

Christchurch City Council SUPPLEMENTARY AGENDA

Notice of Meeting:

An ordinary meeting of the Christchurch City Council will be held on:

Date: Thursday 11 February 2016
Time: 9.30am
Venue: Council Chambers, Civic Offices,
53 Hereford Street, Christchurch

Membership

Chairperson	Mayor Lianne Dalziel
Deputy Chairperson	Deputy Mayor Vicki Buck
Members	Councillor Jimmy Chen
	Councillor Phil Clearwater
	Councillor Pauline Cotter
	Councillor David East
	Councillor Jamie Gough
	Councillor Yani Johanson
	Councillor Ali Jones
	Councillor Glenn Livingstone
	Councillor Paul Lonsdale
	Councillor Raf Manji
	Councillor Tim Scandrett
	Councillor Andrew Turner

9 February 2016

Principal Advisor
Dr Karleen Edwards
Chief Executive
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Megan Pearce
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Note: The reports contained within this agenda are for consideration and should not be construed as Council policy unless and until adopted. If you require further information relating to any reports, please contact the person named on the report.

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51. Christchurch Central Recovery Plan South Frame - Poplar, Ash and Mollett Streets 99

47 Resolution to Include Supplementary Reports

1. Background

- 1.1 Approval is sought to submit the following reports to the Council meeting on 11 February 2016:
 48. Appointment of New Electoral Officer for the Christchurch City Council
 49. Cranford Basin Optimisation
 50. Public Transport Governance
 51. Christchurch Central Recovery Plan South Frame - Poplar, Ash and Mollett Streets
- 1.2 The reason, in terms of section 46A(7) of the Local Government Official Information and Meetings Act 1987, why the reports were not included on the main agenda is that they were not available at the time the agenda was prepared.
- 1.3 It is appropriate that the Council receive the reports at the current meeting.

2. Recommendation

- 2.1 That the reports be received and considered at the Council meeting on 11 February 2016.

48. Appointment of New Electoral Officer for the Christchurch City Council

Reference: 16/125912

Contact: Mary Richardson maryrichardson@xtra.co.nz

9418656

1. Purpose and Origin of Report

Purpose of Report

- 1.1 The purpose of this report is for the Council to appoint a new Electoral Officer for the Christchurch City Council

Origin of Report

- 1.2 This report is staff generated.

2. Significance

- 2.1 The decision in this report is of low significance in relation to the Christchurch City Council's Significance and Engagement Policy.

3. Staff Recommendations

That the Council:

1. pursuant to Section 12 (1) of the Local Electoral Act 2001, Robert Maxwell Goldsbury is appointed as the Christchurch City Council's Electoral Officer, with effect from 20 February 2016

4. Key Points

- 4.1 The position of Electoral Officer is a statutory appointment and the Council must have an appointed Electoral Officer at all times.

5. Context/Background

Electoral Officer

- 5.1 The current Electoral Officer's, Darryl Griffin, employment with the Council will end on 20th February 2016. Section 12 (1) of the Local Electoral Act 2001 requires every local authority to have, at all times, an electoral officer appointed to exercise the powers and carry out the duties conferred on the electoral officer by that Act. An electoral officer, unless he or she dies, resigns, is dismissed from office, or becomes incapable of acting, remains in office until his or her successor comes into office
- 5.2 The Council policy is to appoint a senior staff member as Electoral Officer. With the current Electoral Officer's departure it is necessary to appoint new Electoral Officer. It is proposed that this appointment is effective from 20th February 2016.

Duties of Electoral Officer

- 5.3 The general duties of an electoral officer apply to all elections and polls for which the electoral officer is responsible, and include:
 - The compilation and certification of electoral rolls;

- The publication of any public notice in relation to elections and polls;
- Receiving nominations, candidate profile statements and any deposit required to be paid;
- Issuing and receiving ordinary and specials votes and other official documents;
- The processing and counting of votes;
- The declaration of results;
- Receiving returns of electoral expenses;
- Investigation and reporting on offences.

5.4 When appointing an electoral officer a local authority should consider people with appropriate attributes, characteristics and competencies. An electoral officer should be able to demonstrate, amongst other attributes: integrity, honesty, impartiality, ability to deal with difficult issues, ability to deal with public and the media, attention to detail, and common sense.

5.5 It is considered that Robert Goldsbury, the Head of Legal Services, has the appropriate attributes, competencies and experience to be appointed.

Attachments

There are no attachments to this report.

Confirmation of Statutory Compliance

Compliance with Statutory Decision-making Requirements (ss 76 - 81 Local Government Act 2002).

(a) This report contains:

- (i) sufficient information about all reasonably practicable options identified and assessed in terms of their advantages and disadvantages; and
- (ii) adequate consideration of the views and preferences of affected and interested persons bearing in mind any proposed or previous community engagement.

(b) The information reflects the level of significance of the matters covered by the report, as determined in accordance with the Council's significance and engagement policy.

Signatories

Author	Mary Richardson	General Manager Customer & Community
Approved By	Mary Richardson	General Manager Customer & Community

Report from Infrastructure, Transport and Environment Committee – 4 February 2016

49 Cranford Basin Optimisation

Reference: 16/122935

Contact: Keith Davison

Keith.davison@ccc.govt.nz

941 8999

Item 49

1. Staff Recommendations

That the Infrastructure, Transport and Environment Committee recommend that the Council:

- a. Progress the preferred Cranford Basin Optimisation option (Option 1) to detailed design, consenting and construction, and
- b. Approve the application of LDRP funds to support property purchases within Cranford Basin.

2. Infrastructure, Transport and Environment Committee Recommendation to Council

Part A

That the Infrastructure, Transport and Environment Committee recommend that the Council:

- a. Progress the preferred Cranford Basin Optimisation option (Option 1) to detailed design, consenting and construction, and
- b. Approve the application of LDRP funds to support property purchases within Cranford Basin.

Attachments

No.	Report Title	Page
1	Cranford Basin Optimisation	8

No.	Title	Page
A	2% Annual Exceedance Probability Flood Difference Map with Stage 1 Works	23

Cranford Basin Optimisation

Reference: 16/26448

Contact: Keith Davison Keith.davison@ccc.govt.nz

941 8999

1. Purpose and Origin of Report

Purpose of Report

- 1.1 The purpose of this report is for the Infrastructure, Transport and Environment Committee to recommend to Council the preferred option to progress to detailed design, consenting and construction, including flow control gates, drain widening, embankments and control systems.

Origin of Report

- 1.2 This report is staff generated.

2. Significance

- 2.1 The decision(s) in this report is of low significance in relation to the Christchurch City Council's Significance and Engagement Policy.

2.1.1 The level of significance was determined by the small scale of the investment, localised impacts and wider benefits to the community within the Dudley Creek Catchment. There continues to be community interest in post-earthquake flooding issues, particularly related to the Flockton Street Area. The Cranford Basin project is one of the projects being delivered on a fast-track programme within the LDRP. As a result any community engagement will be undertaken in parallel with the detailed design tasks to speed project delivery.

2.1.2 At this stage community consultation has been limited to engagement with the Shirley-Papanui Community Board.

3. Staff Recommendations

That the Infrastructure, Transport and Environment Committee:

1. Recommend to Council to:
 - a. Progress the preferred Cranford Basin Optimisation option (Option 1) to detailed design, consenting and construction, and
 - b. Approve the application of LDRP funds to support property purchases within Cranford Basin.

4. Key Points

- 4.1 This report supports the [Council's Long Term Plan \(2015 - 2025\)](#):

4.1.1 Activity: Flood Protection and Control Works

- Level of Service: 14.1.5 Implement Land Drainage Recovery Programme works to reduce flooding

- 4.2 This project has been identified as high priority within the Land Drainage Recovery Programme (LDRP) and is on the fast-track programme. There may be some potential to begin construction of components of the proposed works within the current financial year (2015/16).
- 4.3 Cranford Basin is a strategic asset within the land drainage network. Water stored within the basin originates from, and can drain to, both Pūharakekenui / Styx River and Ōtākaro / Avon River catchments. These catchments are managed by Council within bounds set by discharge consents and stormwater management plans. Flood levels in the basin are managed through pump station and flood gates. This report identifies opportunities to increase flood storage within the basin and improve operational flexibility and efficiency to reduce flooding in the adjoining suburbs.
- 4.4 The standard LDRP options evaluation framework establishes options for repair, remediation and enhancement. That framework does not apply to this project as there are a number of incremental physical works which cumulatively increase storage within Cranford Basin and improve drainage efficiency. These works would benefit the communities within the Dudley Creek Catchment and to address, in part, earthquake related increases in flood risk and to improve levels of service in areas at risk prior to the earthquakes. Investigations are currently underway to inform the proportion of the benefits that are directly related to earthquake impacts.
- 4.5 The range of physical works identified in preferred order of implementation, are (Figure 1):
 - 4.5.1 Winters Road Drain flow control to optimise the Winters Road Flood Storage Area
 - 4.5.2 Optimisation of Ellington Drive Storage (works to be accomplished via operational response)
 - 4.5.3 Mairehau Drain flow control (directing flow towards PS202)
 - 4.5.4 Construction of embankments surrounding the lower sides of Cranford East
 - 4.5.5 Upgrade of the Tay Street Drain (maximising flow to PS202)
 - 4.5.6 Installation of a comprehensive control system to manage the network
- 4.6 Additional works have also been identified which could further increase storage and operational flexibility:
 - 4.6.1 Construction of embankments surrounding the lower sides of Cranford West Basin
 - 4.6.2 Horners Drain flow control (directing flow towards the Styx River)

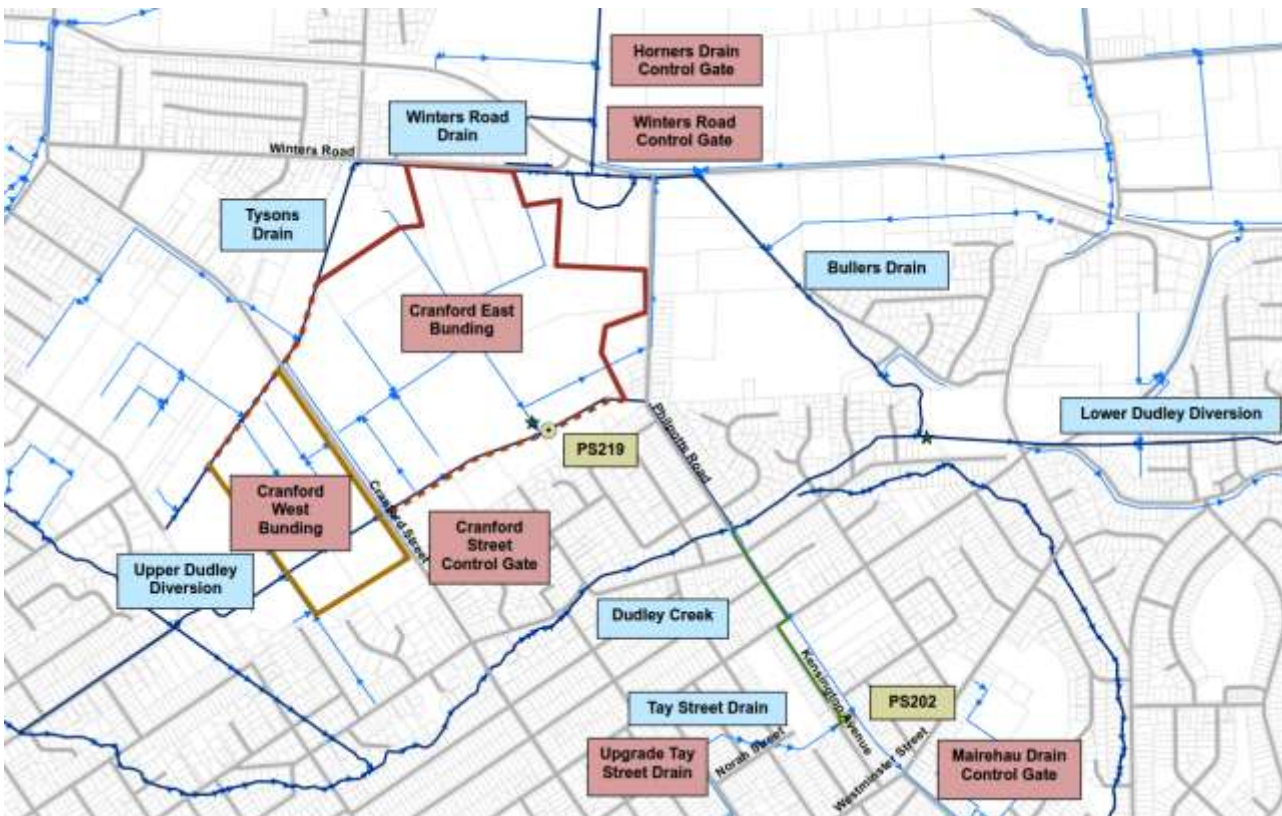


Figure 1 Physical Works Identified

- 4.7 The proposed option interacts and complements the Styx River / Pūharakekenui Stormwater Management Plan ('Styx SMP') and Northern Arterial Extension proposed works. Property purchase within Cranford Basin is currently underway to support the Styx SMP. It is proposed to offset a proportion of the costs against the LDRP programme budget totalling \$4 M in FY 15/16.
- 4.8 The following feasible options have been considered:
- Option 1 - Cranford Basin Optimisation (preferred option): consisting of works including items 4.4.1 to 4.4.6 estimated to cost \$7 million (including land purchase costs) and could be commissioned within approximately two years
 - Option 2 - Cranford Basin Additional works: consisting of Option 1 and items 4.6.1 and 4.6.2 estimated to cost an additional \$2.5 million (above option 1) excluding any additional land purchase costs
 - Option 3 - Do nothing
- 4.9 Option Summary - Advantages and Disadvantages (Preferred Option)
- 4.9.1 The advantages of this option include:
- Increase in storage within Cranford Basin from 222,000 m³ to 332,000 m³ to allow increased inflows from the Tay Street Drain Pump Station (PS202) and other LDRP projects that benefit adjoining suburbs
 - More effective use of strategic drainage and environmental assets through enhanced storage and improved control of inflows and outflows from the basin
 - Works are consistent with the Styx SMP
 - Potential for early implementation of some components of the works to provide early flood management benefits
- 4.9.2 The disadvantages of this option include:

- Increased flood frequency, depths and durations within the basin, although this will be limited to Council owned land (current or planned)
- Costs, particularly those associated with land purchases, noting that the land purchase costs will be borne by Council but from alternative budgets

5. Context/Background

- 5.1 Cranford Basin is a key feature in the stormwater network and connects the Avon and Styx River Catchments. The basin and adjoining drainage infrastructure can direct flows either North or South. Flows that enter the basin south of QEII Drive are primarily pumped out to Horseshoe lake via Pump Station 219 ('PS219') and the Lower Dudley Diversion. The basin is divided into three different flood cells: Cranford North (North of QEII Drive), Cranford West (West of Cranford Street) and Cranford East (surrounded roughly by QEII drive, Winters Road, Philpots Road, Cranford Street and the Upper Dudley Diversion).
- 5.2 The basin is connected to the wider network through a large number of open channels (Figure 1), including: the Upper Dudley Diversion, the Lower Dudley Diversion (via PS 219), Tysons Drain, Bullers Drain, Horners Drain, Winters Road Drain, the Winters Road Flood Storage Area and Rossiters Drain. The large number of connections creates a complex series of possible flow scenarios. Some of the key locations in the surrounding stormwater network that could be influenced by modifications to the basin, include: Horseshoe Lake and PS205, PS202 (Tay Street Drain PS) and the downstream Dudley Long-Term Flood Remediation Project, Ellington Estates, Shirley Stream, the Papanui Street pipeline, Papanui Main Drain, Kruses Drain, the Upper Dudley, the Flockton Street Area and the Styx River floodplain.
- 5.3 Water levels in the Cranford East and West are primarily controlled by operation of PS219 and storage capacity within the Basin. Water levels in Cranford North are controlled by water levels Horners Drain.
- 5.4 The Basin and surrounding stormwater network has long been a focus of Council with significant drainage works implemented through the basin for the benefit of the Flockton Street area (i.e. the upper and lower Dudley Diversions). More recently the basin has been a focus of the Styx SMP and the Northern Arterial Extension (NAE). Significant works are proposed within the basin with these projects, however those works are focused on stormwater quality and offsetting impacts of future development (including the NAE footprint).
- 5.5 Ongoing land purchases are underway to support the NAE and Styx SMP. The current spend to date totals approximately \$11.5 million with a forecast total of \$15.6 million.
- 5.6 An LDRP investigation was initiated given the importance of Cranford Basin within the stormwater network, the complexity of the operation of the basin (and associated impacts) and the large opportunity that it presents to reduce earthquake remediation conveyance upgrades elsewhere in the network. The investigation assumes that the SMP and NAE works are implemented and that the proposed works would enhance the operation of the 'future' basin.
- 5.7 The study had a different focus to typical LDRP investigations. The study did not seek to answer the question 'what are the earthquake impacts within the catchment and what are the options to remediate the impact?' Rather, it answered the question 'what options exist to maximise storage within Cranford East and West and to maximise the effectiveness of the land drainage network including the newly constructed PS202?' A series of engineering interventions with cumulative storage were developed with the preferred options further during a concept design stage. Other investigations within the LDRP will identify how best to utilise this storage and the benefits of doing so (e.g. establishing the number of floor levels at risk benefited by the option).

- 5.8 As this project is dependent on other LDRP projects to establish the overall 'benefit' assessment at the property level, it is not possible at this stage to definitively report on the number of floor levels or properties benefited by the proposals. However, one benefit scenario has been considered to examine a potential extent of flood depth reduction within the catchment.
- 5.9 Flood risk in the catchment in the adjoining catchments driven by rainfall within the catchment ('pluvial' flooding). The exact quantity of earthquake effect will be ascertained within the LDRP investigation into the Dudley Creek Tributaries. In the interim some benefits have been approximated through increased operation of PS202 and other associated Flockton Catchment works (Attachment A) in an estimated 2% Annual Exceedance Probability Rainfall event (AEP). The current benefits achieved through the proposed works will vary depending on other proposed remediation works proposed within the adjoining catchments, however it can be seen from this map that the areas of increased flooding are restricted to the area within the Basin and the benefits are widespread.
- 5.10 It is expected that the benefit from the proposed works will extend to a number of areas both directly and indirectly (via other LDRP projects). These areas include the Flockton Street area, St. Albans Creek (by directing flows away from the Dudley Stream and generating spare capacity in the Dudley Creek Bypass), Shirley Stream, Upper and Lower Dudley Creek and the Ellington Road Estates area.
- 5.11 There are dependencies between the various scheme components, for example, the implementation of the Mairehau Drain control gate will increase the need for storage within Cranford Basin. The scope and scale of the later scheme components, particularly the embankment, will be influenced by the design of the earlier components. Individual scheme components will not progress from detailed design into construction without benefits being clearly evidenced (e.g. flood risk reduction or operational certainty). Correspondingly, there is a financial risk associated with the design costs.
- 5.12 There are benefits from the proposed works to known flooding areas and it is likely that the works will be desired, independent of earthquake impacts.
- 5.13 The absence of confirmed floor level numbers and locations has the greatest potential to influence the embankment works. The embankments are of greater magnitude and impact and the design of them can be modified to account for other project's needs. These works will require greater investigative and design effort and will require land access agreements and consultation with a number of parties.
- 5.14 The programming for the works has uncertainties as it will be dependent on completion of the existing Styx SMP & NAE property purchases.
- 5.15 The LDRP will utilise Cranford East land for flood storage should the proposed works progress. The depth and frequency of flooding will increase as a result of the LDRP proposed works. Correspondingly, LDRP will need to fund a proportion of the land purchase costs. The proposed mechanism for splitting the costs is based upon expected storage volume.

6. Option 1 - Cranford Basin Optimisation (preferred)

Option Description

- 6.1 The preferred option includes the following (Figure 1, above):
 - 6.1.1 Winters Road Drain flow control to optimise the Winters Road Flood Storage Area
 - 6.1.2 Optimisation of Ellington Drive Storage (works to be accomplished via operational response)
 - 6.1.3 Mairehau Drain flow control (directing flow towards PS202)
 - 6.1.4 Construction of embankments surrounding the lower sides of Cranford East
 - 6.1.5 Upgrade of the Tay Street Drain (maximising flow to PS202)
 - 6.1.6 Installation of a comprehensive control system to manage the network
- 6.2 Winters Road Drain flow control to optimise the Winters Road Flood Storage Area:
 - 6.2.1 The existing structure and penstock controlling flows from Winters Road Drain to Bullers Drain is proposed to be removed and replaced by an actively controlled flow control gate. This gate will be coupled to a water level sensor in Bullers Drain and configured to maintain flows below a rate which would otherwise risk flooding downstream. The inflow and outflow weirs for the detention basin can be maintained as long as the new flow control gate can pass the required flow (when fully open) without upstream levels reaching the basin inflow weir level. There is an additional opportunity to control this gate based on levels elsewhere and PS202/PS219 pump status, conveyed via telemetry/SCADA.
- 6.3 Optimisation of Ellington Drive Storage (works to be accomplished via operational response):
 - 6.3.1 Minor alterations and replacements of existing flap gates on existing drainage infrastructure to more effectively protect the adjacent roads and properties.
- 6.4 Mairehau Drain flow control (directing flow towards PS202):
 - 6.4.1 The proposed flow control structure is an automated gate similar in nature and operation to that proposed above for Winters Road Drain (Section 6.2).
- 6.5 Construction of embankments surrounding the lower sides of Cranford East:
 - 6.5.1 Bunds around the perimeter of Cranford Basin would be an effective way of increasing storage capacity and ensuring protection for adjacent properties and the transport network. The flows from the Diversion channel can be detained in the bunded area by modifying the operation of the two larger pumps at PS219. As part of the wider active control system, the operation of PS219 can be based on monitored levels and flows conveyed via telemetry/SCADA, to maximise detention in Cranford Basin. The crest level of the bund would be to a level of approximately 14.9 m CDD, being 400 mm above the predicted 2% annual exceedance probability rainfall event. The bund would be approximately 1.7km in length with a typical height of approximately 0.5 m but up to approximately 1 m in localised areas.
- 6.6 Upgrade of the Tay Street Drain (maximising flow to PS202)
 - 6.6.1 The existing Tay Street box drain is in poor condition. A range of local options exist to achieve the desired increase in flows to the newly constructed PS202. These include; widening and replacing the existing drain, bunding on private property or a piped bypass. Further work is required to evaluate these options and selected a preferred option. This will require engagement with the local community. For the purposes of this report the cost for widening the existing drain has been included.
- 6.7 Installation of a comprehensive control system to manage the network:

- 6.7.1 The measures proposed above maximise the capacity of the system with a limited degree of decision making and in-event control required. Alongside implementation of these, there is the potential for the system to be optimised through rule-based control driven by feedback from a flow/level monitoring network, whilst retaining the important facility for manual overrides.
- 6.7.2 A SCADA system is proposed which is connected to the various pump stations, flow control structures and level sensors. This SCADA system would allow the network of pump stations and flow control structures to function as an integrated system. Access to the SCADA controls from a computer (or mobile phone) via the Council network would allow for manual operation of drainage assets based on field conditions. In the event of a SCADA system failure, each active asset would default to standalone operation rules based on water levels at the asset. As a worst case scenario assets could be manually operated by personnel physically located on site.

Significance

- 6.8 The level of significance of this option is low and is consistent with section 2 of this report. Engagement requirements will vary with the individual scheme components. The operational components are not expected to require engagement with the community. Construction of new or alteration of existing gate structures are expected to require limited engagement with the immediate neighbours (inform). The remaining scheme components may require consultation with affected parties, depending on consenting requirements.

Impact on Mana Whenua

- 6.9 Cranford Basin is of significance to Māori as there are natural springs in the area and is a point of mixing of waters between the Styx and Avon Catchments. The Styx SMP closely considered the views and preferences of Māori and their culture and traditions. This option does not involve a significant variation from proposals within the Styx SMP.
- 6.10 The LDRP is engaged with papatipu rūnanga on all projects within the programme and preliminary discussions were held with Mahaanui Kurataiao Limited (MKT) on 20 November 2015. The effect of the works proposed in the concept design may require further engagement.

Community Views and Preferences

- 6.11 The Mayoral Flood Taskforce noted residents' concerns over the health, social and financial effects of increased depth and frequency of flooding.
- 6.12 Although community views and preferences have not been specifically canvassed for this option, it is understood that the community has a strong preference for works to mitigate post-earthquake flooding in this area.
- 6.13 A joint seminar between the Infrastructure, Transport and Environment Committee and the Shirley-Papanui Community Board was held on 26 January 2016 to better understand community views and preferences in this area. The Community Board expressed general support for the proposal, in particular Option 1, and noted the following:
 - 6.13.1 The scheme was supported as it increases operational resilience
 - 6.13.2 Ongoing maintenance budgets will need to be increased to allow for the new infrastructure
 - 6.13.3 Water quality enhancements should be considered, if possible, in conjunction with the works and any water quality enhancement already achieved by the scheme should be highlighted
 - 6.13.4 Identification of any secondary benefits on/to the wastewater network should be noted

- 6.13.5 Alternative funding sources should also be investigated, such as, central government (as the scheme address earthquake effects) and the smart cities project (as this project has a data collection and transfer component)
- 6.14 In response:
- 6.14.1 *Maintenance Costs*: The acquisition and development of stormwater facilities within the Cranford Basin will necessitate an increased maintenance expenditure. These costs will be managed within the Land Drainage LTP processes as part of annual planning.
- 6.14.2 *Water Quality Improvements*: Water quality objectives within the Styx SMP will be delivered, in part, through the proposed water quality treatment facilities within Cranford Basin. The proposal described in this report will extend the benefits achieved through the Styx SMP as it will direct more stormwater to the basin and the ponded stormwater will be detained for longer (to maximise discharges from other catchments). This lengthened duration of storage will provide some water quality benefits through sedimentation of suspended solids. The total suspended solid load in the final discharge is likely to be reduced. The scale of this potential benefit has not been quantified.
- 6.14.3 *Wastewater Benefits*: Storage of flood water in Cranford will reduce flooding in the adjoining urban suburbs. This is likely to result in less stormwater inflows and infiltration into the sewer network, reduce operational costs for the sanitary sewer network during flood events and may also reduce the frequency and volume of sewage that could overflow into the Avon River and its tributaries. This may aid council in its efforts to comply with its statutory obligations to reduce sewer overflow in accordance with the waste water network discharge consent conditions.
- 6.14.4 *Alternative Funding Sources*: Alternative funding sources will continue to be explored through the detailed design stage. There may be some opportunity to secure funding through the cost share agreement or from other projects or programmes.

Alignment with Council Plans and Policies

- 6.15 This option is consistent with Council's Plans and Policies.

Financial Implications

- 6.16 **Cost of Implementation** - The estimated total cost of the proposed works is \$7 million +/- 30% to increase the available storage in the basin by 50%. The \$7 million +/- 30% includes \$4 million in land purchase costs and \$3 million in construction, consenting and management costs. These costs include a construction cost contingency of 30%. Neither the NAE or Styx SMP work are expected to have an adverse impacts on the costs of the scheme.
- 6.17 Given the value of the proposed physical works it is likely the award of the construction contracts can be authorised using existing delegated authorities.
- 6.18 The land purchase cost attribution is significant for the LDRP but overall, the Council has already committed to these costs and these costs will be accrued to other programmes if the LDRP does not choose to progress to construction.
- 6.19 **Maintenance / Ongoing Costs** - There will be ongoing maintenance costs associated with the proposed infrastructure, however, many of the proposed works are modifications / replacements of existing infrastructure. The gate structures may need to be replaced after 25 years with ongoing annual maintenance required for the other civil, mechanical, electrical and structural elements.
- 6.20 **Funding source** - The LDRP has \$42.5 million assigned in the LTP for use in the 2015/16 financial year and a total of approximately \$150 million in the three year plan. Allocation of the property purchases costs will occur in the 2015/16 financial year. Potentially some of the construction may be delivered this financial year, however, most of the costs will fall in the subsequent years.

- 6.21 HIGG approval will be required to support cost share funding if the works can be attributed to earthquake effects associated with other investigations.

Legal Implications

- 6.22 A detailed consenting analysis will be undertaken during the next design stage but initial investigations have identified that the proposed works may be consistent with conditions of specific and/or global consents already held by Council. As the designs progress there may be a need to apply for new consents particularly if contaminated land is discovered. Land use and earthworks consents are likely to be required for some components of the proposed works.
- 6.23 Land purchases are currently underway within Cranford Basin and are supported by a designation. It is intended that any increase in flood levels would be confined to land owned (or planned to be purchased) by Council or NZTA. Construction of the proposed works may be complete prior to completion of the land purchases. It may be required that operation of the proposed works be delayed until completion of the land purchases in order to limit, where practicable, increases in flood level to Council or NZTA owned land.
- 6.24 Construction of the proposed embankments within Cranford Basin may require engagement with affected parties.
- 6.25 Council may need to utilise powers under the Christchurch District Drainage Act 1951, or other legislation, to implement the scheme, particularly with the Tay Street Drain widening works.

Risks and Mitigations

- 6.26 Progressing the preferred option to detailed design does present some risks as the benefits of the proposed works cannot be fully expressed at this stage. The understanding of the benefits and earthquake remediation requirement in the wider catchment is still in development as part of other LDRP investigations. Essentially, works in Cranford Basin create a significant opportunity for other LDRP projects to utilise. The costs associated with progressing to detailed design are considered sufficiently low to progress with the associated risks.
- 6.27 There is a low risk that Mairehau Drain, upstream of Westminster Street will require upgrading. Given the constrained nature of the drain the works could be costly. Estimates to replace the drain range up to \$1.7 million.
- 6.28 There are a number of listed land use register sites within the area of the proposed works. Further investigation may discover contaminated land which could influence consenting requirements and construction costs.
- 6.29 Further hydraulic modelling as part of the LDRP may produce differing flood level predictions. This could manifest as over design of physical works or reductions in available storage.
- 6.30 Costs will be re-estimated during the detailed design stage. The detailed design cost estimates may vary from the current cost estimates.
- 6.31 Ongoing liaison with NZTA will be required to facilitate implementation of various projects within the area and to mitigate the risk of conflicting project requirements.
- 6.32 There is a low risk associated with impounding water above an urban area and failure of the embankment during a flood event. These risks will be managed through careful design of the embankment and construction of overflow weirs aligned with existing overland flow paths.
- 6.33 Access to private land will be required to implement any of the Tay Street Drain options. Engagement with affected landowners will need to inform the design of the widening works. Meeting the needs of the affected landowners may affect costs and decreases programme certainty. Tree removals are likely, particularly if the drain widening option is progressed. The programme risks would be minimised with the application of existing Council powers under the Christchurch District Drainage Act 1951, or other legislation.

Implementation

- 6.34 Implementation dependencies - Implementation of the embankment and freely operating the entire system is dependent on land purchases of Cranford Basin anticipated to be completed before October 2016. Further design and option assessment work is required for the Tay Street Drain upgrades.
- 6.35 Implementation timeframe and approach – A traditional design contract followed by a construction contract is recommended. It is expected that construction will start in the third quarter of 2016/17 financial year but is dependent on land purchasing, the resource consent processes and other project risks. However there is the possibility to advance some components of the scheme prior to the completion of land acquisition in the first quarter of 2016/17 financial year. Construction contracts will be staged and procured accordingly. It is currently estimated that the works could be commissioned within approximately two years.

Option Summary - Advantages and Disadvantages

6.36 The advantages of this option include:

- Increases in storage within Cranford Basin of approximately 50% which can be used for the benefit of flood prone properties.
- Potential for staged implementation to allow for early benefits in some areas while permitting property purchase negotiations and designs of other components to progress on a regular programme.
- More effective use of strategic drainage and environmental assets
- Works are consistent with the Styx SMP
- Does not preclude Option 2 from being implemented at a later date

6.37 The disadvantages of this option include:

- Increased flood frequency, depths and durations within the basin, although this will mostly be limited to Council owned land (current or planned)
- Costs, particularly those associated with land purchases, noting that the land purchase costs will be borne by Council but from alternative budgets
- Risks associated with the limited definition of scheme benefits
- Disruption and landscape impacts associated with works on private property, particularly, for the Tay Street Drain upgrade

7. Option 2 - Cranford Basin Additional works

Option Description

7.1 The proposed works identified in Option 1 plus:

7.1.1 Construction of embankments surrounding the lower sides of Cranford West Basin

7.1.2 Horners Drain flow control (directing flow towards the Styx River)

7.2 Construction of embankments surrounding the lower sides of Cranford West Basin:

7.2.1 This would be very similar to the Option 1 Cranford East embankment. The crest elevation of the embankment would be 15.4 m CDD to allow ponding to a level of 14.8 m CDD in at 2% exceedance probability rainfall event and 15.0 m in a 0.5% exceedance probability rainfall event. Approximately 14,000m of bunding is required, as well as raising of the left hand bank of Tysons Drain to the same crest height in the vicinity (approximately 350m) of the bunds.

- 7.2.2 Flows in West Cranford Basin can be detained to a higher ponded level than the East Cranford Basin by installing actively controlled gates on the Upper Dudley Diversion at the upstream end of the twin box culverts under Cranford Street. The gates would be electronically/mechanically actuated and coupled to upstream and downstream water level sensors and also with allowance for the gate configuration to be adjusted remotely, or automated using predetermined rules based on level sensing information.
- 7.3 Horners Drain flow control (directing flow towards the Styx River)
- 7.3.1 The proposed flow control structure is an actuated penstock at the southern end of Horners Drain, near QEII Drive and the Winters Road Basin. The gates can be fully open (raised) so there is free flow in either direction or altered to control discharge or water levels in the drain. Levels would be set to allow flow in either direction based on level readings from north and south of the gate or from other level or depth gauging as required.
- 7.4 This option extends the works, impacts and benefits of Option 1. Implementation of these works would not be precluded by the construction of Option 1. Option 2 could be constructed at a later date.

Significance

- 7.5 Cranford Basin is of significance to Māori as there are natural springs in the area and is a point of mixing of waters between the Styx and Avon Catchments. The Styx SMP closely considered the views and preferences of Māori and their culture and traditions. This option does not involve a significant variation from proposals within the Styx SMP.
- 7.6 The Horners Drain control gate could be operated to more actively manage the mixing of waters and with more waters flowing towards the Styx River. A similar outcome was originally proposed within the Styx SMP and delivered through the Highfield development.
- 7.7 The LDRP is engaged with papatipu rūnanga on all projects within the programme. The effect of the works proposed in the concept design may require further engagement.

Community Views and Preferences

- 7.8 The Mayoral Flood Taskforce noted residents' concerns over the health, social and financial effects of increased depth and frequency of flooding.
- 7.9 Although community views and preferences have not been specifically canvassed for this option, it is understood that the community has a strong preference for works to mitigate post-earthquake flooding in this area.
- 7.10 A joint seminar between the Infrastructure, Transport and Environment Committee and the Shirley-Papanui Community Board was held on 26 January 2016 to better understand community views and preferences in this area. The Community Board expressed general support for the proposal, but favoured Option 1 as Option 2:
- 7.10.1 Came at a higher cost
- 7.10.2 Could be delivered at a later date, if required.
- 7.11 The general comments and responses made regarding Option 1 also apply to this option.

Alignment with Council Plans and Policies

- 7.12 This option is consistent with Council's Plans and Policies.

Financial Implications

- 7.13 Cost of Implementation - The proposed works would cost approximately \$2.5 million +/- 30% more than Option 1. These costs include a construction cost contingency of 30%. There may be additional land purchase costs associated with this option.

- 7.14 Maintenance / Ongoing Costs - there will be ongoing maintenance costs associated with the proposed infrastructure. The gate structures may need to be replaced after 25 years with ongoing annual maintenance required for the other civil, mechanical, electrical and structural elements.
- 7.15 Funding source - The LDRP has \$42.5 million assigned in the LTP for use in the 2015/16 financial year and a total of approximately \$150 million in the three year plan. Allocation of the property purchases costs will occur in the 2015/16 financial year. Potentially some of the construction may be delivered this financial year, however, most of the costs will fall in the subsequent years.
- 7.16 HIGG approval will be required to support cost share funding if the works can be attributed to earthquake effects associated with other investigations.

Legal Implications

- 7.17 A detailed consenting analysis will be undertaken during the next design stage but initial investigations have identified that the proposed works may be consistent with conditions of specific and/or global consents already held by Council. As the designs progress there may be a need to apply for new consents particularly if contaminated land is discovered. Land use and earthworks consents are likely to be required for some components of the proposed works.
- 7.18 Additional flooding of Cranford North will extend beyond Council owned land. There are legal and consenting issues that would need to be addressed with this option. Council has not progressed land purchases in this area as it was originally envisaged that the issue would be addressed as part of the Highfield development with vesting of land to Council. The timing of completion of this development is highly uncertain.
- 7.19 Construction of the proposed embankments may require engagement with affected parties.

Risks and Mitigations

- 7.20 Progressing the preferred option to detailed design does present some risks as the benefits of the proposed works cannot be fully expressed at this stage. The understanding of the benefits and earthquake remediation requirement in the wider catchment is still in development as part of other LDRP investigations. Essentially, works in Cranford Basin create a significant opportunity for other LDRP projects to utilise. The costs associated with progressing to detailed design are considered sufficiently low to progress with the associated risks.
- 7.21 There are a number of listed land use register sites within the area of the proposed works. Further investigation may discover contaminated land which could influence consenting requirements and construction costs.
- 7.22 Further hydraulic modelling as part of the LDRP may produce differing flood level predictions. This could manifest as over design of physical works or reductions in available storage.
- 7.23 Costs will be re-estimated during the detailed design stage. The detailed design cost estimates may vary from the current cost estimates.
- 7.24 There is a low risk associated with impounding water above an urban area and failure of the embankment during a flood event. These risks will be managed through careful design of the embankment and construction of overflow weirs aligned with existing overland flow paths.
- 7.25 Council could consider purchase of additional properties to facilitate additional flooding of Cranford North.

Implementation

- 7.26 Implementation dependencies - Implementation of the embankment and freely operating the entire system is dependent on land purchases of Cranford Basin anticipated to be completed before October 2016.

- 7.27 Implementation timeframe and approach – The Option 2 works could be constructed following completion of the Option 1 works. Construction contracts will be staged and/or procured accordingly.

Option Summary - Advantages and Disadvantages

7.28 The advantages of this option include:

- Increasing storage within the Cranford West Basin by a further 15,000 m³ in the 2% annual exceedance probability rainfall event
- Greater control over flows between the Avon River and Styx River
- Increased storage activated in Cranford North

7.29 The disadvantages of this option include:

- Flooding of property not currently owned by Council north of QEII Drive
- Additional costs beyond Option 1 with uncertain benefits which may not be required at this stage

8. Option 3 - Do nothing

Option Description

- 8.1 A 'do nothing' option which sees no physical works or land purchase costs attributed to the LDRP.

Significance

8.2 The level of significance of this option is low consistent with section 2 of this report.

Impact on Mana Whenua

8.3 This option does not involve a significant decision in relation to land or a body of water or other elements of intrinsic value, therefore this decision does not specifically impact Māori, their culture and traditions. However, the LDRP is engaged with papatipu rūnanga on all projects within the programme.

Community Views and Preferences

- 8.4 The Mayoral Flood Taskforce noted residents' concerns over the health, social and financial effects of increased depth and frequency of flooding.
- 8.5 Although community views and preferences have not been specifically canvassed for this option, it is understood that the community has a strong preference for works to mitigate post-earthquake flooding in this area.
- 8.6 A joint seminar between the Infrastructure, Transport and Environment Committee and the Shirley-Papanui Community Board was held on 26 January 2016 to better understand community views and preferences in this area. A do nothing option was not discussed in detail with the Community Board, however, they had already expressed support for Option 1.

Alignment with Council Plans and Policies

8.7 This option is consistent with Council's Plans and Policies.

Financial Implications

- 8.8 Cost of Implementation - there are no costs associated with this option but noting that the land purchase costs will have to be borne by Council to support other projects.
- 8.9 Maintenance / Ongoing Costs - These costs are covered by existing budgets and would not be impacted by this option.

Legal Implications

8.10 No direct legal implications are identified for this option.

Risks and Mitigations

8.11 Higher risk of floor level flooding to a greater number of properties.

8.12 High risk of adverse community reaction if no action is taken to mitigate flood risk.

8.13 Loss in opportunity to optimise an existing asset and reduce the scale of physical works in other areas.

Implementation

8.14 Implementation dependencies - None.

8.15 Implementation timeframe - not applicable.

Option Summary - Advantages and Disadvantages

8.16 The advantages of this option include:

- No additional cost to Council

8.17 The disadvantages of this option include:

- Objectives of the LDRP not met
- Less benefit on downstream properties
- Storage is limited to the natural contours and existing flood levels
- Less resilience
- Other projects to mitigate earthquake effects on flood risk may increase in scale or extent
- Land purchase costs met by Council regardless

Attachments

No.	Title	Page
A	2% Annual Exceedance Probability Flood Difference Map with Stage 1 Works	

Confirmation of Statutory Compliance

Compliance with Statutory Decision-making Requirements (ss 76 - 81 Local Government Act 2002).

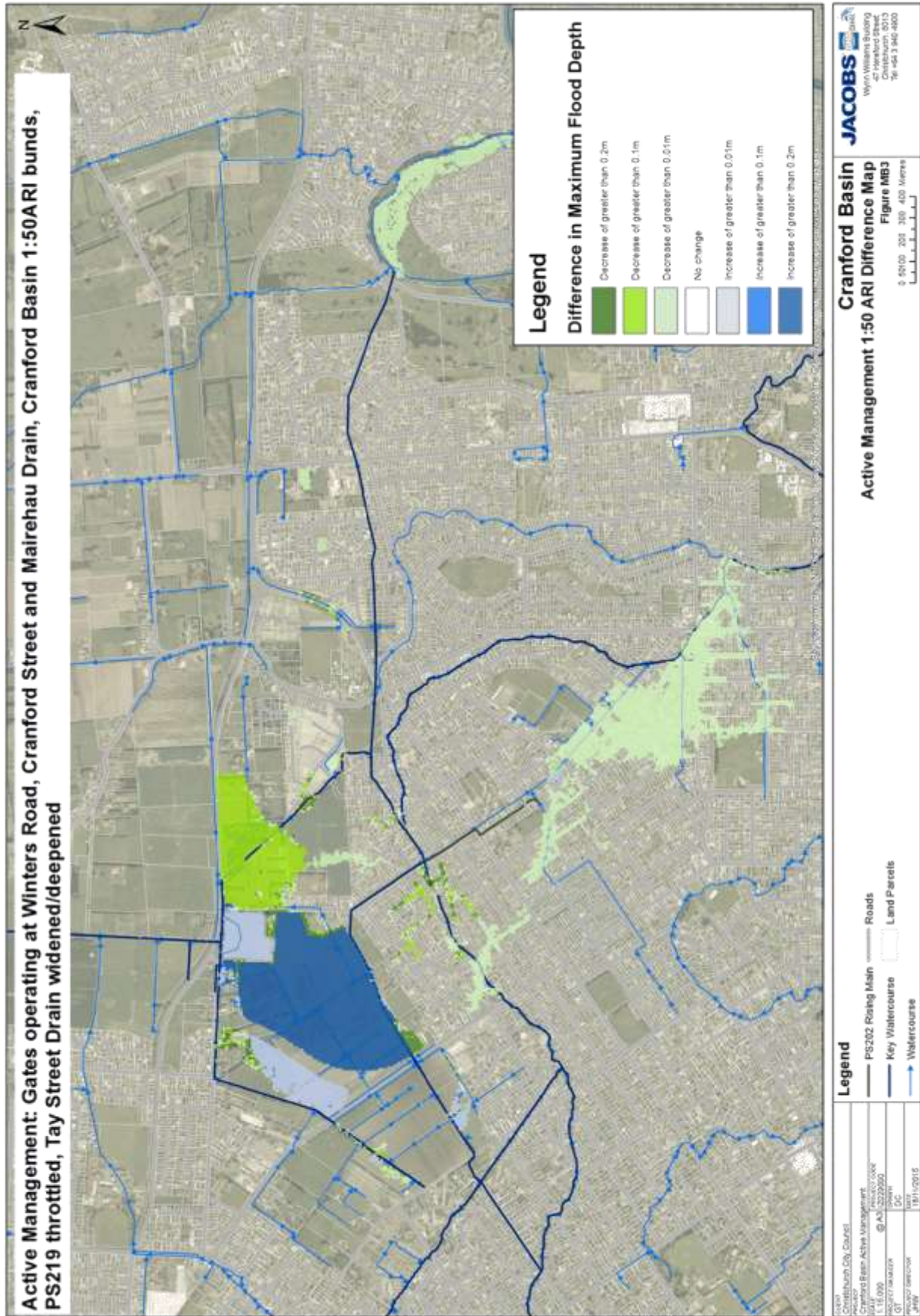
(a) This report contains:

- sufficient information about all reasonably practicable options identified and assessed in terms of their advantages and disadvantages; and
- adequate consideration of the views and preferences of affected and interested persons bearing in mind any proposed or previous community engagement.

(b) The information reflects the level of significance of the matters covered by the report, as determined in accordance with the Council's significance and engagement policy.

Signatories

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Report from Infrastructure, Transport and Environment Committee – 4 February 2016

50 Public Transport Governance

Reference: 16/123075

Contact: Rae-Anne Kurucz Rae-Anne.Kurucz@ccc.govt.nz

941 5084

Item 50

1. Staff Recommendations

That the Infrastructure, Transport and Environment Committee recommend that the Council:

1. Receive the McGredy Winder report titled, 'Review of governance and delivery arrangements for public transport in Greater Christchurch'
2. Agree in principle to form a Joint Greater Christchurch Committee for Public Transport in general accordance with Option 5 (b) outlined in this report.
3. Request that the Chief Executive Officer develop an agreement with Environment Canterbury, Selwyn District Council and Waimakariri District Council as required under Clause 30A Schedule 7 of the Local Government Act 2002.
4. Note that a further Council resolution will be required to approve the agreement and establish the Joint Committee.

2. Infrastructure, Transport and Environment Committee Recommendation to Council

Part A

That the Infrastructure, Transport and Environment Committee recommend that the Council:

1. Receive the McGredy Winder report titled, 'Review of governance and delivery arrangements for public transport in Greater Christchurch'
2. Agree in principle to form a Joint Greater Christchurch Committee for Public Transport in general accordance with Option 5 (b) *(which does not delegate the Council's public transport powers to this committee)* outlined in this report, *with the exception of membership. Council's preference is for the Joint Committee being made up of an independent chair, three representatives from CCC and one representative from ECan, Selwyn and Waimakariri District Council's, with NZTA and CDHB representatives in non-voting observer roles.*
3. Request that the Chief Executive Officer develop an agreement with Environment Canterbury, Selwyn District Council and Waimakariri District Council as required under Clause 30A Schedule 7 of the Local Government Act 2002.
4. Note that a further Council resolution will be required to approve the agreement and establish the Joint Committee.

Attachments

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No.	Title	Page
A	Review of governance and delivery arrangements for public transport in greater Christchurch	35

Public Transport Governance

Reference: 15/1505268

Contact: Rae-Anne Kurucz Rae-Anne.Kurucz@ccc.govt.nz

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Purpose and Origin of Report

Purpose of Report

- 8.18 To receive the report on the review of Public Transport Governance and Delivery in Greater Christchurch that has been undertaken by McGredy Winder and which forms attachment 1.
- 8.19 Consider entering into an agreement with the Canterbury Regional Council, and the Selwyn and Waimakariri District Council's to establish a Joint Greater Christchurch Committee for Public Transport.
- 8.20 Consider, agreeing in principle, the framework for a Joint Greater Christchurch Committee for Public Transport as per Option 5 (b).

Origin of Report

- 8.21 In August 2015, the Mayoral Forum agreed that detailed planning on Option 5 (establish a Joint Greater Christchurch Committee for Public Transport) and Option 2 (enhancing the status quo), should be progressed.
- 8.22 In November 2015 the Chief Executive's Advisory Group reconfirmed its support for Option 5 (formation of the Joint Greater Christchurch Committee for Public Transport) and further agreed to the framework that has been developed for Option 5 (b).
- 8.23 In November 2015 the Chief Executive's Advisory Group resolved that the establishment of a Joint Committee lies with the four respective Councils, and that any actions to establish the Joint Committee should be in place by April/May 2016.

9. Significance

- 9.1 The recommendations in this report have been assessed against the Christchurch City Council's Significance and Engagement Policy as low.
 - 9.1.1 The recommendations are to agree "in principle" only. A further process will be undertaken for a final decision and the significance level will be reassessed then.
 - 9.1.2 Option 5(b) is considered an enhancement of the existing Public Transport Working Group and currently the level of interest in the effective governance of public transport is seen as something important to the Council and the community boards.
 - 9.1.3 While there is considerable community interest in the effectiveness of the public transport system, the governance is considered to have limited public interest. Public consultation on the decision to be made within this report is not required and consultation on the establishment of a Joint Committee is not recommended.

10. Staff Recommendations

That the Infrastructure, Transport and Environment Committee recommend to Council:

2. To receive the McGredy Winder report titled, 'Review of governance and delivery arrangements for public transport in Greater Christchurch'
3. To agree in principle to form a Joint Greater Christchurch Committee for Public Transport in general accordance with Option 5 (b) outlined in this report.
4. To request that the Chief Executive Officer develop an agreement with Environment Canterbury, Selwyn District Council and Waimakariri District Council as required under Clause 30A Schedule 7 of the Local Government Act 2002.
5. To note that a further Council resolution will be required to approve the agreement and establish the Joint Committee.

11. Key Points

11.1 The recommendation in this report does not have a direct effect on the [Council's Long Term Plan \(2015 - 2025\)](#). However, if the recommendations are accepted and there is a need for a more formal decision to be made, another assessment of the impact on the levels of service will need to be undertaken. There will be a cost associated with establishing and managing a joint committee and having an Independent Chair, however, putting aside the issue of an Independent Chair, these are unlikely to be much more than the costs associated with the Public Transport Working Group. Also, the details of where these costs fall between the organisations is yet to be agreed.

11.2 Review of governance and delivery arrangements for Public Transport

The purpose of the McGredy Winder report is to seek options to address the issues that partners have identified in respect of public transport decision making and delivery and recommend options for better governance. The key issues the report identified are:

- The provision of an effective public transport network is an essential component to the long - term recovery of greater Christchurch.
- Public Transport services and facilities are provided by multiple parties across greater Christchurch and to work effectively requires a high degree of strategic alignment and commitment, along with the coordination of funding priorities across different agencies. In practice, this requires a degree of alignment that is not always achieved.
- The problems and challenges faced can be reduced to the lack of integration between the multiple agencies.
- There is a high level, in principle agreement on public transport strategy, but the implementation is not fully integrated and that is where tensions arise.

11.3 Options to address the issues

In addition to the status quo, the report identified nine other options to improve the governance and delivery of public transport. The options that can improve partnership and collaboration and can be implemented reasonably quickly were pursued further. Other options, such as the establishment of a Council Controlled Organisation, were not pursued further as they are a major undertaking, would require legislative change and would likely take a few years to implement. Pursuing them did not deliver the immediate benefits that this review is seeking.

On 3 November 2015, the Hon. Paula Bennett announced her intention to introduce legislation in early 2016 that would give councils greater flexibility to change their structure and coordinate infrastructure across a region. While this legislation is expected to improve the ability to transfer functions and responsibilities between regional council and territorial authorities, the scope and timeframe for passing the proposed legislation is unknown. Pursuing this was also seen not to deliver immediate benefits.

As a result, the Chief Executives Advisory Group, through a staff working group (which included representatives from all parties), progressed Options 2 and 5 as identified in the McGredy Winder report. Option 5 was further developed by the staff working group and there are now options 5(a) and 5(b).

4.3.1 Option 2 - Enhanced status Quo.

There is currently a Public Transport Working Group. Its membership consists of three Christchurch City Council councillors, one ECan Commissioner, one representative each from Selwyn and Waimakariri District Councils, a NZTA representative and a CCDU representative. It is supported by staff from the respective agencies.

The purpose of the Public Transport Working Group is wide ranging and brings together a lot of the issues identified within the final McGredy Winder report. It aims to bring together the parties to better understand issues and constraints, collaboratively address barriers, agree a common vision and progress the recovery of the City's public transport network.

As part of Option 2, the McGredy Winder report recommends developing a formal partnering protocol, including an agreed medium term and annual work programme that implements the strategies. However, it is considered that any changes that could be made to enhance its current operation are limited, and do not cover the range of functions being proposed by Option 5. In addition, the membership of the working group would need to be reviewed with an anticipated representational change from the current structure.

11.3.2 Option 5 - Joint Greater Christchurch Committee for Public Transport

The McGredy Winder Report recommended pursuing Option 5, a Joint Greater Christchurch Committee for Public Transport. As noted above this option has been further developed into Options 5a and 5(b). The difference between these options is that Option 5a would result in the establishment of a Joint Committee with delegated authority to make decisions on certain matters for public transport, whereas Option 5(b) does not require Christchurch City Council to delegate authority for public transport matters. **Note:** Council's current suite of committees do not generally have decision making authority and make recommendations to Council for decisions. Therefore option 5(b) would operate in a similar manner to existing committees.

Option 5(a) - a Joint Greater Christchurch Committee for Public Transport (all parties delegating)

The framework for Option 5(a) is outlined below:

- ECan delegates all of its existing functions to the Joint Committee, (excluding those it cannot due to legislative requirements placed upon a Regional Council: the adoption of the Regional Public Transport Plan; and the adoption of the Regional Land Transport Plan.)
- While ECan retains delegated decision making on the Regional Public Transport plan (RPTP), as per the legislative requirements, the Joint Committee will take the lead in the development of the RPTP, including submission and hearings and recommend the plan for approval by ECan. It will also oversee the development of the public transport component of the draft Regional Land Transport Plan (RLTP).

- Territorial Authorities will delegate to the Joint Committee decision making on the location of bus shelters. They will otherwise retain all of their road controlling functions under the Local Government Act 1974 and Land Transport Management Act 2003 (for example decisions on the location of bus stops).
- A new Joint Work Programme and a new monitoring and reporting framework for public transport will be developed by the Joint Committee and the management and support of the Public Transport Advisory Group will be improved.
- Membership of the Joint Committee would be made up of an Independent Chair, three representatives each from Christchurch City Council and ECan, one representative each from Selwyn and Waimakariri District Councils, and with NZTA represented in a non-voting observer role. Other features of the proposed membership structure include:
 - quorum made up of the majority of the members, and at least one representative from Christchurch City Council and ECan
 - no casting vote right should exist for the chair
 - no alternates
 - other than as noted above, the standing orders of the Council who ends up providing the administration should apply.

11.3.3 Option 5(b) Joint Greater Christchurch Committee for Public Transport (optional delegations)

- This option is almost identical to the first, with the exception that Territorial Authorities can become full members of the Joint Committee but choose not to delegate their functions as listed above, without any impact upon their membership status. ECan will still transfer its functions.
- It is possible for the Joint Committee to still deliver more integrated decision making even if one or more of the territorial authorities decide to establish more limited delegations than those outlined above. Where functions are not delegated it is expected that the Joint Committee will instead provide recommendations to the relevant Council for consideration.

5 Preferred Option 5(b) - Advantages and Disadvantages

Option 5(b) has been recommended by CEAG as the preferred option and the one that all councils are being asked to consider. The advantages and disadvantages of Option 5(b) for the Christchurch City Council are outlined below.

5.1 Advantages

- Provides a greater opportunity for improving collaboration, while not reallocating roles and responsibilities.
- Allows the Councils to continue to look further into longer term options for public transport governance.
- It can be easily implemented and is reasonably low cost to administer.
- It provides a way of addressing the key problems with the status quo, by establishing a mechanism to identify and resolve different priorities and decision making timelines between organisations.
- Council retains control of all decision making on its network and can decide if it wants to transfer the bus shelter hearing process.

5.2 Disadvantages

- There will be costs to resourcing a new committee, as well as additional demands on senior staff and Councillors to support the committee and its work programme. However, these are unlikely to be significantly greater than the Public Transport Working Group. There will also be costs associated with an Independent Chair.
- There may be limits to changes that can occur regarding services, routes and fares as the Regional Public Transport Plan was only adopted in 2014. It is a 10 year Plan that is reviewed every three years, and it is likely that the Joint Committee would not have input into it until 2017. However, even then, some of the service contracts are not up for review until 2020 and beyond.
- Neither option 5(a) or 5(b) address the challenges that exist with the often lengthy process for bus stop installation. Bus stops are effectively parking restrictions. Council staff develop options for their location and then undertake consultation with affected parties. Council staff then report the preferred option to the relevant community board for sign off. This is a time consuming and resource hungry process.

6. Context/Background

- 6.1 In October 2014, the Mayoral Forum requested the Minister of Transport to initiate a review of governance and delivery arrangements for public transport, with a focus on greater Christchurch.
- 6.2 A working group comprising chief executives from ECan, the Christchurch City Council, the Waimakariri District Council, the Selwyn District Council and Jim Harland from the New Zealand Transport Agency, facilitated by Mike James from the Ministry of Transport, formed to progress the review.
- 6.3 The working group developed a Request for Proposal to undertake the review and McGredy Winder was selected. Peter Winder presented his draft report at the 28 August 2015 meeting, of the Mayoral Forum, who agreed in principle that:
- The Chief Executives working group would progress details on Options 2 and Option 5.
 - A separate report would be commissioned on implications for governance and delivery of public transport in the rest of the region, including Timaru Metro, Total Mobility and Community Vehicle Trusts.
 - Feedback from the separate individual Council and Mayoral Forum briefings in August 2015 has informed the work of the Chief Executives working group and the subsequent final report from Peter Winder (refer attachment 1).

7. Option 5 (b) - Joint Greater Christchurch Committee for Public Transport

- 7.1 Option 5 is the preferred option from the Mayoral forum and this option has been progressed and put forward to all Councils.
- 7.2 Improving the governance and delivery of public transport within greater Christchurch the four councils need to:
- find ways to improve partnership and collaboration through shared decision making; or
 - reallocate roles and responsibilities to achieve more integrated decision making.
- 7.3 All the options that involve completely reallocating roles and responsibilities would require legislation changes, and take around two years to implement.
- 7.4 On 3 November 2015 the Chief Executives Advisory Group reconfirmed its position to progress Option 5(b) after reviewing all the options, including the proposed legislation announcements.

- 7.5 As part of this discussion the timeframes to progress Option 5(b) were discussed with regard to the elections next year. The key point being that any changes, to be effective, must be made and implemented by April/May next year to enable practice to bed in with the Councils (governance and staff) prior to the election.

Significance

- 7.6 The level of significance of this option is low as consistent with section 2 of this report. If this issue is progressed, engagement requirements for community boards will be high as they will need to be consulted on the changes, and low for the public as they will only need to be informed about the establishment of the new committee.

Impact on Māori

- 7.7 This option does not involve a significant decision in relation to land or a body of water or other elements of intrinsic value, therefore this decision does not specifically impact Māori, their culture and traditions.

Community Views and Preferences

- 7.8 In light of the low significance of this issue, detailed consideration of community views is not needed. Community views on the governance of public transport are likely to be indifferent. Those affected by the decision are the other Councils. The delivery of an effective public transport system is of greater interest. Views may come forward if a joint committee is agreed.

Alignment with Council Plans and Policies

- 7.9 This option aligns with Council's Plans and Policies if Council representation on the Joint Committee ensures decisions are in line with them.

Financial Implications

- 7.10 The administration and support for a joint committee will need to be resolved as part of the establishment process. The costs for the running of a committee meeting have been broadly estimated at approximately \$800 per meeting by Customer & Community. This does not include other staff time. If a decision is made on the need for an independent chair, this will involve further costs.
- 7.11 Secretarial and support services will need to be established as part of the Clause 30A arrangement between the participating council and may result in some labour costs to the agreed administering authority.

Legal Implications

- 7.12 Councils can appoint a Joint Committee under clause 30 (1) (b) of Schedule 7 of the LGA 02. Before establishing a Joint Committee agreement must be reached with all Councils under clause 30A Schedule 7 of the LGA. The agreement must specify:
- the numbers of members to be appointed to the committee by each local authority
 - how the chairperson and deputy chairs of the committee are to be appointed
 - the terms of reference for the committee
 - what responsibilities are to be delegated by each council to the committee
 - how the agreement may be varied.
- 7.13 All Councils will need to delegate responsibility to develop / negotiate a Clause 30A agreement.

- 7.14 Matters dealt with in the Local Government Act, the LTMA (2003) Part 5 places limits on what the regional council may delegate in relation to public transport - a regional council cannot delegate the adoption of the regional public transport plan (s119 (4)). However, section 120 (5) of the LTMA provides that the RPTP can set out the framework of delegations that applies to the implementation of the plan. This means that once the RPTP is adopted all actions relating to the administration and implementation of the plan can be delegated to the Joint Committee or relevant officers.

Risks and Mitigations

- 7.15 The success of the proposed Joint Committee depends primarily on the willingness of ECan and the other TLA's to agree in principle to the proposed Joint Committee. On 17 December 2015, ECan approved in principle Option 5(b) and agreed to progress negotiations for a Clause 30A agreement with the three other councils. This decision is seen to provide the framework for the other Councils to consider whether or not they wish to participate. However, a risk remains that Selwyn and Waimakariri District Council may not agree to the establishment of a Joint Committee.

Implementation

- 7.16 A report on this matter has been through the governance of ECan and they have agreed:
- in principle to form a Joint Committee to delivery on Option 5(b).
 - to request the Chief Officer of ECan to develop an agreement with Christchurch City Council, Selwyn District Council, and Waimakariri District Council to establish the Joint Committee, as required under Clause 30A of Schedule 7 of the LGA 2002.
- 7.17 Council would need to agree to work with ECan to develop a Clause 30A agreement.
- 7.18 Changes needed to set up the Committee would need to be completed by April / May 2016, to enable the Committee establishment to be embedded prior to the elections.
- 7.19 Resourcing to support the committee would need to be agreed and the work programmes that result from this committee are currently not included in any of the Council's Activity Management Plans.

Attachments

No.	Title	Page
A	Review of governance and delivery arrangements for public transport in greater Christchurch	

Confirmation of Statutory Compliance

Compliance with Statutory Decision-making Requirements (ss 76 - 81 Local Government Act 2002).

(a) This report contains:

(iii) sufficient information about all reasonably practicable options identified and assessed in terms of their advantages and disadvantages; and

(iv) adequate consideration of the views and preferences of affected and interested persons bearing in mind any proposed or previous community engagement.

(b) The information reflects the level of significance of the matters covered by the report, as determined in accordance with the Council's significance and engagement policy.

Signatories

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Approved By	Richard Osborne Brendan Anstiss	Head of Planning & Strategic Transport General Manager Strategy and Transformation



Review of governance and delivery arrangements for public transport in greater Christchurch

Report to:

**Environment Canterbury,
Christchurch City Council,
Selwyn District Council,
Waimakariri District Council,
the New Zealand Transport Agency and
the Ministry of Transport.**

November 2015

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Executive Summary

The demands of managing the redesign and implementation of public transport services and infrastructure in post-earthquake greater Christchurch have highlighted tensions and inefficiencies between organisations in the governance and delivery of public transport services and infrastructure. In conjunction with NZTA and the Ministry of Transport the four greater Christchurch councils are seeking advice on options to try to improve matters.

Strategic Context

The provision of an effective public transport network is an essential component to the long-term recovery of greater Christchurch. Consistent, high level, in principle agreement over the intended role of public transport within greater Christchurch is reflected in all of the key strategy and planning documents. The six key public transport themes running through these documents are:

- the need to increase public transport patronage and mode share (along with active transport modes)
- support for developing the public transport system as hubs and spokes
- the need to improve the reliability of bus services and reduce bus travel times
- the need to improve passenger facilities
- the need to develop the public transport system in a way that would support future investment in rail or light rail rapid transit on key routes, and investigations to explore these opportunities
- the need to align and integrate decision-making and development of the public transport system with broader transport objectives and with land use planning and development.

A number of practical realities cut across the high level ambitions for public transport:

- the need to support the momentum already developed through the rebuild
- the financial challenges facing Christchurch City Council
- the cost of public transport services balancing current affordability with future needs
- the performance of the bus-based system is dependent upon the performance and operation of the road network, and there are competing demands for road space
- the re-distribution of population and activity across greater Christchurch
- timing the delivery of public transport services to the pace of development and re-building
- current planning and delivery arrangements for public transport are spread between multiple agencies.

The Current Situation

The effective delivery and operation of public transport services is governed by the performance of local authorities discharging responsibilities, duties and powers under: the Land Transport Management Act 2003 (LTMA), the Local Government Act 2002 (LGA02), the Local Government Act 1974 (LGA74), and the Land Transport Act 1998 (LTA).



Public transport services are planned and funded by Environment Canterbury. Route planning is carried out by Environment Canterbury and services are delivered by bus operators under contract. Service contracts run for long periods of time. Around half of current contracts expire between 2019 and 2020, with the others ending between June 2027 and June 2029.

For contracted services Environment Canterbury sets: minimum service standards; vehicle standards; driver training requirements; and passenger transport fares and concessions. It also provides information to users, and markets the services, including printed timetables and the Metro on line route planner.

Since the earthquakes Environment Canterbury has implemented a fundamental re-orientation of public transport services. This was forced by both the substantial operating losses incurred post-earthquake and the need to re-orient the public transport network to support the re-build. The new network comprises a hierarchy of routes and services operating in a hub and spoke model. Service changes have been dramatic.

Only a relatively small proportion of greater Christchurch public transport services operate in Selwyn and Waimakariri Districts, but these services are significant for those communities.

In 2014/15 public transport operating expenditure is expected to be \$64.35m. For the same year total expected public transport funding is \$64.0m, of which \$23.8m is from public transport fares, \$21.0m from the National Land Transport Fund, \$19.0m from Environment Canterbury rates, and 0.2m of interest earnings. For the 2015/16 financial year Environment Canterbury expects to raise \$19.5m from ratepayers within Christchurch City, \$0.8m from ratepayers within Selwyn District, and \$0.6m from ratepayers within Waimakariri District.

In addition to the greater Christchurch services Environment Canterbury also provides scheduled services in Timaru and Total Mobility scheme across Canterbury, providing specialised services for people with impaired mobility who are unable to use public transport services available to the general public.

Under the current legislative framework the territorial authorities have, as road controlling authorities, responsibility for:

- locating, constructing and maintaining bus stops, bus shelters and transfer facilities
- on-road passenger information systems, including the real time information system and bus timetables
- implementation and operation of bus priority schemes
- the provision of park and ride facilities and off-road interchange and transfer facilities.

These responsibilities sit along-side the other responsibilities of road controlling authority dealing with the use and control of the road corridor, parking, cycle and pedestrian facilities, road safety, and enforcement.

As set out in the Regional Land Transport Plan 2015-2015 Environment Canterbury plans to spend \$511m on public transport services over the next decade. Over the same period Christchurch City plans to spend \$23m on public transport infrastructure, which is 2.4% of Christchurch City's planned transport expenditure, and only 4.4% of total planned local authority expenditure in public transport.



Planned expenditure on public transport services comprises 35% of Environment Canterbury's planned expenditure (99% of its transport budget) and 28.8% of total planned local authority transport expenditure.

Since the adoption of the Regional Land Transport Plan councils have adopted their Long-Term Plans for the period 2015-25. In its Long-Term Plan Selwyn District has provided expenditure of \$35,000 per annum for public transport infrastructure. It is understood that Waimakariri District has also provided for modest annual expenditure on public transport infrastructure.

Problems and Issues

Public transport services and facilities are provided by multiple parties across greater Christchurch. To work effectively, this arrangement requires a high degree of strategic alignment and commitment across six different agencies, with significant co-ordination of respective funding priorities and on-the-ground co-operation. In practice the required degree of alignment across these crucial areas is not always achieved.

There is high level, in principle agreement on the public transport strategy, but underneath the high level and in principle agreement on public transport strategy there are multiple public transport plans that are either not aligned or not fully integrated. There is tension and disagreement on the speed, relative priority and detail of implementation. There is a marked tendency to re-litigate elements of the strategy. Across the four councils there are different levels of ownership of the strategy and what is required to implement it.

This can be seen as part of a broader contest for control or stewardship of the vision for Christchurch. The contest of ideas and values to drive the future of the city is reflected in different priorities, but also in a lack of trust. This limits the effectiveness of collaboration and partnership.

There is frustration that Environment Canterbury does not face, nor fully consider the full costs of its decisions and in effect passes on costs to the territorial authorities. Equally, there is frustration at the slowness of implementation / re-location of bus stops and bus priority measures, and the lack of priority given to region-wide benefits by Christchurch City Council.

Other problems and tensions include:

- a lack of progress on implementing bus priority measures
- a lack of integration of service re-design with the re-development of major sites (like the hospital) and the development and re-development of significant parts of greater Christchurch
- the way in which decision-makers balance region-wide benefits of an initiative with its particular local impacts, which impacts on the location, timing and adequacy of bus stops, bus priority measures, bus interchanges, and services
- differences in the financial priorities between the councils, and its impact on both the timing and delivery of necessary services and/or infrastructure
- differences in the culture of public engagement and decision-making between the councils, including differing levels of delegation to staff and committees of council.
- the absence of a customer centric approach to the design and delivery of public transport services. No one 'owns' the customer experience. No one is in a



position to resolve even relatively simple impediments to more widespread use of public transport.

Problem Statement

All of the problems and challenges discussed above can be reduced to the misalignment, or lack of integration between the multiple agencies that are responsible for the collective delivery of public transport.

The delivery of public transport services and infrastructure depends upon partnership and collaboration. The councils of greater Christchurch, and in particular Environment Canterbury and Christchurch City Council have not, and are not achieving the level of integration that is necessary.

The result is sub-optimal public transport services and infrastructure. This will result in failure to achieve the objectives and targets that the councils have set for public transport.

There are two key ways that this problem can be addressed to improve the governance and delivery of public transport:

- a) find ways to improve partnership and collaboration through shared decision-making, or
- b) reallocate roles and responsibilities to achieve more integrated decision-making.

There a number of different options for change under each of these two approaches. They are set out and evaluated below. The options have been designed to represent a spectrum from the Status Quo, to progressively greater change that goes well beyond the delivery of just public transport. The options are not necessarily mutually exclusive. Indeed some could be initial steps toward more substantive reform.

The Evaluation Criteria

First and foremost options to improve the governance and delivery of public transport must actually address the problems that have been identified. The consideration of options is also framed by – the Local Government Act 2002 (LGA02), and the Land Transport Management Act 2003 (LTMA).

Distilling the requirements of the relevant legislation has resulted in an evaluation framework comprising five factors:

- meeting the current and future needs of passengers and communities
- achieving co-ordination and integration to encourage growth in public transport
- effective and transparent democratic decision-making and action
- cost-effective delivery of core services
- net benefits and the risks of change.

The evaluation of the options against these criteria is shown in the body of the report. In evaluating options the status quo is the benchmark for all other options. For an alternative option to be preferred it must be better than the status quo.

The evaluation framework does not attempt to weight the factors under consideration. However, it is obvious that the highest priority for all of the councils is to maintain the momentum that has



been achieved in the re-build. This means that options that would take a long time to implement and risk disrupting current delivery are not attractive.

Options to improve public transport governance and delivery

Option 1: Status Quo

The Status Quo carries with it all of the issues, tensions, and problems identified above. Importantly, under the status quo the service delivery responsibilities of Environment Canterbury match the area over which it can raise rates revenue, aligning areas of benefit with those who contribute to the cost of delivering public transport services.

Environment Canterbury provides scheduled public transport services in Timaru and a range of access services across the smaller rural communities in Canterbury. This report is focused on the governance and delivery of public transport in greater Christchurch. Solving the challenges of greater Christchurch should not come at the expense of these other services.

Options that improve partnership and collaboration

Option 2: Enhanced Status Quo

Without making any changes to the roles, responsibilities and delegations within any of the partners it would be possible to enhance the status quo by changing the way in which they work together. Developing a formal partnering protocol, including an agreed medium term and annual work programme that implements the strategy, could provide a framework for more effective partnership. The work programme would need to have specific targets and objectives.

The more formal the commitments that each council makes to each other, the more likely it is that 'ownership' will translate into aligned priorities and more effective implementation.

This option could be implemented immediately. It requires nothing more, or less than: a willingness to work together; formally agreeing how the councils will partner to implement the public transport strategy; and formally agreeing the joint action plan and work programme that the partners will commit to.

This option is a low cost, speedy to implement solution that would have very low on-going costs to sustain. It could also be a pathway to any of the other options.

Option 3: Improving partnership and collaboration – Status Quo with Environment Canterbury Funding Public Transport Infrastructure

One of the problems identified is the criticism that when it makes public transport decisions Environment Canterbury does not face, and therefore does not fully consider, the costs of providing the required infrastructure.

One way of establishing better alignment between service design decisions and the cost of change would be for Environment Canterbury to take on the responsibility for funding the delivery of public transport infrastructure, including bus shelters, off-road transfer facilities, park and ride facilities, bus stop signage and information. Under this option the territorial authorities would continue to own the public transport infrastructure, but would receive funding from Environment Canterbury to support it. The territorial authorities would also retain all of their current responsibilities for determining the location and nature of what is put into the road reserve.



This option is feasible under the LTMA. However, it would be a new activity for Environment Canterbury and therefore it may need to follow the consultation and decision-making process set out in Section 16 of the LGA02. To implement this option Environment Canterbury would also need to amend its long-term plan to include some, or all of, or indeed more than, the \$24m that the territorial authorities are planning to spend on public transport infrastructure over the next ten years. There would be a corresponding reduction in required rates revenue or debt by Christchurch City Council.

This option would be easy to implement, very cost-effective to administer and addresses a notable problem with the status quo. Having now set the rates for 2015/16 the earliest that Environment Canterbury would actually be able to fund public transport infrastructure would be the 2016/17 financial year.

Option 4: Joint Committee for Greater Christchurch Transport Strategy

Underneath the high level agreement on public transport strategy there are multiple public transport plans that are either not aligned or not fully integrated. Achieving stronger and more enduring agreement on the strategies, tactics and priorities for transport within greater Christchurch could provide a better platform for the existing organisations to collaborate. Agreed shared plans, timetables and targets for transport within greater Christchurch would be helpful.

Under this option the four councils would establish a joint committee to develop and oversee the implementation of a greater Christchurch transport strategy. This strategy would be designed to be adaptive and responsive, and must link to the UDS, the LURP, the RPS, the District Plans, etc. The Joint Committee would be delegated responsibility to develop and oversee the strategy. Member councils would report to it regularly on their progress. It would be the custodian of the transport vision for the development of greater Christchurch the clearinghouse for differences about priority and implementation.

Membership of the Joint Committee would need to come from the four councils and NZTA. Representation (and therefore voting strength) would need to be designed to reflect the size and role of the councils. Membership, and the behaviour of the Committee should be designed to foster consensus decision-making and ensure that no one of the member councils could make all of the decisions.

Under this option each of the member councils would retain their existing responsibilities for operational decisions and service delivery with respect to roads and public transport services. The success of this option therefore depends upon the ability of the joint committee to reach agreement and then hold member councils to account for the way in which they deliver it.

A joint committee is a standard feature of the LGA02. It would be easy and quick to establish.

There are two key challenges with respect to the successful operation of a joint committee:

- joint committees expire at the end of each electoral term and would need to be re-established by the in-coming councils
- supporting the joint committee requires effective ways of co-ordinating and ensuring that the agendas and advice provided to it from four different councils are robust and appropriate.



This option would have no impact on the financial responsibilities of the four councils. It would be easy to implement, cost-effective to administer and it could be a vehicle for implementing the partnering protocol under Option 2.

The prime limitation of this approach is that providing a way to align strategy addresses a current problem, but not necessarily the most important one.

Option 5: Joint Greater Christchurch Committee for Public Transport

Under this option all four councils would delegate decision-making with respect to public transport to a new joint committee. This would achieve integrated decision-making with respect to public transport services and infrastructure by making all the key decisions jointly.

The membership of the a Joint Greater Christchurch Committee for Public Transport would need to be constructed to foster consensus decision-making and ensure that no one of the member councils could make all of the decisions. Determining membership also needs to consider the balance of local authority expenditure on public transport, which is heavily weighted (95.6%) toward Environment Canterbury. Whilst it would be useful to have NZTA engaged in such a committee it would not be necessary for them to be a voting member.

In this option the territorial authorities would keep separate most of their responsibilities as road controlling authorities. Environment Canterbury would also need to keep separate its public transport responsibilities across the rest of Canterbury.

As with Option 4 the joint committee would need to be re-established after each local government election. There would also need to be more elaborate and effective mechanisms to support a Joint Committee that is focused on the delivery and implementation of the passenger transport plan than one that is focused on strategy. Resolving the respective roles of the four Chief Executives and their managers and staff in supporting the joint committee would be essential.

The other issue that would need to be resolved for such a Joint Committee to work would be the relationship between it and community boards. For Christchurch City Council in particular the sort of delegations that would be necessary to support this joint committee would be at odds with the current role of both committees and community boards.

There are statutory and practical limits on the extent of delegations. These matters are unlikely to be problematic. Most of the obligations of a regional council under the LTMA can be delegated to a joint committee, but a regional council is expressly prohibited from delegating responsibility for adopting a regional public transport plan (s119).

Given the nature of decision-making with respect to the operation and safety of roads it would be impractical for territorial authorities to delegate responsibilities for the location of bus stops, or bus priority lanes to a joint committee whilst keeping for itself all other decisions as a road controlling authority. The location and provision of bus shelters and off-road transfer and park and ride facilities and could be delegated.

Establishing this option does not require legislative change, or consultation and it can be implemented immediately. It would be relatively cost-effective to administer, but would require agreement on the design of the delegations and how to manage staff from four organisations to support the committee.



This option would have no impact on the budgetary or financial responsibilities of the four councils. But budgets should be able to be used to better effect.

Rather than carrying risks that it would disrupt delivery and momentum in the re-build, this option provides a substantive way of building greater impetus, removing current roadblocks and improving collaboration and partnership.

Option 6: Joint Greater Christchurch Transport Committee

This option is the extension of the framework for Option 5, but includes all the transport responsibilities of the local authorities in a joint committee. This option would bring together and effectively integrate all local governance level decisions relating to greater Christchurch transport in one place. It would include road operations, road maintenance, the roading capital works programme, the design and contracting of public transport services, the location of bus stops and public transport infrastructure, parking control, the provision of off-street parking, the provision of off-street transfer and park and ride facilities, the provision of information to customers and travellers, as well as the transport related enforcement roles of local authorities.

A Joint Transport Committee would be a major undertaking. It would be responsible for a very large budget and the performance and maintenance of a very large physical network. Given the significance of expenditure on roading within each of the territorial authorities there would be significant issues over the nature and number of representatives from each local authority

Given the very large parts of both Selwyn and Waimakariri Districts that are not part of greater Christchurch there would be a sound reason not to include the entire roading network of those councils in this framework. But including only those parts where public transport services operate would be quite challenging.

Under this Option:

- Environment Canterbury would need to keep separate its public transport responsibilities across the rest of Canterbury
- the joint committee would need to be re-established after each local government election
- there would need to be more elaborate and effective mechanisms to support this joint committee than provided for under Option 5 (possibly a joint business unit)
- delegations would need to be agreed and be meaningful – raising issues relating to the role of and relationship to other committees and community boards.

This option would have the same statutory limitations as Option 5 with respect to the extent of delegations.

Establishing this option does not require legislative change, or consultation and could be implemented immediately. However agreeing the delegations, the membership of the committee, and how to manage staff from four organisations to support the committee would be considerably more complex than would be the case for a Joint Public Transport Committee.

This option would have no impact on the budgetary or financial responsibilities of the four councils. But budgets should be able to be used to better effect.



This option would be considerably more complex to establish than Option 5 and carry with it real risk that the change process would disrupt rebuild momentum. This option provides a way of addressing a number of the key problems with the status quo, but in doing so goes considerably beyond the brief of improving public transport governance and delivery.

Options that reallocate roles and responsibilities to achieve more integrated decision-making

Option 7: Status Quo with an Environment Canterbury CCTO owning public transport infrastructure

An extension of Option 3 would be to establish a CCTO owned by Environment Canterbury to own public transport infrastructure. Such a CCTO need not be a costly or large structure. It could be a virtual company, sharing the staff, finance and administrative systems of Environment Canterbury. Despite being required to be a trading (for profit) undertaking it is difficult to see that this would be a fully commercial venture. On-going funding would be required to build and maintain infrastructure.

To make this option work Environment Canterbury (or the CCTO) would need to take complete responsibility for funding and maintaining the assets over their lifetime. If the territorial authorities also shift their public transport infrastructure into the new CCTO they could become shareholders. There would be considerable merit in putting all public transport infrastructure in the same place to be managed alongside the delivery of public transport services.

Under this option the territorial authorities would remain road controlling authorities and would need to approve bus stop / shelter locations, etc. However, as the owner of the infrastructure the CCTO / Environment Canterbury could take a more leading role.

This option is feasible within the current legislation. Establishing a CCTO and funding public transport infrastructure would require Environment Canterbury to work through the requirements of Section 16 of the LGA02 with respect to a significant new activity. If Environment Canterbury was the sole owner and funder of the CCTO it would need to amend its long-term plan to include some, or all of, or indeed more than, the \$24m that the territorial authorities are planning to spend on public transport infrastructure over the next ten years. There would be a corresponding reduction in required rates revenue or debt by Christchurch City Council.

This option would be relatively easy to implement, very cost-effective to administer and addresses a notable problem with the status quo. However, the total benefits that it would provide may not be much larger than could be achieved with Option 3. Given the additional complexity and cost of establishment this means this Option is probably not worth pursuing in its own right.

Option 8: Greater Christchurch Public Transport CCO

This option would be the same as Option 7 except that all of Environment Canterbury's public transport obligations along with responsibility for public transport infrastructure would be put into a public transport CCO and a subsidiary CCTO. The public transport CCO would be a limited liability, not for profit, company with its own Board of Directors, Chief Executive and staff. The relevant staff of Environment Canterbury would be transferred to establish the CCO. It would be a relatively small undertaking and it would make sense for it to utilise Environment Canterbury business systems and processes to the greatest extent possible.



Political governance and oversight of the CCO would be through the normal framework of a CCO. This would include: the constitution of the company, a share-holders agreement, an annual funding agreement and related Statement of Intent, key performance indicators, a letter of expectation from the shareholders, and regular performance reporting.

If territorial authority public transport infrastructure was included in the establishment process then it could be appropriate for them to also be shareholders. The more councils that are shareholders the more complex the establishment and transition process will become.

It appears that this option could not be achieved without legislation that either:

- more broadly empowers local authorities to transfer or delegate responsibilities, duties and powers; or
- establishes a Greater Christchurch Public Transport CCO.

The potential option for establishing a Greater Christchurch Public Transport CCO through the reorganisation scheme process of the Local Government Commission has been explored but this does not seem to be possible.

If Environment Canterbury was the sole owner and funder of the CCTO it would need to amend its long-term plan to include some, or all of, or indeed more than, the \$24m that the territorial authorities are planning to spend on public transport infrastructure over the next ten years. There would be a corresponding reduction in required rates revenue or debt by Christchurch City Council.

This option would not achieve integration of decision-making about the design and operation of public transport with operational decision-making and capital works relating to roads. It would however deliver a strong focus and increased professional specialisation on the design and delivery of public transport services and infrastructure.

This option accommodates the delivery of public transport services across the whole of Canterbury.

This option would require legislation, which would take time, but in other respects the establishment of the CCO would not be complex.

Option 9: Transfer Environment Canterbury Public Transport Functions to Christchurch City Council, Selwyn District and Waimakariri District

This option would transfer Environment Canterbury's public transport responsibilities duties and powers to Christchurch City Council, Selwyn District Council and Waimakariri District Council. All current contracts for public transport services would need to be assigned to the territorial authorities. Environment Canterbury's annual rates revenue would reduce and the territorial authorities would need to increase their rates by the same amount.

This option offers:

- the integration of decision-making and operation of the public transport system with the operational management, development and delivery of the road network
- the ability to align passenger transport operations with the enforcement of parking controls and high-occupancy or bus priority lanes



- a strong incentive to adopt a customer centric approach to public transport
- integration between land use planning and the design and delivery of public transport services – which no other option achieves.

This introduces miss-alignment or a lack of integration with respect to public transport services that cross local authority boundaries. The three territorial authorities would need to find ways of agreeing the level of service, the funding formula and the contracting of cross-boundary services.

It appears that this option would require legislation. The LGA02 only supports the transfer of LGA02 *responsibilities* between regional councils and territorial authorities. Responsibilities under the LTMA can no longer be transferred by agreement between the councils.

It may be feasible to pursue the transfer of public transport responsibilities as a reorganisation proposal, but LTMA provisions complicate this. Most notably, the definition of all services between regions as exempt services (which cannot be contracted and are not eligible to receive subsidy) would preclude all services between Waimakariri and Christchurch and Selwyn and Christchurch from being contracted. Resolving this would probably require legislation.

It would not be practical for Selwyn and Waimakariri Districts to develop their own staff capability for these functions. Therefore these two councils would need to enter into a contract for service for these functions with Christchurch City Council. This Option could address the delivery of public transport in greater Christchurch, but it would not necessarily provide a robust way of delivering public transport services across the rest of Canterbury.

Beyond the legislative and contracting issues this option would be fairly easy to implement. It would require the effective transfer of staff, contracts, and relevant intellectual property from Environment Canterbury to Christchurch City Council. It would also require changes to the Long-term Plans and rates of all four councils. Based on current expenditure, Environment Canterbury's annual rates requirement would reduce by \$20.9m pa, Christchurch City Council's annual rates requirement would increase by \$19.5m pa (4.4%), Selwyn District's by \$0.8m pa and Waimakariri's by \$0.6m pa.

Option 10: Environment Canterbury / Christchurch City Council Transport CCO

This option would establish a new jointly owned CCO that takes on all local authority transport functions within Christchurch City, and the regional council responsibilities for public transport across all of Canterbury. Within the area of Christchurch City the CCO would (like Auckland Transport) manage all roads on behalf of the City Council, design and implement all contracts for public transport services, own and operate all public transport infrastructure, own and operate all on-street parking and all council-owned parking facilities, and undertake all enforcement activity relating to transport (parking violations etc.). Outside the area of Christchurch City the CCO would perform the current public transport functions of Environment Canterbury. It could also develop and own public transport infrastructure in Selwyn and Waimakariri, and indeed across the whole of Canterbury.

Within Christchurch City this option would provide all of the integration that could be achieved under Option 9 – except integration with land use change and development decisions. Outside Christchurch City this option would be no worse than the status quo.



Within Christchurch City this option would also provide greater clarity and transparency of decision-making than the status quo. It would also change the nature of decisions made by elected representatives – shifting them into a strategic and governance role.

The performance of this option would depend on:

- the ability to appoint a suitable Board for the CCO and attract and retain the key professional staff necessary
- the ability of Christchurch City Council and Environment Canterbury to jointly provide clear expectations, agreed transport strategies and the necessary funding.

It appears that this option could only be achieved through specific legislation.

This option would be more difficult to implement than Option 9. It would require the establishment of a quite significant new organisation, the transfer of significant staff from Christchurch City Council and all of the Environment Canterbury staff devoted to public transport. It would cost millions of dollars to establish and establishment would take years. The scale and duration of the transition mean that this option carries considerable risk that momentum on critical projects would be lost. This Option goes considerably beyond the objective of improving the governance and delivery of public transport. The additional complexity and risk associated with this Option largely stems from the size of the transition associated with controlling roads, not with public transport.

Conclusion

All of the problems and challenges identified in this report can be reduced to the misalignment, or lack of integration between the multiple agencies that are responsible for the collective delivery of public transport.

The delivery of public transport services and infrastructure depends upon partnership and collaboration between regional councils, local authorities and public transport operators. The councils of greater Christchurch, and in particular Environment Canterbury and Christchurch City Council have not, and are not achieving the level of integration that is necessary. The result is sub-optimal public transport services and infrastructure.

To improve the governance and delivery of public transport within greater Christchurch the four councils need to either: find ways to improve partnership and collaboration through shared decision-making; or they need to reallocate roles and responsibilities to achieve more integrated decision-making.

The options that could improve partnership and collaboration can be implemented immediately and offer some modest benefits. The durability and effectiveness of these options depends upon the on-going goodwill of the councils and their willingness and ability to work together.

Almost all of the options that would reallocate roles and responsibilities would require legislation, and take around two years to implement. These options offer considerably greater long-term benefits than the options that improve partnership, but they present considerable risk that immediate momentum on the rebuild is compromised pursuing longer-term benefits.

On 3 November the Minister of Local Government Paula Bennett announced her intention to introduce legislation into Parliament in early 2016 to give councils greater flexibility to change



their structures and coordinate infrastructure across a region and help ensure they are able to support future growth. The announcement stated that the new legislation would allow councils to transfer functions and responsibilities between regional councils and territorial authorities.

In making the announcement Minister Bennett noted:

"Local government is seriously looking at ways to improve the way it plans and manages major infrastructure resources like water and transport, but current legislation limits the ability of councils to effectively coordinate services with neighbouring councils."

"Councils play an important role in creating a more productive and competitive economy, so it is crucial their structures are designed to promote business growth and better link up our regions, towns and cities."

"We want to give local government a broader range of structures to choose from, helping councils focus on region-wide economic growth and making sensible decisions about infrastructure development beyond one council's boundaries."

It is possible that the legislation that the government intends to introduce to Parliament next year would enable the greater Christchurch councils to implement options 8, 9, or 10 without specific local legislation. However, at this stage the scope of the proposed legislation is unknown, and any new powers conveyed by the legislation are unlikely to be available to councils much before the local elections in October 2016. This means that for the rest of the current term of office the only feasible options for improving the governance of public transport services and infrastructure are those that can be implemented within current legislation.

The four greater Christchurch councils therefore face some fairly stark choices. The key question is whether the councils consider that, despite their history and track record, they can collaborate and partner with each other far more effectively in the future. If the answer to this is yes, then the option that would offer the most rapid progress is probably a combination of Option 2, Option 3 and possibly Option 5.

If the Councils consider that the options for enhanced collaboration will not work then they would need to progress the options for the reallocation of roles and responsibilities. Of these, Option 10 offers the greatest benefits, and is the most durable solution. But it is the most complex to implement and goes well beyond the scope of improving public transport governance and delivery. Option 9 offers benefits that are second only to Option 10, but does so by compromising the delivery of public transport outside of Christchurch City. This is unlikely to be attractive to Selwyn and Waimakariri Districts, or to Timaru and the other Canterbury communities currently receiving public transport services funded through Environment Canterbury. The legislation that is proposed by the Minister of Local Government may provide a way to progress these options without specific local legislation. However, it is unlikely that these new provisions would be available to councils within the current term of office.

Another way to look at the choices that the councils face is to see the range of options as possible stepping-stones to progressively greater change.

A way forward

The four greater Christchurch councils are looking for ways to improve the governance and delivery of public transport, whilst at the same time ensuring that there is no loss in the momentum of the rebuild. The only way achieve this is to adopt the most promising of the Options designed to improve collaboration and partnership. A combination of Options 2, 3 and 5



is likely to offer the greatest immediate benefits and a pathway to further reform if that is warranted.

Moving to establish a Greater Christchurch Joint Public Transport Committee (Option 5) immediately could be accompanied by the adoption of formal partnering agreements (Option 2) designed to improve delivery. This could be followed in 2016 by consideration of the role that Environment Canterbury could play in funding public transport infrastructure (Option 3).

Adopting this approach would mean that by the time of the election in October 2016 there would be a track record of the four councils working more closely in the governance and delivery of public transport. If this has been successful there would then be significant incentives to re-establish the Joint Committee following the election. Through the 2016-2019 term the councils could re-evaluate the progress that they are making and consider whether or not they see value in progressing to one of the other options.



1 Introduction

The demands of managing the redesign and implementation of public transport services and infrastructure in post-earthquake greater Christchurch have highlighted tensions and inefficiencies between organisations in the governance and delivery of public transport services and infrastructure. These tensions are not new they existed before the earthquakes. Environment Canterbury, Christchurch City Council, Waimakariri District Council and Selwyn District Council, in conjunction with the New Zealand Transport Agency and the Ministry of Transport are seeking advice on ways in which they could address and remove these tensions and issues in order to improve the governance and delivery of public transport across greater Christchurch.

The four councils have already taken a number of initiatives to try to improve matters. In September 2012 Christchurch City Council and Environment Canterbury agreed to form a joint working group to progress the recovery of public transport. In July 2013, representatives from the New Zealand Transport Agency (NZTA) and CERA's Christchurch Central Development Unit (CCDU) were invited to join this working group. In October 2013, a proposal to establish a new Christchurch Public Transport Joint Committee under the auspices of the Local Government Act 2002 was considered but not adopted. In August 2014 Christchurch City Council and Environment Canterbury agreed that the role of the public transport working group should be strengthened and its scope expanded to incorporate all of greater Christchurch. New Terms of Reference were prepared and representatives from Selwyn and Waimakariri District Councils were invited to become members. This working group still operates.

In February 2015, the Canterbury Mayoral Forum agreed with Hon Simon Bridges and that the Ministry of Transport would convene a working group with the UDS Chief Executives Advisory Group and the Regional Director of NZTA to review optimal institutional arrangements for the governance of public transport. This report has been commissioned by that working group.

2 Strategic Context

The provision of an effective public transport network is an essential component to the long-term recovery of greater Christchurch. This is well documented and reflected in all of the key strategy and planning documents that guide the re-build and the longer-term development of greater Christchurch.

The suite of strategy and planning documents relevant to the development of public transport in greater Christchurch, pre and post earthquake include: the Greater Christchurch Urban Development Strategy, the Greater Christchurch Metro Strategy 2010-16, the Christchurch Transport Strategic Plan 2012-42, the Land Use Recovery Plan, the changes to the Canterbury Regional Policy Statement, the Canterbury Regional Public Transport Plan 2014, the Regional Land Transport Plan 2015-2025 (and the Regional Land Transport Strategy that it replaced), CERA's An Accessible City, and the Greater Christchurch Transport Statement 2012.

There are six key themes that run through these documents with respect to public transport (see Attachment 2 for the references in relation to each theme):

- the need to increase public transport patronage and mode share (along with active transport modes)
- support for developing the public transport system as hubs and spokes



- the need to improve the reliability of bus services and reduce bus travel times
- the need to improve passenger facilities
- the need to develop the public transport system in a way that would support future investment in rail or light rail rapid transit on key routes, and investigations to explore these opportunities
- the need to align and integrate decision-making and development of the public transport system with broader transport objectives and with land use planning and development.

These themes reflect consistent, high level agreement over the intended role of public transport within greater Christchurch, and the place of public transport within the range of activities required to support the day-to-day functioning of the city, its re-build and its long-term future. Effective, efficient and significant public transport is a key element of the future vision for greater Christchurch.

A number of practical realities cut across the high level ambitions for public transport:

- the need to support the momentum already developed through the rebuild
- the need to acknowledge the financial challenges facing Christchurch City Council and the multiple issues that it must address (not just transport infrastructure)
- public transport services are costly to operate, services must be viable and affordable today whilst still building the system for the future
- in a bus based public transport system like Christchurch's the performance of the system is dependent upon the performance and operation of the road network, and there are competing demands and priorities for the use of road space
- the distribution of population and where people live, work and recreate across greater Christchurch has changed and the need to ensure effective links to areas across greater Christchurch has increased
- significant areas of greater Christchurch are being developed, or re-developed and timing the delivery of public transport services to the pace of development will be critical to securing desired changes in travel behaviour and mode choice
- current planning and delivery arrangements for public transport are spread between multiple agencies and this makes integrated investment decisions and implementation of an effective public transport network problematic.

3 The Current Situation

It is important to understand the way in which the current system operates before considering ways in which the performance of the system could be improved. The current situation is the product of the legislative framework and the policy and delivery decisions of Environment Canterbury, Christchurch City Council, Selwyn District Council, Waimakariri District Council, and NZTA.

3.1 The legislative framework

The effective delivery and operation of public transport services is governed by the performance of local authorities discharging responsibilities, duties and powers under four key Acts of Parliament: the Land Transport Management Act 2003 (LTMA), the Local Government Act 2002



(LGA02), the Local Government Act 1974 (LGA74), and the Land Transport Act 1998 (LTA). The key relevant features of these Acts are described below.

In addition to the three primary Acts local authorities also have obligations and powers under the Resource Management Act relating to the development and use of land that are important. Alongside these powers territorial authorities provide water, wastewater and other services that directly impact on the use and development of land. Since transport networks function to enable people and business to interact effective integration between land use and transport is critical to the effective operation of cities.

When considered together the current legislative framework relating to public transport effectively divides responsibility between the regional council, territorial authorities and private sector providers. Effective delivery requires partnership, collaboration and cooperation.

3.1.1 The Land Transport Management Act 2003

The planning, delivery and operation of public transport services is primarily governed by the LTMA. It sets out provisions for the planning and funding of all land transport, the role and powers of the NZTA, and the allocation and use of the National Land Transport Fund.

Other key features of this legislation with respect to public transport are:

- the role of regional councils in planning, funding and contracting for the delivery of public transport services
- limitations of the ability of regional councils to own either public transport infrastructure or a service provider
- the key split between these public sector 'funding' responsibilities and private sector responsibility for service 'delivery'
- using competition between public transport operators to ensure that public transport services are priced efficiently
- a strong emphasis on partnership and collaboration between regional councils, local authorities and public transport operators in order to achieve the levels of integration, reliability, frequency, and coverage necessary to encourage passenger growth and deliver effective services
- a statutory principle to work in partnership and collaborate to "*deliver the regional public transport services and infrastructure necessary to meet the needs of passengers*"
- the need to create incentives to reduce reliance on public subsidies to cover the cost of providing public transport services.

3.1.2 Local Government Act 2002

The LGA02 sets out the general purpose, role and powers of local authorities. Aspects particularly relevant to this project include: the purpose of local government, the general powers of local authorities, the framework for the annual budgeting, planning and reporting process, the key public reporting and accountabilities of local authorities, and the provisions relating to the way in which local authorities may make decisions, delegate or transfer responsibilities, make by-laws and set fees and charges.

Recent changes to the LGA02 have placed a particular emphasis on the cost-effectiveness of local authorities. Not only does the purpose of local government now require councils to deliver local services in the manner that is most cost effective for households and businesses, but they



must now also regularly review the way in which they deliver services to ensure that it is cost effective.

3.1.3 Local Government Act 1974

The LGA74 contains the core powers, duties and responsibilities of territorial authorities as road controlling authorities. Amongst other things it provides for the control of roads and activities within the road reserve, the provision of transport shelters, and the provision of parking places, buildings, and transfer stations.

Whilst these provisions are primarily about the provision and operation of roads – this is an integral part of the public transport system. Similarly, the on and off-street provision of public infrastructure is a critical part of the customer experience of using public transport. Inadequate provision of shelters and roadside information, or poor positioning of bus stops can affect the attractiveness and viability of bus services.

3.1.4 Land Transport Act 1998

The LTA sets out the responsibilities of participants in the land transport system, and in particular the ability of territorial authorities to make and enforce by-laws relating to the operation of roads. This includes:

- the designation of bus lanes, high occupancy vehicle or cycle lanes
- designating, managing and enforcing on-street parking restrictions
- establishing and operating traffic signals that manage the performance of roads and the relative priority of different users.

Decisions made by territorial authorities under the LTA directly affect the performance of the public transport system.

3.2 Current public transport networks and services

Public transport services are planned and delivered by Environment Canterbury in accordance with the Canterbury Regional Public Transport plan 2014 (CRPT), prepared under section 117 of the LTMA.

Route planning is carried out by Environment Canterbury and services are delivered by bus operators under contract. Since the earthquake, expiring contracts have been extended through a negotiation process but Environment Canterbury is now moving back to competitive tenders. Environment Canterbury is also combining routes into units (bundles of routes) in accordance with the Public Transport Operating Model. By June 2020 it is planned that all services will operate under the PTOM.

In keeping with the LTMA approach to partnership the service contracts that Environment Canterbury operates run for long periods of time. Around half of the units of services that are currently in place will expire over the 2019-2020 period. The remaining units of services will expire between June 2027 and June 2029. This provides long-term certainty of operation. Changes to the level and nature of services prior to these dates must be done by negotiation.

Since the earthquakes Environment Canterbury has implemented a fundamental re-orientation of public transport services. The change to the hierarchy of routes that are provided for in the CRPT has been dramatic. This was forced by both the substantial financial losses incurred in



the operation of the public transport system post-earthquake and the need to re-orient the network to support the re-build and re-location of activities post-earthquake. The new network comprises:

Frequent services on routes along high demand corridors, providing direct connections between key activity centres and the central city

Connector services which also connect key activities and the central city, but run less frequently and may follow less direct routes

Local services which provide connections between local suburban areas and key activity centres to meet basic access needs and connect to the wider network

Targeted services operating only at specific times or in specific locations to serve a particular targeted demand (e.g. commuter services and school services).

The frequent network reflects the hubs and spokes approach and is shown in Figure 1. The size and coverage of the complete public transport network is shown in Figures 2, 3 and 4. Figures 3 and 4 demonstrate the limited extent and coverage of services in Selwyn and Waimakariri Districts. As Figures 3 and 4 show only a relatively small proportion of greater Christchurch public transport services operate in Selwyn and Waimakariri Districts.

Figure 1: Greater Christchurch Frequent Network



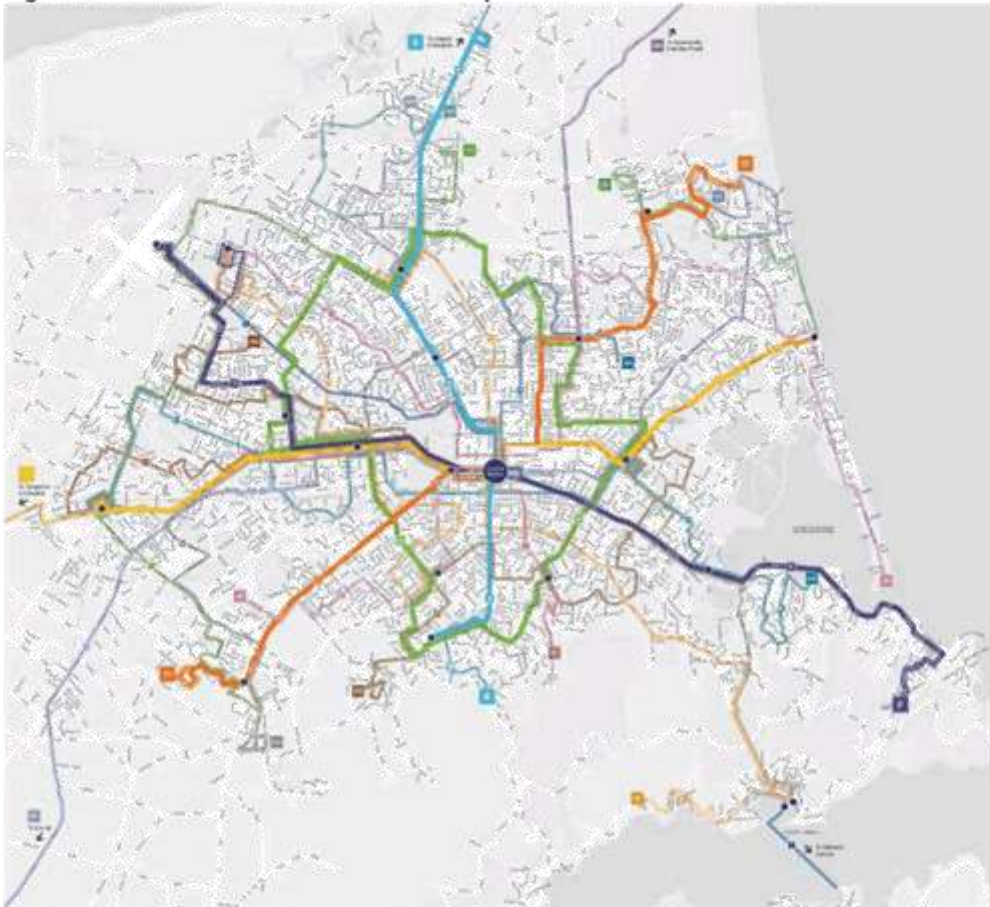
Source: Canterbury Regional Public Transport Plan 2014

In addition to the services shown here Environment Canterbury also provides scheduled services in Timaru.

Minimum service standards in terms of hours of operation, service frequency and service directness are set out in Policy 1.5 of the CRPTP. These are reflected in the contracts for service that Environment Canterbury tenders. Similarly, Environment Canterbury sets vehicle standards and driver training requirements for contracted services.



Figure 2: Greater Christchurch Public Transport Network December 2014.



Source: Canterbury Regional Public Transport Plan 2014

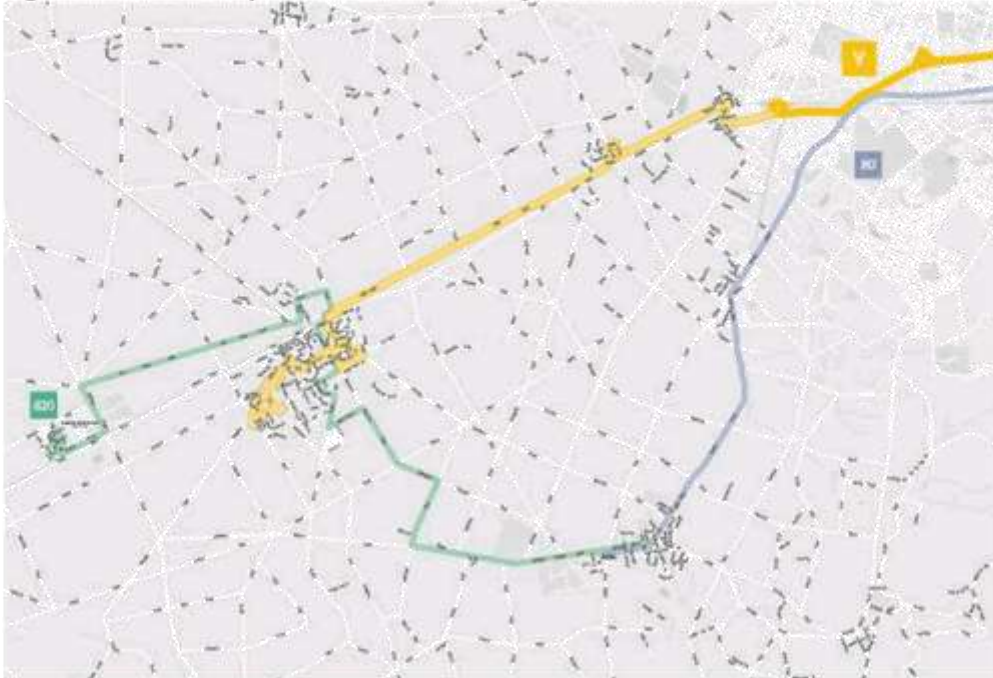
Funding for public transport services comes primarily from fares, the National Land Transport Fund, and Environment Canterbury rates. In 2014/15 operating expenditure is expected to be \$64.35m. For the same year total expected income is \$64.0m, of which \$23.8m is from fares, \$21.0m from the NTLF, and \$19.0m from rates, and 0.2m of interest earnings. Environment Canterbury raises the required rates as either a uniform rate per capital values or a uniform fixed amount per rating unit in the defined areas of the districts deemed to benefit from the provision of services. For the 2015/16 financial year Environment Canterbury expects to raise \$19.5m from ratepayers within Christchurch City, \$0.8m from ratepayers within Selwyn District, and \$0.6m from ratepayers within Waimakariri District.

Environment Canterbury sets passenger transport fares and concessions policies for contracted services. It also provides information to users, and markets the services, including printed timetables and the Metro on line route planner.

Environment Canterbury operates the Total Mobility scheme across Canterbury, providing specialised services for people with impaired mobility who are unable to use public transport services available to the general public.



Figure 3: Public Transport Network in the Selwyn District December 2014.



Source: Canterbury Regional Public Transport Plan 2014

Figure 4: Public Transport Network in the Waimakariri District December 2014.



Source: Canterbury Regional Public Transport Plan 2014



3.3 Supporting infrastructure

The network of direct frequent services complemented by connecting services and local services relies on a significant amount of transferring between services. One key to the success of the new model is therefore interchange facilities which make transfers as seamless as possible. The CRPTP lists public transport infrastructure improvements including the City Centre Bus interchange, suburban hubs at Riccarton and Northlands/Papanui, superstops at Manchester Street and Christchurch Public Hospital, and passenger facility infrastructure at 16 key transfer points.

The responsibility for constructing and maintaining bus stops, bus shelters and transfer facilities lies with the territorial authorities as road controlling authorities. The public transport infrastructure improvements listed above are all in Christchurch City.

On-road passenger information systems, including the real time information system and bus timetables, are also provided by the territorial authorities. This reflects the historic prohibition on regional councils owning public transport infrastructure.

For public transport services to be attractive to customers they must provide a competitive travel experience. Overall journey time is important. The reliability of services is a critical success factor in facilitating effective transfers between services, as is the provision of sufficiently frequent services for passengers to be able to recover from missed connections. For these reasons the CRPTP and the Christchurch Strategic Transport Plan support the introduction of bus priority measures to improve the reliability of bus travel and increase bus speeds. The CRPTP lists bus priority measures on the Riccarton – Main South Road corridor and on Manchester Street, and corridor improvements on the Orbiter, Blue Line and Lincoln Road/Halswell corridor as priority bus infrastructure projects.

Implementation and operation of bus priority schemes is the responsibility of the territorial authorities.

The CRPTP and Christchurch Strategic Transport Plan support the development of Park and Ride facilities for long distance commuters in locations where they provide access to public transport from areas in which it is difficult to provide public transport services. The provision of park and ride facilities is the responsibility of territorial authorities.

3.4 Growth and redevelopment areas

The Christchurch urban area is experiencing considerable change, particularly as new communities and businesses develop as part of the earthquake recovery process. Introduction of public transport services to new and developing residential areas as well as connections to key economic activity areas is important for growing the public transport network and to support land use development plans.

Territorial authorities are closely involved in the consenting and approvals process relating to the development and use of land. This means they are better placed to understand the pace and magnitude of development than perhaps the regional council is.

Servicing newly developing, or re-developing areas requires coordination of both services and infrastructure. Major activity centres, like hospitals and schools, generate significant travel demands. As key services like this are re-oriented through the rebuild particular care will need to



be taken to respond to the changing patterns of travel demand, and ensure that public transport services and related infrastructure are in the right place. This requires considerable collaboration and alignment between Environment Canterbury and Christchurch City Council in particular. The long-term nature of Environment Canterbury's public transport service contracts could make it challenging to be very responsive to the pace of change that is currently evident in Christchurch.

The significant recent population growth in parts of Selwyn and Waimakariri tends to be in areas with limited experience of public transport operations and use, where public transport could have an important role in future – if it is provided early enough in the development process.

3.5 Arrangements for working together

The various agencies involved in public transport in Christchurch currently work together at both political and officer levels.

The Greater Canterbury Public Transport Working Group (GCPTWG) is a formally established group made up of representatives of Environment Canterbury (1 commissioner), Christchurch City Council (up to 3 councillors), Selwyn District Council (1 councillor) and Waimakariri District Council (1 councillor) together with the NZTA Regional Director, a General Manager from CERA and the CCC Chief Planning Officer. It meets monthly with a formal agenda and considers papers prepared by officers of the constituent organisations. Meetings are not open to the public and papers are not made public. The Working Party deals mostly with bus infrastructure issues. The GCPTWG has provided a forum for political discussion of issues and has reduced tensions and misunderstandings among the organisations. It has no decision-making powers.

Officers work together informally on most issues and have collaborated to produce the statutory documents governing development of the public transport system – the Regional Land Transport Plan 2015–2025 and the Canterbury Regional Public Transport Plan 2014.

Christchurch City Council and Environment Canterbury officers, with the support of NZTA officers, have developed the Public Transport Infrastructure Investment Strategic Business Case and Programme Business Case, which form the basis of the programme of public transport infrastructure investment for the period 2015 – 2025.

3.6 Planned funding

Table 1 shows planned transport expenditure by the four greater Christchurch local authorities over the next 10 years. It is drawn from the Regional Land Transport Plan 2015-2015.

NZTA State Highway expenditure is not broken down into local body area and so is not included in Table 1. It should be noted that planned expenditure in Waimakariri and Selwyn encompasses the whole of each district, not just the amount planned for greater Christchurch.

Christchurch City is the only local authority planning expenditure on public transport infrastructure over the next 10 years. That expenditure comprises 2.4% of Christchurch City's planned transport expenditure, but only 4.4% of total planned local authority expenditure in public transport. Public transport infrastructure comprises just 1.3% of total planned local authority transport expenditure in greater Christchurch.

Planned expenditure on public transport services comprises 35% of Environment Canterbury's planned expenditure (99% of its transport budget) and 28.8% of total planned local authority transport expenditure.



Since the adoption of the Regional Land Transport Plan councils have adopted their Long-Term Plans for the period 2015-25. In its Long-Term Plan Selwyn District has provided expenditure of \$35,000 per annum for public transport infrastructure. It is understood that Waimakariri District has also provided for modest annual expenditure on public transport infrastructure.

Table 1: Planned Transport Expenditure by Activity Class 2015-2025
(\$'000 excluding State Highways)

ACTIVITY CLASS	WAIMAKARIRI DISTRICT COUNCIL	SELWYN DISTRICT COUNCIL	ENVIRONMENT CANTERBURY	CHRISTCHURCH CITY COUNCIL	TOTAL LOCAL GOVT INVESTMENT		NZTA CANTERBURY NON HWY INVESTMENT	TOTAL INVESTMENT	
Transport planning		418	3,400	3,000	6,818	0.4%	4,291	11,929	0.4%
Road safety promotion	1,200	2,183		13,969	17,352	1.0%	8,818	26,170	1.0%
Walking and cycling	1,100			193,551	194,651	10.9%	52,541	247,192	9.8%
Public transport services			511,324		511,324	28.8%	261,185	772,500	30.6%
Public transport infrastructure				23,423	23,423	1.3%	78,972	102,395	4.1%
Maintenance and operation of local roads	60,815	64,880		184,681	310,376	17.4%	157,774	468,149	18.7%
Renewal local roads	49,555	56,702		135,912	242,169	13.6%	123,509	365,677	14.5%
New and improved infrastructure local roads	13,780	57,045		403,306	474,131	26.6%	54,921	529,052	14.5%
Total forecasted expenditure	126,450	181,228	514,724	957,841	1,780,243	100.0%	742,011	2,522,254	100.0%

Source: Regional Land transport Plan 2015-2025 (Tables 5 and 6)



4 Problems and Issues

In common with most of New Zealand, public transport services and facilities are provided by multiple parties across greater Christchurch. To work effectively, this arrangement requires a high degree of strategic alignment and commitment across six different agencies, with significant co-ordination of respective funding priorities and on-the-ground co-operation. In practice the required degree of alignment across these crucial areas is not always achieved.

The following sections explore the areas where there is apparent agreement / alignment and where there are tensions and misalignment.

4.1 Areas of agreement

4.1.1 Public transport strategy

There is high level, in principle agreement that public transport is important. There is also high level, in principle agreement on the public transport strategy, including:

- the move to a hub and spoke system focusing on 5 high frequency routes
- the need for bus priority measures on the high frequency routes as appropriate, with priority going to the Riccarton-Main South Road corridor, Manchester Street, the Orbiter corridor, the Blue Line corridor and the Lincoln Road/Halswell corridor¹
- the need for significant passenger facilities at critical interchange points, with priority going to the Central City Interchange, Riccarton suburban hub, Northlands/Papanui suburban hub, Manchester Street super stop and Christchurch Public Hospital super stop²
- the need for passenger facilities at 16 key transfer points³.

4.1.2 Public transport implementation

The CRPTP, Christchurch Public Transport Investment Strategic Case and Christchurch Public Transport Infrastructure Programme Business Case (prepared jointly by CCC and Environment Canterbury officers but not endorsed by political decision makers) form a solid foundation for development of public transport infrastructure.

4.1.3 Other network services

Network services provided by Environment Canterbury such as Total Mobility, setting of fares and concessions, customer services and marketing, setting of vehicles standards and driver training appear to operate satisfactorily. None of the parties interviewed raised concerns about these other than in relation to fares on fully commercial services.

¹ Infrastructure investment table, p53 of Canterbury Regional Public Transport Plan 2014

² Infrastructure investment table, p53 of Canterbury Regional Public Transport Plan 2014

³ Infrastructure investment table, p53 of Canterbury Regional Public Transport Plan 2014



4.2 Problems and tensions

4.2.1 Public transport strategy and vision for Christchurch

Underneath the high level and in principle agreement there are multiple public transport strategies and plans that are either not aligned or not fully integrated. There is a marked tendency to re-litigate elements of the strategy. Across the four councils there are different levels of ownership of the strategy and what is required to implement it.

This can be seen as part of a broader contest for control or stewardship of the vision for Christchurch. Whilst this was evident before the earthquakes it is more evident now. The contest of ideas and values to drive the future of the city is reflected in different priorities, but also in a lack of trust. This limits the effectiveness of collaboration and partnership. Unfortunately, the success of the current framework for public transport depends upon effective collaboration and partnership.

4.2.2 Integration of public transport services with passenger facilities

The desired service pattern has been identified and agreed and is in the process of being delivered. It is also agreed that this needs to be supported by public transport infrastructure, including stops, transfer facilities, bus priorities and park and ride facilities. There is agreement on what facilities are needed, where they are needed and priorities but there is tension and disagreement on the speed, relative priority and detail of implementation.

There is frustration that in discharging its role Environment Canterbury does not face, nor fully consider the full costs of its decisions. There is a sense that Environment Canterbury unfairly 'passes on' infrastructure costs, and if it was responsible for public transport infrastructure it would adopt a slower and more measured approach to service changes.

Equally, there is frustration at the slowness of implementation / re-location of bus stops. Within Christchurch City Council the key consideration of bus stops lies with Local Boards, which consult extensively with the local community and are seen by many as unduly influenced by local concerns at the expense of region wide benefits. Typically installation of a single bus stop can take up to 14 weeks. There is a process whereby bus stops can be deemed of regional significance and decisions taken by Council or a Council committee. This process appears to be little used, and when it is used, the views of the Local Board are still sought, with the result being little reduction in the time frame.

For more significant passenger facilities such as passenger lounges or transfer locations, at the local level there can be competition for the use of key pieces of land. For example, where there is a need for transfer between bus services, possibly on routes which cross, there is a need for bus stops to be as close as possible and for pedestrian paths (including road crossings) to be convenient and easy to use. The point at which bus routes cross in some cases is also a local town centre or a key vehicle intersection, so a compromise must be reached between the needs of various activities. This can be a difficult and sometimes time consuming process.

Under the current situation this tension is resolved by the territorial authority, which may have different priorities and timeframes to Environment Canterbury as provider of the service. It is not clear how Christchurch City Council in particular considers the total journey of public transport customers in its decision-making.



These issues and tensions are not new. The scale and range of infrastructure investment has been agreed since the first joint Environment Canterbury/CCC Metro strategy in 1998, however progress on the delivery of this key infrastructure has been frustrated, compromised or delayed both before and after the earthquakes by inadequate funding, misaligned transport priorities and local community opposition to proposals with local consequences but citywide benefits.

4.2.3 Integration of public transport with other road users

There is agreement that bus priority measures should be introduced where possible on frequent services which experience congestion. These measures could involve bus lanes, signal priority, turn exemptions for buses, etc.

In many cases these can be provided by reallocating non-critical road space (such as parking or underutilised turning lanes) to buses with little or no impact on road efficiency. In other cases however there is a trade-off required between bus users, car users and cyclists, which can take time and resource to resolve. Environment Canterbury officers see this process as being unnecessarily slow and unduly favouring car drivers, while CCC officers see Environment Canterbury as acting as an advocate for public transport and not taking other transport users into account.

Under the current situation this tension is resolved by the territorial authority, which may have different priorities and timeframes to Environment Canterbury as provider of the service.

4.2.4 Integration of services with development

As a general principle public transport services should be provided at an early stage in the development of new areas in order to establish an expectation of public transport services and the development of a habit of public transport use by residents. This requires public transport services to lead demand in order to create habits which pay off as the new area develops and matures. This requires early investment in public transport services for relatively low early returns, and can be difficult to prioritise.

Waimakariri in particular is experiencing strong population growth, partly as a result of families relocating after the earthquake. Public transport is seen as an important part of providing transport choices for the growing population and there is some concern that this may not be fully recognised by Environment Canterbury as service provider. There is also a need to ensure engineering standards for new subdivisions (carriageway widths, pavement strength etc.) take into account the needs of buses and bus services.

Under the current situation this tension is resolved by Environment Canterbury as provider of the service. It is quite possible for developers to be required to provide facilities that would support the future introduction of public transport services, only for Environment Canterbury to decide not to do so.

4.2.5 Local priorities vs. regional priorities

There can be situations where local priorities conflict with regional priorities. Public transport "frequent" and "connector" services serve a regional purpose but implementing the service and the infrastructure to support them can conflict with local priorities. An example in the case of services might be large volumes of buses through a local residential or retail area and in the



case of infrastructure might be the regional need for a bus lane conflicting with a local need for parking or the location of a bus stop conflicting with local wishes.

Under the current situation this tension is considered by Environment Canterbury in the case of services and by the territorial authority in the case of infrastructure, and may be resolved to the satisfaction of neither party.

4.2.6 Financial priorities

While councils generally agree on medium to long-term transport strategy, each has a different set of issues other than transport to deal with. Christchurch City Council in particular faces unprecedented challenges in meeting its obligations with respect to funding and delivering the re-build of Christchurch. It is understandable that the greater Christchurch councils have different priorities and differing ability to fund public transport. Consequently, each currently plans to proceed to the medium term transport strategy at a different speed and in some instance by a different pathway.

Under the current situation this tension is generally unresolved. All parties have competing priorities. Implementing agreed strategies is voluntary.

4.2.7 Decision making

The four greater Canterbury councils have different cultures of public engagement and decision-making. They have differing levels of delegation to staff and committees of council. They have differing expectations as to how quickly decisions can be made. Amongst those interviewed Christchurch City Council was generally seen as having the slowest decision making processes. It was also seen to pay the greatest attention to local and indeed individual issues – potentially at the expense of regional priorities.

Making decisions separately on service provision and the infrastructure to support those services is leading to sub-optimal outcomes. Implementing service changes without supporting infrastructure will result in lower patronage (and therefore revenue) than planned. Making decisions on services and infrastructure together is likely to involve more accurate estimates of total costs and could result in different decisions, and different outcomes.

Under the current situation this tension is generally unresolved.

4.2.8 Customer perspective

Under current arrangements it is difficult to adopt and deliver a customer centric approach to the design and delivery of public transport services. The performance of the public transport system for the customer depends on all of the elements that contribute to their journey. These elements fall within the jurisdiction of multiple parties. No one 'owns' the customer experience. No one is in a position to resolve even relatively simple impediments to more widespread use of public transport.

4.3 Problem Statement

Overall, it is apparent that the current approach to the design, delivery and funding of public transport for greater Christchurch has a number of problems and challenges. Despite this, bus services operate and carry passengers every day.



All of the problems and challenges discussed above can be reduced to the misalignment, or lack of integration between the multiple agencies that are responsible for the collective delivery of public transport.

The delivery of public transport services and infrastructure depends upon partnership and collaboration between regional councils, local authorities and public transport operators in order to achieve the levels of integration, reliability, frequency, and coverage necessary to deliver effective services.

Despite the LTMA's statutory principle to work in partnership and collaborate to "*deliver the regional public transport services and infrastructure necessary to meet the needs of passengers*", the councils of greater Christchurch, and in particular Environment Canterbury and Christchurch City Council have not, and are not achieving the level of integration that is necessary.

The result is sub-optimal public transport services and infrastructure. This will ultimately result in a failure to achieve the objectives and targets that the councils have set for the public transport system and the performance of the greater Christchurch transport system.

There are two key ways that this problem can be addressed to improve the governance and delivery of public transport:

- c) find ways to improve partnership and collaboration through shared decision-making, or
- d) reallocate roles and responsibilities to achieve more integrated decision-making.

Variations of these two approaches are explored below.

5 The Evaluation Criteria

First and foremost options to improve the governance and delivery of public transport must actually address the problems that have been identified. The consideration of options is also framed by two prime pieces of legislation – the Local Government Act 2002 (LGA02), and the Land Transport Management Act 2003 (LTMA).

5.1 The LGA Framework

There are two relevant parts of the LGA02 that could be considered:

- a) the general obligations of all local authorities under the purpose of local government (Section 10) and the related requirement to regularly review the cost-effectiveness of current arrangements under Section 17A
- b) the provisions that relate to the decision-making of the Local Government Commission (Commission) with respect to re-organisation proposals.

Understandably, these two parts of the LGA02 are interrelated.



5.1.1 Service Delivery Reviews

Section 10 of the LGA02 sets out the purpose of local government.

"10 Purpose of Local Government

- 1) *The purpose of the local government is –*
 - a) *to enable democratic decision-making and action by, and on behalf of, communities; and*
 - b) *to meet current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses.*
- 2) *In this Act, **good-quality**, in relation to local infrastructure, local public services, and performance of regulatory functions means infrastructure, services, and performance that are –*
 - a) *efficient; and*
 - b) *effective; and*
 - c) *appropriate to present and anticipated future circumstances."*

Recent changes to the LGA02 have placed increased emphasis on the cost-effective delivery of services. Section 17A(1) has been introduced to require councils to undertake regular reviews of *"the cost-effectiveness of current arrangements for meeting the needs of communities within its district for good-quality local infrastructure, local public services, and performance of regulatory functions."*

Other parts of Section 17A require councils to consider a wide range of options for the governance, funding and delivery of its obligations, including delivery directly by the local authority itself, through a CCO, by another local authority, by another person or agency, or through a joint committee. The requirements of Section 17A link directly with Section 10, meaning that in a review under Section 17A a local authority should be seeking the service delivery option that **"is most cost-effective for households and businesses"**.

In this context 'most cost-effective' is not defined, but it must address both the cost of service delivery and the quality of the service that the community expects as well as the ability of the service to deliver the intended outcomes. Most cost-effective must therefore be akin to 'best value for money'. It is clearly not just the least cost option.

The evaluation of public transport governance and delivery options must meet the requirements of S17A.

5.1.2 The Local Government Commission provisions

The Local Government Act 2002 (the Act) sets out the process that the Commission is required to follow in considering a reorganisation proposal. It also sets out the factors that the Commission must consider when determining its preferred option for local government of the affected area. None of the options under consideration here are intended to be re-organisation proposals. However, the provisions that govern the decision-making of the Commission provide a helpful guide as the issues that are important in addressing the framework of service delivery by local authorities.



The detail of the process and requirements that the Commission must follow are set out in Schedule 3 of the Act. However, they must be read in the context of S24AA which sets out the purpose of local government reorganisation:

"24AA The purpose of the local government reorganisation provisions of this Act is to improve the effectiveness and efficiency of local government by –

- a) providing communities with the opportunity to initiate, and participate in considering, alternative local government arrangements for their area; and*
- b) requiring the commission, in consultation with communities to identify, develop and implement the option that best promotes good local government."*

Ultimately, the Commission must determine the preferred option, **"being the option that best promotes good local government"** (Schedule 3, 11(8)) in the affected area. To do this the Commission is required to identify and evaluate reasonably practicable options.

Good local government is not defined in the LGA02. Clause 12 of Schedule 3 provides the definition of what promoting good local government may mean.

12 *Promotion of Good Local Government*

(1) *For the purposes of clause 11(8), the Commission must be satisfied that its preferred option-*

- a) will best promote, in the affected area, the purpose of local government as specified in section 10; and*
- b) will facilitate, in the affected area, improved economic performance, which may (without limitation) include-*
 - i. efficiencies and cost savings; and*
 - ii. productivity improvements, both within the local authorities and for the businesses and households that interact with the those local authorities; and*
 - iii. simplified planning processes within and across the affected area through, for example, the integration of statutory plans or a reduction in the number of plans to be prepared or approved by a local authority."*

The definition of the characteristics and aspects of 'good local government' may be further drawn from sections 10(2), 11, 11A, 13 and 14.

Section 10 provides guidance of the importance of democratic decision-making and action, the types of activities and services that a local authority provides, the importance of meeting both current and future needs of communities and the importance of efficiency, effectiveness and appropriateness.

Section 11 makes it clear that the role of a local authority is both to "(a) give effect ... to the purpose of local government stated in Section 10" and "(b) perform the duties and exercise the rights conferred on it by or under this Act or any other enactment". Combining this with Section 10 it is clear that 'good local government' includes the ability of a local authority to effectively undertake responsibilities conveyed under legislation including the Local Government Act 1974, the LTMA, the Land Transport Act 1998, and a range of other key legislation. This broad obligation is further underscored by Section 13 of the Act.



From Section 11A comes a clear requirement for local authorities to have particular regard to the contribution that specified core services make to their communities. Named core services include network infrastructure (which includes roads) and public transport services.

Lastly, Section 14(1) provides the set of principles that local authorities must act in accordance with. To the extent to which a re-organisation materially changes the ability of local authorities to meaningfully give effect to these principles they are relevant in an evaluation of the options.

5.2 The LTMA Framework

The LTMA sets out the framework for the development and funding of the land transport system. The purpose of the Act is:

"to contribute to an effective, efficient, and safe land transport system in the public interest" (Section 3).

A further fundamental requirement of the LTMA is that activities that are funded through the National Land Transport Fund must be consistent with the Government Policy Statement on Land Transport.

More specific principles relating to the delivery of public transport are provided for in Section 115 of the LTMA.

115 Principles

- (1) *All persons exercising powers or performing functions under this Part in relation to public transport services must be guided by each of the following principles to the extent relevant to the particular power or function:*
 - a) *regional councils and public transport operators should work in partnership and collaborate with territorial authorities to deliver the regional public transport services and infrastructure necessary to meet the needs of passengers;*
 - b) *the provision of public transport services should be coordinated with the aim of achieving the levels of integration, reliability, frequency, and coverage necessary to encourage passenger growth;*
 - c) *competitors should have access to regional public transport markets to increase confidence that public transport services are priced efficiently;*
 - d) *incentives should exist to reduce reliance on public subsidies to cover the cost of providing public transport services;*
 - e) *the planning and procurement of public transport services should be transparent.*

5.3 Evaluation Framework

Both the LGA02 and the LTMA have a strong emphasis on efficient and effective service delivery. Both establish expectations of continuous improvement, anticipating better outcomes for communities and customers. Both place a premium on cost effective delivery and the ability to develop and execute strategy for broad public benefits. Options that meet the general requirements of the LGA02 are most likely to also provide the framework for meeting the requirements of the LTMA.



Distilling the requirements of the relevant legislation has resulted in the evaluation framework set out in Table 2 below. It comprises five factors, and for each factor the key considerations that stem from the relevant legislation.

Table 2: Evaluation Framework

Factors	Key considerations
Meeting the current and future needs of passengers and communities	Focus on the needs of customers Aligning decisions with communities of interest (both those that benefit and those that are affected)
Achieving co-ordination and integration to encourage growth	Ability to implement strategies and achieve the goals and objectives of the agreed transport, development and re-build strategies Ability to achieve the partnership and collaboration necessary to achieve public transport growth and broader objectives – including integration with land use, roads, cycleways, and pedestrian facilities
Effective and transparent democratic decision-making and action	Ability to understand and engage with the communities of interest Ability to exercise effective democratic governance (including establishing service levels performance measures and targets, oversight, and accountability for the use of funds and the delivery of services) Durability of arrangements Transparency of responsibilities to the customers and the general public
Cost effective delivery of core services	Ability to deliver more cost effective public transport services (including having the organisation capability and capacity that is necessary) Ability to avoid or reduce the costs of other investment through more effective service delivery Integrated planning and delivery of transport infrastructure and services (roads and public transport)
Net benefits / risks of change	The scale of potential savings in relation to the costs of the transition necessary to achieve them Ability to implement – requirement for legislation The speed with which changes can be made and the risk of disruption during the change process

In evaluating options the status quo is the benchmark for all other options. For an alternative option to be preferred it must be better than the status quo. This means that the evaluation is comparative, rather than absolute.

It will be difficult to quantify most of the factors. The evaluation will therefore require the exercise of judgement and experience from similar reforms or other parts of the country to gauge potential impact. For some factors it is quite likely that there may be no discernable difference between the options.



There are a number of matters that councils must take into account in determining which of the options they prefer. Councils must adopt a framework for decision-making that enables them to balance and weigh those factors. It is quite likely that some factors will be more important to one council than they are to another.

The evaluation framework does not attempt to weight the factors under consideration. The approach is to ensure that all of the relevant factors are described, quantified where possible, and considered fairly. Councils will then need to come to an overall view of the option that, on balance, they believe best meets their obligations to their communities.

However, it is obvious that the highest priority for all of the councils is to maintain the momentum that has been achieved in the re-build. The next three years are critical to the future of Christchurch. Major investment decisions by both the public and private sector will shape the city. Achieving the objectives of the Land Use Recovery Plan with respect to the urban form and functioning of the city depends in large part on the performance of the transport system. Effective, efficient and popular public transport is a critical part of the transport system. This means that options that would take a long time to implement and risk disrupting current delivery are not attractive. It is therefore likely that some councils will consider the net benefits / risk of change to be weighted more highly than the other factors.

6 Options to improve public transport governance and delivery

There are two key ways that the councils of greater Christchurch can improve the governance and delivery of public transport:

- a) find ways to improve partnership and collaboration through shared decision-making, or
- b) reallocate roles and responsibilities to achieve more integrated decision-making.

Within each of these approaches there are a number of alternatives. The following options have been designed to represent a spectrum of options from the Status Quo, to progressively greater change. They span from incremental improvements to the status quo, through to substantial change that goes well beyond the delivery of just public transport. The options are not necessarily mutually exclusive. Indeed some could be initial steps toward more substantive reform.

6.1 Option 1: Status Quo

The Status Quo is described above. It carries with it all of the identified issues, tensions, and problems. One of the important features of the status quo is that the service delivery responsibilities of Environment Canterbury match the area over which it can raise rates revenue. This offers the opportunity to align areas of benefit with those who contribute to the cost of delivering public transport services.

It is also important to remember that Environment Canterbury provides scheduled public transport services in Timaru and a range of access services across the smaller rural communities in Canterbury. This work is focused on the governance and delivery of public transport in greater Christchurch. However, solving the challenges of greater Christchurch



should not come at the expense of these other services, or compromise the ability to deliver them.

6.2 Options to improving partnership and collaboration

6.2.1 Option 2: Enhanced Status Quo

Without making any changes to the roles, responsibilities and delegations within any of the partners it would be possible to enhance the status quo by changing the way in which they work together. There is substantial high level and in principle agreement on the public transport strategy. The challenges emerge in implementation. Developing a formal partnering protocol, along with an agreed medium term and annual work programme designed to implement the strategy could provide a framework for more effective partnership. A partnering protocol need not be a four-way agreement. Indeed, in order to make rapid progress it may be advisable for Environment Canterbury to enter into a partnering protocol with each of the councils, and along with that a work programme designed to achieve the agreed elements of the strategy. To be effective the work programme would need to have specific targets and objectives.

Ultimately, the delivery of the agreed strategy would still be voluntary, but the greater the formality around the commitments that each council makes to each other, the more likely it is that there will be 'ownership'. Ownership should translate into greater alignment of priorities and a stronger commitment to joint implementation.

Implementation

The option could be implemented immediately. It requires nothing more, or less than: a willingness to work together; formally agreeing how the councils will partner to implement the public transport strategy; and formally agreeing the joint action plan and work programme that the partners will commit to.

This option would have no impact on the budgetary or financial responsibilities of the four councils.

Impact

This option is a low cost, speedy to implement solution that would have very low on-going costs to sustain. If it is able to engender a real partnership in delivery then it would be the most cost-effective of the options. It could also be a pathway to any of the other options.

6.2.2 Option 3: Status Quo with Environment Canterbury Funding Public Transport Infrastructure

One of the problems identified is the criticism that when it makes route and service design decisions Environment Canterbury does not face, and therefore does not fully consider, the costs of providing the required public transport infrastructure. The change to the hub and spoke system and the re-orientation of bus services has required all of the territorial authorities to incur costs in relocating, or establishing new bus stops, bus shelters and related infrastructure.

The public transport funding and regulation regime under the LTMA embodies a fundamental split between the roles of a funder and that of a provider. No local authority may have an interest in a public transport service unless it is held in a council controlled trading organisation (CCTO).



Whilst a territorial authority may own public transport infrastructure (bus shelters, information signs, park and ride stations, etc.) directly, regional councils can only do this through a CCTO.

One way of establishing better alignment between service design decisions and the cost of change would be for Environment Canterbury to take on the responsibility for funding the delivery of public transport infrastructure, including bus shelters, off-road transfer facilities, park and ride facilities, bus stop signage and information. Under this option the territorial authorities would continue to own the public transport infrastructure, but would receive funding from Environment Canterbury to support it. The territorial authorities would also retain all of their current responsibilities for determining the location and nature of what is put into the road reserve. Therefore the only way that this option would increase the speed of bus stop and shelter decisions would be if the territorial authorities respond to the incentive of regional funding by making faster decisions.

One of the issues with this approach is that it could provide incentives to the territorial authorities to design more costly infrastructure than they would otherwise provide. Alternatively, if Environment Canterbury does not contribute enough to meet the full costs then some of the current tensions and misalignments would remain. There are a number of ways that infrastructure funding could be structured, including:

- meeting the full costs of new infrastructure as designed by the territorial authority
- meeting the full costs of new infrastructure as per agreed designs, or to an identified regional standard (i.e. the full cost of a standard shelter and any enhancements beyond the standard shelter would be at the cost of the territorial authority)
- a contribution toward the costs of new infrastructure as a proportion of the costs incurred
- in addition to the above, funding of the depreciation of public transport infrastructure (either including all existing infrastructure, or all of the new infrastructure that is funded by Environment Canterbury)
- providing incentives to make faster decisions by making funding for particular routes or facilities available only for specific periods of time.

Implementation

This option is feasible under the LTMA. However, it would be a new activity for Environment Canterbury and therefore Environment Canterbury may need to follow the process set out in Section 16 of the LGA02. Where a regional council proposes to undertake a significant new activity they must consult with affected local authorities and if they do not agree with the proposal there is a process of mediation and, if that fails, the potential for a binding decision by the Minister of Local Government. Depending on the scale of expenditure that is contemplated this may not be considered to be a significant new activity. In that case Environment Canterbury could simply include it within its normal planning and budgeting processes. Even if it was considered to be a significant new activity it would seem unlikely to be in the interests of the territorial authorities to object to Environment Canterbury paying them for the costs of providing public transport infrastructure.

To implement this option Environment Canterbury would also need to amend its long-term plan to include some, or all of, or indeed more than, the \$24m that the territorial authorities are planning to spend on public transport infrastructure over the next ten years. There would be a corresponding reduction in required rates revenue or debt by Christchurch City Council.



Consultation to change Environment Canterbury's Long-term Plan could be done in conjunction with consultation relating to Section 16. Alternatively, Environment Canterbury could progress the Section 16 process immediately and then amend its Long-term Plan next year before setting rates to support this new activity.

Impact

This option would be easy to implement, very cost-effective to administer and addresses a notable problem with the status quo. Environment Canterbury could implement this option as soon as it was able to complete the required consultation and decision-making procedures. However, having now set the rates for 2015/16 the earliest that Environment Canterbury would actually be able to fund public transport infrastructure would be the 2016/17 financial year.

6.2.3 Option 4: Joint Committee for Greater Christchurch Transport Strategy

As noted above there is high-level, in-principle agreement on the public transport strategy. Underneath that high level agreement there are multiple public transport plans that are either not aligned or not fully integrated. This relates in part to the lack of political buy-in to and ownership of strategy and priorities for greater Christchurch. Achieving stronger and more enduring agreement on the strategies, tactics and priorities for transport within greater Christchurch could provide a better platform for the existing organisations to collaborate. Agreed shared plans, timetables and targets for transport within greater Christchurch would be helpful.

Responsibility for developing regional transport plans and priorities sits with the Regional Transport Committee. This includes all of the local authorities of Canterbury. The Canterbury Mayoral Forum has recently considered options for improving the development of regional transport strategies and the performance of the Regional Transport Committee. However, the particular challenges of greater Christchurch, and in particular the challenges and priority of public transport, are different from those across the rest of the region. It is therefore unlikely that the Regional Transport Committee could provide the vehicle for a stronger focus on greater Christchurch.

There is a track record of collaboration between the greater Christchurch councils with respect to the Urban Development Strategy, the Land Use Recovery Plan, and a number of other guiding documents. Under this option the four councils would establish a joint committee to develop and oversee the implementation of a greater Christchurch transport strategy. This strategy would be designed to be adaptive and responsive, and must link to the UDS, the LURP, the RPS, the District Plans, etc. The Joint Committee would be delegated responsibility to develop the strategy and oversee its implementation. Member councils would report to it regularly on their work to implement the strategy. It would become the clearinghouse for differences about priority and implementation. It would be the custodian of the transport vision for the development of greater Christchurch.

It would be important for NZTA to formally be part of the Joint Committee. The operation and development of the State Highway Network is critical to the performance of the transport system as a whole. NZTA's role as a funder also means that they should be at the table and fully engaged in the development of transport strategies for greater Christchurch.

Membership of the Joint Committee would need to come from the four councils and NZTA. Representation (and therefore voting strength) would need to be designed to reflect the size and role of the councils. Membership, and the behaviour of the Committee should be designed to foster consensus decision-making and ensure that no one of the member councils could make



all of the decisions. These principles would suggest that having something like three or four representatives from Christchurch City, one or two from Environment Canterbury and one from each of Selwyn District, Waimakariri District and NZTA might provide the right sort of balance of scale and functional decision-making.

Under this option each of the member councils would retain their existing responsibilities for operational decisions and service delivery with respect to roads and public transport services. The success of this option would therefore depend upon the ability of the joint committee to reach an agreed approach and then hold member councils to account for the way in which they deliver it. In practice the committee would provide fairly weak incentives for councils to change behaviour. This is reflected in the reluctance within the Regional Transport Committee for local authorities to challenge the land transport projects and priorities proposed by neighbouring councils.

Implementation

A joint committee is a standard feature of the LGA02. Establishing a joint committee requires only decisions of the constituent members to establish the committee, its terms of reference, delegations, and membership. It could therefore be easy and quick to establish.

There are two key challenges with respect to the successful operation of a joint committee. The first is that like other committees it expires at the end of each electoral term and would need to be re-established by the in-coming councils. If the committee is well established in the way that the councils relate to and work with each other this would not be a problem. If there are different views on the usefulness and role of the committee it could have a short life.

The second key challenge with a joint committee is how to support it. Arguably the Chief Executive of each of the member councils has an obligation to provide advice to a joint committee. Certainly, the officers of each council and NZTA would need to have established ways of co-ordinating advice and ensuring that the agendas and advice provided to the committee are robust and appropriate. The more operational the decisions that the committee makes, the more challenging this will be in terms of advice and implementing decisions within the member councils.

This option would have no impact on the budgetary or financial responsibilities of the four councils.

Impact

This option would be relatively easy to implement, cost-effective to administer and addresses a notable problem with the status quo. It could be a vehicle for implementing the partnering protocol under Option 2. The prime limitation of this approach is that providing a way to align strategy will not necessarily address the more fundamental problems in aligning the funding and implementation of services and infrastructure that are necessary to achieve public transport objectives. The problem that this option addresses is not necessarily the most important one.



6.2.4 Option 5: Joint Greater Christchurch Committee for Public Transport

A more focused option to address integration of decision-making and delivery with respect to public transport would be to establish a Joint Committee dealing with public transport in greater Christchurch.

To achieve integrated decision-making with respect to public transport services and infrastructure all four councils would delegate decision-making with respect to public transport to a new joint committee.

As with the Option 4, the membership of the a Joint Greater Christchurch Committee for Public Transport would need to be constructed to foster consensus decision-making and ensure that no one of the member councils could make all of the decisions. These principles would suggest that having something like three or four representatives from Environment Canterbury, two from Christchurch City and one from each from Selwyn and Waimakariri Districts might provide the right sort of balance of scale and functional decision-making. However, that balance of voting would be significantly at odds with the balance of local authority expenditure on public transport, which is heavily weighted (95.6%) toward Environment Canterbury. Whilst it would be useful to have NZTA engaged in such a committee it would not be necessary for them to be a voting member.

In this option the territorial authorities would keep separate most of their responsibilities as road controlling authorities. Environment Canterbury would probably also need to keep separate its public transport responsibilities across the rest of Canterbury. It would make little sense for councillors from Waimakariri District or Christchurch City to make decisions about public transport in Timaru when no one from Timaru could.

As with Option 4 the joint committee would need to be re-established after each local government election. More importantly, there would need to be more elaborate and effective mechanisms to support a Joint Committee that is focused on the delivery and implementation of the passenger transport plan than one that is focused on strategy. Resolving the respective roles of the four Chief Executives and their managers and staff in supporting a joint committee would be essential. To the extent to which the four organisations have different cultures, delegations to staff and performance expectations this could be a real challenge.

The other issue that would need to be resolved for such a Joint Committee to work would be the relationship between it and community boards. For Christchurch City Council in particular the sort of delegations that would be necessary to support a joint committee would be significantly at odds with the current role of both committees and community boards, where matters are progressed as recommendations to council, not as first time and final delegated decisions.

Implementation

There are statutory and practical limits on the extent of delegations. Under the LGA02 no council can delegate to a committee or other sub-ordinate decision-making body the power to: make a rate; make a by-law; borrow money, or purchase or dispose of assets other than in accordance with the long-term plan; or perform a number of other responsibilities (Schedule 7, Clause 32). These matters are unlikely to be problematic but highlight the need for such a joint committee to make recommendations to member councils when such actions may be required. Member councils are of course under no obligation to accept the recommendations of a joint committee.



Part 5 of the LTMA sets out the framework for the regulation of public transport. It sets out specific obligations of regional councils with respect to public transport. Most of those obligations could be delegated to a joint committee, but a regional council is expressly prohibited from delegating responsibility for adopting a regional public transport plan (s119). Environment Canterbury could however delegate to a joint committee all steps precedent to the adoption of the regional public transport plan and all matters relating to the administration and implementation of the plan.

Given the nature of decision-making with respect to the operation and safety of roads it would be impractical for territorial authorities to delegate responsibilities for the location of bus stops, or bus priority lanes to a joint committee whilst keeping for itself all other decisions as a road controlling authority. The location and provision of bus shelters and off-road transfer and park and ride facilities and could be delegated.

Establishing this option does not require legislative change, or consultation. However there would be some challenges to overcome to establish it. Securing agreement on the design of the delegations and how to manage staff from four organisations to support the committee would require considerable effort and negotiation.

This option would have no impact on the budgetary or financial responsibilities of the four councils. But budgets should be able to be used to better effect.

Impact

This option would be relatively cost-effective to administer, but would require considerable devoted effort from senior managers across the four councils to make it work effectively.

This option can be implemented immediately. Rather than carrying risks that it would disrupt delivery and momentum in the re-build, this option provides a substantive way of building greater impetus, removing current road blocks and improving collaboration and partnership.

This option provides a way of addressing a number of the key problems with the status quo. It would provide a way to align both public transport strategy and the delivery of public transport infrastructure. It would provide a mechanism to identify and resolve differing priorities. Importantly, it would also require the councils to face up to and resolve differences in the speed and manner of decision-making.

6.2.5 Option 6: Joint Greater Christchurch Transport Committee

This option is the extension of the framework for Option 5, but includes all the transport responsibilities of the local authorities in a joint committee. This option would bring together and effectively integrate all governance level local decisions relating to greater Christchurch transport in one place. It would include road operations, road maintenance, the roading capital works programme, the design and contracting of public transport services, the location of bus stops and public transport infrastructure, parking control, the provision of off-street parking, the provision of off-street transfer and park and ride facilities, the provision of information to customers and travellers, as well as the transport related enforcement roles of local authorities.

A Joint Transport Committee would be a major undertaking. It would be responsible for a very large budget and the performance and maintenance of a very large physical network. Given the significance of expenditure on roading within each of the territorial authorities there would be



significant issues over the nature and number of representatives from each local authority. In order to reflect in a meaningful way the views of both Selwyn and Waimakariri Districts the committee would need to be considerably larger than the seven to nine members discussed above with respect to Options 4 and 5.

Given the very large parts of both Selwyn and Waimakariri Districts that are not part of greater Christchurch there would be a sound reason not to include the entire roading network of those councils in this framework. However, including only those parts where public transport services operate would be quite challenging – both in terms of certainty of decision-making and designing committee membership that was effective and fair.

As with Option 5 Environment Canterbury would probably need to keep separate its public transport responsibilities across the rest of Canterbury.

As with Options 4 and 5 the joint committee would need to be re-established after each local government election.

There would need to be more elaborate and effective mechanisms to support this joint committee than that provided for under Option 5. This could be resolved by pooling staff to establish a joint business unit to support the joint committee. If this was done this option could secure many of the benefits of a transport CCO. A combined business unit could deliver levels of professional specialisation, single purpose focus and scale that would be possible in a CCO.

This Option would have the same issues as Option 4 with respect to the sort of delegations that would be necessary to support the joint committee and the current role of both other committees and community boards.

Implementation

This option would have the same statutory limitations as Option 5 with respect to the extent of delegations. It would have fewer practical limitations on the extent of delegations, other than the issues noted in Option 5 with respect to the roles of community boards, and the culture and practice of delegations across the councils. This is because in this option all of the transport responsibilities are delegated to the joint committee, avoiding any possible confusion over roles and who makes which decisions.

Establishing this option does not require legislative change, or consultation. However there would be significant challenges to overcome to establish it. Securing agreement on the design of the delegations, the membership of the committee, and how to manage staff from four organisations to support the committee would require considerable effort and negotiation. This would be more difficult than would be the case for a Joint Public Transport Committee.

This option would have no impact on the budgetary or financial responsibilities of the four councils. But budgets should be able to be used to better effect.

Impact

This option would be cost-effective to administer, but would require considerable devoted effort from senior managers across the four councils to make it work effectively. It would be more complex and important than any other joint committee that the authors are aware of.



This option could be implemented immediately. However, because it would considerably more complex to establish than Option 5, and would require considerable change in relation to the provision of all transport activities this option carries with it more risk and greater likelihood that the change process would disrupt rebuild momentum.

This option provides a way of addressing a number of the key problems with the status quo, but in doing so goes considerably beyond the brief of improving public transport governance and delivery. The implementation risks largely stem from changes to governance of roads – not public transport.

6.2.6 Comparison of Options designed to improve collaboration and partnership

Table 3 shows the qualitative assessment of the options designed to improve collaboration and partnership. None of these options require legislation and so they could all be implemented either immediately, or within a year. All of the options rely on the good will of the parties, although Environment Canterbury funding public transport infrastructure has more durability than the other options. The total benefits of these options are not high, but because they are so inexpensive and immediate to implement they provide a very high return on investment.

These options are not mutually exclusive. Indeed option 2 could be a feature of each of the other options. Combining Options 2, 3 and 5 could provide the depth of relationship and working discipline that is necessary to change the way in which the local authorities work with each other and improve public transport service delivery. However, for Option 5 to be worthwhile the territorial authorities would need to make sufficient delegations to the Joint Public Transport Committee to warrant Environment Canterbury placing a significant part of its total activity in the hands of others.

Table 3: Assessment of Options designed to improve collaboration and partnership.

Factor	Option 2: Enhanced Status Quo	Option 3: Environment Canterbury funds PT infrastructure	Option 4: Joint Committee for Transport Strategy	Option 5: Joint Greater Christchurch Public Transport Committee	Option 6: Joint Greater Christchurch Transport Committee
Meeting the current and future needs of passengers and communities					
Focus on the needs of customers	Slightly better	Better	Slightly better	Significantly better	Greatly improved
Aligning decisions with communities of interest (both those that benefit and those that are affected)	No real change	Better	Better	Better	Significantly better
Achieving co-ordination and integration to encourage growth					
Ability to implement strategies and achieve the goals and objectives of the agreed transport, development and re-build strategies	Slightly better	Better	Slightly better	Significantly better	Greatly improved
Ability to achieve the partnership and collaboration necessary to achieve public transport growth and broader objectives – including integration with land use, roads, cycleways, and pedestrian facilities	Slightly better	Better	Better	Better	Greatly improved



Factor	Option 2: Enhanced Status Quo	Option 3: Environment Canterbury funds PT infrastructure	Option 4: Joint Committee for Transport Strategy	Option 5: Joint Greater Christchurch Public Transport Committee	Option 6: Joint Greater Christchurch Transport Committee
Effective and transparent democratic decision-making and action					
Ability to understand and engage with the communities of interest	No real change	No real change	Slightly better	Significantly better	Greatly improved
Ability to exercise effective democratic governance (including establishing service levels performance measures and targets, oversight, and accountability for the use of funds and the delivery of services)	Slightly better	Better	Slightly better	Better – but more complex to manage	Greatly improved – but more complex to manage
Durability of arrangements	Relies on good-will	Durable	Relies on good-will	Relies on good-will	Relies on good-will
Transparency of responsibilities to the customers and the general public	No real change	Slightly better	Slightly better	Less transparent	Less transparent
Cost effective delivery of core services					
Ability to deliver more cost effective public transport services (including having the organisation capability and capacity that is necessary)	Slightly better	Better	Slightly better	Better	Better
Ability to avoid or reduce the costs of other investment through more effective service delivery	Slightly better	Slightly better	Slightly better	Better	Greatly improved
Integrated planning and delivery of transport infrastructure and services (roads and public transport)	Slightly better	Better	Better	Significantly better	Greatly improved
Net benefits / risks of change					
The scale of potential savings in relation to the costs of the transition to necessary to achieve them	Very high – but total benefits are very low	Very high – but total benefits are moderate	Very high – but total benefits are moderate	Very high – and total benefits higher than for Options 2, 3, & 4	Very high – and total benefits higher than for Options 2, 3, 4 & 5
Ability to implement – the need for legislation	High – no legislation	High – no legislation	High – no legislation	High – no legislation	High – no legislation
The speed with which changes can be made and the risk of disruption during the change process	Immediate	Within a year	Immediate	Immediate	Immediate

Option 6 is arguably the best of these options. However, the level of co-ordination between the staff of four councils that is required to make it successful may be difficult to achieve and it carries more significant risk to the momentum of the re-build through implementation.

Given the more complex transition and associated risks, Option 5 is considered to be the most promising option for improving public transport governance and delivery through enhanced collaboration and partnership. A combination of Options 2, 3 and 5 would be even more effective.



6.3 Options that reallocate roles and responsibilities to achieve more integrated decision-making

6.3.1 Option 7: Status Quo with an Environment Canterbury CCTO owning public transport infrastructure

An extension of Option 3 would be to establish a CCTO owned by Environment Canterbury to own public transport infrastructure. This would provide a vehicle to progress the design and delivery of the important off-street bus interchange and bus transfer facilities that are a key part of the new hub and spoke system.

Such a CCTO need not be a costly or large structure. The nature and scale of the assets that it would own would not be large. It could therefore be a more virtual company, sharing the staff, finance and administrative systems of Environment Canterbury instead of setting up its own. Such an approach would provide for integrated decision-making with respect to the design and delivery of services, whilst meeting the letter of the LTMA in terms of the form of the legal ownership of the assets. This is similar to the approach now used by Greater Wellington to own and manage railway stations, bus transfer facilities, etc.

With ownership comes the complete responsibility for funding and maintaining the assets over their lifetime. To make this option work Environment Canterbury or the CCTO would need to develop stronger capabilities in asset management, tenure and property ownership than it currently has. Environment Canterbury would also have to be prepared to take on the financial obligations of ownership – or to have a joint shareholding and funding relationship with the territorial authorities.

One of the key questions in this option is whether the territorial authorities would shift their public transport infrastructure into the new CCTO, and along with that become shareholders. There would be considerable merit in putting all public transport infrastructure in the same place to be managed in a seamless way with the delivery of public transport services. Therefore it would be sensible to include existing infrastructure wherever possible. Whether vesting territorial authority public transport infrastructure assets in a CCTO would require a shareholding (particularly if Environment Canterbury is providing all of the funding for both repairs and maintenance and new infrastructure) is an issue that would need to be resolved.

For Environment Canterbury to have an ownership interest in the venture it must be a CCTO. Despite being required to be a trading (for profit) undertaking it is difficult to see that this would be a fully commercial venture. On-going funding would be required to build and maintain infrastructure.

Under this option the territorial authorities would remain road controlling authorities and would need to approve bus stop / shelter locations, etc. However, as the owner of the infrastructure the CCTO / Environment Canterbury could take a more leading role in working with affected businesses and communities to address the local issues with those who are directly affected. In essence the CCTO / Environment Canterbury would become the applicant / proposer of a development and, if it is in the road reserve, the territorial authority would become the regulator.

Arguably, closer alignment between public transport services and public transport infrastructure decisions would result in stronger incentives for Environment Canterbury to deliver and achieve public transport objectives. On the other hand, reducing the role that territorial authorities have in



the provision of public transport infrastructure may result in poorer incentives for them to contribute effectively to public transport outcomes.

Implementation

This option is feasible within the current legislation. Establishing a CCTO and funding public transport infrastructure would require Environment Canterbury to work through the requirements of Section 16 of the LGA02 with respect to a significant new activity, and to change its Long Term Plan through the normal consultation processes. If the CCTO was to be jointly owned then all of the shareholding councils would need to consult on the establishment of the CCTO, the transfer of assets and consequential adjustments to their Long-Term Plans. This would need to be run as an integrated consultation process where each affected local authority consults on the same proposition. If it was proposed to be a Environment Canterbury CCTO but for the territorial authorities to transfer their public transport infrastructure assets into it, the territorial authorities would need to consult on the necessary adjustments to their Long Term Plans.

If Environment Canterbury was the sole owner and funder of the CCTO it would need to amend its long-term plan to include some, or all of, or indeed more than, the \$24m that the territorial authorities are planning to spend on public transport infrastructure over the next ten years. There would be a corresponding reduction in required rates revenue or debt by Christchurch City Council.

Impact

This option would be relatively easy to implement, very cost-effective to administer and addresses a notable problem with the status quo. However, the total benefits that it would provide may not be much larger than could be achieved with Option 3. Given the additional complexity of establishment this means this Option is probably not worth pursuing in its own right.

6.3.2 Option 8: Greater Christchurch Public Transport CCO

This option would be the same as Option 7 except that all of Environment Canterbury's public transport obligations along with responsibility for public transport infrastructure would be put into a public transport CCO and a subsidiary CCTO (because a regional council can only have an interest in public transport infrastructure through a CCTO). The public transport CCO would be a limited liability, not for profit, company with its own Board of Directors, Chief Executive and staff. The relevant staff of Environment Canterbury would be transferred to establish the CCO.

A Public Transport CCO would be a single focus organisation. The full attention of the Board and management of the organisation would be on delivering the expected performance of the public transport system. The experience of single focus organisations like this suggests that they can bring higher levels of professional specialisation and management focus on issues than is generally achieved within larger organisations that are dealing with broad purposes and diverse functions.

In many respects a Greater Christchurch Public Transport CCO would be like the Auckland Regional Transport Authority (ARTA), which existed between 2005 and 2010. As a statutory entity ARTA was a CCO of the Auckland Regional Council (ARC). It took over all of the ARC's public transport responsibilities. It also owned and developed public transport infrastructure. The difference was that ARTA also performed the functions of preparing the Regional Land Transport Programme for the Auckland Region. Amongst other things ARTA took a far more



customer focused view of public transport delivery than the ARC had previously achieved. This was an important factor in driving the development of public transport in Auckland.

A Public Transport CCO would be a relatively small undertaking. It would make sense for it to utilise Environment Canterbury business systems and processes to the greatest extent possible in order to avoid costly set up and duplication of investment.

Political governance and oversight of the CCO would be through the normal framework of a CCO. This would include: the constitution of the company, a share-holders agreement, an annual funding agreement and related Statement of Intent, key performance indicators, a letter of expectation from the shareholders, and regular performance reporting. There are also some aspects of the framework that applies to the substantive CCOs in Auckland that would be helpful, including the obligation of directors to contribute to achieving the Council's stated objectives and to demonstrate how the work of the company does that. This framework is likely to more clearly articulate performance expectations than Environment Canterbury does for itself at the moment.

As with not-for-profit CCOs in the water sector, the assets of the CCO would need to be protected for long-term public use and benefit through appropriate controls on the sale of assets and material transactions undertaken by the company.

If territorial authority public transport infrastructure was included in the establishment process then it could be appropriate for them to also be shareholders – but this raises the questions highlighted under Option 7 of whether shareholding is linked to future financial obligations or the value of the assets contributed on establishment. The more councils that are shareholders the more complex the establishment and transition process will become.

Implementation

It appears that this option could not be achieved without legislation. As discussed above the LTMA prohibits a regional council from delegating decisions to adopt a regional public transport plan. Part 5 of the LTMA also sets out a range of specific regional council functions and responsibilities. Whilst a regional council can contract out all matters precedent to, and antecedent upon the exercise of those powers and responsibilities, it cannot delegate them to a CCO. Section 32 of the LGA02 does not empower a local authority to delegate responsibilities, duties or powers to a CCO. Neither does Section 17 of the LGA02 empower a local authority to transfer a responsibility, duty or legal obligation to a CCO. The LTMA itself provides no authority to transfer responsibilities, duties or powers to a CCO, or to any other agency or person.

This means that short of legislation to either: more broadly empower local authorities to transfer or delegate responsibilities, duties and powers; or more specifically establish a Greater Christchurch Public Transport CCO; the greatest extent to which Environment Canterbury could go would be to contract with a CCO to provide all of the services necessary precedent to and antecedent upon the exercise of its powers and responsibilities under Part 5 of the LTMA. The specific powers provided to regional councils in the LTMA are so integral to the day to day operation of the public transport system, and the intended partnership between public transport operators and the regional council that there seems little value in establishing what would be nothing more than a professional services company taking on the role that current staff have in providing advice to elected representatives.

The other potential option for establishing a Greater Christchurch Public Transport CCO that has been explored is through the reorganisation scheme process of the Local Government



Commission. The Local Government Commission certainly has the power to require a local authority to establish a CCO as part of a reorganisation scheme (Schedule 3 clause 43 LGA02). However, the scope of what comprises a reorganisation proposal under S43 of the LGA02 does not include the establishment of a CCO, so it appears that it would not be possible to progress a proposal that solely comprised establishing a CCO. Moreover, since the powers of the Local Government Commission extend only to requiring a local authority to establish a CCO and the consequential disposition of assets, liabilities and staff, the Commission could not transfer or delegate any more responsibilities, duties or powers to a CCO than a local authority could itself. This means that there is currently no viable method of using the Local Government Commission to establish a more meaningful CCO than the councils could themselves.

If Environment Canterbury was the sole owner and funder of the CCTO it would need to amend its long-term plan to include some, or all of, or indeed more than, the \$24m that the territorial authorities are planning to spend on public transport infrastructure over the next ten years. There would be a corresponding reduction in required rates revenue or debt by Christchurch City Council. Other than this there would be no impact on the budgetary or financial responsibilities of the four councils, except that Environment Canterbury would also need to support the additional governance and management costs associated with the CCO/CCTO structure.

Impact

This option would not achieve integration of decision-making about the design and operation of public transport with operational decision-making and capital works relating to roads. It would however deliver a strong focus and increased professional specialisation on the design and delivery of public transport services and infrastructure.

This option could readily accommodate the delivery of public transport services across the whole of Canterbury. Its funding would rely upon Environment Canterbury and its ability to raise rates revenue from each community that benefits from services.

This option would require legislation, which would take time, but in other respects the establishment of the CCO would not be complex.

6.3.3 Option 9: Transfer Environment Canterbury Public Transport Functions to Christchurch City Council, Selwyn District and Waimakariri District

This option would transfer Environment Canterbury's public transport responsibilities duties and powers to Christchurch City Council, Selwyn District Council and Waimakariri District Council. This would be similar to the transfer of responsibilities for public transport that exists between Environment Southland and the Invercargill City Council.

As part of the transfer all of the contracts for public transport services would need to be assigned to the territorial authorities. They would need to accept financial responsibility for the contracts and pay the operators for the delivery of the contracted services. Environment Canterbury's annual rates revenue would reduce and the territorial authorities would need to increase their rates by the same amount.

This option offers the integration of decision-making and operation of the public transport system with the operational management, development and delivery of the road network. It would offer the ability to align passenger transport operations with the control of the road reserve and enforcement of parking controls and high-occupancy or bus priority lanes. It would also mean



that the decision-makers dealing with public transport would face the full costs of their decisions. Equally, when making decisions about the allocation of road space between parking, cycling, buses, cars and heavy vehicles they would have to weigh up the strategic objectives for each mode, and the particular requirements of the road and its associated community.

Arguably this option provides a strong incentive to adopt a customer centric approach to developing and implementing public transport strategy, services and infrastructure. This option would also offer integration between land use planning and subdivision decisions and the design and delivery of public transport services within the same organisation. No other option achieves that.

Within the area of each territorial authority this option would also provide greater clarity and transparency of decision-making than the status quo. All decisions relating to transport would be made by the council and success or failure would be the responsibility of a single organisation.

In many respects this option offers greater integration of the public transport system than any of the prior options. However, transferring responsibility for public transport to the territorial authorities introduces mis-alignment or a lack of integration with respect to the design, funding and contracting of public transport services that cross local authority boundaries. Whilst these are a small element of the total public transport system they are very important to both Selwyn and Waimakariri Districts.

In the absence of the role of the regional council the three territorial authorities would need to find ways of agreeing to the level of service, the funding formula and the contracting of cross-boundary services. This could be achieved through either a single joint committee, or two joint committees with delegated authority to address these issues. Whether there would be sufficient incentives to reach agreement on these issues is critical to the potential success of this option. Certainly the experience prior to 1989 of the Auckland Regional Authority levying councils to pay for services that crossed their jurisdiction was that councils had every incentive to free-ride and adopted a litigious approach to resolving disputes.

Implementation

It appears that this option could not be achieved without either legislation, or a re-organisation proposal through the Local Government Commission.

Section 17 of the LGA02 deals with the transfer of *responsibilities* between regional councils and territorial authorities. However the definition of *responsibilities*, is:

“any responsibility, duty, or legal obligation except a responsibility, duty, or legal obligation conferred by or under any other Act, ...”

Since a regional council’s responsibilities for public transport stem from the LTMA it appears that they can no longer be transferred using Section 17 of the LGA02. This is despite the fact these powers have been transferred under previous versions of Section 17, and that the LTMA anticipates that such transfers are possible. Section 10(3)(e) of the LTMA provides that the National Land Transport Fund can be used to support:

“regional and territorial authorities’ activities or combinations of activities approved under section 20 that have been authorised by a transfer of responsibility under section 17 of the Local Government Act 2002”



The limitations of Section 17 of the LGA02 could be overcome by a change to that section. This would not need to be Canterbury specific legislation and would be consistent with the government's current desire to explore more alternative service delivery options.

An alternative approach within the framework of the LGA02 would be to pursue the transfer of public transport responsibilities as a reorganisation proposal through the Local Government Commission. Section 24 of the LGA02 provides that a local government reorganisation can include *the assumption by a territorial authority of the powers of a regional council*. So, provided that this section empowers the Commission to reallocate some but not all of the powers of a regional council, Option 8 could be pursued as a local government re-organisation proposal. The re-organisation scheme process that the Commission is required to follow is complex and time-consuming, and includes the potential for a binding poll on a final reorganisation proposal.

Further complicating the possible transfer of functions are other provisions of Part 5 of the LTMA. These include:

- the requirement under S116 that any public transport service operated in a region must be provided under contract with a regional council unless it is an exempt service, and the provisions of Section 130(2)(a) that an inter-regional service is an exempt service (and therefore cannot be contracted and cannot receive subsidy) - under this option all services between Waimakariri and Christchurch and Selwyn and Christchurch would be inter-regional services.
- the requirement that a Regional Passenger Transport Plan must be adopted by the regional council (or a territorial authority to whom responsibility has been delegated) and that this decision cannot be delegated - which suggests that under this option there would need to be either three Plans, or one that is separately adopted by each of the three councils.

There may be ways around some of these issues using the ability to regulate by Order in Council under Section 150 of the LTMA, but the most robust way to implement this option and avoid doubt would be specific empowering legislation.

Given the degree of specialisation that is required in the design, purchase and marketing of public transport services it would not be practical for Selwyn and Waimakariri Districts to develop their own staff capability for these functions. This means that under this option these two councils would need to enter into a contract for service for these functions with Christchurch City Council. This would address the delivery of public transport in greater Christchurch, but it would not necessarily provide a robust way of delivering public transport services across the rest of Canterbury.

Beyond the legislative and contracting issues this option would be fairly easy to implement. It would require the effective transfer of staff, contracts, and relevant intellectual property from Environment Canterbury to Christchurch City Council. It would also require changes to the Long-term Plans and rates of all four councils. Based on current expenditure, Environment Canterbury's annual rates requirement would reduce by \$20.9m pa, Christchurch City Council's annual rates requirement would increase by \$19.5m pa (4.4%), Selwyn District's by \$0.8m pa and Waimakariri's by \$0.6m pa.

Impact

This option would achieve powerful alignment of all decision-making relating to transport (roads and public transport) within Christchurch City. It is the only option considered here that would also provide alignment of decision-making with respect to transport and land use within



Christchurch City. However, this integration is achieved at the expense of making other aspects of the provision of public transport within Canterbury, and in particular within Selwyn, Waimakariri and Timaru more difficult than it is at present.

This option requires legislation or a Local Government Commission re-organisation proposal, which would take time to achieve. The transfer of staff from Environment Canterbury to Christchurch City Council would not be complex, but the negotiation of arrangements to support public transport in Selwyn, Waimakariri, and the rest of Canterbury are likely to be complex and time-consuming. Ultimately the success of this option would depend upon Christchurch City Council's willingness and ability to co-operate with territorial authorities to provide services outside Christchurch.

6.3.4 Option 10: Environment Canterbury / Christchurch City Council Transport CCO

This option would establish a new jointly owned CCO that takes on all local authority transport functions within Christchurch City, and the regional council responsibilities for public transport across all of Canterbury. Within the area of Christchurch City the CCO would (like Auckland Transport) manage all roads on behalf of the City Council, design and implement all contracts for public transport services, own and operate all public transport infrastructure, own and operate all on-street parking and all council-owned parking facilities, and undertake all enforcement activity relating to transport (parking violations etc.). Outside the area of Christchurch City the CCO would perform the current public transport functions of Environment Canterbury. It could also develop and own public transport infrastructure in Selwyn and Waimakariri, and indeed across the whole of Canterbury.

Within Christchurch City this option would provide all of the integration that could be achieved under Option 9 – except integration with land use change and development decisions. Outside Christchurch City this option would be no worse than the status quo, and indeed could provide more consistent focus and higher levels of professional specialisation and attention than are possible within Environment Canterbury.

Arguably this option provides an incentive to adopt a customer centric approach to developing and implementing public transport strategy, services and infrastructure that would be just as strong, or indeed stronger than that in Option 9.

Within Christchurch City this option would also provide greater clarity and transparency of decision-making than the status quo. The CCO would have responsibility for delivering all aspects of transport (except State Highways) - success or failure would be the responsibility of a single organisation. It would also change the nature of decisions made by elected representatives – shifting them into a strategic and governance role and using professional directors to drive delivery and the performance of the CCO.

The performance of this option would depend on the ability to appoint a suitable Board for the CCO and attract and retain the key professional staff necessary. It would also depend on the ability of Christchurch City Council and Environment Canterbury to jointly provide clear expectations, achievable and agreed transport strategies and the necessary funding.

The experience of both the Auckland Regional Transport Authority and more recently Auckland Transport is that a specialist transport agency can bring significant benefits. However, both of these organisations had/have only one shareholder. This proposal would require two joint



owners and funders to work effectively together. Tensions in the way that these two organisations work with each other are part of the difficulty with the status quo.

This option could at some point include Selwyn and Waimakariri roads. If it did it could also be able to achieve additional benefits from scale and increased management specialisation in the maintenance and operation of the combined road network. However, the extent of such benefits is the subject on considerable national debate, the effects on Selwyn and Waimakariri would be significant, and, since it has nothing to do with improving public transport governance and delivery within greater Christchurch, it is well beyond the scope of this report.

Implementation

It appears that this option could only be achieved through specific legislation. All of the issues and impediments to implementing Option 8 would also be relevant this option. In addition there are similar issues with respect to the inability to delegate or transfer the functions of a road controlling authority to a CCO.

There are provisions in Section 61 of the LTMA, which allows a road controlling authority to delegate all or any of its powers under Part 21 of the LGA74 to a 'person' for the purpose of constructing and operating a new road. However, there appears to be no equivalent ability to delegate responsibilities with respect to an existing road in either the LTMA, or the LGA74, or the Land Transport Act 1998.

The inability of a Council to delegate powers to a CCO would also appear prohibit the Local Government Commission from progressing this option as a local government re-organisation.

Beyond the legislative and contracting issues this option would be more difficult to implement than Option 9. It would require the establishment of a quite significant new organisation, the transfer of significant staff from Christchurch City Council and all of the Environment Canterbury staff devoted to public transport. Even if existing business systems and infrastructure were adequate, it would cost several million dollars to establish an organisation of this scale. Establishment would take some time. It could easily take six months (or longer) to secure the necessary legislation. Even if the establishment process commenced in anticipation of the legislation it could take up to a further twelve months before the organisation was beginning to settle and be effective. During this time there would be considerable risk that momentum on critical projects would be lost.

Implementing this option would require changes to the Long-term Plans of both Christchurch City Council and Environment Canterbury. There would be little change to the quantum of rates required to be raised by each council to support this organisation.

Impact

This option offers the second highest level of integration of transport decisions within the area of Christchurch City, but does so within an arms length CCO structure. The establishment of the CCO would require significant effort, would be time-consuming and carries risk.

Beyond Christchurch City this model offers an organisation with sharper focus and professional specialisation than Environment Canterbury currently achieves. But this option will still depend on collaboration between the CCO and the local authorities to deliver sound outcomes.



6.3.5 Comparison of Options that reallocate roles and responsibilities

Table 4 shows the qualitative assessment of the options designed to reallocate roles and responsibilities. All but one of these options would require legislation, therefore they would take around two years to implement. All of the options provide a durable solution, although how durable it would be would depend to a degree on the specific legislation that was enacted.

Table 4: Options that reallocate roles and responsibilities.

Factor	Option 7: Environment Canterbury CCTO owing public transport infrastructure	Option 8: Greater Christchurch Public Transport CCO	Option 9: Transfer Environment Canterbury public transport function to TAs	Option 10: Environment Canterbury - Christchurch City Council Transport CCO
Meeting the current and future needs of passengers and communities				
Focus on the needs of customers	Better	Greatly improved	Better	Greatly improved
Aligning decisions with communities of interest (both those that benefit and those that are affected)	Better	Better	Better / mixed	Greatly improved
Achieving co-ordination and integration to encourage growth				
Ability to implement strategies and achieve the goals and objectives of the agreed transport, development and re-build strategies	Better	Better	Significantly better / mixed	Greatly improved
Ability to achieve the partnership and collaboration necessary to achieve public transport growth and broader objectives – including integration with land use, roads, cycleways, and pedestrian facilities	Better	Better	Better	Greatly improved
Effective and transparent democratic decision-making and action				
Ability to understand and engage with the communities of interest	No real change	No real change	Significantly better / mixed	Greatly improved
Ability to exercise effective democratic governance (including establishing service levels performance measures and targets, oversight, and accountability for the use of funds and the delivery of services)	Better	Better	Better (in Chch) & worse elsewhere	Greatly improved
Durability of arrangements	Durable	Durable	Durable / needs good-will	Durable
Transparency of responsibilities to the customers and the general public	Slightly better	Slightly better	Better / mixed	Greatly improved
Cost effective delivery of core services				
Ability to deliver more cost effective public transport services (including having the organisation capability and capacity that is necessary)	Better	Better	Significantly better / mixed	Greatly improved
Ability to avoid or reduce the costs of other investment through more effective service delivery	Better	Slightly better	Significantly better / mixed	Greatly improved
Integrated planning and delivery of transport infrastructure and services (roads and public transport)	Better	Better	Significantly better / mixed	Greatly improved



Factor	Option 7: Environment Canterbury CCTO owing public transport infrastructure	Option 8: Greater Christchurch Public Transport CCO	Option 9: Transfer Environment Canterbury public transport function to TAs	Option 10: Environment Canterbury - Christchurch City Council Transport CCO
Net benefits / risks of change				
The scale of potential savings in relation to the costs of the transition to necessary to achieve them	Very high – total benefits moderate	Moderate – total benefits are significant	Moderate and mixed – total benefits are significant	Moderate – total benefits higher than all other Options
Ability to implement – the need for legislation	High – no legislation	Poor – legislation required	Poor – no legislation required	Poor – legislation required
The speed with which changes can be made and the risk of disruption during the change process	Within a year	Around 2 years	Around 2 years	Around 2 years

Options 7 and 8 do not remove the need for day-to-day collaboration and partnership in the delivery of public transport services and infrastructure. Option 9 produces mixed results. Inside Christchurch City it internalises decisions relating to the delivery and integration of roads, public transport and land use. However, outside Christchurch City it makes collaboration in the delivery of public transport more complex than the status quo, and may compromise service delivery in Selwyn, Waimakariri and Timaru.

Option 10 is arguably the best of all of the options considered. It provides all of the benefits inside Christchurch City except integration of land use and transport decisions. Outside of Christchurch City it provides all of the benefits of resolving the ownership and funding of public transport infrastructure without making the current requirements for collaboration more complex. Whilst the benefits have not been quantified they would be substantial.

This option would be the most costly and time consuming to implement and carry with it the greatest risk of disruption to the rebuild.

Each of these options could be a second stage of one of the more immediate options designed to improve collaboration and partnership. For instance, Option 7 could be an evolution of Options 2 and 3. Option 8 could be an evolution of 5. Option 10 could be an evolution of Option 6, or of Options 5 and 8.

7 Conclusion

All of the problems and challenges identified in this report can be reduced to the misalignment, or lack of integration between the multiple agencies that are responsible for the collective delivery of public transport.

The delivery of public transport services and infrastructure depends upon partnership and collaboration between regional councils, local authorities and public transport operators in order to achieve the levels of integration, reliability, frequency, and coverage necessary to deliver effective services.



Despite the LTMA's statutory principle to work in partnership and collaborate to "deliver the regional public transport services and infrastructure necessary to meet the needs of passengers", the councils of greater Christchurch, and in particular Environment Canterbury and Christchurch City Council have not, and are not achieving the level of integration that is necessary.

The result is sub-optimal public transport services and infrastructure. This will ultimately result in a failure to achieve the objectives and targets that the councils have set for the public transport system and the performance of the greater Christchurch transport system.

There are two key ways to improve the governance and delivery of public transport within greater Christchurch. The four councils either need to find ways to improve partnership and collaboration through shared decision-making, or they need to reallocate roles and responsibilities to achieve more integrated decision-making.

The options that could improve partnership and collaboration can be implemented immediately and offer some modest benefits. The durability and effectiveness of these options depends upon the on-going goodwill of the councils and their willingness and ability to work together.

Almost all of the options that would reallocate roles and responsibilities would require legislation, and take around two years to implement, meaning that their implementation would span the next local government election. These options offer considerably greater long-term benefits than the options that improve partnership, but they present considerable risk that immediate momentum on the rebuild will be sacrificed for longer-term benefits.

On 3 November the Minister of Local Government Paula Bennett announced her intention to introduce legislation into Parliament in early 2016 to give councils greater flexibility to change their structures and coordinate infrastructure across a region and help ensure they are able to support future growth. The announcement stated that the new legislation would allow councils to transfer functions and responsibilities between regional councils and territorial authorities.

In making the announcement Minister Bennett stated:

"Local government is seriously looking at ways to improve the way it plans and manages major infrastructure resources like water and transport, but current legislation limits the ability of councils to effectively coordinate services with neighbouring councils."

"Councils play an important role in creating a more productive and competitive economy, so it is crucial their structures are designed to promote business growth and better link up our regions, towns and cities."

"We want to give local government a broader range of structures to choose from, helping councils focus on region-wide economic growth and making sensible decisions about infrastructure development beyond one council's boundaries."

It is possible that the legislation that the government intends to introduce to Parliament next year would enable the greater Christchurch councils to implement options 8, 9, or 10 without specific local legislation. However, at this stage the scope of the proposed legislation is unknown, and any new powers conveyed by the legislation are unlikely to be available to councils much before the local elections in October 2016. This means that for the rest of the current term of office the only feasible options for improving the governance of public transport services and infrastructure are those that can be implemented within current legislation.



The four greater Christchurch councils therefore face some fairly stark choices. The key question is whether the councils consider that, despite their history and track record, they can collaborate and partner with each other far more effectively in the future. If the answer to this is yes, then the option that would offer the most rapid progress is probably a combination of Option 2, Option 3 and possibly Option 5. This approach could evolve into Option 6 or one of the other options that reallocate roles and responsibilities following the 2016 election.

If the Councils consider that the options for enhanced collaboration will not work then they would need to progress the options for the reallocation of roles and responsibilities. Of these, Option 10 offers the greatest benefits, the most durable solution and the opportunity to evolve into a far larger collective approach to managing transport if that was desired in the future. But it is the most complex to implement and goes well beyond the scope of improving public transport governance and delivery. Option 9 offers benefits that are second only to Option 10, but does so by compromising the delivery of public transport outside of Christchurch City. This is unlikely to be attractive to Selwyn and Waimakariri Districts, or to Timaru and the other Canterbury communities currently receiving public transport services funded through Environment Canterbury.

Whilst the options that reallocate roles and responsibilities offer the greatest potential benefits they also have the longest and most costly transition. Options 7 to 10 in particular would be time-consuming to implement, require legislation and present risks to the momentum and progress of the rebuild. The legislation that is proposed by the Minister of Local Government may provide a way to progress these options without specific local legislation. However, it is unlikely that these new provisions would be available to councils within the current term of office.

Another way to look at the choices that the councils face is to see the range of options as possible stepping-stones to progressively greater change. The Options that enhance collaboration and partnership could be pre-cursors to more significant structural change and the reallocation of roles. Adopting a staged change process offers the potential to make immediate gains without compromising the longer term potential to secure greater benefits.

A way forward

The four greater Christchurch councils are looking for ways to improve the governance and delivery of public transport, whilst at the same time ensuring that there is no loss in the momentum of the rebuild. The only way to secure benefits without introducing new risks to the re-build process is to adopt the most promising of the Options designed to improve collaboration and partnership. A combination of Options 2, 3 and 5 is likely to offer the greatest immediate benefits and a pathway to further reform if that is warranted.

Moving to establish a Greater Christchurch Joint Public Transport Committee immediately could be accompanied by the adoption of formal partnering agreements designed to improve delivery. This could be followed in 2016 by consideration of the role that Environment Canterbury could play in funding public transport infrastructure.

Adopting this approach would mean that by the time of the election in October 2016 there would be a track record of the four councils working more closely in the governance and delivery of public transport. If this has been successful there would then be significant incentives to re-establish the Joint Committee following the election. Through the 2016-2019 term the councils could re-evaluate the progress that they are making and consider whether or not they see value in progressing to one of the other options.



Attachment 1: People interviewed.

The following people took part in interviews / group discussions conducted between 2 and 20 July. They were identified by the relevant authorities as relevant to gain insights into public transport governance and delivery from the perspectives of elected representatives, the Chief Executive, senior management, and officers that were involved in the physical delivery of public transport services and infrastructure.

Jim Harland, Regional Director, NZTA
Angus Bargh, Principal Transport Planner, CCDU, CERA
Mayor David Ayers, Waimakariri District Council
Cr Kirstyn Barnett, Waimakariri District Council
Cr Jim Gerard, Waimakariri District Council
Jim Palmer, CEO, Waimakariri District Council
Gerard Cleary, Manager Utilities and Roothing, Waimakariri District Council
Ken Stevenson, Waimakariri District Council
Mayor David Coe, Selwyn District Council
Cr Sarah Walters, Selwyn District Council
David Ward, CEO, Selwyn District Council
Murray Washington, Asset Manager, Selwyn District Council
Andrew Mazey, Selwyn District Council staff
Ben Wong, Selwyn District Council
Mayor Hon Lianne Dalziel, Christchurch City Council
Deputy Mayor Vicki Buck, Christchurch City Council
Cr Phil Clearwater, Christchurch City Council
Cr Pauline Cotter, Christchurch City Council
Dr Karleen Edwards, CEO, Christchurch City Council
Mike Theelen, Chief Planning Officer, Christchurch City Council
Chris Gregory, Christchurch City Council
Richard Osborne, Christchurch City Council
Ryan Cooney, Christchurch City Council / CTOC
Time Cheesebrough, Christchurch City Council
Richard Holland, Christchurch City Council
Rae-Anne Kurucz, Christchurch City Council.
Dame Margaret Bazley, Chair Environment Canterbury
Rex Williams, Commissioner, Environment Canterbury
Bill Bayfield, CEO, Environment Canterbury
Jill Atkinson, Director Strategy and Programmes, Environment Canterbury
Wayne Holton Jeffreys, Director Operations, Environment Canterbury
Shannon Boorer, Environment Canterbury.



Attachment 2: Desktop review of public transport strategies and plans¹

Summary of key documents:

Document	Lead agency	Support or input from	Adopted by	Purpose
Greater Christchurch Metro Strategy 2010-16	Environment Canterbury	All UDS partners	CCC, Environment Canterbury, SDC, WDC	Turns public feedback into specific targets to improve public transport in greater Christchurch. Developed by the Public Transport Advisory Group which includes representatives for all UDS partners.
Christchurch Transport Strategic Plan 2012-42 (CTSP)	CCC	All UDS partners	CCC	An integrated approach to transport planning in Christchurch for all modes. This replaced several separate plans for different modes to provide alignment within Christchurch.
Canterbury Regional Public Transport Plan 2014 (RPTP)	Environment Canterbury	All UDS partners	Environment Canterbury	Legislative document to set goals and operating policies for public transport services in the region. Review every three years.
An Accessible City (AAC)	CERA	CCC, Environment Canterbury, NZTA, Ngai Tahu	Transport Minister	Transport chapter of the Christchurch Central Recovery Plan which sets out a road user hierarchy for the central city as it rebuilds.
Regional Land Transport Plan 2015-25 (RLTP)	Environment Canterbury	All TA's in region, NZTA	Regional Transport Committee	Sets regional transport priorities and budgets for next ten years
Greater Christchurch Transport Statement 2012 (GCTS)	NZTA	MOT, CERA, SDC, CCC, WDC, Environment Canterbury, CIAL, LPC,	NZTA, MOT, CERA, SDC, CCC, WDC, Environment Canterbury, CIAL,	Provides overarching framework to enable integrated transport planning in greater Christchurch post-quake.

¹ Extract from a recent paper prepared for the CE working group



Common themes in key documents:

Document	Increase public transport patronage and mode share	Support Hubs and Spokes network	Improving bus reliability/travel times	Improve passenger facilities	Future rail	Alignment with other key documents
Summary of all key documents	All documents aim to increase public transport patronage and/or mode share. Some state specific targets while others have a more generic goal.	All documents support the new Hubs and Spokes network.	All documents aim to improve bus reliability and/or travel times.		Most documents mention the need for further investigations into future mode options and protection of key corridors. The RPTP does not specifically mention this but states that frequent routes could build up to higher capacity modes. The RLTP does not mention rail.	All documents were either co-written by UDS partners or specifically align with partners' existing documents.
Greater Christchurch Metro Strategy 2010-16	5% patronage growth per year to reach 30 million passenger trips by 2020 (pre-quake target that has not been updated).	"Provide feeder bus services to transport hubs with core services connecting the hubs and central city."	Target 1: Increase public transport reliability Target 3: Provide bus priority measures to speed up services and improve reliability.	Includes several targets to improve bus stops, seats and shelters.	Target 4: Investigate, consult the public and plan for future public transport modes.	No direct mention of other documents, but was written and adopted by all UDS partners so is consistent with their plans.
Christchurch Transport Strategic Plan 2012-42 (CTSP)	Does not include a specific patronage target but is covered in Outcomes on page 14: "An increased proportion of journeys are made by foot, cycle and public transport."	Action 1.14, page 36: "Focusing services and investment to develop quality infrastructure and priority measures along core corridors and strengthen cross boundary connections, will make public transport an increasingly attractive option. These core services will be supported by local services through the provision of good interchange facilities."	Text throughout the document supports bus reliability through priority measures. Action 1.1.4 on page 38 clearly states "The introduction of public transport priority will improve travel time reliability for public transport, increasing its attractiveness relative to private vehicle travel." Principles for road classification on p.26: "Attractive and efficient public transport corridors to ensure journey reliability and provide	Includes several actions to provide quality facilities at bus stops, super stops and interchanges. Action 1.1.4 on page 68 includes actions to provide quality infrastructure including "Super stops and interchanges provided to support the Regional Public Transport Plan".	Action 1.1.4, page 36: "Within the scope of the Plan, investigation into rapid transit will be undertaken to determine the feasibility and form of future rapid transit for the region..." Where rapid transit is defined as "passenger rail or light rail or dedicated bus ways". Action 1.1.4, page 68: "The UDS partners will undertake a greater	Page 11 notes all of the existing plans/strategies that "contributed towards specific sections within this Plan". This list includes Environment Canterbury's RPTP and RLTS and CERA's Central City Recovery Plan.



		This is supported by a map of the Core Public Transport Network on page 37 which includes the frequent bus routes and connections points.	good connectivity." Action 1.14 on page 68: "Plan, design and implement infrastructure and corridor priority measures to support the core public transport services."		Christchurch Future PT Study, options will consider all forms of public transport, including heavy rail, light rail, bus ways and bus priority." "Protect future rapid transit corridors, where justified, as identified through the Greater Christchurch Future Public Transport Study..."	
Canterbury Regional Public Transport Plan 2014 (RPTP)	4.2 Outcomes on page 23: "Attract increased patronage, especially as an alternative to car." Table 4.1: Measures and Targets on page 25: 20 million passenger trips by 2020 and 35 million passenger trips by 2030, 3% mode share by 2020 and 5% by 2030.	The Hubs and Spokes network is ingrained throughout this document. It is explained in Chapter 5: Network Structure on page 27 with a map of the frequent network. Policy Area 1: Network of Services on page 33-35 describes the different types of bus services (frequent, connector, local and targeted). Appendix 1 describes all of the individual bus routes included in the new network.	4.2 Outcomes on page 23: "Be convenient, reliable, safe and easy to use." Objective 3 on page 24: "The public have confidence in the performance and reliability of scheduled services..." Policy 3.4 on page 46: "Maintain high standards of reliability and punctuality on all contracted services". Policy Area 5: Infrastructure on page 51 was co-written by CCC and adopted by their ITE Committee. This clearly states that "Our top priority is ensuring bus journey time reliability" and includes a table of infrastructure priorities including bus priority for Riccarton Rd, Manchester St, Orbiter route, Blue Line route and Lincoln/Halswell Rd.	Policy Area 5, co-written by CCC, states "Public transport infrastructure should be provided to a high standard consistent with a modern and well-used network of services. The table on page 53 lists the key transfer points where improved passenger facilities will be provided. This was adopted by the CCC ITE Committee.	Does not specifically mention future mode options as this is an operational document focused on the next three years. However, section 5: Network Structure on page 28 notes that the new Hubs and Spokes network "could be upgraded to higher capacity modes, such as light rail, while the local services can be changed or increased to respond to demand."	Section 3: Strategic Context on page 20 outlines all of the regional documents that the RPTP is aligned with. This includes the RLTP, CTSP, Metro Strategy and recovery documents. Policy Area 5: Infrastructure was co-written by CCC and adopted by their ITE Committee. A joint hearing panel including councillors from CCC and WDC worked on this plan before it was adopted by Environment Canterbury Commissioners.



<p>An Accessible City (AAC)</p>	<p>Aims to treble PT mode share to the central city.</p>	<p>AAC relies on the new public transport network to succeed. The new road network and Bus Interchange are designed to accommodate the Hubs and Spokes network, and would not function efficiently with our old radial network. Page 15 shows a map of public transport routes in the central city which is based on the Hubs and Spokes network. These routes were agreed by CERA and Environment Canterbury.</p>	<p>AAC supports bus reliability to encourage higher patronage. This is clearly stated on page 13: "Priority public transport measures will be provided where necessary to ensure reliable bus journeys."</p>	<p>Page 13 states "Public transport routes and infrastructure will encourage bus travel to and from the central city with capacity for a significant increase in bus use in the coming decades. "This includes the new Bus Interchange and Super Stops at Hospital Corner and Manchester Street.</p>	<p>Does not specifically mention rail but has been designed to future proof such options. This is explained on page 15: "In the longer term, a public transport network investigation will be undertaken to confirm the needs and staging for future option. The central city transport system has allowed for possible mass transit requirements and options for future-proofing corridors."</p>	<p>Public transport section on page 13 explicitly states that the routes are consistent with the RPTP. The document was written by CCC, Environment Canterbury, NZTA and CERA so is consistent with all of their existing plans.</p>
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Inconsistencies between key documents:

The key themes are well aligned between these key documents. Some documents have more specific targets than others, depending on their jurisdiction, but they are all generally aiming to increase public transport patronage in greater Christchurch by implementing the new hubs and spokes network supported by bus priority and improved passenger facilities. The Metro Strategy has not been updated since the earthquakes, so the patronage targets and timelines are out of date, but the targets themselves are still relevant and consistent with the other strategies. Many of the documents mention the need for further investigations into future mode options, such as rail, but none of them favour one particular mode over another which reflects the agreed stance to date.

The key inconsistency that exists is in the actual implementation of these identified themes:

- a) Environment Canterbury have implemented the new bus network outlined in the RPTP and other documents
- b) CERA are implementing An Accessible City. The Bus Interchange is soon to open and many of the roading changes are underway, but the Super Stops have been delayed.



- c) CCC have provided improved passenger facilities at Northlands and are working on Riccarton passenger facilities and bus priority but these have taken longer than expected. CCC are developing an implementation plan for infrastructure improvements after Riccarton using the NZTA's business case framework.
- d) UDS partners have done some further work on future public transport options, but CEAG have instructed the organisations to focus on the short term actions before focusing on the long term investigations so further work will be required.

Report from Infrastructure, Transport and Environment Committee – 4 February 2016

51 Christchurch Central Recovery Plan South Frame - Poplar, Ash and Mollett Streets

Reference: 16/123224

Contact: Michael Ferigo Michael.Ferigo@ccc.govt.nz 941 8925

Item 51

1. Staff and Infrastructure, Transport and Environment Committee Recommendation to Council

Part A

That the Infrastructure, Transport and Environment Committee recommend to Council the following resolutions:

1. That it receive and consider the Crown's community engagement report tabled at the 4th February meeting of the Infrastructure Transport and Environment Committee (**Attachment E**).
2. Approve as Road Controlling Authority and land owner, that the Crown may commence the physical works on Poplar, Ash and Mollett streets (subject to the usual consent and process approvals applicable) as outlined in the **Attachment A) South Frame Design Synopsis** and described in this report.
3. Make the following resolutions relying on its powers under the Christchurch City Council Traffic and Parking Bylaw 2008 and Part 21 of the Local Government Act 1974
Note 1: For the purposes of the following resolutions relating to a Shared Zone, under clause 8(2) of the Speed Limits Bylaw (amendment made by decision under section 27 (1)(e) of the Canterbury Earthquake Act 2011, dated 11 December 2014), a speed limit of 10 km/h applies to these Shared Zones.
4. Revoke all traffic controls on Poplar Street from its intersection with Ash Street to its intersection with Tuam Street, and that this one way section of Poplar Street be revoked as authorised under clause 12 of the Christchurch City Council Traffic and Parking Bylaw 2008.
5. Approve pursuant to clause 12 of the Christchurch City Council Traffic and Parking Bylaw 2008 that Poplar Street be one way north to south for all road users, except cyclists and pedestrians from its intersection with Ash Street, to its intersection with Tuam Street.
6. Approve pursuant to Section 14A of the Christchurch City Council Traffic and Parking Bylaw 2008, that Poplar Street, between Ash Street and Tuam Street, be declared a Shared Zone (*note 1 applies*) where the driving, riding or parking of any vehicle is prohibited at all times subject to the following exceptions and conditions:
 - a. The following are permitted in the Shared Zone at any time: Pedestrians, Trams, Cycles and Street cleaning and rubbish collection vehicles operated by the Christchurch City Council or its nominated contractor.
 - b. Trade and other vehicles (including those operated by service authorities) of any class may enter the Shared Zone at specified times if authorised to do so by the council officer who holds the position of asset owner at that time.

- c. Nothing in this Council resolution prohibits or restricts the use of the Shared Zone by any fire appliance, ambulance or other vehicle where it is necessary for that appliance, ambulance or other vehicle to enter the Shared Zone for the protection of human life or of property.
 - d. Any vehicle or specified class of vehicle that has entered the Shared Zone under the above provisions must not be parked for a longer period than is necessary for its driver to carry out his or her business or for the period of any emergency.
7. Revoke all parking and stopping restrictions on both sides of Poplar Street from its intersection with Ash Street to its intersection with Tuam Street.
8. Approve that the stopping of vehicles be prohibited at any time on both sides of Poplar Street, from its intersection with Ash Street to its intersection with Tuam Street, as indicated in **Attachment B) South Frame Council streets movement and layout**.
9. Revoke all traffic controls on Ash Street from its intersection with Poplar Street to its intersection with Madras Street.
10. Approve pursuant to clause 12 of the Christchurch City Council Traffic and Parking Bylaw 2008 that Ash Street be one way west to east for all road users, except cyclists and pedestrians from its intersection with Poplar Street and extending in an easterly direction for 77 metres to the new lane intersection as indicated in **Attachment B) South Frame Council streets movement and layout**).
11. Approve pursuant to Section 14A of the Christchurch City Council Traffic and Parking Bylaw 2008, that Ash Street, from its intersection with Poplar Street and extending in an easterly direction for 77 metres to the new lane intersection as indicated in **Attachment B) South Frame Council streets movement and layout**) be declared a Shared Zone (*note 1 applies*) where the driving, riding or parking of any vehicle is prohibited at all times subject to the following exceptions and conditions:
 - a. The following are permitted in the Shared Zone at any time: Pedestrians, and Cycles and Street cleaning and rubbish collection vehicles operated by the Christchurch City Council or its nominated contractor.
 - b. Trade and other vehicles (including those operated by service authorities) of any class may enter the Shared Zone at specified times if authorised to do so by the council officer who holds the position of asset owner at that time.
 - c. Goods Services Vehicles are permitted in the Shared Zone for the purpose of loading and unloading between 3am and 10am and between 3pm and 6pm each day.
 - d. Nothing in this Council resolution prohibits or restricts the use of the Shared Zone by any fire appliance, ambulance or other vehicle where it is necessary for that appliance, ambulance or other vehicle to enter the Shared Zone for the protection of human life or of property.
 - e. Any vehicle or specified class of vehicle that has entered the Shared Zone under the above provisions must not be parked for a longer period than is necessary for its driver to carry out his or her business or for the period of any emergency.
12. Approve pursuant to Section 14A of the Christchurch City Council Traffic and Parking Bylaw 2008, that Ash Street, from its intersection with Madras Street and extending in a westerly direction for 37 metres to the new lane intersection as indicated in **Attachment B) South Frame Council streets movement and layout**) be declared a Shared Zone (*note 1 applies*) where the driving, riding or parking of any vehicle is prohibited at all times subject to the following exceptions and conditions:

- a. The following are permitted in the Shared Zone at any time: Pedestrians, and Cycles and Street cleaning and rubbish collection vehicles operated by the Christchurch City Council or its nominated contractor.
 - b. Trade and other vehicles (including those operated by service authorities) of any class may enter the Shared Zone at specified times if authorised to do so by the council officer who holds the position of asset owner at that time.
 - c. Any vehicle or specified class of vehicle that has entered the Shared Zone under the above provisions must not be parked for a longer period than is necessary for its driver to carry out his or her business or for the period of any emergency.
 - d. Nothing in this Council resolution prohibits or restricts the use of the Shared Zone by any fire appliance, ambulance or other vehicle where it is necessary for that appliance, ambulance or other vehicle to enter the Shared Zone for the protection of human life or of property.
 - e. Goods Services vehicles are permitted in the Shared Zone for the purpose of loading and unloading between 3am and 10am and between 3pm and 6pm each day.
13. Revoke all parking and stopping restrictions on Ash Street from its intersection with Poplar Street to its intersection with Madras Street.
 14. Approve that the stopping of vehicles be prohibited at any time on both sides of Ash Street from its intersection with Poplar Street to its intersection with Madras Street.
 15. Revoke all traffic controls on Mollett Street from its intersection with Colombo Street to its intersection with Durham Street South.
 16. Approve pursuant to Section 14A of the Christchurch City Council Traffic and Parking Bylaw 2008, that Mollett Street, from its intersection with Colombo Street and extending in a westerly direction for a distance of 92.5 metres to the new lane intersections as indicated in **Attachment B) South Frame Council streets movement and layout**), and again from its intersection with Durham Street South and extending in an easterly direction for a distance of 85.5 metres (to the new lane intersections as indicated on **Attachment B) South Frame Council streets movement and layout**), be declared a Shared Zone (*note 1 applies*) where the following are permitted at any time: Pedestrians, Cycles and Motor Vehicles.
 17. Approve pursuant to Section 14A of the Christchurch City Council Traffic and Parking Bylaw 2008 that Mollett Street, from a point 92.5 metres west of its intersection with Colombo Street to the new lane intersection as indicated in **Attachment B) South Frame Council streets movement and layout**) and extending in a westerly direction for 52.5 metres to the new lane intersection as indicated in **Attachment B) South Frame Council streets movement and layout**) be declared a Shared Zone (*note 1 applies*) where the driving, riding or parking of any vehicle, is prohibited at all times subject to the following exceptions and conditions:
 - a. The following are permitted in the Shared Zone at any time: Pedestrians, and Cycles and Street cleaning and rubbish collection vehicles operated by the Christchurch City Council or its nominated contractor.
 - b. Trade and other vehicles (including those operated by service authorities) of any class may enter the Shared Zone at specified times if authorised to do so by the council officer who holds the position of asset owner at that time.

- c. Nothing in this Council resolution prohibits or restricts the use of the Shared Zone by any fire appliance, ambulance or other vehicle where it is necessary for that appliance, ambulance or other vehicle to enter the Shared Zone for the protection of human life or of property.
- d. Any vehicle or specified class of vehicle that has entered the Shared Zone the above provisions of this order must not be parked for a longer period than is necessary for its driver to carry out his or her business or for the period of any emergency.
- 18. Revoke all parking and stopping restrictions on both sides of Mollett Street from its intersection with Colombo Street to its intersection with Durham Street South.
- 19. Approve that the stopping of vehicles be prohibited at any time on both sides of Mollett Street from its intersection with Colombo Street and extending in a westerly direction to its intersection with Durham Street South.
- 20. Approve the Statement of Proposal (**Attachment D**) for a Special Consultative Procedure from the 29th February to the 1st of April, as required under section 336 of the Local Government Act 1974 to revoke the existing part time Pedestrian Mall status over the northern part of Poplar Street.
- 21. Approve that staff may make any grammar, syntax or typographical changes; amend the layout, font or formatting; or correct errors to ensure clear communication of the Statement of Proposal.

Note: That following the meeting staff requested amendments to the recommendations due to new information. The following recommendations have been amended:

12 - Addition of line "e".

16 - Amend "distance of 85 metres" to be "distance of 92.5 metres" and "distance of 79 metres" to be "distance of 85.5 metres".

17 - Amend "from a point 92 metres" to be "from a point 92.5 metres" and "westerly direction for 53 metres" to be "westerly direction for 52.5 metres".

Attachments

No.	Report Title	Page
1	Christchurch Central Recovery Plan South Frame - Poplar, Ash and Mollett Streets	103

No.	Title	Page
A	South-frame-design-synopsis-20151110	113
B	South Frame Council Streets movement and layout	124
C	Crown engagement leaflet re traffic changes Poplar, Ash, and Mollett streets Jan 2016	131
D	Statement of Proposal Revocation of Poplar Street Pedestrian Mall	135
E	CCDU Engagement Report	139

Christchurch Central Recovery Plan South Frame - Poplar, Ash and Mollett Streets

Reference: 15/1273110

Contact: Michael Ferigo Michael.Ferigo@ccc.govt.nz 941 8925

1. Purpose and Origin of Report

Purpose of Report

- 1.1 The purpose of this report is to update and inform the Infrastructure, Transport and Environment Committee on the planning and consultation progress being made by the Canterbury Earthquake Recovery Authority on the Central City Recovery Plan's South Frame **Attachment A) South Frame Design Synopsis**, particularly in relation to the three Council owned streets within it - Poplar, Ash and Mollett Streets and to recommend use changes and a consultation process for those changes.

2. Significance

- 2.1 The decision in this report is at a medium significance level in relation to the Christchurch City Council's Significance and Engagement Policy.
 - 2.1.1 The level of significance was determined by the subject matter of the report and its sequence within a process that has included wide consultation to establish the Central City Recovery Plan. This report provides a process at the practical level needed towards progressing planning which has at the CCRP level already been agreed to.
 - 2.1.2 The level of community engagement and consultation outlined in this report reflects the assessment level.

3. Staff Recommendation

That the Infrastructure, Transport and Environment Committee recommend to Council the following resolutions:

6. That it receive and consider the Crown's community engagement report tabled at the 4th February meeting of the Infrastructure Transport and Environment Committee.
7. Approve as Road Controlling Authority and land owner, that the Crown may commence the physical works on Poplar, Ash and Mollett streets (subject to the usual consent and process approvals applicable) as outlined in the **Attachment A) South Frame Design Synopsis** and described in this report.
8. Make the following resolutions relying on its powers under the Christchurch City Council Traffic and Parking Bylaw 2008 and Part 21 of the Local Government Act 1974
Note 1: For the purposes of the following resolutions relating to a Shared Zone, under clause 8(2) of the Speed Limits Bylaw (amendment made by decision under section 27 (1)(e) of the Canterbury Earthquake Act 2011, dated 11 December 2014), a speed limit of 10 km/h applies to these Shared Zones.
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10. Approve pursuant to clause 12 of the Christchurch City Council Traffic and Parking Bylaw 2008 that Poplar Street be one way north to south for all road users, except cyclists and pedestrians from its intersection with Ash Street, to its intersection with Tuam Street.
11. Approve pursuant to Section 14A of the Christchurch City Council Traffic and Parking Bylaw 2008, that Poplar Street, between Ash Street and Tuam Street, be declared a Shared Zone (*note 1 applies*) where the driving, riding or parking of any vehicle is prohibited at all times subject to the following exceptions and conditions:
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 - b. Trade and other vehicles (including those operated by service authorities) of any class may enter the Shared Zone at specified times if authorised to do so by the council officer who holds the position of asset owner at that time.
 - c. Nothing in this Council resolution prohibits or restricts the use of the Shared Zone by any fire appliance, ambulance or other vehicle where it is necessary for that appliance, ambulance or other vehicle to enter the Shared Zone for the protection of human life or of property.
 - d. Any vehicle or specified class of vehicle that has entered the Shared Zone under the above provisions must not be parked for a longer period than is necessary for its driver to carry out his or her business or for the period of any emergency.
12. Revoke all parking and stopping restrictions on both sides of Poplar Street from its intersection with Ash Street to its intersection with Tuam Street.
13. Approve that the stopping of vehicles be prohibited at any time on both sides of Poplar Street, from its intersection with Ash Street to its intersection with Tuam Street, as indicated in **Attachment B) South Frame Council streets movement and layout**.
14. Revoke all traffic controls on Ash Street from its intersection with Poplar Street to its intersection with Madras Street.
15. Approve pursuant to clause 12 of the Christchurch City Council Traffic and Parking Bylaw 2008 that Ash Street be one way west to east for all road users, except cyclists and pedestrians

from its intersection with Poplar Street and extending in an easterly direction for 77 metres to the new lane intersection as indicated in **Attachment B) South Frame Council streets movement and layout**).

16. Approve pursuant to Section 14A of the Christchurch City Council Traffic and Parking Bylaw 2008, that Ash Street, from its intersection with Poplar Street and extending in an easterly direction for 77 metres to the new lane intersection as indicated in **Attachment B) South Frame Council streets movement and layout**) be declared a Shared Zone (*note 1 applies*) where the driving, riding or parking of any vehicle is prohibited at all times subject to the following exceptions and conditions:
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 - d. Nothing in this Council resolution prohibits or restricts the use of the Shared Zone by any fire appliance, ambulance or other vehicle where it is necessary for that appliance, ambulance or other vehicle to enter the Shared Zone for the protection of human life or of property.
18. Revoke all parking and stopping restrictions on Ash Street from its intersection with Poplar Street to its intersection with Madras Street.

19. Approve that the stopping of vehicles be prohibited at any time on both sides of Ash Street from its intersection with Poplar Street to its intersection with Madras Street.
20. Revoke all traffic controls on Mollett Street from its intersection with Colombo Street to its intersection with Durham Street South.
21. Approve pursuant to Section 14A of the Christchurch City Council Traffic and Parking Bylaw 2008, that Mollett Street, from its intersection with Colombo Street and extending in a westerly direction for a distance of 85 metres to the new lane intersections as indicated in **Attachment B) South Frame Council streets movement and layout**), and again from its intersection with Durham Street South and extending in an easterly direction for a distance of 79 metres (to the new lane intersections as indicated on **Attachment B) South Frame Council streets movement and layout**), be declared a Shared Zone (*note 1 applies*) where the following are permitted at any time: Pedestrians, Cycles and Motor Vehicles.
22. Approve pursuant to Section 14A of the Christchurch City Council Traffic and Parking Bylaw 2008 that Mollett Street, from a point 92 metres west of its intersection with Colombo Street to the new lane intersection as indicated in **Attachment B) South Frame Council streets movement and layout**) and extending in a westerly direction for 53 metres to the new lane intersection as indicated in **Attachment B) South Frame Council streets movement and layout**) be declared a Shared Zone (*note 1 applies*) where the driving, riding or parking of any vehicle, is prohibited at all times subject to the following exceptions and conditions:
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 - c. Nothing in this Council resolution prohibits or restricts the use of the Shared Zone by any fire appliance, ambulance or other vehicle where it is necessary for that appliance, ambulance or other vehicle to enter the Shared Zone for the protection of human life or of property.
 - d. Any vehicle or specified class of vehicle that has entered the Shared Zone the above provisions of this order must not be parked for a longer period than is necessary for its driver to carry out his or her business or for the period of any emergency.
23. Revoke all parking and stopping restrictions on both sides of Mollett Street from its intersection with Colombo Street to its intersection with Durham Street South.
24. Approve that the stopping of vehicles be prohibited at any time on both sides of Mollett Street from its intersection with Colombo Street and extending in a westerly direction to its intersection with Durham Street South.
25. Approve the Statement of Proposal (**Attachment D**) for a Special Consultative Procedure from the 29th February to the 1st of April, as required under section 336 of the Local Government Act 1974 to revoke the existing part time Pedestrian Mall status over the northern part of Poplar Street.
26. Approve that staff may make any grammar, syntax or typographical changes; amend the layout, font or formatting; or correct errors to ensure clear communication of the Statement of Proposal.

4. Key Points

- 4.1 The CCRP - South Frame is a Crown led Anchor Project which has been planned and designed in collaboration with its strategic partners, including Christchurch City Council.
- 4.2 The South Frame includes the Health and Innovation Precincts along with mixed-use developments and small scale retail. A major component of the South Frame, the public realm, has been developed with the intent to revitalise the area by providing new and upgraded attractive public areas as a focus, alongside which the private sector can develop.
- 4.3 The South Frames new public realm area includes the Council owned Poplar, Ash and Mollett Streets. For the Crown works to be carried out on these streets landowner approval is needed. The works are scheduled to start near the end of February 2016. The schedule provides the works to be completed in time for the start-up dates of new businesses coming into the immediate area.
- 4.4 The changes being proposed for Council approval in this report are consistent with the CCRP, the City Plan and the Streets and Spaces Design Guide. The Guide sets out an agreed long-term vision for the network of streets and public spaces in central Christchurch. It also provides the design principles, criteria and standards for public realm improvements. It was developed by the Crown and CCC in partnership with Te Runanga o Ngāi Tahu and published in 2015. The overarching purpose of the Design Guide is to provide a unified and comprehensive reference document for the design and delivery of public realm improvement projects in the central city.
- 4.5 The physical improvements over the streets include new pavements, lighting, traffic calming features such as narrowing, future proofing (e.g. for Tram use over Poplar Street with ducting, poles etc.) signage, street furniture, greening features and physical environments that are conducive to encouraging and supporting the various Shared Zone restrictions and conditions along with the 10km/h speed limit.
- 4.6 The Crown has had ongoing engagement with affected land owners and interested parties over the evolving plans for the public realm and more recently over the detailed finalised plans. The Crown staff will table the outcome of its recent engagement focused on the changes planned for Poplar, Ash and Mollett streets at the 4th February meeting of the Infrastructure Transport and Environment. The Council can consider the views expressed in the Crown consultation process when making the decisions sought in this report.
- 4.7 Alongside the physical and operational changes planned for the Streets, the Crown also wants to create a consistent legal status over the CCRP North (Te Papa Ōtākaro/Avon River), East and South Frames for all the high-quality new and enhanced public realm using lanes and greenways that are similar to that proposed for Poplar, Ash and Mollett. A 'Shared Zone' legal status was selected, as it provides flexibility to adjust or adapt operation restrictions or conditions in future. It is therefore proposed to change the legal status of these Streets to Shared Zones.
- 4.8 Because of the existing part time Pedestrian Mall status over the northern part of Poplar Street, the Council must revoke that status, under the Local Government Act 1974, by undertaking a SPC, before it can change the status of that part of Poplar Street to a Shared Zone.
- 4.9 The SPC to revoke the part time Pedestrian Mall status will be carried out at the same time as some of the physical works commence. However the works being undertaken do not dictate the outcome of the SCP process. While it is optimal to have the part time Pedestrian Mall status removed from the northern part of Poplar Street, (along with changing several conditions and restrictions detailed in the Statement of Proposal - Attachment D), the planned new public realm could accommodate the continuation of the Pedestrian Mall, if that was the outcome of the SCP process.
- 4.10 Other options instead of the proposal for the Pedestrian Mall revocation are outlined and considered in the Statement of Proposal. These options include retaining the Pedestrian Mall

with and without additional conditions and restrictions similar to those under the proposed Share Zone.

- 4.11 The options for retaining the Pedestrian Mall Status are considered less desirable even when applying similar restrictions to the Shared Zone proposal. It would not align to the legal status of similar environments being developed in the CCRP Frames.
- 4.12 A Pedestrian Mall status is also unwieldy compared with the newer legal status of a Shared Zone. The dynamic nature of the central city makes it likely that some future changes such as minor adjustments to restrictions may be needed. Unlike a Shared Zone that can easily scale the level of consultation needed to match the change proposed, the Pedestrian Mall status is likely to trigger the need to undertake a SPC.

5 Context/Background

- 5.1 The Christchurch Central Recovery Plan (CCRP) was notified in the New Zealand Gazette in 2012. It created a Blueprint Plan for the city which identified a commercial 'Core', a 'Frame' surrounding that Core and locations of various anchor projects in the central city.
- 5.2 One of the anchor projects that the CCRP identified was the South Frame, which incorporates the Health and Innovation precincts. The South Frame planning was further developed by the Crown and in 2014 a South Frame document was added as an addendum to the CCRP.
- 5.3 Both the CCRP and the South Frame addendum made changes to the Christchurch City Council's District Plan to accommodate and give notice of the new approaches, designations etc.
- 5.4 The CCRP drew much of its direction from earlier foundational work that included the Council initiated community 'Share an Idea' and the work done by the Council on the central city draft plan. One of the major themes resulting from the community feedback and now key objectives of the CCRP is the development of a greener, more accessible and people friendly central city.
- 5.5 The Frame and Te Papa Ōtākaro/Avon River Precinct will significantly contribute to achieving the objectives by providing high-quality new and enhanced public realm. The Frame is divided into three sections: North, East and South.
- 5.6 The South Frame extends from Hagley Park to the East Frame across the southern edge of the city core. It includes the Health precinct to the west, the Innovation precinct to the east and an area in between for mainly mixed use developments and small scale retail.
- 5.7 The new public realm network will allow the public to access the centre of the blocks. It will be established within each block integrating with a series of new north - south lanes to provide permanent connectivity between the Health precinct, the Innovation precinct and beyond.
- 5.8 The South Frame public realm development will provide attractive, safe, inviting and accessible public spaces in what have historically been large and relatively inaccessible city blocks. This new development will establish a foundation for private sector redevelopment in the area.
- 5.9 The resulting South Frame will be a vibrant place with a range of businesses and activities, containing places for people to interact and connect within a 'green' urban environment.
- 5.10 **Attachment A) South Frame Design Synopsis** shows the plan of the South Frame with the new lanes and greenways. **Attachment B) South Frame Council streets movement and layout** focuses on the two blocks within the South Frame that contain the Council owned Poplar, Ash and Mollett streets and the changes proposed over these streets and shows the interaction of these streets and new lanes.
- 5.11 The traffic changes proposed for Poplar Street will improve the operation of the environment by prohibiting general traffic from all of Poplar Street and only allow time restricted use for Goods Service vehicles on the northern section of Poplar Street from Lichfield Street to Ash Street. The

- general traffic will be provided for by a new lane being constructed close by to the east of Poplar Street. It will link from Lichfield Street to Tuam Street and is planned to have a parking building.
- 5.12 Poplar Street, from Ash Street to Tuam Street, will effectively become a pedestrian, cycle and Tram area only. Any other vehicles (with some exceptions) are prohibited and must instead turn left into Ash Street.
- 5.13 A courtyard will be created next to the Poplar - Ash Streets' junction - with its function described in the Streets and Spaces Design Guide as: *'it will provide a fitting entrance to adjacent office buildings. The courtyard will provide an 'outdoor meeting room' for surrounding offices and businesses.'*
- 5.14 Traffic changes proposed for Ash Street include prohibiting all general traffic, allow time restricted access for Goods Service vehicles one way only from Poplar Street to the new lane where they can (only) turn south to enter Tuam Street. Both Lichfield and Tuam Streets and Manchester and Madras Streets are identified in the Plans to provide for general traffic movements.
- 5.15 Traffic changes proposed for Mollett Street include prohibiting all general traffic and parking in the middle section between two new lanes - this is adjacent to and will meld with a new Mollett Street courtyard area to provide a gathering place - the description from the Streets and Spaces Design Guide: *'This courtyard will provide a meeting and socialising place for local office workers, residents and visitors to the city. Key features of the courtyard will be ample formal and informal sitting options and generous vertical and horizontal landscaping. Mixed-use residential development is a desirable use to establish in this area. The courtyard should provide amenity for potential residents including after hours and weekend activities.'*
- 5.16 On the rest of Mollett Street (at both ends) the Street will function as a Shared Zone being for two way access within the 10km/h limits for all modes but will not offer parking. The expectation is that only motor vehicles that need to access the immediate area will travel through these sections of Mollett Street, effectively creating a quiet and safe and friendly environment for people walking, cycling and visiting the area.

6 Consultation

- 6.1 The CCRP 2012 drew much of its direction from earlier foundational work that included the Council initiated 'Share an Idea' through community conversation. Hence the CCRP built on Christchurch City Council's draft Central City Plan, and on over 106,000 ideas submitted by the community during the public consultation process.
- 6.2 The CCRP sets the overall framework and gives a blueprint plan with a central core to the city surrounded by a Frame. The South Frame planning was further progressed subsequent to the release of the CCRP. It was developed following public consultation and added as an addendum to the CCRP in 2014. It firms and provides detail around the South Frames role in supporting the regeneration of the central city.
- 6.3 The Crown has had ongoing engagement with affected land owners and interested parties over the evolving plans for the public realm of the South Frame and more recently over the detailed Street plans.
- 6.4 The Crown staff will table the outcome of its recent engagement focused on the changes planned for Poplar, Ash and Mollett streets at the 4th February meeting of the Infrastructure Transport and Environment. An information leaflet (**Attachment C**) used by the Crown in the engagement process outlines the project and gives options for feedback.
- 6.5 The Council can consider the views expressed in the Crown consultation process when making the decisions sought in this report.

7 Impact on Mana Whenua

- 7.1 The decisions being asked of Council in this report relate to the implementation of plans that have included Ngai Tahu as a Strategic Partner. The plans have recognised and will allow a canvas for expression of Maori cultural and traditional values being incorporated into the project. It can be considered that the decisions being asked of Council are in alignment with the work the Crown has completed with the Ngai Tahu.

8 Financial Implications

- 8.1 The capital costs for the repairs and improvements proposed for the three Council streets within the South Frame will be made from Crown funding. The Council will continue to be responsible for the long term maintenance of these streets.
- 8.2 The costs for the proposed Council SCP will be reimbursed to Council by the Crown at the completion of the process.

9 Legal Implications

- 9.1 There are no legal implications - the decisions being asked of Council are in accordance with the CCRP its 'Accessible City' chapter and South Frame Anchor Project Plans. The Council has and continues to be involved in the development of the details and implementation of the plans for the central city.

Attachments

No.	Title	Page
A	South-frame-design-synopsis-20151110	
B	South Frame Council Streets movement and layout	
C	Crown engagement leaflet re traffic changes Poplar, Ash, and Mollett streets Jan 2016	
D	Statement of Proposal Revocation of Poplar Street Pedestrian Mall	

Confirmation of Statutory Compliance

Compliance with Statutory Decision-making Requirements (ss 76 - 81 Local Government Act 2002).

(a) This report contains:

- (v) sufficient information about all reasonably practicable options identified and assessed in terms of their advantages and disadvantages; and
- (vi) adequate consideration of the views and preferences of affected and interested persons bearing in mind any proposed or previous community engagement.

(b) The information reflects the level of significance of the matters covered by the report, as determined in accordance with the Council's significance and engagement policy.

Signatories

Authors	Michael Ferigo Mike Thomson	Transport Planner - Sustainable Transport Transport Engineer
Approved By	Chris Gregory David Adamson	Head of Transport General Manager City Services



Christchurch Central
Te Pūtahi o Ōtautahi

SOUTH FRAME
PŪTAHI WHAKATETONGA
CONNECTIONS & SPACES

DESIGN SYNOPSIS

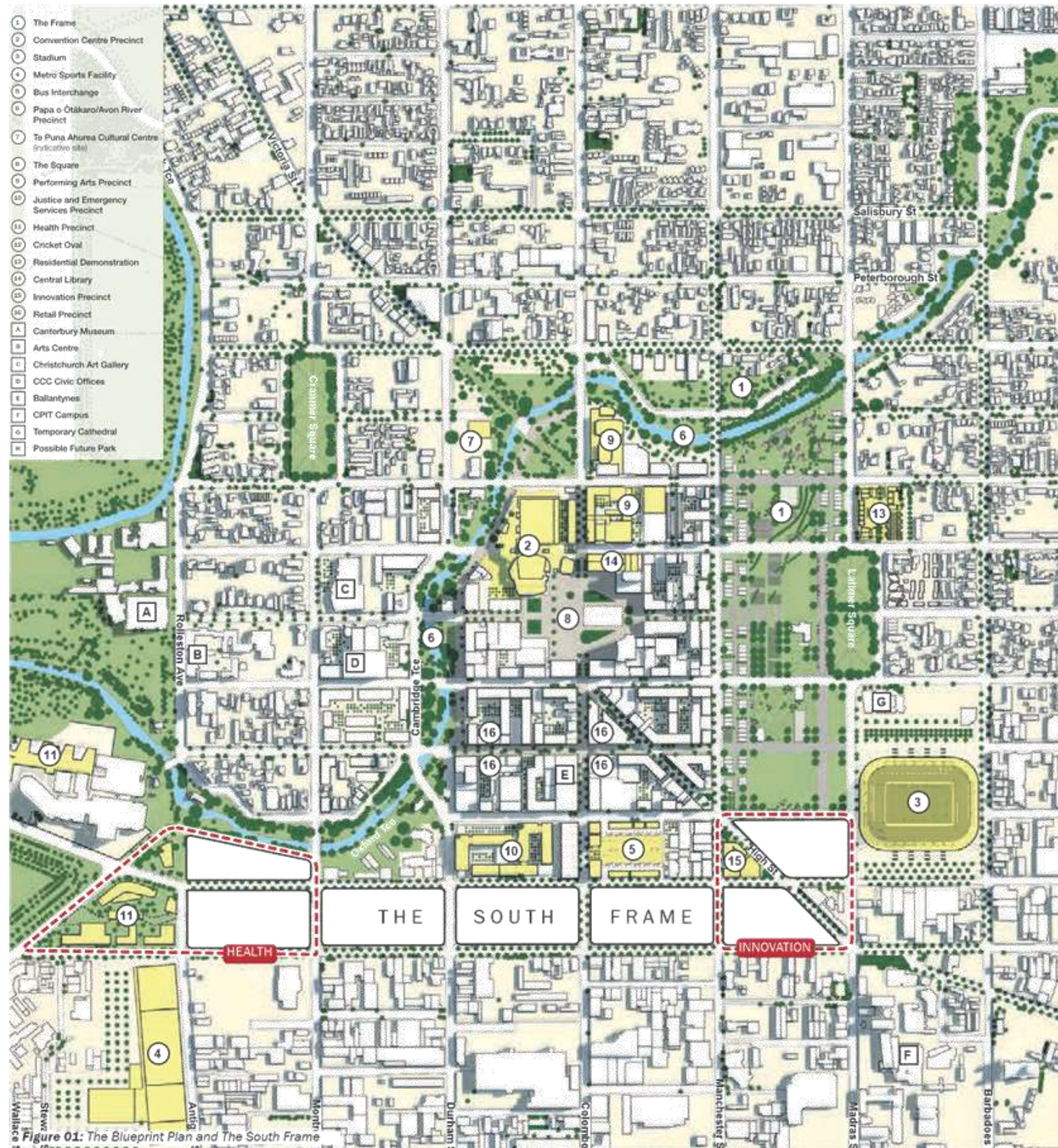


Figure 01: The Blueprint Plan and The South Frame

Introduction

The Christchurch Central Recovery Plan created the Blueprint Plan for the city which identified a commercial Core, a 'Frame' surrounding that Core and the location of various anchor projects in the central city. One of these projects is the South Frame, which incorporates and connects the Health and Innovation precincts.

Delivery of a new network of connections and spaces for the South Frame is underway and this report covers work completed during the initial phase of the project.

The South Frame Public Realm works are split into design and construction delivery. Design comprises four key phases (refer Figure 2). The project is a collaboration between our Strategic Partners (Christchurch City Council and Matapopore), stakeholders and the Design Consortium (refer Figure 3). The appointed consortium for the design process is led by Aecom with consultancies of LandLAB, Jasmx and Taylor Cullity Lethlean (TCL) jointly leading the landscape and urban design workstreams.



Figure 03: Collaborative project between strategic partners, stakeholders and the design consortium.

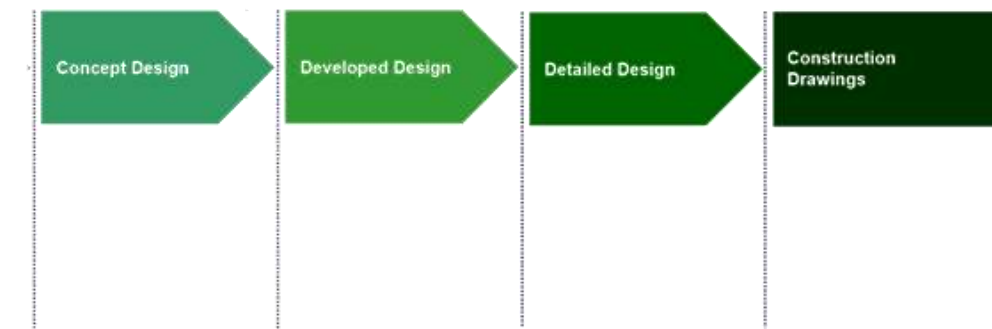


Figure 02: South Frame planning and design phases.



Figure 04: The South Frame existing conditions

The South Frame today

The South Frame extends seven city blocks from the Ōtākaro/Avon River, to the East Frame across the southern edge of the Core, between Antigua and Madras streets.

The area currently exists as a series of large, inaccessible city blocks, with few trees and little on-site planting. Following the earthquakes, most structures have been demolished with only a limited collection of industrial buildings and car-yards remaining.

Key issues

- Low pedestrian priority.
- Profusion of vacant sites.
- Poor quality environment and limited planting.
- High percentage of vacant sites.
- No cycling facilities.

Opportunities

- Potential to create a new and distinct public network.
- Close proximity to numerous anchor projects.
- Adaptive reuse of existing industrial buildings.
- Canvas for Ngāi Tahu values.
- Numerous developments underway.
- Includes interesting 'Urban Fringe' typology.
- Features direct views to the Port Hills / Tamatea Pokai Whenua.



Figure 05: The South Frame as it exists today.



Figure 06: Current block plan of the South Frame.



Figure 07: The South Frame potential future (Indicative imagery only).

The vision for the future

An urban neighbourhood where health, education, innovation and city living emerge and flourish, connected by a distinctive greenway.

The South Frame public realm works will deliver a new network of connections and spaces linking the Innovation Precinct, the Health Precinct and beyond. The project will provide a unique, attractive and safe environment that will establish a foundation for private sector redevelopment in the area.

In snapshot, the public realm will deliver:

- Public network of connections and spaces.
- A lengthwise open space corridor 'Greenway', interconnected by laneways and a series of gathering spaces or 'yards'.
- Pedestrian and recreational cyclist pathways throughout seven city blocks extending from Otakaro/Avon River to the East Frame.
- A distinctive new asset for central Christchurch.



Figure 08: Various indicative images of the potential future South Frame.

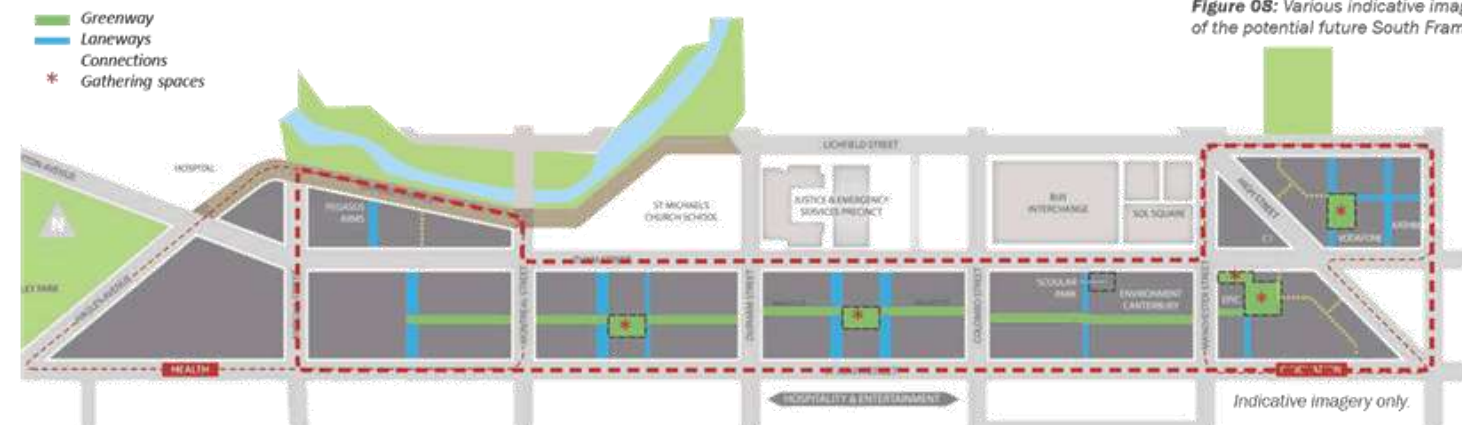



Figure 09: The South Frame public realm: a network comprising a linear 'Greenway', interconnected by laneways and a series of gathering spaces (yards).

How we deliver the vision

Consistent with the Christchurch Central Recovery Plan goals, the key design principles and strategies that guide the design process include:

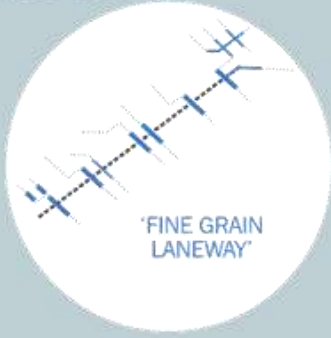
01 Distinctive
Authentic urban garden distinct from the city's existing parks and squares



Key Moves:

- a unique landscape identity (including traditional plantings).
- paving inlays that portray the 'story of stone' (relevant to iwi).
- dynamic journey with signature features (weaving path that references the braided river system of Canterbury).

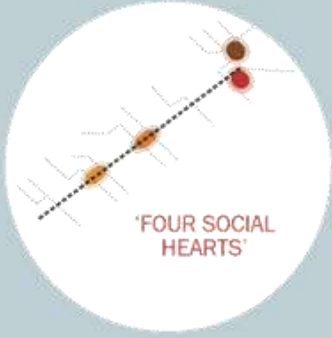
02 Prosperous
Network of laneways that promote small scale, boutique business activity



Key Moves:

- a safe 'shared environment'
- new walking and cycling connections.
- bluestone paved laneways (referencing the visual link and materiality of the Port Hills/ Tamatea Pōkai Whenua).


03 Vibrant
Four great 'yards' as social destinations



Key Moves:

- flexible and adaptable gathering areas that support occupation and activation.
- comfortable street furniture – places to sit, linger, eat.
- artworks and cultural markers.


04 Accessible
Pedestrian and recreational cyclist priority



Key Moves:

- a car-free greenway
- clear connection hierarchy
primary = greenway
secondary = lanes.
- lighting for a safe pedestrian environment

05 Green
A new ecological spine



Key Moves:

- a locally informed palette of trees and plantings.
- ecological zones that integrate function and beauty (referencing the Kahikatea, Hourere and Totara zones).
- opportunities for interpretation, education and discovery.



Figure 10: The South Frame potential future (indicative imagery only).



Figure 11: The design philosophy is informed by the Canterbury context - mountains, hills, river and sea.

An authentic place-specific resolution

The South Frame public realm will deliver the vision through a contextually responsive design that integrates relevant cultural values and narratives of Ngāi Tahu and references the wider geographic context.

Key considerations include:

- **Recognition of cultural trails and paths** – significance of the Port Hills/ Tamatea Pōkai Whenua and Ōtakaro/Avon River.
- **Integration of traditional vegetation** – plants that offer some form of ecological benefit.
- **Reference to enduring elements 'Story of Stone'** – recalling the historical importance of stone for tools, trade and food production.
- **Creation of spaces that complement the city's existing large, green spaces** – opportunity to deliver uniquely 'urban' spaces.
- **Specification of locally sourced materials** – from the Christchurch and Canterbury context, where possible.



Figure 12: The approach to the site is informed by the underlying geology, river and tributary hydrology, and ecological character zones – Totara, Kahikatea and Houhere – unique to Christchurch's landscape context.

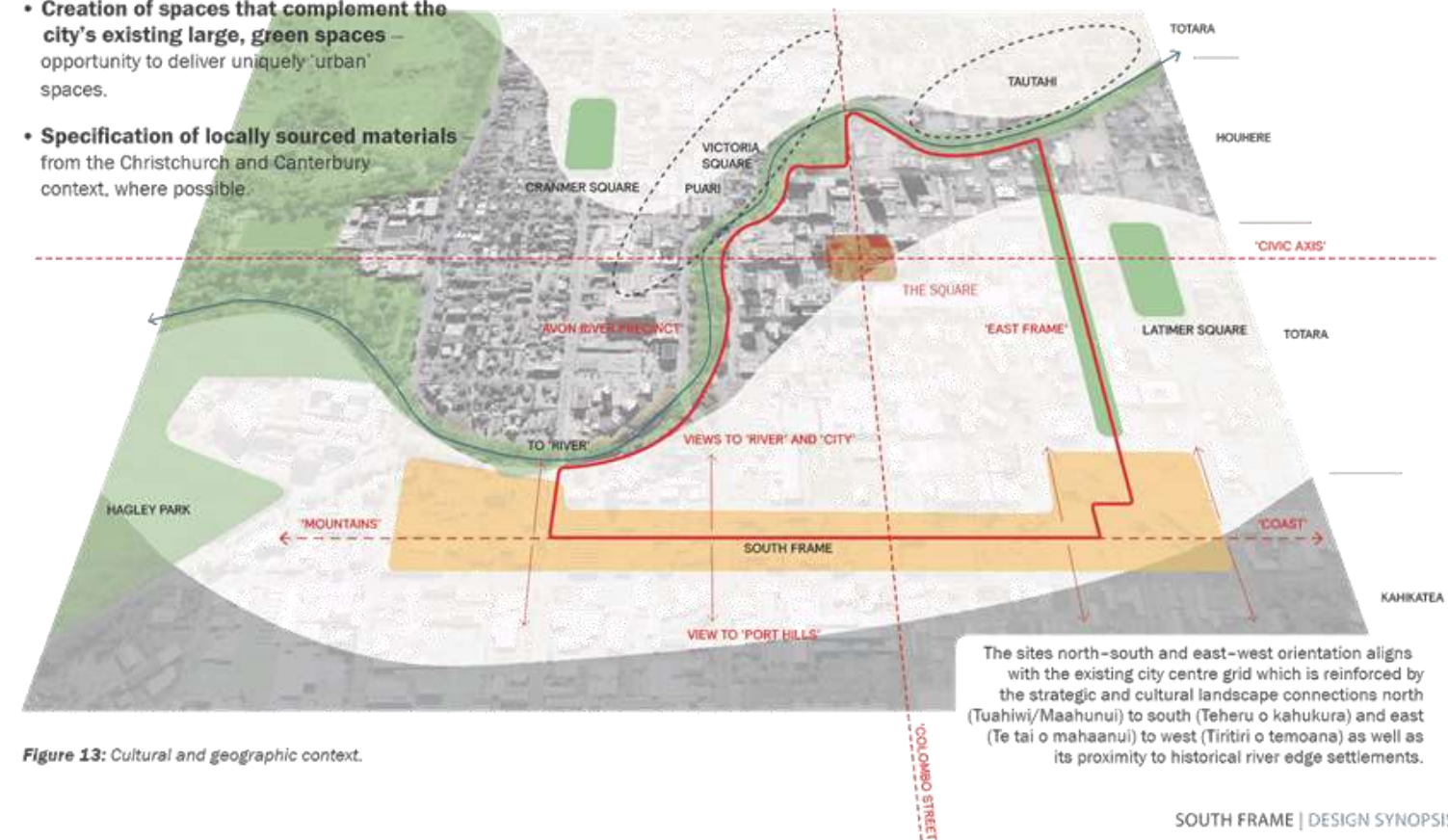


Figure 13: Cultural and geographic context.

SOUTH FRAME | DESIGN SYNOPSIS



BRAIDED RIVER SYSTEM | GEOLOGY
Pedestrian movement along the greenway will reflect the distinctive braided river system of the Canterbury region.

MEANDERING URBAN PARK
Pedestrians will experience a weaving together of garden and urban surfaces.

Figure 14: The greenway
Indicative imagery only.

What the future will look like: an east-west greenway

The greenway is a critical element of the South Frame, contributing to a higher quality environment and completing the 'framing' of the Core by connecting with the East Frame at one end and Hagley Park at the other. The expression of the greenway provides the opportunity for a highly distinctive component of Christchurch's public realm network.

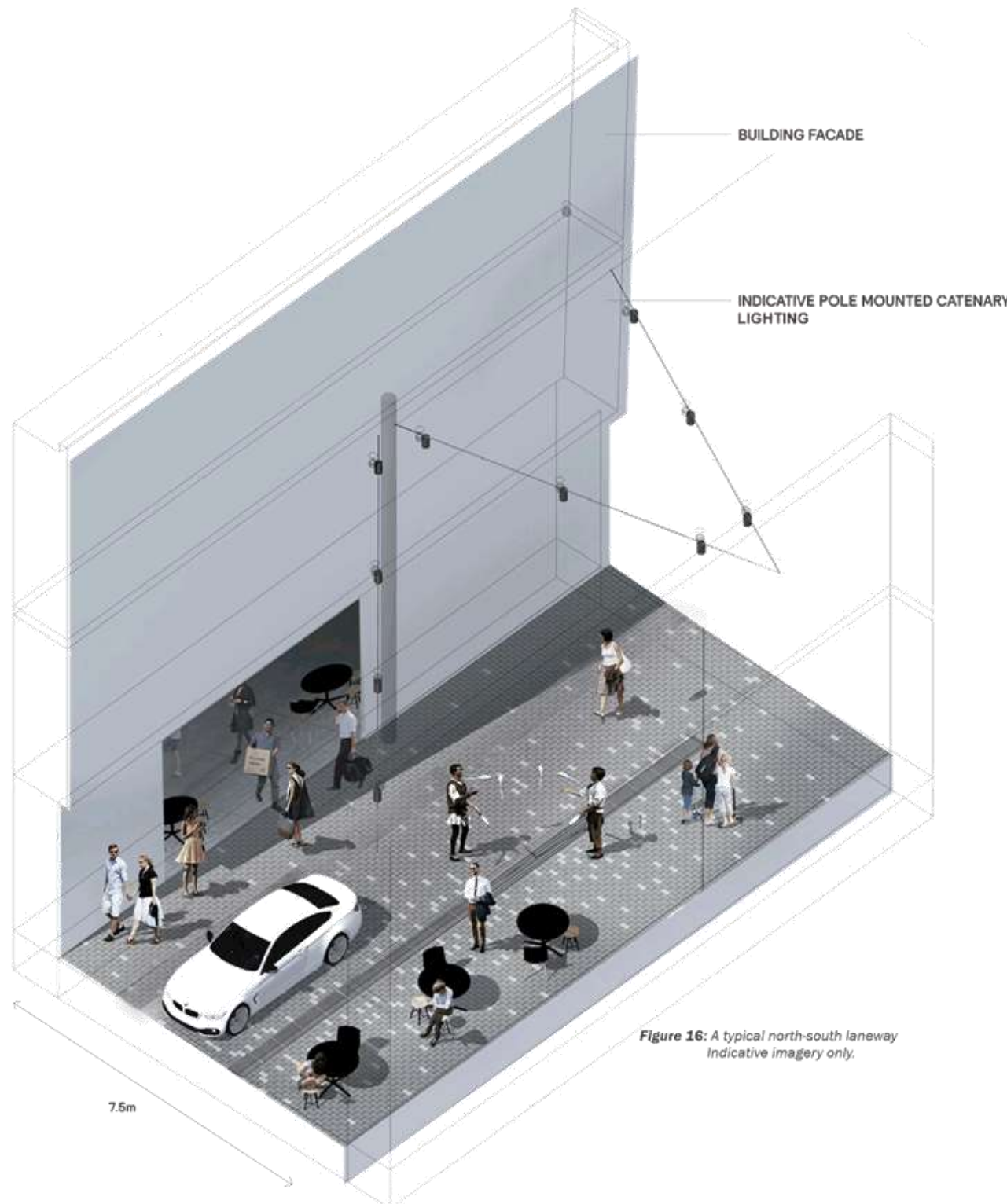
This will be achieved by:

- a dynamic open space experience provided by the weaving together of 'urban' (paved) and 'green' (vegetated) surfaces.
- occasional opportunities for activities such as outdoor dining and seating.
- a planting palette informed by the interaction of the Kahikatea, Hourere and Tōtara ecological zones.
- combining Christchurch's gardening traditions, mahinga kai and green infrastructure into a unique landscape identity.
- revealing the underlying geology through a field of interpretive paving inlays communicating the 'story of stone' (stone resources relevant to iwi).
- a car-free environment providing east-west pedestrian and recreational cycling pathways and priority over the north-south lanes.
- incorporating opportunities for interpretation, education and discovery.



Figure 15: The greenway facilitates a range of edge responses.

**A linear urban garden as...
ecological connector, organising spine and regeneration catalyst.**



What the future will look like: north-south lanes

The laneways will provide additional north-south pedestrian linkages. They will also be for service access to adjacent development sites.

This revival of the former laneway network will contribute to the creation of finer grain developments and a more urban built environment.

This will be achieved by:

- bluestone paved laneways which reinforce the visual and physical connections between the Port Hills/ Tamatea Pokai Whenua and Ōtakaro /Avon River.
- enabling and encouraging smaller scale, boutique businesses by reducing the urban block size.
- safe 'shared surfaces' (single level surface without kerb separation) for vehicles, pedestrians and cyclists in a slow speed environment.
- robust laneway design language able to infiltrate further into the city centre.



A new network of laneways providing north-south connections and destinations that deliver accessibility, connectivity and small scale business activity to the South Frame.



Figure 17: A gathering space along the greenway. Indicative imagery only.

What the future will look like: four great 'yards'

The gathering spaces or 'yards' will play a key role in supporting the social, cultural and economic vitality of the South Frame. They will provide places for people to gather, relax, observe and be entertained. These will be designed to draw people into the area and offer an element of surprise, delight and relaxation.

This will be achieved by:

- providing flexible and adaptable spaces that enable activation and create destinations for events, performance and celebration.
- reinforcing the identity of the greenway through 'green' gathering spaces which support local occupation and activation.
- creating a market/event space and destination in Mollett Street which builds on its rich social history.
- adaptively re-using key character buildings to retain authenticity, ensure a distinctive identity and provide generators of activity.

Innovation North



Figure 18: Potential view. Indicative imagery only.

Innovation South



Figure 19: Potential view. Indicative imagery only.

**New destinations that enable social, cultural and economic vitality.
Places for observation, celebration and expression revealing the identity and spirit of the South Frame.**



The delivery process

Construction delivery of the South Frame public realm works is intended to be staged over the next few years. The intent is to commence works early in 2016, starting from the Innovation Precinct and working through to the west, in alignment with surrounding developments where possible.





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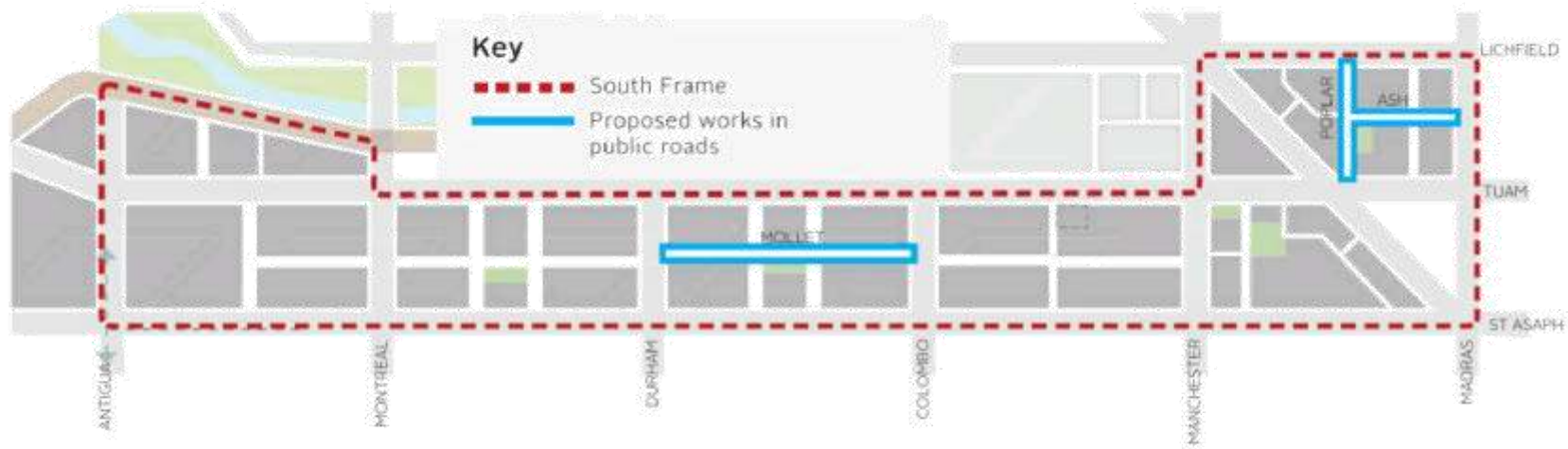
Crown Copyright © This work is licensed under the Creative Commons Attribution 3.0 New Zealand licence.

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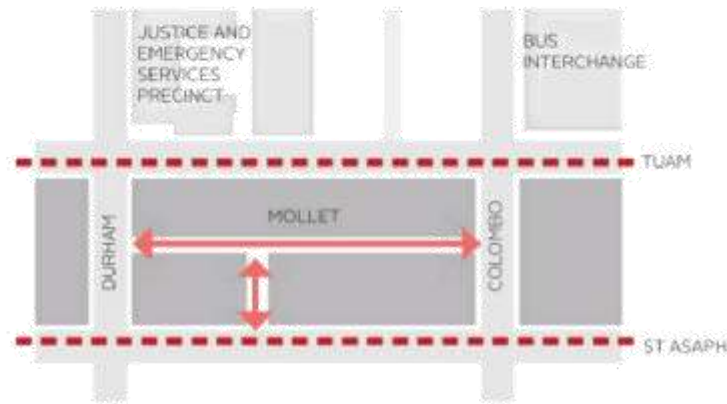
Council Streets within the South Frame - Movement plans and layouts:

South Frame - CCC Streets

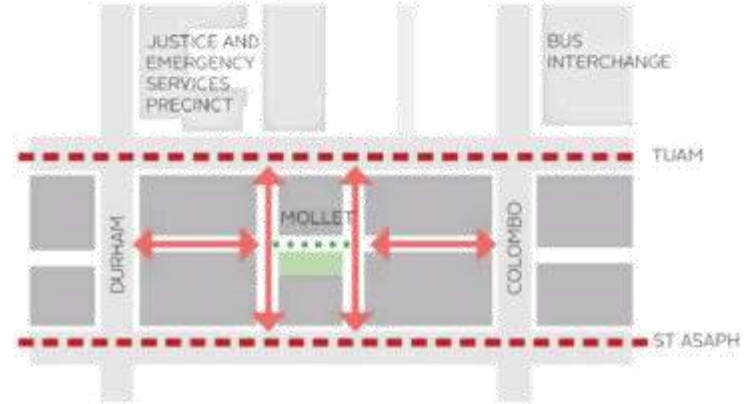


South Frame - Mollett Street

Before



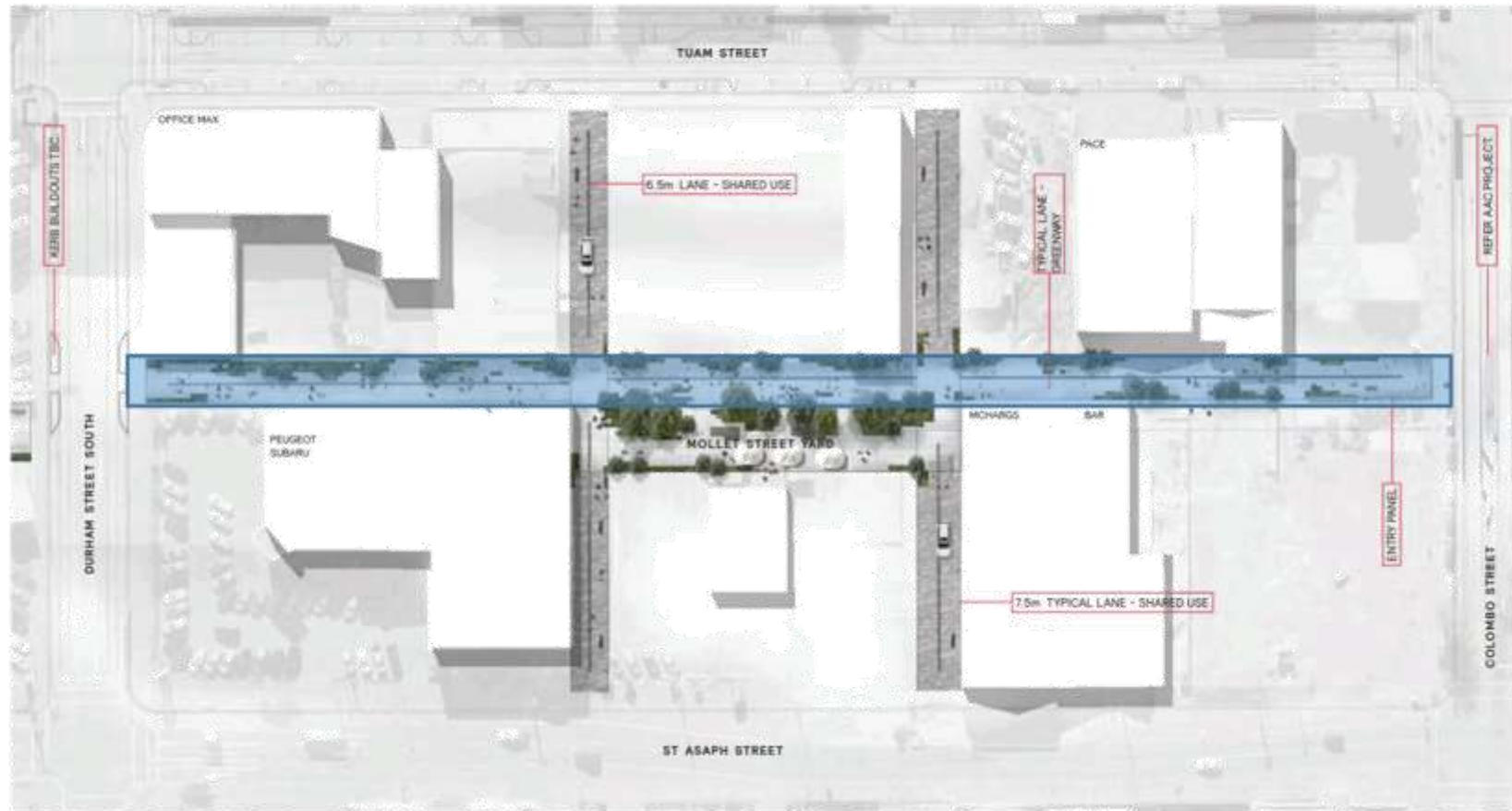
After



Key

-  Extent of Works
-  Shared Space
-  Pedestrian, Cyclist and Emergency Vehicles

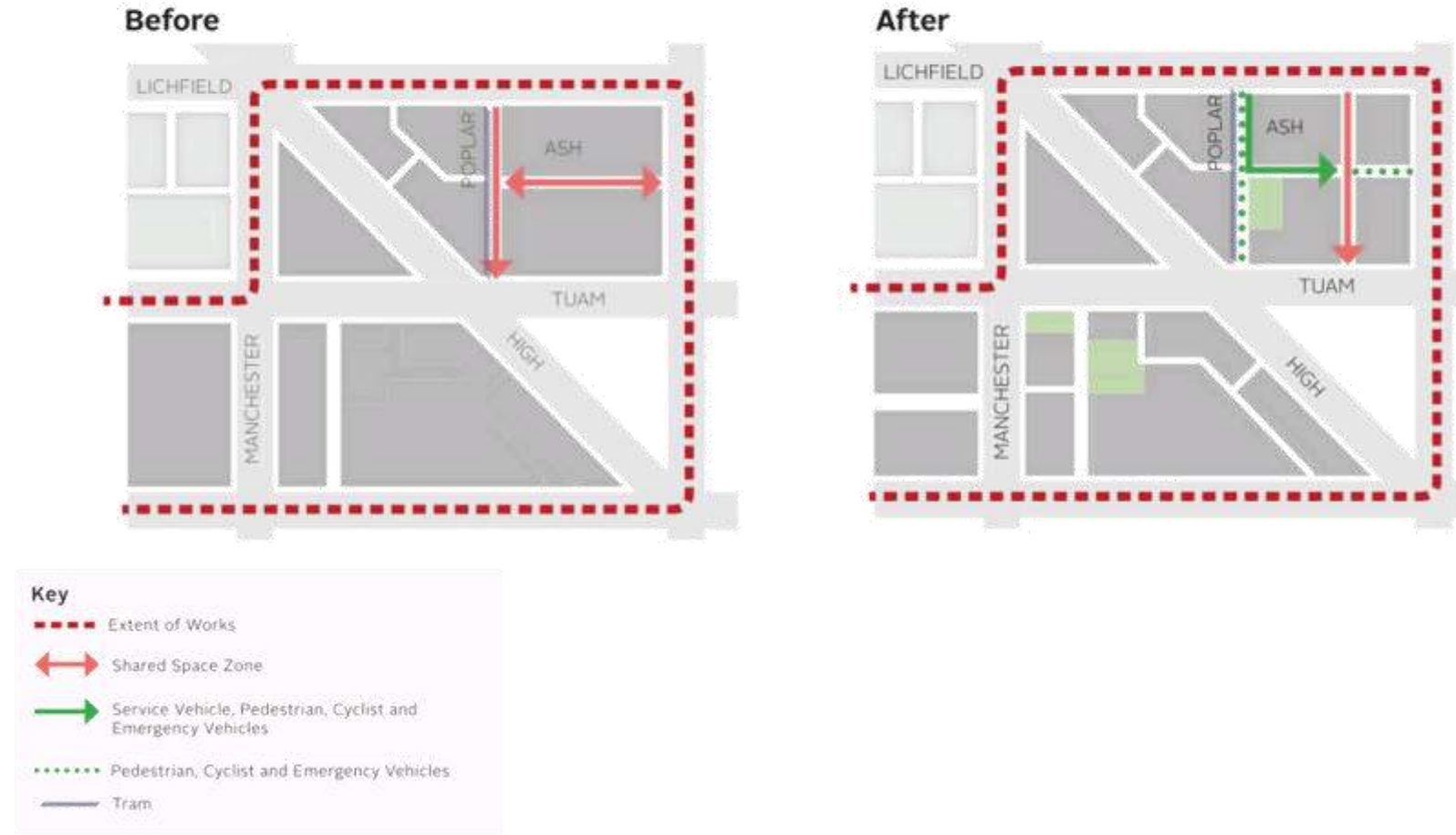
South Frame - Proposed Mollett Street Design



Artist Impression of the new Mollett Street and Courtyard



South Frame - Poplar & Ash Streets



South Frame - Proposed Innovation Design (Poplar & Ash Streets)



Artist Impression of the Innovation North Yard (Corner Poplar & Ash Streets)



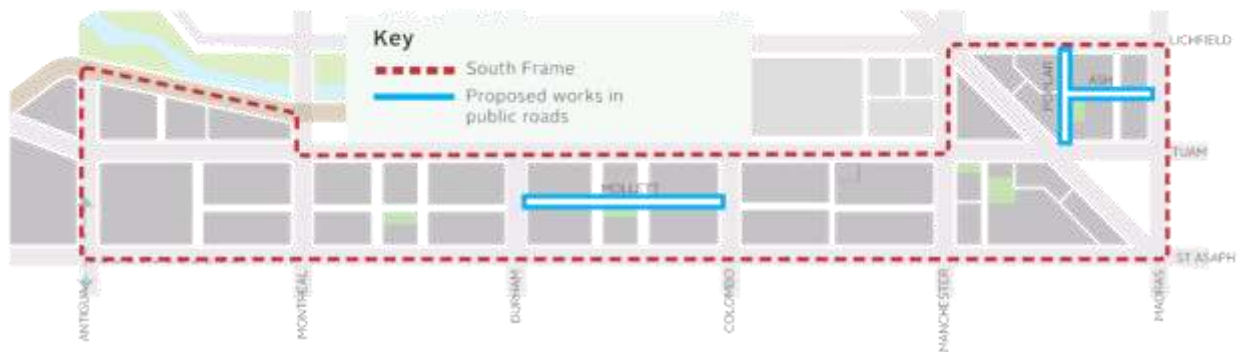


Overview

The South Frame plays a crucial part in creating a greener, better connected, walkable and vibrant central city. The vision is for an urban neighbourhood where health, innovation, city living and boutique retail emerge and flourish, connected by a distinctive Greenway.

It is a CERA-led anchor project which will revitalise the area by providing a new network of lanes and courtyards to complement mixed-use private developments. Further information about the South Frame, including developed design documents for the new public realm, is available at www.ccd.govt.nz.

South Frame proposed works



Poplar, Ash and Mollett Streets are public roads within the South Frame that will integrate with the new network of lanes and courtyards after proposed streetscape and traffic changes.

The proposed changes to traffic function will accommodate new activities, enhance access and establish a safe shared space environment for pedestrians, cyclists and vehicles.

The improvements to these streets involve :

- resurfacing with high-quality paving
- native planting
- installation of new lighting and street furniture
- new public spaces allowing for activation such as events and art.

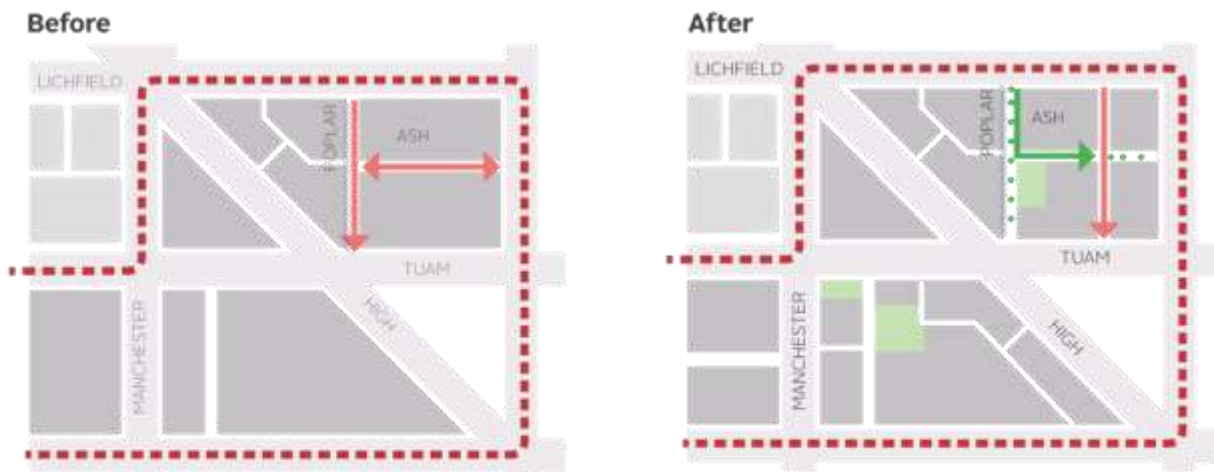
Poplar Street will also be able to support the tram in the future.

For more details, you can download the developed design report and summary at ccd.govt.nz/projects-and-precincts/the-south-frame

Poplar and Ash Streets

Traffic movement on Poplar and Ash Streets is proposed to change as illustrated.

- Pedestrian and bicycle access and movement will be unrestricted.
- Poplar Street will be able to accommodate the tram in the future, in a southerly direction to access High Street.
- General motor vehicle traffic will be prohibited on Poplar Street, although service vehicles will still be able to travel in a southerly direction from Lichfield Street and left into Ash Street before exiting onto Tuam Street via a new lane.
- Ash Street will become one-way in an easterly direction and restricted to service vehicles turning from Poplar Street. The section from the new lane intersection through to Madras Street will be restricted to pedestrian and bicycle only.
- All vehicle traffic will be restricted to a 10km/h maximum speed limit to ensure a safe shared space environment, and parking will be prohibited.
- Goods and service vehicles will be permitted in Poplar and Ash Streets for the purpose of loading and unloading at any time other than 10am to 3pm, and 6pm to 3am daily.



Innovation North Yard



Artist impression of the Innovation North Yard, corner Poplar & Ash Streets

Key

- Extent of Works
- ↔ Shared Space Zone
- Service Vehicle, Pedestrian, Cyclist and Emergency Vehicles
- ... Pedestrian, Cyclist and Emergency Vehicles
- Tram

Changes to Poplar Street Pedestrian Mall designation

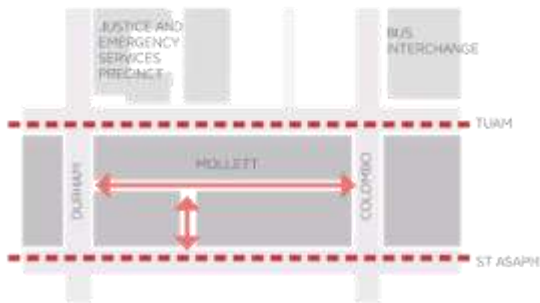
Poplar Street north of its intersection with Ash Street currently has a part-time Pedestrian Mall designation which prohibits vehicle access from 6pm to 6am. In order to formalise the proposed traffic changes, the Pedestrian Mall designation will need to be revoked. The Christchurch City Council will be consulting separately on the proposed Pedestrian Mall revocation, as required by the Local Government Act 1974. For more information contact poplarst@ccc.govt.nz

Mollett Street

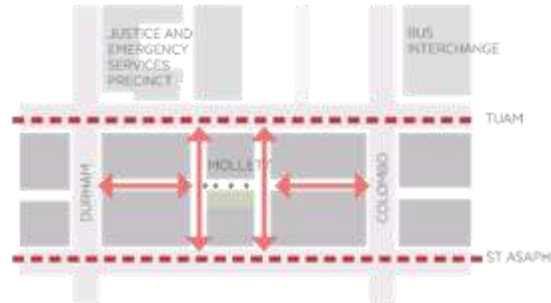
Mollett Street will incorporate a central courtyard, one of the new public spaces in the South Frame. As a result of these improvements, the traffic movement is proposed to change as illustrated below:



Before



After



- Pedestrian and bicycle access and movement will be unrestricted throughout Mollett Street.
- The mid-section of Mollett Street will become part of a courtyard where motor vehicles (other than emergency) are prohibited.
- All motor vehicles travelling on Mollett Street from Colombo Street or Durham Street will be able to exit onto either Tuam or St Asaph Streets via new lanes.
- All vehicle traffic will be restricted to a 10km/h maximum speed limit throughout to ensure a safe shared space environment, and parking will be prohibited.



Artist impression of the new Mollett Street yard

More information and drop-in session

For more information or to provide feedback about the proposed changes in this area, you are invited to a drop-in session:

28 January 2016

2-4pm

Enterprise Precinct and Innovation Campus (EPIC)

96 – 106 Manchester Street
Christchurch

CCDU and CCC technical experts will be available to answer any questions, discuss the plans and any impact on your property.

Any feedback will be recorded in a report to the CCC, which will be tabled at the Council's Infrastructure, Transport and Environment Committee meeting on 4 February 2016.

If you are unable to attend the drop-in session, you can contact us with any feedback or questions by 29 January:

General queries:

info@ccdu.govt.nz

Tim Walsh

Senior Planner

Tim.walsh@cera.govt.nz

027 267 0000

Next Steps

- Drop-in session 28 January 2016, 2-4pm EPIC 96-106 Manchester Street.
- Feedback tabled at Christchurch City Council's infrastructure, Transport and Environment Committee meeting 4 February 2016.
- The Council, as the Road Controlling Authority for Poplar, Ash and Mollett Streets, will be deciding on these changes at its meeting on 11 February 2016.
- The aim is for the construction works in Poplar and Ash Street and surrounds to start in the first quarter of 2016, completed in time for the opening of the new Vodafone and Kathmandu buildings.
- Construction in Mollett Street is scheduled to commence in the second quarter of 2016.

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Canterbury Earthquake
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To Mana Hauāmanu ki Wīkātahi

C
Christchurch Central
Development Unit
To Tepe Wīkātahi

www.ccdu.govt.nz

January 2016

Attachment to ITE Report CCRP South Frame – Poplar, Ash and Mollett streets

Statement of Proposal

FOR THE DECLARATION OF THE REVOCATION OF THE POPLAR STREET PART-TIME PEDESTRIAN MALL

1. INTRODUCTION

This Statement of Proposal document details a proposal to remove the existing part time Pedestrian Mall in Poplar Street. The intention is that a new full-time Shared Zone will be created instead with conditions and restrictions that are similar to the part-time Pedestrian Mall. There will be some changes made, to better support the changes proposed for the South Frame of the Christchurch Central Recovery Plan and be consistent with the approach taken by the Crown with other similar sections of the Frames.

2. DETAILS OF THE PROPOSAL

The objectives of the proposed change are:

- To optimize the area to provide a safe, attractive and accessible environment for the public.
- To reduce potential conflict between pedestrians, cyclists, trams and vehicles.
- To align the legal status of this area with other similar shared zones within the Frames of the Christchurch Central Recovery Plan.

The Council proposes the revocation of the part-time Pedestrian Mall in Poplar Street that applies from the south boundary line of Lichfield Street extending along Poplar Street in a southerly direction to a point 45.5m south of Lichfield Street, every night from 6pm to 6am the following day.

Under section 336 of the Local Government Act 1974 the revocation of a pedestrian mall must be done by way of a Special Consultative Procedure.

It is proposed to replace the Pedestrian Mall status on this part of Poplar Street with a Shared Zone that would be declared by the Council under clause 14A of the Christchurch City Council Traffic and Parking Bylaw 2008.

The applicable speed limit for the new Shared Zone would automatically be set at 10 km/h under clause 8(2) of the Speed Limits Bylaw 2010 (this clause was added to the Bylaw with effect from 11 December 2014 as a result of a decision under section 27(1)(e) of the Canterbury Earthquake Recovery Act 2011). The shared zone is proposed to have conditions and restrictions that support the objectives of this proposal. These conditions and restrictions are detailed later in this document and will be considered by Council as part of its decisions made after this consultation process.

3. REASONS FOR THE PROPOSAL

The Christchurch Central Recovery Plan and South Frame Anchor Project Plans have been developed in consultation with the community. The Crown along with its partners, including Christchurch City Council, have then developed the plans that this proposal has come from. The Crown is the lead organization for the South Frame Anchor Project. The Council is the road controlling authority for Poplar Street and therefore makes the decisions over its roads within the South Frame. As part of

these plans Poplar Street has a role in supporting the function of, and the local business and retail activities within, the South Frame. The redevelopments include changing the access and through movement functions for the various modes of transport. As such, less motor vehicle traffic usage is planned over the daytime in order to create a safer and more attractive environment. This will be more conducive to the envisaged higher levels of active transport modes and people simply being able to relax within the street.

The reason that the part-time pedestrian mall was planned, was that prior to the earthquakes concerns were expressed to Council from the local business people and the New Zealand Police over vehicle access after-hours. The normal retail activities in the street during the day gave way to more entertainment orientated activities in the area at night. This led to the Council creating the part-time Pedestrian Mall in September 2010.

Whilst north Poplar Street still needs to provide for entertainment activity it is anticipated and planned to become part of a series of attractive and safe shared environments within the Frames. These will look to support the neighbouring businesses with essential deliveries and delivering active travel customers and visitors to spend time in a people friendly location. General traffic that needs to travel through the area will be catered for with the planned development of a new lane just to the East of Poplar Street, which will also house a new car parking building.

4. KEY FEATURES OF THE PROPOSAL

Features include:

- The revocation of the part-time Pedestrian Mall legal status in Poplar Street that starts at the south boundary line of Lichfield Street and extends along Poplar Street to a point 45.5m south of Lichfield Street , every night from 6pm to 6am the following day.
- Replacement of the part time pedestrian mall in Poplar Street with a Shared Zone status that will apply full time. This new Shared Zone will be consistent with the other section of Polar Street that is also a Shared Zone. The speed limit for Poplar Street when changed to a Shared Zone will automatically be 10 km/h.
- Prohibiting general motor vehicles from using Poplar Street from Lichfield Street to Ash Street. This will then be consistent with the other section of Poplar Street. While it is not part of this proposal, it is important to note that a new lane is being constructed by the Crown in this block just to the east of Poplar Street. The new lane will provide for general vehicles to travel from Lichfield Street to Tuam Street and it will have a new adjoining parking building.
- Continuation of no parking anywhere on Poplar Street.
- Changing the Goods Service Vehicles loading periods (previously from between 6am to 6pm the following day) - to between 3am and 10am and between 3pm and 6pm each day.
- Continuing the one way restriction from north to south but allowing two way for pedestrians and cycles.
- Continuing to allow for the future use of Poplar Street by the Tram and possible use of retractable bollards.
- Ensuring physical and legal access for all emergency vehicles, the Council street cleaning vehicles and trade vehicles as permitted by Council on a case by case basis.

5. ANALYSIS OF REASONABLY PRACTICAL OPTIONS

Option 1 (this Proposal) This option proposes to revoke the existing Poplar Street Pedestrian Mall status and replace it with a Shared Zone with the conditions and restrictions as described in this statement of proposal. This option is considered the most effective towards ensuring that Poplar Street functions to support the new plans for the area, developed from the Christchurch Central Recovery Plan. The greater restrictions on motor vehicles as a result of the proposed new Shared Zone status, compared to the current part time Pedestrian Mall status, will be managed through the creation of the new lane to the East of Poplar Street in the same block.

The Shared Zone status will be consistent with other similar new areas developed within the North, East and South Frames around the central city. The Council has recently made decisions to change the rest of Poplar Street, Ash Street and other roads in the Frames to Shared Zones.

Option 2 Retain the Pedestrian Mall Status and:

- a. keep the status quo,
 - b. adjust the conditions and restrictions to match the Proposal
-
- a. Retain the Pedestrian Mall Status and keep the status quo.
Keeping the existing part-time Pedestrian Mall and all the existing conditions and restrictions will not reduce the potential for conflict between street users during the day.
It will also not have the same potential to increase public accessibility to the area compared to the level and type of use that could be achieved in and around the Street by the proposal over a 24 hour period.
The Pedestrian Mall status is not consistent with other similar areas that have been developed or are planned within the Frames under the Christchurch Central Recovery Plan. With the dynamic central city environment some future adjustments and minor refinements are likely to need to be considered in future. Under the 'older' Pedestrian Mall status these are likely to trigger the need for a special consultative procedure whereas the newer Shared Zones don't have this requirement, allowing the Council to provide more targeted consultation to match the impact of any later changes.
 - b. Retain the Pedestrian Mall Status and adjust the conditions and restrictions to match the Proposal
This option will be able to create an improved environment through changing the conditions and restrictions and would require a change in the Pedestrian Mall status from part time to full time.
However, the Pedestrian Mall status is not consistent other similar areas that have been developed or are planned within the Frames under the Christchurch Central Recovery Plan. With the dynamic central city environment some future adjustments and minor refinements are likely to need to be considered in future. Under the 'older' Pedestrian Mall status these are likely to trigger the need for a special consultative procedure whereas the newer Shared Zones don't have this requirement allowing the Council to provide more targeted consultation to match the impact of any later changes

Option 1 is the recommended option. It is aligned to and meets the project objectives.

6. CONSULTATION PROCESS

The consultation process on all the proposals outlined in this Statement of Proposal will be as follows:

- a) The Special Consultative Procedure will be from Monday 29 February to Friday 1 April 2016.
- b) An information session or sessions about these proposals will be held on the 2016.
- c) Written submissions on these proposals may be made to Council by 1 April 2016.
The submissions may be sent, (using free post forms that will be in the consultation leaflets) by email to Poplarst@ccc.govt.nz, in any other written form and posted.
- d) Any person who makes a submission will have the opportunity to be heard by the CCC Hearing Panel - but will need to make that request in their written submission.
- e) Under the Local Government Act 2002 the Council may make the written submissions on the consultation available to the public, subject to the provisions of the Local Government Official Information and Meetings Act 1987. Anyone wishing to withhold any information of a private or personal nature from their submission will need to first discuss this with the consultation contact person.
- f) The Council will receive a report from the hearings panel, consider the recommendations of the panel and make a final determination on the revocation of the Pedestrian Mall and the declaration of a new Shared Zone in Poplar Street.

7. COPIES OF RELEVANT DOCUMENTS

CCRP and South Frame Addendum web link

CERA's Design Synopsis and web link

The Christchurch City Council Traffic and Parking Bylaw 2008 is available on the Council web pages

CCC "Have your Say" website link

Council Service Centres or calling the Council on 941 8999



Overview

The South Frame plays a crucial part in creating a greener, better connected, walkable and vibrant central city. The vision is for an urban neighbourhood where health, innovation, city living and boutique retail emerge and flourish, connected by a distinctive Greenway.

It is a CERA-led anchor project which will revitalise the area by providing a new network of lanes and courtyards to complement mixed-use private developments. Further information about the South Frame, including developed design documents for the new public realm, is available at www.ccd.govt.nz.

South Frame proposed works



Poplar, Ash and Mollett Streets are public roads within the South Frame that will integrate with the new network of lanes and courtyards after proposed streetscape and traffic changes.

The proposed changes to traffic function will accommodate new activities, enhance access and establish a safe shared space environment for pedestrians, cyclists and vehicles.

The improvements to these streets involve :

- resurfacing with high-quality paving
- native planting
- installation of new lighting and street furniture
- new public spaces allowing for activation such as events and art.

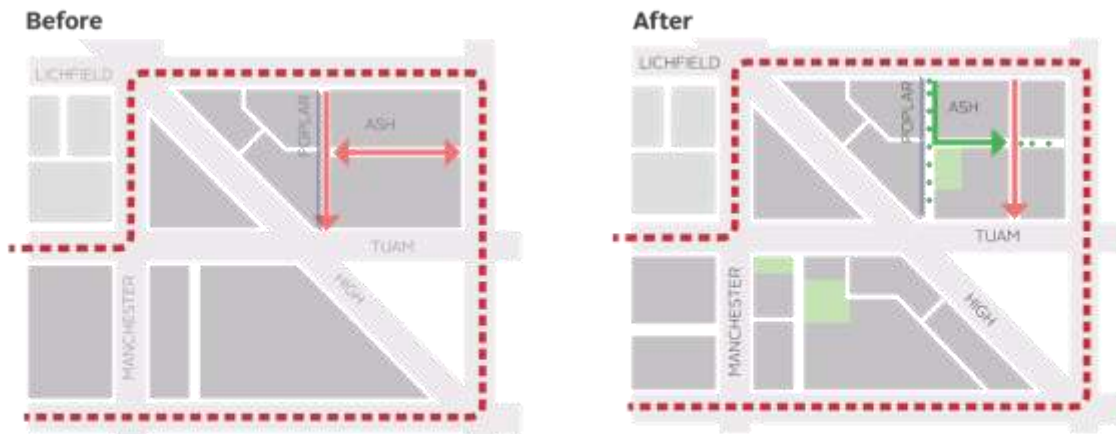
Poplar Street will also be able to support the tram in the future.

For more details, you can download the developed design report and summary at ccd.govt.nz/projects-and-precincts/the-south-frame

Poplar and Ash Streets

Traffic movement on Poplar and Ash Streets is proposed to change as illustrated.

- Pedestrian and bicycle access and movement will be unrestricted.
- Poplar Street will be able to accommodate the tram in the future, in a southerly direction to access High Street.
- General motor vehicle traffic will be prohibited on Poplar Street, although service vehicles will still be able to travel in a southerly direction from Lichfield Street and left into Ash Street before exiting onto Tuam Street via a new lane.
- Ash Street will become one-way in an easterly direction and restricted to service vehicles turning from Poplar Street. The section from the new lane intersection through to Madras Street will be restricted to pedestrian and bicycle only.
- All vehicle traffic will be restricted to a 10km/h maximum speed limit to ensure a safe shared space environment, and parking will be prohibited.
- Goods and service vehicles will be permitted in Poplar and Ash Streets for the purpose of loading and unloading at any time other than 10am to 3pm, and 6pm to 3am daily.



Innovation North Yard



Artist impression of the Innovation North Yard, corner Poplar & Ash Streets

Key

- Extent of Works
- ↔ Shared Space Zone
- Service Vehicle, Pedestrian, Cyclist and Emergency Vehicles
- ... Pedestrian, Cyclist and Emergency Vehicles
- Tram

Changes to Poplar Street Pedestrian Mall designation

Poplar Street north of its intersection with Ash Street currently has a part-time Pedestrian Mall designation which prohibits vehicle access from 6pm to 6am. In order to formalise the proposed traffic changes, the Pedestrian Mall designation will need to be revoked. The Christchurch City Council will be consulting separately on the proposed Pedestrian Mall revocation, as required by the Local Government Act 1974. For more information contact poplarst@ccc.govt.nz

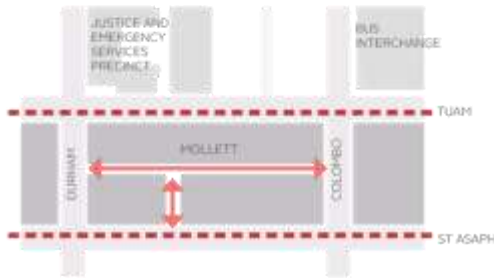
Mollett Street

Mollett Street will incorporate a central courtyard, one of the new public spaces in the South Frame. As a result of these improvements, the traffic movement is proposed to change as illustrated below:

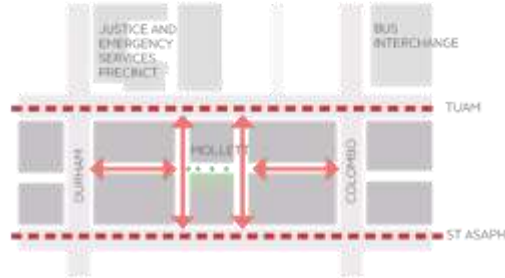
Key

- Extent of Works
- ↔ Shared Space
- Pedestrian, Cyclist and Emergency Vehicles

Before



After



- Pedestrian and bicycle access and movement will be unrestricted throughout Mollett Street.
- The mid-section of Mollett Street will become part of a courtyard where motor vehicles (other than emergency) are prohibited.
- All motor vehicles travelling on Mollett Street from Colombo Street or Durham Street will be able to exit onto either Tuam or St Asaph Streets via new lanes.
- All vehicle traffic will be restricted to a 10km/h maximum speed limit throughout to ensure a safe shared space environment, and parking will be prohibited.



Artist impression of the new Mollett Street yard

More information and drop-in session

For more information or to provide feedback about the proposed changes in this area, you are invited to a drop-in session:

28 January 2016

2-4pm

Enterprise Precinct and Innovation Campus (EPIC)

96 – 106 Manchester Street
Christchurch

CCDU and CCC technical experts will be available to answer any questions, discuss the plans and any impact on your property.

Any feedback will be recorded in a report to the CCC, which will be tabled at the Council's Infrastructure, Transport and Environment Committee meeting on 4 February 2016.

If you are unable to attend the drop-in session, you can contact us with any feedback or questions by 29 January:

General queries:

info@ccdu.govt.nz

Tim Walsh

Senior Planner

Tim.walsh@cera.govt.nz

027 267 0000

Next Steps

- Drop-in session 28 January 2016, 2-4pm EPIC 96-106 Manchester Street.
- Feedback tabled at Christchurch City Council's infrastructure, Transport and Environment Committee meeting 4 February 2016.
- The Council, as the Road Controlling Authority for Poplar, Ash and Mollett Streets, will be deciding on these changes at its meeting on 11 February 2016.
- The aim is for the construction works in Poplar and Ash Street and surrounds to start in the first quarter of 2016, completed in time for the opening of the new Vodafone and Kathmandu buildings.
- Construction in Mollett Street is scheduled to commence in the second quarter of 2016.

Canterbury Earthquake Recovery Authority (CERA) Disclaimer: CERA has made every effort to ensure that the information is reliable but makes no guarantee of its accuracy or completeness and accepts no liability for any errors. The information is the best available at the time of access but is not intended to be a substitute for specialist advice or to be used as the sole basis for commercial or personal decisions. CERA accepts no liability for any decisions made in reliance on this information and may change, add to, delete from, or otherwise amend the contents of this information at any time without notice.

CERA
Canterbury Earthquake
Recovery Authority
Ti Mana Huaruaorua ki Whaitake

C
Christchurch Central
Development Unit
Te Ūka Whaitake

www.ccdu.govt.nz

January 2016



3 February 2016

Dr Karleen Edwards
Chief Executive
Christchurch City Council
53 Hereford Street
CHRISTCHURCH

Dear Karleen,

Re: South Frame traffic changes

On Thursday 4 February, Christchurch City Councillors on the Infrastructure, Transport and Environment Committee will be considering the traffic resolutions which support the streetscape improvements in Poplar, Ash and Mollett Streets as part of the South Frame. This letter is to provide you with information about how we have engaged with affected persons in preparing these resolutions.

Christchurch Central Development Unit (CCDU) staff prepared an information leaflet explaining the proposed changes, including 'before and after' maps of the traffic movement in Poplar, Ash and Mollett Streets. On 16 January 2016, this information was sent to approximately 100 affected landowners, businesses, tenants and central city stakeholders, with an invitation to attend a drop-in session to raise any queries. Recipients were also invited to submit any feedback in writing via email, or to complete a feedback form.

On the afternoon of 28 January, the advertised drop-in session was held at EPIC (96-106 Manchester Street), which approximately 15 landowners and businesses attended throughout the afternoon. Traffic planners, landscape designers and South Frame project managers from both CCDU and Christchurch City Council attended and answered questions, recorded feedback where appropriate and discussed plans for the area.

Summary of feedback received

Several pieces of feedback were received via email, phone or at the drop-in. These are summarised below.

Poplar and Ash Streets

Studio D4, developers of the Vodafone and Kathmandu buildings and representing some landowners in the Innovation precinct, made a submission on behalf of these major tenants. They are generally supportive of the proposed changes in this area. However they expressed a need to further consider access for delivery vehicles along Ash Street to better service their planned properties in this area. This request has been considered in detail by CERA staff and the plans for Ash Street and the associated proposed traffic resolutions amended accordingly in order to address that feedback.



Private Bag 4999, Christchurch 8140, New Zealand
Phone +64 3 354 2600 | Fax +64 3 963 6382
info@ccdu.govt.nz | www.ccdu.govt.nz

A part-owner of the Highpara Apartments site adjacent to Poplar Street is also supportive of the laneway concept including the tram, and CERA staff are continuing discussions about vehicle access to service his future development.

Mollett Street

Staff from Golder Associates, a tenant at 214 Durham Street, are generally supportive of the Mollett Street plans. They provided feedback concerning suitable accessibility for service vehicles, street trading, planting and crime prevention through environmental design, and are in support of the proposals.

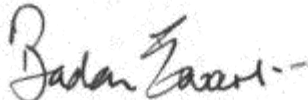
Representatives of the new owner of 162-166 Tuam Street (located between Tuam and Mollett Streets) attended the drop-in session and are also generally supportive of the plans for Mollett Street. CERA staff are in further discussions with them about how best to integrate their future development with the public realm.

Dr Ramon Pink made a submission on behalf of Canterbury District Health Board. The CDHB is generally supportive of the proposed changes, particularly the considerations for emergency vehicle access. They also made comments and suggestions regarding lighting, street furniture, accessibility, cycle parking and smoke-free designation, all of which will be further considered by the South Frame design team as the detailed plans are further developed.

The detailed written feedback from Golder Associates, Canterbury District Health Board, a Poplar Street landowner and Studio D4 on behalf of Innovation Precinct tenants and landowners is attached for your information. If further feedback is received prior to the Infrastructure, Transport and Environment Committee on 4 February or full Council on 11 February, that information will be made available for Council's consideration.

CERA staff have worked closely with Council officers in preparing these resolutions and throughout the consultation process. CERA remains fully committed to working with our strategic partners, stakeholders and affected parties to ensure that the new South Frame public realm is a distinctive, safe and attractive asset for the city.

Yours sincerely



Baden Ewart

Director, Christchurch Central Development Unit

Canterbury

District Health Board

Te Poari Hauora o Waitaha

Item 51

Attachment E

Submission on South Frame Public Spaces

To: Christchurch Central Development Unit
Private Bag 4999, Christchurch 8140

Submitter: Canterbury District Health Board

Attn: Geraldine McGettigan
Community and Public Health
C/- Canterbury District Health Board
PO Box 1475
Christchurch 8140

Proposal: Traffic changes to Poplar, Ash and Mollett Streets

SUBMISSION ON SOUTH FRAME PUBLIC SPACES

Details of submitter

1. Canterbury District Health Board (CDHB).

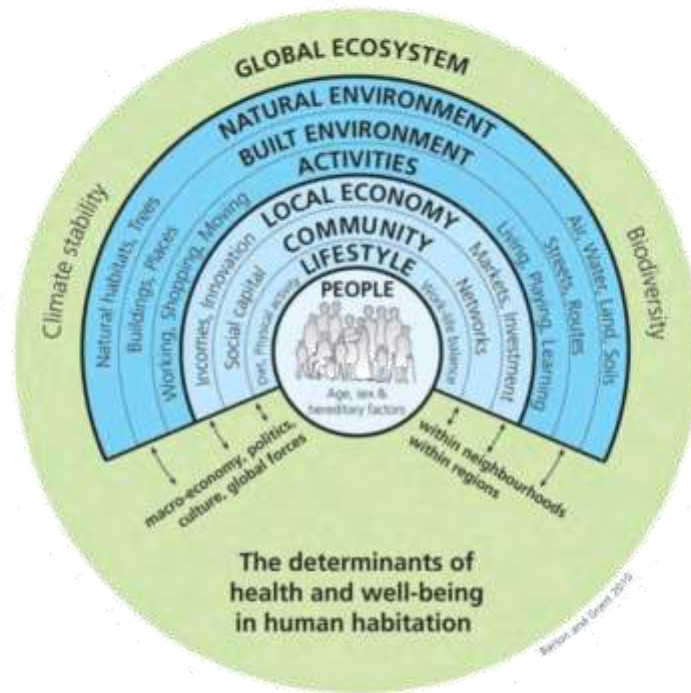
Details of submission

2. The submitter is responsible for promoting the reduction of adverse environmental effects on the health of people and communities and to improve, promote and protect their health pursuant to the New Zealand Public Health and Disability Act 2000 and the Health Act 1956. These statutory obligations are the responsibility of the Ministry of Health and, in the Canterbury District, are carried out under contract by Community and Public Health under Crown funding agreements on behalf of the Canterbury District Health Board.
3. The Ministry of Health requires the submitter to reduce potential health risks by such means as submissions to ensure the public health significance of potential adverse effects are adequately considered during policy development.
4. We welcome the opportunity to comment on the South Frame Public Spaces. The future health of our populations is not just reliant on hospitals, but on a responsive environment where all sectors work collaboratively.
5. While health care services are an important determinant of health, health is also influenced by a wide range of factors beyond the health sector. Health care services manage disease and trauma and are an important determinant of health outcomes. However health creation and wellbeing (overall quality of life) is influenced by a wide range of factors beyond the health sector.
6. These influences can be described as the conditions in which people are born, grow, live, work and age, and are impacted by environmental, social and behavioural factors. They are often referred to as the social determinants of health¹. The diagram² below shows how the various influences on health are complex and interlinked.

¹ Public Health Advisory Committee. 2004. *The Health of People and Communities. A Way Forward: Public Policy and the Economic Determinants of Health*. Public Health Advisory Committee: Wellington.

² Barton, H and Grant, M. (2006) A health map for the local human habitat. *The Journal of the Royal Society for the Promotion of Health* 126 (6), pp 252-253. <http://www.bne.uwe.ac.uk/who/healthmap/default.asp>

7. The most effective way to maximise people’s wellbeing is to take these factors into account as early as possible during decision making and strategy development. Initiatives to improve health outcomes and overall quality of life must involve organisations and groups beyond the health sector, such as local government if they are to have a reasonable impact³.



³ McGinnis J.M, Williams-Russo P, Knickman JR. 2002. The case for more active policy attention to health promotion. *Health Affairs*, 21(2): 78 - 93.
Page 3 of 6

General Comments

8. It is positive that development of the South Frame Public Spaces has begun. The creation of new pedestrianised spaces for people to gather and connect will improve the amenity of this part of Central Christchurch.
9. The CDHB supports the continued emergency vehicle access to all parts of the South Frame.
10. The CDHB supports the proposal overall and has a number of recommendations for consideration which would further improve health outcomes for the community.

Specific comments

11. The installation of new lighting as part of the proposed street improvements is supported. In addition to lighting, the CDHB recommends that a CPTED audit be carried out on all new public spaces in the South Frame. A sense of public safety will encourage more people to use these spaces and contribute to the creation of a vibrant central city.
12. The CDHB recommends that the principles of Universal Design be incorporated into the proposed new public spaces, to ensure accessibility for people of all ages and abilities. Engaging Barrier Free New Zealand Trust to conduct an accessibility audit would be beneficial.
13. It is noted that proposed street improvements include the installation of street furniture. The CDHB recommends that the street furniture and the surrounding paving layout is designed to ensure that the area is self-explaining and there are no trip hazards.
14. The CDHB recommends that the laneways and new public spaces created in the South Frame be clearly designated Smokefree with appropriate signage. This would be in keeping with existing Council policy and contribute to the stated vision of an urban neighbourhood where health flourishes.

15. The CDHB supports the proposed 10km per hour speed limit and prohibition of parking to ensure pedestrian and cyclist safety in the new shared space environments. In order to ensure access to this area by people with disabilities, the CDHB recommends a review of the availability of on-street mobility car parks in the immediately adjoining areas, and add such car parks if necessary. The CDHB also recommends council install clear signage to further reduce the risk of any conflict between pedestrians, cyclists and motorists.

16. The CDHB recommends that cycle parking be provided in the South Frame. As these new public spaces will be easier to access either on foot or by bike, rather than by car, it is important to provide the infrastructure that will further encourage people to use active transport modes.

Conclusion

17. The CDHB does not to be heard in support of this submission.

18. If others make a similar submission, the submitter will not consider presenting a joint case with them at the hearing.

19. Thank you for the opportunity to submit on South Frame Public Spaces.

Person making the submission



Dr Ramon Pink
Public Health Physician

Date: 28/01/2016

Contact details

Geraldine McGettigan
For and on behalf of
Community and Public Health
C/- Canterbury District Health Board
PO Box 1475
Christchurch 8140

P +64 3 364 1777
F +64 3 379 6488

geraldine.mcgettigan@cdhb.health.nz



Christchurch Central
Development Unit
Te Uepū Whakahiato

South Frame Traffic Changes

Goldie Associates

Name: Helen Pickles / Anna Wilkes

Address: 214 Durham St
hpickles@goldie.co.nz

Feedback: _____

- Accessibility - service vehicles (shipping containers
+ private on-site parking rubbish trucks)
 - street trading - desirable
 - public amenities ie toilets + seating / rubbish
bins.
 - lighting
 - Safety by design -
 - Management of existing operations
Such as Armstrong Motors car washing
parked on Mollett St etc.
 - access for emergency vehicles
 - Planting - consideration of prevalent
wind conditions / sun
 - intention for vacant land / control
of use (behind Office Max on
Tuan)
- Suggest close west Durham St access
(as shown for Columbus St access)



Private Bag 4999, Christchurch 8140, New Zealand
Phone +64 3 354 2600 | Fax +64 3 963 6382
info@ccdu.govt.nz | www.ccdu.govt.nz

Turner, Christopher

From: info (CCDU) <info@ccdu.govt.nz>
Sent: Wednesday, 20 January 2016 10:57 a.m.
To: Andrea Brewster
Subject: FW: Poplar Street

From: Derek Anderson [mailto:derek.a@xtra.co.nz]
Sent: Wednesday, 20 January 2016 10:24 a.m.
To: info (CCDU)
Subject: Poplar Street

Calder Stewart advise they are to do major work on Poplar St

As an adjoining owner for almost the whole western side of Poplar Street
I wish to know what is proposed.

Earlier a corrugated iron fence was erected right along our boundary without consultation
Which closed off our access to a legal road.

Please advise

Derek Anderson Chair Body Corporate 328318

Ph 02740126051

20/1/16

Turner, Christopher

From: Patrick Fontein <patrick@studiod4.co.nz>
Sent: Thursday, 21 January 2016 10:30 a.m.
To: Andrea Brewster; Tim Walsh
Cc: Paul Naylor; Winder, Rachel; Rebecca Edwards; Strogon, Damien, Vodafone NZ; Kevin Arthur; Harvey Tyler
Subject: Re: South Frame - traffic changes in Poplar and Ash Streets
Attachments: Traffic Changes Poplar Ash and Mollett Street 2016 01 18.pdf; ChIP GF Plan 2015 11 30.pdf

Hi Andrea and Tim

Many thanks for the proposed South Frame Public Spaces document provided (attached again to assist those cc'd to this email), which includes proposed traffic and pedestrian issues for the public areas surrounding the projects we are managing within the Innovation Precinct.

For completeness and clarity of who owns what in our area of the Innovation Precinct area:

1. Studio D4 is the Development Manager of the 5 projects shown on the attached Site plan, all those properties between Poplar - Madras St and Tuam - Lichfield St.
2. My SD4 colleague Paul Naylor and I are also the owner's / Directors of the 3 properties north of Ash St, the 144-146 Lichfield St Dux building, the 150 Lichfield St site, and the 156-160 Lichfield St carpark property, which includes ground floor retail.
3. The Vodafone and Kathmandu buildings are under Calder Stewart's ownership. Harvey Tyler and Kevin Arthur represent Calder Stewart on these projects.
4. The Vodafone tenancy is managed by Rachel Winder and Damien Strogon
5. The Kathmandu tenancy is managed by Rebecca Edwards

We make the following comments:

1. We are generally supportive of the proposed traffic flow, shared spaces, pedestrian focus etc, as the attached document, as they affect our 5 managed properties. This is all reasonably consistent with a number of discussions we have had with CERA and Council during the last 12-18 months.
2. The pedestrian focus in Ash St has been envisaged, with one way traffic flow for deliveries only. The restrictions on hours when those deliveries can be made seem reasonable.
3. What has been less discussed and considered is the deliveries required for the 3 retail tenancies that face Ash St, to the east of the Public Laneway. Namely for:
 - o Kathmandu's Retail Concept Store,
 - o Great Coffeee Fast, and
 - o the retail tenancy under the carpark on the corner of Ash and Madras St, 205 Madras St
4. **Deliveries for the above could be resolved by allowing access for deliveries for those 3 tenancies only (i.e. By placing a road sign that specifically states this), on Ash St, east of the Laneway. Again within the delivery hours designated only.** These few delivery vehicles could either exit to Madras St (their volume will be very minimal), or (less preferably) reverse back down Ash St, and turn south onto the Public Laneway.

Vodafone, Kathmandu and / or Calder Stewart may choose to provide further comments to those I have made above.

If you have comments or no further comments, can Rachel / Damien (for Vodafone), Rebecca (for KMD) and Harvey / Kevin (for CS), please email all on this email with the no further comments or comments, by the end of this week.

Kind regards

Patrick Fontein
ph +64 21 825 835
www.studiod4.co.nz



From: Andrea Brewster
Date: Tuesday, 19 January 2016 at 4:42 PM
To: Patrick Fontein, Paul Naylor
Subject: South Frame - traffic changes in Poplar and Ash Streets

Hi Patrick and Paul

I am not sure if we have been in contact before, but I am the communications and stakeholder advisor for the South Frame. I'm writing to let you know about proposed traffic function changes in the Innovation Precinct and the lanes around your developments in the area.

As you know, as part of the South Frame project we are creating new lanes in this area and will be doing work on Poplar and Ash Streets so that they integrate with these new public spaces. As these are public roads controlled by the Christchurch City Council, we require their approval to undertake works and change the traffic function and movements on these streets, to allow for a new shared-space environment that will encourage foot and cycle traffic. The Council will be voting on these proposed changes at their public meeting on 11 February, so we are collecting feedback from affected landowners and tenants to assist with this process.

You are welcome to submit your feedback or support to info@ccdu.govt.nz, or come to our drop-in session where we will have our design team, traffic planners and technical experts available to answer any questions about the work on these streets. This session will be held on **Thursday 28 January, 2-4pm** at the EPIC building, 76/106 Manchester St.

I have attached an information leaflet which details the proposed traffic changes and shows how they will create a new shared-space environment. We are sending this information to other landowners and stakeholders in the area, including Vodafone and Calder Stewart, but please feel free to pass it on to anyone else you think will be interested. I would like to include Kathmandu since they are another major tenant – do you have some contact details for someone I could talk to there?

We are also pleased to advise that the South Frame developed design report is now publicly available at <http://ccdu.govt.nz/projects-and-precincts/the-south-frame>, so if you wish to share details and images of the new public spaces you can access this information anytime.

Please feel free to contact me if you have any questions.

Kind regards

Andrea

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