
Christchurch City Council SUPPLEMENTARY AGENDA

Notice of Meeting:

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

Date: Wednesday 6 November 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

1 November 2024

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

To watch the meeting live, or previous meeting recordings, go to:

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28. Resolution to Include Supplementary Reports Te Whakataunga Whakauru Pūrongo āpiti

1. Background Te Horopaki

- 1.1 Approval is sought to submit the following reports to the Council meeting on 06 November 2024:
 12. Te Kaha Surrounding Streets - Construction Options
 21. Notice of Motion - Brougham Street Upgrade Funding
 22. Notice of Motion - Scruttons Road Rail Crossing Solution
- 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 Te Tūtohu

- 2.1 That the reports be received and considered at the Council meeting on 06 November 2024.
 12. Te Kaha Surrounding Streets - Construction Options
 21. Notice of Motion - Brougham Street Upgrade Funding
 22. Notice of Motion - Scruttons Road Rail Crossing Solution

12. Te Kaha Surrounding Streets - Construction Options

Reference Te Tohutoro: 24/1552603

Responsible Officer(s) Te
Pou Matua: Jenny Rankin, Senior Project Manager Transport

Accountable ELT
Member Pouwhakarae: Brent Smith, Acting General Manager City Infrastructure

1. Purpose and Origin of the Report Te Pūtake Pūrongo

- 1.1 The purpose of this report is to outline options for completing the Te Kaha Surrounding Streets project and seek Council approval to proceed with the construction of the remaining works ahead of the opening of One New Zealand Stadium at Te Kaha.
- 1.2 This report is staff generated.

2. Officer Recommendations Ngā Tūtohu

That the Council:

1. Receives the information in the Te Kaha Surrounding Streets - Construction Options Report.
2. Notes that the decision in this report is assessed as high significance based on the Christchurch City Council's Significance and Engagement Policy.
3. Instructs staff to proceed with the remaining scope of the transport works associated with the Te Kaha Surrounding Streets Project (Separable Portion 3 (SP3)). This is specified as:
 - a. Lichfield Street between Barbadoes Street and Fitzgerald Avenue,
 - b. Tuam Street between Barbadoes Street and Fitzgerald Avenue,
 - c. Madras Street between Moorhouse Avenue and Tuam Street; and
 - d. Remaining works on Lichfield Street between Manchester Street and Madras Street.
4. Notes that completing the remaining scope of the transport works associated with the Te Kaha Surrounding Streets Project (Separable Portion 3) will be an additional 0.06% impact on rates.
5. Notes that the Public Excluded Attachment A can be reviewed for potential public release after 22 October 2025.

3. Executive Summary Te Whakarāpopoto Matua

- 3.1 The Council has awarded a contract to Issac Construction Ltd for water and transport works to be undertaken around the One New Zealand Stadium at Te Kaha. The physical works have been awarded in 3 separable portions (SP) as follows:
 - 3.1.1 SP1 relates to water supply and waste water upgrades for \$6.6 million, currently on time and on budget, plus a contract variation of \$475k to replace old water main pipes in Tuam Street;
 - 3.1.2 SP2 relates to Critical Transport works, the contract was awarded for \$10.6 million and currently on time and on budget.
 - 3.1.3 SP3 relates to Outlying/non-critical Transport works - the cost for SP3 is \$5.9 million.

- 3.2 The decision arising from this report is in respect of the SP3 package of works and whether it should proceed or not.
- 3.3 This report provides options for continuing with the remaining transport works or cancelling/postponing construction until a later date, and the associated implications.
- 3.4 The preferred option, as outlined in section 4 of the report, is to proceed with the remaining transport work (SP3), which as explained in the Finance section below has an incremental cost of \$4 million, for the following reasons:
- Maximises the efficiency of the street reinstatement ahead of the opening of One New Zealand Stadium at Te Kaha (Stadium);
 - Reduces the risk of reputational and operational issues associated with carrying out streetworks outside the Stadium after its opening;
 - Minimises long-term construction disruption to neighbouring businesses and property owners by utilising the one-pass approach methodology;
 - Ensures provision for taxi and rideshare services, and private buses providing transport to those attending events at the Stadium;
 - Provides transport network efficiencies and a higher user experience for accessing the Stadium during events, along with wider transport network efficiencies for all modes of transport including cycling and walking.
- 3.4.1 However, this approach also:
- Removes any opportunity to attract funding through the National Land Transport Fund (NLTF);
 - Has a higher cost to the Council: without NZTA subsidy this work will be funded through borrowing (refer Attachment A – Public Excluded Para 2.6 for revenue assumptions), so will come at a marginal long-term cost to ratepayers, or would need to be offset through delays to other Council projects;
 - Has a longer initial construction period, extending the major works by 3-4 months: and this results in continuing immediate impacts on local businesses
- 3.5 Once a decision has been made by the Council, this will be instructed to the Contractor and incorporated into their work programme.

4. Background/Context Te Horopaki

- 4.1 Christchurch will soon have the most modern, state of the art, multi-use arena within the southern hemisphere (One Stadium New Zealand at Te Kaha). There is a need to upgrade the surrounding streets to make them safer and more pedestrian friendly, so that they are ready for the increased activity that this area is going to experience.
- 4.2 After it opens, One Stadium New Zealand at Te Kaha and its surrounding precinct (Te Kaharoa) will frequently host events that will attract an estimated 15,000-20,000 people. It will also host larger, events less frequently.

NZTA Funding and Budget

- 4.3 As presented in the Memo to the Council dated 21 October 2024 (refer Attachment A), the Council has been informed by NZTA that the Transport works associated with the Te Kaha Surrounding Streets Project is extremely unlikely to attract funding through the National Land

Transport Programme (NLTP) 2024-27. This is due to funding in the NZTA Activity Class being fully committed and the timing of the works.

- 4.4 The Te Kaha Package of Works includes both 2W projects (water supply and waste water) and transport projects. The total value of this package of work is \$34 million. Of the \$34 million, \$11.4 million of this is associated with the water supply and waste water upgrades. The remaining \$23 million is associated with the transport portion of the work.
- 4.5 The table below outlines the overall project budgets and contract status:

	Transport	2 Waters	Total
Overall Project Budget	\$23 million	\$11 million	\$34 million (rounded), being \$23.1 million + \$10.9 million as detailed below.

Construction Costs			Status
Contract Price SP1	-	\$6.6 million	Awarded. 92% Complete. On budget.
Contract Price SP2	\$10.6 million	-	Awarded. 53% Complete. On budget.
Contract Price SP3	\$5.9 million	-	Not awarded.
Total Contract Value	\$23.1 million		

	Transport	2 Waters
Remaining project costs (\$10.9 million)	\$6.5 million	\$4.4 million
	Including contingency, staff costs, fees and construction costs such lighting and utilities (external to main contract).	Including contingency, staff costs, fees and construction costs (external to main contract).

Construction Contract

- 4.6 Isaac Construction has been awarded the contract to for the Te Kaha Surrounding Streets project. Its planned methodology aims to achieve the tight timeframes for delivery, maintain flexibility to work with the Te Kaha stadium contractor and provide value for money.
- 4.7 The construction contract has been let in three separable portions (SP):
- 4.7.1 SP1 – Three Waters work - \$6.6 million portion of the contract- Construction 92% complete and on budget (noting the variation of \$475k above, refer para 3.1.1).
- 4.7.2 SP2 – Critical Transport works - \$10.6 million portion of the contract – Construction 40% complete and on budget.

4.7.3 SP3 – Outlying/non-critical Transport works - \$5.9 million portion of the contract – Not instructed for construction.

4.8 At this stage SP1 and SP2 has been instructed for construction. SP3 has been awarded as a separable provisional item, see Figure 1 and a summary of it below. Isaac Construction will be the contractor if SP3 proceeds.

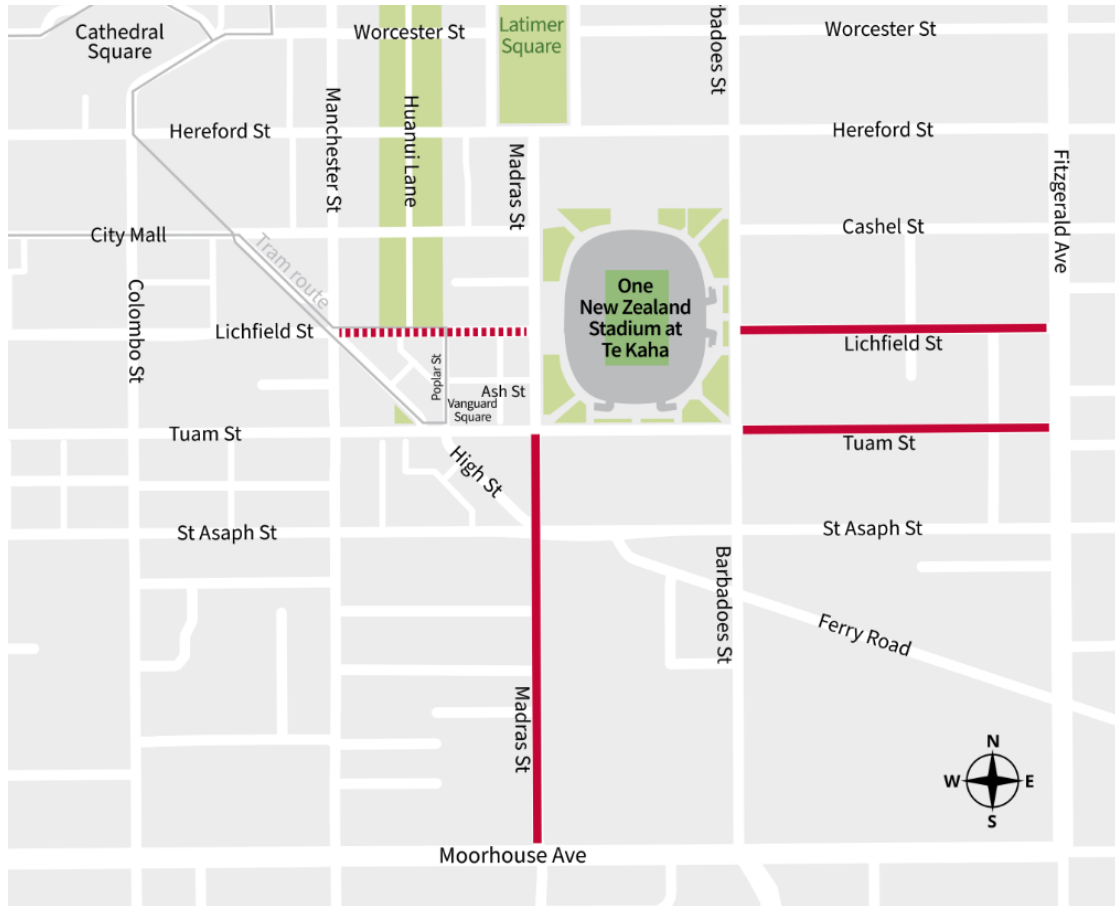


Figure 1 – Separable Portion 3

4.9 On 21 August 2024, staff advised the Council that a decision is required prior to December 2024 to ensure completion of the delivery of the Te Kaha Surrounding Streets Package of Work ahead of the opening of One New Zealand Stadium at Te Kaha.

4.10 SP3 refers to the remainder of the transport works and includes:

- The one-way conversion of Tuam Street, including provision of coach parking;
- The two-way conversion of Lichfield Street between Barbadoes Street and Fitzgerald Avenue, including provision of taxi/rideshare facilities;
- The pedestrian and cycle improvements on Madras Street adjacent to Ara Institute of Canterbury;
- The completion of Lichfield Street (Madras Street to Manchester Street) to the previously approved landscaped and paved finish.

4.11 The SP3 works are a provisional separable portion of the overall construction contract awarded to Isaac Construction. This portion has a contract price of \$5.9 million if completed as currently programmed.

4.12 Should the Council decide to defer or cancel the SP3 portion of the contract, the Council will still need to carry out a portion of works, at a non-avoidable close out cost of \$1.95 million.

This is required to ensure that the transport works undertaken to date return the streets to a safe and trafficable state, and includes stormwater pipes, civils such as kerb and channel works, and traffic signals.

Construction addresses the following risks

- 4.13 The one-way conversion of Tuam Street and the two-way conversion of Lichfield Street between Barbadoes Street and Fitzgerald Avenue have been identified in the Event Traffic Management Plan report as important traffic management features for the operation of the One New Zealand Stadium at Te Kaha.
 - 4.13.1 They have been designed to ensure that there is capacity for private bus parking, rideshare drop-off/pick-up areas, and these features are easily accessible from Fitzgerald Avenue.
 - 4.13.2 Should these elements not be included in the construction ahead of the opening of Te Kaha Surrounding Streets, significant additional Traffic Management would need to be considered for smaller and medium sized event to ensure that some provision for rideshare services and private charter bus services could operate efficiently.
- 4.14 The pedestrian and cycle improvements on Madras Street adjacent to Ara Institute of Canterbury, will provide a wide pedestrian connection for those parking and walking in the southern suburbs of Sydenham and Waltham to the city. The number of pedestrians is expected to rise with the opening of the Stadium.
 - 4.14.1 Additionally, these works will have a daily benefit to Ara students. Ara has raised with the Council long term safety concerns for students accessing businesses to the west of the campus and cyclists trying to access Ara from the St Asaph Street cycleway to the north. The time to improve the functionality of the pedestrian space in this area would be best achieved ahead of the opening of One New Zealand Stadium at Te Kaha.
- 4.15 Construction of these sections after the stadium is open and operating would have a large impact on the transport network and management of events at the stadium, as well as a continued impact on the businesses operating in this area.

Supporting Information

- 4.16 The following related memos/information were circulated to the meeting members:

Date	Subject
17 April 2024	Te Kaha Surrounding Streets – NZTA Funding Council Memo April 24
16 October 2024	Te Kaha Surrounding Streets – NZTA Funding Update and Project Cost Impacts Council Memo October 24

- 4.17 The following related information session/workshops have taken place for the members of the meeting:

Date	Subject
9 August 2022	Council Briefing (closed at the time) – provided with 21 Aug 24 report
8 November 2022	Council Briefing (closed at the time) – provided with 21 Aug 24 report
December 2022	Consultation Document https://ccc.govt.nz/assets/Documents/Consultation/2023/03-March/Getting-ready-for-Te-Kaha-consultation-document-WEB-v2.pdf
03 March 2023	Staff Report to Hearings Panel - https://christchurch.infocouncil.biz/Open/2023/03/BLHP_20230303_AGN_9397_AT.PDF

28 June 2023	Hearings Panel Report to the Council (Item 10) - https://christchurch.infocouncil.biz/Open/2023/06/FPCO_20230628_AGN_8435_AT.PDF
21 August 2024	Council Report (Item 14)- https://christchurch.infocouncil.biz/Open/2024/08/CNCL_20240821_AGN_8536_AT.PDF

Options Considered Ngā Kōwhiringa Whaiwhakaaro

4.18 The following reasonably practicable options were considered and are assessed in this report:

- 4.18.1 Proceed with SP3 as recommended.
- 4.18.2 Cancel SP3
- 4.18.3 Delay SP3 until a later date.

Options Descriptions Ngā Kōwhiringa

4.19 **Preferred Option:** Option 1 - Proceed with the remaining transport works.

4.19.1 **Option Description:** Instruct the construction of the remaining transport works (SP3).

4.19.2 Option Advantages

- Maximises the efficiency of the street reinstatement ahead of the opening of One New Zealand Stadium at Te Kaha.
- Reduces operational issues associated with carrying out streetworks outside the stadium after opening.
- Minimises long term construction disruption to neighbouring businesses and property owners by utilising the one-pass approach methodology.
- Ensures provision for taxi and rideshare services, and private buses.
- Provides greater efficiency across the city’s transport network, by providing capability and capacity for large numbers of users via all modes of transport to readily enter and depart the stadium and surrounding street area.
- Enhances both the safety and user experience of patrons attending events at the stadium and reduces the reputational risk of a compromised user experience.

4.19.3 Option Disadvantages

- Removes any opportunity to attract funding through the NLTF.
- Has a higher cost: without NZTA subsidy (refer Attachment A – Public Excluded Para 2.6 for revenue assumptions) this work would be funded through borrowing, so will come at as a marginal long-term cost to ratepayers or would need to be offset through delays to other Council projects.
- Has a longer initial construction period of 3-4 months: results in continuing immediate impacts on local businesses.

4.20 **Alternative Option:** Option 2 – Cancel the remaining portion of the transport works (SP3)

4.20.1 **Option Description:** Cancel SP3, with non-avoidable close out costs of \$1.95 million and requires:

- Asphaltting to bring roads and footpaths to level and provide a trafficable surface.
- Minor re-work of some kerb lines at intersections.
- Changes to road marking.

4.20.2 Option Advantages

- Construction impacts around One New Zealand Stadium at Te Kaha would cease more quickly.
- Lower cost to ratepayers as not incurring the incremental \$4 million.

4.20.3 Option Disadvantages

- Increases the cost of running events at the Stadium due to the need to undertake additional Event Traffic Management Plans (ETMP).
- There would be no provision on the streets surrounding the stadium for rideshare service pick-up/drop off and private coach parking, significant additional Traffic Management would be required at each event.
- Additional work would need to be done to ensure the surrounding streets were operational, including signalised intersections modifications, line marking changes and additional surface asphaltting.
- Compromises efficiency across the city's transport network, by reducing capability and capacity for large numbers of users to readily enter and depart the stadium and surrounding street area.
- Compromises the user experience of people attending events at the stadium.

4.21 Alternative Option: Option 3 – Delay the remaining portion of the transport works (SP3) (Noting that deferral beyond 2026 would in effect be very similar to cancellation in effects and NZTA funding would need to be re-applied for)

4.21.1 Option Description: Pausing the construction of SP3 until a later date, this will include:

- Asphaltting to bring roads and footpaths to level and provide a trafficable surface.
- Minor re-work of some kerb lines at intersections.
- Changes to road marking.
- The cost of deferral is estimated at not less than \$7.8 million, comprising the non avoidable close out costs of \$1.95 million plus all of the construction costs associated with SP3 at the construction rates that apply at that future point in time.

4.21.2 Option Advantages

- Immediate construction impacts around One New Zealand Stadium at Te Kaha would cease more quickly.
- Funding – There may be an opportunity to attract subsidy from NZTA for the remaining works either later in the current NLTP, or in future NLTPs.

4.21.3 Option Disadvantages

- Approved design will not be installed ahead of the opening of the One New Zealand Stadium at Te Kaha. Consequently, higher event costs would arise from the need to undertake additional ETMP to manage the traffic to the venue on event days.
- There would be no provision on the streets surrounding the stadium for rideshare service pick-up/drop off and private coach parking. Significant additional Traffic Management would be required at each event to make provision for this until such time as the work was completed.
- Additional work would need to be done to ensure the surrounding streets were operational. Signalised intersections would require modification, line marking

changes would need to be made and additional surface asphaltting would be required. This would come at an additional cost of \$1.95 million.

- The construction costs associated with SP3 are currently approximately \$5.9 million, this is likely to increase in the future. Current construction costs also incorporate cost efficiencies associated with Traffic Management Costs and construction methodology efficiencies.
- Recommencing the work at a later date would result in additional construction impacts on affected communities.
- The timing of any further construction would need to be coordinated and timed to minimised disruption to events.

Analysis Criteria Ngā Paearu Wetekina

4.22 The following considerations have been taken into account when analysing the options:

- 4.22.1 Construction impact – what is the impact on the construction timeline and methodology.
- 4.22.2 Financial impact – is there additional cost to the project or is there an impact on potential subsidy.
- 4.22.3 Reputational impact – what will the impact be on local stakeholders and how does the option relate to the original decision.

5. Financial Implications Ngā Hīraunga Rauemi

Capex/Opex Ngā Utu Whakahaere

	Proceed with SP3 (remaining transport works)	Cancelling SP3 (remaining transport works)	Deferring SP3 (remaining transport works) until 2026
Cost to Implement	\$5.9 million	\$1.95 million	>\$7.8 million (5.9M + 1.95M)
Works required	Delivery of full SP3 package of works.	Intersections and pavement surfaces made safe and trafficable.	Intersections and pavement surfaces made safe and trafficable. Delivery of SP3 at a later date.
Maintenance/Ongoing Costs	Net ongoing operational costs will not be significantly different.	Reinstatement of trafficable surface likely to have shorter asset life (~5-10 years). *	If decision made in 2026** net ongoing operational costs will not be significantly different.
Funding Source	LTP Transport Budget CPMS ID#18396	LTP Transport Budget CPMS ID#18396	LTP Transport Budget
Funding Availability	NZTA funding not available.	NZTA funding not available.	NZTA unlikely to consider funding until late 2025.
Impact on Rates – Assumes no NZTA funding	0.06%	Up to 0.02%	To be calculated once project approved

**This option assumes that the road and footpaths would be sealed with a minimal 30mm of AC to bring the surface to level, which has an asset life of 5-10 years. The asset life could be extended*

through a thicker AC layer, however, this would require a dig out of the existing structure and would therefore have further cost implications

***Noting that deferral beyond 2026 would in effect be a cancellation and NZTA Funding would need to be re-applied for.*

- 5.1 As noted in para 4.12 there are non-avoidable close out costs of \$1.95 million associated with deferring or cancelling SP3. The effect of these non-avoidable close out costs is that the incremental costs of recommended Option for SP3 is \$4 million (\$5.9-\$1.95).

6. Considerations Ngā Whai Whakaaro

Risks and Mitigations Ngā Mōrearea me ngā Whakamātautau

- 6.1 There are a number of risks associated with the decision in this report. The main risks have been identified as:

- 6.1.1 Financial.
- 6.1.2 Engineering/Technical.
- 6.1.3 Reputational.

Financial Risks

- 6.2 The risk of costs associated with delaying or cancelling the project are likely to increase on the basis of a number of factors:

- 6.2.1 Potential for re-tendering reduced construction package in future years.
- 6.2.2 Loss of efficiencies.

Engineering/Technical Risks

- 6.3 The conversion of Tuam Street to a one-way street (between Barbadoes Street and Fitzgerald Avenue) and the conversion of Lichfield Street (between Barbadoes Street and Fitzgerald Avenue) to a two-way street are required to allow smooth and efficient access for patrons using shared passenger vehicle services. The designated areas for drop-off/pick-up and coach parking are located in these two blocks. Their design has been developed to ensure traffic flow and operations within the city during small and medium sized events has a limited impact on the wider transport network.

Reputational Risks

- 6.4 The decision to undertake the construction of the surrounding streets package of works in line with the construction of the stadium was for a number of reasons:
- 6.4.1 Provide the greatest opportunity for the smooth and cost-effective running of events at the One New Zealand Stadium at Te Kaha.
 - 6.4.2 Reduce the impact of smaller and medium sized events on the wider transport network.
 - 6.4.3 Ensure that the disruption to the neighbouring properties and businesses due to construction was as limited as possible.
 - 6.4.4 Provide opportunities for complementary activity to take place around the Te Kaha precinct.
- 6.5 Cancelling or pausing the project has the potential to add delays to the construction duration, and it is highly likely that the approved design will not be completed in time for the opening of One New Zealand Stadium at Te Kaha for events.

- 6.6 Local businesses, properties and residents will have uncertainty over the timeframe of construction impacts and what the future area will look like. There is a risk that investment and redevelopment of the area may be affected.

Legal Considerations Ngā Hiraunga ā-Ture

- 6.7 Statutory and/or delegated authority to undertake proposals in the report:
- 6.7.1 The statutory power used to undertake the proposals as contained in this report are under the Local Government Act 2002.
- 6.8 Other Legal Implications:
- 6.8.1 There is no legal context, issue, or implication relevant to this decision.

Strategy and Policy Considerations Te Whai Kaupapa here

- 6.9 The required decision:
- 6.9.1 Aligns with the [Christchurch City Council's Strategic Framework](#). Creating a well-connected and accessible city, promoting active and public transport as well as a vibrant and thriving city centre.
- 6.9.2 Is assessed as high significance based on the Christchurch City Council's Significance and Engagement Policy. The level of significance was determined by considering the high level of interest from stakeholders through project progression and as part of the Hearing process and the fact that the decision has an impact on the metropolitan area of the central city.
- 6.9.3 Is consistent with the Council's Plans and Policies.
- 6.10 This report supports the [Council's Long Term Plan \(2024 - 2034\)](#):
- 6.11 Transport
- 6.11.1 Activity: Transport
- Level of Service: 16.0.10 Maintain the perception (resident satisfaction) that Christchurch is a walking friendly city - >=85% resident satisfaction

Community Impacts and Views Ngā Mariu ā-Hāpori

- 6.12 Community views have not been sought in relation to this decision because it relates to a contractual arrangement and construction sequencing. Community impacts and views were sought as part of the Hearings Panel process and changes as a result of consultation were made to the final approved design. The approved design has been reflected in the detailed design and tender process.
- 6.13 The decision affects the following wards/Community Board areas:
- 6.13.1 Central Ward/Waipapa Papanui-Innes Central Community Board.
- 6.14 The decision in this report is determined to be of metropolitan significance because it is within the metropolitan (Part A) area of the central city.

Impact on Mana Whenua Ngā Whai Take Mana Whenua

- 6.15 The decision does not involve a significant decision in relation to ancestral land, a body of water or other elements of intrinsic value, therefore this decision does not specifically impact Mana Whenua, their culture, and traditions.
- 6.16 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, as the decision relates to construction methodology issues.

Climate Change Impact Considerations Ngā Whai Whakaaro mā te Āhuarangi

6.17 The proposals in this report are unlikely to contribute significantly to adaptation to the impacts of climate change or emissions reductions, as it relates to construction methodology issues.

7. Next Steps Ngā Mahinga ā-muri

- 7.1 Should the Council decision be to accept the preferred option, staff will arrange for the Engineer to the Contract to instruct the Transport works relating to SP3. This will enable the contractor to proceed with the remainder of transport works ahead of the opening of One New Zealand Stadium at Te Kaha.
- 7.2 Should the Council decision be to accept either of the remaining two options, staff will arrange for the Engineer to the Contract to instruct the contractor to complete only works necessary for the safe operation of the surrounding streets and cancel SP3 from the current contract.

Attachments Ngā Tāpirihanga

No.	Title	Reference	Page
A	Council Memo Te Kaha Surrounding Streets - NZTA Funding Update and Project Cost Impacts (<i>Under Separate Cover</i>) - CONFIDENTIAL	24/1759651	

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

Document Name - Location / File Link
Not applicable

Signatories Ngā Kaiwaitohu

Author	Jenny Rankin - Senior Project Manager
Approved By	Jacob Bradbury - Manager Planning & Delivery Transport Lynette Ellis - Head of Transport & Waste Management Brent Smith - Acting General Manager City Infrastructure Bede Carran - General Manager Finance, Risk & Performance / Chief Financial Officer

21. Notice of Motion - Brougham Street Upgrade Funding

Reference Te Tohutoro: 24/1791016

Responsible Officer(s) Te
Pou Matua: Councillor Moore

Accountable ELT
Member Pouwhakarae: Mary Richardson, Chief Executive



Pursuant to Standing Order 22 of Christchurch City Council's Standing Orders, the following Notice of Motion was submitted by Councillor Moore.

1. Notice of Motion to the Council He Pānui Mōtini

That the Council:

1. Requests that the Mayor meet with the Minister of Transport, and send a letter to both the Minister of Transport and the Minister Responsible for RMA Reform regarding the potential reconsideration of Brougham Street Upgrade funding in light of the Government's recent fast-tracking of 4,200 homes in Rolleston.

Attachments Ngā Tāpirihanga

No.	Title	Reference	Page
A  	Officer Advice - Brougham Street Upgrade Funding	24/1892007	18

Memos



0. Brougham Street Upgrade Funding

Reference Te Tohutoro: 24/1892007

Jane Cameron, Team Leader Transport
Chris Morahan, Principal Advisor Strategic Transport

Responsible Officer(s) Te Pou Matua: Mark Stevenson, Head of Planning & Consents
Lynette Ellis, Head of Transport & Waste Management
Helaina Gregg, Principal Advisor Policy

Accountable ELT Member Pouwhakarae: John Higgins, General Manager Strategy, Planning & Regulatory Services

1. Purpose of the Report Te Pūtake Pūrongo

- 1.1 The purpose of this report is to provide the Officer Advice on Councillor Moore's Notice of Motion requesting the Government's reconsideration of the Brougham Street Upgrade funding as a result of its recent fast-tracking of the Rolleston West development.

2. Details Te Whakamahuki

Background

- 2.1 On 6 October 2024, the Government released a list of 149 projects for inclusion in its Fast-Track Approvals Bill (the Bill). The designated projects will be listed in Schedule 2 of the Bill once it is reported back from the Environment Committee in mid-October.
- 2.2 The approved project and subject of this Notice of Motion (NoM) is a development by the Carter Group in Rolleston West that includes 4,200 homes and four commercial centres 25 km southwest of Christchurch central business district.

Transport and Planning Considerations

- 2.3 This NoM specifically focuses on transport implications arising from the Government's decision to include the Rolleston West development in Schedule 2 of the Fast-Track Bill.
- 2.4 Staff note the following advice for the Council's consideration:
 - 2.4.1 Staff agree with the NoM that the scale of the proposed Rolleston West development will place additional pressure on Brougham Street.
 - 2.4.2 Staff also note that the transport implications of the Rolleston West development are not limited to Brougham Street and will have wider impacts on the city's roading network – especially when considering all of the additional growth proposed in the Selwyn District.
 - 2.4.3 Staff recommend that in addition to requesting reconsideration of the Brougham Street upgrade, that the Council use this opportunity to highlight the importance of the Public Transport Investment programme and Mass Rapid Transit in improving the efficiency and effectiveness of the Greater Christchurch public transport system. These improvements will help to alleviate the additional pressures on our transport network and assist in managing any downstream effects for Christchurch City.
- 2.5 Staff note that the NoM includes both the Minister of Transport and the Minister Responsible for RMA Reform acknowledging the strong interdependencies between land-use policy

Memos



decisions and transport. Writing to both Ministers will allow the Council's concerns to be framed in the broader context of the Government's 'Going for Growth' reforms, of which the Fast-Track Approvals Bill is phase two.

Ministerial Correspondence Considerations

- 2.6 Councillors should be aware that the Mayor has had several conversations with the Minister of Transport and the Chair and staff of NZTA Waka Kotahi regarding the Brougham Street Upgrade.
- 2.7 The Mayor wrote to the Minister (25 July) requesting support for the Brougham Street Overbridge following the Minister's visit to Christchurch. The Mayor received a response on 15 August, which made clear that there is not presently enough funding for the project.
- 2.8 The Mayor will continue to advocate for the Brougham Street Upgrades through formal processes, and he will continue to seek informal opportunities to advocate for this project wherever possible.

Attachments Ngā Tāpirihanga

There are no attachments to this report.

Signatories Ngā Kaiwaitohu

Author	Katie Matheis - Democratic Services Advisor
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22. Notice of Motion - Scruttons Road Rail Crossing Solution

Reference Te Tohutoro: 24/1942405

Responsible Officer(s) Te
Pou Matua: Councillor Templeton

Accountable ELT
Member Pouwhakarae: Mary Richardson, Chief Executive


Pursuant to Standing Order 22 of Christchurch City Council's Standing Orders, the following Notice of Motion was submitted by Councillor Templeton.

1. Notice of Motion to the Council He Pānui Mōtini

That the Council:

1. Notes the information provided to the Mayor and Councillors in the *Scruttons Road Level Crossing – Partial Closure of Heathcote Expressway MCR* Memo on 25 October 2024.
2. Expresses its concern at the approach KiwiRail is taking to crossing upgrades when the Council is working in the adjacent area.
3. Writes, with urgency, to the KiwiRail board and shareholding ministers encouraging them to find a solution to the Scruttons Road rail crossing that enables the completed Heathcote Expressway Puari ki Kakuhura Major Cycle Route to stay open.

Attachments Ngā Tāpirihanga

No.	Title	Reference	Page
A 	Memo - Scruttons Road Level Crossing - Partial Closure of Heathcote Expressway MCR	24/1750035	22

Memos



Memo

Date: 24 October 2024
From: Jacob Bradbury, Manager Planning & Delivery Transport
Elizabeth Neazor, Manager Legal Service Delivery
To: Mayor and Councillors
Waihoru Spreydon-Cashmere-Heathcote Community Board
Cc: Executive Leadership Team
Waitai Coastal-Burwood-Linwood Community Board
Waipapa Papanui-Innes-Central Community Board
Lynette Ellis, Head of Transport & Waste
Reference: 24/1750035

Scruttons Road Level Crossing - Partial closure of Heathcote Expressway MCR

1. Purpose of this Memo Te take o tēnei Pānui

- 1.1 The purpose of this Memo is to inform Elected Members of the potential partial closure of the Heathcote Expressway MCR.
 - 1.1.1 This is due to an assessment of the safety risk posed to cyclists and pedestrians at the Scruttons Road level crossing.
 - 1.1.2 It is likely that this will affect the cycleway between Vaila Place and Truscotts Road.
- 1.2 The information in this memo is not confidential and can be made public.

2. Update He Pānui

Background and Context

- 2.1 Heathcote Expressway forms part of the Major Cycleway Route (MCR) network.
 - 2.1.1 This provides a safe route from High Street in the Central City, to Martindales Road in Heathcote
 - 2.1.2 Progress to date:
 - Section 1 (Central City to the Tannery) – opened in October 2019
 - Section 2 (Tannery to Martindales Rd, Heathcote) – opened in December 2023
- 2.2 This section of track is the link between the KiwiRail's facilities in the city to the port at Lyttelton. Council staff understand that this is the busiest section of railway in the South Island, typically seeing 35-40 trains per day, with an operating speed limit of 50km/h.
- 2.3 The level crossing at Scruttons Road has traditionally been a very quiet semi-rural, dead-end road, providing access to 3 rating units, a substation, and a pump station.
 - 2.3.1 For this reason, the level crossing controls are lights and bells, with an additional warning light to warn users if a second train is coming.

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- 2.3.2 With the construction of the MCR, the level crossing now also forms an access point onto the MCR, which follows the railway on the northern side (see below). This has increased the level of traffic over the crossing, particularly of pedestrians, cyclists, and other vulnerable groups. The cycleway modelling suggests we would expect the numbers using this to increase further over time.



- 2.3.3 There are no separated facilities between vehicle and foot/cycle traffic on this crossing, so pedestrians, cyclist and cars need to share the road space while crossing the railway.

External Funding

- 2.4 Section 2 received funding from the government’s “Shovel Ready” programme.
- 2.4.1 It has been ambiguous whether the level crossing formed part of the agreement for the Shovel Ready programme, however, all Shovel Ready funding for this route has been exhausted. Therefore, all remaining costs are Council’s.
- 2.4.2 Staff have been working on formally defining the level crossing at Scruttons Road as outside the Shovel Ready scope, as this removes a large administrative burden (and therefore cost) to Council.
- 2.4.3 Rau Paenga have been informed of the situation.
- 2.5 This crossing was assessed for funding within the National Land Transport Fund 24-27, however, it was considered to have a low alignment and therefore was not included.

Level Crossing Upgrades

- 2.6 Upgrades to the level crossing have been discussed with KiwiRail over several years, with an “in principle” agreement being issued in 2019, and a full agreement signed in September 2022.
- 2.7 The initial Level Crossing Safety Impact Assessment (LCSIA) was carried out in 2019.
- 2.7.1 An LCSIA assesses the existing and proposed layouts, both in the current situation, and with assumptions about changes in traffic and the types of users. All level crossing upgrades must meet two criteria for the proposed design to be approved by KiwiRail:
- Criteria 1: Assessed as being Low or Medium-Low risk
 - Criteria 2: That the level of risk is equal to or lower than the original situation
- 2.7.2 While this LCSIA acknowledged that the standard for this type of facility was automatic gates, due to the likely cost it recommended a separated pedestrian/cycle facility, with additional warning lights and bells.

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- 2.8 KiwiRail has been insistent throughout that this needs to be brought up to their standard, which is for automatic gates on the pedestrian/cycle path, plus half arm barriers on the road, due to its multi-track environment. Council have been working towards this.
- 2.9 In early 2023 KiwiRail informed Council that they did not have resources available to support the level crossing upgrades in line with Council's MCR opening date. At the time they agreed to a temporary fix, which was for chicanes where the MCR meets Scruttons Road, plus additional flashing lights and bells facing the cycleway. However, they have remained clear that this is temporary, and that the full crossing upgrade would need to be carried out.
- 2.10 In April 2024, Council received an estimate from KiwiRail for this work, which had escalated to around \$6.5m for rail corridor works. The additional cost is mostly due to the need for additional signalling capacity, which is required to control the proposed automatic gates and half-arm barriers, and associated additional safety features.
- 2.11 Staff challenged KiwiRail on these costs and also made it clear that budget is not currently available to allow the works to proceed until Council have agreed to a budget increase through the Annual Plan.

Reassessment of the Level Crossing Risk

- 2.12 Based on this challenge and delay, staff and KiwiRail agreed to a new LCSIA being conducted to assess the current level of safety.
- 2.12.1 This included an assessment of the actual numbers using the level crossing after the opening of the MCR.
- 2.12.2 This also considered the chicanes and additional flashing lights and bells
- 2.13 Since the initial LCSIA assessment was carried out, there have been two changes that have substantially affected the calculations:
- 2.13.1 The method for assessing risk to cyclists on a level crossing has changed and is now significantly higher than in earlier assessments.
- 2.13.2 In 2022 NZTA increased the Value of Statistical Life (VoSL) from around \$4.9m to around \$12.5m.
- 2.14 The conclusion of this assessment was that the level crossing is unsafe:
- 2.14.1 The current layout fails Criteria 1, as it is assessed as having a "Medium" risk, rising to "Medium-High" with the expected increases in cyclists and pedestrians.
- 2.14.2 The LCSIA identified further maintenance work that could be done to improve the crossing, however, this would not improve the crossing enough: being assessed as "Medium", and again failing Criteria 1.
- 2.14.3 This has been assessed as equating to an expected Fatality Return Period of 1,003 years. Using the VoSL, the implied cost of an avoided fatality can be calculated, which, when compared to the \$6.5m cost for rail works (see 2.9) results in the proposed works here being deemed as "grossly disproportionate".

KiwiRail communications confirming closure of the MCR

- 2.15 On 24 September 2024, staff received a letter from KiwiRail (**Attachment A**) in which they stated that:
- *"KiwiRail's position is that the cycleway must be closed until the long term solution (an actively controlled pedestrian crossing) has been constructed."*

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- 2.16 Staff responded to this letter by email asking for confirmation of some details, and received a further letter (**Attachment B**) which stated:
- “KiwiRail is requesting that the cycleway be closed by 15th November 2024. This date is in line with the original timeframe being confirmed for October 2024, as well as providing sufficient time for Council to plan and implement this activity.”
 - “If Council are unwilling to take this action, then KiwiRail will be put in a position where further options will need to be assessed to ensure safety at the level crossing for users. This could include closure of the level crossing if there is no suitable alternative that achieves the required standard of safety.”
- 2.17 Staff are working on developing a solution to close the cycleway. Due to the lack of access points, this is likely to require semi-permanent fencing/gates at Vaila Place, Scruttons Road, and Truscotts Road, with the likely closure area shown below.



- 2.18 Senior Council staff are meeting senior KiwiRail staff to understand their drivers and seek potential solutions to allow the MCR to remain open.
- 2.19 Staff will be requesting additional budget through the FY26 Annual Plan, to allow the permanent solution to be enacted. However, given the precedent on seeking track availability, and the criticality of this section of line to KiwiRail operations, staff would estimate that it would be a minimum 18-24 months before it is fully enacted, and the cycleway can be re-opened.

Wider Level Crossing issues

- 2.20 Staff have seen large cost escalations and delays on a number of other projects which affect existing Level Crossings.
- 2.21 KiwiRail are also taking a different approach to that which staff have seen before on the scope and cost share for maintenance of existing level crossings.
- 2.22 The Legal Team and Executive Leadership Team have been made aware of these issues and are supporting staff with seeking solutions.
- 2.23 A workshop with Council is provisionally booked for 5 November 2024. Due to the nature of the discussion, this will need to be public excluded.

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3. Conclusion Whakakapinga

- 3.1 The level crossing at Scruttons Road has been assessed by LCSIA as being unsafe, due to the increased numbers of cyclists and pedestrians since the opening of the Heathcote Expressway Major Cycleway Route.
- 3.2 KiwiRail requires the closure of the cycleway approaching the level crossing by 15 November 2024, to mitigate the risk back to original levels.
- 3.3 Staff anticipate that this closure will be in place for at least 18 months, however, this is dependent on cost estimate accuracy, line availability, and final design approvals, plus Council approval of additional budget.

Attachments Ngā Tāpirihanga

No.	Title	Reference
A	Letter from KiwiRail re Scruttons - 24 September 2024	24/1767694
B	Letter from KiwiRail re Scruttons - 30 September 2024	24/1767695

Signatories Ngā Kaiwaitohu

Authors	Jacob Bradbury - Manager Planning & Delivery Transport Pana Togiato - Project Manager Elizabeth Neazor - Manager Legal Service Delivery
Approved By	Brent Smith - Acting General Manager City Infrastructure

23. Resolution to Exclude the Public

Section 48, Local Government Official Information and Meetings Act 1987.

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:

ITEM NO.	GENERAL SUBJECT OF EACH MATTER TO BE CONSIDERED	SECTION	SUBCLAUSE AND REASON UNDER THE ACT	PLAIN ENGLISH REASON	POTENTIAL RELEASE REVIEW DATE AND CONDITIONS
12.	TE KAHA SURROUNDING STREETS - CONSTRUCTION OPTIONS				
	ATTACHMENT A - COUNCIL MEMO TE KAHA SURROUNDING STREETS - NZTA FUNDING UPDATE AND PROJECT COST IMPACTS	S7(2)(C)(I)	PROTECTION OF SOURCE OF INFORMATION	THIS INFORMATION HAS BEEN SHARED CONFIDENTIALLY AND MAKING IT AVAILABLE PUBLICLY WOULD RISK THE FURTHER SHARING OF INFORMATION.	THIS INFORMATION CAN BE REVIEWED FOR POTENTIAL PUBLIC RELEASE AFTER 22 OCTOBER 2025.