

**BEFORE A COMMISSIONER APPOINTED BY THE CHRISTCHURCH  
CITY COUNCIL**

**IN THE MATTER OF  
AND**

the Resource Management Act 1991

**IN THE MATTER OF**

RMA/2022/517 – Proposed Digital  
Screen Campus, 129 Waimairi Road,  
Ilam

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**STATEMENT OF EVIDENCE OF ANDREW METHERELL  
(TRANSPORT AND PARKING)**

Dated: 8 August 2022

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## 1 INTRODUCTION

1.1 My full name is Andrew Alan Metherell. I am a Chartered Professional Engineer, a Chartered Member of Engineering New Zealand, and am included on the International Professional Engineers Register. I hold a Bachelor of Engineering (Civil) with Honours degree from the University of Canterbury. I am also an Associate Member of the New Zealand Planning Institute.

1.2 I have twenty-five years' experience, practising as a traffic engineering and transportation planning specialist based in Christchurch. I am currently employed as the Christchurch Traffic Engineering Team Leader at Stantec New Zealand (**Stantec**), a global multi-disciplinary engineering consultancy. In this role, I am responsible for providing transport engineering advice, assessment, and design for a wide range of activities.

1.3 I have had extensive experience providing transportation engineering advice and assessment for land development projects in the greater Christchurch area. Relevant to this project, I am regularly involved with the planning, assessment and design of land use activities that generate high levels of activity and traffic movement. Some recent examples include:

- (a) Transport assessment and design for Wigram airfield redevelopment as a mixed-use neighbourhood with a town centre, residential, and commercial areas;
- (b) Transport assessment and design inputs to the QEII Sport and Recreation Centre and master planning inputs for integration with the relocated Shirley Boys and Avonside Girls High Schools;
- (c) Peer review of transport assessments as part of the Outline Plan process for the Metro Sports Facility and Christchurch Mixed Use Arena;
- (d) Transport Assessment to support the Outline Plan processes for the KiwiRail Interislander Terminal Upgrade Ferry Precinct Redevelopment at Wellington (iReX); and

(e) Integrated Transport Assessment for Project Manawa, a project to establish a development plan for cultural, civic, community and commercial facilities in the heart of Queenstown.

1.4 I am familiar with the Dovedale campus site, which is the subject of this hearing. I have visited on several occasions at different times of the year and time of day. I led the preparation of the Integrated Transport Assessment (**ITA**), dated 24 February 2022, and submitted with the Application.

1.5 Whilst this is a Council hearing, I acknowledge that I have read and agree to comply with the Environment Court's Code of Conduct for Expert Witnesses, contained in the Environment Court Practice Note 2014. My qualifications as an expert are set out above. Other than where I state that I am relying on the advice of another person, I confirm that the issues addressed in this statement of evidence are within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

## 2 **SCOPE OF EVIDENCE**

2.1 Whilst I do not intend to reproduce the comprehensive ITA, my evidence will provide a summary of the key parts of the ITA and address any matters that have changed since that time. It will then go on to provide specific responses to traffic related matters raised by submitters, and then provide responses to matters raised in the section 42a report (the **Officer's Report**).

2.2 In preparing this evidence, I have read and considered the following documents:

- (a) Relevant provisions of the Christchurch District Plan;
- (b) The National Policy Statement on Urban Development 2020;
- (c) The Application and AEE, including the s92 request and the Applicant's response;

- (d) Submissions lodged in relation to the Application relevant to transport matters;
- (e) The following statements of evidence prepared by witnesses for the University: Dr Andrew Phelps, Caroline Hutchison, David Brady, Max Herriot, and Dean Chrystal; and
- (f) The Officer's Report.

### 3 **SCOPE OF EVIDENCE**

#### 3.1 My evidence addresses:

- (a) The existing transport environment including:
  - (i) The local transport network (including existing campus connections for different transport modes, local road connections to the wider transport network, and car parking supply and utilisation);
  - (ii) The wider transport network, and recent changes to infrastructure to support active and sustainable transport modes servicing the University;
- (b) Traffic generation and traffic distribution characteristics of the proposal;
- (c) My assessment of parking and traffic effects based on the updated activity information provided by way of the section 92 response, and further assessment comparing to historical activity levels;
- (d) Response to the parking and traffic related matters raised in submissions;
- (e) Section 42a report; and
- (f) Consent conditions.

### 4 **SUMMARY**

- 4.1 I have assessed the transportation matters associated with the proposed re-development of the Dovedale campus.

- 4.2 I consider that development of the site can be accommodated within the transport network and urban area in a manner that largely complies with the District Plan transport standards, and suitably integrates the site development with the existing campus and surrounding transport network.
- 4.3 The additional level of vehicle traffic that will be generated by the proposed Digital Screen Campus development is not large in the context of overall activity permitted at the campus. I consider that this traffic can efficiently and safely access the local transport network with negligible change in performance of key intersections.
- 4.4 My assessment of person activity and travel modes has identified that the change in parking demand as a result of the proposal is at most times likely to be negligible. At times of peak production, there will likely be a short duration minor level of effect on the extent of on-street parking. Residential streets already have parking management measures in the form of marked parking areas, and some time restrictions are in place. Over time, Council can review the effectiveness of on-street parking management in response to actual demand.
- 4.5 Some management of heavy vehicle movements is recommended to ensure that the accesses are used effectively and safely, as designed.
- 4.6 Travel demand management planning, particularly for peak production activity, can contribute to achieving the low levels of car driver mode share assessed. It can also assist with monitoring and supply of car parking on-site in a way that assists with managing the various competing transport related objectives. Travel demand management planning will form part of the Travel Management Plan (condition 27).
- 4.7 For the reasons I have set out, I consider that the proposed redevelopment can be supported from a transportation perspective.

## 5 EXISTING TRANSPORT ENVIRONMENT

### Local Transport Network

- 5.1 The site is on the existing University of Canterbury Dovedale campus at Ilam.
- 5.2 To the east of the site is Waimairi Road, a minor arterial route which also provides a core public transport route role. The road carries approximately 24,000 vehicles per day, which makes it a busy road. Some queuing past the site occurs at peak times on the road network as a result of the operation of traffic signals at Waimairi Road / Maidstone Road and Waimairi Road / Peer Street.
- 5.3 A Major Cycleway, the Uni-Cycle Route, crosses Waimairi Road at dedicated pedestrian/cycle traffic signals immediately south of Dovedale Avenue. The Major Cycleway is in the form of a wide shared path that extends to the western end of Dovedale Avenue and also provides the primary pedestrian connection between the Dovedale and Ilam campuses.
- 5.4 The Nor'west Arch Cycleway passes the Ilam University Campus on Ilam Road, and has resulted in removal of some on-street parking in the area. The cycleway intersects with the Uni-Cycle route providing a broad catchment for cycling to the campus by cycleway. I understand the next stage of the Nor'west Arch north of Maidstone Road will further improve cycling access to the north, and also requires removal of further on-street car parking spaces on Ilam Road north of the University.
- 5.5 Dovedale Avenue, on the north side of the site, is a local road with Dovedale campus activity on its southern frontage, and residential activity on the northern frontage. Currently it carries approximately 1,700 vehicles per day which is consistent with a local road classification. It accommodates a suburban bus service as described in the ITA. The road has been developed in a way that supports campus related on-street parking demand, with right angle parking spaces along its length on the campus side. There are currently three vehicle crossings to the Dovedale campus, with a primary access at the Ring Road through the campus, and two

minor vehicle crossings. The Major Cycleway crosses each of the vehicle crossings with priority retained for vehicles at the Ring Road crossing.

- 5.6 Solway Avenue (local road), Montclare Avenue (local road), and Parkstone Avenue (collector road) are the other roads in the vicinity providing key access routes to the Dovedale campus. Montclare Avenue forms part of the 130 suburban bus route.
- 5.7 The review of road safety included in the ITA identified that crashes at the Waimairi Road / Dovedale Avenue intersection occurred on Waimairi Road as a result of rear end crashes or drivers losing control. None involved turning vehicles.
- 5.8 The crashes on the local road network surrounding the Dovedale campus included parking manoeuvres, and there were three campus access related crashes. Those occurred at the Solway Avenue and Parkstone Avenue accesses, the latter likely related to visibility constraints resulting from parked cars. I have not identified any serious road safety concerns with the local road network.

### **Dovedale Campus**

- 5.9 The Dovedale campus transport connections were described in the ITA. There is an internal access road network linking Dovedale Avenue, Parkstone Avenue, and Solway Avenue. These also provide access to some of the on-site car parking. The internal roads are traffic calmed with speed humps and narrow carriageways. Other car parking areas are accessed directly from Solway Avenue and Parkstone Avenue.
- 5.10 A number of separate pedestrian access points and paths exist across the campus. That includes a meandering pathway off Waimairi Road which currently links back to Dovedale Avenue, but also provides an informal connection to the student accommodation buildings. The site has wide open green space and non-secure boundaries with the street, adding to its suburban open and park-like environment. Part of the green space boundary adjoins that of residential neighbours.

5.11 There are approximately 578 vehicle parking spaces on the campus, with approximately 557 available for use<sup>1</sup> at the time of preparing the ITA. The car parking is predominantly located on the western and northern edge of the campus. In addition, there are 28 loading spaces and 348 bicycle parking spaces available.

### Car Parking Surveys

5.12 I arranged for car parking surveys to be carried out to quantify existing levels of utilisation of the on-street parking resource surrounding the Dovedale campus, including during term holidays and during term time. The survey extent and results are described in **Appendix A** to my evidence.

I have produced Table 1 that shows the occupancy of on-street car parking spaces at different times of the day. I note that car parking resource is often considered to be effectively utilised with a target occupancy of 85%<sup>2</sup>. Current parking demand levels across the local area are well below the 85% utilisation target.

Location	Capacity (spaces)	Occupied Spaces (Occupancy)		
		Out of Term - Evening	Out of Term - Midday	In Term - Midday
Dovedale Campus Frontage Streets	252	40 (16%)	121 (48%)	187 (74%)
Surrounding Streets	641	216 (34%)	182 (28%)	217 (34%)
On-site	557	Not counted	Not counted	122 (22%)
<b>Total Area Recorded</b>	<b>1,450</b>	<b>Not counted</b>	<b>Not counted</b>	<b>526 (36%)</b>

**Table 1: On-Street Parking Occupancy Summary**

5.13 The surveys undertaken show that the surrounding streets have minor variations in peak car park occupancy in term and out of term, indicating the University currently has minimal influence on parking availability based on its current operations. At a detailed level, it appears that on-street parking on surrounding streets is

<sup>1</sup> Some spaces were not available for use as they were being used for other purposes, such as storage.

<sup>2</sup> 85% car parking occupancy represents effective and efficient use of the available parking resource, providing some spare capacity to enable parking turnover. Refer to section 3.4 of <https://nzta.govt.nz/assets/resources/national-parking-management-guidance/national-parking-management-guidance.pdf>



often associated with the adjacent residential activity which I understand includes rental accommodation.

- 5.14 The car parking spaces on roads immediately adjacent the campus have a greater level of variation, reflective of their attractiveness during the day time and term time for on-street parking associated with the University. Even out of term, there is an increase in on-street parking during the day compared to the evening, indicating some base level of University parking demand at all times, most likely associated with staff.
- 5.15 I estimate the residential area is generating a demand of up to approximately 250 spaces, considering the out of term surveys. This indicates the Dovedale campus is generating demand for at least 275 parking spaces.
- 5.16 Based on the target car parking utilisation ratio of 85% I described earlier, there is currently in-term residual capacity of approximately 706 car parking spaces<sup>3</sup> across the Dovedale campus, frontage streets, and surveyed surrounding streets.
- 5.17 If the estimated existing 275 Dovedale campus generated parking demand is accounted for, then the overall capacity of the on-site and surrounding parking to accommodate Dovedale campus related parking at 85% utilisation is approximately 980 spaces in total.

### **Car Parking Management and Patterns**

- 5.18 The University has a significant on-site car parking resource at both its Ilam and Dovedale campuses, however for the reasons described in Ms Hutchison's evidence related to mode shift, it does not aim to satisfy all of the potential car parking demand generated by the University through on-site parking. Instead, it implements a Parking Plan in which users of on-site parking pay for the use of the on-site parking resource. Typically, that is through monthly or annual parking permits which enable permit holders an ability to seek an available space on-site. The University is located near well

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<sup>3</sup> 85% utilisation = 1450 spaces x 85% = 1,232 spaces; Residual capacity 1,232 spaces – 526 spaces occupied = 706 spaces

developed and planned active mode and public transport infrastructure.

- 5.19 Travel surveys confirm that the proportion of staff and students that drive a private vehicle to the campus is much lower than the general population. The Parking Plan provides that additional parking should not be provided on campus, reflecting the target of minimising private vehicle use and maximising active mode and public transport travel to the campus. This is consistent with and enabled by the Government Policy Statement on Urban Development (NPS-2020), which resulted in removal of District Plan minimum parking requirements and associated objectives and policies.
- 5.20 The current version of the University's Parking Plan proposes to gain efficiency in the utilisation of the on-site parking resource through more active monitoring of utilisation, and adjustments to payment methods, pricing, and parking prioritisation.
- 5.21 As indicated by the parking surveys, the current Dovedale campus parking is underutilised as those that could choose to pay for on-site parking can instead use the available on-street parking resource. This is exacerbated by the Dovedale campus currently operating well below staff and student capacity and historical usage.
- 5.22 The University does not have a role in managing the on-street parking resource, which is a Council responsibility. Historically the surrounding streets have provided a largely unrestricted and free parking resource such that it provides an attractive alternative to the user pays on-site parking. Existing on-street parking management measures include neighbourhood wide definition of parking spaces using paint markings. This supports maximising parking compliance near residential driveways, which in turn addresses the potential for road safety and nuisance concerns of cars parking across or too close to driveways.
- 5.23 There are some limited time restricted parking spaces in the vicinity of the Dovedale campus, although these appear to be localised treatments rather than a neighbourhood wide treatment.

Some of those only apply from February to November during daytime hours, reflecting most of the University student year.

- 5.24 I consider the current level of parking occupancy on-street is unlikely to trigger a review of time restrictions by Council. Opportunities do exist for Council to implement a more comprehensive approach to time restricted parking if or when parking patterns change. That could enable additional management of on-street parking demand in adjacent residential areas to provide equitable availability of the parking resource, as occurs near other areas of strong car parking demand.

## **6 PROPOSED ACCESS AND PARKING ARRANGEMENTS**

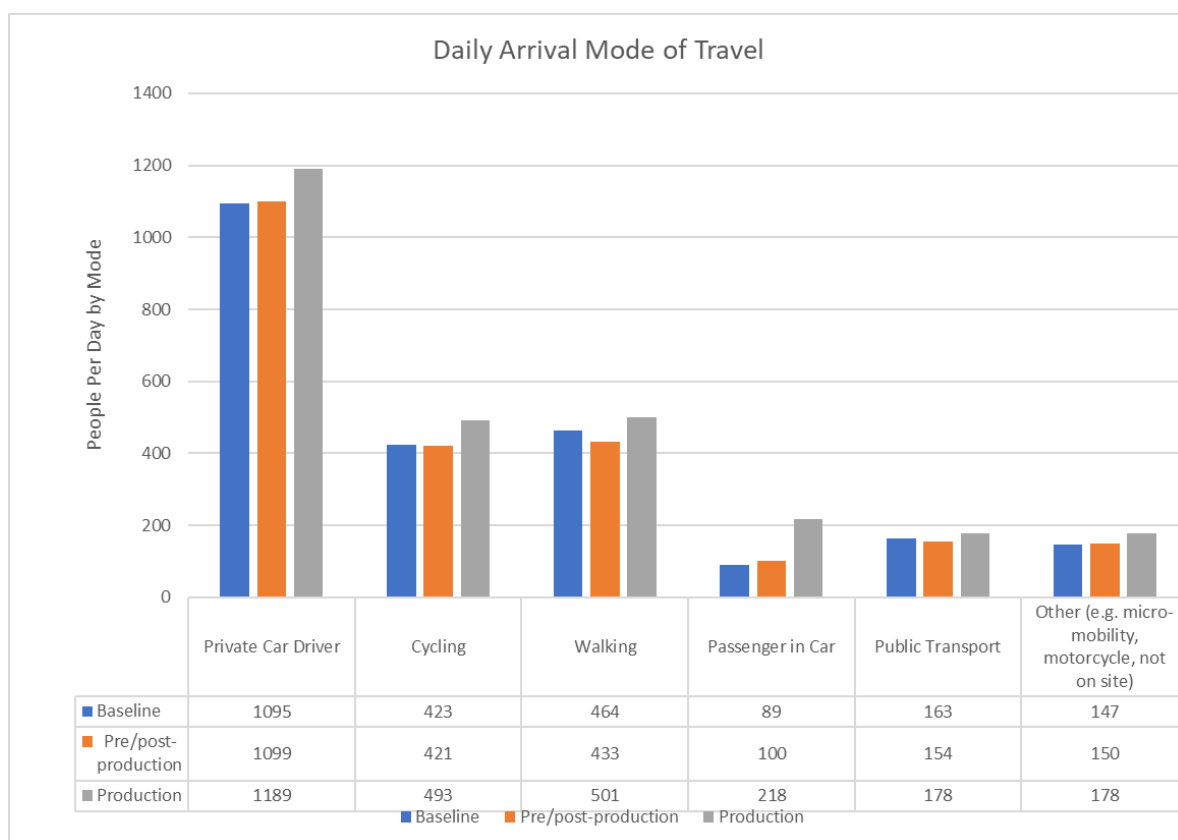
- 6.1 Access to the new buildings proposed as part of the Digital Screen Campus east of the Ring Road will be provided via three vehicle accesses, these being at Waimairi Road, Dovedale Avenue and directly off the internal campus road network.
- 6.2 These accesses will have varying degrees of restrictions on vehicle movements depending on the type of activity on site.
- (a) The Dovedale Avenue access will be a primary access for most vehicles accessing the backlot, and is provided as a separate access to maximise integration of the film studio and Dovedale campus. It will not accommodate articulated truck or truck and trailer units.
  - (b) The Waimairi Road access is intended to support access to the site during productions and by the low numbers of long heavy vehicles that are expected to access the site, including articulated truck and trailers, and truck and trailers. Those vehicle types are otherwise constrained in their physical ability to access the site.
  - (c) The internal access supports servicing movements, particularly by smaller heavy vehicles, internally between the campus and backlot.
- 6.3 I consider each access is well located to support flexibility of movement to and from the backlot area, and can be designed to

have minimal effect on the adjacent transport network. Specific safety treatment is proposed for the new Dovedale Avenue access to recognise the importance of the Major Cycleway and key pedestrian corridor that it will cross.

- 6.4 While existing campus parking will be utilised for a majority of cars associated with the new facility, there will be four additional parking spaces provided beside the Waimairi Road vehicle access (to the backlot area) for visitors accessing the site. This includes a mobility parking space located closest to the site entrance. The backlot area will also allow for heavy vehicles (i.e. truck and trailer units) to be stored onsite throughout the production phase.
- 6.5 Two vehicle accesses are proposed to be permanently closed to vehicles to the west of the Ring Road. As described in the RFI response by Stantec, this has been proposed in response to submissions and feedback from Council Officers about a loss of on-street parking and the new access crossing on Dovedale Avenue.
- 6.6 As detailed in the ITA, the University has a 10 year consent excluding it from complying with District Plan cycle parking rules. Instead, a demand based response is required through regular surveys of cycle parking. Despite this, as part of the development, an additional 20 cycle parking spaces are proposed adjacent to the Green Screen building and accessed from the Ring Road.

## 7 **TRAFFIC GENERATION**

- 7.1 The ITA and RFI response (27 April 2022) included assessments of person activity on the campus, and that was then translated to traffic movements based on travel survey information.
- 7.2 Figure 1, extracted from the RFI response, shows the calculated arrival modes for each of the scenarios assessed. It can be seen that the Dovedale campus will have high utilisation of modes other than private car, however the changes in use of each mode is not significant. In my opinion, the changes in activity will not alter the level of transport infrastructure or service provision required for the campus.



**Figure 1: Travel Mode Summary (Arrivals across the Day)**

7.3 The assessment concluded that at pre/post-production levels, the campus would have practically the same level of transport demand as the “Current” scenario of using existing buildings for typical University activities<sup>4</sup>. I understand from the evidence of Dave Brady that for approximately 40% of time that the sound stages are used, there would be less than 40 crew on site.

7.4 The peak production activities had a potential increase of transport demand of 8-9% on the baseline, a calculated difference of approximately 186 vehicle movements per day (which allows for the departure journey from the campus). It was noted for context that this is equivalent to the traffic generation from approximately 19 residential houses, so is modest in the context of the broader neighbourhood.

7.5 I acknowledge the activity-based assessment is a complex method and includes a range of documented assumptions. This was

<sup>4</sup> As set out in Table 2, Scenario 1 of Caroline Hutchison’s evidence

necessary to understand the relative difference between the proposed activities and potential use of existing buildings on the site. The activity level assessments were based on calculations by University of Canterbury, and these have been described in the evidence of Caroline Hutchison.

- 7.6 In her evidence, Ms Hutchison provides two additional activity scenarios for the Dovedale campus. The first is an historical use of the site when it was the Teachers College and included a multi-storey building (which has since been removed). Her Table 2 indicates that the Teachers College, under Scenario 7, had similar person-based activity (2,442 persons in any given hour) to the modelled future activity including peak occupancy of new film production facilities (2,477 persons in any given hour, as set out in her Table 2, Scenario 3). The assessed level of traffic generation for the proposed development will likely be very comparable to the historical use of the Dovedale campus as a Teachers College.
- 7.7 Scenario 5, set out in Table 2 of Ms Hutchison's evidence, is the anticipated development as at 2031 where the forecast number of students and staff will be well below the building based capacity assessment. In that respect, the proposed development will likely have lesser traffic related demand than the former use of the site as a Teachers College.
- 7.8 Broadly, the levels of traffic generated by the proposed development will be very comparable to both previous usage and baseline levels associated with refurbishment. Accordingly, I consider that the wider area and neighbourhood effects on the performance of the road network will be negligible.
- 7.9 Section 13 of the ITA also included more specific assessment of the potential traffic generation associated with the film studio component of the proposal. It demonstrated that the additional traffic volumes are low enough to be comfortably accommodated.
- 7.10 Mr Brady confirms in his evidence that the numbers related to assessment of heavy vehicle movement used in the ITA are appropriate.

## 8 PARKING DEMAND

8.1 The RFI response included an assessment of parking demand across a typical day based on the calculated activity levels. This was based on the activity analysis and patterns established from the University travel survey. I determined that the pattern of parking will show a peak around the midday period on a weekday. The difference in calculated parking at the peak occupancy of the site is shown in Table 2.

<b>Scenario</b>	<b>Staff / Non-Teaching</b>	<b>Students / Teaching</b>	<b>Total</b>
Baseline	453	411	864
Pre/Post-Production	526	354	881
Production	605	354	960

**Table 2: Dovedale Campus Parking Demand Summary (Parked Vehicles at 12-1pm, Weekday)**

- 8.2 The film studio pre/post-production scenario is essentially the same as the baseline scenario. The production scenario has an incremental increase on the baseline and pre/post-production scenario, generating approximately 100 additional parked vehicles.
- 8.3 In the RFI response, I described that during production (and recognising on-site parking would be well utilised even without productions), each side of the nearby streets would need to accommodate approximately 6 additional parked cars. In practice that involves parking in front of approximately 2-3 households on each side of the street at the busiest peak times. I consider the change from the baseline will not necessitate additional parking management measures.
- 8.4 Depending on the actual parking demand that eventuates, the Council could consider time-based restrictions as part of a neighbourhood parking management plan if demand reaches a level where that is deemed necessary. That would be a matter for other processes administered in the first instance by the local Community Board. I have assessed that the overall peak parking demand of up to 960 spaces (at essentially full utilisation of the campus space) can be accommodated on the campus, frontage streets and surrounding residential streets without exceeding the overall optimal parking utilisation of 85% occupancy (at least 980 spaces).

8.5 As described by Ms Hutchison, the actual utilisation of the space is likely to take some time, with her forecast (Table 2, Scenario 5) indicating person activity at year 2031 at approximately 78% of the level of activity I have assessed with full utilisation. In that respect, my analysis of parking is a "worst case" scenario.

## 9 TRAVEL MANAGEMENT PLAN

9.1 During productions, a Travel Management Plan is proposed as part of the consent conditions which will manage traffic generation, routes, and parking during production periods. In my experience, it would be appropriate for a plan to include a range of relevant action plans to contribute to:

- (i) minimisation of overall travel by private vehicle;
- (ii) management of heavy vehicle movement routes and timing based on expected road network conditions;
- (iii) coordination of the locations for accommodating peak parking; and
- (iv) providing familiarisation of the local transport network, and travel opportunities and constraints.

9.2 Mr Brady in his evidence refers to comparable plans being effectively applied for these purposes at other sites in New Zealand.

## 10 SUBMISSIONS

10.1 I have reviewed the submissions on the proposal which raise transport or parking matters. As there are a range of common matters raised by different submitters, I have addressed issues by topic.



## 11 SITE ACCESS AND PARKING

### Vehicle Access Locations and Loss of On-Street Parking

- 11.1 Some submitters<sup>5</sup> consider that no new vehicle access should be provided to Dovedale Avenue, and that the existing access should be relied on. I understand the concern is specifically that the new access will remove on-street parking.
- 11.2 UC has considered the matter and have reviewed use of existing accesses on Dovedale Avenue. As set out in the Stantec RFI Response dated 7 July 2022, it is proposed to remove two existing vehicle crossing points to the west of the main Ring Road access. That enables a net increase in on-street parking after the access modifications are made. With the closure of two accesses, there will also be a net reduction in the number of formed vehicle crossings on the southern side of Dovedale Avenue, satisfying the permitted activity standard in the District Plan. In my opinion, the establishment of the new access to Dovedale Avenue enables the film studio to be serviced separate from the main campus, where there is a focus on pedestrian integration and connectivity with the studio. It enables a majority of vehicle servicing movement, including light truck movements, to be focused on the eastern end of Dovedale Avenue.
- 11.3 Some submitters<sup>6</sup> consider that adding vehicle access to Waimairi Road would exacerbate delay issues, particularly with the proposal to accommodate articulated heavy vehicles right turns. Noise and pollution are also noted as concerns. Noise matters are addressed in Mr Farren's evidence. A submitter recommends that the principal access is instead taken off Dovedale Avenue.
- 11.4 As set out in the Stantec ITA and Stantec RFI Response, the Waimairi Road vehicle crossing is necessary for accommodating the physical requirements of long heavy vehicles, and generally supporting access to and from the backlot. The road layout on Waimairi Road at the proposed access location is clear of

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<sup>5</sup> Catherine McEvedy, David Elvey, Susan Gardenbroek

<sup>6</sup> Theresa Jane Tyler-Gordon and Peter Gordon, Susan Gardenbroek, Unnamed Submitter

obstructions from traffic islands that exist at the Dovedale Avenue intersection.

- 11.5 Traffic usage at this access is anticipated to be at a low level, and does not connect to large car parks. The level of use of the vehicle crossing will not be out of character with the level of direct vehicle crossing access on Waimairi Road, and only short duration interruptions of Waimairi Road traffic movement would occur, as can happen at any vehicle crossing. During productions, the vehicle access arrangements can be further managed through the Travel Management Plan. For example, access routes can be defined based on the most appropriate routes for the time of day.

### **Vehicle Access Design**

- 11.6 Some submitters<sup>7</sup> have set out a desire for the new vehicle access to be designed with pedestrian and cyclist priority.

- 11.7 As set out in the Stantec RFI response, the Dovedale Avenue access can be designed with the standard Major Cycleway treatment for commercial driveways. That includes shared path priority, and additional delineation and signage. I also recommended that the marking and signage treatment is applied to the existing Ring Road to provide consistency along Dovedale Avenue. This has been incorporated as a proposed condition of consent.

- 11.8 The Waimairi Road vehicle crossing can be treated as a standard commercial vehicle crossing, applying the Council standard design for crossing a footpath. This is because it does not have the Major Cycleway passing it.

### **Gatehouse Location**

- 11.9 A submitter<sup>8</sup> considers the gatehouse location at the end of the new Waimairi Road entrance should instead be on Dovedale Avenue, as Waimairi Road is a heavy traffic road. They consider

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<sup>7</sup> Blake Quarterly

<sup>8</sup> Ilam and Upper Riccarton Residents Association

that this should be combined with widening of the Dovedale Avenue access, by shifting the Mill building east.

- 11.10 I understand that the building layout on site has been optimised taking account a range of constraints, including functional requirements, existing established tree boundary retention, use of the built form to create a secure boundary to the north, and to screen backlot activity to the south of the site. In that context I understand shifting buildings is not straightforward and will have flow on consequences for the development.
- 11.11 As I have set out earlier in my evidence, the Waimairi Road access is necessary to support access to and from the site. The gate house is not required to be in operation at all times, and would be utilised in combination with the Travel Management Plan when the productions require the use of the gate house and a secure backlot. It would primarily form the site entry at times of production, combined with an exit from Waimairi Road for long heavy vehicles and exit from Dovedale Avenue for other vehicles. The need for visitor parking at the gate house has been identified by those familiar with productions. It is understood that it would generally be associated with parking for VIP or approved persons. It would be low traffic generating.

### **Car Parking**

- 11.12 Some submitters<sup>9</sup> consider that car parking for the film studio should be provided on-site to minimise the effects on the immediate and surrounding residential areas. This includes increased availability of mobility and visitor parking spaces, with the Ilam and Upper Riccarton Residents Association suggesting 10 plus visitor spaces and 15 plus mobility spaces necessary to better match the disabled population in Christchurch.
- 11.13 Some submitters<sup>10</sup> also consider the on-site parking within Dovedale campus is inefficient and could be better optimised for additional parking.

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<sup>9</sup> Robert Geoffrey John Gane & Victoria Christine Gane; Ilam and Upper Riccarton Residents Association, Larry & Carol Milnes, Michael Bond, Susan Gardenbroek

<sup>10</sup> Catherine McEvedy

- 11.14 As I have described in my evidence, the University of Canterbury has an overall travel policy that seeks to maximise the use of sustainable travel modes, including walking, cycling and public transport. In recent years there has been a substantial investment in walking, cycling and public transport infrastructure that serves the University. The provision of free or cheap car parking attempting to satisfy parking demand on-site would run counter to the overall travel policy and would likely increase congestion on the network. I note that this policy is well aligned with the Government's National Policy Statement on Urban Development (2020)<sup>11</sup> which at Subpart 8 directed Christchurch City Council to remove from their District Plan minimum car parking requirements, and all associated objectives, policies, rules, and matters for assessment.
- 11.15 The University on-site car parking resource is instead priced to better reflect the real cost of car parking provision, and also supports making sustainable travel modes a practical alternative to private vehicle usage. Additional on-site car parking is generally not sought to be provided as it will simply encourage more car travel.
- 11.16 The University has however recognised that it can better optimise the use of its existing parking resource, increasing utilisation whilst not detracting from the overall travel policy. Measures include different pricing options, and monitoring utilisation. The availability of on-street parking does lead to a challenge in the University fully achieving its policy, as staff and students can still choose to make a trip in a private vehicle with free parking in close proximity to the University. Ultimately management of the on-street parking resource is a matter for the Christchurch City Council to review and address as it deems necessary.
- 11.17 The proposal's car parking provision has been considered with respect to the wider University Travel Plan. It was identified that some car parking can be provided at the gatehouse which support the proposed activity, without detriment to the overall urban form

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<sup>11</sup> <https://environment.govt.nz/assets/publications/National-Policy-Statement-Urban-Development-2020-11May2022-v2.pdf>

and travel policy. Over time, the University will be monitoring car parking, as they do with travel modes through their annual travel survey. I assessed that the proposed level of mobility parking satisfies the requirements of existing consents, and the required quantity for the incremental increase in parking proposed as part of development. In the future, any additional mobility parking required can be provided through reallocation of existing spaces, together with any minor changes to accessible route infrastructure that may be required. I consider that monitoring is the appropriate method to respond to demand for mobility parking above minimum requirements.

### **Pedestrian Safety of the Shared Path Major Cycleway**

11.18 A submitter<sup>12</sup> is concerned with the safety of the Dovedale Avenue shared pedestrian and cycle path, which forms part of the Major Cycleway network.

11.19 The pedestrian and cycleway was developed as a shared path to Major Cycleway standards, being some 4m wide. I understand that the cycleway form was developed following consideration of the relative advantages and disadvantages, including user safety, of different network forms of cycleway. I am not aware of any specific issues with the operation of the cycleway in its current form and do not consider any change is required to accommodate the digital campus proposal. To separate a cycleway from a footpath would have required Council to remove the angled on-street parking, which based on the submissions received on the resource consent application may have been of concern to the wider community.

### **Construction Access and Parking**

11.20 A submitter<sup>13</sup> considers a traffic plan is required during construction for sufficient on-site parking and access, due to their view that the earthquake related rebuild had issues.

11.21 I agree that during construction, a traffic management plan will be appropriate for the proposed activity, and this was described in

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<sup>12</sup> Whose name and address have been withheld

<sup>13</sup> Ilam and Upper Riccarton Residents Association

Section 14 of the ITA. I note that Mr Klomp has suggested that construction traffic management be addressed as part of the Construction Management Plan (condition 28), which I have no issue with.

- 11.22 The construction management plan in this case would include preferred routes based on an assessment of traffic conditions at the time of construction, available width of the road taking account of on-street parking and the ability to maintain two-way traffic flow, and the function of the street.
- 11.23 Local roads that will be sensitive for connection to the arterial road network due to their primary residential function should be avoided by construction traffic where possible including Montclare Avenue, Glenside Avenue, Solway Avenue (north of Dovedale Avenue), Rutherglen Avenue, and Lynfield Avenue. Routing plans taking this into consideration can be developed as part of the Construction Traffic Management Plan process, and implemented through site inductions and signage.
- 11.24 Parking provision for contractors within the site should be preferred where possible and particularly whilst there is available parking on the Dovedale site. It is recognised that while not all construction parking will be able to occur on-site, contractors will need to be encouraged through traffic management processes to manage parking to minimise effects on surrounding residential neighbourhoods.

## **12 SURROUNDING AREA PARKING AND TRAFFIC MAANGEMENT**

### **Activity Incompatible with Zoning**

- 12.1 Some submitters<sup>14</sup> consider the activity is out of character. Concerns mentioned include that heavy vehicle traffic generation by the site is more industrial in use than education / commercial and as such is incompatible with the zoning and surrounding area. A particular concern raised is the safety of pedestrians in the area,

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<sup>14</sup> Teresa Faye Smith, Robin Gardenbroek, Susan Gardenbroek

and that the activity will place an unanticipated strain on the road network which operates at capacity.

12.2 A submitter whose name and address has been withheld under the Local Government Official Information and Meetings Act has noted that the traffic flow would be significantly disproportionate with the amenity of the residential area.

12.3 The overall level of activity associated with the proposed activities was assessed in the ITA Section 13. I consider the additional peak traffic generation to be at a modest level that the surrounding transport network can safely and efficiently accommodate.

12.4 The overall Dovedale campus zoning enables significant development, with site coverage and a 20m height limit the primary limiting factors. More intensive multi-storey buildings are consistent with the zoning. In that respect, the proposed activity would not be particularly discernible from a traffic perspective when compared with otherwise permitted activity.

12.5 The RFI response provided detailed assessment against anticipated utilisation of existing buildings, and historic levels of activity, which also indicates that the overall campus traffic generation will be at a broadly similar level as with the proposed digital campus.

12.6 The pedestrian network has previously accommodated significant use of the Dovedale campus, and the provision of traffic signals to cross Waimairi Road, and the Major Cycleway shared path supports safe pedestrian movement. The proposed accesses can be suitably treated for pedestrian safety.

### **On-street Parking Management**

12.7 Some submitters<sup>15</sup> are concerned with the loss of on-street car parking due to new access and general demand for on-street parking associated with the campus. They also express concern with the management of on-street parking and suggest that streets (e.g. Lynfield Avenue) should become a resident only parking area,

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<sup>15</sup> Catherine McEvedy, Lois and Tony Carins, and a submitter whose name and address has been withheld under the Local Government Official Information and Meetings Act.

with additional time restrictions, whilst recognising some timed parking restrictions have not worked effectively. A submitter<sup>16</sup> considers a parking management plan for nearby streets needs to be provided for the fully functioning campus to enable resident and trade access to the residential area.

- 12.8 Christchurch City Council as road controlling authority has responsibility for car parking management on the public street network. Most streets in the vicinity have a degree of physical management with kerbside parking areas marked to ensure cars are legally parked away from vehicle crossings. Some no-parking lines are also in place to support safety such as on bends. This is more extensive than typical residential streets and reflects historical parking demand in the area when the existing Dovedale Avenue campus has operated at or close to its capacity.
- 12.9 I understand that timing restrictions can be put in place by Council, as they have been on residential streets around the wider University Campus. These are put in place in response to issues arising, and at this stage such issues may not arise, or may not arise for some time. A common request where car parking occurs on residential streets is for resident only parking to be implemented. I understand the Council is usually reluctant to use residents only parking, even in a central city context.
- 12.10 As I described earlier, the changes in on-street parking as a result of the digital campus development, and when compared to a baseline activity, will be limited, so I do not consider there will be a need for specific changes as a result of granting the resource consent.
- 12.11 I understand that the University has offered to undertake monitoring of on-street parking occupancy to enable Council to consider whether additional management measures are needed in the future.

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<sup>16</sup> Ilam and Upper Riccarton Residents Association



## **Dovedale Avenue / Waimairi Road Intersection**

- 12.12 Some submitters<sup>17</sup> consider the Waimairi Road signalised pedestrian crossing has affected performance, and the road has become a “nightmare”. Some submitters<sup>18</sup> consider the existing uncontrolled form of the Dovedale Avenue / Waimairi Road intersection is unsafe, with regular crashes. They consider the current positioning of the traffic lights to the south impacts the ability to turn right onto Waimairi Road, and they consider the signals should be shifted to the intersection to better provide for all road users.
- 12.13 The ITA reviewed the road crashes that have occurred at the intersection. In the five-year period 2016 to 2020, there were four crashes reported at the Waimairi Road / Dovedale Avenue intersection. None of the crashes were recorded as involving turning traffic.
- 12.14 The pedestrian / cycle signals create some disruption to the arterial through traffic, although that is to enable a Major Cycleway movement which is part of the strategic transport network. My observation is that the signals are not the critical traffic signal on the Waimairi Road corridor impacting performance, rather traffic signals at Maidstone Road and at Peer Street control overall traffic flow at busy times. I consider the proposal will not adversely impact the operation of the road network through the potential increased activation of the traffic signals.
- 12.15 The establishment of the Major Cycleway occurred quite recently, and as part of the design phase I expect alternative configurations would have been assessed. As Dovedale Avenue is a local road joining an arterial road, it would not normally be the type of intersection to have traffic signal control as it may induce through traffic.

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<sup>17</sup> Catherine McEvedy

<sup>18</sup> Lois and Tony Carins

### **Solway Avenue and Parkstone Avenue Road Layouts**

- 12.16 A submitter<sup>19</sup> considers that the Solway Avenue and Parkstone Avenue intersection should be reconfigured with a STOP sign and realignment of the intersection to ensure safety. They also consider street lighting needs to be upgraded, and the two Parkstone Avenue curves should have a reduction in parking on one side of the street.
- 12.17 Reductions in speed are identified by the submitter as a further measure that should be addressed, including on Brodie Street and Athol Street, Parkstone Avenue, and Solway Avenue.
- 12.18 Our review of reported road safety records did not highlight specific issues of serious concern. In my opinion these are matters that the Community and Council can consider through normal processes outside of the resource consent process.

### **Wider Area Traffic Plan**

- 12.19 A submitter<sup>20</sup> seeks a traffic plan for the surrounding neighbourhood to ensure all traffic moves efficiently and safely when the campus is working to capacity.
- 12.20 Through the assessment provided, I consider that the existing transport network formation can accommodate the changes in traffic volume associated with the Digital Screen Campus development. The existing campus has historically been fully utilised, and the transport network has safely accommodated the generated traffic. As there has been significant development of the sustainable transport infrastructure in the area, safety and accessibility of other transport modes to the Dovedale campus has improved over time. As the zone permits intensification, Council would have a role in ongoing review of the surrounding neighbourhood traffic management in any case.

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<sup>19</sup> Ilam and Upper Riccarton Residents Association

<sup>20</sup> Ilam and Upper Riccarton Residents Association

### 13 SECTION 42A REPORT

- 13.1 I have reviewed the Officer's Report prepared by Mr Klomp as well as the transportation memo of Mr Milne.
- 13.2 Mr Klomp largely relies on the assessment of Mr Milne and assessments by Stantec and myself in coming to the conclusion at paragraph 62 that adverse traffic safety or efficiency effects will be less than minor and acceptable. I agree with his assessment.
- 13.3 At paragraph 98 Mr Klomp addresses the adverse traffic related character and amenity effects. I agree with his assessment that the permitted baseline could allow for a significant number of persons on site in addition to what is proposed, and that there are no specific on-site parking requirements.
- 13.4 Mr Klomp goes on to recommend the University investigate how it can better utilise its on-site parking. As I described earlier, the University has an overarching Parking Plan that aims to provide sustainable transport outcomes for campus. That means that satisfying all parking demand on-site is not encouraged, and is an outcome I support in this context.
- 13.5 Current actions in the Parking Plan do seek to monitor utilisation on-site to improve parking outcomes where feasible. It is important to recognise the influence of Council management of the on-street parking resource on the outcomes that can reasonably be achieved. The proposed refinements I have recommended to the Travel Management Plan condition of consent (condition 27) that I describe later address these matters.
- 13.6 Mr Milne has undertaken a review of the ITA and RFI responses, and addresses this in his memo. I note that Mr Milne agrees with my technical assessment of the transport non-compliances, and assessment of the High Trip Generator Rule matters. I also agree with Mr Milne's assessment of the submissions made on transport matters, and concur with his opinion that the parking related effects are an anticipated outcome of the NPS-UD 2020.
- 13.7 I have noted that at Paragraph 24, Mr Milne recognises some of the uncertainty associated with the assessed outcomes. In my

opinion, the assessed outcomes are highly likely to reflect worst case scenarios because assumptions of fully utilised campus buildings have been made, and conservative assessments of heavy vehicle generation were assessed.

13.8 Mr Milne supports the use of a Travel Management Plan to address areas of uncertainty, and sets out recommended matters for inclusion in Paragraph 25. I recommend inclusion of parking management in condition 27, which I discuss below.

#### 14 **CONSENT CONDITIONS**

14.1 I have reviewed the conditions of consent included in the Officer's Report and have some comments as set out below.

##### *Condition 6*

14.2 Condition 6 seeks to set an expectation of how the Waimairi Road access will be used. From a traffic effects perspective, I consider the condition should be reworded to focus on the quantity of heavy vehicle movements as follows.

*Heavy vehicle usage of the Waimairi Road access shall be limited to 10 heavy vehicle movements per day and occasional light vehicle movements during production activities.*

14.3 This change is required to provide the certainty required in a condition and to fulfil its purpose which in this case is to limit the volume of heavy vehicles using the Waimairi Road access. The ITA and my evidence considers that the site can function with suitable flexibility as long as the Waimairi Road access accommodates the long truck and trailer / articulated truck movements required. The quantum of the heavy vehicle movements requires control to reflect the assessment of potential effects on Waimairi Road, and associated noise assessment (by Jon Farren). The management of light vehicles is not of particular concern from a traffic perspective, nor from a noise perspective as I understand it. In practice, the Dovedale Avenue access will be preferred for most of those light vehicle movements. I consider the Travel Management Plan

(condition 27, which I address below) is instead the appropriate method to address access routes for light vehicles.

*Condition 27*

14.4 Condition 27 recommended by Mr Klomp sets out the proposed content for a (post-construction) Travel Management Plan. I consider the condition includes access requirements that have been duplicated by his proposed Conditions 3 and 4.

14.5 I consider that the focus of Condition 27 should be on the Travel Management Plan measures I described earlier in my evidence. The residual design aspects relating to cycle parking, and design of the Dovedale and Waimairi Road accesses should be included in separate conditions under the "Traffic" header.

14.6 I also consider that some reference to peak production parking management would be appropriate within the (post-construction) Travel Management Plan. That would assist with effective management of the on-site parking resource, whilst being consistent with mode share targets assessed in the ITA, and the University Parking Plan.

14.7 I have also recommended refinement of the descriptions of use of each of the external vehicle accesses to the backlot to better reflect the assessed use and the need for some flexibility as the scale of activity and security of the site changes.

14.8 My suggested amendments to condition 27 addressing these matters are as follows.

*A Travel Management Plan (TrvMP) prepared by a suitably qualified and experienced traffic expert shall be submitted to the Council (via email to rcmon@ccc.govt.nz, attention: Manager Resource Consents) for acceptance. This shall be made available to all users of the new Film and Studio Facilities (those that are located on the Dovedale field site). The TrvMP shall cover, but not be limited to, the following:*

A) *Travel demand management planning and actions to:*

- ~~Encourage staggered arrival times during productions~~
  - Encourage ride sharing to minimise the use of single occupant vehicles parking on or near the site.
  - Encourage use of active and public transport passenger transport modes during production times.
- B) Parking management plan to identify any parking on-site to be allocated for production users to manage peak production parking demand. The plan shall:
- balance the additional demand for on-site parking with existing use of the parking resource in accordance with the University Parking Plan,
  - seek to minimise peak production impacts on on-street parking where possible, including through flexible use of on-site parking during peak production, and
  - aim to manage supply of on-site parking allocation for peak production so that it does not diminish the opportunities for achieving the low assessed car driver mode share.
- C) Transport routing planning and actions to provide a safe and efficient heavy vehicle access management strategy that responds to the type of vehicle accessing the site, expected timing of movements and transport network conditions, as generally described in the AEE and supporting documents, including
- All heavy vehicles (long truck and trailer heavy vehicles) shall access the site via the Waimairi Road access, for both entry and exit.
  - No left turns from long truck and trailer heavy vehicles exiting the Waimairi Road access shall occur. Signage shall be installed at the Waimairi entrance reminding drivers of this requirement.

- ~~All heavy vehicles (long truck and trailer heavy vehicles) shall approach the Waimairi Road access from the southbound lane on Waimairi Road using a right hand turn to enter the site.~~
- An access strategy during large scale production activity (productions with greater than 150 people planned in the film studio) that recognises the limits in heavy vehicle traffic movements set by Condition 6, and provides for most other ~~All other external~~ vehicle movements to and from the backlot to be via the Dovedale Avenue access, vehicles accessing the site during large scale production activity unless required for secure management of the back lot or use of visitor parking. are to enter the site via the Waimairi Road access.
- ~~All small and light vehicles, including rigid trucks, exit the site during large scale production activity to be via the Dovedale access only~~
- An access strategy ~~o~~Outside of large-scale production, in which the Waimairi Road access is managed so it only accommodates long truck and trailer heavy vehicles, and occasional use by other users. all small and light vehicles shall use the Dovedale access for entry and exit.

D) Travel management plan monitoring and feedback provisions to enable refinements for future productions on-site.

14.9 The ninth bullet point in Mr Klomp's condition 27 should be a standalone condition:

*20 additional cycling parks shall be provided on the site prior to operation of the Film and Studio facilities.*

14.10 The balance of Mr Klomp's condition 27 can be deleted:

~~For the proposed new Dovedale access:~~

- ~~The access shall be designed to Council standards. The final design shall be approved by the Council at the building consent stage.~~

- ~~• The access design shall incorporate a visually continuous and step-free surface so as to provide priority to non-vehicle modes, and calm/show vehicles using the access.~~
- ~~• The consent holder shall be responsible for providing adequate visibility sightlines at the access, including regular pruning of trees; and get Council approval, through the appropriate Council process, to remove carparks to put in place non-parking lines to either side of the access.~~

~~For the proposed new Waimairi access:~~

- ~~• The detailed design of the access shall be submitted to Council at the building consent stage for approval.~~
- ~~• The consent holder shall be responsible for providing adequate visibility sightlines at the access.~~

~~For both accesses:~~

- ~~• Council approval is to be obtained prior to the removal of any kerbside car parks.~~

## 15 CONCLUSIONS

- 15.1 I have assessed the transportation matters associated with the proposal.
- 15.2 I have concluded that the Digital Screen Campus is well located within the transport network to provide a range of sustainable active and public transport mode options for the site.
- 15.3 I consider the development can be safely and efficiently integrated with the local transport network with negligible change in performance of intersections or the roads.
- 15.4 I also consider that the car parking demand generated by the proposal will be consistent with parking demand generated by historic usage of the site. I consider that peak production parking can be accommodated with no more than minor changes to the level of on-street parking in the wider area.



15.5 I support the proposed conditions of consent with refinements as I described in my evidence to ensure the site operates in a way that achieves the assessed level of performance from a transportation perspective.

15.6 On that basis, I consider that the proposal can be supported from a transportation perspective.

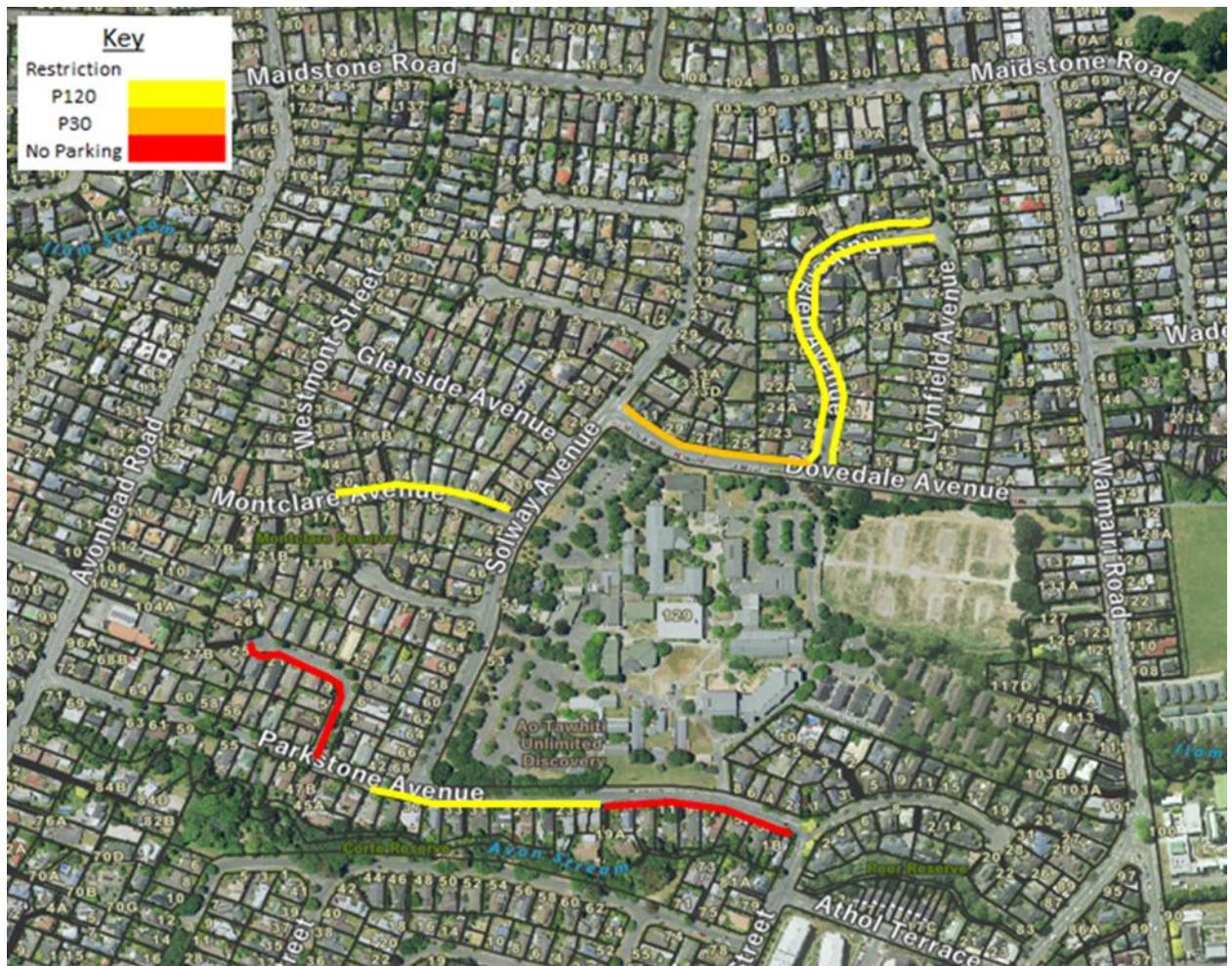
**Andrew Metherell**

**August 2022**

## **APPENDIX A - CAR PARKING SURVEYS**

### **UPDATED PARKING SURVEY INFORMATION**

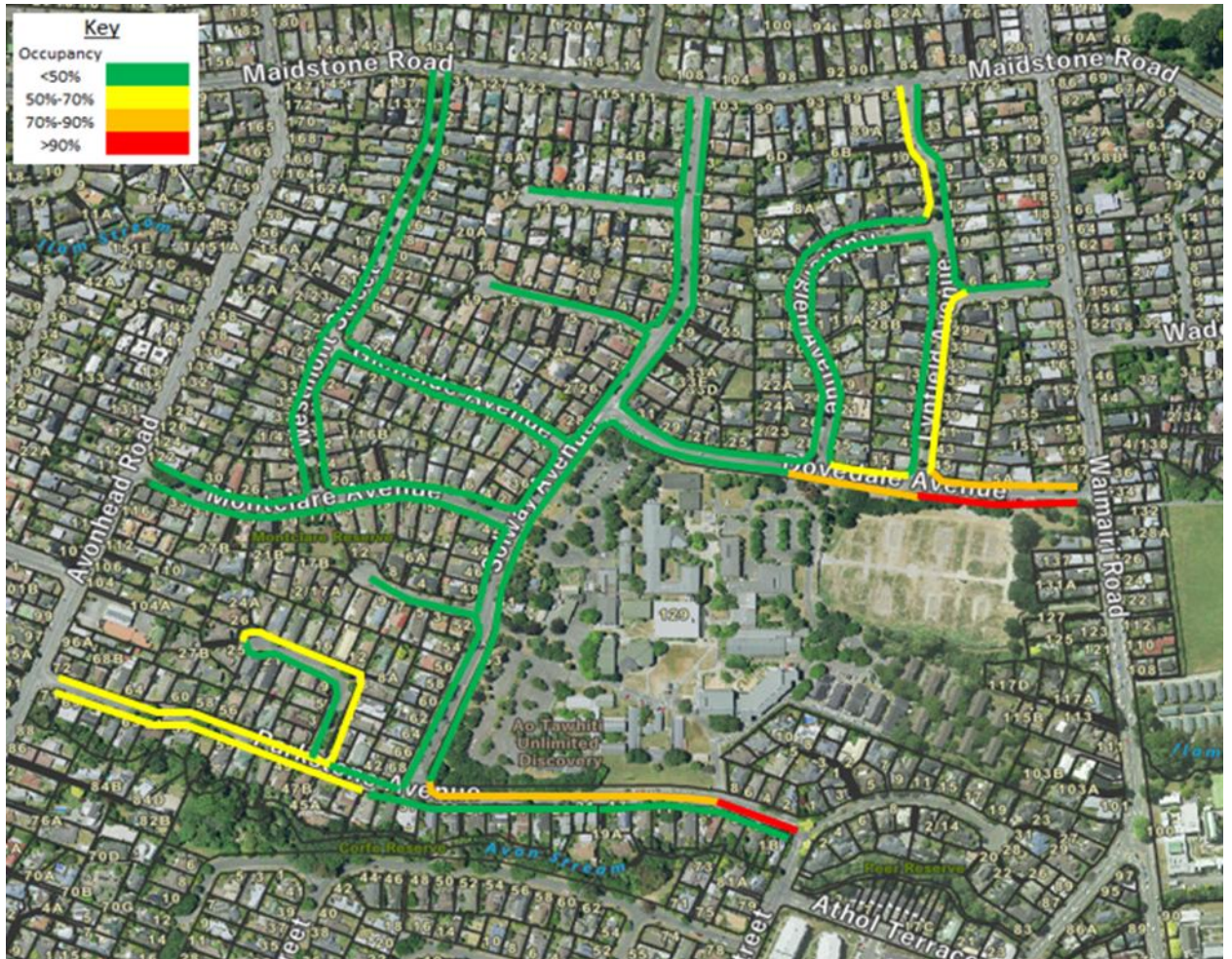
- 1 I had car parking occupancy surveys carried out on the Dovedale campus and on the streets surrounding the campus in July 2022.
- 2 The on-street parking surveys covered all streets inside Avonhead Road, Maidstone Road and Waimairi Road, as far south as Parkstone Avenue (inclusive). The area was separated into sections of road to make recording easier and to provide some granularity in the results.
- 3 Sections of road with different characteristics were kept separate, e.g., the section of P120 on the southern side of Parkstone Avenue was separated from the adjacent unrestricted section. Parking restrictions in the area are summarised in Figure A1.
- 4 The restrictions highlighted apply February to November and during day-time hours. The kerbside car parking capacity of each section of road was estimated using aerial imagery and Google Earth Street View. During the mid-year holidays, on-street parking surveys were carried out at 8:30pm on Wednesday 13 July and midday on Thursday 14 July.
  - (a) The night-time survey was to record baseline car parking levels resulting from residential activity in the area.
  - (b) The midday survey was to record existing car parking levels outside of term time, which forms part of the existing environment given University is out of term for certain parts of the year.
  - (c) During term-time, on-street parking surveys were carried out at 11:00am, 12:00pm and 1:00pm on Wednesday 20 July. These surveys were carried out around the middle of the day which is the peak time for the number of people at the university.



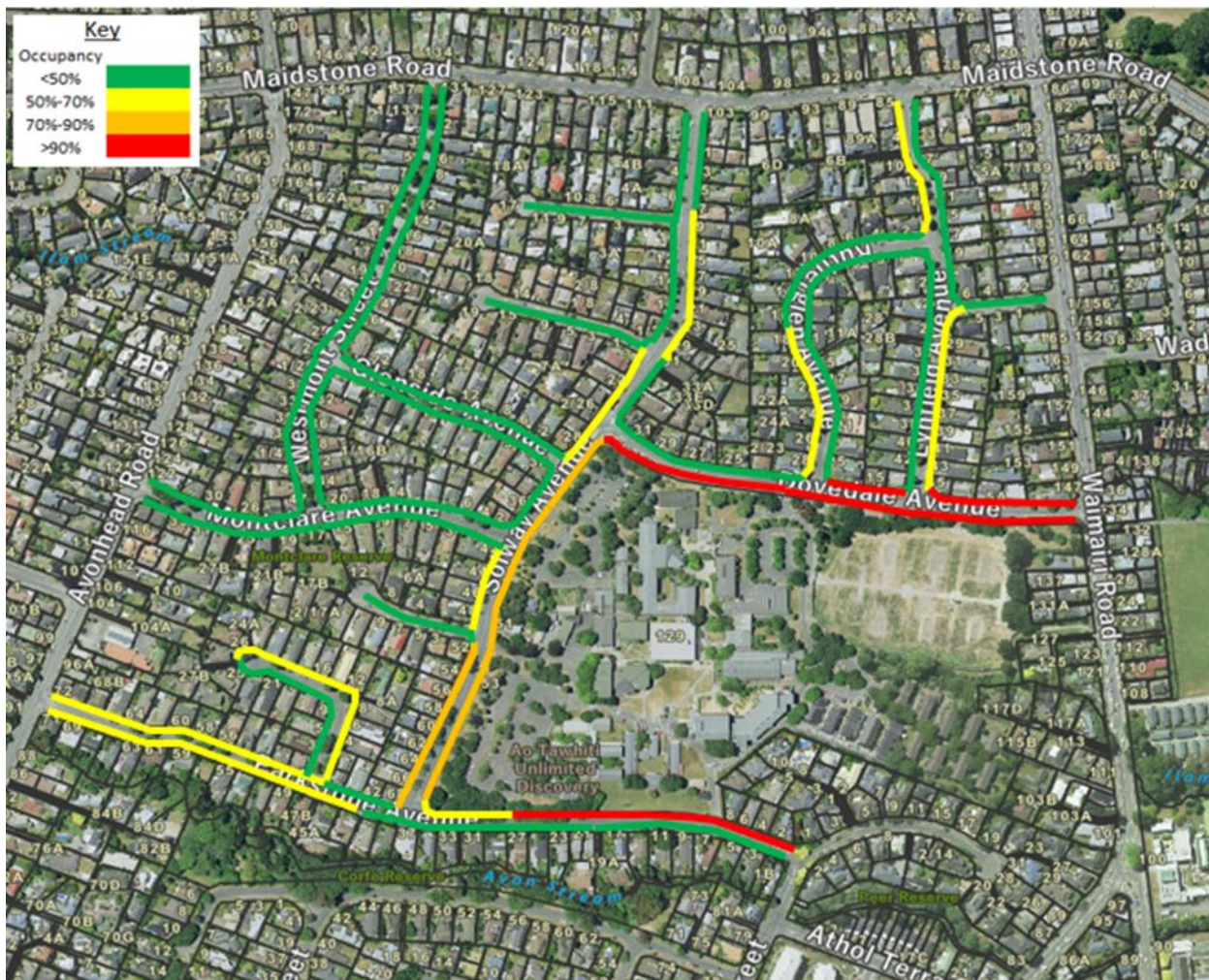
**Figure A1: Sections of Road with Time Restricted Kerbside Car Parking**

- 5 The overall car parking occupancy in the area was nearly identical across the three hours.
- 6 Figures A2 to A4 summarise the recorded car parking occupancy percentages for the night-time survey, the out of term survey and the midday in-term survey.





**Figure A3: On-Street Car Parking Occupancy- 12:00pm, Thursday 14 July 2022**



**Figure A4: On-Street Car Parking Occupancy- 12:00pm, Wednesday 20 July 2022**