

## 10. AAC ST Asaph Street - Proposed Road Layout Options

Reference: 17/960732

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### 1. Purpose and Origin of Report

#### Purpose of Report

- 1.1 The purpose of this report is to inform the Infrastructure, Transport and Environment Committee so it can review, assess and recommend to Council an appropriate option for the future of St Asaph Street.

#### Origin of Report

- 1.2 This report is staff generated and based on engagement with the Central City Business Group. The business group approached Council in March 2017 to discuss a number of concerns with the recently completed road works on St Asaph Street. The concerns related to user safety, parking losses, ease of access to parking bays, lanes widths, tree pits and service vehicle loading areas. Engagement to date has involved working with the business group to discuss options and possibilities for design changes with the intention that an option could be accepted for physical changes on the street.

### 2. Significance

- 2.1 The decisions in this report are of medium-high significance in relation to the Christchurch City Council's significance and engagement policy.
  - 2.1.1 The level of significance was determined by the significance matrix including the number of people affected and the level of community interest in the An Accessible City programme.
  - 2.1.2 Any option involving substantive changes will require some level of consultation. Further the recently formed Central City Transport Liaison Group will be briefed on the options and feedback considered.

### 3. Staff Recommendations

That the Infrastructure, Transport and Environment Committee:

(Note: Staff are not recommending an option in this instance. Staff are providing options for consideration by the Council)

1. Establish an extraordinary Infrastructure, Transport and Environment Committee meeting to receive and consider public feedback on the options within this report following a ten day feedback period.
2. Following receipt of public feedback, review and consider the two options proposed and make a recommendation to Council.
3. Note that staff are undertaking actions related to the road safety audit. These actions will not limit the options outlined in this report.

### 4. Key Points

- 4.1 This report does not support the [Council's Long Term Plan \(2015 - 2025\)](#).
- 4.2 The following feasible options have been considered:

- Option 1 - Minor Enhancements
    - Install two goods vehicle loading zones.
    - Modify the entry/exit of parking bays to make access easier.
    - Install additional cycle parking on identified islands.
    - Modify the tree pit kerb design to mitigate damage to car wheels.
  - Option 2 - Central City Business Group option
    - Reinstates approximately 53 car parks.
    - Revises the tree pit design on the north side of the corridor and reduces the number of tree pits provided.
    - Reduces the width of the northern footpath from three metres to two metres in the future to accommodate modification in lane width.
- 4.3 Option Summary - Advantages and Disadvantages
- 4.3.1 Options 1
- The advantages of this option include:
    - Installation of two loading zones that allow courier and delivery vehicles dedicated loading and unloading facilities where business owners have expressed a need where off-street options are limited.
    - Modifies the entry/exit of parking bays making it easier for drivers to access and exit parking bays.
    - Installs additional cycle parking on identified sites.
    - Modifies the tree pit kerb design to a mountable kerb, to mitigate potential wheel damage.
    - Maintains the existing urban design and public realm components of the scheme as well as traffic calming effects.
  - The disadvantages of this option include:
    - This option does not provide additional on-street parking.
    - Additional project cost which is not available within the current budget.
- 4.3.2 Option 2
- The advantages of this option include:
    - Reinstatement of approximately 53 car parks.
    - Number of tree pits are reduced, mitigating potential conflict with vehicle wheels.
  - The disadvantages of this option include:
    - Independent road safety audit has raised safety concerns.
    - Removes the urban design elements by changes to configuration and reduces the number of trees along the street.
    - Any substantial alterations to the current layout would require additional community consultation.
    - Reduced amenity for pedestrians on the north side of St Asaph Street due to narrowed footpath width.

- Additional cost which is not available within the project budget.

## 5. Context/Background

### Project Objectives

5.1 The project objectives for St Asaph Street were to:

- Deliver a separated cycle facility between Ferry Road and Antigua Street.
- Provide connection with the future Major Cycle Route at Ferry Road, and with key cycle routes in the central city, and complete the east-west one way function with the recently completed Tuam Street.
- St Asaph Street is to be a priority within the central city as a car and bus route.
- Provide for improved streetscape, with additional landscaped area and street trees.
- Support South Frame development objectives.

### Original Options Considered

5.2 Previous to Council's approval (in December 2015) of the plan that has been implemented, there were three options considered.

- The first option considered was based on the streets and spaces design guide which shows no parking on the south side adjacent to the cycleway separator. Cost was estimated at \$6 million.
- The second option investigated maintaining the parking on the south side of the street and provided for a widened footpath. The cost was estimated at \$5 million.
- The third option investigated was seen as the balanced option which was approved in December 2015 and constructed. Cost was estimated at \$3.5 million. This option retained parking on the south side of the corridor adjacent to the cycle facility to mitigate concerns over on-street parking loss.

### Current Project Status

5.3 Practical completion for this project was achieved on 16 December 2016.

5.4 An independent post-construction safety audit was commissioned and the completed report was received in March 2017 (Attachment A). There were a number of actions recommended by the auditors to enhance the visual elements of the street.

5.5 A number of these actions, including renewing and providing additional line markings, increasing the reflective markings and improving lane definition, will be undertaken to mitigate safety concerns.

### Project and Programme Finances

5.6 The original project budget was \$3.5 million. This was later increased following tender at contract award by \$1,000,000 from a surplus identified from other projects. Cost increases were a result of general increases to construction items across the whole project and larger than estimated traffic management costs. The current budget is \$4.5 million.

### Cycling Statistics

5.7 The Council has been carrying out cycle counts around the central city. St Asaph Street is included in these central city counts. A permanent counter was installed in July this year. An average of 350 cyclists have passed through St Asaph Street each week day since the installation of the counter. Continual counts will be taken to understand trends over time. Attachment C details the current central city cycle numbers.

### Parking Demand Survey

- 5.8 Parking surveys were recently conducted by Parking Operations staff. Late morning and early afternoon surveys were conducted each weekday for a period of two weeks. The purpose of conducting this survey was to determine whether drivers were avoiding particular parking spaces because of tree pits and the design of kerbs surrounding car parks. The surveys also serve as a baseline to later compare the effects of any future changes. The parking survey indicates that use of spaces in the corridor is random with no obvious vacancy pattern that might suggest that particular spaces are being avoided. Parking spaces that could be considered easy to access by driving forwards were as available as parks that might be considered more difficult to access. The occupancy rate that was established over the two week period was 75%. The variation between individual surveys each day was relatively low, indicating that 75% is a fairly accurate indication of current occupancy on any weekday.

### Speed Limit

- 5.9 The St Asaph Street post-construction safety audit has a key recommendation to implement a 30km/h speed limit which supports the as built design and the average current operating speed of 34km/h.
- 5.10 This report does not propose to address speed limit changes. Any alterations to the posted speed limit would require further community consultation to be undertaken with the recommendation reported back to Council.

### Growth in St Asaph Street and the Changing Environment

- 5.11 It has been noted that St Asaph Street has experienced a change in character in the last six months. Changes to the St Asaph Street environment include:
- Ao Tawhiti Unlimited Discovery School, which will accommodate up to 700 pupils.
  - Metro Sports Facility with 300 planned vehicle movements per peak hour and 5000 to 7000 people visits per week day.
  - Increasing numbers of students at ARA Institute.
  - Seven South Frame Laneways feeding onto the northern footpath of St Asaph Street.
  - Lower High Street re-development which connects to St Asaph and Tuam Streets.

### Business Group Engagement to Date

- 5.12 The newly formed Central City Business Group approached the Council with concerns around parking losses, ease of getting in and out of parking bays, lanes widths, tree pits and service vehicle loadings. Council staff have been engaging with this group over the past six months.
- 5.13 To date sixteen meetings have been held with a number of design options discussed.

### Options Discussed with Central City Business Group

- 5.14 Council staff have worked through a total of four options with the business group.
- 5.14.1 Option (Council-led) – which reinstates 7 car parks, 2 loading zones and modified urban elements. Cost estimate \$900,000 Option.
- 5.14.2 Option (Council-led) – which reinstates 27 car parks, 1 loading zone and modified urban design elements. Cost estimate \$1,000,000.
- 5.14.3 Option (Business Group Design) – which reinstates 60 car parks, and modified urban elements. Cost estimate \$1,100,000.
- 5.14.4 Option (Business Group Design 3a) – which is a variant to 5.14.2 above and does not indicate the number of on street car parks reinstated. An independent safety audit has been carried out on this design and a number of issues have been identified.

5.14.5 It should be noted that options one to three have not had safety audits undertaken.

5.14.6 Council staff in consultation with the Central City Business Group have been unable to reach an agreement on a suitable option that addresses any safety concerns.

#### Consultation Advice

5.15 Legal advice has been sought on whether public consultation would be required for any proposal altering current layout. The advice recommended public consultation is required to be carried out on any substantial changes to the current layout.

#### Road Safety Audit on Latest Business Group Design Option

5.16 Stantec (formerly MWH) and BECA consulting engineers were commissioned to carry out an independent road safety audit (Attachment B). The key comments from the auditor are:

- Inappropriate to undertake substantial changes as the current layout is functioning well.
- St Asaph Street environment has changed since the last audit in January 2017. New businesses and access ways have been formalised.
- South frame laneways more evident now due to openings on to St Asaph Street.
- Due to laneways accessing onto the northern side of St Asaph Street narrowing of the footpath is not advised.
- Add more street furniture such as laneway signage, bins, and cycle stands to make use of the islands and provide visual elements to the street and build outs.
- Implement 30km speed limit to support the operating speed and the current street design.
- The installation of additional car parks could increase the amount of side friction and conflict opportunities on what is a two-lane road and a public transport route.

## 6. Option 1 – Minor Enhancements

### Option Description

6.1 Doing minor enhancements provides some quick wins for St Asaph Street without implementing extreme change. The changes in this option can be viewed as cost effective for addressing concerns. These changes include:

- Install two goods vehicle loading zones.
- Modify the entry/exit of parking bays to make access easier.
- Install additional cycle parking on identified islands.
- Modify the tree pit kerb design to mitigate damage to car wheels.

### Significance

6.2 The level of significance of this option is low and is inconsistent with section 2 of this report due to the nature of the works being minor.

6.3 No community consultation for this option would be required as the layout is not substantially altered. A start work notice would be issued to advise affected stakeholders of any works to be undertaken. External communications will be provided by Council staff.

### Impact on Mana Whenua

6.4 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

- 6.5 Community and stakeholders would not be specifically affected by this option due to the minor nature of the works proposed. No formal consultation has been undertaken on any proposed layout changes.

### Alignment with Council Plans and Policies

- 6.6 This option is consistent with the Council's Plans and Policies

### Financial Implications

- 6.7 Cost of Implementation – \$210,000.
- 6.8 Maintenance / Ongoing Costs – Accounted for within current central city maintenance agreements
- 6.9 Funding source – The current AAC program has no additional funds available, therefore approval of additional funds will be required.

### Legal Implications

- 6.10 There are no legal implications identified.

### Risks and Mitigations

- 6.11 The risks of the minor enhancements option are low.
- 6.12 Key risks, consequences and mitigations are:

Risk	Consequence	Mitigation
Does not meet favour with the Central City Business Group or some other members of the public	Negative media Potential challenge of any decision	Clear and consistent communications from Council to wider public

### Implementation

- 6.13 Implementation dependencies – Dependent on implementing of post-construction safety audit recommendations and Council approval to proceed
- 6.14 Implementation timeframe – 12 weeks.

### Option Summary - Advantages and Disadvantages

- 6.15 The advantages of this option include:
- Installation of two loading zones that allow courier and delivery vehicles dedicated loading and unloading facilities where business owners have expressed a need where off-street options are limited.
  - Modifies the entry/exit of parking bays making it easier for drivers to access and exit parking bays.
  - Installs additional cycle parking on identified sites.
  - Modifies the tree pit kerb design to a mountable kerb, to mitigate potential wheel damage.
  - Maintains the existing urban design and public realm components of the scheme as well as traffic calming effects.

6.16 The disadvantages of this option include:

- This option does not provide additional on-street parking.
- Additional project cost which is not available within the current budget.

## 7. Option 2 - Central City Business Group Design Option (3a)

### Option Description

7.1 This option (Central City Business Group option 3a) changes the current design layout significantly (Attachment E). Features of this option include;

- Reinstates approximately 53 car parks.
- Revises the tree pit design on the north side of the corridor and reduces the number of tree pits provided.
- Reduces the width of the northern footpath from three metres to two metres in the future to accommodate modification in lane width

7.2 Stantec (formerly MWH) and BECA consulting engineers were commissioned to carry out an independent road safety audit on this option (Appendix B). Key points from the auditor are summarised in section 5.16.

7.3 It should be noted at this point, the advice from the independent road safety auditors is that the removal of islands cannot equate to car parking spaces. Design guidelines state minimum setbacks from driveways which must be adhered to ensure the safety of all users.

### Significance

7.4 The level of significance of this option is medium – high and is consistent with section 2 of this report.

7.5 Legal advice has been that community engagement/consultation would be required for this option.

### Impact on Mana Whenua

7.6 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

7.7 Community and stakeholders would be specifically affected by this option due to the substantial changes in the design and construction activities which will be carried out. No formal consultation has been undertaken on any proposed layout changes.

### Alignment with Council Plans and Policies

7.8 This option is inconsistent with Council's Plans and Policies

7.8.1 Inconsistency – Does not meet design guidelines and safety audit recommendations.

- Could compromise New Zealand Transport Agency funding.

7.8.2 Reason for inconsistency – If Council does not satisfactorily resolve Safety Audit issues, we could be exposed to liability and forfeit the protection of a nationally recognised process that a responsible road controlling authority would typically follow anywhere in New Zealand.

7.8.3 Amendment necessary – Plan is not approved

### Financial Implications

- 7.9 Cost of Implementation – Approx. \$1,200,000.
- 7.10 Maintenance / Ongoing Costs – Fits within current central city maintenance agreements.
- 7.11 Funding source – The current AAC Program has no additional funds available, therefore approval of additional funds will be required.

### Legal Implications

- 7.12 Legal advice was sought. If the proposed change is substantially different to that originally approved following consultation the additional consultation on the proposed changed will be required.

### Risks and Mitigations

- 7.13 The key risks identified are as below;

Risk	Consequence	Mitigation
Design does not meet road safety standards	High risk of safety incident	Don't implement possible option
Members of public disagree with changing the layout	Council to decide on proposal	Community engagement and clear and consistent project communication
Disruption to business as a result of construction activities	Business disruption	Clear and consistent project communication  Construction methodologies, including night works
Additional funding is not provided	Will have to be funded from other AAC projects	De-scope other projects

### Implementation

- 7.14 Implementation dependencies – Community engagement and Council approval.
- 7.15 Implementation timeframe – approximately 7 months.

### Option Summary - Advantages and Disadvantages

- 7.16 The advantages of this option include:

- Reinstatement of approximately 53 car parks.
- Number of tree pits are reduced, mitigating potential conflict with vehicle wheels.

- 7.17 The disadvantages of this option include:

- Independent road safety audit has raised safety concerns.
- Removes the urban design elements by changes to configuration and reduces the number of trees along the street.
- Any substantial alterations to the current layout would require additional community consultation.



- Reduced amenity for pedestrians on the north side of St Asaph Street due to narrowed footpath width.
- Additional cost which is not available within the project budget.

## Attachments

No.	Title	Page
A	RSA Report_St Asaph Final March 2017	
B	RSA Report_St Asaph concept 3a_draft2 August 2017	
C	Central City Cycle Numbers August 2017	
D	Parking Demands St Asaph August 2017	
E	CBD Business Group Option 3a	

## Confirmation of Statutory Compliance

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

(a) This report contains:

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

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

## Signatories

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Approved By	Lynette Ellis - Manager Planning and Delivery Transport Peter Langbein - Finance Business Partner David Adamson - General Manager City Services