Christchurch City Council
SUPPLEMENTARY AGENDA NO 2

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

Date: Thursday 11 April 2019
Time: 9.30am
Venue: Council Chambers, Civic Offices, 53 Hereford Street, Christchurch

Membership
Chairperson
Mayor Lianne Dalziel
Deputy Chairperson
Deputy Mayor Andrew Turner
Members
Councillor Vicki Buck
Councillor Jimmy Chen
Councillor Phil Clearwater
Councillor Pauline Cotter
Councillor Mike Davidson
Councillor David East
Councillor Anne Galloway
Councillor Jamie Gough
Councillor Yani Johanson
Councillor Aaron Keown
Councillor Glenn Livingstone
Councillor Raf Manji
Councillor Tim Scandrett
Councillor Deon Swiggs
Councillor Sara Templeton

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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38. Resolution to Include Supplementary Reports

1. **Background**
   
   1.1 Approval is sought to submit the following reports to the Council meeting on 11 April 2019:
      
      41. Tuam Street at Justice Precinct Entrance
      42. Local Government New Zealand 2019 Remits
      43. 15 March 2019 Incident Response
      44. Christchurch Adventure Park Update March 2019
   
   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 April 2019.
      
      41. Tuam Street at Justice Precinct Entrance
      42. Local Government New Zealand 2019 Remits
      43. 15 March 2019 Incident Response
      44. Christchurch Adventure Park Update March 2019
41. Tuam Street at Justice Precinct Entrance

**Reference:** 19/277528

**Presenter(s):** Mike Thomson – Transport Engineer
Steffan Thomas – Manager Operations (Transport)
Richard Osborne – Head of Transport

### 1. Infrastructure, Transport and Environment Committee Consideration

This item was considered by the Infrastructure, Transport and Environment Committee on 13 March 2019. The Council’s consideration of this item has been deferred until now to allow officers time to produce the additional advice requested by the Committee.

The Infrastructure, Transport and Environment Committee received a deputation on this item from Don Babe of Spokes who did not support the staff recommendations.

At the Committee meeting the staff recommendations were moved by Councillor Keown and seconded by Councillor Galloway. On being put to the meeting the motion was declared a tie, four votes each.

The Committee then decided to refer the matter to the Council without recommending a specific option and requested staff to table further information at the Council meeting. This further information is attached as Attachment B.

### 2. Infrastructure, Transport and Environment Committee Decision

That the Infrastructure, Transport and Environment Committee:

1. Refers this matter to the Council and requests staff to table additional information on:
   a. The removal of the left turning lane to improve sight lines outside the Justice Precinct using bollards.
   b. The cost of signalising the access way or other technological solutions.
   c. The cost of installing a stop sign or mirror, or other options.

### 3. Staff Recommendations

That the Council:

1. Approves that the Give Way control placed against the Tuam Street west approach, left turn movement located at a point 115 metres east of Durham Street South, be revoked.
2. Approves that a Give Way control be placed against the west approach of the Tuam Street special vehicle lane which is for the use of eastbound cycles only, and that this Give Way control be located at a point 115 metres east of Durham Street South as detailed in Attachment A.
## Attachments

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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 the Council to change the road user priority at the Justice Precinct entrance and the Tuam Street separated cycleway.

Origin of Report
1.2 This report is staff generated in response to safety issues at the Justice Precinct entrance on Tuam Street.

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.

2.1.1 The level of significance was determined by comparing the factors relating to the decisions against the criteria set out in the Council’s significance and Engagement Policy.

2.1.2 The community engagement and consultation outlined in this report reflect the assessment.

3. Staff Recommendations
That the Infrastructure, Transport and Environment Committee recommends that the Council:

1. Approves that the Give Way control placed against the Tuam Street west approach, left turn movement located at a point 115 metres east of Durham Street South, be revoked.

2. Approves that a Give Way control be placed against the west approach of the Tuam Street special vehicle lane which is for the use of eastbound cycles only, and that this Give Way control be located at a point 115 metres east of Durham Street South as detailed in Attachment A.

4. Key Points
4.1 This report supports the Council's Long Term Plan (2018 - 2028):

4.1.1 Activity: Traffic Safety and Efficiency
- Level of Service: 10.0.6.1 Reduce the number of casualties on the road network - =129 (reduce by 5 or more per year) year) Improve Road Safety: Reduce the number of reported crashes on the network.

4.2 The following feasible options have been considered:
- Option 1 – Change the priority via a Give Way control change (Preferred Option).
- Option 2 – Do nothing.

4.3 Option Summary - Advantages and Disadvantages (Preferred Option).
4.3.1 The advantages of this option include:

- Reduces the likelihood of collision between cyclists and left turning vehicles.

4.3.2 The disadvantages of this option include:

- Removes the priority for cyclists on the separated cycle lane.

5. Context/Background

5.1 On 11 December 2014, the Council approved the recommendations for An Accessible City (AAC) Transport projects from the ITE Committee which met on 4 December 2014. These recommendations for traffic controls and parking restrictions for sections of Colombo Street, Tuam Street, Lichfield Street and Manchester Street (TP9,10,11 & 4), included a Give Way Control at the Justice Precinct (left turn lane) entrance, located on Tuam Street 115 metres east of Durham Street South.

5.2 Following the Council’s approval, the Tuam Street works were completed in 2015.

5.3 The Justice Precinct development incorporates a significant proportion of the street block bounded by Durham Street South, Tuam Street, Lichfield Street and Colombo Street. The Justice Precinct was commissioned in November 2017.

5.4 The interaction between left turning motor vehicles and through cyclists on the left has manifested into a safety issue since the opening of the Justice Precinct. While the motorist is required to Give Way, left turning motorists in vans or specialist vehicles can have limited visibility. This factor combined with the cyclist approaching from virtually, directly behind the vehicle, can lead to the cyclist not being seen.

5.5 Two advance “Watch for Traffic” warning signs have been placed for cyclists. Observations show that most cyclists are focusing on the cycle lane surface ahead, rather than looking at signs.

5.6 Council staff are aware of at least two collisions between a cyclist on the cycleway and a left turning motor vehicle.

5.7 While it is acknowledged that it is ideal for cyclists to have priority, staff consider safety should take precedence. This entrance is unusual as there is a high number of entering motor vehicles that have a dedicated left turn bay and are currently controlled by a Give way. The Bus Interchange is the only other left turn movement into property within the Central City Transport projects that is controlled, but that is via traffic signals.

5.8 While there is a number of potential warning devices/infrastructure that could be installed to reduce this safety issue (CCTV, cycle detection with flashing indicators), this requires combined agreement/budgeting between Justice Precinct management and the Council.

5.9 The option which can immediately address this safety issue for cyclists is a change in the Give Way control.
6. Option 1 – Change of Give Way control (Preferred)

Option Description
6.1 Remove the Give way control for left turners into the Justice Precinct and place the Give Way on eastbound Cyclists.

Significance
6.2 The level of significance of this option is low consistent with Section 2 of this report.

Impact on Mana Whenua
6.3 This option does not involve a significant decision in relation to ancestral land or a body of water or other elements of intrinsic value, therefore this decision does not specifically impact Ngāi Tahu, their culture and traditions.

Community Views and Preferences
6.4 Cyclists are specifically affected by this option due to the proposed change on priority. As this is a safety issue, wider consultation with cycling advocates/groups has not been carried out.

Alignment with Council Plans and Policies
6.5 This option is consistent with the Council’s Plans and Policies.

Financial Implications
6.6 Cost of Implementation - $500.
6.7 Maintenance / Ongoing Costs - Covered by Council’s operational maintenance budgets.
6.8 Funding source - Covered by Council’s operational maintenance budgets.

Legal Implications
6.9 This report has not been reviewed and approved by the Legal Services Unit.

Risks and Mitigations
6.10 There are no identified risks.

Implementation
6.11 Implementation dependencies - Committee and Council approval.
6.12 Implementation timeframe – Within two weeks of Council approval.

Option Summary - Advantages and Disadvantages
6.13 The advantages of this option include:
   • Reduces the risk of cyclist vs motor vehicle collisions.
6.14 The disadvantages of this option include:
   • Changes priority for cyclists with some possible delay.
7. **Option 2 – Do Nothing**

**Option Description**
7.1 No change to the existing traffic control.

**Significance**
7.2 The level of significance of this option is low, consistent with Section 2 of this report.
7.3 Engagement requirements for this level of significance are nil.

**Impact on Mana Whenua**
7.4 This option does not involve a significant decision in relation to ancestral land or a body of water or other elements of intrinsic value, therefore this decision does not specifically impact Ngāi Tahu, their culture and traditions.

**Community Views and Preferences**
7.5 Cyclists are specifically affected by this option due to ongoing safety risks at the conflict point.

**Alignment with Council Plans and Policies**
7.6 This option is inconsistent with the Council’s Plans and Policies.
    7.6.1 Inconsistency – not addressing a known safety issue.

**Financial Implications**
7.7 Cost of Implementation – NA.
7.8 Maintenance / Ongoing Costs – NA.
7.9 Funding source – NA.

**Legal Implications**
7.10 This report has not been reviewed and approved by the Legal Services Unit.

**Risks and Mitigations**
7.11 There is a risk of continuing collisions between cyclists and left turning motor vehicles. This may result in injury to cyclists.
    7.11.1 Residual risk rating: The residual rating of the risk after the below treatment(s) is implemented will be high.

**Implementation**
7.12 Implementation dependencies - NA.
7.13 Implementation timeframe – NA.

**Option Summary - Advantages and Disadvantages**
7.14 The advantages of this option include:
    - Priority given to cyclists.
7.15 The disadvantages of this option include:
    - Does not address the safety concerns.
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

<table>
<thead>
<tr>
<th>Author</th>
<th>Michael Thomson - Transport Engineer</th>
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<tbody>
<tr>
<td>Approved By</td>
<td>Ryan Rolston - Team Leader Traffic Operations</td>
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<td></td>
<td>Steffan Thomas - Manager Operations (Transport)</td>
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<td></td>
<td>Richard Osborne - Head of Transport</td>
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<td>David Adamson - General Manager City Services</td>
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1. Purpose of this Memo

The purpose of this memo is to report on further options to address the potential safety issues at the Tuam Street entrance at the Justice Precinct.

2. Background

This item was considered by the Infrastructure, Transport and Environment Committee on 13 March 2019. The Council’s consideration of this item has been deferred until now to allow officers time to produce the additional advice requested by the Committee.

- The Infrastructure, Transport and Environment Committee received a deputation on this item from Don Babe of Spokes who did not support the staff recommendations.

- At the Committee meeting the staff recommendations were moved by Councillor Keown and seconded by Councillor Galloway. On being put to the meeting the motion was declared a tie, four votes each.

- The Committee then decided to refer the matter to the Council without recommending a specific option and requested staff to table information on further options at the Council meeting.

3. Options

a. The removal of the left turning vehicle lane to improve sight lines in regard to approaching cyclists outside the Justice precinct by using bollards.

   Staff Response:
   Closing the left turn traffic lane using bollards (as an initial temporary measure), would result in left turning vehicles, turning instead from the nearside Tuam Street through lane, which is separated from the cycle lane by three metres. This would have the effect of improving sight lines, as the turning vehicle would be orientated so that the driver would have at least a 45-degree angle to better observe approaching cyclists from behind them and on their left. This would replace the existing 180-degree angle (having to look directly backwards) to see, and give way to approaching cyclists.

   However, while the resulting sight angles would improve safety, this option is not recommended. The reason being, that following consultation with the Precinct management, certain vehicles may need to use the existing left lane as an effective layby, until they have security clearance to enter the site. This would also result in significant delays and possible unsafe lane changing on Tuam Street by other motorists.

   Council staff do not support this option.
b. The cost of signalising the access way or other technological solutions.

Staff Response:
   i) Full signalised entrance.

   An example of a signalised entrance is downstream on Tuam Street at the Bus Interchange. At the Interchange entrance, all eastbound approach traffic is controlled by signals, including pedestrians and cyclists. A signalised crossing of Tuam Street also exists in conjunction with the left turn lane. This meets the requirements of the signal controlled area. This is to overcome a confusing situation where some traffic (i.e. left turning buses) have a red or green signal, while straight ahead traffic has no control. The Tuam Street straight ahead traffic, at the Bus Interchange will always have a red or green signal control, depending on pedestrians calling the crossing phase.

   This arrangement has been designed for the Bus interchange as this is a very busy and regularly used access.

   Duplication of this signalised facility (i.e. all traffic controlled by signals adjacent to the Justice Precinct accessway) is not justified at the Justice Precinct. Such a crossing is not warranted as there isn’t the demand similar to that at the Bus Interchange. The estimated cost of a signalised facility is estimated at $350,000, based in recent signalisation projects. There is currently no budget available for this and funding would need to be applied for via the Annual Planning process.

   Staff do not support this option for these reasons.

   ii) Detector activated illuminated warning signage.

   An illuminated sign could be positioned such that this gave adequate warning to the left turning motorist of approaching eastbound cyclists from directly behind/parallel to them. The positioning of a warning sign would be such that it does not confuse Tuam Street through-traffic. The sign can also act as an additional warning to cyclists. This option would maintain priority for the cyclist over the left turning vehicle, while creating increased safety for the cyclist, in the event a motorist cannot see the approaching cyclist. An existing panel on the exit lane lights up, with sound to warn cyclists approaching from the west. While motorists possibly would not hear the sound from inside a vehicle, the sound is very audible for a cyclist.

   At a recent meeting with Justice Precinct management staff, the issue of potential conflict with cyclists and exiting vehicles, leaving in an emergency situation, was raised. Due to this further issue, if this option was progressed then council staff recommend an additional illuminated warning sign for motorists leaving the precinct. Note: some emergency /operational vehicles may not necessarily be fitted with external emergency lighting/sirens. Such devices give warning to the approaching cyclists and (other road users). The pre-design estimated cost of the
surface vehicle detectors, warning lighting, LED’s, communication and electronics, is estimated at $30,000. There is currently no budget available for this. This project would need to be added to the Minor Safety Programme and be prioritised against other safety improvement projects across the city.

As a result of the lack of funding, this option is not supported by staff.

c. The cost of installing a Stop sign or mirror, or other options.

Staff Response:
   i) Stop sign. This is the option of changing the current Give way control to a Stop control, for the left turning motorists. The geometric layout of the exit and entry situation results in very slow speeds by motor vehicles. Most vehicles are stopping or slowing to a near stop. A Stop control is not considered to improve the situation, as the issue is more about visibility when crossing the lane, once leaving the respective Give Way limit lines either side of the cycle lane and footpath. The cost of two stop signs and markings is estimated at $500 and could be funded from Transport operational budgets.

   This option is not supported by staff.

   ii) Mirror. A mirror does have benefits of improving visibility from an area generally behind the direction someone is facing. There are, however, inherent problems with mirrors as follows:

   a) They reverse the image. This can create some indecision on what movement is actually occurring

   b) A mirror has a defined image area. There are many reports of motorists not seeing activity in the wider area, due to their attempt to focus on a small field of view.

   c) A mirror can be distracting to other motorists. Note: while the flashing sign option is mentioned to be positioned where it will not be a distraction to passing motorists, a mirror has to be placed where it reflects the required images. This position is likely to cause a distraction more so than an illuminated sign. The cost of a mirror is estimated at $1000 and could be funded from Transport operational budgets.

   This option is not supported by staff.

4. Conclusion

This memo outlines additional options for addressing safety concerns at the Justice Precinct accessway on Tuam Street. These options are not supported by staff due to the additional costs of and the lack of available funding for these projects. Staff recommend that the priority is changed at this location as per the staff report until such time as funding becomes available for one of these options.
Attachments

There are no attachments for this memo.

Signatories

<table>
<thead>
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1. Purpose of Report

1.1 The purpose of this report is for the Council to:

1.1.1 Consider and approve remits it wishes to submit for consideration at the Local Government New Zealand 2018 Annual General Meeting, to be held on 7 July 2019 in Wellington and delegate final authorisation and submission of the remits to the Mayor and Deputy Mayor.

2. Staff Recommendations

That the Council:

1. Confirms that it wishes to submit remits to the Local Government New Zealand Annual General Meeting on 7 July 2019 on:
   a. The regulation of short-term guest accommodation
   b. The drinking water standard for nitrate
   c. The ability for councils to introduce a 30km school speed zone
   d. A beverage and/or container deposit scheme.

2. Requests staff to provide additional advice as required to support the above remits

3. Delegates to the Mayor and Deputy Mayor the decisions about the finalisation and submission of the proposed remits to Local Government New Zealand.

3. Key Points

3.1 The Local Government New Zealand (LGNZ) Annual General Meeting (AGM) of member authorities is held each year as part of the LGNZ conference. The 2019 AGM will be held on Sunday 7 July 2019.

3.2 Member authorities are invited each year to propose remits for consideration at the AGM.

3.3 Proposed remits for the 2019 AGM must be submitted to LGNZ by 5pm on Monday 13 May 2019, together with support from other councils.

3.4 The remits proposed by Christchurch City Councillors and some supporting information has been circulated under separate cover, but a summary of the four remits is provided in section 4 below.

3.5 It is proposed the Mayor and Deputy Mayor have delegated authority to the finalisation and submission of the proposed remits to LGNZ.

4. Proposed remits

4.1 Four topics for remits to the LGNZ AGM have been proposed by Councillors. Council staff are assisting in providing supporting information on each of the proposed topics. This information is still in draft and has been circulated under separate cover but is summarised below:
4.1.1 Regulation of short-term guest accommodation

The rapid growth in home share/short-term guest accommodation has proven problematic for councils and in particular how councils apply their regulatory requirements fairly across the formal and informal accommodation sectors. This remit proposes that LGNZ advocates for enabling legislation that would allow councils to require all guest accommodation providers to register with the council and that provides an efficient approach to imposing punitive action on operators who don’t comply.

4.1.2 Drinking water standard for nitrate

The “safe” level of nitrate has been the subject of debate in recent international research. This remit proposes that LGNZ recommend to the government the funding of additional research into effects of nitrates in drinking water on human health, and/or partner with international public health organisations to promote such research, in order to determine whether the current drinking water standard for nitrate is still appropriate for the protection of human health.

4.1.3 30km school speed zone

This remit asks LGNZ to call on the government to enable councils to implement a 30km p/h speed zone around schools.

Note staff advice that safety outside schools is a priority for the current government and that the Ministry of Transport’s work on speed management includes whether the roads around schools should be mandated at a lower speed; if so, whether that speed should be variable or permanent; and whether the speed in school zones should be 30km p/h or 40km p/h.

4.1.4 Container deposit scheme

This remit proposes that LGNZ request the government to consider, as part of their priority work programme for waste, options for implementing a beverage and/or container deposit scheme in New Zealand

5. Local Government New Zealand’s remits policy

5.1 LGNZ guidance for proposed remits, other than those relating to the internal governance and constitution of Local Government New Zealand, should address only major strategic “issues of the moment”. The remits should also have a national focus articulating a major interest or concern at the national political level.

5.2 LGNZ require proposed remits to be accompanied by background information and research to show that the matter warrants consideration by delegates. Such background should demonstrate the:

- nature of the issue;
- background to it being raised;
- issue’s relationship, if any, to the current Local Government New Zealand Business Plan and its objectives;
- level of work, if any, already undertaken on the issue by the proposer, and outcomes to date;
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- resolution, outcome and comments of any zone or sector meetings which have discussed the issue; and
- suggested actions that could be taken by Local Government New Zealand should the remit be adopted.

5.3 In addition LGNZ require proposed remits to be supported either by five councils or a zone or sector group meeting.

6. Next steps

6.1 Once remits have been approved by Council, the Mayor’s Office will seek the support of other councils; and submit the proposed remits to LGNZ for consideration.

6.2 Once remits have been received by LGNZ, a remit screening committee (comprising the President, Vice President and Chief Executive) will review and assess proposed remits against the criteria described in the LGNZ remit policy.

6.3 Prior to their assessment meeting, the remit screening committee will receive analysis from the Local Government New Zealand staff on each remit assessing each remit against the criteria outlined in the above policy.

6.4 Once remits have been through the screening committee, councils will be informed of the committee’s decision, with rationale provided for remits that are deemed not to meet the specified criteria. Arrangements will be made to present accepted remits to the AGM.

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

<table>
<thead>
<tr>
<th>Author</th>
<th>Nicola Shirlaw - Senior Advisor</th>
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<tr>
<td>Approved By</td>
<td>Alistair Crozier - Director Office of the Mayor</td>
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</table>
30. Resolution to Exclude the Public


I move that the public be excluded from the following parts of the proceedings of this meeting, namely items listed overleaf.

Reason for passing this resolution: good reason to withhold exists under section 7.
Specific grounds under section 48(1) for the passing of this resolution: Section 48(1)(a)

Note

Section 48(4) of the Local Government Official Information and Meetings Act 1987 provides as follows:

“(4) Every resolution to exclude the public shall be put at a time when the meeting is open to the public, and the text of that resolution (or copies thereof):

(a) Shall be available to any member of the public who is present; and
(b) Shall form part of the minutes of the local authority.”

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or relevant part of the proceedings of the meeting in public are as follows:
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<th>SECTION</th>
<th>SUBCLAUSE AND REASON UNDER THE ACT</th>
<th>PLAIN ENGLISH REASON</th>
<th>WHEN REPORTS CAN BE RELEASED</th>
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<td>15 MARCH 2019 INCIDENT RESPONSE</td>
<td>S7(2)(I)</td>
<td>CONDUCT NEGOTIATIONS</td>
<td>RESPONSE IS CONTINUING AND COSTS ARE STILL BEING COLLATED.</td>
<td>ONCE FINAL COSTS HAVE BEEN DETERMINED AND ANY RECOVERIES AGREED, A JOINT ANNOUNCEMENT MAY BE MADE BY COUNCIL AND THE CROWN.</td>
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<td>44.</td>
<td>CHRISTCHURCH ADVENTURE PARK UPDATE MARCH 2019</td>
<td>S7(2)(B)(II), S7(2)(C)(II), S7(2)(H), S7(2)(I)</td>
<td>PREJUDICE COMMERCIAL POSITION, PREVENT DAMAGE TO THE PUBLIC INTEREST, COMMERCIAL ACTIVITIES, CONDUCT NEGOTIATIONS</td>
<td>TO PROTECT THE COMERCIAL OPERATIONS OF A RELATED ORGANISATION.</td>
<td>WHEN THERE ARE NO LONGER GROUNDS UNDER THE LGOIMA TO WITHHOLD THE INFORMATION AND WITH THE APPROVAL OF THE CHIEF EXECUTIVES OF THE COUNCIL AND DEVELOPMENT CHRISTCHURCH LTD</td>
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