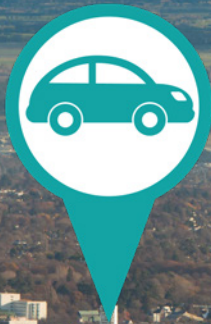


Christchurch Suburban Parking Policy

ccc.govt.nz



Summary

We are reviewing how we manage suburban parking, in particular on-street parking, to help prioritise public space to create safer and more people friendly streets. The Suburban Parking Policy provides a framework to manage and address parking-related issues in our suburban areas.

Our suburban streets play an important role for both residents and the city as a whole. They provide space for people to move around the city, green space, places to meet and socialise, and they often provide parking. This creates competing demands for public space.

This Policy outlines a Christchurch-wide strategy (excluding the CBD) on how to address these competing demands for public space in suburban streets and council car parks. It aims to provide more innovative and consistent solutions to parking issues that make suburban areas more pleasant and cohesive places to be. It also seeks to balance the needs of people travelling through suburban centres and those living, working and socialising in those areas. This will then shape how the Council manages parking issues in individual areas where parking issues are identified.

In September 2017 Council sought feedback on a draft Suburban Parking Policy. The feedback received has been used to inform this document (the Suburban Parking Policy). This Policy covers suburban areas outside of the central city, a parking plan for the central city has already been adopted by Council in 2015.

Providing parking offers many benefits for the community, but there are also costs to providing parking (such as providing road space, environmental impacts, increased traffic, financial and opportunity costs, urban sprawl, and safety issues). These costs and benefits have been carefully evaluated and considered against the broader role of Council to determine the appropriate response to managing parking.

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1. Introduction

Purpose of this document

The Suburban Parking Policy provides a framework to address parking-related issues and the management of competing demands for public space within our suburban areas. It does this through the application of 10 Policies. The process for developing the Policy is outlined in Figure 1.

Scope

This document addresses Council owned car parking, and excludes privately owned parking. Council's role in suburban car parking is outlined in Appendix 1. The majority of the parking maintained and managed by Council in suburban areas is on-street parking. The recently completed District Plan Review and Christchurch Central Parking Plan (2015) provide guidance and direction for private parking and central city parking respectively. It is now an opportune time to review the management of Council car parking, in particular on-street parking outside of the central city.

This Policy does not propose any changes to existing Council car parks.

The document provides a policy framework to guide future decisions on car parks. There will still be a case by case assessment on changes to any car parking, and consultation as appropriate to any situation.

Policy context

Parking is a vital component of the transport system and supports the city's economy. This is how the Policy fits into the wider parking picture:

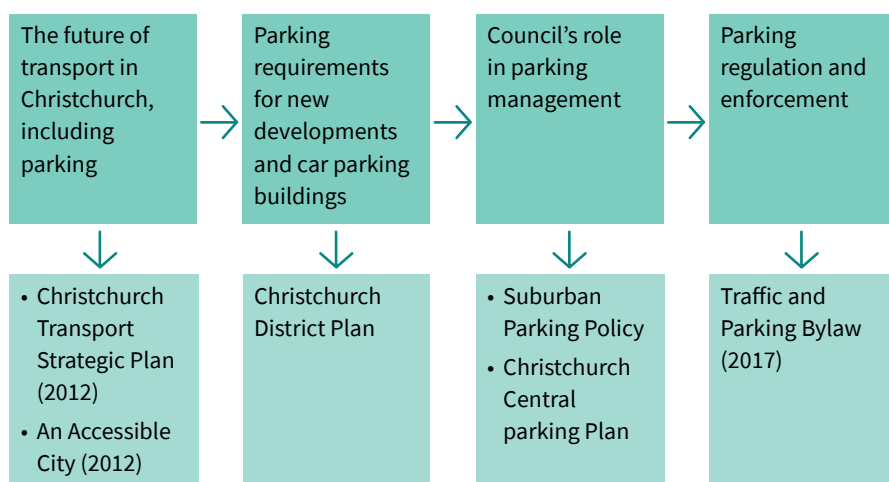


Figure 1. Suburban parking policy process



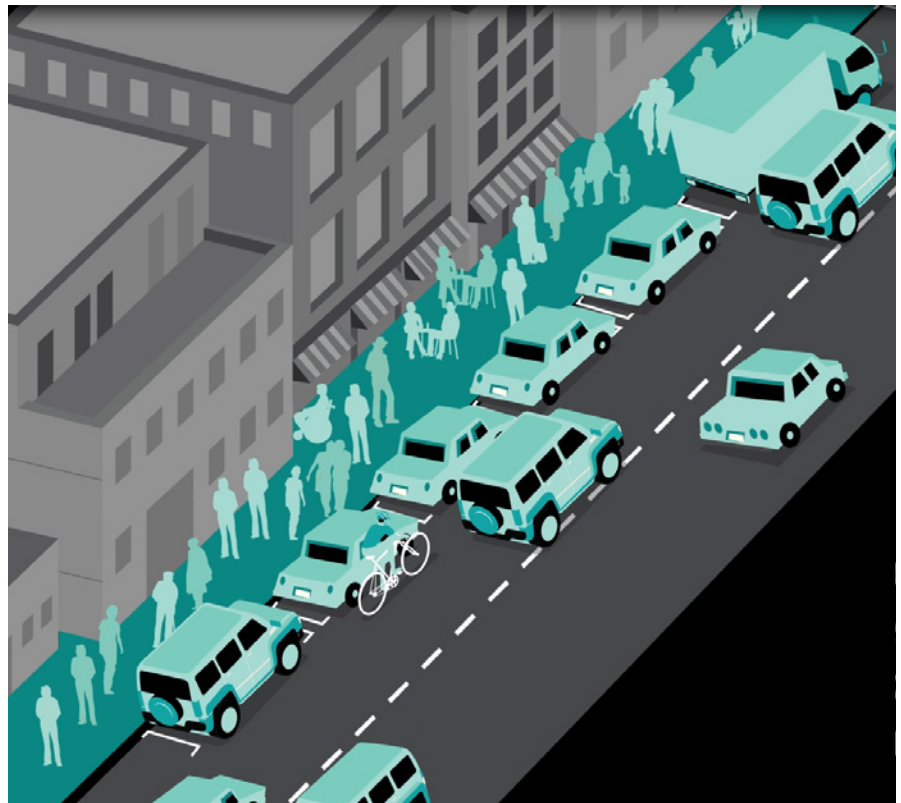
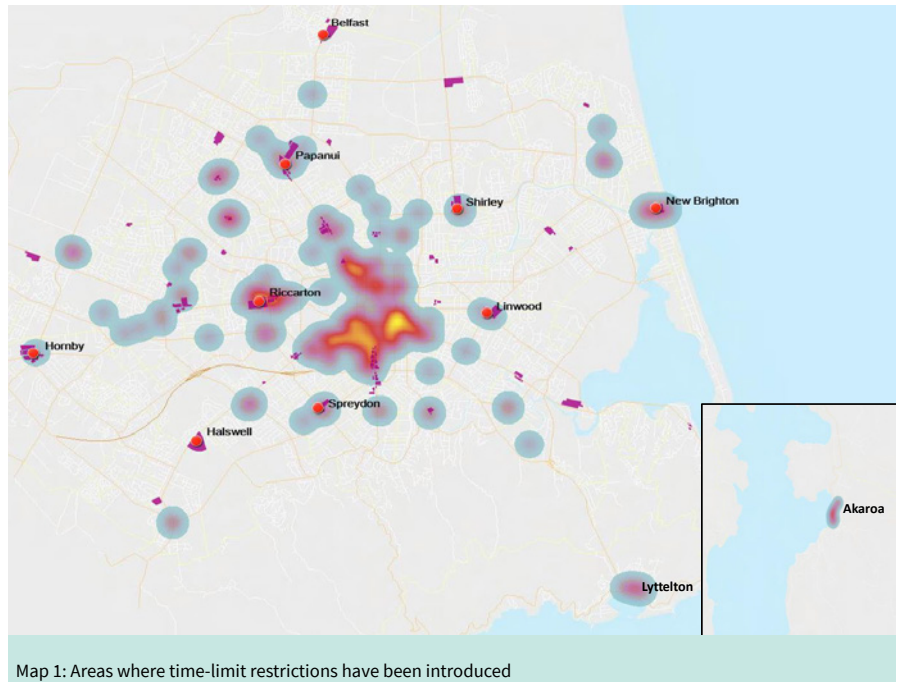
Issues

In most suburban areas of Christchurch, un-restricted on-street parking is available. Occupancy rates are generally low, so there are no real issues for residents, businesses and their visitors to find a park on-street.

There are, however, some suburban areas where there is an increasing and high demand for parking from both residents, businesses and commuters, which makes it difficult to find a park and puts pressure on road space. These areas are generally located within walking distance from popular destinations, such as commercial centres, business parks, the university and airport. It also includes areas that are increasing in density following the post-earthquake shift in commercial activity to the suburbs. Areas where time-limit restrictions have already been implemented are illustrated in Map 1.

Our streets have many uses, they provide space for people to move, greet and to stop. This creates competing demands for road space. The post-earthquake shift in residents and businesses has also increased traffic movements, and resulted in situations where travel time reliability is worsening. In response to these issues, the Council is constructing cycle lanes, bus priority measures and improving footpath and street amenity. The aim is to offer more travel choice to keep people moving and to create more people friendly streets and public spaces. Implementing these measures creates tension around the allocation of road space, including how much space is provided for on-street parking.

This Policy addresses these issues and a number of specific parking issues in Christchurch. These are outlined in Appendix 2 and the draft Suburban Car Parking Policy — Issues and Options Discussion Document (2016). Grass berm parking violations have not been covered in this policy as it is addressed in the Traffic and Parking 2017 bylaw.



The Policy

Policy 1: Prioritise suburban road space according to the table below.

Council has had a policy of prioritising kerb side road space for many years. It is proposed that this will continue in a more consolidated form. Road space will be prioritised in the following order and in the following areas:

| | Commercial Areas | Residential Areas | Other Areas (such as Industrial) |
|---------------|---|---|--|
| 1st priority | Safety | Safety | Safety |
| 2nd priority* | Movement and Amenity | Movement and Amenity | Movement and Amenity |
| 3rd priority | Mobility Parking | Mobility Parking | Mobility Parking |
| 4th priority | Bus stops/ Cycle parks/Bike corrals Shared parking (bike share or car share)/ Micromobility parking (e.g. scooters) | Bus Stops | Bus stops/ Cycle parks/ Bike corrals Shared parking (bike share or car share)/ Micromobility parking (e.g. scooters) |
| 5th priority | Taxi Ranks (special passenger vehicle stands) | Residents Parking | Short Stay Parking |
| 6th priority | Loading Zones | Cycle parks/ Bike corrals Shared parking (bike share or car share)/ Micromobility parking (e.g. scooters) | Residents Parking |
| 7th priority | Short Stay Parking | Short Stay Parking | Commuter Parking |
| 8th priority | Residents Parking | Commuter Parking | |
| 9th priority | Commuter Parking | | |

Table 1: Road priority matrix

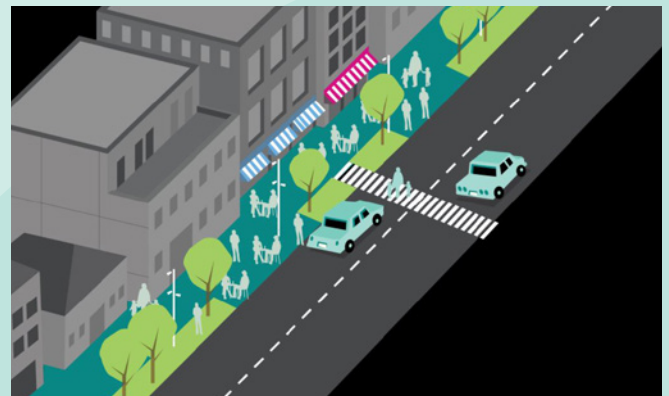
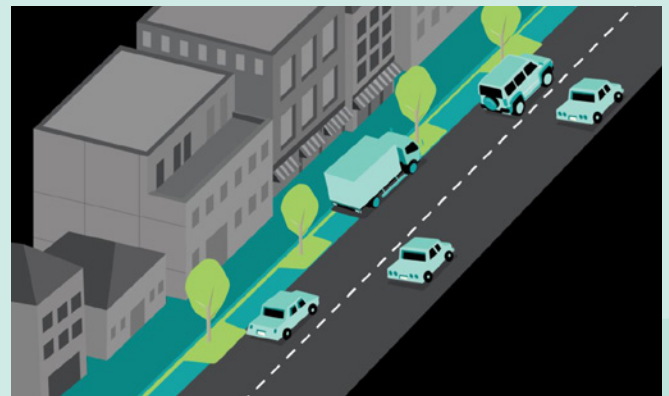
This policy means that certain kerb side road space will be prioritised over others, depending on whether it is a residential, commercial, or other area.

* The 2nd priority movement and amenity will be provided in accordance with the Road Use Hierarchy (refer to Appendix 3). This means that:

- vehicle movement will take priority over amenity on streets that are key transport corridors;

- movement for buses will take priority on core bus routes;
- movement for cycles will take priority on major cycle routes;
- movement for pedestrians will take priority in areas with high pedestrian footfall;
- movement for freight will take priority on the strategic freight routes; and
- movement of traffic will take priority on the strategic traffic routes.

(Note: movement includes wider footpaths, cycle lanes, bus lanes, and traffic lanes. Amenity includes landscaping and street furniture.)



Policy 2: Apply the parking management criteria in areas of high parking demand, on a case by case basis.

In suburban areas with the highest parking demand (defined as areas where occupancy of on-street parking regularly exceeds 75%), case by case assessments will be made to determine the Council response. Parking enforcement operates in many of our suburban areas. This will continue alongside any additional parking management tools that are introduced.

To provide a consistent response to each case, on-street parking shall be managed using the following parking management criteria:

| Criteria | Residential zones | Commercial/other areas |
|---|--|--|
| Occupancy of on-street parking regularly exceeds 75% at peak times. | Apply time restrictions to sections of a street (approximately 25%-50%). This approach should be used when the parking problems are limited to a few streets and most of the properties have off-street parking. It will initially be used in residential streets around commercial centres, industrial areas, office parks and large activities such as the university, airport, etc. Typically P120 time restrictions are applied and no resident permits are issued under this approach. The purpose of introducing time-restrictions to a section of street are to determine if limited restrictions are effective in addressing parking issues before other interventions are introduced. | In non-residential areas, apply time restrictions suitable to local demand. |
| Occupancy of time-restricted spaces regularly exceed 75% at peak times. | Extend time limits to all the on-street parking and establish a residential exemption scheme as outlined in Policy 3. | <ul style="list-style-type: none"> Investigate opportunities to reduce the time restriction, typically to P60; and/or Introduce additional time restrictions on adjacent streets; and/ or Introduce paid parking with no time limits. |
| Occupancy of paid parking in on-street spaces regularly exceed 75% at peak times. | | <ul style="list-style-type: none"> Increase parking charges; or Consider provision of additional off-street paid parking consistent with the criteria in Policy 6 'Council's role in off-street public parking in suburban areas'. |

'Peak times' is defined as occurring at the peak occupancy period following an AM and PM parking survey

Policy 3: Implement resident exemption parking areas in locations where occupancy levels for time restricted spaces regularly exceed 75% at peak times, as per Policy 2.

In accordance with the Traffic & Parking Bylaw 2017, resident exemption parking areas will be introduced, alongside time-limit restrictions, to prioritise resident and short-term parking and deter commuter parking. Each area will be considered through a case by case assessment to determine what other parking options are available for residents (for example, driveways, nearby parking, and on-site parking).

Residents will be able to purchase parking permits to allow an exemption to time restriction within a defined area. Due to the permit applying to the area, it doesn't guarantee a specific parking space in the resident's street. However there will be a cap on the total number of permits available (as a percentage of overall spaces within an area) to ensure that the scheme is viable, and there is likely to be parks available for residents when they need it. The fee for permits will be set to recover the costs of administering the scheme.

Eligibility

Parking permits are for residents in the applicable area and proof of address and vehicle registration details will be required. Residential parking permits will be issued on an annual basis. A resident is classed as a person who lives on a street covered by the parking scheme.

Parking permits for residents will be issued in the following order of priority:

1. Residents with mobility parking permits.
2. Residents of historic cottages (with existing permits) and no on-site parking or space that could be converted to off-street parking.
3. Residents of existing houses built before 1995¹ with no on-site parking or space that could be converted to off-street parking.
4. Residents of existing houses built before 1995 with only one off-street parking space or space that could be converted to off-parking.
5. Residents of all other houses

Visitor Parking

Permits will be made available to cater for visitors and tradespeople who are visiting properties on a temporary basis. In order to manage parking demand there will also be a cap on the number of visitor permits issued.

¹ 1995 was when the Christchurch City District Plan was notified and there was consistent minimum car parking requirements for houses across suburban Christchurch for the first time.

Policy 4: Honour existing resident's only parking space permits. New resident-only on-street parking permits will be allocated within resident exemption parking areas, as per Policy 3.

Council will continue to honour existing residents only parking space permits. However no new resident-only on-street parking permits will be allocated once this policy is adopted. Rather if criteria in Policy 2 'On-street parking management in areas of high parking demand' and Policy 3 'Residential parking scheme' are met a residential exemption parking area will be introduced, as outlined in policy 3. This will allow residents to purchase parking permits which allow an exemption to the time restriction.

For existing resident's only permits these will remain valid until:

- A residents only/residents exemption parking area is proposed in the same area (the scheme will supersede the existing permits and the permit holder will have to apply for a new permit under the new residential scheme policy); or
- The residential property is sold, whereby the permit is not transferred to the new owner. The new owner would need to request Council to investigate implementing a resident exemption area, under policy 3.

Policy 5: Deter private businesses from using on-street parking through the application of time restrictions.

Council will continue to ban on-street parking being used by private businesses to store vehicles on the road, as per the Traffic & Parking bylaw 2017 (Clause 13), and consider using time restrictions where the criteria in Policy 2 are met (i.e. demand for on-street parking regularly exceeds 75% at peak time).

Parking enforcement operates in many of our suburban areas. This will continue alongside any additional parking management tools that are introduced.

Policy 6: New off-street public parking will not be provided by Council, unless the measures in Policy 2 have been implemented and proven ineffective and the criteria in this policy are met.

The provision of any off-street parking in suburban areas is the responsibility of property owners and/or their tenants. Council does not intend to spend rates on providing new off-street parking in suburban areas. Rather Council will manage areas of high parking demand as per Policy 2. Council will only consider supplying off-street public parking in certain circumstances where the parking management measures under Policy 2 have been implemented and have not been successful in managing parking demand and all of the following criteria are met.

- i. Unsatisfied demand for parking: Paid on-street parking has been introduced, and occupancy of existing paid parking spaces in the area regularly exceeds 75% during peak periods (busiest 4 hour periods).
- ii. Public transport alternatives are not viable: The current system and planned improvements to the public transport system are not sufficient to cater for projected travel demand particularly in dispersed catchments.
- iii. Potential consolidation of parking: The development of off-street parking provides the opportunity to consolidate multiple parking areas that will provide benefits to the local area through improved amenity and urban design, better traffic management and safer street access points.
- iv. Road capacity: The road network is able to accommodate the additional traffic generated as a result of the parking facility, at the times of expected peak demand.

These criteria do not apply to the provision of park and ride/bike facilities (see Policy 9).

Policy 7: Review parking restrictions and provisions to improve access for those with restricted mobility.

Council will improve the provision of parking for people with restricted mobility, by undertaking the following:

1. Provide restricted mobility concessions to enable longer parking in time restricted on-street parking.
2. Increase the number of on-street mobility car parks, where there is demand.
3. Maintain existing parks to ensure that they are consistently designed.
4. Increase the amount of public information on what mobility parking is currently available.
5. Ensure that mobility parks are appropriately enforced in order to deter illegal parking.

Mobility parks will also be reviewed to ensure that they are being utilised or can be converted to:

1. Mobility park permits will be reviewed annually to ensure that parks are located where there is demand.
2. Parking enforcement will ensure that valid permits are displayed.
3. Occupancy surveys will be conducted on a case by case basis to assess utilization.

This will not replace the minimum mobility park requirements specified in the District Plan

Policy 8: Support the provision of all types of parking, including motorcycle, electric, coaches and bicycles, in addition to vehicle parking, to encourage greater use of alternatives to the single occupant car.

Motorcycles

The demand for on-street motorcycle parking in suburban areas is low. However, in circumstances where there is demand for such provision, Council will seek to provide parking facilities. These will be assessed on a case by case basis. Illegal parking of motorcycles on berms is covered by the Traffic and Parking 2017 bylaw.

Bicycles/Micromobility

Encouraging greater use of these modes is facilitated through the priority given in the kerbside priority matrix (Policy 1). In areas of high demand Council encourages the introduction of on-street corrals. These must be implemented in line with the Structures on Roads policy² and Traffic and Parking 2017 Bylaw. A Corral is an on-street parking facility that can usually accommodate more parks than a typical facility on the footpath. Corrals usually occupy an area equivalent to one car parking space. Implementation of corrals will be designed in line with the Christchurch Cycle Design Guidelines (2013).

Electric vehicles

This is expressed in Councils Electric Vehicle Policy, formally adopted in March 2016.

Park and ride or bike

Council will support park and ride/bike facilities which link and are well integrated to major cycleways and public transport. Park and bike is the ability to be able to park a car and then bike for the rest of the journey. Facilities should be secure and could also provide storage.

Car sharing

This is expressed in Councils Car Sharing policy, formally adopted in March 2016.

² <http://www.ccc.govt.nz/assets/Documents/The-Council/Plans-Strategies-Policies-Bylaws/Policies/StructuresOnRoadsPolicy2010amended2014and2016.pdf>

Policy 9: Support and adopt advances in parking management technology to improve parking outcomes.

Advances in parking management technology are shaping how the council manages its parking. Such technologies make parking more customer friendly, reduce operating costs, and enhance data collection and monitoring.

Council will:

- Continue to review and explore parking enforcement and pricing technologies.
- continue to review the extent and type of parking that will be required in the future in response to these technology changes (such as driverless/autonomous vehicles).

Policy 10: Review allocation of parking in circumstances where the street is less than 7 meters in width and there are recognised parking issues.

If the carriageway of a street is less than 7 metres in width and there are known access problems (i.e. there are limited places for vehicles to pass and/or emergency access may be compromised), Council will propose to remove parking on one side of the street. This will be done by applying a No Stopping restriction (broken yellow lines) to alternating sides of the street to assist in slowing vehicles down.



Appendices

Appendix 1: Council's role in suburban car parking

When considering Council's role in suburban car parking it is important to recognise that there are a number of different types of parking that a number of different parties provide see figure A1.

There are several ways in which Council can help to shape the form and function of parking within the city, including Council as a provider; regulator; an enforcer; and a facilitator of car parking.

Figure A1: Types of parking



A. Publicly owned public parking —
(on-street parking)



B. Privately owned private parking —
(driveways, garages and privately owned other parking)



C. Commercially provided public parking —
(shopping malls, supermarkets)



D. Privately owned public parking —
(most commonly Wilsons parking)

Appendix 2: Issues around suburban parking

This provides a summary of issues raised by the public through public consultation in 2016 (Suburban Parking Issues & Options Survey) and outlines the advantages and disadvantages of suburban parking.

Issue 1: Pressure for road space

Christchurch City Council manages over 2,300km of roads. The road corridor is one of the most important pieces of public space that Council manages. It allows for the safe movement of people and goods, and is critical to achieving environmental benefits through the use of grass berms, trees, kerbs and storm water channels. However, in the majority of suburban streets, a significant proportion of the road space is allocated for the storage of vehicles (i.e. parking). There is only a limited road width (shown in Figure A.2) and there often is not enough space to fit everything in, so choices need to be made.

The post-earthquake shift in residents and businesses has increased traffic movements, and has resulted in situations where travel time reliability is worsening. In response to these issues, the Council's aim is to offer more travel choice to keep people moving. They are doing this by constructing cycle lanes, implementing bus priority measures, and improving footpaths and street amenity. Implementing these measures has and will continue to result in tension with the provision of on-street parking.

Whilst in some instances these network developments result in the loss of some on-street parking, there is increasing evidence from the experience of other comparable cities, and from Christchurch's own experience, that reallocating road space from parking to other uses can provide positive benefits. These include: providing more space for more efficient movement of people and goods, increasing amenity, and economic activity in our streets.

In contrast, there are situations where on-street parking plays a critical role such as providing access, especially for people with restricted mobility, and where there is no off-street parking.

On-street parking will continue to be a key feature in many areas, however this needs to be carefully managed. Decisions need to be made about what kerbside road space activity takes priority on key transport corridors (such as arterial roads, core public transport routes, and major cycleways).

Issue 2: High demand for parking in residential areas near commercial areas/office parks

In some residential areas in Christchurch, particularly close to office parks, commercial centres and large institutions (such as the University and Airport), there is high demand for on-street parking, particularly during office and shopping hours. There is also high demand for parking on residential streets surrounding some schools, especially at the start and end of the school day.

Having both sides of residential streets parked out with vehicles can cause issues such as:

- Safety as parked cars can reduce visibility at intersections and driveways
- Narrowing of roads, with sometimes insufficient room for vehicles to safely pass
- Insufficient manoeuvring space for large vehicles (e.g. rubbish trucks, cars with trailers)
- Reduced space for emergency services to park on-street and get quick access to houses
- Reduced amenity of residential areas when the streets are heavily populated with cars
- Increased traffic volumes on residential streets from commuters accessing car parks
- Reduced on-street parking available for residents, their visitors and trades people.

Residents contribute to the cost of parking through rates. However commuters that park in free on-street car parks do not necessarily pay for the true cost of using the car park and thus choose to drive rather than pay to use public transport. This further increases traffic volumes and network delays at peak times. Often time limits have been introduced to manage residential areas with high demand parking. However these limits apply to all users (residents and commuters).

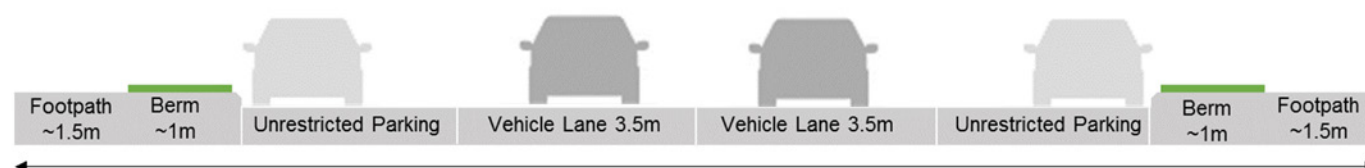


Figure A.2: Typical cross-section of a suburban street

Issue 3: High demand parking in some suburban commercial centres

As many businesses have moved post-earthquake from the Central City to suburban areas, there is increasingly high demand for parking in some suburban commercial centres. Commuters parking in free on-street car parks do not always pay for the true cost of using the car park and thus choose to drive rather than pay to catch public transport. This further increases traffic volumes and network delays at peak times. Currently there is no metered on-street parking in suburban commercial centres in Christchurch, however there is in the Central City.

Issue 4: Advances in technology will influence demand

The transport system is experiencing changes in technology that could have impacts on how we traditionally thought about parking (e.g. driverless vehicles, smartphones, new payment methods).

Due to these potential changes there is some uncertainty regarding the extent and type of parking that will be required in the future and this needs to be carefully managed. We may not need as much parking as we currently use and parking will need to adapt to cope with future technological changes.

Issue 5: Cost of providing off-street public parking in suburban centres

In most suburban centres Council does not currently provide public off-street parking. The cost of providing new public off-street parking can be significant. If council provides new public off-street parking, the cost would need to be covered through rates. A new off-street parking space can cost \$30,000 each.

Issue 6: Demand for on-street parking from residents of existing houses that have no off-street parking

The District Plan requires that every house (except within the Central City) provides at least one car park on-site. There are, however, some existing houses built before these rules were in place that have no on-site car parks. Traditionally Council has provided on-street parks for these houses. This has meant that no one else has been able to use these parks, even when the residents are not using them, which is not an efficient use of road space.

Issue 7: On-street parking being used by private businesses

A business (for example, a vehicle mechanic) using public on-street parking for their business needs, by parking their customer's vehicles on-street during the day, limits the use of the on-street car parks by the wider community. A Council bylaw currently restricts cars being parked for the purpose of storage in connection with a trade or business. However it is not always easy to determine whether a parked car is associated with a trade or business.

Issue 8: Parking on grass berms

In some locations motor vehicles are parking on the grass berms on the side of the road, which can damage the vegetation. This can reduce the amenity of an area, can detract from Christchurch’s Garden City image and can impact on storm water management. It can also cause a safety issue if cars parked on grass berms block the visibility of intersections and driveways. The Councils Traffic & Parking Bylaw 2017 prohibits the parking of vehicles on grass berms and Council can enforce this by issuing infringement notices.

Issue 9: Providing a sufficient number of on-street parks for people with restricted mobility

Christchurch’s population is aging. By 2041, it is expected that 31 percent of the population will be over 60 (twice as many people as today), and thus there will be more people with restricted mobility. The District Plan and Building code requires a certain amount of parking for people with restricted mobility to be provided in off-street car parks. Council also provides some parking for people with restricted mobility on-street. However as the population grows and ages, demand for these on-street mobility car parks will increase.

Issue 10: Providing sufficient parking for each parking type

There is a variety of different types of parking provided for different types of vehicles and uses, such as loading zones, car parks for people with restricted mobility, motorcycle parks, bicycle parks, coach parking. Ensuring there is sufficient parking for each type can be a challenge and needs to be balanced.

Issue 11: Integrating ‘Park and Bike’ facilities

In some areas people are informally parking on-street (all day) and cycling on to their final destination which increases pressure on parking in some residential areas. With the major cycleways being built there could be some locations where it will be more attractive to park and then bike for the remainder of the journey on a major cycleway. This could be encouraged and formalised in appropriate locations through “Park and Bike” facilities (the ability to be able to park a car and then bike for the rest of the journey). Facilities could also be provided at park and bike sites to store bikes, and hire bikes, as well as security.

Issue 12: Narrow residential streets

On very narrow residential streets (less than 7 metres) overcrowded on-street parking can cause access problems to properties and for emergency services. People sometimes park on the footpath on these narrow streets, which degrades the pedestrian accessibility, safety and amenity of the street. Emergency services require at least 2.5 metres of clearance to allow for sufficient access down streets in case of an emergency. Safe access to properties can be compromised when vehicles are parked too close to entrances which reduces visibility of other road users. The New Zealand road code requires that “you must not park or stop your vehicle in front of, or closer than 1 metre to, a vehicle entrance.” However this is not always adhered to.

Advantages and disadvantages of suburban parking

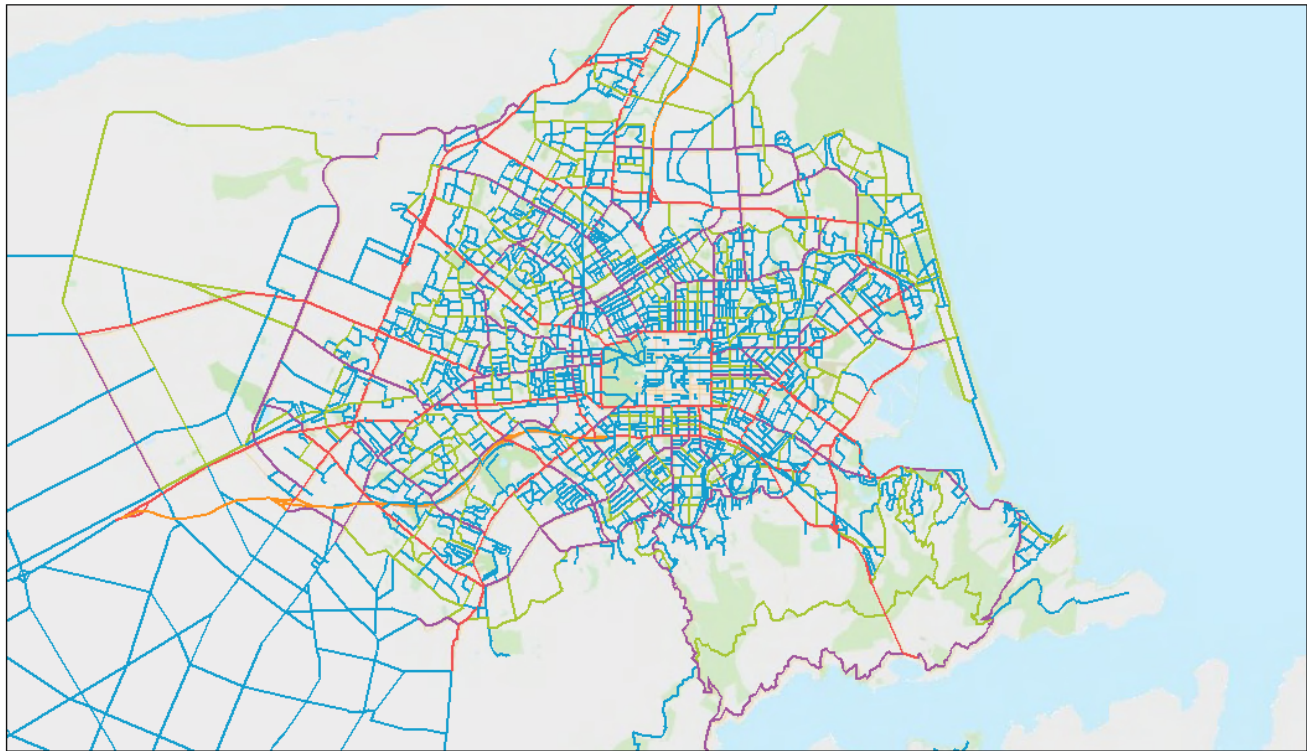
Providing parking offers many benefits for the community, but there are also costs to providing parking to Council. These costs and benefits need to be carefully evaluated and considered against the broader role of Council to determine the most appropriate response for managing suburban parking.

The advantages and disadvantages of providing car parking are summarised in Figure A.3.

| Advantages of on-street parking | Disadvantages of on-street parking |
|--|---|
| <ul style="list-style-type: none">• Access and choice for motorists/ motorcyclists• Supports economic activity and development• Stores unoccupied cars out of the way of traffic• Is critical for people with limited travel options, such as people with restricted mobility• Readily available parks reduce inconvenience and traffic effects of people looking for a park | <ul style="list-style-type: none">• Encourages car use (increases traffic)• Contributes to urban sprawl• Occupies valuable space• Cost to provide and maintain• Safety — potential increased crash rate where vehicles manoeuvre into parks• Environmental impact — storm water run-off reduces water quality and increases flood risk |

Figure A.3: The advantages and disadvantages of suburban car parking

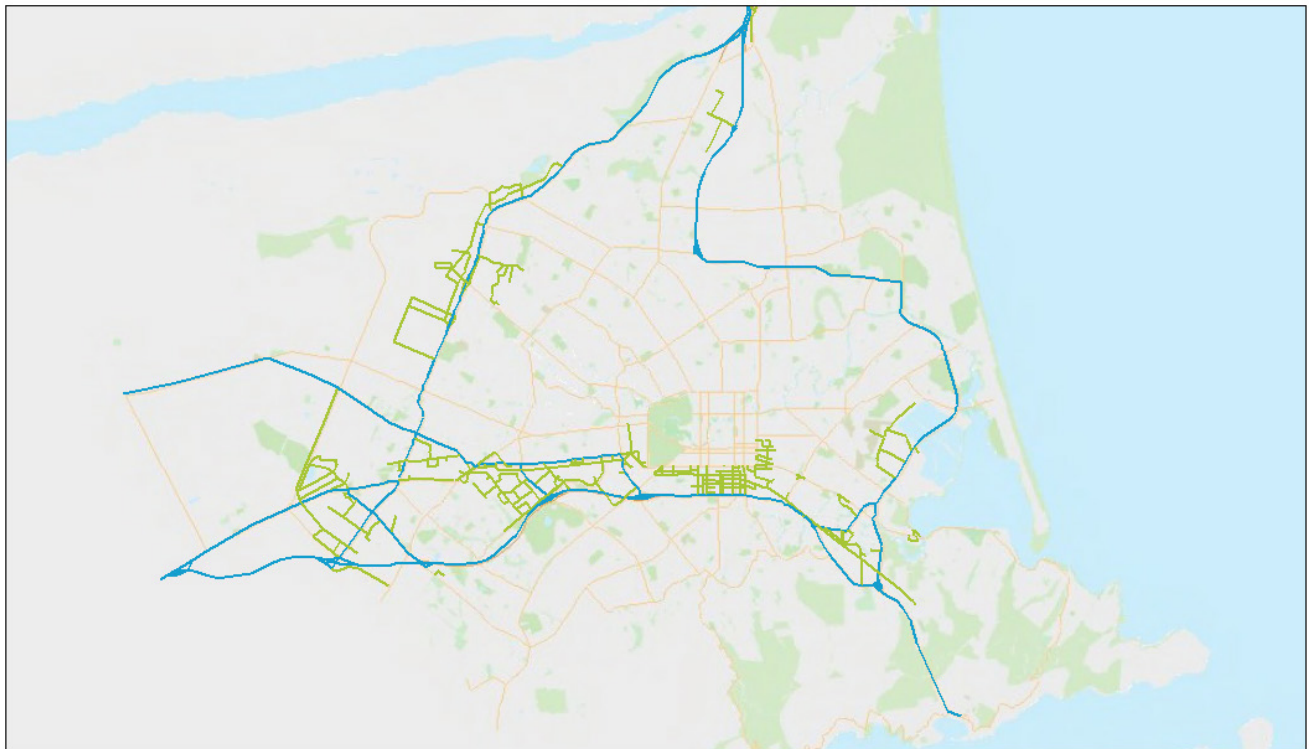
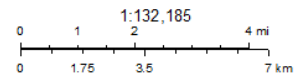
Appendix 3: Road User Hierarchy (from Network Management Plan)



October 4, 2018

Strategic Road Network - Layer

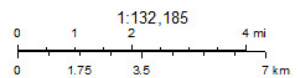
- 1. Motorways
- 2a. Major Arterial
- 3a. Minor Arterial
- 4a. Collector
- 5. Local

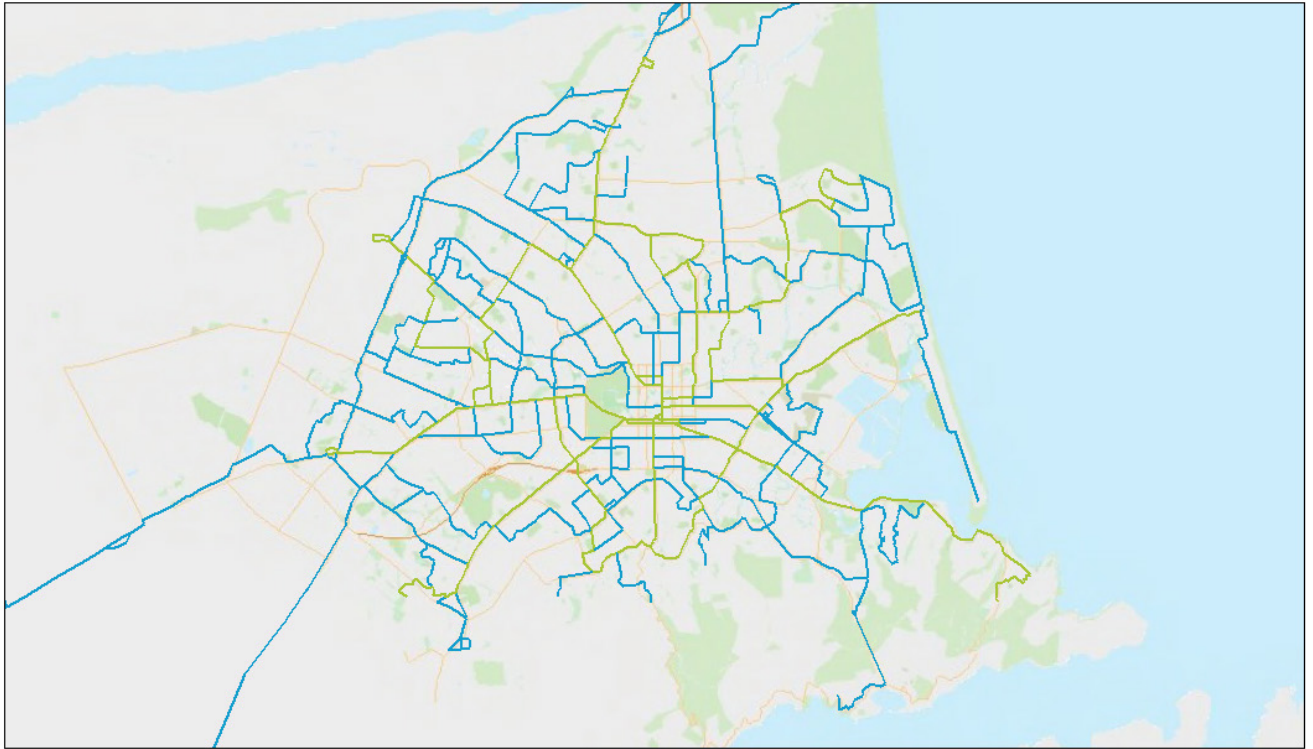


October 4, 2018

Freight Network - Layer

- 1. Freight Routes
- 2. Industrial Areas

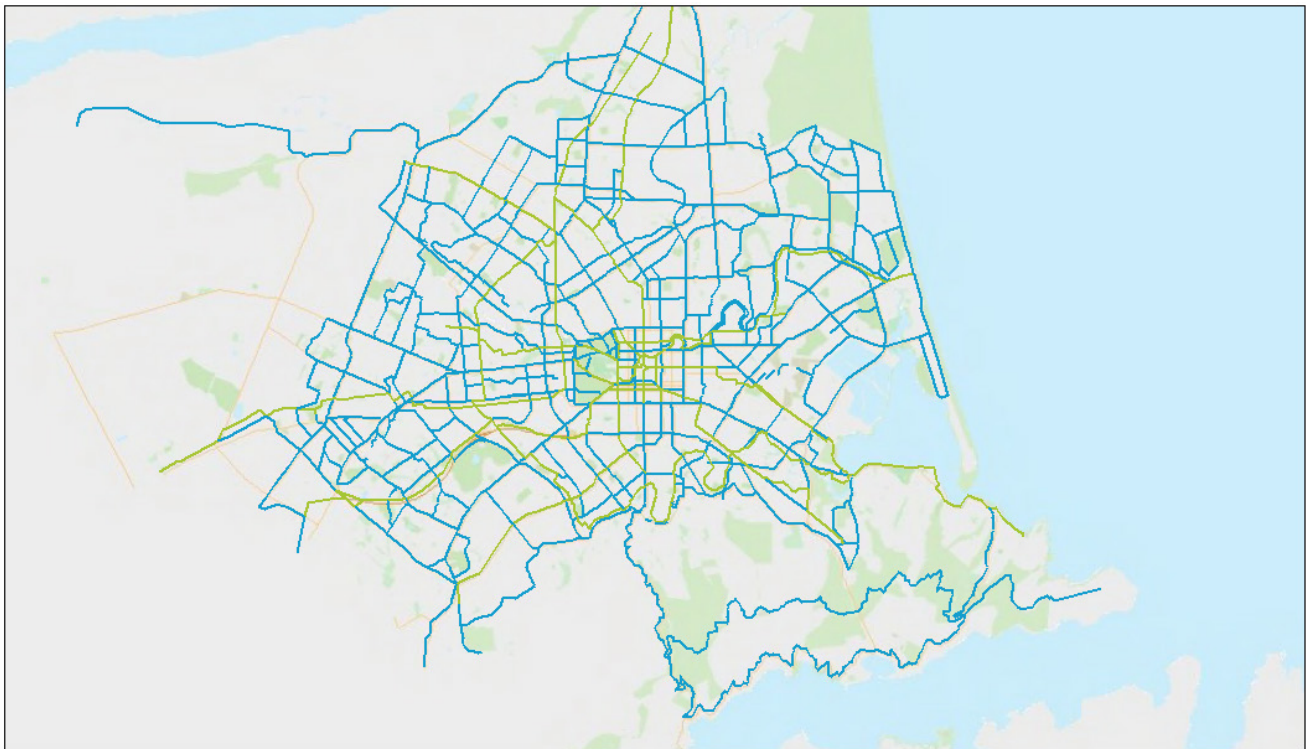
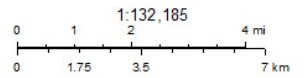




October 4, 2018

Public Transport Network - Layer

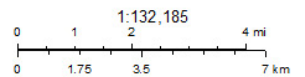
- 1. Metro Lines
- 2. Connectors & Links

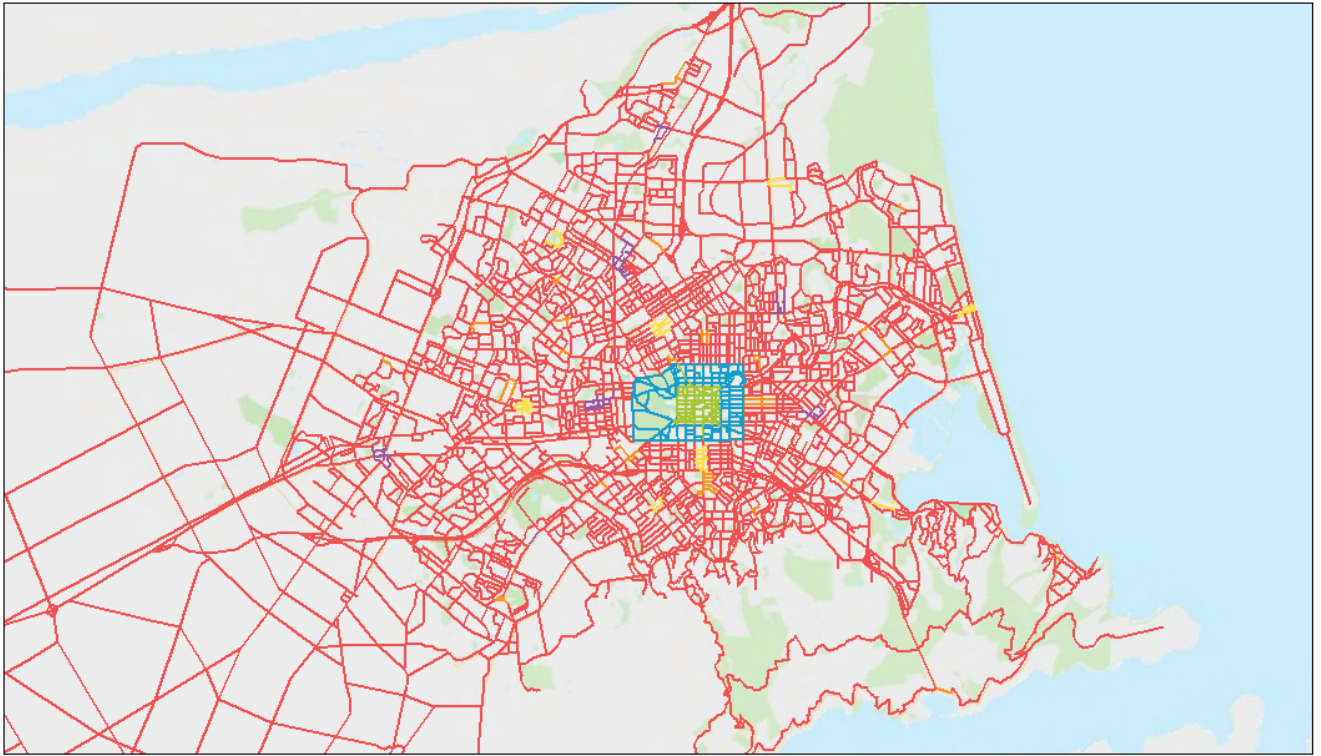


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Cycling Network - Layer

- 2. Local Cycleways
- 1. Major Cycleways

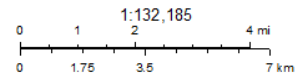




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Link Places - Layer

- 1a. Central-Slow Core
- 2. District Centres
- 3a. Large Neighbourhood Centres
- 3b. Smaller Neighbourhood Centres
- 4. Outside Centres
- 1b. Central-Outer



**If you would like more information
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