

2. LICHFIELD/TUAM SWAP

Officer responsible
City Streets Manager

Author
Sam Kutrolli/David Robinson, DDI 941-8027

The purpose of this report, as agreed at the 17 September 2002 seminar meeting of the Committee, is to provide the Council with information detailing the results of the consultation process. The report also seeks agreement to undertake further work which aims to address issues raised by the community and key stakeholders as a way forward on this project.

INTRODUCTION

The idea of the Lichfield-Tuam Streets 'one way swap' evolved as one possible response to the recognition by the Council of the need for central city revitalisation. Noting trends elsewhere in the world which were starting to become evident here, concerns had been raised about the long-term future vitality of the central city (ie the area within the four Avenues) and the Council has embarked upon a process of developing a strategy aimed at revitalising the central city. A vision of *"a vibrant, exciting, safe and sustainable Central City heart: A heart with a strong and healthy economy, environment, culture and society"* has been adopted with some of the key areas for achieving this being *"reversing the business and residential drift from the Central City to the suburbs"* and *"making the Central City a more attractive place to live, work, learn, visit, shop, socialise and do business"*.

The 'one way swap' which would move the eastbound arterial road function from Lichfield to Tuam Street and make Lichfield Street a local two way road, was identified as one of the ways to assist revitalisation because it was considered to have a number of significant advantages for the city. In general, the main benefits occur for public transport, cycling and pedestrian movement in the city core, as well as amenity improvements along the Avon River. It was also considered that creating a slower, more attractive environment in Lichfield Street would assist in revitalising some of the under-utilised former warehouses which are a significant feature of that street.

BACKGROUND

At its 17 December 1999 meeting, the then City Services Committee resolved that:

"the staff investigate the advantages and implications of changing Lichfield Street to a two-way street and Tuam Street to a one-way street from west to east".

Extensive technical work has been conducted since that time, which looked at the issues and effects of the possible swap. The work has been reported to a number of Council forums, including the Central City Mayoral Forum. The one way swap investigation was adopted as a short term (years one-two) priority by the Forum and the Council in Stage 1 of the Central City Strategy (February 2001).

A preliminary scheme option was developed for consultation together with a consultation strategy. These were presented at a Sustainable Transport and Utilities Committee seminar in March 2002. A publicity leaflet, separately circulated and tabled, provides a concise description of the consultation scheme, why the change is needed and includes the objectives, benefits and disadvantages of the scheme.

The Sustainable Transport and Utilities Committee and full Council approved the consultation strategy and gave approval for consultation on the scheme option to commence as proposed.

PUBLIC CONSULTATION

Public consultation began on 3 June 2002 and ended on 16 August 2002. During that period over 25 meetings were held with various interest groups, property owners and local businesses.

Some organisations requested specific meetings. These included Transit NZ, Ballantynes, Road Transport Association, Environment Canterbury Councillors, Cathedral Square Stakeholders Group, Cyclist Group and Inner City Residents Groups. The meetings were held at the organisation's premises (with the exception of the Inner City Residents Group).

Four specific meetings with business and property owners were held (one at the information shop and three in the Council Chambers). Turnouts at these meetings ranged from seven to approximately seventy people.

An information shop was used during the consultation period to provide information and assist with the consultation. The information shop was located in the project area at 179 Tuam Street, the old Lichfield Shirts building and was open from 17 June 2002 - 2 August 2002. Detailed plans and other information were presented and Council staff were present to describe the project and answer questions to the public on Mondays (5-6pm), Wednesdays (12-1pm) and Fridays (1-2pm). The information shop was also open on two Saturdays, 6 July 2002 and 20 July 2002 between 12-2pm. Generally one to five people attended the information shop and on occasions no one attended. Of those who attended, a significant number were students who had chosen the Lichfield/Tuam Project for one of their school assignments.

ANALYSIS OF WRITTEN SUBMISSIONS RECEIVED DURING PUBLIC CONSULTATION

A summary of the analysis (undertaken by Opinions Market Research) of the written submissions received during the consultation is provided below.

1. Profile of Submitters

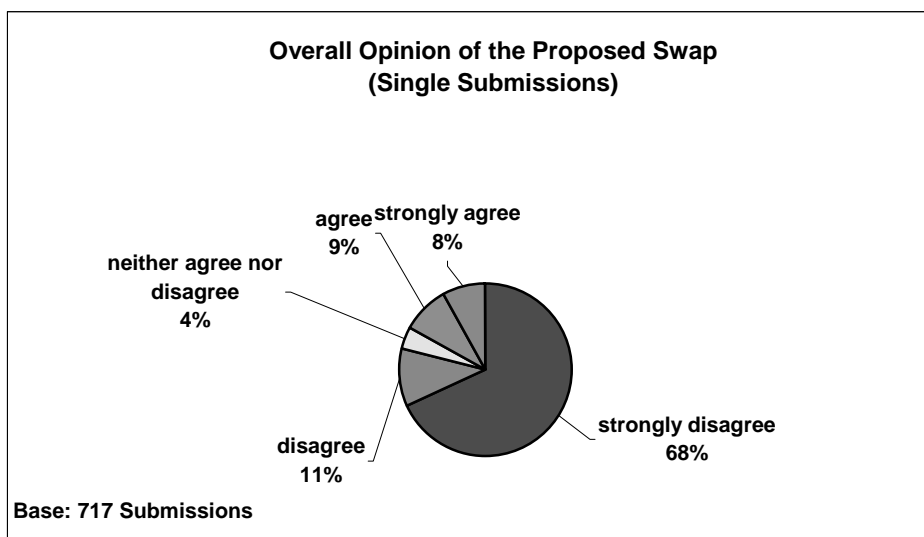
The table below shows the profile of submitters where one or more categories had been indicated on the submission form (631 from the total of 717). Some 86 submissions were received with no category stated.

Category of Submitter	Base: 631 %
Motorist	66
Pedestrian	57
Christchurch resident	42
Employee	36
Business owner	24
Public transport user	23
Cyclist	18
Property owner	16
Inner city resident	11
Special interest group	6

2. Findings

2.1 Overall Opinion of the Proposed Swap Based on Submissions Received

Please note: These findings were based upon the number of submissions received. Submissions with more than one signatory or where a submission was presented on behalf of a group or organisation were counted as a single submission.



Please note: These findings are based on 717 single submissions.

Submitters were asked to indicate how they felt overall about the proposed swap.

Overall, just over three quarters (79%) of submissions received were negative about the proposed 'swap'. Just over two thirds (68%) strongly disagreed with the proposal and 11% disagreed.

Just under a fifth (17%) agreed ie supported the plan (8% agreed strongly and 9% agreed).

Some 4% neither agreed nor disagreed with the plan.

Strong disagreement especially emanated from submitters who classified themselves as business owners (76%), employees (75%), those from a special interest group (73%), property owners (68%) and pedestrians (67%).

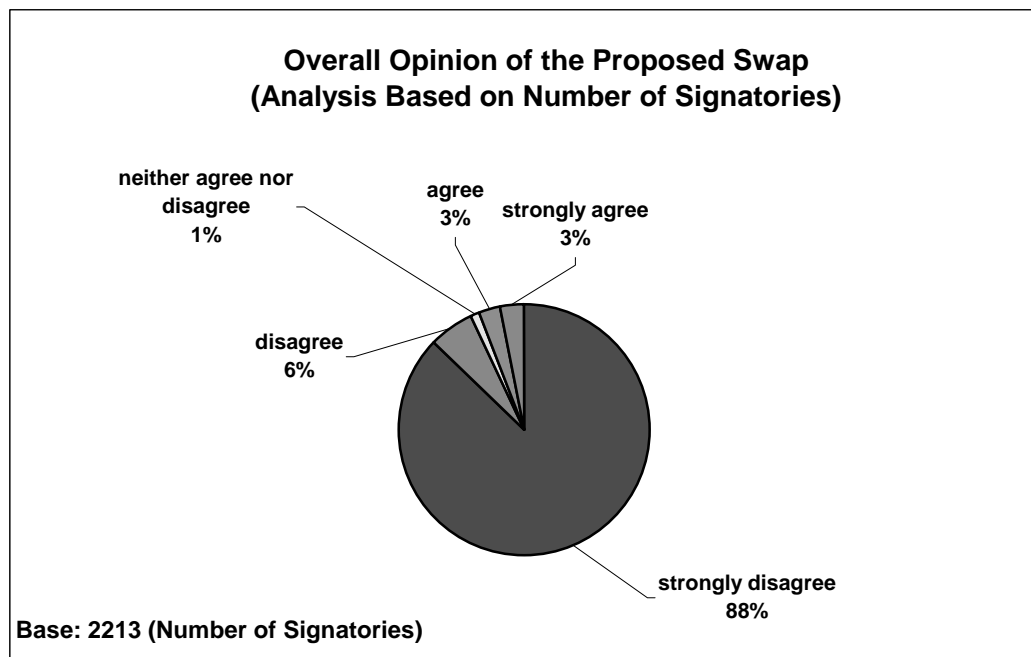
Almost as high a percentage of Christchurch residents (64%) and public transport users (62%) were strongly opposed to the plan.

Whilst there was strong disagreement from all groups, it was slightly less marked among inner city residents (59%) and cyclists (57%).

Submitters who agreed with the project (either strongly agreed or agreed) were more likely to be from three groups; inner city residents (32%), those who used public transport (26%) and cyclists (26%). Inner city residents were noticeably the only group to show any strong agreement with the proposed swap (18% agreeing strongly).

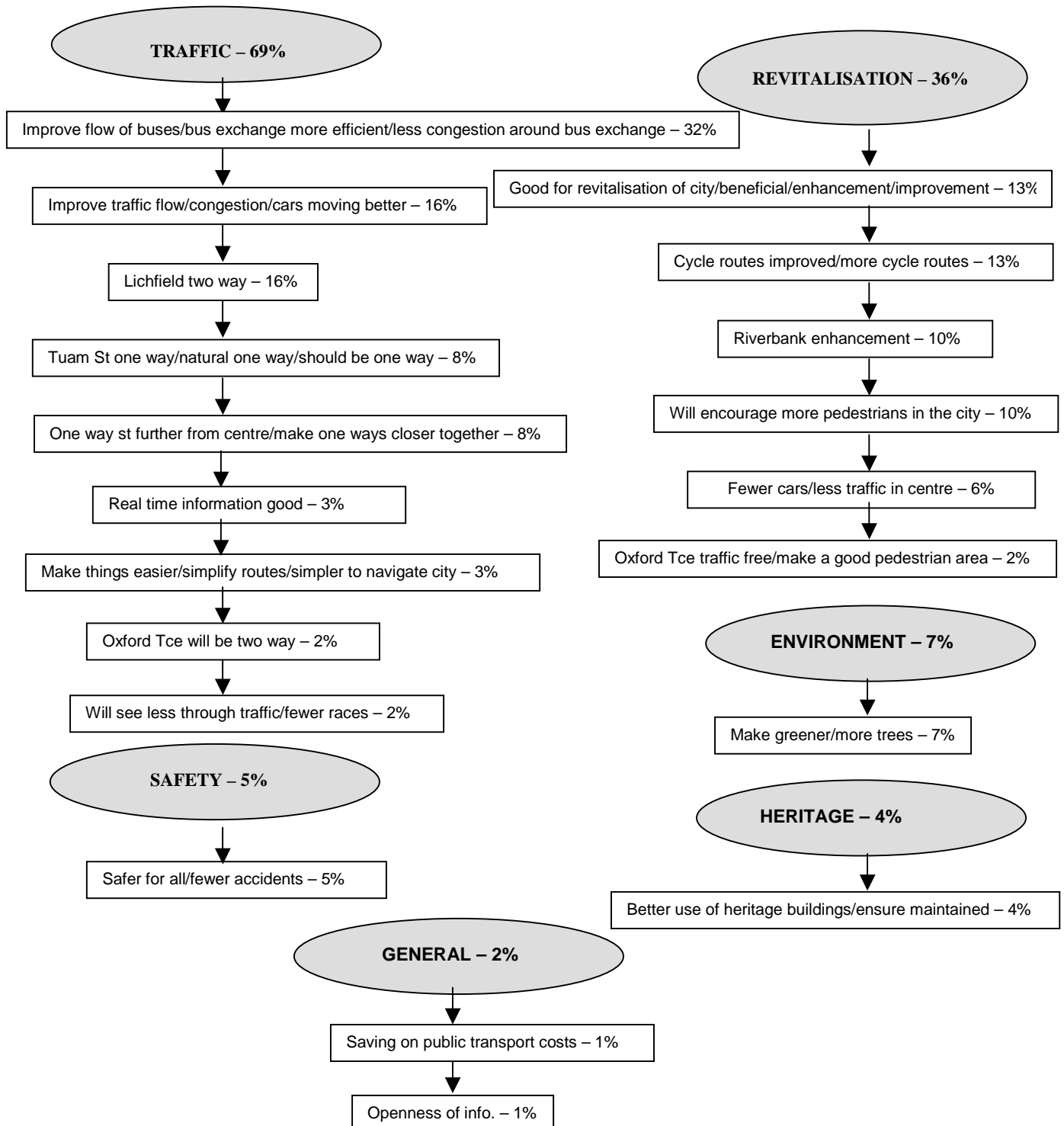
2.2 Overall Opinion of the Proposed Swap Based on Number of Signatories on Submissions and/or Partitions Received

The findings below include submissions with multiple signatories ie where a submission was received with attachments of multiple signatories.



2.3 Aspects Liked About the Proposed Swap

Submitters were asked to state what they liked about the proposal. Some 16% stated one or more aspects. The aspects mentioned are categorised below. Please note; the percentages shown for each category are based on 114 individual submissions where an aspect liked was stated.

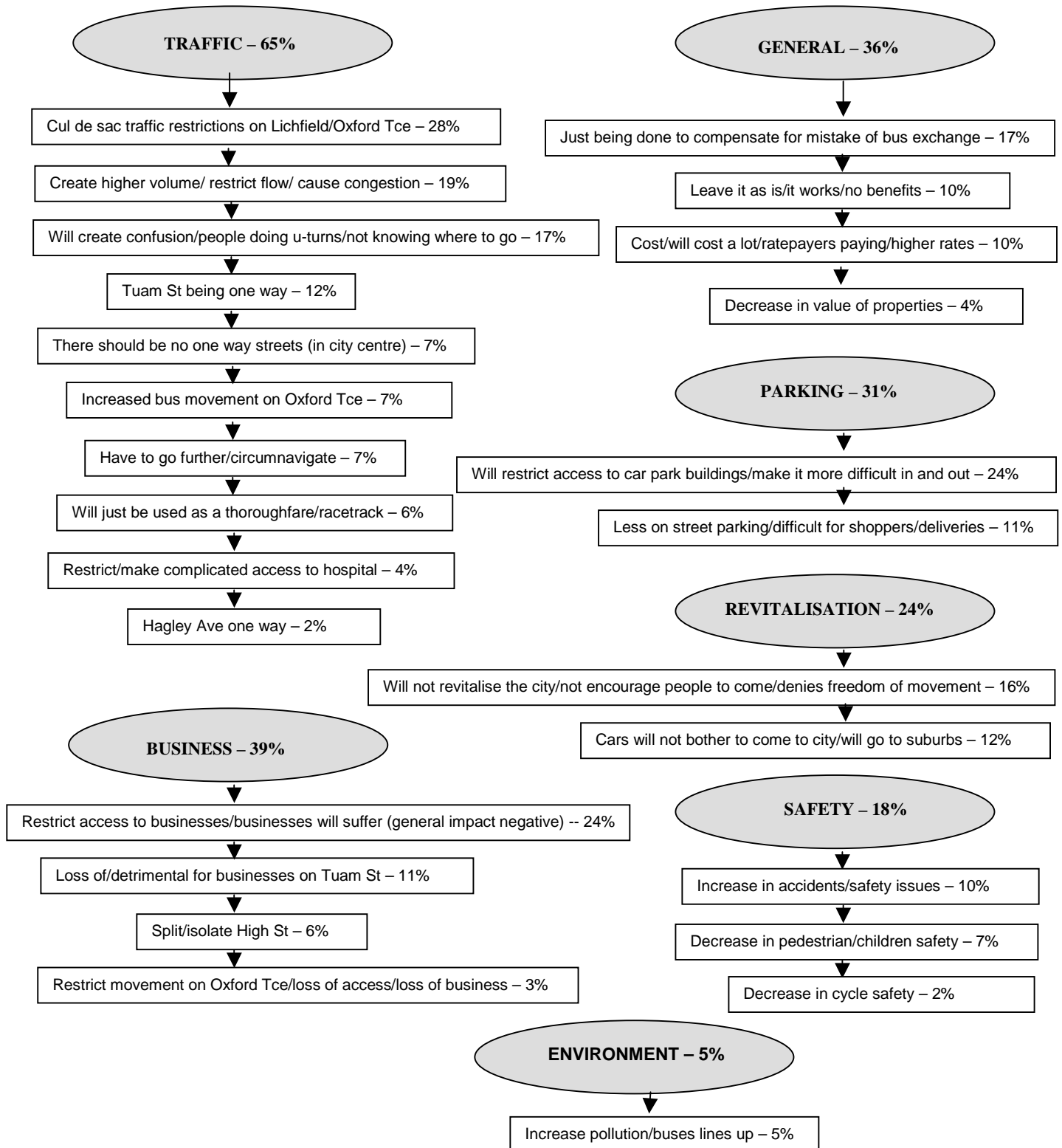


Base: 116 Submissions with an Aspect Liked

2 Cont'd

2.4 Aspects Disliked About the Proposed Swap

Submitters were asked to state what they disliked about the proposal. Over half (57%) stated an aspect they disliked. The issues mentioned are categorised below. Please note: The percentages shown for each category are based on 412 individual submissions where an aspect disliked was stated.



Base: 412 Submissions with an Aspect Disliked

3. **Submissions with Multiple Signatories**

A number of 'multiple' submissions were received either with a quantity of copies each signed by an individual or with a 'petition' attached containing signatures. It has been noted that some signatures on the petitions have been repeated but no effort has been made to quantify this.

These are listed below:

- Submission from St Michael's Church School – duplicated letters signed by 60 individuals.

Petitions signed supporting opposition to making Tuam Street one-way:

- Good Taste Café – 385 signatures
- c1espresso Café – 379 signatures
- Kennetts Jewellers – 135 signatures
- Wheel Alignment Services – 120 signatures
- David's Book Exchange – 60 signatures
- Arts the Printers – 58 signatures
- Pananche – 52 signatures
- Tango – 45 signatures
- Liberty books – 13 signatures
- McKenzie & Willis – 10 signatures
- Tile Décor – 10 signatures
- Timothy Hogan – Architect – 10 signatures

Petition opposing turning Lichfield Street into four cul-de-sacs:

- Gardner Smith – 91 signatures

Petition objecting to proposal with concern over accessibility of car parks:

- The Academy of Combat – 72 signatures

If the multiple signatures are added to the list of dislikes, the percentage of those stating 'Tuam Street being one way' is 69% of the total reasons given. Opposition of culs-de-sac becomes 14% and 'restricted access to car parking buildings' becomes 9%.

VERBAL PRESENTATIONS OF SUBMISSIONS

A total of 57 verbal presentations of submissions from individuals and organisations were considered over the four day period between 27 – 29 August 2002 and on 4 September 2002. A summary of the main points made by the presenters is provided below:

- There was a need for a more strategic overall approach to traffic management within the four avenues and the existing proposal was not holistic and was piecemeal.
- The proposed culs-de-sac in Lichfield Street would be an impediment to traffic movement in the central city area.

- The project would have detrimental effects on businesses in High Street with a reduction and loss of access from currently six possibilities for access to two.
- Concern was expressed at the access to both the Lichfield Street and The Crossing car park and the future Ballantynes car park, that the proposal would make access harder and that it would not be possible to link the two car parks together to cater for spill over when they were full.
- The proposal would have a detrimental effect on businesses in Tuam Street in terms of it becoming a one-way street with negative effects especially on retailing and on property valuations. Tuam Street would simply become a 'race track'.
- The proposal overall would have a negative effect on the inner city revitalisation and it would deter motorists from coming to the central city and they would be more likely to go to suburban malls instead.
- Environment Canterbury supported the proposal in view of the positive effects it would have for the public bus transportation system. The most important element was seen by them as the two-waying of Lichfield Street, but the cul-de-sac by the Colombo/Lichfield Street intersection was also regarded as very important. The proposal would allow for relocation of the Riverside peripheral terminal.
- The proposed increase in bus traffic in Oxford Terrace was not compatible with a special amenity area and would have a detrimental effect in terms of additional pollution to businesses and the enjoyment of the riverbank area as proposed in the project.
- The effects on valuations, as suggested in the report by Livingstones, were not agreed with by businesses and it was regarded as having simply been undertaken on a 'macro basis' and did not take account of any 'micro' issues in respect to individual businesses.
- The changes proposed in Oxford Terrace would result in a loss of parking, difficulty of access for businesses and increased difficulty in goods service vehicle access.
- The culs-de-sac in Lichfield Street would make it difficult for potential customers to access the rental companies located in the western end of Lichfield Street and also for freight movements.
- There was seen to be some acceptance/support for Lichfield Street becoming a genuine two-way street by businesses in the area on the basis that the culs-de-sac were removed.
- Concern was expressed at the location of the bus exchange, whether it was big enough and the danger to pedestrians in the existing exit arrangements.
- There was support for the proposal from the cyclist group SPOKES.
- The proposal was likely to cause an increase in 'rat running' in the private service lanes between Tuam Street and Oxford Terrace and Lichfield Street and there were safety implications involved with this as well.
- The proposal was likely to affect the redevelopment of the older properties in Tuam Street on account of a decrease in valuations and rental incomes.
- There may be issues with the proposal in respect to the objectives of the City Plan.
- There would be detrimental effects on St Michael's School, especially in relation to their drop-off zone.
- Existing businesses had chosen their locations on the basis of the current high traffic volumes on some streets and a reduction in volumes would adversely affect them. There was concern expressed at the ease of access to the CBD from the western side of the city in particular in relation to Oxford Terrace and clients from the Riccarton area.

- It was likely that motor vehicles and freight vehicles would make u-turns in both Lichfield Street and Oxford Terrace if the culs-de-sac were installed and this might be in the face of oncoming buses.
- Overall the project was considered to be convoluted and confusing and this would be especially more so for visitors and tourists to the city.
- The project should be deferred until the Nam Yee development had been completed and was operating to see what happens.
- It was suggested that through traffic should be moved even further out of the central district and that Tuam Street was not far enough and that the use of Moorhouse Avenue should be encouraged. The retail area had now moved further outwards towards Moorhouse Avenue.
- There was concern that the bus layover for Oxford Terrace might increase in size and that buses would be parked further along Oxford Terrace.
- There was consensus from most business submitters that the Council should stop the process and undertake a more thorough review of the whole project in consultation with them and a number of business groups indicated that they would be willing to work with the Council on such a study.

SUSTAINABLE TRANSPORT AND UTILITIES COMMITTEE SEMINAR ON 17 SEPTEMBER 2002

The purpose of the meeting was to review and discuss the oral and written submissions received on the Lichfield/Tuam Streets swap.

1. Summary Of Issues Raised

A summary of the issues raised from the consultation process were seen as:

- People had become more aware of a number of traffic issues and a number of groups were now willing to work with the Council. There is a need to identify a process for achieving maximum value from this.
- The proposed design and two-waying of Lichfield Street and in particular the culs-de-sac.
- The one-waying of Tuam Street and what would be the consequences if both Tuam and Lichfield Streets were made two-way and what alterations or partial alterations were possible, for example shifting the traffic to Moorhouse Avenue.
- The degree of restrictions on High Street located between two one-way streets.
- The Lichfield/Colombo and the Tuam/Montreal/Oxford Terrace and Hospital corner intersections.
- The Bus Exchange and the need to make this better, for example the possible provision of a bus slip lane the length of Lichfield Street.
- The need to provide an interim response to submitters and in particular to the business groups.
- The request by a number of submitters for an overall review of the one-way system and the whole transportation system within the four avenues.
- Confirming those groups/individuals who could work with the Committee and add value to the process.

It was commented there had been clear feedback that the one-way of Tuam Street was strongly opposed. Members also noted the difficulty in getting feedback and comment from motorists.

2. Major Issues That Came Out of the Consultation

The Opinions Market Research summary of the written submissions was reviewed.

Major items listed as aspects liked about the proposed swap were identified as:

- Improved flow of buses, improvements to the Bus Exchange efficiency and less congestion around the Bus Exchange.
- The two-waying of Lichfield Street.
- Less congestion and improved traffic flow.
- Cycle routes improved and more cycle routes.
- Riverbank enhancement.

Major items listed as being disliked about the proposed swap were identified as:

- Will not revitalise the city - discourage people.
- Restriction in traffic flows, more congestion.
- Lichfield Street the provision for culs-de-sac.
- Closing Oxford Terrace to cars.
- The restrictions and increased difficulty in getting access to the car parking buildings.
- Restrictions and access to business area which will suffer as a result.
- Will create confusion.

The opportunity was then taken to look at how to address the issues raised on an individual basis.

3 Summary Of Additional Works Requested

A summary of additional planning work requested by the Committee is described below:

3.1 Looking At The Whole System

Staff were asked to collate the existing strategies and reports that related to Central City Transport Strategies that had been presented to the Committee over the last three years. Documents that should be included were;

- Regional Land Transport Strategy,
- Passenger Transport Strategy,
- Pedestrian strategy,
- Christchurch City Centre, 40 Years of Change, Traffic and Planning by Malcolm Douglas,
- Cycle Strategy,
- Central City Transportation proposals,
- Central City Revitalisation,
- City Plan Transport references.

The information is to be presented to the Committee in a single document to allow discussion with the Committee and other interest groups.

3.2 High Street Access

Review access provided to High Street, in particular at the Manchester Street/High Street/Lichfield Street intersection. Pedestrian access at the Tuam/High Street intersection should also be considered.

3.3 Lichfield culs-de sac and 'Rat Runners' Tuam Street/Lichfield Street

Review need for culs-de-sac on Lichfield Street and how to address the problem of increasing use of private accesses as through routes.

3.4 Lichfield/Colombo Intersection

Consider an option that would allow cars to travel through this intersection, (particularly west to east) and/or allow left turns from Colombo Street into Lichfield Street.

Consider alternatives for linking the car parking buildings (underpass or over bridge).

3.5 Montreal/Oxford/Tuam Intersection

Consider if it would be possible to retain the concept of controlling this as one intersection as suggested in the project and if it would be possible to allow for additional turns in the area where the cul-de-sac is proposed in Oxford Terrace at present.

3.6 Hospital Corner/Hagley Avenue/Tuam Street

Look into the possibility of buying land to provide for an off-street bus layover and how best to provide improved access for pedestrians to the Hospital complex.

3.7 Tuam Street

There were three issues to be reviewed:

- (i) Staff should confirm the consequences to the traffic system if both Lichfield Street and Tuam Street became genuine two-way streets.
- (ii) Review alternatives to using Tuam Street as a one-way, for example Moorhouse Avenue.
- (iii) If Tuam became one-way east what mitigating measures could be taken to assist businesses affected, what are the options, could it in fact be stopped earlier as a one-way street system, eg at Manchester Street?

WHERE TO FROM HERE

1. Further Transport Modelling

As noted in the introduction the 'Swap' has many objectives. However, with respect to transport, a safe and efficient transport network that provides reliable bus travel times in the central city is of paramount concern. Ecan have indicated that without reliable travel times, through routing of east – west, bus routes could not be introduced as passengers would be delayed for long periods at suburban timing points. Only with the introduction of through routing can the issues associated with the central city peripheral bus termini and bus movements to and from them, start to be addressed. These issues were outlined in the May report to the Committee and are also discussed in the consultation brochure. A traffic simulation model is the best method for determining the level of bus travel time reliability that is provided by any proposed traffic management scheme.

It had always been the intention of the City Streets Unit, as reported to the Committee in August, to confirm the robustness of the Lichfield/Tuam Swap proposal using a traffic simulation model.

"A traffic engineering consultancy has been briefed to develop a traffic simulation model of the Lichfield, Tuam and St Asaph Streets area. Traffic simulation models, model traffic flows vehicle by vehicle and are leading edge technology. This model will allow the robustness of the proposed swap to be confirmed and also allow some future options to be tested if required. Modelling undertaken by Council staff to date has used industry standard techniques that have some limitations in central city areas where there are short block lengths and traffic queue length issues."

The traffic engineering consultancy was about half way through developing this traffic simulation model when the contract was put on hold in early August after the meeting with the business representatives in the Council's Mayoral Lounge, pending more certainty in the future direction of the project. The model's scope was limited to testing the Lichfield/Tuam Swap scheme proposed during consultation, or small changes to it.

Subsequent to the end of August submission hearings and the September Committee seminar on the Lichfield/Tuam Swap, the traffic engineering consultancy has been recently briefed to extend the traffic simulation model to cover the whole central city area. The extended model will allow more extensive modifications to the Lichfield/Tuam Swap to be tested and will better capture delays to buses travelling to and from peripheral termini, and delays to buses on Colombo Street. The model also provides an ongoing tool for the assessment of central city traffic management schemes, irrespective of the future of the Lichfield/Tuam Swap. It is also worth noting that the model outputs can be integrated with three dimensional modelling of the central city landscape (eg digital presentations, Cathedral Square flyby and the Blenheim Road deviation presentation) to provide visual interpretations of either land use or traffic proposals.

The estimated cost of setting up the traffic simulation model is \$120,000. The work is expected to be complete by April 2003.

2. Ways Forward

At the seminar meeting on 17 September 2002 the Committee requested that it be provided with background material and reports on Central City traffic matters that had been reported to the Committee over the last three-four years. It is proposed that this material will be available in February and that its distribution be followed by a seminar to help clarify issues and answer questions.

The Committee may wish to hold over any further decision on the 'Tuam/Lichfield Swap' proposal until it has received that information.

The Committee also requested that a range of options be further explored as outlined in Section 6. This list should be confirmed in February after the Committee has reviewed the background material. The most appropriate method for doing the technical work associated with exploring these options, is by using the traffic simulation model.

It is proposed that once the model has been set up then all these options can be investigated. The time and cost of this work will depend on the number of options but the best estimate is 8-12 weeks with a cost of between twenty and fifty thousand dollars.

The model simulation would assist in providing information on how much the scheme, as proposed in the consultation, could be modified while still retaining sufficient benefits and providing a safe and efficient transport system.

INVOLVING INTERESTED PARTIES

On the basis that the Committee confirms it wishes to proceed and investigate the proposed modifications, a decision needs to be made as to how best to involve the different individuals and groups who expressed an interest in contributing to the process.

A suggested way would be to set up a working party including:

- Sustainable Transport and Utilities Committee Councillors,
- Mayoral Forum representative,
- Central City Business representatives,
- An Ecan Councillor,
- Road User representative.

An officer group would also be formed to advise the working party. The non-committee working party members or their officers would be responsible for reporting back to their organisations or members on progress.

The working party would:

- Have a terms of reference set by the Sustainable Transport and Utilities Committee.
- Be set up in the near future so that it has time to become familiar with background information and begin making decisions on the range and extent of modifications to be tested while the traffic simulation model is being developed.
- Oversee the testing and analysis undertaken.
- Report back to the full Sustainable Transport and Utilities Committee on the findings so that the Committee can make an informed decision on the project.
- Be inclusive in its approach and lead the ongoing consultation on options through seminars etc with the different interest groups.

Other interest groups would be involved in the process via public access to the progress reports to the full Sustainable Transport and Utilities Committee and their right to make submissions on any modified scheme resulting from this process.

CONCLUSIONS

The consultation on the Tuam/Lichfield swap has raised considerable interest. The great majority of the submissions have been against the proposal or have proposed modifications to it.

The two key concerns are that:

1. Having Tuam Street one way will have a negative effect on businesses in Tuam Street and High Street.
2. The changes proposed will create confusion for motorists and hence reduce the numbers coming to the Central City to shop.

The key benefit identified by submitters was the potential for more efficient bus movements and a reduction in congestion in the centre of the City.

In the long term the traffic congestion that is presently occurring in the central city will get worse and will by itself deter people coming to the centre to shop. Bus movements are forecast to increase significantly and general traffic growth in the city continues to increase at 2% per annum. A key challenge is to find a way forward that will allow for through routing of buses, and hence reduce bus movements in the city, without creating confusion for motorists and being too disruptive to businesses.

The feedback from the consultation has provided Council with a number of possible modifications to the proposal that need to be considered in detail before any firm decision is made. It is proposed that a working party, comprising elected members and interest group representatives, is formed to provide ongoing input to the planning work and consultation associated with these modifications.

- Recommendation:**
1. That the Council continue with a review of the Tuam/Lichfield swap proposals.
 2. That the Council form a working party as described to assist in the next phase of the project.
 3. That the working party comprise:
 - (a) Five member of the Committee being Councillors Sally Buck, Carole Evans, Chrissie Williams, Ron Wright and the Chairman.
 - (b) The Chairman of the Mayoral Forum or nominee.

- (c) Two representatives of Central City Businesses, one of which is to be nominated by the Canterbury Employers' Chamber of Commerce.
 - (d) Councillor Diana Shand, Environment Canterbury.
 - (e) A road user representative nominated by the NZAA.
 - (f) A representative appointed by SPOKES.
4. That the report on the Hagley Avenue Cycleway be resubmitted to the Sustainable Transport and Utilities Committee by the City Streets Unit.

(Note: The foregoing recommendation incorporates amendments which were decided by division, as follows:

Moved Councillor Williams, seconded Councillor O'Rourke that '*a representatives of SPOKES be added to the working party*'. Upon being put to the meeting the amendment was declared **carried** on division no 1, the voting being as following:

For (5): Councillors Buck, Condon, Stonhill, Williams and O'Rourke.

Against (4): Councillors Broughton, Carole Evans, Corbett and Wright.

Moved Councillor Williams, seconded Councillor O'Rourke that '*the report on the Hagley Avenue Cycleway be resubmitted to the Sustainable Transport and Utilities Committee by the City Streets Unit*'. Upon being put to the meeting the amendment was declared **carried** on division no 2, by five votes to four, the voting being as follows:

For (5): Councillors Buck, Condon, Stonhill, Williams and O'Rourke.

Against (4): Councillors Broughton, Carole Evans, Corbett and Wright.

Moved Councillor Barry Corbett, seconded Councillor Carole Evans that 'the Chair of the Working Party be other than an elected representative'. Upon being put to the meeting the amendment was declared **lost** on division no 3, by five votes to four, the voting being as follows:

Against (5): Councillors Buck, Condon, Stonhill, Williams and O'Rourke.

For (4): Councillors Broughton, Carole Evans, Corbett and Wright.)