

## 8. METROPOLITAN CHRISTCHURCH TRANSPORT STATEMENT

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The purpose of this report is to present and seek approval for the Stage 1 Metropolitan Christchurch Transport Statement (MCTS) previously, circulated and tabled. The report has also been referred to the Urban Planning and Growth Special Committee for information.

### STUDY OVERVIEW

At its July 2003 meeting, the Committee approved the brief for this study. The brief identified the key purpose of the MCTS as to:

*“Provide an overarching direction for transport policy and strategy for the Christchurch metropolitan area and surrounding districts for the next 20 years”.*

The statement will identify metropolitan Christchurch’s future transport needs and provide a recommended direction and implementation framework to achieve a balanced vision for transport and achieve the goals than underlie the vision over the next 20 years.

The MCTS should take its lead from the direction signalled within the Regional Land Transport Strategy (RLTS) published in June 2002, which has already been adopted by the Council and surrounding Councils. The development of the RLTS involved considerable analysis and consultation, with extensive input during its production from Christchurch residents as well as elected members and staff. A range of alternative transport and land-use strategies were tested and evaluated in order to determine the final RLTS. Whilst the RLTS is a high-level strategic planning document covering the whole of Canterbury, significant emphasis was naturally placed within urban Christchurch and the surrounding area. The role of the MCTS will essentially be to act as an implementation plan for the RLTS within metropolitan Christchurch.

The summary document tabled represents the output from Stage 1 of a 2-stage process to develop the MCTS. This staging is necessary to allow input to the Council’s LTCCP budget-setting process. Given the time limitations, the Stage 1 summary should be thought of as a ‘first-step’, or draft MCTS, focussed on the Council’s responsibilities and funding.

The key aims of the current Stage 1 of the MCTS development are to identify the overall direction, major projects and level of investment to implement the recommended direction for transport by the Christchurch City Council for the next 20 years. The focus of Stage 1 is very much on the immediate requirements of the Council. There has, however, already been significant and helpful engagement with and input at a staff level from key project partners (ECAN, surrounding district councils and Transit New Zealand), in progressing this stage.

It is acknowledged that for the statement to be successful, integration and coordination with these other project partners will ultimately be required. More engagement with representatives of these organisations and others across the transport sector, as well as the general public, will therefore follow during Stage 2 of the MCTS study, which will take place during 2004.

A draft version of the Stage 1 summary document was presented at a seminar of the Sustainable Transport and Utilities Committee on 10 November 2003. The final draft submitted for approval takes into account, as far as possible, the feedback received from elected members and staff since that time.

### KEY POINTS

When it comes to our transport system, there is no room for complacency:

- Despite recent progress on safety, Christchurch still has a high crash rate per person, with about three road crash casualties for every 1,000 residents each year. Crashes here also tend to be severe. Factors include the high numbers of intersections and the number of cyclists. The cost in resources is estimated to be around \$200 million annual, equivalent to about \$600 for every resident.
- Traffic congestion contributes significantly to existing levels of pollution and resulting problems (eg 95% of carbon-monoxide in our urban area is generated by motor vehicles).

- The car ownership rate for Christchurch is already very high, currently standing at around 75 private cars registered for every 100 people. However, forecasts suggest that within 20 years there could be 40-50% more registered vehicles in metropolitan Christchurch than today. Overall traffic demand is projected to increase by a similar amount. Given present trends, by 2021 over 1.8 million trips each day will be made in and around the city by motorised vehicles.
- Sustained economic growth has already contributed significantly to increasing pressures on the transport system, which in some areas (eg Opawa Road) is inadequate. A number of areas of the strategic road system are approaching capacity and improvements cannot keep up with the current and anticipated growth in demand at reasonable cost.

The opportunity exists, however, to plan and act in advance and the MCTS seeks to provide strategic direction for the required planning and action to address these challenges. Building only more roads is not sustainable in the long term. We want to avoid the major problems other cities have had to address. Indeed, the past experience from other cities, as well as individual studies for Christchurch, have confirmed that if we continue to plan and develop our transport system in the way we have traditionally done, we are actually likely to be just buying ourselves trouble. The present direction of transport - adopting a 'business as usual', or 'she'll be right' approach, will leave us with a transport system and a city a long way from where we would like them to be in 20 years time.

There is no single solution or 'silver bullet' and we will need to adopt a **balanced** approach recognising the place of all modes and integrating aspects of supply and demand to effect a sustainable solution for Christchurch. Even with a proposed change in direction, starting immediately, that only consisted of increased investment in alternatives to cars (in conjunction with selected and targeted investment in traditional road improvements), our analysis suggests that we would still be well short of where we would like to be in 20 years time.

A two part approach is therefore proposed for the recommended direction to achieve the vision. Part One of the MCTS implementation would be primarily concerned with targeted investment towards 'incentives': measures to provide attractive, viable alternatives to many journeys that would otherwise be undertaken by car. Such measures may, for example, include more bus priority lanes, off-road cycle lanes etc. This effort must be commenced now, as delay will make it that much harder to achieve meaningful change if it is left.

Part Two would be primarily concerned with more concerted and increasing application over time of potential 'demand management measures' which will almost certainly be required to achieve the vision. Options include such measures as parking restraints and road pricing. For example, an option such as road pricing may be considered for implementation in perhaps 10 years time. By this stage, it is anticipated that appropriate legislation should be in place, implementation costs will have fallen considerably and technology, privacy and equity issues will have also been addressed as is now rapidly starting to happen throughout the world. Such measures are, for example, already being recognised as likely to be a key component of any solution to the 'Auckland situation'.

Whilst such 'demand management measures' will be required to achieve the vision, they also have the potential to raise significant funds for transport that could be retained for local benefit. Such measures also hold the attraction of more targeted pricing and have significant potential for reducing the 'blunt instrument' burden on rates from which much of our transport funding presently has to come.

#### **Essentially therefore the approach proposed in the Stage 1 summary is as follows**

1. There will need to be more investment in transport, commencing immediately and growing over time.
2. There will need to be an immediate realignment of some elements in the City Streets Asset Management Plan.
3. Stage 2 should be progressed forthwith to obtain a fuller picture of the transport investment required across a variety of providers.
4. Whilst adoption of Stage 1 of the Statement will start getting our funding/direction established, a key challenge for the rest of the project will be getting alignment, integration and buy-in from the other relevant transport agencies.
5. There will need to be innovative and new ways to fund the investment.

## RECOMMENDED EXPENDITURE

The Stage 1 summary indicates the recommended 'public cost', in terms of expenditure by the Christchurch City Council over the next 20 years. This expenditure includes both the cost of improving our transport system ('capital costs') and the cost of maintaining and operating these assets. It is anticipated that this expenditure will have to increase by an average of approximately \$10m per year (or 14%) over current planned levels. Some 70% of total expenditure would still be required for road planning, maintenance and improvements (compared with 80% of expenditure today). Public transport would directly<sup>1</sup> account for 11% (6% now), cycling 3.2% (2.7%), pedestrians 14.3% (12.6%) and demand management marketing 2.2% (0%).

It should be noted that the recommended (additional) expenditure is not all for new infrastructure, but includes appropriate allocations for promotion, education, and planning activities across the modes.

Stage 1 of the MCTS does not go into the potential sources of revenue for this expenditure but a key aim of Stage 2 will be to identify the potential sources for this 'Christchurch City Council' (and other agencies) transport expenditure (not just the recommended additional funding) and the mechanisms required to affect it, along with that for the complete land-transport system within metropolitan Christchurch.

### Implications for LTCCP 2004/05-05/06 and process for consideration

The table below sets out the impact of the recommended minimum Christchurch City Council transport expenditure over the two year period of the first (transitional) LTCCP. The summary report includes details of the key projects anticipated over this period, as well as suggesting subsequent priorities by expenditure area.

**Table 1: CCC Annual Average Transport Expenditure (\$m per year, 2003 prices)  
Recommended Direction (MCTS) versus current (AMP)**

	1 <sup>st</sup> LTCCP: 2004/05-05/06			Average over 20 years to 2023/24		
	Recommended	Current	Change	Recommended	Current	Change
Roading	57.1m	57.1m	+0.0m	55.6m	55.3m	+0.3m
Passenger Transport	6.0m	4.6m	+1.4m	8.8m	3.9m	+4.9m
Cycling	2.8m	1.7m	+1.1m	2.6m	1.9m	+0.8m
Pedestrians	10.2m	8.9m	+1.3m	11.5m	8.8m	+2.8m
Demand Management	0.2m	0.0m	+0.2m	1.8m	0.0m	+1.8m
<b>Total</b>	<b>76.3m</b>	<b>72.3m</b>	<b>+4.0m</b>	<b>80.4m</b>	<b>69.8m</b>	<b>+10.6m</b>

(Note: Random rounding errors may exist in the above table because the expenditure is calculated at a more detailed level.)

It is proposed that as Stage 2 of the MCTS progresses through 2004, then these figures be amended in the light of feedback from elected members.

## CONCLUSIONS

The Regional Land Transport Strategy has set a vision for transport for Christchurch and the Canterbury region for the next 20 years. That Strategy requires a clear focus on improvements for alternative modes and supportive policies, alongside a range of improvements to the existing road network.

The work done to date on the Metropolitan Christchurch Transport Statement indicates a need for considerable additional expenditure over and above the City Streets Asset Management Plan over the next 20 years in order to implement the required direction. This will be an item of significance for consultation as part of the LTCCP development.

<sup>1</sup> Public transport is also likely to benefit somewhat from the recommended 'roading' expenditure, to the extent that some of the future spending could be used to create road space for the exclusive use of passenger transport at some times and locations.

This is our city. We will all need to be determined to achieve our transportation vision for it. We need to set off in the right direction, now. The Stage 1 Metropolitan Christchurch Transport Statement provides both the first step, and guidance along our route. Stage 2, to follow shortly, will take us still closer to our destination.

- Recommendation:**
1. That the Stage 1 Metropolitan Christchurch Transport Statement be adopted for consultation.
  2. That the recommended funding be endorsed for incorporation into the City Streets Asset Management Plan and included in the LTCCP 2004-06 consultation process.
  3. That Stage 2 of the MCTS development be commenced as soon as possible to provide on-going input to development of the Council's subsequent LTCCPs.

Note: The above recommendations on being put to the meeting were declared **carried** by Division No 1 by seven votes to one, the voting being as follows:

**For (7):** Councillors Buck, C Evans, M Evans, Stonhill, Williams, Wright and O'Rourke.

**Against (1):** Councillors Broughton.