
Christchurch City Council AGENDA

Notice of Meeting:

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

Date: Tuesday 16 April 2024
Time: 9.30 am
Venue: Council Chambers, Civic Offices,
53 Hereford Street, Christchurch

Membership

Chairperson	Mayor Phil Mauger
Deputy Chairperson	Deputy Mayor Pauline Cotter
Members	Councillor Kelly Barber
	Councillor Melanie Coker
	Councillor Celeste Donovan
	Councillor Tyrone Fields
	Councillor James Gough
	Councillor Tyla Harrison-Hunt
	Councillor Victoria Henstock
	Councillor Yani Johanson
	Councillor Aaron Keown
	Councillor Sam MacDonald
	Councillor Jake McLellan
	Councillor Andrei Moore
	Councillor Mark Peters
	Councillor Tim Scandrett
	Councillor Sara Templeton

Katie Matheis
Democratic Services Advisor
941 5643
Katie.Matheis@ccc.govt.nz
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9 April 2024
Principal Advisor
Mary Richardson
Interim Chief Executive
Tel: 941 8999

If you would like to make a deputation in relation to Item 5 **about the decision-making process only**, please get in touch with Katie Matheis at Katie.Matheis@ccc.govt.nz or 03 941 5643 no later than 5.00pm Friday, 12 April. Please note that time may be limited should a large volume of requests be received.

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.

To watch the meeting live, or a recording after the meeting date, go to:

<http://councillive.ccc.govt.nz/live-stream>

To view copies of Agendas and Minutes, go to:

<https://www.ccc.govt.nz/the-council/meetings-agendas-and-minutes/>



What is important to us?

Our Strategic Framework is a big picture view of what the Council is aiming to achieve for our community

Our focus this Council term 2022–2025

Strategic Priorities



Be an **inclusive and equitable city which puts people at the centre** of developing our city and district, prioritising wellbeing, accessibility and connection.



Champion Ōtautahi-Christchurch and collaborate to build our role as a leading New Zealand city.



Build trust and confidence in the Council through meaningful partnerships and communication, listening to and working with residents.

Adopted by the Council on 5 April 2023



Reduce emissions as a Council and as a city, and invest in **adaptation and resilience**, leading a city-wide response to climate change while protecting our indigenous biodiversity, water bodies and tree canopy.



Manage ratepayers' money wisely, delivering quality core services to the whole community and addressing the issues that are important to our residents.



Actively balance the needs of **today's residents** with the **needs of future generations**, with the aim of leaving no one behind.

Our goals for this Long Term Plan 2024–2034

Draft Community Outcomes



Collaborative and confident

Our residents have the opportunity to actively participate in community and city life, have a strong sense of belonging and identity, and feel safe.



Green and liveable

Our neighbourhoods and communities are accessible and well connected, supporting our goals to reduce emissions, build climate resilience and protect and regenerate the environment, especially our biodiversity, water bodies and tree canopy.

To be adopted by the Council as part of the Long Term Plan 2024–2034



A cultural powerhouse

Our diverse communities are supported to understand and protect their heritage, pursue their arts, cultural and sporting interests, and contribute to making our city a creative, cultural and events 'powerhouse'.



Thriving and prosperous

Our city is a great place for people, business and investment where we can all grow our potential, where enterprises are innovative and smart, and where together we raise productivity and reduce emissions.

Our intergenerational vision

A place of opportunity for all.

**Open to new ideas, new people,
new investment and new ways
of doing things – a place where
anything is possible.**



Ngāi Tahu has rangatiratanga over its takiwā – the Council is committed to partnering with Ngāi Tahu to achieve meaningful outcomes that benefit the whole community

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Karakia Tīmatanga

Whakataka te hau ki te uru

Whakataka te hau ki te tonga

Kia makinakina ki uta

Kia mataratara ki tai

E hi ake ana te atakura

He tio, he huka, he hau hu

Tihei mauri ora

1. Apologies Ngā Whakapāha

At the close of the agenda no apologies had been received.

2. Declarations of Interest Ngā Whakapuaki Aronga

Members are reminded of the need to be vigilant and to stand aside from decision making when a conflict arises between their role as an elected representative and any private or other external interest they might have.

3. Public Participation Te Huinga Tūmatanui

3.1 Public Forum Te Huinga Whānui

A period of up to 30 minutes is available for people to speak for up to five minutes on any issue that is not the subject of a separate hearings process.

There were no public forum requests received at the time the agenda was prepared.

3.2 Deputations by Appointment Ngā Huinga Whakaritenga

Deputations may be heard on a matter or matters covered by a report on this agenda and approved by the Chairperson.

There were no deputations by appointment at the time the agenda was prepared.

4. Presentation of Petitions Ngā Pākikitanga

There were no Presentation of Petitions at the time the agenda was prepared.

5. Decision-making process for the Speed Management Plan

Reference Te Tohutoro: 24/440171

Responsible Officer(s) Te Gemma Dioni, Principal Advisor Transportation - Safety

Pou Matua: Hannah Ballantyne, Senior Engagement Advisor

Accountable ELT Jane Parfitt, Interim General Manager Infrastructure, Planning and

Member Pouwhakarae: Regulatory Services

1. Purpose and Origin of the Report Te Pūtake Pūrongo

- 1.1 The purpose of this report is for the Council to determine next steps following consultation (already undertaken) for the Full Speed Management Plan (draft Safer Speed Plan) considering recent direction from Government that there will be a revised rule in place by the end of 2024.
- 1.2 This report is staff originated to seek guidance on the way forward for the Safer Speed Plan.

2. Officer Recommendations Ngā Tūtohu

That the Council:

1. Proceed with Option 3 to pause the Hearings Panel process until the Government provides further guidance on any new Land Transport Rule relating to the setting of speed limits.
2. Note that a report will come back to Council for its consideration of next steps once staff have assessed the scope and impacts of any such new Land Transport Rule.
3. Note that the decision in this report is of high significance in relation to the Christchurch City Council's Significance and Engagement Policy.

3. Executive Summary Te Whakarāpopoto Matua

- 3.1 The Land Transport Rule: Setting of Speed Limits 2022 (the Rule) introduced a new way of setting speed limits.
- 3.2 The Council consulted the community on the draft Safer Speed Plan in September and October 2023. The community was advised that a Hearings Panel would be followed by a decision being made by the Council.
- 3.3 On 12 December 2023, the Council received a letter from the new Minister of Transport (**Attachment A**), which outlined that the previous requirement to develop a speed management plan and any deadlines under the Rule were revoked.
- 3.4 The Government is signalling that a revised Rule will be in force by the end of 2024.
- 3.5 Three options relating to process were considered, with it recommended that Option 3 be progressed: the Hearings Panel process is paused until further guidance on any new rule is released by the Government.

4. Background/Context Te Horopaki

Interim Speed Management Plan

- 4.1 The 2021/31 Long Term Plan identified a number of neighbourhoods calling for safer speeds in the areas where they live and play. This resulted in the Safe Speed Neighbourhoods

programme. This project work, while geographically spread across the city, was consulted on as one item identified as the Interim Speed Management Plan.

- 4.2 Following consultation of the Interim Speed Management Plan (October 2022 to January 2023), and the Hearings Panel process (May 2023), staff recommended, and the Council resolved, that other locations for speed limit changes that were requested by residents would be addressed as part of the long-term Speed Management Plan. These were outlined in the report to Council dated 5 July 2023 and included other neighbourhood streets, central city and town centres.
- 4.3 The speed limits approved through the Council (5 July 2023) have been certified by NZTA Waka Kotahi and are listed on the National Speed Limit Register.
- 4.4 These are currently being implemented and progress is noted in the table below.

Project	Area	Status
School speed limits	Banks Peninsula	Complete
Banks Peninsula Rural roads	Banks Peninsula	Complete
CRAF Slow Speed Neighbourhood	Richmond	Complete
Shirley Primary, Shirley Intermediate, Purewa Banks Avenue	Richmond/Shirley	Under Construction
CRAF Slow Speed Neighbourhood and School speed limits	Spreydon, Somerfield, Beckenham and Waltham	Under Construction
Former CERF Area Slow Speed Neighbourhood and School speed limits	Linwood, Woolston, Bromley and Philipstown	Under Construction
School speed limits - Area A, B and C	Remainder of City schools.	Under Construction

Draft Safer Speed Plan

- 4.5 The Land Transport Rule: Setting of Speed Limits 2022 (the Rule) introduced a new way of setting speed limits. Under Rule 3.6(1), the Director for Land Transport (the Director) set deadlines for preparing a long-term Speed Management Plan (SMP).
- 4.6 The Council complied with the Rule by producing and engaging on a Full Speed Management Plan to meet the deadlines set by the Director. Our Full Speed Management Plan was developed alongside FENZ, Police, Hato Hone, Te Whatu Ora and Waka Kotahi NZTA.
- 4.7 Consultation on the draft Safer Speed Plan was undertaken in September and October 2023.
- 4.8 1,014 groups and individuals submitted on the draft Safer Speed Plan. Of these, over 110 indicated that they would like to speak to a Hearings Panel as part of the decision-making process.

Directions from Government

- 4.9 On 12 December 2023, the Council received a letter from the new Minister of Transport (**Attachment A**), which outlined considerations that Road Controlling Authorities (RCAs) should undertake regarding changes and future changes to the Rule. In summary:
 - 4.9.1 The requirement to develop speed management plans is now discretionary rather than mandatory;
 - 4.9.2 Any previous deadlines for RCAs to prepare SMP's are revoked; and
 - 4.9.3 RCAs no longer need to meet the previous deadlines associated with setting speed limits outside schools as per the Rule.

4.10 The Council received a letter from Waka Kotahi NZTA on 13 December 2023 (**Attachment B**) which provided further key information on the changes. In summary, the key points that are applicable to the Council are:

4.10.1 The Minister intends to replace the Rule and has encouraged RCAs to wait until the new Rule is in place before developing or submitting SMPs;

4.10.2 Speed limits which have migrated to the National Speed Limit Register remain valid; and

4.10.3 RCAs retain the ability to target harm reduction through safety management including Speed Management Plans and infrastructure improvements.

Potential Implications of the new Rule

4.11 The Minister of Transport has recently released further information about the direction for a revised rule and an intention that it be signed into force by the end of 2024. This includes a removal of ‘blanket’ speed reductions and direction that economic impacts (including travel times) are taken into account alongside safety considerations.

4.12 Other details of relevance to local roads released to date include a proposed requirement for variable speed limits on roads approaching schools during pick-up and drop-off times.

4.13 Broader details as to the new expectations and process requirements of RCAs in setting speeds on the local network will be provided when the revised rule is out for consultation later this year.

Process Options Considered Ngā Kōwhiringa Whaiwhakaaro

4.14 The Council had developed a full Speed Management Plan to enable it to meet the requirement set out in the 2022 Rule and the timeframes set under the previous Government.

4.15 The process options for progressing this work include:

Option	Advantages	Disadvantages
Option 1: Continue with standard Hearings Panel process with full Council	<ul style="list-style-type: none"> Submitters who want to are able to present to the Panel. 	<ul style="list-style-type: none"> Council will need to make a decision on the Safer Speed Plan ahead of changes to the Rule.
Option 2: Hold Hearings Panel but no decision report to Council	<ul style="list-style-type: none"> Submitters who want to are able to present to the Panel. Council decision is not made until there is clarity on the new Rule. 	<ul style="list-style-type: none"> The community may have expectations of delivery that will not be possible.
Option 3: Pause the Hearings Panel process.	<ul style="list-style-type: none"> Cost of the Hearings Panel will not be incurred at this time. The Hearing Panel will be able to consider submissions and feedback with knowledge of the changes to the Rule. 	<ul style="list-style-type: none"> No clear timeline for changes to the Rule. There is potential for a substantial delay between the consultation and the Hearing. The community may have expectations for delivery that will not be possible.

4.16 For clarity, all submitters have been notified that this decision-making report was being presented to the Council and that opportunities to make a deputation on this report, would be in relation to the decision-making process only. Should submitters wish to speak to the details

of their submission, relating to the specifics of the draft Safer Speed Plan, the time to do so would be during the Hearings Panel process, when it proceeds.

- 4.17 The Hearings Panel for the Interim Speed Management Plan consisted of the Mayor and all Councillors. Should any of the options progress, given the city-wide implications of this plan, it is recommended that this approach is repeated.

5. Financial Implications Ngā Hīraunga Rauemi

Capex/Opex Ngā Utu Whakahaere

- 5.1 A Hearings Panel process will incur costs relating to Council Officer resource and time, which is able to be delivered within existing budgets.

6. Considerations Ngā Whai Whakaaro

Risks and Mitigations Ngā Mōrearea me ngā Whakamātautau

- 6.1 The community has invested time and energy into the consultation process, and delaying the completion of the Hearings Panel process increases the risk that residents may lose confidence in the Council's decision-making processes.

Legal Considerations Ngā Hīraunga ā-Ture

- 6.2 The Land Transport Rule: Setting of Speed Limits 2022 required RCAs (such as the Council) to set speed limits for roads under their control and set out requirements that must be complied with when setting speed limits.
- 6.3 The Rule required RCAs to prepare and adopt a speed management plan, with a ten-year vision and a three-year implementation plan. The Council's draft Safer Speed Plan aligns with both this vision and principles.
- 6.4 The Rule empowered Waka Kotahi (as the Agency) to set deadlines for RCAs to prepare speed management plans. The Director for Land Transport set deadlines for preparing the long-term Speed Management Plan, and staff worked to achieve those deadlines.
- 6.5 As per the Rule (3.5(1)), the Council consulted the community on the draft Safer Speed Plan in September and October 2023. At that time, the community was advised that they could present their submissions to a Hearings Panel. The Council can proceed with the hearings or instruct Council Officers to pause or stop the process.
- 6.6 The Rule requires speed limits to be set by creating land transport records and entering those records into the National Speed Limit Register. Once the speed limit is migrated into the Register, the land transport record will become the legal instrument for the speed limits.

Strategy and Policy Considerations Te Whai Kaupapa here

- 6.7 The required decision:
- 6.7.1 Aligns with the [Christchurch City Council's Strategic Framework](#). Whilst this report focusses on the decision-making process, the Council's strategic priorities have been considered in formulating the recommendations in this report, including the community outcome of a green, liveable city, where our neighbourhoods and communities are accessible and well-connected. The Safer Speed Plan proposal improves accessibility for pedestrians and cyclists, by providing a safer means of accessing and using our street network.
- 6.7.2 The decision in this report is of high significance in relation to the Christchurch City Council's Significance and Engagement Policy. The level of significance was determined

by the scale of impacted residents, and a heightened level of community interest in speed limit changes.

- 6.7.3 The draft Safer Speed Plan with Council's Plans and Policies. The proposed Speed Management Plan aligns with road safety and liveable streets goals in the Christchurch Transport Strategic Plan 2012–2042, and similarly in the draft Transport Plan (safe streets).
- 6.8 This report supports the Council's Long Term Plan (2021 - 2031):
- 6.9 Transport
- 6.9.1 Activity: Transport
- Level of Service: 10.5.1 Limit deaths and serious injury crashes per capita for cyclists and pedestrians - ≤ 12 crashes per 100,000 residents
- 6.10 Governance
- 6.10.1 Activity: Governance and decision-making
- Level of Service: 4.1.18 Participation in and contribution to Council decision-making - Percentage of respondents who understand how Council makes decisions: At least 34% Level of Service: 10.0.6.1 Reduce the number of death and serious injury crashes on the local road network - ≤ 96 crashes
 - Level of Service: 10.5.1 Limit deaths and serious injury crashes per capita for cyclists and pedestrians - ≤ 12 crashes per 100,000 residents

Community Impacts and Views Ngā Mariu ā-Hāpori

6.11 The decision affects all wards/Community Board areas.

Impact on Mana Whenua Ngā Whai Take Mana Whenua

- 6.12 The decision 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 Mana Whenua, their culture and/or traditions.
- 6.13 The decision does not involve a matter of interest to Mana Whenua and will not impact on our agreed partnership priorities with Ngā Papatipu Rūnanga.

Climate Change Impact Considerations Ngā Whai Whakaaro mā te Āhuarangi





- 6.14 The decisions in this report are likely to:
- 6.14.1 Contribute neutrally to adaptation to the impacts of climate change; and
- 6.14.2 Contribute neutrally to emissions reductions as the report is around decision making.
- 6.15 Whilst this report focusses on the decision-making process, improving the ability for people to walk, cycle, scoot and catch the bus are a key part of the Council's emissions reduction efforts by providing a safe, low emission way for residents to move around the city. Having safer streets contributes to people feeling safer and would address some of the barriers to people making sustainable travel choices. Removing these barriers will lead to reductions in vehicle kilometres travelled and consequently emissions from transport.

7. Next Steps Ngā Mahinga ā-muri

- 7.1 Once further guidance from government is received on the new rule, the next steps include:
- 7.1.1 Council Officers preparing a report to the Council (acting as the Hearings Panel) on the proposed draft Safer Speed Plan.

- 7.1.2 A hearings panel meeting will be scheduled (date to be determined) to hear submissions.
- 7.1.3 Council officers will communicate with submitters who wish to be heard to arrange speaking times.
- 7.2 Following the hearing of submissions, Council Officers will prepare a decision report to the Council at a future date when the implications of the new Rule are clear.

Attachments Ngā Tāpirihanga

No.	Title	Reference	Page
A  	Letter from Minister of Transport (12/12/2023)	24/54334	11
B  	Letter from Waka Kotahi NZTA (13/12/2023)	24/54340	13

In addition to the attached documents, the following background information is available:

Document Name - Location / File Link
Not applicable

Signatories Ngā Kaiwaitohu

Authors	Gemma Dioni - Principal Advisor Transportation - Safety Hannah Ballantyne - Senior Engagement Advisor Kirstie Watts - Legal Counsel Jane Cameron - Team Leader Transport
Approved By	Stephen Wright - Manager Operations (Transport) Lynette Ellis - Head of Transport & Waste Management Jane Parfitt - Interim General Manager Infrastructure, Planning and Regulatory Services

Hon Simeon Brown

MP for Pakuranga

Minister for Energy
Minister of Local Government
Minister of Transport

Minister for Auckland
Deputy Leader of the House



Phil Mauger
Christchurch City Council
phil.mauger@ccc.govt.nz

Dear Phil,

As you will be aware, a new Government has taken office with a comprehensive transport programme that will see Kiwis get to where they want to go, quickly and safely. The Government is writing a new Government Policy Statement on Land Transport to focus on reducing travel times and to create a more productive and resilient transport network that drives economic growth to boost incomes and unlock land for houses.

I am writing to inform you of recent changes made to the Land Transport Rule: Setting of Speed Limits 2022 (the Rule).

I am aware Regional Transport Committees (RTCs) and Road Controlling Authorities (RCAs) are currently developing, or have developed, speed management plans in line with the Rule and deadlines set by the New Zealand Transport Agency Waka Kotahi (NZTA).

The Rule has been amended to revoke the deadlines set by the NZTA, including the 29 March 2024 deadline for submitting the final draft speed management plans for certification. The deadlines and targets for reviewing speed limits, including around schools, have also been revoked. The Rule no longer requires RTCs and RCAs to develop speed management plans, and instead allows them to choose to do so.

As part of the Government's 100-day commitments, I intend to replace the current Rule.

This new Rule will ensure that when speed limits are set, economic impacts – including travel times – and the views of road users and local communities are taken into account, alongside safety.

The new Rule will also implement requirements for variable speed limits on roads approaching schools during pick up and drop off times, rather than permanent reductions, to keep young New Zealanders safe when they are arriving at, or leaving, school.

I consider it is undesirable for RTCs and RCAs to apply public money and resources in developing speed management plans only to have to revisit the plans when the new Rule takes effect. Given this, if you have not already finalised your speed management plan, I encourage you to consider the new Rule before making final decisions.

I also note the policies within the previous Government's so-called 'Road to Zero' strategy, in relation to speed limits, are no longer the Government road safety strategy for the purpose of the Rule. The Government is committed to road safety and will be publishing new objectives for road safety along with the new Rule next year.

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I am working with officials on the timeline for replacing the current Rule and I expect them to keep you updated on progress.

In addition, I understand that some local authorities have been developing programmes with NZTA and other stakeholders to reduce vehicle kilometres travelled (VKT) by the light vehicle fleet, using funding from the Climate Emergency Response Fund. I have given notice to NZTA to end its work on these programmes, and to not commit any further funding to local authorities (beyond existing contractual obligations) to develop these programmes.

Thank you for your understanding as we work through these changes.

Yours sincerely



Hon Simeon Brown
Minister of Transport

Copy to: Mary Richardson, mary.richardson@ccc.govt.nz



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13 December 2023

Kia ora koutou,

Re: Amendments to the Land Transport Rule: Setting of Speed Limits 2022

I am writing about changes made by the Minister of Transport to the Land Transport Rule: Setting of Speed Limits 2022 (The Rule) announced on Tuesday 12 December.

The changes to the Rule progress the Coalition Government's 100-day plan in relation to speed management.

I understand the Minister has provided a written update outlining the intent of the changes, which are as follows:

- The requirement to develop speed management plans is now discretionary rather than mandatory
- The Minister of Transport, rather than the NZ Transport Agency Waka Kotahi (NZTA), now has the authority to set a deadline for any of the steps involved in developing, varying or replacing Speed Management Plans (SMPs)
- Any previous deadlines for RCAs to prepare SMPs are revoked
- Regional Transport Committees (RTCs) and Road Controlling Authorities (RCAs) no longer need to meet the previous deadlines associated with setting speed limits outside schools as set out in the Rule.

These amendments to the Rule do not change the function of the Director of Land Transport to certify Speed Management Plans which RCAs choose to submit, however RTCs and RCAs should note the intention from the Minister to develop a new Rule. The Minister has encouraged RCAs to wait for this new Rule before developing or completing SMPs.

I acknowledge the implications of these changes may raise some questions around the progression of speed management plans, including those already submitted for certification. I have provided key information on how these changes may affect you and will provide more details as they become available.

This information along with any further updates will also be made available on the NZTA and Ministry of Transport websites.

Key information

- The Minister intends to replace the Rule and has encouraged RTCs and RCAs to wait until the new Rule is in place before developing or submitting SMPs;
- An RCA can choose to submit a SMP to the Director of Land Transport for certification.
- If a SMP has been submitted, but not yet certified, the RCA can withdraw the SMP prior to certification.
- Implementation of certified SMPs can continue.

- Speed limits which have migrated into the National Speed Limit Register remain valid.
- RTCs and RCAs retain the ability to target harm reduction through safety management responses including SMPs and infrastructure improvements;
- Work on the new Rule has commenced. The expectation is that further information on the scope and process for the new Rule will be available in early 2024.

If you have any concerns, please get in touch with your NZTA Area Programme Manager or Director of Regional Relationships for guidance and support.

Ngā mihi nui,



Brent Alderton
Director of Land Transport

Karakia Whakamutunga

Kia whakairia te tapu

Kia wātea ai te ara

Kia turuki whakataha ai

Kia turuki whakataha ai

Haumi e. Hui e. Tāiki e