

CHRISTCHURCH CITY COUNCIL AGENDA

THURSDAY 5 APRIL 2012

9.30AM

**COUNCIL CHAMBER, CIVIC OFFICES,
53 HEREFORD STREET**

CHRISTCHURCH CITY COUNCIL

Thursday 5 April 2012 at 9.30am
in the Council Chamber, Civic Offices, 53 Hereford Street

Council: The Mayor, Bob Parker (Chairperson).
Councillors Peter Beck, Helen Broughton, Sally Buck, Ngaire Button, Tim Carter, Jimmy Chen,
Barry Corbett, Jamie Gough, Yani Johanson, Aaron Keown, Glenn Livingstone, Claudia Reid and
Sue Wells.

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5. 4. 2012

1. APOLOGIES

Nil.

2. CONFIRMATION OF MINUTES – MEETING OF 15 MARCH 2012

Attached.

3. DEPUTATIONS / PUBLIC FORUM

4. PRESENTATION OF PETITIONS

Nil.

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6. CONSENTING REBUILD MONTHLY REPORT

General Manager responsible:	General Manager Regulation & Democracy Services, DDI 941-8462
Officer responsible:	Building Operations Manager
Author:	Ethan Stetson, Building Operations Manager and John Higgins, Resource Consents Manager

PURPOSE OF REPORT

1. To provide the Council with a monthly update on the consenting rebuild.

EXECUTIVE SUMMARY

2. The Council has agreed that the Chief Executive would report regularly to the Council on progress with regard to the consenting rebuild work.
3. The report (**Attachment 1**) is a regular monthly report that is provided to both the Council and the Canterbury Earthquake Recovery Authority (CERA).
4. The Council considered the information in the report at its meeting of 2 February 2012. At that meeting reference was made to information being broken down to the TC1, TC2 and TC3 areas. Staff are developing the systems necessary to provide that information for future reports but it was not possible for this month's report.

STAFF RECOMMENDATION

It is recommended that the Council receives the Consenting Rebuild Monthly Report for April 2012.

7. SUBURBAN CENTRES PROGRAMME

General Manager responsible:	Strategy and Planning Group Manager, DDI 941-8281
Officer responsible:	Healthy Environment Programme Manager
Author:	Marcus Blayney, Planner

PURPOSE OF REPORT

1. The purpose of this report is to:
 - (a) provide an update on the progress and scope of master plans currently underway, as requested by the Council at its meeting on 16 February 2012
 - (b) provide further information regarding the process and scope of work required to prepare master plans for both the Edgware and New Brighton Suburban Centres
 - (c) seek approval to commence master plans in Edgware and New Brighton, as recommended in the report considered by the Council on 16 February 2012 and currently lying on the table.

EXECUTIVE SUMMARY

2. There are six master plans underway which are currently at different stages of completion. A summary of the status of each plan is provided in **Attachment 1**. The scope and purpose of the master plans has been informed by the Council resolution (June 2011) to commence master planning work for these suburban centres. There have been a number of benefits to the community as well as early gains from these plans. In particular, it is recognised as international best practice in disaster recovery for communities to participate in recovery planning, which has been a strong feature of master plan development. These plans have also helped reinvigorate local business and community groups particularly in Lyttelton and Sydenham.
3. The master plans currently underway have identified a number of lessons to be learnt for future work. This includes the need to manage public expectation and the requirement to clearly identify realistic goals and timings for implementation of projects. The implementation of these projects is a collaborative effort, with responsibilities for delivery divided between the Council, land owners, business owners and the community. The current master planning process, scope, benefits and implementation mechanisms is further discussed in paragraphs 20 to 34.
4. Community Board feedback has provided strong support for the suburban centres programme. The Burwood-Pegasus and Shirley-Papanui Boards have identified that Edgware and New Brighton centres have issues that cannot be addressed through case management alone and have requested master plans for these centres. Each centre has location-specific matters that need to be investigated and addressed following the earthquakes, as discussed in paragraphs 35 to 43. Master plans for these centres would provide an opportunity to engage with the local community, to investigate the status of each centre post earthquake and look at opportunities to plan for the rebuild and recovery of these areas. This report recommends commencing a master plan for both Edgware and New Brighton.

FINANCIAL IMPLICATIONS

5. The budget for the Council-led master plans of this size is \$50,000 per centre, excluding staff time. The master plan programme is currently operating within its budget allocation.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

6. Funding has been allowed for within Strategy and Planning Group budgets as confirmed in the Annual Plan.

LEGAL CONSIDERATIONS

7. There are no immediate legal considerations. Officers have met with officials from CERA and will continue to do so to ensure that the work is consistent with the Recovery Strategy and will inform the development of Recovery Plans and Programmes.

7 Cont'd

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

8. Yes, as above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

9. The programme was not anticipated by the LTCCP or Activity Management Plans but is a response to a natural disaster and reflects the Council's land use planning functions. Provision has been made for the Suburban Centre Programme through the Annual Plan process.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

10. Yes – the Annual Plan 2011/12 includes a revised level of service. The recovery of Suburban Centres is supported by urban design and planning initiatives.

ALIGNMENT WITH STRATEGIES

11. The master plans being developed through the suburban centres programme are consistent with the Urban Development Strategy objectives and its implementation tool Chapter 12A of the Regional Policy Statement. They recognise the current hierarchy of commercial centres, and are consistent with the vision of enabling the central city to be the pre-eminent business, social and cultural heart of the City.
12. The draft CERA Recovery Strategy identifies a programme of work involving local neighbourhood plans and initiatives as one of its goals to help communities recover. The Suburban Centres Programme and these master plans are therefore consistent with the Recovery Strategy.

Do the recommendations align with the Council's strategies?

13. Yes.

CONSULTATION FULFILMENT

14. At the Council's June 2011 meeting six master plans were approved for commencement and a further six centres identified for further investigation. All Community Boards with earthquake-affected centres were briefed in September-November 2011 and the potential for proceeding with the further master plans for those wards was discussed. The Burwood-Pegasus and Shirley-Papanui Boards identified New Brighton and Edgware respectively as centres that required more attention than case management alone could provide. Their feedback supports the recommendation for masterplanning these two centres.
15. Should the additional master plans proceed, community consultation will be undertaken for Edgware and New Brighton along similar lines to other Council led master plans.

STAFF RECOMMENDATION

16. It is recommended that the Council:
- (a) Notes the information provided on the scope and milestones of the master plans currently underway.
 - (b) Approve commencement of a master plan for New Brighton.
 - (c) Approve commencement of a master plan for Edgware.

7 Cont'd

BACKGROUND

17. The Suburban Centres recovery programme was approved at the 23 June 2011 Council meeting. The programme aims to support the recovery and rebuild of more than 60 earthquake-affected commercial centres across the City through assisting with planning, design and transport-related matters. All affected centres are now being 'case managed' and six centres were approved for master plans:
 - Lyttelton
 - Sydenham
 - Sumner
 - Worcester/Stammore (now referred to as "Linwood Village")
 - Ferry Road/Main Road (stage 1 is underway)
 - Selwyn Street shops.
18. At the June 2011 Council meeting, six further centres were also identified as possible contenders for future master plans: Aranui, Beckenham, Edgeware, Linwood (Eastgate), New Brighton and Woolston. For these centres, further investigations have been undertaken as to whether a master plan or continued case management is the most appropriate approach.
19. Council staff met with all Community Boards between September and November last year to discuss progress on both master plans and case management. These meetings identified only Edgeware and New Brighton as high priority for additional assistance beyond case management. Further seminars were held with the Burwood-Pegasus and Shirley-Papanui Community Boards individually in November 2011 to discuss New Brighton and Edgeware respectively. The Boards considered the merits of different recovery approaches for these centres, ranging from simple case management to full master plans. Both Boards were strongly in support of master plans and provided some guidance on the scope of these plans. This is discussed in more detail below (paragraphs 37 and 42).

MASTER PLAN PURPOSE AND SCOPE

20. The purpose of the master plans is to engage with the local community, business owners and land owners to identify centre-specific issues, post-earthquake. The process creates a strategic vision for how each suburban centre can recover and rebuild with the aim to create a strong and vibrant area for people to live, work and play. If expectations are appropriately managed, the master plans can help reinvigorate enthusiasm and confidence in the local community to achieve the desired goals.
21. The scope of master plans is focussed on the commercially-zoned core of the centre, taking into account adjacent activities that support the centre's role and function. The Ferry Road/Main Road master plan differs in scope, following the June 2011 resolution to include the entire road corridor, as well as the commercial centres along the route.
22. The themes within the master plans are based on the Integrated Recovery Planning Guide. The guide outlines the need to integrate outcomes relevant to health, well being and sustainability. The master plans are also intended to broadly align with the five 'themes' of Christchurch Earthquake Recovery Authority's (CERA) Earthquake Recovery Strategy:
 - leadership and integration
 - economic
 - social
 - built environment
 - natural environment.

MASTER PLAN BENEFITS AND PROCESS

23. Master plans have many benefits, these include:

- creating a vision for the community, land owners and developers, to support good decision-making for private owners as they rebuild
- establishing a platform for wider regeneration of an area
- creating investor and community confidence in centres
- facilitating and promoting 'joined-up' planning and development for neighbouring owners and a variety of organisations, including SCIRT and Recover Canterbury
- identifying opportunities for betterment, potentially at no additional cost, as these centres are rebuilt. This includes improving safety, amenity and linkages within and through a commercial centre
- addressing pre-existing issues, where possible
- increasing a community's sense of ownership in decision-making, which is an important component of community recovery
- providing the analysis needed to support future district plan changes and/or district plan review.

24. Compared with the case management recovery approach, master plans provide for community input and take a more strategic approach to recovery. By contrast, case management provides support on a case-by-case basis only and the ability to incorporate public involvement in the recovery process is limited.

25. The process of preparing a master plan involves:

- focus groups with elected representatives, property owners, business owners, community groups and the general public
- technical workshops with Council staff ("Inquiry by Design")
- preparation of a Draft Plan
- consultation on the Draft Plan
- preparation of the Final Plan including Implementation Plan.

26. The key stakeholders involved in the plan, their role and related benefits are presented in the table below:

Sector	Role	Benefit
Private sector – property/business owners and investors	Commercial and economic development	Context for rebuild, advice and information
Community	Ownership and delivery of community initiatives	Engagement in recovery process and development of a shared Vision
Council	Public realm repairs, asset management and regulatory framework	Definition of issues, direction and priorities.

IMPLEMENTATION OF MASTER PLANS

27. Each master plan includes an implementation plan which identifies key responsibilities and provides a realistic timeframe for actions. The implementation plans incorporate a mixture of short term, medium term and longer term actions. This helps manage expectations within the community by setting realistic timeframes for actions to be implemented.

28. **Attachment 1** shows how each master plan is likely to be implemented and demonstrates the need for private landowners, community groups and the Council to be involved. This attachment also clarifies the status of each master plan and its timeframe for adoption. Master plans scope an outcome for Centres in a way that allows all or part to be implemented. Identified capital works will be progressed and tested through the normal funding process of the Long Term Plan.

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29. The implementation of projects will involve more than just Council capital works projects. Council operational processes are also identified including potential City Plan changes, design guides, and asset management. While staff have tested proposals to ensure that all identified projects are feasible, some projects will be more aspirational than others. A number of projects will depend on private sector investment to achieve the implementation of goals on private property. The master plan process can raise awareness of this need and set out the preferred direction for Council involvement.
30. A key part to implementation will be the ability to initiate community programmes and initiatives. Council staff can be involved in the initial start-up but the onus will be on the key stakeholders to follow through with implementation of some goals and initiatives.
31. Furthermore, there are opportunities to incorporate projects within existing Council work streams as well as liaising with other Government and non-government agencies (e.g. New Zealand Transport Agency, Recover Canterbury, Greening the Rubble) to help with implementation of projects. For example, where there is approved Council funding for repairs and/or upgrades of services, the master plan document can provide guidance and vision for these works to be undertaken at limited additional cost.

REVIEW OF MASTER PLANS CURRENTLY UNDERWAY

32. There are six master plans currently underway. The Sydenham and Lyttelton plans are nearing completion with work underway on preparing the final draft. Although none of the master plans have been finalised yet, it is possible to identify a number of 'early wins' or successes with the plans underway. In a general sense, the following outcomes are apparent:
 - the master plan process enables communities to become engaged with the rebuild projects and provides the public with an opportunity to participate and have a sense of ownership for their community. This gives effect to international best practice in disaster recovery, which advocates community participation in recovery planning
 - the master planning process has helped initiate opportunities for community events such as the Gap Filler and Greening the Rubble projects
 - the master planning work has enabled local land owners and business owners to meet one another, often for the first time, and consider a joined up approach to rebuilding
 - the process has assisted with the re-scoping of proposed District Plan Change – Urban Design District and Local Centres (PC 56) so that it better responds to on-the-ground issues
 - the process has provided information and public views on the future of Council-owned buildings such as the Linwood Community Arts Centre. This information can inform decisions associated with the Facilities Rebuild Programme.
33. Some specific examples from the master plans underway for Sydenham and Lyttelton include:
 - reinvigorating the Sydenham Business and Community Association
 - preparing design outcomes for new buildings, for example 468 Colombo Street, Sydenham (the creation of an active frontage to the pocket park)
 - facilitating Business Information Seminars – Lyttelton Harbour Business Association
 - providing input to SCIRT programme for Norwich Quay.
34. There is potential for master plans to identify a desire for plan changes, including changes to zoning. These will need to be tested against the Council's other priorities, community support, and the timeframes for when these are required.
35. One issue that needs to be continually managed is the level of community expectation over what the Council can progress. In order to manage these expectations, clear and precise messages are required, regarding the level of cost and the timeframes involved in implementation. The master plans can identify suitable strategies to help manage this issue in the future.

7 Cont'd

SCOPE OF POTENTIAL MASTER PLANS – EDGEWARE AND NEW BRIGHTON

36. Feedback from Community Boards has included a request for master plans for both Edgeware and New Brighton. There are currently no indications that any further master plans will be required; other centres will continue to be the focus for case management to help provide an appropriate level of service in these areas.
37. The scope of master plan work for Edgeware and New Brighton would generally reflect other master plans in development but would address specific issues for each centre. Community Boards have provided some thoughts on the initial scope of work for each centre. Feedback from local community representatives and businesses has also been received while undertaking case management work.
38. For New Brighton, a master plan will address the following matters:
 - significant loss of local residential catchment
 - previous viability concerns and earthquake related effects on the centre's viability, requiring consideration of the centre's size and function
 - the centre's role as Key Activity Centre (RPS Chapter 12A) and how to address expectations for residential intensification and a transport interchange
 - investigate opportunities to better connect with the centre's greatest asset, the sea and foreshore.
39. Any additional matters would be identified during the initial round of stakeholder focus groups and public consultation.
40. The New Brighton master plan would require a degree of technical analysis focussing on, but not limited to:
 - geotechnical issues and other hazards, including flood management and sea level rise
 - an assessment of the economic viability of the centre looking at current and projected supply and demand data and an evaluation of the size and functioning of the centre within the retail hierarchy
 - assessment of parking demand, usage and capacity of existing parking areas
 - the condition and capacity of infrastructure.
41. Given the issues raised above, assessment of New Brighton's size and function is required to determine whether the current size of the centre is sustainable. This could result in a recommendation to investigate re-zoning of land. The work required for the master plan would provide a robust analysis to inform the district plan review.
42. In Edgeware, approximately one third of businesses have closed or relocated as a result of the earthquakes. At least three buildings will be, or have been, demolished. The centre has had a history of relatively poor amenity and the area is perceived by some to be dangerous for pedestrians and car users. A concept plan for Edgeware titled 'Giving Edgeware the Edge' was prepared in 1997 but was never fully realised. The Shirley-Papanui Community Board has requested a master plan for Edgeware and has suggested that the 1997 document be referenced as a foundation document.
43. If approved, a master plan for Edgeware would explore the merits and feasibility of the projects originally identified in "Giving Edgeware the Edge" document, but would also take into account:
 - transport matters including connections to the central city and surrounding areas, parking demand and supply, safety, public transport (including plans for bus priority and service improvements) and cycling/pedestrian needs
 - urban design matters including the amenity of the streetscape and private sites, links to community facilities and open space, and methods to support a more legible/integrated commercial node
 - redevelopment options for damaged sites that promote a more integrated centre, with landowner support
 - the interface with the Central City and Central City Plan.

7 Cont'd

44. A master plan for Edgware would provide a vision for future public realm repairs and private property rebuilds that is currently lacking. Discussions with property and business owners to date through the case management programme has revealed a keen interest in the Council's intentions for the area, and a willingness to support a strategic planning exercise such as a master plan.

8. CENTRAL CITY RECOVERY PLAN QUARTERLY REPORT – MARCH 2012

General Manager responsible:	General Manager Strategy & Planning, DDI 941-8281
Officer responsible:	Programme Manager Liveable City
Author:	Carolyn Ingles, Unit Manager Central City Plan

PURPOSE OF REPORT

1. The purpose of this report is to update the Council on the implementation of the Central City Recovery Plan for the period December 2011 to February 2012.

EXECUTIVE SUMMARY

2. This is the first quarterly report for the Central City Recovery Plan.
3. The Central City Recovery Plan was adopted by the Christchurch City Council on 15 December 2011 and provided to the Minister for Canterbury Earthquake Recovery for his approval on 21 December 2011. While this signalled the completion of plan development as set out in the Canterbury Earthquake Recovery Act 2011, it is the start of recovery on the ground. In addition, while the plan has no legal status until it is signed off by the Minister, the work since December 2011 has been progressed on the understanding that recovery is continuing. Much of the focus has been about building dialogue and forming relationships particularly in the absence of ministerial approval.

ACTIVITIES FOR THE QUARTER

4. The key activities for this quarter are set out below. In addition staff have been preparing project briefs for projects which are currently identified for commencement in the 2012/13 financial year and which the Council will consider as part of the amended LTCCP discussions. Stakeholder liaison and ongoing engagement has also been a key activity during the past three months.

In summary the key activities have been:

- (a) **Resource Consents** (from December 2011)

Table 1 sets out the resource consent applications received since December 2011. The table is set out by consent type.

Table 1: Resource Consent Activity

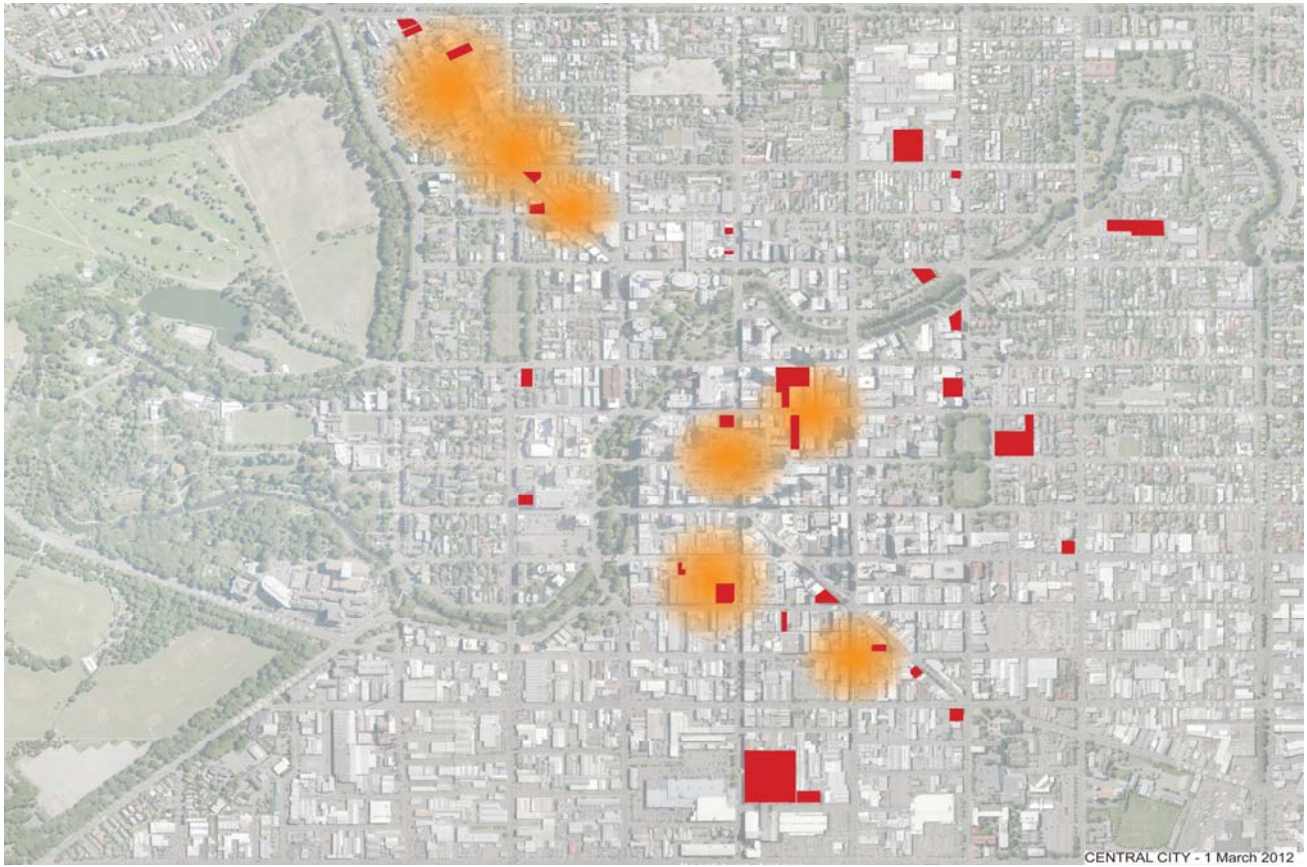
Consent Type	Number
Land Use Consent	26
Subdivision Consent	1
Temporary Activity	19
Existing Use Certificate	3
Certificate of Compliance	1

Figure 2 shows the areas of activity within the four avenues where pre-application discussions have occurred and consent applications have been granted. The red blocks on the map indicate sites where resource consent has been granted and/or buildings are under construction.

Figure 3 is a selection of building designs which have resource consent approval.

8 Cont'd

Fig 2 – Map of Pre-application Consent Activity within the Four Avenues



8 Cont'd

Figure 3 – Building designs which have resource consent approval



8 Cont'd



Christchurch
City Council

112 Cashel Street



SHEPPARD & ROUT ARCHITECTS LTD

Christchurch
City Council

134 Victoria Street

TRANSITIONAL CITY PROJECTS

5. In the draft Central City Plan, the Transitional City chapter recognised that the Central City will be constantly changing as restoration, reconstruction and improvement phases of recovery occur. This recognition provides a series of opportunities for the public, private sector and the community to test new ideas, concepts and to explore ways to bring investment, business and people back.

A small number of projects are being developed within this transitional city mantle. These projects span temporary streetscape design, signage and wayfinding, interpretation of earthquake damaged spaces. A key component of transitional city projects is that they are flexible to support recovery and while each project has a proposed location at this stage the final location may alter. The specific projects are set out in Table 2 below:

Table 2: Transitional City Projects

Project	Objective	Proposed location (s)
Temporary Streetscape Design	Streetscapes for the slow core - focused on supporting existing and new nodes of recovery. Streetscape elements to be relocatable and reuseable as much as possible. See Figure 4 and 5 for examples of streetscape elements which may form part of these temporary treatments.	<ul style="list-style-type: none"> • Gloucester Street between Madras and Colombo to support New Regent St area • Oxford Terrace between Hereford and Cashel streets • Durham Street Bridge to improve safety and attractiveness for pedestrians
Wayfinding and signage	Install interpretation hoardings to provide public information and encourage engagement with the changing built environment, provide ways of remembering what was there and learning the stories of the city, supports a sense of place and navigation throughout the city and supports the visitor experience of the central city.	<ul style="list-style-type: none"> • Various locations to support residents and visitors.
Papawai Otakaro temporary enhancements	Interpretation hoardings to demonstrate the vision for the future Papawai Otakaro.	<ul style="list-style-type: none"> • Re:Start Cashel and Oxford Tce
Reactivating Worcester Boulevard	Programme of art installations to link the Museum and Botanic Gardens via the River to Cashel Mall. Working with Art Gallery staff on the installations.	<ul style="list-style-type: none"> • Worcester Boulevard

8 Cont'd

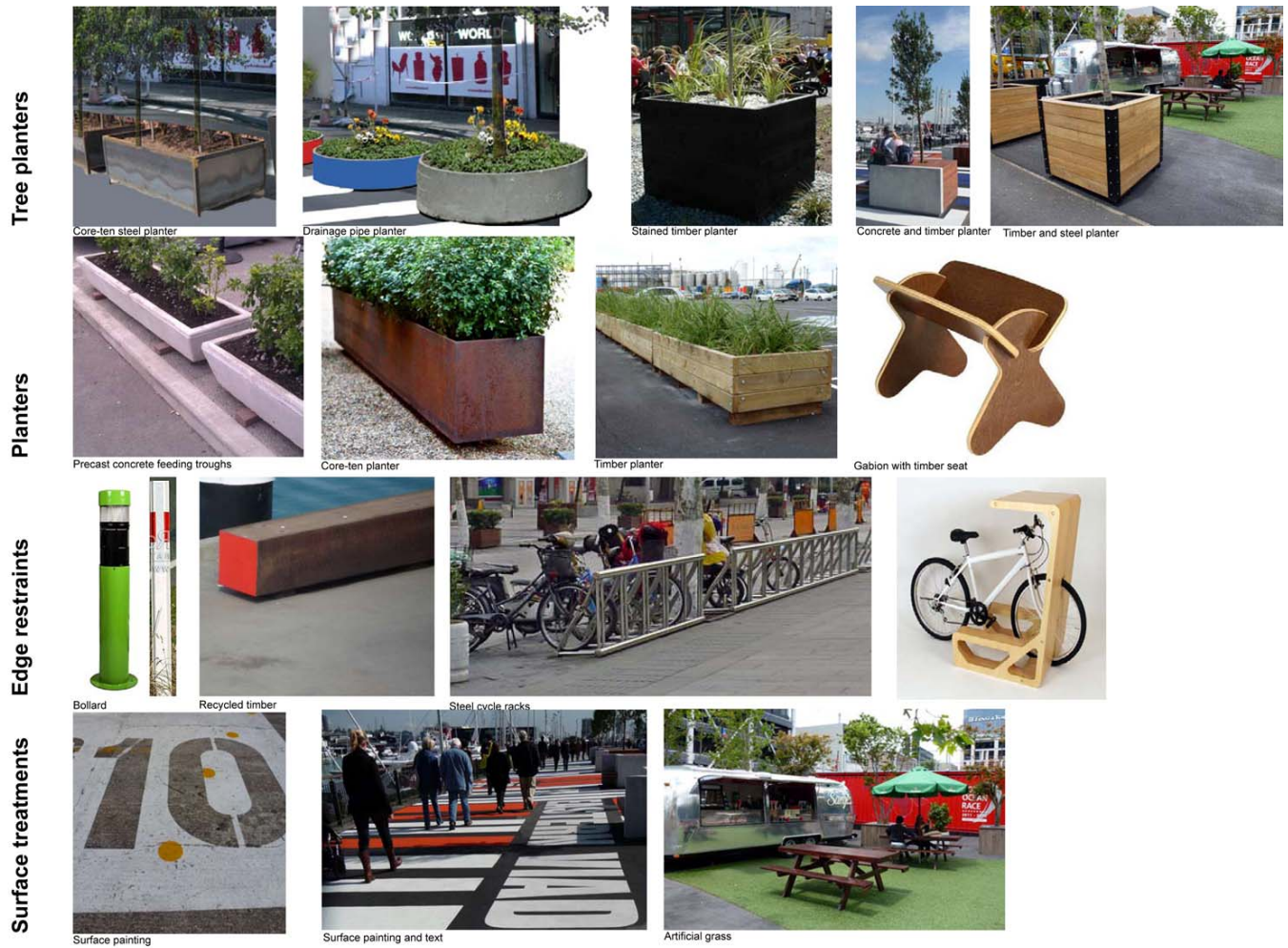


Figure 4 - Examples of Streetscape elements for temporary treatments



Figure 5 - Example of a Temporary Streetscape

8 Cont'd

6. In addition a plan for the Life in Vacant Spaces programme has been completed. This includes ongoing support of Gap Filler and Greening the Rubble. Gap Filler projects in the Central City during the past three months include the Cycling Cinema (corner Dundas and Manchester Street), the Think Differently Book Exchange (corner Kilmore and Madras Street) and the Dance-O-Mat (St Asaph Street).

CORDON REDUCTION COORDINATION

7. Staff have been working across Christchurch City Council and liaising with CERA to ensure cordon reduction is coordinated and managed. This means planning for the infrastructure repair, managing safety and assessing the risk around the removal/reduction of the cordon. This was not a role initially envisaged for the team to fill, but has become a crucial part of planning this early phase of recovery.

CATHEDRAL SQUARE

8. Staff have been working with the Cathedral Square land owners group on a short-term design for the Square to provide more certainty for tenants and prepare for public occupation of the Square following a reduction of the Red Zone cordon. The landowners have engaged London-based consultants, Exterior Architecture (Sam Martin) and LDA Design (designers of London Olympic Park) to assist with this. Council staff have been working with these consultants to progress their initial design ideas.

INFRASTRUCTURE RECOVERY

9. Discussions have commenced with SCIRT staff regarding rebuilding central city infrastructure. The initial assessment of the state of the infrastructure is expected to be completed by the end of April.

CENTRAL CITY PLAN RECOVERY PROJECTS

10. The following activities have occurred during the last three months. These activities are reported by chapter from the draft Central City Recovery Plan and set out in Table 3:

Table 3: Central City Recovery Plan project activity

Plan Chapter	Project	Activity
Remembering	<ul style="list-style-type: none"> Earthquake Memorial Earthquake Interpretation Operational management of sensitive sites 	<p>Liaison with CERA and Ministry for Culture & Heritage. Scoping in progress.</p> <p>Protocol developed; partnership with Canterbury Museum for archiving material.</p>
Green City	<ul style="list-style-type: none"> District Heating Green Roofs BASE tool (green building standard) 	<p>CAFÉ progressing feasibility study including potential investment and operational partners. Advocacy with private sector. Liaison with New Zealand Green Building Council regarding trialling tool.</p>
Distinctive City	<ul style="list-style-type: none"> Retention and reuse of materials 	<p>Guidelines on reuse of materials and on conceptual history for site redevelopment developed.</p>
City Life	<ul style="list-style-type: none"> Community performance and rehearsal facilities Housing showcase 	<p>Liaison with Arts Circus and Christchurch Music centre.</p> <p>Liaison with funding partners on project. Current partners are NZ Steel, Concrete NZ, BRANZ, EECA, NZILA, NZIA.</p>
Transport Choice	<ul style="list-style-type: none"> All Transport choice projects 	<p>Additional traffic modelling to understand impacts on transport network.</p>

8 Cont'd

Market City	<ul style="list-style-type: none"> • Covered market • Shared business campus 	Investigating business case. Ongoing liaison and facilitation with EPIC on Manchester Street site.
Facilities Rebuild Plan	<ul style="list-style-type: none"> • Convention Centre • Metro Sports • Central Library • Carparking Buildings 	}Staff have been providing advice and }input into the Central City Facilities }rebuild project } }

ENABLING CENTRAL CITY RECOVERY

11. A small team of Recovery Coordinators have been established to focus on central city recovery. These staff, along with urban design, transport, landscape and planning staff have met with individual landowners and several commercial groups to interface with these groups and Council.

CENTRAL CITY RECOVERY PLAN MINISTERIAL APPROVAL

12. Staff have met with CERA officials when requested to discuss the draft central city plan. These meetings were to provide CERA staff with information regarding various aspects of the plan to facilitate their understanding of the document. Subsequently CERA have engaged consultants to undertake reviews of some of the components of the plan – transport and the regulatory framework in particular. When requested by CERA, staff have also provided advice to these consultants.

COMMUNICATIONS

13. Following Council adoption of the draft for Ministerial approval the plan was provided to the Minister for Canterbury Earthquake Recovery, CERA, Environment Canterbury and Te Rūnanga o Ngāi Tahu. A web-based version of the plan was publicly available. An internal briefing for Council Senior Managers on the draft central city recovery plan has occurred. Staff also made a presentation to Lincoln Landscape Architecture students who are intending to apply for the British Council Christchurch Scholarship for emerging leaders from the fields of architecture, engineering, industrial design, landscape architecture, planning, spatial design, transport design or urban design.

STAFF RECOMMENDATION

It is recommended that the Council receives this report for information.

9. ASSESSMENT OF THE PROPOSED SPENCERVILLE SUBDIVISION

General Manager responsible:	General Manager Strategy and Planning, DDI 941-8281
Officer responsible:	Programme Manager Healthy Environment
Author:	Clive Appleton – TL Natural Environment SPG

PURPOSE OF REPORT

1. This report provides a response to a deputation to the Council's 1 March 2012 meeting by Mr John Fowler. Mr Fowler asked the Council to consider his proposal for a subdivision of 113 lots (20 hectares) on the Council-owned forest park land neighbouring Spencerville. This report assesses the feasibility of the Spencerville subdivision proposed on behalf of Fowler Developments Ltd.
2. The report considers the issues surrounding the Council's willingness to consider a subdivision on this land (though not at the detail that would be undertaken through a formal RMA analysis). Consideration of this is further complicated by the fact that the proposal also requires the Council to consider the sale of Council owned land to facilitate the development. The final issue is that to address Mr Fowler's vision, the Council would need to consider some loss of value to its asset, and the use of other financial 'sweeteners' to enable the development to replicate the lifestyle sized sections of Brooklands in a new location at an 'affordable' price.
3. In proposing this report staff have addressed the technical, financial, and legal issues the Council needs to address. The report recognises Mr Fowler's genuine interest in creating a development that would serve the desires of parts of the Brooklands community to replicate their current situations following the impact of the earthquake. In discussing his ideas with Council staff Mr Fowler has been fully aware of the challenges presented by his proposal, and this openness has been appreciated. Nevertheless the Council is effectively being asked to make a decision on a range of matters that have implications for this site and for wider recovery across the city.
4. The report concludes that the Council should not agree to consider the sale of land to Mr Fowler for the purpose of allowing him to pursue a plan change and subdivision of land at Spencerville. The reasons for this are detailed in the report below.

EXECUTIVE SUMMARY

5. At the Council meeting on 1 March 2012 Mr Fowler advised that around 70 Brooklands residents are interested in the proposed subdivision. He noted that this number reflected people that had approached him, or had responded to a small survey. He indicated that additional people may be interested if the prospect of a new development was more assured. He also indicated that many people had already made decisions to move away, notably to Kaiapoi, where land, and price packages were attractive to some members of the Brooklands Community. These residents will need to move from Brooklands due to land damage caused by the September 2010 earthquake. This has resulted in 417 properties (82 percent) in Brooklands being zoned red by CERA.
6. Many Spencerville properties have also been severely damaged by the September 2010 earthquake and have been deemed un-repairable. Unlike Brooklands, Spencerville has been zoned green and land is classified under Technical Category 3 (TC3) for re-builds and new subdivision development.
7. Any future residential use of the land has a large number of planning and resource management issues to address. At a policy level the land falls outside the agreed metropolitan urban limits in the Regional Policy Statement (RPS), (Chapter 12A) and its development would require Ecan to initiate a change to the urban boundary. This would be difficult to justify as the limits have just been agreed, and incorporate additional capacity for earthquake displacement. It would further require a change to the City Plan to rezone the land. This report provides a technical overview (preliminary only) but identifies that there are also significant geotechnical and hazard issues which would need to be addressed for any plan change to succeed. An alternative route to a plan change would be to apply for a land use consent however the potential for this to succeed is considered highly unlikely due to conflict with policies and objectives of both the RPS and the District Plan.

9 Cont'd

8. The proposed subdivision site is considered vulnerable to a number of natural hazards. Property in Spencerville has sustained high levels of damage from recent earthquakes. Given its two to three metre elevation above sea level it is at risk from flooding from the Styx and Wamakariri Rivers and tsunami inundation to a greater level than that expected for the rest of Christchurch.
9. Any possible subdivision is expected to be classified TC3, meaning that buildings will require substantial load bearing foundations to meet stricter building codes. Council engineers state that foundation construction of this type significantly increases development costs in the range of \$50,000 to \$80,000. Development costs, and hence section prices, in TC3 areas may be similar to TC1 areas where additional foundation work is not required meaning that overall costs will be higher. Insurance cover is currently unavailable for new subdivisions on TC3 land and any future cover is likely to include high deductibles due to flood and earthquake risk in the area.
10. One of the development's key features is its proposal to provide land 'exclusively' to offset the loss of the community at Brooklands. It is owned by the Council and currently subject to a commercial forestry licence with Matariki Forests for 30 years. Offering up Council land for subdivision for a specific part of the community has not been done previously and carries the risk of setting a precedent. Should this proposal proceed then other red-zoned communities such as Bexley might expect similar treatment from the Council or government.
11. Any proposal by the Council to sell land to Mr Fowler or any other party to pursue a rezoning proposal would also require a renegotiation of the licence. To remove 20 hectares of land out of production forestry will cost the Council approximately \$235,000 in carbon credits under the Emissions Trading Scheme. Bottle Lake Forest Regional Park is extensively used by the general public as a recreational area. Although the area identified does not remove or encroach on existing recreational routes, loss of land from the park for urban development might be seen by other parts of the community as unacceptable.
12. The Council also faces a range of policy issues should it consider selling parts of its land holdings. Current policy would require the Council to publicly tender any proposal, and if the Council is convinced that the outcome hoped for by Mr Fowler is to be realised, the Council would need to offer to sell the land on a similar basis to any party, ahead of that party pursuing a rezoning proposal.
13. On the basis of the above it is considered that the Council should not seek to sell any land in the Spencerville area to facilitate additional development capacity. Any party is able to test a private plan change under the RMA on land in the Spencerville area. The preliminary analysis undertaken for this example highlights the technical and financial barriers to achieving this as well as the significant policy matters that would need to be satisfied for any similar proposal to succeed.

FINANCIAL IMPLICATIONS

14. The proposed Spencerville subdivision is located on Council property known as the Burwood Forest Park which, along with Chaney's Plantation, is held under one Forestry Licence for a 30 year term from 1 April 1990. Under the Emissions Trading Scheme, carbon credits apply to these sites and any change of use will cost an estimated \$235,000. It is not known what site works or improvements are present. These would need to be quantified and financial compensation allowed for. Legal advice is required in order to fully understand the Council's financial obligations under the forestry licence agreement and Emissions Trading Scheme.
15. The proposed subdivision land is currently classified Rural 1 Coastal. If it is rezoned to Rural Residential then the land value is estimated by Property Consultancy staff to be valued at approximately \$250,000 per hectare, \$5 million for 20 hectares. A detailed evaluation of the proposed subdivision will need to be undertaken if the Council is to proceed with sale of the land.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

16. No. The proposed subdivision is very recent and was not envisaged by the LTCCP.

9 Cont'd

LEGAL CONSIDERATIONS

17. The residential development of this land would require a plan change to rezone the land in the City Plan and a change to the RPS urban growth provisions. A plan change has not been initiated and would require a full assessment of the implications of the proposal, including a geotechnical assessment in order to meet the Department of Building and Housing requirements for plan changes for residential developments.
18. The existing Forestry License has two 30 year rights of renewal and is presently administered by Matariki Forests. The total land area covered in the licence schedule is 1299.182 hectares. The Council has provision under clause 3.4 to withdraw up to five percent of the total area in any 30 year period.
19. Under the licence the area able to be withdrawn is: 64.9591 hectares
Area withdrawn under the Recovery Park activity is: 42.2130 hectares
Balance available to be withdrawn: 22.7461 hectares

The five percent balance available adequately accommodates the 20 hectare subdivision.

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

20. Yes, see above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

21. The proposal was not foreseen at the time of preparation of the LTCCP. It is in conflict with Activity 6.3 Management Plan for Regional Parks, as it would be reducing the level of public open space in the area.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

22. No, in fact it has a negative impact on delivery of services for regional parks. It will degrade quality of and level of public open space within the area, with respects to provision of wilderness experience within easy reach of urban areas.

ALIGNMENT WITH STRATEGIES

23. This proposal does not align with the Greater Christchurch Urban Development Strategy and the provisions for this in the RPS. The proposal would also reduce the provision of open space and would not align with the goals of Council's Public Open Space Strategy.

Do the recommendations align with the Council's strategies?

24. No, the proposed subdivision sits outside the RPS Chapter 12A urban boundary and the intentions of the Urban Development Strategy.

CONSULTATION FULFILMENT

25. Council staff have undertaken an initial assessment of the subdivision proposal, no public consultation has taken place.

9 Cont'd

STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Declines the invitation to consider the sale of 20 hectares at Spencerville to Mr Fowler for the purpose of pursuing a rezoning of the land for residential purposes.
- (b) Notes that any party has the opportunity to seek a rezoning of land or land use consent for residential purposes pursuant to the provisions of the RMA 91.
- (c) Notes that the issues raised in this report as a preliminary analysis of this proposal will to a greater or lesser degree be relevant to any future development proposed that may be generated in the Spencerville locality.
- (d) Thanks Mr Fowler for his attempt to identify and explore opportunities to relocate Brooklands' residents in the Spencerville locality.

BACKGROUND (THE ISSUES)

- 26. As a result of the September 2010 and February 2011 earthquakes, land around the Brooklands residential area has been extensively damaged. Land and property assessments by Tonkin and Taylor and EQC have led to red zoning of 417 of the 510 properties in the area by Government on 23 November 2011, followed by an offer for purchase.
- 27. Many residents chose Brooklands for the rural outlook, proximity to the coast and its close-knit community. A support group has established (www.earthquakechch.com) to centralise liaison with local authorities and to seek solutions for staying in the area. John Fowler's survey of residents found that approximately 70 households are interested in the proposed Spencerville subdivision. Many others are choosing to move to rural areas in the Waimakariri and Selwyn District Councils.
- 28. The proposed Spencerville subdivision, consisting of 113 sections, is approximately three kilometres south of Brooklands (**Attachment 1**: Figure 1) in part of Bottle Lake Forest Regional Park.
- 29. The proposed Spencerville subdivision has been discussed by Fowler Developments with senior staff of both CERA and Christchurch City Council. A private plan change has not been lodged, although John Fowler has indicated that he would like to have sections for sale by September 2012. This is an unrealistic timeframe.
- 30. Discussions with Mr Fowler have highlighted his intent to try and provide a 'solution' to some of the existing residential landowners in Brooklands. This is predicated on the basis of a desire to remain residing locally, and also in a similar lifestyle configuration. There is an interesting conflict in the intention to provide larger sections (though these also have a stormwater management function), at lower cost. There have been suggestions that the Council as the landowner should reduce raw land costs, and reduce fees to assist in the affordability of such sections for the residents of Brooklands. However, as Mr Fowler noted in response to a question, the development needed to remain a commercial proposition for him (or presumably any other developer involved). Such a pre-condition creates many issues for the Council, notably the risk of creating a potential solution for one community, but not extending a similar option to other equally devastated communities across Christchurch.
- 31. That the Council is the current owner of the land is one factor, but equally the Council could be invited to purchase land at say Prestons, and on sell it cheaply to residents from the red zones to support their needs as well. If any proposals were to be considered, the Council would need to maintain equity across the city, and in a commercially neutral manner, which would make many of the aspirations of Mr Fowler unachievable. There is an inherent attraction in the proposal of a community being able to be re-establish in a similar manner, and price point to where they were prior to September 2010. However, there are some serious impediments to achieving this in practice, and considerable equity issues in doing so for a small group in the community.

9 Cont'd

32. There is also a suggestion that many of the Brooklands residents are relocating to Kaiapoi, as it remains the only affordable option. While the direct loss of residents is not desirable, it is understood that Kaiapoi and options in the Waimakariri District also reflect some lifestyle choices. In responding to the earthquakes it is impossible for any of the authorities to ensure that land at the right price and in the right timeframe is put onto the market at a specific time, and some redistribution of communities unfortunately will need to be accepted. The issue of land availability is constantly under review by the Council and CERA together with efforts to make land available in the market.

Planning Considerations

33. The suggested Spencerville subdivision is approximately 19.3 hectares in size and set to be located on the southern boundary of Spencerville (Attachment 1: Map 1). Its elevation is two to three metres above sea level, equivalent to that of neighbouring Spencerville. This land was cleared of plantation trees in 2010.
34. The suggested Spencerville subdivision is to occupy parts of three parcels of the Bottle Lake Forest Regional Park land, parcels 66, 67 and 68 (Attachment 1: Map 2 and Table 1). These land parcels are owned by the Council and are Fee Simple land, zoned Rural 1 Coastal. Council can sell this land without any restrictions relating to the Reserves Act. The Council has a policy of publicly tendering properties for sale unless there is a clear reason for doing otherwise. As the land is used as a park, if a change to that use is proposed then Council (as owner) will need to consider a public notice or consultation in relation to this as required by section 138 of the Local Government Act. A plan change or resource consent will be needed to change it to residential status.
35. The proposed development is outside of the urban limit boundary (Chapter 12A) of the Regional Policy Statement, which was recently approved by the Minister for Canterbury Earthquake Recovery. The urban limits approach sought, ahead of the earthquakes, to contain development in the small coastal communities within their existing boundaries. This was based largely on issues of natural hazard risk, and the desire to concentrate development in key nodes. The amendments made to the urban limits in response to the earthquakes provided for significant additions of land at Prestons, Highfield, and around Kaiapoi in Waimakariri District, to replace the lost quantum of land in these areas. No additions were made to the small coastal communities. Any proposal to now consider rezoning of the land would therefore be inconsistent with the approved RPS. It would require Ecan to also initiate a change to that document, which unlike a Private Plan Change, can only be initiated by the (Regional) Council.
36. The proposal also does not achieve the 15 dwellings per hectare required by Chapter 12A. The section size is in response to the larger sections sought by Brooklands residents and also to deal with stormwater. As the development would replace existing low density residential development in Brooklands, rather than creating additional low density development, a case might be made for this proposal to be considered as an exception to the normal density requirement. A change to the RPS will be required before such a plan change is approved.
37. There are also a number of 'commercial' private plan changes being explored by developers for the Lower Styx area, Suburban Estates Ltd. already has a plan change lodged, Plan Change 36, for 361 & 373 Lower Styx Road, Spencerville (Attachment 1: Map 3). The subdivision proposes to provide 68 sections. The Council has been waiting for a response from the developer for some time, following a request for further information. As of October 2011, the developer notified the Council that it did not wish to withdraw the plan change. This or any other plan change would need to be assessed against the type of technical and resource management evaluation, covered briefly in this report. However in those instances, the market is not seeking to use Council land, or implying the need for the Council to also facilitate the affordability of any subsequent development.

9 Cont'd

38. Part of the justification for the proposed Spencerville subdivision is understood to be to provide sections for Brooklands red-zone residents. It may be difficult to ensure that sections are sold to Brooklands residents and not on-sold to non-Brooklands residents. Creating affordability by discounting land value and development costs for one small community creates significant equity problems for the Council, and there is little opportunity for the Council or developer to ensure that the benefit will be confined to affected Brooklands residents, and how they could be guaranteed. This has not been done for any other community and creates a potential precedent risk.
39. Similar justification relating to red-zone residents has been given as the reason for other proposals outside of the urban limits and could lead to the Council and government facing further similar proposals. The fact that the land is Council-owned is likely to make any decision to agree to this proposal as an exception to Chapter 12A, a very sensitive issue. There is also a risk that the Council, as both land owner and regulator, would be seen to be favouring its own proposal over others. In addition, if the Council is seen to be giving preference to one red-zoned community then it is highly likely that other communities, such as Bexley will expect similar treatment to find greenfield land.
40. Infrastructure is available. Sewer can be serviced as the capacity can be transferred from Brooklands. Although the existing trunk is damaged it is a high priority for repair (next 18 months – two years). No separate provision is proposed for stormwater. This could be dealt with through on site soakage on the 92 larger sites (1,000–1,200 metres squared) in conjunction with road swales. Separate storage/treatment would be required for the 21 smaller sites (400-600 metres squared) and potentially the commercial area. Further information on this would be required before proceeding with a plan change. Water supply options are available.
41. Traffic is unlikely to be an issue, particularly with the reduction of housing at Brooklands. Some matters of detail may need to be resolved, e.g. the road connection to Lower Styx Road.
42. Provision of 1.6 hectares of commercial land appears to be excessive. Further information on this would be required before proceeding with a plan change.
43. Land contamination has not been investigated. Further information on this would be required before proceeding with a plan change.

Natural Hazard Information

44. The proposed Spencerville subdivision site is not within the Variation 48 flood management area or ponding area. This does not mean that the site is not subject to flooding as Spencerville is at risk due to its location within the Lower Styx Ponding Area and, without further protection, would flood under 1 metre sea level rise. Protection measures could be established, but whether this is an appropriate response when the situation is likely to get progressively worse would need to be questioned.
45. Modelling undertaken by GHD (1990), shows flooding of the site from the Waimakariri River with depths up to two metres and velocities up to 0.5 metres/second. This level of flooding assumes failure of the existing protection system and outflow onto the floodplain. In 1990, the level of protection from flooding was at about a 1 in 100 year standard. Today, with the completion of the secondary stopbank and repairs to the lower Waimakariri River protection works following the 2010/2011 Canterbury earthquakes, the level of protection is now at a 1 in 5000 year standard.

9 Cont'd

46. The Spencerville area is susceptible to tsunami inundation, with the impact (area and depth) dependent on tsunami scenario, but less so than Brooklands. The draft 1868 tsunami scenario (modelled December 2011) shows that there would be minor flooding of the proposed subdivision site on its northern boundary in a similar event. A distant source tsunami, arriving at Mean High Water Springs ("near-worst-case") is predicted to be between 3.5 and 4.5 metres in height, inundating Brooklands with between 1.1 and 1.5 metres of water. ECan is currently remodelling the 1868 scenario for the Brooklands/Spencerville area due to some discrepancies in the December 2011 modelling results¹. The site is also at risk of flooding from a local source tsunami (return period of 2500 years).
47. Sea level rise of one metre (mid range estimate for year 2100) in combination with a 50 year return period storm, would not cause flooding, although the proposed site would be flooded with a two metre sea level rise. Filling and/or flood protection works may be able to deal with these issues, but this site may require progressively greater protection measures over time.
48. Earthquake damage surveys identified liquefaction in Spencerville but were not assessed at this site because surveys concentrated on urban areas (Attachment 1: Map 4). The 1998 ECan liquefaction study identified the area as having high potential for ground damage and liquefaction with both high and low water tables. Based on general distribution of soils and geomorphic location of Brooklands and Spencerville, ground damage potential from liquefaction would be similar at both locations. Occurrence or not of liquefaction can be very site-specific and appropriate investigations would be required to determine the nature of the soils at the proposed subdivision site.
49. Earthquake damage occurred to the sewer pipe and pump station running through the site. The Tonkin & Taylor / EQC land damage map shows that a considerable number of Spencerville houses will have to be rebuilt (Attachment 1: Map 5). Spencerville is classified as Technical Category 3 (TC3), which has significant cost implications for building houses due to the deep geotechnical investigations and specific engineering foundation design required. If the proposed subdivision site is TC3, it may make the subdivision much less attractive to Brooklands red-zone residents.
50. In summary the issue remains one of risk. There is continued risk associated with possible development in low lying areas, and given the possibility of future earthquakes there remains a significant ground stability risk. While these could be engineered away this would involve considerable cost given the heightened level of risk at present, and the opportunity to appropriately house residents elsewhere in the Christchurch area, pursuing the development of this area does not seem warranted.

Construction and Financial Considerations of Building on the Site

51. In November 2011, the Department of Building and Housing issued guidance on repairing and rebuilding houses affected by the Canterbury earthquake. On TC3 land there is currently only one suggested foundation solution for new dwellings. This is a deep piled raft option that is expected to only be suitable when a dense bearing layer is at a depth of less than 10 metres. Specific design will be required for any deep piled raft option or any alternative designs and will need to be undertaken in consultation with a geotechnical engineer. Council's engineers estimate that the marginal cost of foundations when building on TC3 land is in the range of \$50,000 to \$80,000 higher than compared to TC1. This additional cost for such foundations comprises: site specific ground testing (approximately \$10,000 to \$15,000); engineering designing (approximately \$3,000 to \$5,000); and construction. These estimated costs are prepared without geotechnical knowledge of the site. Fowler Developments Limited suggested that lots could be sold for \$130,000 to \$170,000, if however they are on TC3 land, then the effective cost is likely to be in the vicinity of \$180,000 to \$250,000 to account for additional foundation costs.

¹ The results of this work will not be available until April 2012.

9 Cont'd

52. The Council's insurance advisor Aon states that insurers are currently not offering new cover for residential properties located on TC3 land within the Canterbury area. There may be some exceptions, however without full geotechnical reports and building specifications it is not possible to provide confirmation either way. Should cover be available in the future, terms would no doubt include high deductibles due to flood and earthquake risk in the area. This means that until the insurance market changes, purchasers of lots in the proposed subdivision are unlikely to be able to insure new homes.

Burwood Forest Park and Chaney's Plantation Forestry Licence and Carbon Credits

53. In addition to the licence and planning constraints outlined earlier in this report (section 12-14), carbon credits apply to forestry land and any change of use will cost an estimated \$235,000 for the 20 hectare site. The Council will need to financially compensate the forestry company for any loss of site works or improvements. Further detailed legal advice would be required to understand the Council's full obligations under the licence agreement and Emissions Trading Scheme if the proposal was to proceed any further.
54. The sale of parts of Bottle Lake forest would also trigger the Council's policy on the public sale of land. It would be contrary to the Council policy to only deal with Mr Fowler, despite his initiative in putting the land forward. Similarly Mr Fowler's package relies on achieving ownership cheaply enough to enable him to pass this saving on to his Brooklands based clients. If the Council is prepared to consider this it would need to offer this to other parties as well. There is no guarantee that the outcome sought would be robust enough to achieve the positive legacy Mr Fowler is trying to create.

Natural Environmental Considerations

55. The proposed subdivision site was previously planted with pines but harvested between 2009 and the end of 2010. Natural values are limited over most of the area, although there is a small patch that was never planted in pines and which still exists today (Attachment 1: Map 2 - see Area A, marked in red). Due to its orientation, this appears to have been a dune slack - a semi-saline wetland that developed in a hollow between dune ridges. Such vegetation is found between Spencerville and Brooklands in similar areas, although much has disappeared in recent years despite recognition as an Ecological Heritage Site in the City Plan. A field inspection will be required to confirm if this site is of botanical significance.

Parks/ Recreational Considerations

56. There has been no public recreational access, nor identified need for such access through the proposed subdivision site into the Bottle Lake Forest Regional Park. The only recreational facility/activity in the vicinity of the proposed development is the horse trail, shown on the Fowler Developments Ltd conceptual layout plan (Attachment 1: Map 1 on the right). The Spencerville layout also shows a 0.28 hectare corner reserve. This is not needed due to sufficient local park space with sport and play facilities contained within the adjacent Spencer Beach Holiday Park Reserve.
57. Given the high profile and public use of Bottle Lake Forest Regional Park, even though this proposed subdivision site is not a key recreational site, any loss of park land to subdivision is expected to raise public pressure on the Council to offset this loss through acquisition of land into the park from elsewhere.

10. FACILITIES REBUILD PLAN

General Manager responsible:	General Manager Community Services, DDI 941 8607
Officer responsible:	Strategic Property Analyst
Author:	Rob Hawthorne, Strategic Property Analyst

PURPOSE OF REPORT

1. To provide a monthly update to the Council on progress with the Facilities Rebuild Programme (FRP).

EXECUTIVE SUMMARY

2. This report provides a programme update on some key FRP activities including:
 - the Detailed Engineering Evaluation (DEE) assessment programme
 - the Design and Options phase
 - the Approvals phase
 - the Work Delivery phase
 - Completed Projects.
3. Staff continue to progress the two year programme of DEE inspections and assessments but are at the same time seeking Council and Community Board feedback and agreement to refine the programme and enable community preferences to be taken into consideration in confirming the prioritisation.
4. In February 2012 the Council completed a competitive tender to establish a pool of Quantity Surveyor consultants to support accurate estimates for Council buildings in relation to insurance repairs and reinstatement, strengthening works and in some cases betterment works. Final completion of contract agreements is currently underway.
5. Please note that the time taken to complete the DEE's in progress varies from a matter of weeks through to many months, depending on the complexity of the buildings and the availability of plans and historical structural design documentation.
6. Table 1, shown below, is a summary of the progress within the Facilities Rebuild Programme and will be updated in this report to the Council on a monthly basis. This table covers 1009 buildings (mostly non-housing facilities). The Council-owned heritage buildings are also included.

Note: some buildings have by-passed the DEE process due to severe damage. This may have resulted in them either being demolished or moving straight to the design and options phase where the process includes the components of a DEE as part of repair options.

7. The results for those 75 buildings with completed DEE's (or where engineers have designated them as EPB's) is shown below:
 - 51 (68 percent) are EPB / less than 34 percent (close to one third of these have been demolished)
 - 13 (17 percent) are between 34 percent and 67 percent NBS (New Building Standard)
 - 11 # (15 percent) are over 67 percent NBS.

See Table 1 **Appendix 1** for further information on DEE assessments and demolished buildings.

includes Art Gallery NBS rating (design calculation indicates over 67 percent).

Table 1. FRP Monthly Update

	Total Buildings in Programme (excluding Social Housing)	1009	Latest Month (to mid March 2012)	TOTAL TO DATE
PHASE 1: Assessments (DEE or not required*)	DEE's Not Commenced (% number)			35% 358
	DEE's in Scoping Phase (% number)			38% 386
	DEE's Being Progressed (% number)			19% 190
	DEE's - Total Done /or Not Required* (% number)		13	7% 75
	DEE's not required *		1	30 *
	(DEE results) # < 34% ie EPB		8	22
	(DEE results) # 34% to 67%		3	13
	(DEE results) # > 67%		1	10
PHASE 2: Design / Options Phase	PHASE 2: Design / Options Phase			
	On hold			47
	In progress			28
PHASE 3: Approval Phase	PHASE 3: Approval Phase			
	Demolitions or Deconstructions approved		1	20
	Repairs Approved – Council		4	5
	Repairs Approved – Staff Delegation (L1 or 2 Assessments) Minor Repairs required			46
	Final Insurance Approval		0	0
	Awaiting Council Approval		0	0
PHASE 4: Works Delivery Phase	PHASE 4: Works Delivery Phase			
	Planning / Consents / Procurement		3	3
	Projects (excl Minor) In progress		1	2
	Minor Insurance Funded Repairs in progress		45	
PHASE 5: Projects & Minor Works Completed	PHASE 5: Projects and Minor Works Completed			
	Demolitions completed		1	20
	Projects (excl Minor) Completed		0	0
	Minor Insurance Funded Repairs completed		0	0

* 'DEE's Not Required' is made up of 20 demolitions and nine facilities where engineering advice indicates an Earthquake Prone Building (EPB) without having completed a formal DEE. The building has either been demolished or the design solution will in due course cover seismic strength. The Art Gallery has also moved to a design phase and design calculations indicate an NBS of over 67 percent.

8. As previously reported, for most of the Council's social housing, staff are working through the EQC process first, before completing DEE's. However, the Council has targeted DEE assessments for a number of social housing buildings using a risk-based criteria. For those buildings that perform poorly there is likely to be a level of urgency in relation to progressing options and design solutions so that housing complexes can be returned to occupation as soon as possible. These situations, as and when they arise, will be dealt with in terms of prioritisation through the monthly EQ Council meetings. Progress updates will be provided in future reports.
9. For a small number of buildings design solutions have been completed, costs considered and recommendations made and accepted with regard to both repair / re-instatement works and Council funded betterment works. These include Fendalton Library & Service Centre, Avebury House, The Poseidon, Linwood Community Arts and the Curators House. These projects are now in the commissioning or delivery phases.

10 Cont'd

10. Attached as **Appendix 2** is a sub-report covering progress on heritage properties owned by the Council. In response to the challenging issues associated with heritage properties Council's insurer allocated a dedicated resource to support assessment and remediation planning for these properties following the September 2010 earthquake. The information presented in the heritage report is already reported within this report but given the smaller number of buildings and the special interest in heritage properties it is intended to report on this portfolio on a regular basis.

FINANCIAL IMPLICATIONS

11. The building assessment work required to inform the Facilities Rebuild Plan is initially funded by the Council however, where a building's structure is damaged and a legitimate successful insurance claim is processed, the Council will recoup some of these costs from insurance.

Do the Recommendations of this Report Align with LTCCP budgets?

12. No. The work was not contemplated within the 2009-19 LTCCP.

LEGAL CONSIDERATIONS

13. Not applicable.

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

14. As above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

15. Not applicable.

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

16. Not applicable.

ALIGNMENT WITH STRATEGIES

17. Not applicable.

Do the recommendations align with the Council's strategies?

18. As above.

CONSULTATION FULFILMENT

19. Not applicable.

STAFF RECOMMENDATION

It is recommended that the Council receives the information in this report.

11. COWLES STADIUM BUILDING STRENGTHENING

General Manager responsible:	General Manager Community Services, DDI 941-8607
Officer responsible:	Recreation and Sports Manager
Author:	John Filsell, Recreation and Sports Manager

PURPOSE OF REPORT

1. The purpose of this report is to seek the Council's approval to spend up to \$480,000 to repair Cowles Stadium to 100 percent of building code for use as a transitional facility for up to 20 years using funds from the Council Building/Infrastructure Shortfall Allowance.

EXECUTIVE SUMMARY

2. Cowles Stadium is an extensively used sporting and community facility located on Cuthbert's Green at the junction of Pages Road and Shuttle Drive. In the September, February and June earthquakes Cowles Stadium was used as a welfare centre and a hub for delivering disaster relief activities. It is currently closed. An upgrade project in the LTCCP is currently on hold.
3. Cowles Stadium suffered relatively minor damage as a direct result of the earthquakes. This primarily involves minor repair of roof and wall bracing. A detailed engineering evaluation (DEE) has revealed Cowles Stadium at between 10 percent and 65 percent NBS. The cost to bring Cowles Stadium to 100 percent NBS is a maximum of \$480,000 depending on the level of modification to existing fire protection.
4. It is important that the repairs are carried out as soon as is reasonably possible as Cowles has extensive community use, is used as a disaster relief centre and is a focal point for one of the communities most affected by the quakes. The sporting need is exacerbated by the indefinite closure of three indoor courts at QEII, one at Lyttleton, and one at Wharenuui, resulting in a critical shortage of indoor courts city-wide.
5. A geotechnical report on the land advises differential settlement has occurred and estimates the cost of ground remediation work on the foundations of Cowles stadium at between \$3,000,000 and \$5,000,000 if Cowles had a permanent repair.
6. Cowles has an insured value of \$4,800,000. As the cost of permanently remediating the foundations together with full repair also involving a rebuilding of the sports floor is so high it is likely that officers will recommend to the Council that a cash insurance settlement should be sought. An insurance claim process of this nature is likely to take at least 18 months, Cowles would remain closed and the end result is uncertain.
7. Cowles can be repaired to 100 percent NBS and receive consenting as a transitional (temporary) facility with a lifespan of up to 20 years without remediating the foundations. Work can begin immediately and the facility open in July. To effect a permanent repair the foundations will need to be remediated. Remediation of foundations can be retrofitted at any time.
8. The primary risk to repairing Cowles without remediating the foundations is that a major quake may damage the repaired building. This is mitigated to a certain extent by the fact that the severe quakes to date have only resulted in minor damage to the building and this a risk that the Council takes with every building it repairs. Nevertheless it is a risk that the Council must understand before committing up to \$480,000.
9. The Council's insurance broker has confirmed that any repair of Cowles will not prejudice a future insurance claim.

11 Cont'd

10. Officers will recommend that Cowles Stadium is immediately repaired to 100 percent NBS as a transitional facility with a life of up to 20 years and without remediating the foundations and without prejudice to the insurance process or the Councils long term plans for Cowles. This is because:
- the ability to use Cowles as an emergency response centre will be restored
 - the urgent need to provide indoor courts and community facilities will be met
 - this is a very cost effective fix for a 20 year lifespan with the option of permanence if the Council sees fit
 - it can be completed with out prejudice to a potentially large insurance claim
 - it will provide relief and a morale boost to one of our communities who most need it.

FINANCIAL IMPLICATIONS

11. It is proposed that repair costs of \$480,000 are funded from the Council Building/Infrastructure Shortfall Allowance provided for by the Council as an overall response to the earthquakes.

LEGAL CONSIDERATIONS

12. The implications of the issue under consideration directly support a level of service in the 2009/2019 LTCCP, namely the provision of Cowles Stadium to the standard required by building code.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

13. The operation of Cowles Stadium is an express level of service detailed on page 113 volume 1 of the 2009/2019 LTCCP. The provision of sports facilities is expressly covered on page one of the Council's Recreation and Sport Services Activity Management Plan (7.0).

ALIGNMENT WITH STRATEGIES

14. Aligns with goals one and two of the Council's Physical Recreation and Sport Strategy relating to facility provision and the availability and accessibility of facilities.

CONSULTATION FULFILMENT

15. There is no requirement for further consultation as the implications of this report support a level of service in the 2009/2019 LTCCP namely the provision of Cowles Stadium to the standard required by building code.

STAFF RECOMMENDATION

It is recommended that the Council approves the repair of Cowles Stadium to 100 percent of building code for use as a transitional facility for up to 20 years using funds from the Council Building/Infrastructure Shortfall Allowance at an estimated cost of \$480,000.

12. CHRISTCHURCH EARTHQUAKE MAYORAL RELIEF FUND: APPLICATIONS FOR GRANTS

General Manager responsible:	General Manager, Community Services, DDI 941-8607
Officer responsible:	Strategic Initiatives Manager
Author:	Lincoln Papali'i, Strategic Initiatives Manager

PURPOSE OF REPORT

1. The purpose of this report is to seek the Council's approval to:
 - (a) grant \$50,000 to St Michael and All Angels Parish Trust towards the costs of repair and restoration of the church organ
 - (b) grant \$3,500 to North Avon Christchurch BMX Club to buy a trailer for secure storage of equipment, which cannot be stored in earthquake-damaged buildings
 - (c) grant \$4,500 to Riccarton Leagues Club towards repairs to the Club building
 - (d) grant \$1,000 to Papanui Handiscope towards the costs of storage of equipment, following earthquake damage to former premises and hire costs for new premises
 - (e) grant \$5,000 to Waimairi Tennis Club Inc. to cover the cost of geotechnical advice about rebuilding the Club's courts
 - (f) grant \$200,000 to Canterbury Charity Hospital Trust to support post-earthquake counselling and associated personal wellbeing interventions faced by community members suffering post-earthquake stress and financial distress
 - (g) transfer funds totalling \$150,000 to reflect the wish of a donor for this money to be passed through to the Mayor's Welfare Earthquake Relief Fund that has been established for individuals and families
 - (h) transfer the sum of \$1,000,000 to be set aside to establish a memorial to commemorate those who lost their lives, the injured, and to provide a site of remembrance for the community as they recover and rebuild from the trauma and tragedy brought on by the earthquakes and aftershocks of 2010 and 2011.

EXECUTIVE SUMMARY

2. The purpose of the Christchurch Earthquake Mayoral Relief Fund as adopted by the Council on 12 May 2011 is set out in paragraph 8 below. As trustee for the Fund, the Council is bound to apply the monies only for the purposes specified in the Council resolution of 12 May 2011.
3. The applicant organisations have requested a total of \$1,094,490.55 towards the costs incurred by them as a result of earthquake damage. Summary details of the individual requests are given in the report.
4. Staff recommend that the Council makes grants totalling \$264,000 to applicant organisation projects.
5. Staff also recommend that the Council resolve to make transfers of \$150,000 and \$1,000,000, respectively, to the Mayor's Welfare Earthquake Relief Fund and the Earthquake Memorial.
6. **Attachment 1** is a matrix showing applications to the Fund which the Council has already approved.

FINANCIAL IMPLICATIONS

7. The financial requests for each project are outlined in the background section of this report. As at 2 February 2012 there was \$4,045,059.37 in uncommitted funds held by the Christchurch Earthquake Mayoral Relief Fund. If the grants and transfers recommended in this report are approved there will be \$ 2,631,059.37 left in the Fund.

12 Cont'd

LEGAL CONSIDERATIONS

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

8. At the Council meeting of 12 May 2011 it was resolved:
- (b) *That the Christchurch Earthquake Mayoral Relief Fund was established, and will continue to be maintained, by the Council as a "public fund" (as described in section LD 3(2)(d) of the Income Tax Act 2007) exclusively for the purpose of providing money for any one or more charitable, benevolent, philanthropic or cultural purposes related to and in particular to provide relief to the people of Christchurch from the adverse effects of the 4 September 2010 and 22 February 2011 earthquakes, and associated aftershocks, by providing money for the any activity or work required as a result of those events that:*
- (i) *contributes to the rebuilding of the social and physical infrastructure of Christchurch, and*
- (ii) *assists in:*
- *remedying hardship suffered by individuals, groups, community organisations and businesses, and/or*
 - *protecting, repairing damage to or enhancing the physical fabric of the city.*
9. The Mayoral Earthquake Relief Fund essentially operates as a trust with the Council acting as the trustee. As trustee, the Council is bound to apply the monies only for the purposes specified in the Council resolution above.
10. In terms of the activities that can be funded by the Mayoral Earthquake Relief Fund, the first requirement is that any grant be used to contribute to the rebuilding of the social and physical infrastructure of Christchurch. The Oxford Dictionary defines the word "infrastructure" generally as "the foundation or basic structure of an undertaking", and specifically as "the installations and services (power stations, sewers, roads, housing etc) regarded as the economic foundation of a country". The word "infrastructure" therefore implies the undertaking of physical works.
11. However, paragraph (b)(i) of the resolution refers to "...any activity or work required as a result of those events that...(i) **contributes** to the rebuilding of the social and physical infrastructure of Christchurch..." It is therefore not necessary that the Mayoral Earthquake Relief Fund's monies be applied solely to rebuilding actual physical infrastructure, but it is necessary that the monies be applied to any work or activity that **contributes** to such rebuilding. Therefore, whilst the focus of the Mayoral Earthquake Relief Fund is the rebuilding of the social and physical infrastructure ("bricks and mortar"), it can also be used for any activity which **contributes** to that outcome.
12. In addition, any grant from the Mayoral Earthquake Relief Fund must also assist in either remedying hardship or protecting, repairing or enhancing the physical fabric of the city.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

13. Not applicable.

ALIGNMENT WITH STRATEGIES

Do the recommendations align with the Council's strategies?

14. Not applicable.

CONSULTATION FULFILMENT

15. Discussions with the individual applicants have been carried out.

12 Cont'd

STAFF RECOMMENDATION

16. It is recommended that the Council approve the following grant allocations and transfers from the Christchurch Earthquake Mayoral Relief Fund:
 - (a) \$50,000 to St Michael and All Angels Parish Trust towards the costs of repair and restoration of the church organ.
 - (b) \$3,500 to North Avon Christchurch BMX Club to buy a trailer for secure storage of equipment, which cannot be stored in earthquake-damaged buildings.
 - (c) \$4,500 to Riccarton Leagues Club towards repairs to the Club building.
 - (d) \$1,000 to Papanui Handiscope towards the costs of storage of equipment, following earthquake damage to former premises and rental costs for their new premises.
 - (e) \$5,000 to Waimairi Tennis Club Inc. to the cost of geotechnical advice about rebuilding the Club's courts.
 - (f) \$200,000 to Canterbury Charity Hospital Trust to support post-earthquake counselling and associated personal wellbeing interventions faced by community members suffering post-earthquake stress and financial distress.
 - (g) \$150,000 to be transferred to the Mayor's Welfare Earthquake Relief Fund as requested by the donor of this donation.
 - (h) \$1,000,000 to be transferred to a separate account for an Earthquake Memorial.
17. It is recommended that the Council decline the following grant application:
 - (a) The Sexual Abuse Survivors' Trust: \$30,000 to appoint a Service Co-ordinator as the scope of this application does not meet the fund criteria.

BACKGROUND (THE ISSUES)

St Michael and All Angels Parish Trust - \$75,000 request

18. The Church's Bevington pipe organ, installed in 1873, was seriously damaged in both the September and February earthquakes. Total costs of repair and restoration are \$608,000. An insurance pay-out of \$207,000 will cover the basic cost of repairing the earthquake damage. However, the Church wants to take the opportunity, while the organ has been being removed to an offsite workshop for repair, to also undertake some restoration work. The church has commenced an Organ Restoration Appeal, which to date has attracted \$214,000. This leaves a current shortfall of \$187,000.
19. The Church notes that it is one of the few churches still in current operation since the earthquakes and appears to have survived intact through its earthquake strengthening work and wood construction. The church is listed as a Group One heritage item in the Christchurch City Council's City Plan and is registered as a Category 1 Historic Place by the New Zealand Historic Places Trust. It is noted that the heritage recognition for the church places it in the top rating for cultural heritage nationally
20. The Church has a congregation of 200 plus men, women and children of all ages and ethnicity. The church has seen over 1,000 local and overseas visitors and is helping to host concerts and events that were previously held or scheduled to be held at other damaged venues. St Michael currently has a smaller organ on loan to support these activities where required. Examples of these events include: Bic Runga x 2 concerts, Mark Hobson and Friends (formerly held in the Great Hall in the Arts Centre), music teacher recitals (normally held in other venues), Repertory Theatre performances and Southern Opera.

12 Cont'd

21. The Church advise that it is committed to the repair and restoration of the pipe organ and have been given a timeframe of 12 months to have the organ repaired, restored and re-installed into the church. Staff recommend a grant of \$50,000 towards the costs of the organ restoration.

North Avon Christchurch BMX Club - \$3,500 request

22. The Club is based at Bexley Reserve and the track suffered damage in both the September and February earthquakes. The Club has received a grant of \$15,000 from the Prime Minister's Christchurch Earthquake Appeal for the repair of the track. The club has a membership base of approximately 64 members, ranging in age from four to 62 years. The site is open to the general public daily at no cost. Memberships are charged at \$35 per annum and \$15 - \$35 for the BMX New Zealand licence. There is one other BMX club in Christchurch based in Hornby.
23. The club facilities were also damaged as a result of the earthquakes and the club were able to use temporary containers to operate. They no longer have the temporary containers that were on site to house a starters hut, a shop and a points hut. Additional damage was also sustained through vandalism, and from this they have been able to salvage the starting system.
24. The club is applying to this fund for the cost of a trailer to store its remaining equipment (starter's system, computer and compressor) and rakes, shovels, hoses etc securely. The trailer would allow the club to move the equipment between the track and a secure, offsite location. Staff have been advised that this is a viable solution to the ongoing security of essential club property and a grant of \$3,500 is recommended towards the costs of purchasing a trailer.

Riccarton Leagues Club - \$4,500 request

25. The Club building has received minor damage that is within the insurance excess of \$5,000 and so it cannot claim for the cost of these repairs. It has applied to the Fund for the cost of replastering and repainting cracks. The building is green stickered with the damage being primarily cosmetic. The club notes that the repairs are mostly being undertaken by paid tradespersons with some club members who are able to undertake work providing volunteer labour and providing invoices for materials. The Riccarton Leagues Club is the parent club for the codes of rugby league, softball and summer soccer. The club has no paid employees and is staffed by volunteers. The club advises that they will provide full accountability for any funds granted.
26. The club facility is fully operational and is in use four to five times per week. The club is working with Council staff covering the Riccarton / Wigram Community Board area to get other groups and community organisations to use the facilities during the day. The club advises that it has approximately 200 adult members and 200 child members. Adult members pay a subscription fee of \$135 per annum, of which \$5 goes to the club with the remainder going to the various sporting codes and their respective affiliation fees. Staff recommend a grant of \$4,500 for the purpose of undertaking the repairs.

Papanui Handiscope - \$1,000 request

27. This voluntary organisation has been assisting people disabled through accident or illness for 38 years. The group has been based at the Christchurch North Methodist Church, in Harewood Road. However, the church building has been closed due to the earthquakes with the group having to find an alternative venue.
28. Papanui Handiscope has approximately 36 members who pay \$2 per week to help with the costs of equipment, materials, rent and transport. There are 25 volunteers who assist with the meetings and driving members to and from the meeting venue. The volunteers who provide transport are reimbursed \$2 per trip and for two members living further away, \$20 per return trip.
29. Papanui Handiscope has been offered the use of St Lukes Presbyterian Church in Redwood, at a cost of approximately \$1,000 per annum. Its hire is for every Wednesday from 9.30am – 12 noon, with the exception of the third Wednesday of each month. Staff recommend a grant of \$1,000 for the hire of the new venue.

12 Cont'd

Waimairi Tennis Club - \$10,490.55 request

30. The Waimairi Tennis Club suffered damage to court surfaces and land damage from the February 2011 earthquake and aftershocks. The club is seeking a grant to pay for geotechnical services and survey work undertaken by Tonkin and Taylor, who were instructed to survey and report on the extent of land damage and alternative methods of remediation.
31. The club has received an insurance payout for the damage to the courts. However, the insurance cover did not extend to the land remediation. The club was advised that the cost of remediation will significantly exceed the surface settlement received. The club advises that it has funded temporary court surface repairs, as a short term measure. In the meantime, it has banked its insurance proceeds as it considers its long term options and the expected funding shortfall as a separate matter.
32. The club's request is for the cost of the geotechnical study and the associated report which the club believes is fundamental to their rebuilding endeavours. The club believes that this cost cannot be met, as an extraordinary item, from member subscriptions. The club has 486 members. Staff recommend a grant of \$5,000.

Canterbury Charity Hospital - \$1,000,000 request

33. The Trust is setting up an earthquake counselling centre in a newly acquired building at 351 Harewood Road and is seeking \$1,000,000 contribution towards the establishment and continued delivery of services for community members suffering from and seeking recovery from post-earthquake stress and trauma. The time and expertise required to deliver services provided through the hospital is provided on a voluntary basis by doctors, nurses, technologists, counsellors and business professionals.
34. The services offered at the Canterbury Charity hospital are free of charge. From February 22 to the end of 2011 the hospital had 59 volunteers for the counselling service who had sessions with 986 patients, who were seen at 1,485 counselling sessions. Of this cohort, some 200 patients were seen two to three times each. Predicted volume in the new building is 70 patients per week with each patient being seen for approximately three sessions each. The counselling service are still receiving referrals into 2012 and predict this will continue as people come to terms with the impact the earthquakes and consequential issues and factors such as day-to-day matters and financial stress.
35. The need for counselling services was highlighted to the Trust by information and requests from a large number of counsellors, psychologists and doctors post 22 February. The Trust sought advice and noted the medium to long term requirement for on-going counselling services from the 2010 and 2011 earthquakes and aftershocks and now further compounded by the community trying to cope with the reality of losing homes, financial loss and altered life situations.
36. The Trust currently operates morning and afternoon counselling sessions, Monday to Friday, along its regular surgical and medical services. There are requests to run Saturday and evening sessions, but this is not able to be accommodated at the moment due to logistics of the building and conflicting surgical sessions.
37. The Trust advises that the first floor of the new building, plus a shared reception area is designed for the counselling service. This equates to 60 percent of the building. Facilities on the first floor consist of two consulting rooms, an office and a large group meeting room for group work, education and supervision, and refreshment and dining area. The Trust advises that the use of the first floor space will double their day time services and introduce an out of hours service. Staff recommend a grant of \$200,000 for the establishment of the counselling service.

12 Cont'd

Earthquake Memorial - \$1,000,000 transfer

38. Donors wished to assist the City and community with the rebuild, recovery and hardship matters. A memorial is an identifiable symbol of the earthquakes. It will reflect the impact and the recovery for the city and the community from the loss of life, trauma and diminished community connections. The memorial will symbolise many things to different people and will be testimony to the remembrance, rebuilding and reconnection for the community. With the fund beginning to diminish, staff recommend that a transfer of \$1,000,000 be made to a separate fund for an earthquake memorial.

Transfer to Mayor's Welfare Earthquake Relief Fund - \$150,000 transfer

39. A donor has made a specific request that \$150,000 of their donation be transferred to the Mayor's Welfare Earthquake Relief Fund to support individuals and families. Staff recommend that a transfer of \$150,000 be made to the Mayor's Welfare Earthquake Relief Fund.

Application for grants recommended to decline

40. Staff recommend that the following request for a grant be declined:

The Sexual Abuse Survivors' Trust \$30,000

The Trust is now working from new premises after its original premises in Cashel Street were destroyed in the February earthquake. The Council has provided a \$10,000 Strengthening Communities Fund grant to the Trust's Safecare service in 2011/12. The Trust has applied for the cost of employing a Service Co-ordinator to oversee the Safecare service.

This application does not meet the criteria for the Christchurch Earthquake Mayoral Relief Fund as it is not a rebuilding project. Staff recommend that the application is declined.

13. EARTHQUAKE DAMAGED WASTEWATER REBUILD FOR PUMP STATION 37 - BETTERMENT

General Manager responsible:	General Manager, City Environment Group, DDI 941-8608
Officer responsible:	Unit Manager, City Water and Waste
Author:	Steve Hart, Professional Services Manager, SCIRT and Ross Herrett, Capital Programme Coordination Manager

PURPOSE OF REPORT

1. The purpose of this report is to seek the Council's approval for the additional funding required to increase the size of the inlet suction pipe work from 100 millimetre diameter to 200 millimetre diameter, in the planned rebuild of earthquake damaged pump station 37.

EXECUTIVE SUMMARY

2. A technical report on this proposal (**Attachment 1**) has been provided by the Stronger Christchurch Infrastructure Rebuild Team (SCIRT). This report (SS30) was considered by the Scope and Standards staff committee, which accepted the SCIRT recommendation that the rebuild option containing a betterment element should proceed, but determined that a report should go to Council seeking approval for the additional funding for this option.
3. Pump Station 37 was damaged by the 22 February 2011 earthquake. As part of the repair there is an opportunity to replace the existing 100 millimetre suction inlet with a 200 millimetre inlet, which increases the capacity of the existing pumps from 48 litres per second to 58 litres per second with a single pump or from 55 litres per second to 70 litres per second with two pumps to cope with a pre earthquake wet weather peak flow of 72 litres per second.
4. If after the pump station and catchment rebuild further future capacity is required, the existing pumps could be replaced with higher capacity pumps.
5. Two options have been considered for repairs, as outlined in the attached report.
 - (a) Option 1 is to repair the pump station "like for like" and make no change to the suction inlet. This option will be funded through insurance and Government funding mechanisms.
 - (b) Option 2 is to repair the pump station and in addition, upgrade the suction inlet while repairs are being undertaken.
6. Option 2 is recommended by the Scope and Standards Committee as the preferred option. It would be practical and economically efficient to take the opportunity to upgrade the suction inlet, reducing pump run hours and power costs during the earthquake repair.

FINANCIAL IMPLICATIONS

7. The estimated cost for the "Earthquake repair only" option is \$129,000. The estimated cost of the recommended suction inlet increase to 200 millimetre pipe is \$126,000 which is also the estimate for the betterment.
8. It is not expected construction would be complete in the current financial year therefore \$126,000 is sought from the betterment fund to allow the project to proceed to construction in the 2012/13 Financial Year.
9. The Earthquake Building/Infrastructure Shortfall Allowance currently has an unallocated balance of \$132,836,116.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

10. Not applicable - earthquake related works.

13 Cont'd

LEGAL CONSIDERATIONS

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

11. Yes, there are no legal considerations.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

12. Earthquake related works – restoration and improvement of level of service.

ALIGNMENT WITH STRATEGIES

Do the recommendations align with the Council's strategies?

13. Yes. They align with the Council's Strategic Direction of providing wastewater collection services that "protect public health".

CONSULTATION FULFILMENT

14. Not applicable.

STAFF RECOMMENDATION

It is recommended that the Council approves the additional \$126,000 to come from the Council's Earthquake Building/Infrastructure Shortfall allowance to enable Option 2 for the suction inlet to be upgraded as part of the earthquake repairs to Pump Station 37.

14. TRAFFIC CONGESTION MANAGEMENT

General Manager responsible:	General Manager, City Environment Group, DDI 941-8608
Officer responsible:	Unit Manager, Transport and Greenspace
Author:	Paul Burden, Road Corridor Operations Manager

PURPOSE OF REPORT

1. The purpose of this report is to provide information to the Council on the status of traffic congestion within the city following the implementation of numerous improvements at strategic locations.

EXECUTIVE SUMMARY

2. Councillors will recall that in July 2011, staff advised the Council of around 60 initiatives specifically targeted at reducing traffic congestion post 22 February 2011. Most of these initiatives involved changes to lane configurations at significant intersections to recognise changes in travel patterns and elevated levels of congestion. Each change had an associated tenure; while some were deemed permanent others were considered only necessary or warranted while congestion and travel patterns remained altered as a consequence of the effects of the earthquake. Monitoring of these measures is therefore necessary to ensure they are both effective and are still required.
3. Table 1 shows the complete list of measures that were ultimately implemented, together with the anticipated duration and a comment with respect to the current status. Note that the item Bealey Avenue/Harper Avenue/Park Terrace is the subject of a specific request for detailed information and this has been provided in Section 4.

(See Table 1 next page.)

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14 Cont'd

Table 1

Project	Description	Status at July 2011	Duration	Comment at March 2012
Fitzgerald Avenue North of Avonside Drive	Road subsidence and bridge damage repairs interim solution involves two lanes contra-flow on the east side of Fitzgerald Avenue.	COMPLETE	Until road repairs are complete	Still required Working effectively
Main North Road / Cranford Street	Extension of the two south bound lanes on Main North Road to improve intersection clearance capacity and reduce left turn queues out of Cranford Street. Shared use path to be installed on eastern footpath.	COMPLETE	Until Pre-quake travel patterns are realised	Still required Working effectively
Fitzgerald Avenue at Avonside Drive	Road subsidence and bridge damage repairs interim solution involves two lanes contra-flow on the east side of Fitzgerald Avenue including and north Avonside Drive / Kilmore Street intersection. (Left turn only in and out of Avonside Drive and Kilmore Street).	COMPLETE	Until road repairs are complete	Still required Working effectively
Idris Road / Straven Road / Fendalton Road	Ban Right Turns on Straven and Idris Road approaches to accommodate two through lanes to increase intersection capacity.	REMOVED	Scheme Removed and intersection changed back to pre-quake layout	No Longer Required
Main North Road / Northcote Road approach	Remove parking on Northcote Road west of the intersection to create a kerb side cycle lane and a wide traffic lane for merging.	COMPLETE	Permanent	Still required Working effectively
Hills Road / North Avon Road	Install no stopping and mark two lanes on North Avon Road approach to the intersection.	COMPLETE	Permanent	Still required Working effectively
Clarence Street / Whiteleigh Avenue	Extend two traffic lanes on Clarence Street south approach and departure side of the intersection to increase intersection capacity.	COMPLETE	Permanent	Still required Working effectively
Ferry Road at Rutherford Street	Reconfigure lanes with dedicated left, through and right.	COMPLETE	Removed	No Longer Required
Idris Road / Glandovey Road	Flow regulating using stop/go person to improve the efficiency of the roundabout.	COMPLETE (ceased on 1 May)	Removed	No Longer Required
Riccarton Road / Clarence Street	Extend two approach lanes on Clarence Street south of Riccarton Road, prevent right turns into private access-ways and Nelson Street.	REMOVED	Scheme Removed and section of road changed back to pre quake layout	No Longer Required
Bridle Path Road at Port Hills Road	Increase corner radii to facilitate heavy vehicles.	COMPLETE	Permanent	Still required Working effectively
Curletts Road (Main South Road to Blenheim Road)	Remove flush median and refuge islands to enable a third lane to be installed and operated on a tidal basis (NZTA project).	COMPLETE	NZTA controlling this scheme.	Still required Working effectively

COUNCIL 5. 4. 2012

14 Cont'd

Project	Description	Status at July 2011	Duration	Comment at March 2012
Greers Road / Harewood Road	Signal phasing changes and changes to lane configuration on the north east Greers Road approach to improve intersection capacity – no stopping on departure side.	COMPLETE	Permanent	Still required Working effectively
Papanui Road at Bealey Avenue	Dual right turn lanes from Papanui Road into Bealey Avenue.	COMPLETE	Removed	No Longer Required
Hospital Parking	Remove parking on grass berm enforce two hour time limit - to create turnover for visitor parking.	COMPLETE	Permanent	No Longer Required
Hagley Park (within park) Shared Use Lanes	Priority repairs of shared use lanes in North Hagley Park to improve level of service and connectivity for cyclists.	COMPLETE	Permanent	No Longer Required
Antigua Street / Tuam Street / Riccarton Avenue	Priority repairs to Oxford Terrace at pedestrian tunnel investigate possible Bailey Bridge - Oxford Terrace Road repairs. Works completed Oxford Terrace now re-opened.	COMPLETE	Permanent	No Longer Required
Riccarton Road (Deans Avenue to Bartlett Street)	Lengthen east bound approach lanes to roundabout.	COMPLETE	Permanent	Still required Working effectively
Durham Street South at Brougham Street	Change lane configuration to favour changed volume splits, remove parking and install Give-way controls on side roads.	COMPLETE	Permanent	Still required Working effectively
Moorhouse Avenue / Barbadoes Street	Change lane configuration to favour changed volume splits.	COMPLETE	Until original route capacity is restored	Still required Working effectively
Hills Road, Southbound approach to North Avon Road	Signage for southbound traffic to indicate alternative route using Stanmore Road.	COMPLETE	Until Pre-quake travel patterns are realised	Still required Working effectively
Science Alive Clock Tower	Cycle routes: shared cycle lane / pedestrian path around barriers.	COMPLETE	Until building repairs are complete	Removed
Antigua Bridge at Boat Shed	Cycle routes: Hospital detour.	REMOVED	Hospital detour has been removed and cyclists now directed to shared use path on Montreal Street	Still required Working effectively
Bealey Avenue Cycle Lanes	Cycle routes: remove parking during peak periods 6-9am and 4-6pm and install cycle lanes.	COMPLETE	Removed	NA
Blenheim Road Cycle Lanes	Cycle routes: Remove parking & install cycle lanes (NZTA project).	COMPLETE	Permanent	Still required Working effectively

COUNCIL 5. 4. 2012

14 Cont'd

Project	Description	Status at July 2011	Duration	Comment at March 2012
Riccarton Road (Matipo Street to Mandeville Street)	Provide additional bus stop space and install sections of flush median to improve traffic flow along Riccarton Road by assisting right turn function.	COMPLETE	Permanent	Still required Working effectively
St Asaph Street- Madras Street contra-flow cycle lane	Provide eastbound contra-flow cycle from Durham Street to High Street.	COMPLETE	Until alternative east/west cycle links are opened	Still required Working effectively
Strowan Road / Glandovey Road / Rossall Street / Heaton Street	Widen right turn bay on Strowan Road to assist through lane traffic.	COMPLETE	Until Pre-quake travel patterns are realised	Still required Working effectively
Durham Street South / Moorhouse Avenue	Lane marking changes to increase Left Turn capacity from Durham into Moorhouse.	COMPLETE	Permanent	Still required
Riccarton Road / Riccarton Avenue / Deans Avenue	Cross hatching within intersection to discourage blocking.	COMPLETE	Trial (being monitored)	Will not be remarking
Bealey Avenue/ Carlton Mill Road / Harper Avenue / Park Terrace	Ban Right Turn from Harper Avenue for benefit of Bealey Avenue traffic flows.	COMPLETE	Until original route capacity is restored	Still required Working effectively
Grasmere Street	Extension of no stopping restriction to allow left turners on Grasmere Street to access intersection.	COMPLETE	Permanent	Still required Working effectively
Hills Road at Dudley Street	Extension of no stopping restriction and relocation of cycle lane to kerbside.	COMPLETE	Until site is rebuilt	Still required Working effectively
Main North Road at Barnes Road intersection	Installation of no stopping restrictions.	COMPLETE	Permanent	Still required Working effectively
Main South Road (Yaldhurst Road to Craven Street)	Installation of no stopping restrictions.	COMPLETE	Permanent	Still required Working effectively
Yaldhurst Road - Curletts to Main South	Relocate Bus stop and install no stopping restrictions.	COMPLETE	Permanent	Still required Working effectively

14 Cont'd

4. Right Turn from Harper Avenue into Park Terrace

4.1 Background

During the period following the 22 February 2011 earthquake, traffic volumes were not at normal levels, and some key roads (including Kilmore Street and Salisbury Street) were closed. This resulted in huge volumes of traffic using Bealey Avenue, instead of the Kilmore Street and Salisbury Street one-way pair.

The previous controls used at the intersection of Bealey/Carlton/Harper/Park were not suitable to handle this redistribution of traffic. For this reason, the wording of the strategic routes report read *"The right turn movement from Harper Avenue into Park Terrace be banned; until such a time as the one way east west network of Salisbury Street, Kilmore Street, Lichfield Street and St Asaph Street is fully operative"*.

These roads are not yet all fully operative. At present, the only way to move from the central-eastern suburbs (e.g. Linwood, Dallington etc) to the western side of town is via Bealey Avenue. This traffic would have previously used Kilmore Street, and entered the Bealey/Carlton/Harper/Park intersection from the Park Terrace approach. Now, traffic heading to the west uses Bealey Avenue.

4.2 Information requested

There are two main considerations before we would recommend returning the signals control to that used before 22 February 2011. These are:

- Traffic Volumes and Flow
- Intersection Layout and Safety.

4.3 Traffic Volumes and Flow

Prior to 22 February 2011, vehicles coming from the east side of town used Kilmore Street to connect with Park Terrace. They would then left-turn onto Harper Avenue, and continue west. Due to the current closure of Kilmore Street and the closed connection from Avonside Drive, these vehicles are now using Bealey Avenue to head west.

As a result, the traffic volumes heading west in the morning peak have increased to 180 per cent of pre-quake levels. The traffic volumes for the evening peak heading west have also increased to 110 per cent of pre-quake levels. For this reason, the west-bound traffic in both the AM and PM peaks requires a longer green-time than previously allocated.

To conflict with this, in the PM peak, the east-bound traffic has also increased to 115 per cent. For this reason, the east-bound traffic in the PM peak also requires a longer green-time than previously allocated.

Park Terrace is currently acting as a main through-route south through the CBD while Durham Street is closed. Park Terrace is also acting as a north-bound replacement for traffic previously using Madras Street (closed from Tuam Street to Hereford Street), and Fitzgerald Avenue (reduced to one-lane and 30 kilometres per hour from Kilmore Street to Cambridge Terrace).

If we reduce the time currently allocated to Park Terrace/Carlton Mill Road, these vehicles will suffer longer delays and is likely to generate significant West bound queues.

Reinstating the right turn from Harper Avenue into Park Terrace will not be recommended until capacity has been added elsewhere in the network, to allow for the displaced traffic from Kilmore Street, so this traffic does not use Bealey Avenue, or Kilmore Street is operational again.

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4.4 Conclusion

Both east-bound and west-bound traffic through Bealey Avenue/Harper Avenue require more time than allocated pre-quake. No time can be sacrificed from Park Avenue/Carlton Mill Road, and time can not be increased.

4.5 Intersection Layout and Safety

The bridge at the Harper Avenue approach to this intersection is very narrow, and only has space for the current two east-bound lanes. There is nowhere to add a turning bay for right turning traffic to wait-in while looking for a gap in the traffic. Therefore, right turning vehicles will be blocking through traffic, and will be under extreme pressure to enter the intersection, and turn unsafely.

The offset layout of the intersection means that visibility for right turning traffic down Bealey Avenue is poor, and there is no safe space in the intersection to wait and prepare to turn. In addition to this, Bealey Avenue is also wide at this point, with turning vehicles required to cross two through-lanes before exiting the intersection. This creates a major safety issue, which can only be resolved by preventing west-bound traffic from flowing while east-bound traffic has a green light. This is called 'split-approach phasing'.

This is how the intersection control used to operate prior to 22 February 2011. Unfortunately due to the increased traffic flows the intersection will not sustain this type of control. Modelling data shows that the financial cost of level-of-service reduction will increase by 15 percent, using the NZTA Economic Evaluation Manual.

There is an allowance in the proposed Central City Plan for upgrading the capacity of the Four Avenues. Hopefully this will include improvement of the bridge to carry a right-turning lane, or an allowance to provide improved, safer, access into this corner of the city nearby.

4.6 Conclusion

The intersection layout does not allow for right turners wait safely to turn. Split approach phasing will be required, which will not handle the post-earthquake traffic volumes, causing longer queues to form along Bealey Avenue and Harper Avenue.

4.7 Looking Ahead

Currently the right turn from Bealey Avenue into Victoria Street is causing frustration for many drivers. For this reason this movement is receiving about 25 percent of the entire cycle time at this intersection. Looking ahead, we expect that a majority of these right-turning vehicles will continue east along Bealey Avenue to Durham Street, once Durham Street is reopened. The green arrow at this intersection will make the right turn easier and safer than the current right turn into Victoria Street.

This will have a major congestion-relief effect on Victoria Street, Dorset Street, and Park Terrace. When traffic using Park Terrace as a through-route has migrated from Park Terrace to Durham Street, the extra time involved detouring via Victoria Street will be similar to the delay inflicted to all vehicles at Bealey/Carlton/Harper/Park, if the right turn was reinstated.

4.8 Summary

Reinstating the right turn from Harper Avenue into Park Terrace is not recommended for two main reasons:

- The changed traffic flows and volumes would be adversely affected by the way the traffic signals had to operate, using split-approach phasing, and

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- This split-approach phasing is required, due to the lack of space on the existing Harper Avenue bridge for a dedicated right-turn lane.

Modelling done in accordance with the NZTA Economic Evaluation Manual shows that the financial cost of level-of-service reduction will increase by 15 percent.

Reinstating the right turn from Harper Avenue into Park Terrace will not be recommended until capacity has been added elsewhere in the network to allow for the displaced traffic from Kilmore Street, so this traffic does not use Bealey Avenue, or Kilmore Street is operational again. There is an allowance in the proposed Central City Plan for upgrading the capacity of the Four Avenues. Hopefully this will include improvement of the bridge to carry a right-turning lane, or an allowance to provide improved, safer, access into this corner of the city nearby.

Looking ahead, the displaced vehicles heading from west to south will be better served to turn at Bealey/Durham, so will naturally migrate there. This will allow for easier turning and reduced delays to vehicles needing to access Park Terrace via Dorset Street.

FINANCIAL IMPLICATIONS

5. Nil.

Do the Recommendations of this Report Align with 2009-19 LTP budgets?

6. Not applicable.

LEGAL CONSIDERATIONS

7. Nil.

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

8. Nil.

ALIGNMENT WITH LTP AND ACTIVITY MANAGEMENT PLANS

9. Aligns with the Streets and Transport activities by contributing to the Council's Community Outcomes - Safety and Community.

Do the recommendations of this report support a level of service or project in the 2009-19 LTP?

10. As above.

ALIGNMENT WITH STRATEGIES

11. The recommendations align with the Council strategies including the Road Safety Strategy 2004 and the Metropolitan Transport Statement.

Do the recommendations align with the Council's strategies?

12. As above.

CONSULTATION FULFILMENT

13. Not applicable.

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STAFF RECOMMENDATION

It is recommended that the Council receive the information within this report.

BACKGROUND

Post-22 February 2011

14. Immediately following the earthquake key traffic operational staff across the Council, New Zealand Transport Authority (NZTA) and the private sector formed a dedicated task force subsequently referred to as the Strategic Routes Team, working from the Emergency Operations Centre and reporting through the Civil Defence Hierarchy. The task was to find out what was damaged, and get a basic network up and running. Bridges were inspected and opened where possible, but many remained closed. A large team of contractors, consultants, the Council and NZTA staff were deployed to inspect the roads, of which over half were damaged. Debris from collapsed buildings blocked many lanes, the first priority was to get key routes re-opened to "Get Christchurch Moving" again. Routes for emergency recovery works were top priority, and other strategic routes. Building debris was cleared from the roads to enable at least one lane of traffic. Where buildings were precarious, they needed to be demolished, stabilised or barriers erected so as to remove the risk. Other tasks included:
 - (a) prioritised building demolitions and/or make safe
 - (b) prioritised road/bridge repairs
 - (c) prioritised road re-openings
 - (d) capacity improvements - signals, signs and markings
 - (e) cycle route repairs and alternative cycle routes.
15. Many of the congestion relief measures were implemented during the state of emergency, and were subsequently ratified through the formal Council processes. These measures included extension of merge lanes to avoid bottle-necks, and the introduction of additional lanes such as the tidal lanes implemented on Curletts Road.

Current State of Congestion

16. Christchurch City Council, Environment Canterbury and the NZTA have been monitoring congestion trends in Christchurch since 2006.
17. This data is now being used to study the effect of recent disruption to the transport network.
18. Historically, congestion trends have been relatively stable year to year. Congestion even reduced slightly in 2009, due to the completion of several road projects, and as recessionary factors led to a reduction in peak demand on the network.
19. Following the September 2010 and February 2011 earthquakes, road users experienced an elevated level of congestion, significantly higher than previous years. During morning and evening peak periods in April 2011, a typical trip would experience an average of one minute of delay for every kilometre travelled, an increase in travel time delay of 30 to 40 per cent from previous years.
20. In some parts of the network, congestion increases were even more severe.
21. Historically, the Christchurch road network operated on a hub-and-spoke system, where traffic movements were prioritised to and from the central city (the Christchurch "hub") as this has historically been the primary centre of employment.

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22. The February 2011 earthquake resulted in the city centre cordon. In response to the cordon, many businesses shifted outside the city and trips directly through the city had to be diverted. This placed particular strain on the ring-roads (e.g. SH1, SH73, SH74) as a result of changing travel destinations and the need to avoid trips through the central city. The outer approaches to the city (SH1, SH73a, SH75, etc) also experienced a significant increase in delay, which is likely to be the effect of a lack of downstream capacity, due to shifts in travel behaviour.
23. The results from the November 2011 surveys show that the congestion mitigation measures implemented post 22 February 2011 were quite successful, with average delays settling across the region.
24. Relative to pre-quake trends, the November 2011 results show that the ring roads and outer approaches to the city continue to feature prominently as areas of increasing travel time delay, due to increasing demand on these parts of the network. However, many of the urban arterial corridors have had a decrease in average delay as a result of operational intervention, as well as shifts in travel behaviour and a resulting fall in demand.
25. Relative to April 2011, the November 2011 results indicate that almost the entire surveyed network showed an improvement during the course of last year, with delays in November less than in April in most areas, although a small part of this will be due to seasonal variance.
26. Parts of the state highway ring roads and some areas around the Airport went against the overall trend, with average delays higher in November than in April, indicating that congestion in these areas increased during the year.
27. However, areas that have been the focus of Council intervention have seen a significant reduction in average delays. The ring route formed by roads from Barrington Street, Clarence Street through to Innes Road had travel times reduce by up to a third between April and November 2011.
28. The findings of these surveys are summarised as follows:
 - (a) Average northbound travel time was reduced by one minute in the AM and three minutes in the PM peak periods.
 - (b) Average southbound travel time was reduced by 13 minutes in the AM and one minute in the PM peak periods.
 - (c) Average northbound speeds increased by four kilometres per hour during both the AM and PM peak periods.
 - (d) A significant increase was observed in average speeds in the AM peak period in the southbound direction from 16 kilometres per hour to 28 kilometres per hour.
 - (e) Average speeds in the PM peak in the southbound direction were observed to be similar.
29. The March 2012 travel time surveys are currently underway. Results from these surveys will indicate how much has changed since this time last year. The surveys will also continue to provide data to direct long term planning decisions and aid in on-going operational improvements to the network.
30. While there will be a lot of work on local road networks, the key focus is to minimise travel disruptions on strategic routes roads, public transport and cycling. If an impact is likely to be "significant", then every effort must be made to minimise the impacts, possibly re-scheduling works, and provide customers with improved traveller information of the impacts on the network. The Strategic Routes Team have developed a customer focused "*Transport for Christchurch*" (TfC) website that is the one-stop portal for travel information and shows real time information about the operating spend on the network and where road closures and other works will affect how people plan their journeys.
31. **Attachment 1** shows a screen shot from the TfC home page. It will 'go live' in the next week or so.

15. NOTICES OF MOTION