chlorine solution to provide residual treatment. There is no infection incidence data suggesting that any of the sources of drinking water in either the Urban or Urban Fringe Communities have been a cause of water borne diseases.
10. The Christchurch City Council supply is operated by adequately trained staff available to ensure compliance with the New Zealand Drinking Water Standards 2000. The training and qualifications of the operators of non-council operated supplies have not been established. Supplies to schools are generally operated by school caretakers with only a rudimentary understanding of their supply systems. It is believed that preventative maintenance is generally not practised on school supplies. The hospital, airport and prison supplies appear to be operated by personnel knowledgeable in the operation and maintenance of water supply systems and have preventative maintenance systems in place.

CURRENT AND ESTIMATED FUTURE DEMANDS

11. The current total annual consumption from the Christchurch City Water Supply is around 50 million cubic metres per year. The Council has consented approvals with ECan to draw in the vicinity of 75 million cubic metres per annum from the aquifers serving the City. The peak demand for the whole City is around 21,000 cubic metres per hour. Accurate consumption figures are not available for the non-Council operated supplies.
12. Future demand for the Council operated supplies are assessed in detail in the Water Supply Asset Management Plan. The population served by the Christchurch City Water Supply is expected to increase by approximately seven percent in the next ten years. A large proportion of the peak water demands in Christchurch is for domestic irrigation. For new developments the peak demand will increase proportional to the number of households. Infill housing decreases the irrigable land area and therefore does not increase the peak demands. Only a small increase in the total annual consumption is expected because of the demand management methods that are already in place. (Page 94-98 Water Supply AMP aim to reduce consumption from 420 litres/person/day (2001) to 380 litres/person/day in 2026.)
13. Future demands are not expected to increase for the non-council urban suppliers. Of the urban fringe community only the Christchurch Airport and Paparua Prison are predicting an increase in demand. The increase is expected to be in the order of 10-15 percent.
14. The Health (Drinking Water) Amendment Bill proposes greater responsibilities with regard to the quality of water supplied. This may become too onerous for many non-council suppliers and therefore increased demand for the council provided supply may result. If all non-Council water users were to be supplied from the Council system this would increase the aquifer draw-off by approximately 1.1 million m³ per annum.

8 Cont'd

OPTIONS TO MEET THE DEMANDS

15. Demand resulting from population growth can be met in the following ways:
 - Construction of additional pumping stations, wells and other infrastructure to increase capacity to help meet peak demands up to agreed maximum take levels as stipulated in ECan consents.
 - Implementation of demand management programmes including public education to encourage efficient water use, water loss reduction programmes, water supply modelling to identify operational changes to increase system efficiencies
16. Options to meet demand related to non-secure groundwater sources can be met by:
 - Additional water quality testing.
 - Introduction of treatment.
 - Connection to Council reticulated supply (for non council supplies).
 - Drilling new wells into secure sources.
17. Options to meet demand related to wells in areas with septic tanks and insufficient drainage
 - Further investigation to establish if there is a public health risk
 - Ensure well heads are secure and operated correctly
 - Abandon existing supply and connect to Council reticulated supply
18. Options to meet demand related to the Health (Drinking Water) Amendment Bill and the greater responsibilities with regard to the quality of water supplied:
 - Continue to manage own supply ensuring staff adequately trained and risk management procedures are in place.
 - Employing external qualified staff to operate and maintain supply and manage risks.
 - Abandon existing supply and connect to Council reticulated supply.

CHRISTCHURCH CITY COUNCIL'S ROLE IN MEETING THE DEMANDS

19. Most of the responsibility for ensuring water supplies are appropriate rests with the local Medical Officer of Health (Community Public Health Unit of Christchurch District Health Board) which is charged with this responsibility through the Health Act and via administration arrangements with the Ministry of Health.
20. The Council's role will be to ensure its own public water supply system is managed in an appropriate manner to meet compliance and community needs.
21. It is expected that any new infrastructure to cater for growth will be funded by developers. The Council may consider assistance with funding of the service where there are significant public health issues. This would be assessed on a case by case basis.
22. The Council may also have a future role to liaise with schemes owners and other agencies, such as Ecan, and Community Public Health to ensure appropriate water supply arrangements are in place to meet the total communities reasonable needs. This would be assessed on a case by case basis.

PROPOSALS FOR MEETING THE DEMANDS

23. Pending legislation, the Health (Drinking Water) Amendment Act is likely to require water supply owners to construct manage and monitor the supplies in a manner that will ensure acceptable levels of risk are achieved.

8 Cont'd

24. The Christchurch City Council, for its own supply, is already implementing plans to meet the future demands. This includes:
- Capital works programmes to provide additional infrastructure for growth.
 - Demand management programmes to reduce per capita consumption.
 - development of a Public Health Risk Management Plan.
 - a projected increase in the operating budget to cover likely additional water testing and compliance requirements.
25. The Council will accept applications to connect to the supply from non council operated supplies within the reticulated area although there may be restrictions on the size of connection that can be made. Non council supplies outside the city reticulated area may also apply but permission to connect will be made on a case by case basis. Assistance with funding to connect, where there are public health issues, will also be assessed on a case by case basis.

CONSULTATION WITH MEDICAL OFFICER OF HEALTH

26. The Medical Officer of Health has been consulted in the process of making the assessment. Meetings were held with relevant staff and a draft copy of the assessment was provided for review. Comments received on the first draft have been incorporated into the assessment.

ASSESSMENT OF OPTIONS

27. Various options to meet the demands are detailed in the draft assessment. The preferred options for addressing the issues identified will be considered as part of the Special Consultative Procedure and indicated in the final report.

8 Cont'd

**SECTION 2.2: SANITARY SERVICES ASSESSMENT: WASTEWATER
SUMMARY OF STATEMENT OF PROPOSAL**

1. This assessment of Wastewater services has been undertaken as required under Part 7 Section 125 of the Local Government Act 2002. The following paragraphs are the summary of the Wastewater Services Assessment (Statement of Proposal) to be used as part of the Council's Assessment of Water and Sanitary Services.

METHODS USED TO DISPOSE OF WASTEWATER

2. For the purpose of making the assessment the City has been broken up into two separate communities, the urban community and the urban fringe community. The urban community includes the Council provided collection and disposal schemes for the City and Belfast. The urban fringe community includes the areas bordering the Christchurch metropolitan area and within the city boundaries but not served by the reticulated network.
3. Wastewater from Christchurch City is treated at the Christchurch Wastewater Treatment Plant (CWTP) and the treated effluent is currently discharged into the Avon-Heathcote Estuary. The Christchurch City Council is planning to replace the estuary discharge with an ocean outfall by 2009.
4. Wastewater from the Belfast township is treated through oxidation ponds and the effluent is currently discharged to Otukaikino Creek, a tributary of the Waimakariri River. The discharge from the ponds will be pumped to the CWTP by the end of 2006.
5. The urban fringe area utilises stand-alone schemes for wastewater treatment and disposal. These schemes mostly consist of single chamber septic tanks with gravity disposal trenches. It is estimated that there are 800 to 1,300 such properties within the Christchurch boundary.

RISK ASSESSMENT

6. The discharge of effluent from the Christchurch Wastewater Treatment Plant contributes to the health risk for users of the estuary. The risk zone is assessed as being very small and centred around the point of discharge.
7. The wet weather overflows to the Avon and Heathcote rivers significantly increase the levels of contaminants in the rivers while the overflow is occurring and for a period of time afterwards. These present a public health risk to users of the rivers. A significant mitigating factor is the prevalence of low-contact water related activities that are generally discouraged by the poor weather or high river flow conditions that coincide with the sewer overflows.
8. The effluent from the Belfast Oxidation Ponds is of inconsistent quality and currently presents a public health risk to users of the receiving stream.
9. The main risks associated with septic tanks are summarised below:
 - Treatment plant or disposal field poorly designed leading to a low level of treatment.
 - Treatment plant or disposal field poorly maintained leading to uneven distribution of effluent.
 - Shallow groundwater leading to contamination of groundwater.
 - Poor quality or hydraulically limited soils leading to surface ponding or shallow groundwater contamination.
10. The higher risk area is the Marshlands area owing to its shallow groundwater and peaty soils.
11. There is a potential health risk for properties on night soil collection because of the untreated wastewater being held on site for up to a week.

8 Cont'd

QUALITY AND QUANTITY OF DISCHARGED WASTEWATER

12. The Christchurch wastewater system collects approximately 55 million cubic metres of wastewater each year, transporting it through a series of sewers and pump stations to the treatment plant at Bromley. The advanced secondary treatment process produces a very high quality effluent which is discharged to the Avon-Heathcote Estuary. There are also 12 consented locations where diluted untreated effluent is occasionally discharged, during periods of high rainfall, to the Avon and Heathcote Rivers.
13. Approximately 0.4 million cubic metres annually are collected from the Belfast area, treated in oxidation ponds and discharged into a tributary of the Waimakariri River. The effluent from the Belfast Treatment Plant is of inconsistent quality and has occasionally failed to comply with resource consent conditions.
14. There are approximately 800-1,300 domestic septic tank systems in operation on the fringe areas of Christchurch. These systems consist mainly of single chamber septic tanks with gravity disposal trenches. The estimated volume of effluent associated with this number of tanks is 500-800 cubic metres a day. The effluent quality of these systems is highly variable and dependant on design, construction and maintenance standards adopted by the owners.
15. There are currently 11 properties in the northeast fringe area that are served by a night soil collection. Untreated effluent is kept in a holding tank which is emptied out and taken to the Christchurch Wastewater Treatment Plant. Four of these properties are currently being connected to the city reticulation, five of them are being collected on a weekly basis and two only occasionally.
16. The Christchurch and Belfast wastewater collection and treatment systems are operated by appropriately trained and qualified staff. It is assumed that the domestic tank systems are operated by property owners who have limited knowledge of wastewater treatment systems.

CURRENT AND ESTIMATED FUTURE DEMANDS

17. Future demand for the Council operated supplies are assessed in detail in the Wastewater Asset Management Plan. Wastewater flows are projected to increase as a result of:
 - Increased population (approximately seven percent in the next ten years).
 - Intensification of development of fringe areas meaning septic tank effluent disposal fields are less acceptable from a public health perspective.
 - Increases in inflow and infiltration into the system. This has been estimated to increase by 10% over the next 40 years as the collection network ages.
 - The connection of Belfast to the Christchurch Wastewater Treatment Plant (additional 0.4m cubic metres in 2007).
18. The upgrades to the CWTP have been designed to provide sufficient system capacity for future planned demands up to the year 2050. The reticulation upgrades are also being to cater for projected flows at this time.
19. The demands are also projected to increase as a result of environmental concerns regarding the wet weather overflows to the Rivers, the current discharge of treated effluent to the estuary and the discharge of Belfast's effluent to the Otukaikino Creek.
20. There is also demand to get properties currently served by night soil collection onto alternative methods of wastewater collection, treatment and disposal.

OPTIONS TO MEET THE DEMANDS

21. Options to meet demand resulting from population growth:
 - Construction of additional pumping stations and pipelines to increase capacity to help meet peak demands (Major Sewer Upgrade Project).
 - Inflow and infiltration reduction programmes (ongoing maintenance programme).

8 Cont'd

- Increase capacity of treatment plant (CWTP Upgrade Project).
- Wastewater system modelling to identify operational changes to increase system efficiencies, monitor effectiveness of capital works and rehabilitation programmes, assist with pipe sizing and capacities required.
- Investigate alternative systems such as storage or decentralised treatment systems to help cater for peak flows and cater for growth above the current CWTP Upgrade.

22. Options to meet demand related to environmental issues:

- Inflow and Infiltration reduction programmes.
- Capital works to reduce wet weather overflows.
- Diversion of Belfast's wastewater flow from the Otukaikino Creek.
- Construction of ocean outfall to replace the current estuary discharge.

23. Options to meet demand related to night soil collection:

- Investigate options to get properties off night cart collection.
- Investigate reticulated septic tank options (STEP/STEG systems).
- Extend city reticulation to service the properties.

CHRISTCHURCH CITY COUNCIL'S ROLE IN MEETING THE DEMANDS

24. In general the Christchurch City Council will play the role of facilitator in meeting the demands for wastewater services. It is expected that any new infrastructure to cater for growth will be funded by developers. The Council may consider assistance with funding of the service where there are significant public health issues. This would be assessed on a case by case basis.

PROPOSALS FOR MEETING THE DEMANDS

25. The Christchurch City Council is already implementing its plans to meet the future demands. This includes:

- Upgrade of Christchurch wastewater treatment plant to increase capacity and effluent quality.
- A major sewer upgrade programme for new sewers to cater for projected growth and pipeline rehabilitation, some of these works are also aimed at reducing the wet weather overflows to the rivers.
- Construction of an ocean outfall to divert all treated wastewater from the estuary and discharge offshore via a 3 kilometre pipeline.
- Construction of a pipeline to take wastewater from Belfast to the Christchurch Wastewater Treatment Plant.
- Inflow and Infiltration reduction programmes.
- Capital works to reduce wet weather overflows.
- Diversion of Belfast's wastewater flow from the Otukaikino Creek.
- Construction of ocean outfall to replace estuary discharge.

26. The Christchurch City Council also proposes to investigate options to get the remaining properties off night cart collection.

CONSULTATION WITH MEDICAL OFFICER OF HEALTH

27. The Medical Officer of Health has been consulted in the process of making the assessment. Meetings were held with relevant staff and a draft copy of the assessment was provided for review. Comments received on the first draft have been incorporated into the assessment. Further consultation is planned through the Special Consultative Procedure.

ASSESSMENT OF OPTIONS

28. Various options to meet the demands are detailed in the draft assessment. The preferred options for addressing the issues identified will be considered as part of the Special Consultative Procedure and indicated in the final report.

8 Cont'd

**SECTION 2.3: SANITARY SERVICES ASSESSMENT: STORMWATER
SUMMARY OF STATEMENT OF PROPOSAL**

1. The Local Government Act 2002 requires all territorial authorities to carry out assessments of stormwater services. The objective of the assessment is to identify risks and show how these services will be managed by the Christchurch City Council to achieve community outcomes in a sustainable manner.

EXECUTIVE SUMMARY

2. The role of the Council with respect to stormwater drainage services in the City is to coordinate the setting of Community Outcomes and as a service provider. The key service functions of stormwater drainage infrastructure are:
 - Protection of property, public safety and access,
 - Protection of ecosystems,
 - Creation of productive land.

ADEQUACY OF STORMWATER SERVICES

3. The Council has invested heavily in flood relief works over the past forty years in response to a series of destructive floods through the 1960's, 1970's and 1980's. A combination of historical investment in physical upgrading works and planning measures has effectively mitigated risks associated with the inundation of dwellings and buildings, and there are very few urban development constraints in the City that cannot be mitigated by planning rules, proper subdivision design and building design.
4. In rural areas stormwater is generally disposed of by ground soakage or to watercourses and there are unlikely to be any significant constraints on additional rural type development related to the disposal of stormwater.

PUBLIC HEALTH RISKS

RISKS ASSOCIATED WITH STORMWATER SERVICES

5. Potential health impacts associated with the stormwater drainage network are:
 - Illness caused by contact with micro-biological or chemical contaminants in natural water resources through the use of streams, rivers, estuaries and beaches for recreational purposes, or drinking potable water drawn from pollution water sources.
 - Injury or death caused by falls from stormwater structures or drowning.
 - Illness from mosquito bites.
6. The range of contaminants in stormwater and the current extent of environmental impacts on the City's watercourses are:
 - (a) **Microbiological** concentrations (including bacteria, viruses and protozoa) generally exceed contact recreation guidelines. The main source of contamination in dry weather is believed to be waterfowl. The impact of wet weather pollution is lessened by rain water dilution and the low level of recreational activity at these times.
 - (b) **Chemical** contaminants include organic compounds such as hydrocarbons, pesticides and organic wastes, and inorganic compounds such as metals and metaloids. The concentration of heavy metals in stormwater and river sediments exceeds the relevant water quality guidelines for the protection of aquatic organisms,
 - (c) **Nutrients**, including nitrogen and phosphorus, can cause algal blooms and prolific growth of aquatic plants when levels are elevated. There is extensive growth of algae, especially in the Avon River, likely to be linked to nutrient enrichment in the streams.

8 Cont'd

7. Although microbiological concentrations, at times, exceed contact recreation guidelines, neither the Council or the Medical Officer of Health have any record of injury or illness that is attributable to deficiencies in the design, operation or maintenance of the stormwater network, and health risks are assessed as low.

RISKS ASSOCIATED WITH THE LACK OF A RETICULATED STORMWATER DRAINAGE SYSTEM

8. There are less likely to be stormwater systems in rural areas. Because of the much larger allotments in rural areas, and the higher proportion of permeable vegetated areas, there are few problems when reticulated stormwater disposal is unavailable.

RISKS TO STORMWATER COMMUNITIES

9. Assessments of stormwater services were carried out at a "community" level to identify risks to particular communities.

Types of Communities	Community	Risk Assessment
Communities served by public drainage systems	Urban area to receiving waters - drained by street channels, street, sumps, pipes, open water courses and streams.	Quality of water in rivers and streams continues to degrade due to urban discharges. Increasing risk of land flooding due to inner urban intensification. Risk of insect borne diseases if an exotic vector establishes in Christchurch. Risk of flooding due to climate change.
	Rural areas serviced by Council maintained streams and drains	Low levels of risk
	Brooklands - discharge to a controlled groundwater storage zone.	Low levels of risk
Communities served by private drainage systems	Rural areas discharging stormwater run-off by either direct soakage to ground or to open drains funded privately.	Low levels of risk
	Industrial areas discharging to ground via soakage basins.	Risks of ground water contamination through leakage or spills onto ground or contaminants entering soak pits.

ENVIRONMENTAL IMPACTS

10. Water quality monitoring indicates that several of the environmental parameters monitored exceed minimum guideline levels. Ecosystems in the majority of streams are in degraded condition, however the impacts on waterway habitats appears to be accepted by the majority of the community and a rigorous debate on the community costs and benefits of markedly improving environmental outcomes is required.
11. Environment Canterbury has issued for comment a draft Natural Resources Plan which will, when adopted, set the rules and water quality standards with which the Council must comply for all existing point source discharges. It is likely that the standards will require additional planning, investigations and investment in land and treatment facilities.

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OPTIONS TO ADDRESS RISKS

12. Options to address water quality degradation.
 - (a) Prepare and implement integrated catchment management plans (ICMPs) as required by the Proposed NRRP. This option will require the Council to be aware of land use activities in the catchment and control harmful discharges.
 - (b) Prepare and implement ICMPs, investigate operational measures such as street sweeping and sump cleaning that will improve discharge quality, and implement selected measures.
 - (c) As above but in addition improve stormwater treatment by construction of in-line treatment devices.
13. Options to address the risk of land flooding due to urban intensification:
 - (a) Continuous improvement of stormwater infrastructure as proposed in the stormwater drainage asset management plan.
 - (b) A step increase in stormwater capacity at an earlier point in the urbanisation cycle.
14. Options to address the risk of insect borne diseases:
 - (a) Minimise the potential habitat for insects by minimising the number of open water bodies in the city (ie eliminate the majority of ornamental and environmental water bodies).
 - (b) Limit the number of likely habitats while monitoring for insect nuisances and maintaining an awareness of potential problems. The Council currently implements this option.
 - (c) Control insect populations only if an exotic insect establishes in Canterbury.
15. Climate change and associated effects is a risk which should be dealt with via planning measures until the timing of effects is better understood.
16. The risk of ground water contamination in industrial areas through private stormwater soakage is primarily controlled by Environment Canterbury which authorises these discharges via resource consents. Options available to the Christchurch City Council are:
 - (a) Advocate for appropriate levels of environmental protection.
 - (b) Construct additional stormwater infrastructure to provide services to at-risk areas.

ROLE OF THE COUNCIL

17. The proposed role of the Council is to continue as:
 - (a) Facilitator of community consultation to establish community outcomes and service standards for stormwater services.
 - (b) Owner of infrastructure delivering public stormwater services to the community.
 - (c) Partner to Environment Canterbury and the Ministry of Health in the achievement of regulatory outcomes, and advocate for the community in the setting of environmental standards.
 - (d) Monitor of City growth, water quality and the health of habitats, as well as the development of policies, infrastructure management and development plans, District Plan measures and public education programmes to ensure environmental and public health standards are achieved.

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**2.4 SANITARY SERVICES ASSESSMENT: CEMETERIES AND CREMATORIA
SUMMARY OF STATEMENT OF PROPOSAL**

1. The Local Government Act (LGA) 2002 requires territorial local authorities to carry out an assessment for water and sanitary services in accordance with sections 123-129 of the Act by June 30, 2005. This assessment considers the adequacy of the provision of cemeteries and crematoria in Christchurch City to meet future demands for disposal of the dead in a controlled, hygienic and dignified manner for the period 2004 - 2016.
2. Key findings are:
 - There is sufficient capacity within existing cemeteries to meet predicted demand for the next 20 years.
 - Current crematoria capacity is adequate to meet predicted demand well beyond a 20-year period.
 - Because of community preference for locally accessible cemeteries there is a requirement for a new cemetery site to service the northern part of the city and additional capacity required at Avonhead Cemetery. (Sites have been acquired to meet this need but establishment as cemeteries is subject to resource consent and planning processes)
 - There is potential to explore a partnership with the Selwyn District Council for the joint use of Shands Road Cemetery located near the southern boundary of the City.
 - Some form of limitation on the pre-purchase of cemetery plots is required to extend cemetery life spans and optimise cemetery use.
 - Additional special areas will need to be set aside for Returned Services needs and for Russian Orthodox burials.
 - Improved utilisation of less popular cemeteries and ash areas is required.
 - No public health issues were identified by the Medical Officer of Health and those raised by other agencies, particularly related to groundwater contamination from cemeteries and air discharges from crematoria, are considered in the assessment.

ASSET DESCRIPTION:

3. There are twelve cemeteries located within the Christchurch district and these cemeteries are managed by the Christchurch City Council (CCC). Six of the twelve Council cemeteries are either closed or have reached capacity with the only burials being either a second burial in an existing plot or burial in a reserved plot. In addition to the Council cemeteries a number of churches have burial grounds to provide for burial of members of their denomination. There are approximately 18 burial grounds in the district. They are typically small and the current extent of their operation is minor.
4. Cemeteries and crematoria are provided for the convenience of the community as a whole and the provision of this activity does not significantly alter based on the geography or demographic profile of different parts of a community. However the Christchurch district differs from most others around New Zealand in that most districts have only one or two operational cemeteries whereas in Christchurch there are six. The effect of this is that there tends to be a localised community around each cemetery. Analysis of cemetery requirements in the district have therefore been based on the six Christchurch ward boundaries.
5. The Christchurch City Council does not own or operate any crematoria. Cremation services within the Christchurch district are provided by two private companies. The Cremation Society of Canterbury has two facilities, one located at Linwood and the other at Harewood. The Garden City Crematory also has a cremator and is located at Sockburn. No defined catchment could be determined for each of the crematoria therefore the assessment considers the entire district of Christchurch as a single community for cremation services.

PUBLIC HEALTH ISSUES

6. Public health issues in cemeteries include work around graves, potential environmental effects from cemeteries and the ability of cemeteries and crematoria to cope with large numbers of dead following a natural disaster or pan-epidemic. The few public health issues relating to cremation relate to air discharges, radiotherapy effects and devices such as pacemakers.

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- Appropriate operating procedures are in place and documented for public health issues relating to both cemetery operations and cremations. The application of the procedures is audited as part of the ISO certification process.

FORECAST OF DEATHS

- The figure below shows that there will be a substantial increase in predicted deaths for the resident population over the next twenty years owing to a combination of an aging population and the large increase in population in the district.

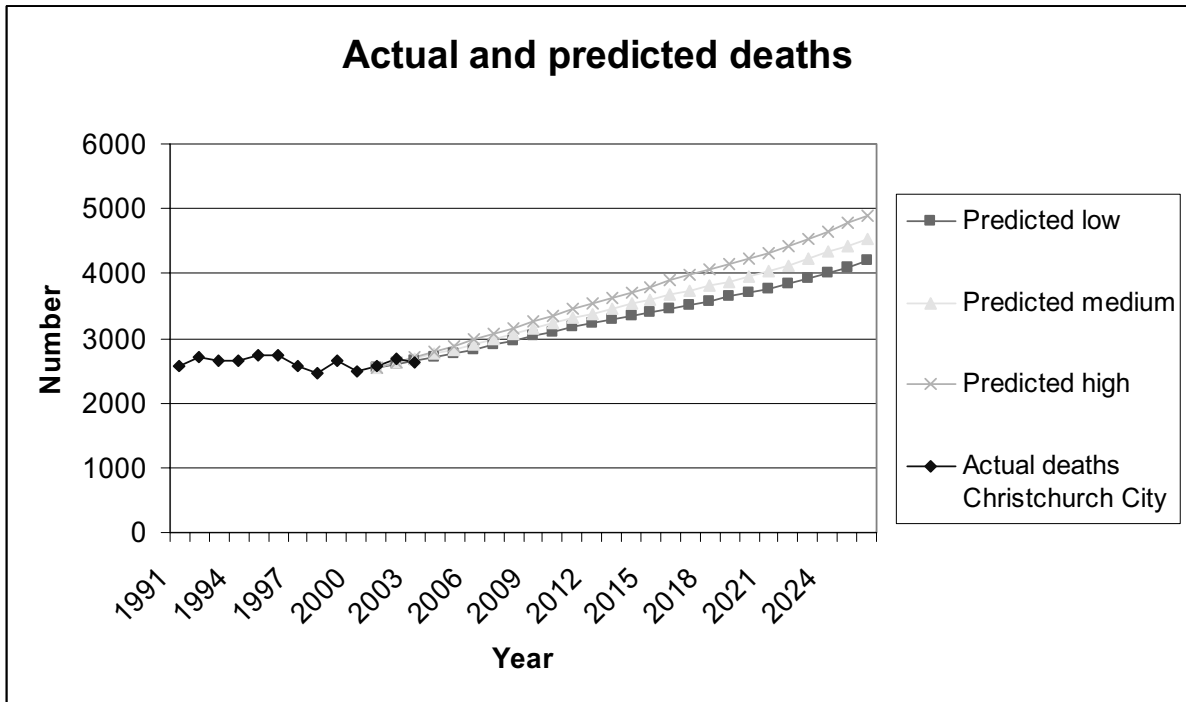


Figure: Actual (1991-2003) and Forecast (2001-2026) deaths for Christchurch City resident population

- Low, medium and high projections for the number of grave and ash plots required are shown in the figure below. It should be noted that this only represents new plots – the calculations have taken into account second burials and trends for ashes to be buried in existing grave or ash plots.

Year	Total New Grave Plots			Total New Ash Plots		
	Low	Medium	High	Low	Medium	High
2001	401	402	403	96	97	98
2002	409	412	416	98	99	100
2003	418	423	429	100	101	103
2004	426	434	442	102	104	106
2005	435	445	456	104	107	110
2006	444	456	469	106	109	113
2007	454	469	484	108	112	116
2008	465	482	499	111	115	120
2009	476	495	515	114	118	124
2010	486	508	530	116	122	127
2011	497	521	545	119	125	131
2012	507	532	558	121	127	134
2013	516	544	572	123	130	137
2014	525	555	586	125	133	141
2015	534	567	600	128	136	144
2016	544	578	613	130	138	147
2017	553	589	627	132	141	151

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Year	Total New Grave Plots	Total New Ash Plots		Low	Medium	High
	Low	Medium	High			
2018	562	600	640	134	144	154
2019	571	611	653	136	146	157
2020	580	622	666	138	149	160
2021	589	633	680	141	152	163
2022	603	649	698	144	155	168
2023	617	665	716	147	159	172
2024	630	681	735	150	163	177
2025	644	697	753	154	167	181
2026	658	713	771	157	171	185
Total 2004 - 2026	12,316	13,049	13,808	2,939	3,124	3,318

Figure: Low, medium and high projections for grave and ash plots required

CURRENT CAPACITY

10. The current capacity of cemeteries is calculated by considering both the current number of available plots both for burials and ashes and the future demand projections.

BURIAL PLOTS

11. Christchurch City records provide information on the number of burial plots available. This excludes plots that have been pre-sold.

Cemetery	Burial	Quarter Plot	Still Born
Avonhead	1,578	91	32
Belfast	74		
Memorial Park	7,883	148	
Ruru Lawn	750		
Ruru Lawn - Returned Services Assn plots	228		
Sydenham	320		
Yaldhurst	3,101		
Total	13,934	239	32

Figure: Plots available for all Christchurch cemeteries as at September 2004

12. The projection of burial requirements and capacity includes all special burial plots (RSA, ethnic and religious) in the overall calculation.
13. Based on the high demand forecast for new burial plots, district wide cemetery capacity is reached in 2026 (all available plots used). Analysis of the medium and low forecasts predicts that capacity will be reached in 2027 or 2028. It is important to note that this forecast considers the total citywide plot availability and does not take into account that there appears to be quite a strong preference in the community for residents to be buried in their local cemetery rather than elsewhere in the city. There are several exceptions to this, one being the Yaldhurst Cemetery which appears to have very limited appeal even with the local community, others being Memorial Park and Sydenham Cemeteries. If the reasons for the lack of appeal could be identified and addressed this may delay the requirement to develop new cemeteries.
14. No new plots are available at Bromley, Linwood and Waimairi cemeteries though there are a number of pre-sold plots still remaining at these cemeteries. The first operational cemetery predicted to reach capacity is Belfast which will have no new plots available beyond 2004/2005. This creates a significant gap in the cemetery distribution across the district as there will be no operational cemetery in the northern part of the district.
15. Ruru Lawn is forecast to reach capacity in 2007. This is earlier than originally forecast as burial plots are currently being sold as ash plots because there is no dedicated ashes area provided at this cemetery.

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16. Avonhead is likely to reach capacity in 2015/2016. However, this date could be affected by the mix of burial plots provided, with upright memorials allowed in some sections only (approximately 300 remaining) and the balance of plots being in the lawn cemetery with only in ground memorials permitted. These areas are not popular with plot purchasers. Although a change to the layout would provide for an increased number of cemetery sections with upright memorials there is significant resistance to any change to the cemetery layout, particularly from families of those who have already purchased in ground plots. The calculation of remaining capacity does not include the proposed 1.6 ha extension which has a capacity of approximately 1,000 additional plots. Early development of this area may be necessary to provide additional plots allowing upright memorials.
17. Sydenham is forecast to reach capacity in 2017/2018 and the two remaining cemeteries of Memorial Park and Yaldhurst will have a combined capacity until around 2026/2027 with Memorial Park likely to reach capacity first. The development of the Wigram cemetery is not likely to be required until at least 2016 following the closure of Sydenham Cemetery.
18. Capacity to meet future demand could be further enhanced by exploring the possibility of a partnership with Selwyn District Council for the joint use of Shands Road Cemetery which is located on the southern boundary of the City.
19. There are a significant number of pre-purchased burial plots in the Christchurch cemeteries which represent approximately three to five years of total burial capacity for the City. At present there is no restriction on the pre-purchase of plots, which has the consequence of accelerating the need for additional burial plots. The impact is highlighted by the number of plots sold but unoccupied at Belfast Cemetery (457) which now has only a few burial plots remaining and a new cemetery site for the northern part of the city is being sought.

ASH PLOTS

20. Ash plots are easily accommodated as they take up minimal area. At present there are approximately 3,500 plots available in CCC cemeteries. It is possible that additional ash plots could be created if required. It is noted that of the available ash plots, 75% of the capacity is at Yaldhurst and Sydenham cemeteries which over the period 2000-2003 have accommodated only 5% respectively of the total ash burials. Unless the appeal of these two cemeteries can be improved, additional capacity will need to be developed at the other cemeteries particularly Ruru Lawn Cemetery. Alternative options for the provision of ash plots could be considered to meet demand requirements and conserve space.
21. Based on the continuation of the high demand forecast for new ash plots, district wide cemetery capacity is reached in 2027 (all available plots used). Analysis of the medium and low forecasts predicts that capacity will be reached in 2028 or 2029. It should be noted that Christchurch City Council provides for only a small proportion of ash burials in the district, the majority are held or scattered by friends and relatives, or interred in an ash plot or columbarium at one of the churches, or in the memorial gardens at one of the crematoria.
22. Pre-purchased ash plots represent a small proportion of total ash plot capacity for the City, in the order of one to two years. Although allowing pre-purchase has no effect on the long term net capacity of the city's cemeteries (except where they remain unused), they accelerate the need for new areas and additional infrastructure.

SPECIAL PLOTS

23. Special burial plots available in CCC cemeteries include White Russian (35 plots, Belfast), Indian (13 plots, Sydenham), Muslim (6 plots, Ruru Lawn; 84 plots Memorial Park), non-local Maori (268 plots, Memorial Park) and Jewish (85 plots, Linwood). In addition a request has been received through the consultation process for an area to be set aside at Memorial Park Cemetery for Russian Orthodox burials. It is recommended that this request receive further consideration as required under Burial and Cremations Act 1964.

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RSA PLOTS

24. Returned Services Association (RSA) plots are provided in the Ruru Lawn cemetery. Analysis of the actual burial records and plot availability indicates that the RSA ashes plots section will reach capacity within the next 2 to 5 years. RSA burial plots can be expected to reach capacity within the next 4 to 9 years. It is therefore recommended that additional RSA areas are dedicated in another cemetery (current capacity 8,000 per annum compared with predicted capacity requirements of 4,216 per annum in 2026).

CREMATORIA

25. There was a lack of detailed information provided by the crematoria operators perhaps relating to commercial sensitivities. It was therefore difficult to accurately assess the provision for cremation. However from the cremation information available and the Christchurch City burial records, assumptions could be made about the average annual resident and out of district cremations that might be expected. Analysis showed that the total capacity of the operating crematoria in the district was well in excess of forecast demand.

OPTIONS TO MEET DEMAND

26. The assessment of cemeteries and crematoria has shown that the overall provision of land for cemeteries and total number of cremators is adequate to meet overall demand within the district for the 10 year planning period and beyond.
27. The assessment highlights a community preference for the provision of local cemeteries. In order to continue to meet this need the following actions are recommended:
- (a) A new cemetery is provided in the northern part of the City as a replacement for Belfast Cemetery.
 - (b) Additional capacity for upright memorials is developed at Avonhead Cemetery.
 - (c) A denominational area for Russian Orthodox burials is developed at Memorial Park Cemetery.
 - (d) A new area is developed at Memorial Park Cemetery for RSA burials.
 - (e) A limitation on the pre-purchase of plots is established.
 - (f) Options for the shared development and use of Shands Road Cemetery are explored with Selwyn District Council.
 - (g) Options for improved utilisation of plots are investigated, particularly ash plots.
 - (h) A public promotion plan for less popular cemetery sites is developed and implemented.

ROLE OF CCC

28. The Council owns and operates all of the operational cemeteries in the city (excluding the church cemeteries) and has purchased land for new cemeteries and extensions to several of the existing cemeteries. It provides a service for interment by burial and of ashes. The management, design, development and maintenance of both operational and closed cemeteries is also provided by Christchurch City Council.
29. In order to meet future demand the Council will plan for and develop new areas for cemeteries. It will provide funding for cemetery infrastructure such as landscape treatment, roads, footpaths, water supply and drainage. Appropriate funding provision for cemetery infrastructure will be made in the Christchurch City Council Long Term Council Community Plan.

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IDENTIFICATION OF ISSUES

30. Discussions were held with the following persons/organisations in order to identify any issues relating to the provision of cemeteries and crematoria and/or any public health issues. It was considered important to ensure that any issues were identified and addressed through the assessment.
- The Medical Officer of Health did not identify any current public health concerns relating to cemeteries and crematoria in the Christchurch district.
 - Environment Canterbury raised potential issues as being air discharges from crematoria or contamination of groundwater from cemeteries.
 - Christchurch City Council Environmental Health raised a number of issues including high water tables in some cemeteries, potential hazards from unstable headstones and ensuring that burials are performed at correct depths. Measures have been taken to eliminate or manage all of these concerns to mitigate any public health risks.
 - The Selwyn District Council raised the possibility of joint development with Christchurch City Council of the Shands Rd cemetery, located close to the Christchurch City boundary. Further investigation into this option has been proposed.

INITIAL CONSULTATION

31. Letters seeking identification of issues to be considered during the assessment were sent to religious denominations, ethnic groups, Maori and funeral directors. Discussions were held with specific agencies including the Medical Officer of Health, ECAN, Christchurch City Council Environmental Health, crematoria operators and Veterans Affairs. Comment from the general public was also sought by way of media release and public notice. A summary of responses from these other stakeholders has been included in the assessment report.

ADEQUACY OF ASSESSMENT

32. The assessment is considered to fully meet the requirements for a sanitary services assessment as set out in Part 7 Subpart 1 of the Local Government Act 2002.
33. The information used in the assessment is considered to be adequate to provide an informed view about the adequacy of cemeteries services and facilities in the Christchurch district. In preparing the assessment a number of assumptions have been made relating to death rates, the ratio of burials to cremations, and the number of out of district burials. The information used in calculating future demand is based on statistical information provided by the Department of Statistics and burial and cremation records held by Christchurch City Council. This information has been extrapolated to provide a comprehensive view of capacity and future demand.
34. There was a lack of detailed information provided by the crematoria operators perhaps relating to commercial sensitivities that made it difficult to accurately assess the provision for cremation. However enough information was gathered to determine that neither operator is operating at anywhere near capacity and therefore this is unlikely to become an issue within the assessment period. If capacity were to become an issue it is likely that one of the operators would install an additional cremator or one of the larger funeral directors would consider purchase of a cremator.
35. The assessment has not been compromised by a lack of information or by cost of obtaining information and is considered to be a full and balanced assessment of cemeteries and crematoria.

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**SECTION 2.5: SANITARY SERVICES ASSESSMENT: SANITARY CONVENIENCES
SUMMARY OF STATEMENT OF PROPOSAL**

1. The Local Government Act (LGA) 2002 requires territorial local authorities to carry out an assessment for water and sanitary services in accordance with sections 123-129 of the Act by June 30, 2005. Section 124 specifically states the term assessment is defined in relation to "communities" and "does not include assessments in relation to individual properties".
2. While property specific assessments have been conducted the intent of these is to inform the wider metropolitan or city wide assessment in terms of the adequacy of the provision of public conveniences on a metropolitan basis, in terms of meeting hygienic standards and meeting current and future demands for the period 2004-2016.
3. To do this it:
 - (a) Identifies the current and forecast metropolitan situation relative to the total supply (levels of service) and demand for public access conveniences, as distinct from those provided in residential dwellings, in order to ensure that appropriate and adequate provision is made.
 - (b) Identifies the Council's current response, both regulatory and through direct provision of services, to the demand and to the maintenance of appropriate health outcomes for the community.
 - (c) Identifies and presents option(s) for ongoing and future provision, including options to reduce, maintain, change or enhance levels of service provided directly and/or indirectly to the public.
 - (d) Recommends the Council's preferred option(s) to meet ongoing demand and maintain appropriate health outcomes for the community.

GENERAL BACKGROUND

4. People leave their residences for a range of purposes, for example to work, shop, pursue an education, play sport and enjoy leisure pursuits. While remote from home at these "public spaces" people need access to toilets.
5. For the purpose of this assessment "public place" relates to all non-residential locations where people are either invited onto a property by the owner/operator or alternatively where they have a right of entry or passage, as a resident of or visitor to the City.
6. This assessment considers the public access to non-residential toilets in terms of the:
 - (a) Contribution to achieving public health outcomes through ensuring the public have adequate access to clean and safe toilet facilities, while remote from their homes.
 - (b) Capacity to meet reasonable expectations of Christchurch residents visiting public places.
 - (c) Capacity to meet reasonable expectations of tourists visiting public places.

INITIAL CONSULTATION - IDENTIFICATION OF PUBLIC HEALTH AND OTHER ISSUES

7. Discussions have been held with specific agencies to identify any issues relating to the provision of public conveniences and/or any public health issues. These include the Medical Officer of Health, Ngai Tahu, CCC Staff and commercial operators perceived as having toilet conveniences available for public access, such as shopping centres, large fast food outlets and garages.

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8. Dialogue with and views of individuals and groups on site specific issues have also been considered, in most cases through complaints, requests for specific provision or changes. These extended from issues around cleanliness, opening hours, safety, additional facilities and specific features. Such enquiries came from members of the public, representatives of the Prostitutes Collective, community garden groups and retailers. The intent of this review is not to resolve individual site specific issues but identify issues for different communities or parts of communities relative to their access to non residential toilet facilities. The options considered do need to address the generic concerns identified by the above consultation.
9. Ngai Tahu expressed few concerns with the provision of public toilets except in relation to the location of toilet blocks to water-ways primarily from a sanitary perspective. This is normally covered by Council consultation with Ngai Tahu, when proposing a new public toilet, on a range of issues including the specific location. Specific opportunity to contribute during the SCP is anticipated.
10. The Medical Officer of Health identified a number of public health concerns relating to the provision of public conveniences in the Christchurch district. None were identified as significant however issues requiring further monitoring and improvement are as follows;
 - (a) Public toilets need to be available in areas which the public frequent:

This also extends to when public and private events are undertaken, and toilets are necessary, ie that sufficient quantities (access to toilets) are available to the consumers and appropriate checks and audits are undertaken to ensure compliance.
 - (b) Public toilets need to be hygienic, safe and secure. In particular the following issues need to be addressed:
 - (i) Cleanliness factors and ensuring a hygienic environment at all times.
 - (ii) Ensuring that all toilets have sufficient and safe hand washing facilities.
 - (iii) Safe disposal of articles left by those members of the public who frequent such locations for sexual or drug related activity - includes condoms, syringes, etc.
 - (iv) Where septic tanks or composting toilets are utilised (semi-rural) maintenance and cleaning regimes are put into effect with an appropriately managed emptying programme.
11. The concerns raised by the Medical Officer of Health relate equally to private sector provision as they do to Council owned or operated facilities or properties.

COUNCILS ROLE AND OTHER SERVICE PROVIDERS

12. Public access to toilets, other than those in residential homes, is currently provided by a wide range of businesses activities, educational institutions and other organisations, with toilets located either within or associated with their facilities. These businesses employ staff and attract customers to their facilities/properties and have an obligation to provide toilet facilities of some description for their staff and in most cases for their customers or patrons.
13. The Council also provides a number of facilities as such libraries, community centres, parking buildings and service centres and all provide toilets, both for their staff and other visitors to the property, during the hours these facilities are open. Within the assessment private business operators are referred to as **Public Domain sites** while Council operated facilities are referred to as **Secondary CCC sites**.
14. The provision of access to public toilets is not the primary driver of any of the organisations referred to above and accordingly the fundamental determinant of the extent and quality of provision is through regulatory compliance and from customer expectations.

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15. Some of the organisations do, however, also view the provision of toilets as part of a complementary service mix to the public that add to the reasons for visiting their business. For example garages generally provide public access to their toilet facilities, in much the same way they provide free air for tyres. In general, the presence of staff at these businesses and the requirements of customers results in reasonable levels of monitoring toilets in terms of cleanliness, supplies and condition.
16. Separate from the public domain and secondary CCC sites, public toilets as a service in its own right, are provided by both the Christchurch City Council and hire companies. The latter generally provide portable toilets for specific events or work sites.
17. Within the Christchurch district there are over **171 Council owned Public Toilets**, referred to as **Primary CCC sites** in this assessment. These comprise;
 - (a) **(158)** located in or associated with **Parks**,
 - (b) **(13)** located in predominantly **retail areas**, (includes only staffed toilet - Cathedral Square).
18. A map identifying the location of primary and secondary CCC sites, together with those private domain sites included in the audit, is attached to the assessment showing a very broad geographic spread across the city. There are in fact many other providers, in addition to the public domain sites identified. A circle depicting a radius of 250 meters has been mapped over these sites to indicate a possible walking distance catchment. This is only one measure of access but is indicative of the substantial coverage across the city. The map also identifies core retail zoned locations, with an aggregate area greater than 4000m². This area threshold was chosen as indicative of the smallest retail location in which we have a non parks primary site. On a comparative basis there are over 50 such locations where we don't provide stand-alone public toilets.

LEVEL OF SERVICE AND ASSET DESCRIPTION

19. There is a wide disparity in the size, format, material finish, hours of operation and provisioning of public access toilets. Within most sectors the public domain and secondary CCC sites are subject to the Building Act and Building Code, in terms of design and capacity. Local authorities have specific powers over "insanitary" buildings where a building "does not have sanitary facilities that are adequate for its intended use". As such the public have safeguards available to them but only if local authorities are aware of the inadequacies. The occupancy of the majority of these properties, however, have a high level of "ownership" by the user groups in terms of the standard of toilet facilities provided. For example, on-site staff expectations or those of paying/regular users of a property tend to have a significant input into the standard of toilet (public) conveniences provided at a property through direct requests or complaints.
20. The assessment process involved a city wide audit of levels of service on primary CCC sites and a sample survey of both secondary CCC and public domain sites in retail locations. In addition, a building condition assessment was completed on primary CCC sites to determine current maintenance issues and long term maintenance and renewal requirements.
21. The results of the condition assessment showed that on the whole the buildings were in relatively good condition, with some notable exceptions. The future maintenance and renewal requirements for surfaces, fixtures and fittings are planned for through consideration of periodic renewals based on the passing of time and industry standards or a decline in condition. It can also be triggered by other enhancement programs associated with the facility.
22. Some level of overlap exists between issues identified within the condition assessment inspection and the level of service audit - completed separately. These have been reconciled and, in most cases, significant deficits in condition or levels of service have been, or are being, responded to as a result of the audit.

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23. Some of the performance issues relate to design and materials used at certain sites and often these are difficult to address unless a substantial refurbishment or renewal is effected. Accordingly the consistent delivery of some levels of service across the portfolio may require implementation over a period of time. These strategies are discussed further in the options section of this report.
24. During the audit, sites that performed well were identified and the best of these, located at different generic types of parks or locations, were selected to represent an achievable standard. These have been referred to as Best Appropriate Practice (BAP), within the context of non-staffed public toilets in parks.
25. The table below shows a comparative assessment of toilets available to the public throughout the city, on the basis of a levels of service audit of current provision. The audit graded sites on the basis of availability, locational features, cleanliness, and general amenity values.
26. While it is acknowledged that access rights to toilets are limited to patrons of the secondary CCC sites and public domain sites many, in fact most, of these businesses turn a blind eye to usage by wider public or even encourage it.

	Primary Public Toilets		Secondary Council Sites	Public Domain Toilet Sites			Comments
	All	BAP		Shopping Centres	Fast Food Outlets	Petrol Stations	
Availability	9.7	9.9	9.5+	9.5	9.6	9.0	
Location	8.7	9.2	9.5	9.9	9.9	9.9	
Cleanliness	7.0	8.4	8.0	9.0+	8.9	8.4	McDonalds cleaning exemplary
Amenities	9.0	9.3	9.0	9.5	9.5	9.0	

27. Shopping Centres and major fast food outlets perform well in terms of the provision of public conveniences due to their location at high usage points, availability during all normal shopping hours, high standard of amenity and in particular frequency and standard of cleaning.
28. Petrol stations also performed well but with less consistency in terms of access for non-patrons, the standard of amenity and the level and frequency of cleaning.
29. As a large, diverse portfolio of properties, the Council's secondary sites scored better than petrol stations in terms of availability but inferior to other providers, with some facilities providing staff only access. The general level of amenity was also inferior to shopping centres and fast food outlets as was the standard and frequency of cleaning. Location factors were however high. Within the secondary CCC sites are several sub-groupings and their performance varied markedly. In general terms, for example, libraries performed very well on all criteria whereas other community facilities such as parking buildings did not, mostly relating to availability and cleanliness.
30. It is clear that the overall assessed performance of private domain toilets is at a consistently high level against the criteria used in the audit and that in general Council owned facilities are inferior, in particular with regard to cleanliness.
31. While most of the primary CCC sites scored well, the cleanliness criteria was the poorest performing category by a significant factor and highlights the difficulty of keeping these sites clean with a lack of on site monitoring by staff, and the open nature of the facilities. The following details criteria used in the evaluation with the average scores for the 171 primary site toilets.

8 Cont'd

Toilets are clean and hygienic with no build up of excessive litter	80%
Litter bins are installed internally and available adjacent externally to the site	57%
The site is free of unpleasant odour	84%
Sanitary bins are supplied and clean	46%
Automatic flush unit is operational and sufficient to dispose of waste	97%
Soap dispensers and automatic hand driers are fully functional	35%
Overall Average	66%

32. Particular issues that impact on the performance of cleaning at primary and secondary CCC sites are:
- Only one public toilet is staffed (Cathedral Square).
 - Cleaning regimes are only as good as the last person using the facility therefore frequency of cleaning.
 - Some surfaces more difficult to clean and maintain hygiene standards than others.
 - Toilet facilities managed and cleaned by a range of different parties/contractors with a lack of consistent standards.
 - Audits of cleaning standards required.
 - Accountability for public toilets as a service is managed by different parts of Council.
33. The Council's options, and proposed response to these issues, are detailed later in the report and in more detail within the assessment.

CURRENT AND FUTURE DEMAND

35. Demand for public conveniences (both Council and private sector provision) within the area covered by the assessment is influenced and modified by compliance and customer expectation issues, however, in total capacity terms is driven by population expansion. Accordingly current and projected population volumes will have an impact on future provision. This needs to account not only for resident populations but also tourist numbers and those outside the immediate geographic area who frequent the city for work, leisure or other reasons.

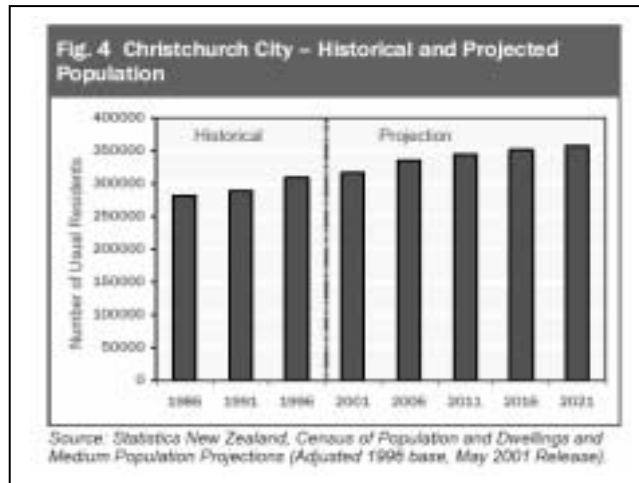
POPULATION FORECAST

- (a) Geographic location and outline of Christchurch City 2021



8 Cont'd

(b) 2001 population projections to the year



36. Key facts about Christchurch City (as context for this assessment):

- The second largest city in New Zealand and the largest city in the South Island.
- Population of approximately 344,100 people and expected to grow to 372,700 in 2021, an increase of 8.3% (14,000 increase over 2001 projections). Low and high projections
- Median age projection have also increased to 41.1 in 2021, reinforcing the trend to an aging population.
- Median projections as at 2021 for surrounding territorial authorities have also increased with Waimakariri District now being 52,700, Selwyn District 41,400 and Banks Peninsula now 9,100.

37. Additional access to public conveniences (in the wider context) will be required as businesses and other facilities expand to cater to growing populations. Most of this provision is catered for within building and resource consent requirements, for example a new office block or movie theatre must provide adequate public conveniences for their staff or patrons. The exception to this is with retail expansion, other than those clearly defined as shopping centres. In particular bulk and other large format stores and supermarkets can draw large numbers of patrons to specific locations with limited or no requirement for them to provide dedicated toilets for their patrons.

38. Information provided by the public domain providers assessed show that:

- **Shopping Centres** normal usage is between 150–250/day (some larger centres can be up to 300/day).
- **Large Fast Food** outlets have usage of between 150 and 350/day.
- **Petrol Station** usage rates range typically from 10 to 60 per day, although the large stations match the larger fast food outlets.

39. Expansion of Council owned secondary sites, such as the new library at Upper Riccarton, will also make appropriate provision for public conveniences as a compliance requirement. Council policy supports the availability of these toilets to the wider public during normal trading hours.

40. Site specific data on demand/usage of primary CCC sites is in most cases non-existent or based on anecdotal information. This is also true of the demand/usage patterns for the immediate location, for example total patronage numbers visiting a park. This lack of data has been substantially driven by the lack of on-site presence at most of the sites and the expense or limitations of other monitoring techniques.

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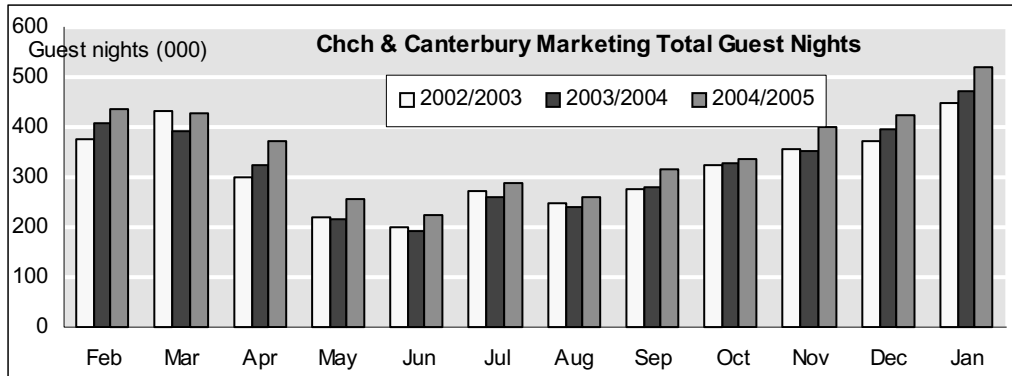
41. The only other Council, we are aware of, that has tracked usage of their public toilets is the Dunedin City Council, which has 16 sites. The analysis shows;
 - **Satellite Towns** usage ranged from 38 to 96 per day.
 - **Suburban sites** usage averaged 36/day.
 - **Suburban - Tourist/Beach** areas ranged from 15 to 45 per day, a very busy site (the Railway Station) reached 125 usages per day.
 - **Commercial** (adjacent to) **Shopping Mall** locations average 160 visits/day. This ranges from 60 visits/day for the lower traffic areas to over 280 visits/day for a busy shopping mall/commercial area.
42. We have extrapolated the usage data from Dunedin CC and the data from public domain sites for use in assessing the Councils primary sites. This does, however, lack the level of credibility and reliability desired on which to base a firm proposal for meeting future demand at a sub-portfolio level. Without the benefit of this information it is also difficult to assess the adequacy of provision at a specific site in terms of total numbers using the toilets or the peak demand periods, where demand may exceeds the supply. Consideration is currently being given to installation of monitors at up to 30 representative sites to more accurately assess demand at different types of locations. To provide accurate profiles of usage for specific sites at different times of the year would require at least 12 months monitoring. The results would however contribute to the Councils formation of the next LTCCP.
43. In the interim no expansion of the existing 12 primary Council sites in suburban retail locations has been proposed. Potential exists for the closure of some of these facilities owing to health and safety and maintenance issues. Closures could also eventually occur as a consequence of completing more detailed site specific assessments of demand in the future, alternate means of delivering the service being identified and potential changes to the Building Code coming into effect.
44. Current expansion plans for primary sites on parks over the next five years include an additional four additional toilet blocks and approximately 12 existing toilet blocks being replaced or substantially upgraded. Beyond this an additional six new toilet blocks are planned for, driven by the changing nature of use at certain parks and additional parks being created as a result of anticipated urban growth and vesting. This represents a growth of over 6% on the existing provision.
45. Separate to the above, potential exists for site specific concerns to result in the building of new public toilets, within both categories of primary Council sites. While this provision, in a reactive as opposed to planned manner, is less than ideal it is an appropriate response to community needs, given the current evolution of asset management within the Christchurch City Council.

TOURISM DRIVEN DEMAND

46. A significant component of demand at locations such as the Botanic Gardens, Arts Centre, Art Gallery, Cathedral Square and Victoria Square are the number of tourists visiting the sites and the arrival patterns experienced. The graph below shows total guest nights in Christchurch, one indicator of tourism volumes visiting the city. The seasonal pattern and growth experienced over the last three years is indicative of the tourism sector's performance and comes on the back of significant world growth in tourism throughout the last 30 years. While annual performance can be influenced by factors such as the value of the NZ dollar and concerns with (international) terrorism and health scares, the overriding trends indicate tourism will continue to prosper and NZ in particular will experience further growth in the medium term considered by this review.

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- (c) Tourism growth over three years and seasonal variance for Christchurch City and Canterbury region (Statistics NZ)



47. Demand levels at the Cathedral Square toilet have grown to approximately 500,000 people per year, or an average of 1,370 per day. This facility is staffed 12 hours a day, with a full time equivalent staff of more than five people. The lack of charging for access and the general quality of the service as a whole is often commented on by tourists. Less than five formal complaints have been received over the last few years which in light of the high volume and varied nature of the clientele is a credit to the operational staff. The provision of after hours toilet access is less successful with issues of vandalism, mis-use, odour and safety needing constant monitoring and attention.
48. While not staffed the three public conveniences provided in the Botanic Gardens have a relatively high level of monitoring from Parks staff working in the vicinity on a daily basis. While no data exists on usage of the toilets, staff vary cleaning regimes between once and twice daily, primarily on a seasonal basis.
49. A number of examples exist of well known tourist destinations, where the Council provides a primary site, (such as Mona Vale and the Sign of the Takahe) and in general terms the standard of provision is high. In part this has been driven by the frequency of use, relative to other parks toilets, and the effective monitoring of standards by regular user groups. The transportation of large numbers of tourists to these locations, mostly by bus, could result in pressure building over time in terms of peak demand and the existing sites capacity to cope. Again only anecdotal information exists at this time.
50. No current plans or budget provision exist to build new facilities specifically catering to tourists apart from those provided within other buildings, such as the new information centre proposed for the Botanic Gardens. Anecdotal information suggests improved information for tourists on the location and availability of primary and secondary toilets would be advantageous.

DEMAND SUMMARY

51. In the context of a total city wide provision of toilets in "Public Places" by primary, secondary and public domain providers, the current supply is considered adequate. The standard of some facilities however is less than adequate and presents a modest degree of public health concerns.
52. More detailed demand analysis is required to inform site specific requirements, with options to expand, maintain or contract (over time) the number and nature of facilities provided at individual sites. While site specific provision falls outside the statutory requirements of the assessment it is anticipated that the Special Consultative Procedure will provide a legitimate vehicle for individuals, groups and the wider community to express their desires for additional or different facilities at specific locations.

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OPTIONS TO MEET DEMAND

53. In achieving given community outcomes, the Council generally has three fundamental means of effecting change and/or achieving/maintaining societal standards. These are;
- Education and Facilitation,
 - Regulatory Mechanisms, and
 - Service Delivery provision (be it direct, through partnering agencies or funding assistance).
54. This is true with regard to the wider provision of public access, non - residential toilets. If considered in isolation, and acted on without cohesion, these three options can result in duplication, lost accountability and less than optimal solutions in terms of achieving the community outcome desired, in the most efficient and effective way.
55. The Council's current role does not extend to providing direct public toilet facilities for businesses and organisations like movie theatres, restaurants, offices, schools, universities etc. These organisations all take responsibility for their own staff and patrons and are governed by the Building Code requirements. The rationale for the Council providing toilet facilities for staff and patrons at its own businesses such as libraries, parking buildings, art galleries and other community facilities is clear, and also governed by the building code requirements. This rationale also applies to parks and locations where the Council encourages large numbers of residents and tourists to congregate, such as Cathedral Square.
56. The rationale for the provision of Council operated public toilets in retail locations around the City is less clear. While they are perceived to be public spaces in terms of street access the primary reason people congregate in these areas is to visit shops. The Building Code has clear requirements on shopping plazas to provide public toilet facilities but appears to make the assumption, perhaps influenced by the Council's historic provision, that other retailers do not have to provide for their customers in the same way businesses like a shopping centre or a private sector gym do. While true for all retailers, the inconsistent approach this represents is more noticeable with the larger retail outlets such as supermarkets, large format warehouse styled retailers and bulk retailers.
57. In light of the less than consistent approach presented by current legislation, and central Government's regulatory framework, the Council's ability to clarify and resolve this apparent inequity is limited to lobbying central government. In the interim the Council faces some difficulty determining whether it can or should rely on private sector provision or not.
58. In light of these factors the following options are available;
- (a) Status Quo
- The assessment of public conveniences indicates that the existing and planned provision by a mix of Council and non-Council providers is adequate to meet the overall demand within the district, over the 10-year planning period considered.
- This does not address issues of equity and fairness in how the Council delivers its services to the community and does not address issues of sanitation identified in the assessment.
- (b) Improved Level of Service at existing Council owned Public Conveniences.
- Issues of availability, amenity and cleanliness have been identified at both primary and secondary Council sites. Options to address these are;
 - Staffing all or more public toilets (only Cathedral Square currently staffed).
 - Increasing the frequency of cleaning to improve the standards and public perceptions.
 - Rationalising the number of cleaning contracts and developing more consistent cleaning standards or specifications across council owned facilities.

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- Improved signage providing call centre details for reporting damage or cleanliness problems or other service failure.
- Develop a fast tracked reactive cleaning service when notified by public or other Council staff of service failure.
- Establishing or increasing the frequency of audits of cleaning standards delivered.
- Upgrading surfaces, fixtures and fittings to those more resistant to vandalism and easier to clean and maintain hygiene standards.
- Address remedial issues highlighted in level of service audit.
- Resolving improved accountability for the management of public toilets as a discrete service and improving communication lines between different parts of Council.

- (c) Increased provision of Council owned Public Conveniences in retail locations.

The Council could, for the purpose of determining its own role, choose to ignore the provision of toilet facilities by the private sector. If, in doing so, it determined that adequate provision in retail locations should be at least that currently provided by existing Council toilets, in excess of 50 additional sites would need to be acquired and developed (based on retail conglomerations of 4,000m² or more). While site specific costs would vary considerably it is not unreasonable to allocate approximately \$250,000 per site as an indicative capital requirement for land and buildings. This would aggregate to a capital cost in excess of \$12.5 million. In addition, average ongoing operational costs associated with these sites, applying the current levels of service, have been assessed at approximately \$4,150. per site, per year. This amounts to an increase in ongoing operational expenditure of over \$200,000 per year.

- (d) Reduced provision of Council owned Public Conveniences in retail locations.

Reliance on private sector and other Council businesses to provide the public with access to toilet facilities in suburban areas, removes the current inconsistent provision of service to the city as a whole. The impact of this on public health is likely to be modest and potential exists that provision by the private sector could result in improved health out-comes. The likely public debate, however, over a reduction in what has been considered a core Council service may be substantial. The financial savings related to the existing 12 toilets is not large as this is limited to operational expenditure, already having paid for the land and buildings in the past. What may however, be avoided, is the legitimate requests from other businesses and organisations for the Council to provide toilets for their patrons in the same way it does for the existing retailers and businesses at the current 12 locations.

- (e) Lobbying central Government and/or its agencies for clarification of and potential amendment to retail sector requirements for sanitary facilities.

Potential to resolve inequity within current requirements, in particular for the retail sector, may result in greater availability of toilet facilities for the public within the retail environment, with potential for a higher standard of cleanliness and amenity than currently provided at un-staffed public toilets.

- (f) Complete site specific monitoring of demand.

Commission site monitoring to develop demand profile for specific groups of sites, identifying current demand on a seasonal basis and at peak demand periods. This provides the ability to customize the provision of appropriate types of facilities for different types of locations to meet site specific demand. In turn this will form a more clear threshold for the provision of new facilities at different types of locations.

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- (g) Improve community awareness of availability and standards.

Explore opportunities to improve awareness of the availability of public conveniences for residents and tourists, the standards they should expect and the options available for them to raise concerns. Also extends to encouraging the private sector and other organisations to collectively contribute to health outcomes associated with public conveniences within the City and improve the mix of services they provide to their patrons.

- (h) Charge for Access to Public Toilets at Some or All Sites

Some cities in other parts of the world charge for access to public toilets as a means to fund the service. As a general rule such arrangements relate primarily to staffed toilet facilities, such as the Cathedral Square toilets. These tend to be more common in tourist locations as opposed to suburban sites such as parks etc. The charge like any service is driven by the standard of amenity and service provided, the cost of providing this and the customers' willingness to pay.

It is difficult for staff to differentiate between residents and visitors to a city and accordingly most international examples identified do not differentiate. There are a number of options available and variations on these are detailed within the assessment.

COUNCIL'S PREFERRED OPTION(S)

59. The recommendation of the assessment is for adoption by the Council of a combination of options included **within (a), (b), (e), (f) and (g) outlined** above. The final mix chosen by the Council, identified in more detail within the assessment document, should take into consideration the feed-back provided within the Special Consultative Procedure.
60. Once detailed site specific demand profiles have been identified and improved clarity exists around the private sector's provision of toilet facilities for public access, the assessment recommendation would be for the Council to indicate clearly and consistently its provision of service, relating to options (c) or (d). The timeline for such a decision is unlikely to be within the timeframe of this review.

ASSESSMENT OF OPTIONS

61. Various options are detailed in the assessment including comments relating to suitability and cost implications. Preferred options for addressing each of the issues identified will be considered as part of the Special Consultative Procedure and indicated in the final report.

ADEQUACY OF ASSESSMENT

62. The assessment is considered to fully meet the requirements for a sanitary services assessment as set out in Part 7 Subpart 1 of the Local Government Act 2002. The information used in the assessment is considered to be adequate to provide an informed view about the existing wider provision of public conveniences and the Council's role in this.
63. In preparing the assessment a number of assumptions have been made relating to current and future demand. The information used in assessing current and future demand is based on statistical information provided by the Department of Statistics and data held by CCC and other Councils, and on anecdotal information and feedback from patrons, the public and other service providers. This information has been extrapolated to provide an overview of capacity and future demand.
64. While there was a lack of detailed demand information at a site specific level the assessment on a metropolitan basis has not been compromised by a lack of information or by the cost of obtaining information and is considered to be a reasonable and balanced assessment of public conveniences.

9. ADOPTION OF CHRISTCHURCH CITY SPEED LIMITS BYLAW 2005

General Manager responsible:	General Manager City Environment
Officer responsible:	Manager Transport and City Streets
Author:	David Rolls, Solicitor, DDI 941-8892

PURPOSE OF REPORT

1. The purpose of this report is to advise the Council of the outcome of the special consultative procedure which was undertaken in respect of the draft Christchurch City Speed Limits Bylaw 2005 and to recommend that the Council now adopt that draft bylaw.

EXECUTIVE SUMMARY

2. At its meeting on 17 February 2005 the Council approved the draft Christchurch City Speed Limits Bylaw 2005 ("the draft bylaw") which is attached to this report and marked Attachment 1. At that meeting the Council also resolved to commence the special consultative procedure under the Local Government Act 2002 ("LGA 2002") in order to make that bylaw.
3. The period during which the public were invited to make submissions on the draft bylaw was between 23 February 2005 and 24 March 2005. Only one submission was received during this time.

FINANCIAL AND LEGAL CONSIDERATIONS

4. Section 156(1) of the LGA 2002 provides that the Council must follow the special consultative procedure set out in Section 83 of that Act when making a bylaw. That procedure has now been completed in respect of the draft bylaw. The only submission supports the making of the draft bylaw. Consequently the Council may now formally adopt the draft bylaw.
5. Section 157(1) of the LGA 2002 provides that as soon as practicable after making a bylaw the Council must give public notice of the making of the bylaw. That notice must state the date on which the bylaw will come into force and that copies of the bylaw may be inspected and obtained at the office of the Council upon payment of a specified amount. In this regard it is recommended that the Council resolve that such notice be given in 'The Press' and the 'Christchurch Star' newspapers and on the Council's website on Wednesday 13 April 2005. It is also recommended that the Council resolve that the purchase price of copies of the bylaw be \$2. This will cover printing costs.
6. In the report considered by the Council on Wednesday 17 February 2005, it was pointed out that once the bylaw has been made and the relevant provisions of the bylaw have come into force, it will be necessary for the Council to pass resolutions pursuant to the bylaw in order to:
 - (a) Designate an urban traffic area (ie an area in which roads are subject to a 50km/h speed limit, saved under Section 4 of the Transport Amendment Act 1997); and
 - (b) Validate all speed limits saved under Section 4 of the Transport Amendment Act 1997 other than:
 - (i) 50km/h speed limits on roads within a designated urban traffic area; and
 - (ii) 100km/h speed limits on roads within a rural area.
7. These resolutions will effectively save the existing legally imposed speed limits presently in force on roads under the Council's control. The Council is required to save those speed limits by Rules 10.1(1) and 10.1(2) of the Rules. If it fails to do so, all of those speed limits will revert to 100km/h on 1 July 2005.
8. It will also be necessary for the Council, at the same time as it passes resolutions saving the existing speed limits, to pass a resolution pursuant to the draft bylaw setting three new variable speed limits. In terms of the Rule, a variable speed limit is a preset alternative speed limit that may be in force for a particular road depending on the presence of specified conditions at that time.

9 Cont'd

9. At its meeting on 1 July 2004 the Council approved the creation of new 40km/h variable speed limits on roads outside three schools. Those roads are Ilam Road outside Cobham Intermediate School, New Brighton Road outside Burwood School and Waimairi Road outside Westburn School. These new variable speed limits may only be imposed by Council resolution pursuant to the draft bylaw once the procedure specified in the Rule for the setting of variable speed limits has been complied with. This procedure includes public consultation. In anticipation that the Council will adopt the draft bylaw, the City Transport Unit is presently undertaking the procedure in respect of the three proposed variable speed limits. The details of this will be provided in a subsequent report to Council.
10. If at this meeting the Council resolves to adopt the draft bylaw the suggested timetable from here is:
- | | |
|---------------|--|
| 13 April 2005 | Public notice given of new bylaw |
| 21 April 2005 | Council resolves to save existing speed limits and to set the three new variable speed limits referred to above. |
11. This timetable accords with the timetable given in the report considered by the Council at its meeting on 17 February 2005.
12. The financial considerations in relation to the draft bylaw were detailed in the report considered by the Council on 17 February 2005.

STAFF RECOMMENDATIONS

It is recommended that the Council resolve:

- (a) To adopt the Christchurch City Speed Limits Bylaw 2005 which appears in Attachment 1 to this report.
- (b) That public notice of the making of that bylaw be given in 'The Press' and in the 'Christchurch Star' newspapers and on the Council's website on Wednesday 13 April 2005.
- (c) That the purchase price for copies of the bylaw be \$2.

9 Cont'd

BACKGROUND

13. On 5 April 2004 the Government formally passed the responsibility for setting speed limits on roads to road controlling authorities (RCAs). A RCA is the authority having control of a road. They include territorial authorities and Transit New Zealand. The various legal, technical and procedural requirements which RCAs must now observe in setting speed limits are set out in the Land Transport Rule: Setting of Speed Limits 2003 (Rule 54001) ("the Rule"). Included amongst these is a requirement that each RCA make a bylaw to confirm all existing legal speed limits for roads under its control and to set new speed limits, in the future, by way of bylaw.
14. Unless the Council, as a RCA, makes such a bylaw all existing speed limits on roads which are under the Council's control will revert to 100km/h upon the repeal of Section 52A of the Transport Act 1962. Presently that section is scheduled for repeal on 1 July 2005. Furthermore, until such a bylaw has been made the Council is unable to set any new speed limits on roads under its control.
15. The draft bylaw will enable the Council to save its existing speed limits and to set new speed limits in the future. It will do this by conferring upon the Council the power to pass resolutions in this regard. The draft bylaw will not confirm any existing speed limits nor will it set any new speed limits. It will merely provide the Council with mechanism for doing so, that is, by way of resolution.
16. In accordance with the resolution of the Council on 17 February 2005 the following action has been taken:
 - (a) Public notice of the proposal to make the draft bylaw was given in 'The Press' and in the 'Christchurch Star' newspapers and also on the Council's website on Wednesday 23 February 2005. That notice invited public submissions on the proposal between Wednesday 23 February 2005 and Thursday 24 March 2005.
 - (b) Copies of the Statement of Proposal, which was approved by the Council, were made available for public inspection. That Statement of Proposal contained a copy of the draft bylaw.
 - (c) The Summary of Information (being a summary of the information contained in the Statement of Proposal) which was approved by the Council was distributed by way of publication together with the Notice of Proposal to Make the Draft Bylaw in 'The Press' and in the 'Christchurch Star' Newspapers and the Council's website on Wednesday 23 February 2005.
17. Section 155 of the LGA 2002 provides that before commencing the process to make a bylaw the Council must determine whether:
 - a bylaw is the most appropriate way to address the perceived problem
 - the proposed bylaw is the most appropriate form of bylaw
 - the proposed bylaw gives rise to any implications under the New Zealand Bill of Rights Act 1990 (NZBORA 1990).
18. At its meeting on 17 February 2005 the Council, by resolutions 67(2) and 67(3), complied with these criteria.
19. Only one submission was received from the public on the proposal to make the draft bylaw. This was from the Charleston Neighbourhood Association Incorporated. A copy of that submission is attached and marked Attachment 2. It appears that the Association is supportive of the proposal. The minimal public response is not unexpected as the draft bylaw is merely a mechanism for the Council to save existing speed limits and to set new speed limits. As stated earlier, it does not alter any existing speed limits.

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CONCLUSION

20. As noted in the report to the Council on 17 February 2005 the draft bylaw is required under the Land Transport Rule Setting of Speed Limits 2003: Rule 54001. The draft bylaw will not alter any speed limits on any road under the Council's control. It is merely the mechanism which will enable the Council to save existing speed limits and to set new speed limits on those roads. Without the bylaw the Council is unable to set any new speed limits on its roads and all existing speed limits on those roads will revert to 100km/h on 1 July 2005.

10. CONSIDERATION OF APPLICATIONS FOR EVENTS SEEDING FUNDING

General Manager responsible:	General Manager Community Services
Officer responsible:	Community and Recreation Unit Manager
Author:	Kevin Collier, Sport and Funding Advisor, DDI 941-8977

PURPOSE OF REPORT

1. The purpose of this report is to consider a number of applications for funding from the Council's Events Seeding Fund.

EXECUTIVE SUMMARY

2. As part of its annual grants to community organisations the Council sets aside funding for the assistance of the establishment of new events in the city. This fund is called the Events Seeding Fund and its primary purpose is to assist new events to establish themselves during the first few years of existence.
3. There is \$160,000 available annually and applications are able to be received at any time throughout the year. Applications are assessed under the following headings:
 - Direct economic return to the city,
 - Potential for future events,
 - Media exposure for Christchurch,
 - Potential for self sufficiency,
 - Support from relevant organisations (parent body etc),
 - Other available resources and confirmed support,
 - Compatibility with existing events.
4. Funding is usually provided for one to three years and often on a decreasing scale. This is to encourage the event organisers to obtain funding from other sources such as commercial sponsorship or from increased patronage.
5. Three funding applications are to be considered:
 - For the establishment of a fringe arts festival called Foursquare which is requesting a grant of \$20,000.
 - For a National Stamping and Scrapbooking Expo called SENZSouth who are requesting \$7,500.
 - For the Canterbury Jockey Club for support of their main event at their 150th Anniversary Celebrations. They are requesting \$20,000.

STAFF RECOMMENDATIONS

It is recommended:

1. That the Council:
 - (a) Support the Foursquare Fringe Festival to the value of \$10,000 from the 2004/05 Events Seeding Budget and make provision for a further \$10,000 from the 2005/06 events seeding budget providing a suitable date for the festival is agreed upon.
 - (b) Support the 2005 SENZSouth expo to the value of \$3,000 from the Events Seeding Funding for 2004/05.
 - (c) Decline the application for support from the Canterbury Jockey Club for the sponsorship of the Canterbury Gold Cup but make a grant of \$5,000 to the club for support and promotion of the carnival overall.
2. That staff continue to work with the organisers of the Foursquare Festival to agree on a suitable date for the festival.

10 Cont'd

BACKGROUND

Foursquare - A Christchurch Fringe Festival

6. Foursquare will be an annual fringe arts festival to provide a stage for artists who do not conform to the requirements of festivals such as the Body Festival and the Christchurch Festival of the Arts. Fringe Art is the presentation of non-mainstream art of all types including visual, performing, music, dance and theatre.
7. Foursquare will be organised by Creation which is located in Worcester Street behind Cathedral Square. Creation are a non-profit arts institute run by the Therapeutic Arts Trust which provides training and performance space and services for artists such as those for whom Foursquare is to showcase. The event organiser will be Adam Heywood who has run many other successful events in Christchurch, including the very successful Body Festival which has now established itself in the City.
8. The festival will be a major public interface for all Christchurch fringe artists (and particularly those who are based at Creation) to show their work. It will be used as a stepping stone for some artists who wish to participate in the Body Festival and the Christchurch Arts Festival by providing these artists with public exposure of their work. This is normal practice overseas - for example the Edinburgh Fringe Festival has been instrumental in launching new performance artists.
9. One of the objectives of the Festival is to become part of an artists touring circuit in Christchurch, New Zealand and Australasia and hence the organisers propose to hold the festival from 13 September 2005 to 9 October 2005. However, this date may not be satisfactory as there are a number of other major arts and art-related events on around that time which must also be considered. One major consideration is that the proposed date is after the Christchurch Festival of the Arts. Consideration should be given to holding the Fringe Festival before the Christchurch Festival of the Arts as is done in other places in the world. It would also be useful to have the festival in the winter as this time is traditionally less busy for events and would avoid clashes with many other events. The timing of the Festival is yet to be agreed but should the Council funding be approved the timing will be such that it fits in with the major arts and other significant events in the city.
10. The proposed fringe festival is supported in principle by the Council's Marketing, Arts and Events staff as an appropriate addition to the City's events and arts annual programme.
11. Creation are requesting a grant of \$20,000 from the Council for the first year of the festival. The applicant has submitted a detailed budget based on experience in costing arts events and conservative but realistic estimates for attendances. This shows a small surplus including the provision for a Council grant. They will be contributing approximately \$26,000 themselves in staff and other costs and they have a number of funding applications with other agencies currently for consideration or which will be submitted following the decision from the Council. These include Creative New Zealand - \$22,000, Creative Communities - \$4,000 and Gaming Machine Trusts - \$10,000.
12. Ticket sales provision show figures based on 30% capacity which as stated above is a conservative but realistic expectation. Estimated audiences for the ticketed events show approximately 2,500 people based on these figures. It is difficult to estimate what percentage of these people will be from out of town and how long they might stay in the city but until the festival is up and running and has established itself nationally or internationally it would be likely that the majority of attendees will be local.
13. Currently Christchurch has no fringe festival but there have been previous attempts to establish this sort of festival. Considering the success of the Body Festival which was also developed by Creation and Adam Heywood, this might be the best chance to successfully achieve the establishment of a fringe festival. By aligning with the other major cities which currently do have fringe festivals, Foursquare can fill a gap in the City's Arts calendar and become part of the New Zealand fringe circuit.

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14. The Foursquare festival actually falls within the 2005/06 financial year so could be provided from that year's Events Seeding budget. However, the organisers will need some indication of support from the Council as soon as possible in order for them to continue to plan the event for later this year. The Council therefore could make provision of \$20,000 for the Foursquare festival from the 2005/06 Events Seeding budget pending the agreement of a suitable date and final approval of the Council budget for 2005/06.
15. An alternative is to make a smaller grant of \$10,000 from the 2004/05 budget and make provision for an additional \$10,000 from the 2005/06 budget. This would then leave some funding available in the 2004/05 Events Seeding Fund for future applicants.

SENZ South

16. SENZSouth is the New Zealand Stamping, Scrapbooking and Craft Expo. It will be held over three days in April 2005 at the Riccarton Racecourse. The event is a combination of exhibits, learning and socialising within the industry and is as much for those in the commercial side as it is for those who participate as a hobby.
17. The show was instigated by Fiona Caldwell and Donald Hurley who are both involved in the commercial side of the industry. The idea came from the success of a similar expo held in Australia. Fiona and Donald decided to run the expo as a limited liability company rather than along the lines of the Australian model of a committee in order to avoid the politics that were experienced in the organising of the Australian event.
18. Previous events have been held successfully in 2003 and 2004 in Hamilton but it is planned to now make the Christchurch event a biennial event which will cater for the whole country. The aim is to attract over 1,000 exhibitors and crafters from around the South Island and New Zealand for the three days.
19. The applicants are requesting funding of \$7,500 for advertising and promotion of the event in various major publications and on major radio stations. Their budget shows provision for marketing of \$4,250 which already includes some print and radio advertising plus a website and advertisement in the NZ Scrapbooking magazine. The \$7,500 will be for further media exposure especially in other parts of the Island to encourage people from out of town to attend. Direct marketing in this way to encourage visitors to attend is probably the best way to maximise Council Events Seeding Funding and achieve the aim of encouraging visitors to the city. Given the size of the event and the Events Seeding funding available, it is recommended that the amount of funding be limited to \$3,000.

Canterbury Jockey Club

20. The Canterbury Jockey Club is celebrating its 150th Anniversary with an Anniversary Carnival. The Club approached the Council to offer naming rights sponsorship to the Council for the main race event for the carnival; the Canterbury Gold Cup. The Gold Cup race is the principal event of the 150th celebrations and features on day four of the four day Autumn Carnival, 28 March 2006, 2, 16 and 30 April 2006.
21. The Jockey Club is requesting sponsorship of \$20,000. Sponsorship of the event was not able to be accommodated within the Marketing Unit of the Public Affairs Group so the application was referred to the Events Seeding Fund for consideration.
22. It is expected that twenty horses and connections will travel from the North Island with double that from the Otago/Southland region. Many of those involved with the events will remain in Christchurch for much of this time and the total number of participants would be in the region of 400 to 500. Hospitality and accommodation would be the obvious major beneficiaries.
23. The Autumn Carnival is structured to make best use of the available horse population spread across a workable timeframe within defined industry parameters. It dovetails in with other Christchurch racing/sporting events.

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24. Media coverage is on a national scale with newspapers and magazines picking up on the significance of the celebration. Television coverage is confirmed for the Tracksid channel (300 plus viewers weekly) with news coverage expected via TV1 and TV3.
25. The Club has sought support from a number of sources including gaming machine grants, commercial sponsors and club members. Of the total stakes of approximately \$580,000 the club has budgeted for sponsorship and grants of \$145,000.
26. Sponsorship of the Canterbury Gold Cup race would not normally be considered from the Events Seeding Fund. However, as the 150th Anniversary can be considered a 'one-off' event which would reasonably be expected to draw additional people to the event, the Council may like to consider some support for the carnival as opposed to sponsorship of the race.
27. To this end it is recommended that the Council considers a small grant to the Jockey Club of \$5,000.

Events Seeding Budget

28. Currently there is \$35,000 remaining in the events seeding budget for the 2004/05 financial year.
29. Officers are aware that there is an application pending for assistance with an event linked to the upcoming Lions Rugby Tour of New Zealand. The details have not yet been received but the Council may wish to make a provision of \$10,000 for this application from the remaining \$35,000.
30. There have also been initial approaches for the Anglican Diocese 150th anniversary celebrations and from the Christchurch Bird Club for a national bird show. Both of these groups are yet to put in detailed applications hence there is no indication of anticipated amounts.
31. Should the Council wish to leave some funding in the Events Seeding Fund for the Lions Tour event this would leave \$25,000 to consider the three applications received and detailed above.

11. RICCARTON/WIGRAM COMMUNITY BOARD REPORT

Attached.

12. SHIRLEY/PAPANUI COMMUNITY BOARD REPORT

Attached.

13. SPREYDON/HEATHCOTE COMMUNITY BOARD REPORT

Attached.

14. NOTICES OF MOTION

NOS SHOPS

Councillor Shearing has given notice that he proposes to move the following motion at the present Council meeting:

"That as a result of concerns raised from within our communities relating to the recent and ongoing proliferation of the so called "Nos Shops" in Christchurch, Council requests:

- *That staff thoroughly investigate all current Council bylaws with aim of controlling the siting of these shops and the sale of the products sold.*
- *That staff thoroughly investigate all government statutes with the aim of producing a new bylaw to control the siting of these shops and the products sold.*
- *That staff write to Jim Anderton MP and all other local MPs to support current moves being made in parliament to control the sale of these products.*
- *That Council enforcement staff and local police be asked to rigorously enforce all laws and bylaws relating to signage, litter, use of footpaths, traffic, summary offences, public health and any other law or bylaw to ensure the legal operation of existing shops and their patrons."*

MOTOR VEHICLES

Councillor Sally Buck has given notice that she proposes to move the following motion at the present Council meeting:

- "1. That the Christchurch City Council make a submission to all Members of Parliament to urge them to support the introduction of compulsory third party motor vehicle insurance for all vehicle owners prior to obtaining a WOF or COF.*
- 2. That discussions be held with the police to encourage more rigorous enforcement of the current legislation surrounding the impounding of motor vehicles used by disqualified drivers and other identified offenders of serious traffic offences.*
- 3. The Christchurch City Council support the introduction of an objective test for testing motor vehicle noise emissions at the motor vehicle testing stations."*

15. QUESTIONS

16. RESOLUTION TO EXCLUDE THE PUBLIC

Attached.