

## 8. CENTRAL CITY TRANSPORT CONCEPT PLAN

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### PURPOSE OF REPORT

1. The purpose of this report is to present the Central City Transport Concept to the Council following seminars on the project (and to present the Hagley/Ferrymead Community Board's views regarding this report), with a view to adoption of the Concept.

### EXECUTIVE SUMMARY

2. A draft Central City Transport Concept (the Concept) was developed by the Central City Transport Working Party (CCTWP) during 2003 and 2004. This CCTWP arose from a resolution of the Council on 21 November 2002, which was to establish a working party comprising councillors, businesses and user group representatives to oversee investigations of traffic issues generally between Hereford Street, Moorhouse Avenue, Fitzgerald Avenue and Hagley Park, and to address transport planning within the four avenues. The Chairman of the Hagley Ferrymead Community Board was also a member of the Working Party.
3. The draft Concept was developed in line with the resolution to address transport planning within the four avenues, and will provide a framework to allow the subsequent resolution of traffic issues within the streets defined above.
4. Extensive details of the process undertaken to develop the draft Concept are contained within the 23 September 2004 Council report (attached). These details include a description of the options that were identified and evaluated.
5. At the 23 September 2004 Council meeting, it was resolved that the draft Concept be adopted for the purposes of an inform-consultation process, with reporting back to the Council thereafter.
6. Details of the consultation process and the nature of submissions are contained in a Consultation Analysis Report, which is attached to this report. Twenty-four submissions were received, expressing general support, and no significant opposition, to the draft Concept.
7. Submissions tended to focus on particular elements or specifics of the draft Concept concerning the submitter, most of which can only be resolved during development of individual projects that will result from the Concept. None of these concerns result in the need to make changes to the draft Concept itself. There were also positioning statements being made in anticipation of subsequent projects.
8. Two Council seminars have been held to discuss the draft Concept over the past three months. The first, held on 21 June, focussed on providing an overview and analysis of the consultation feedback on the draft Concept as released for consultation between November 2004 and February 2005. Sufficient questions and matters for further consideration were raised at the first seminar that a second seminar was held on 30 August to respond and allow further consideration. The second seminar also outlined the context and place of the Concept in the wider perspective of the Council's Central City Revitalisation Strategy.
9. The period between the seminars also allowed further work to occur on the Bus Exchange expansion and initial modelling work of the Lichfield-Tuam corridor testing a two-way Lichfield Street. The initial modelling of making Lichfield Street into a two-way street appeared to indicate that this could be achieved without causing failure of either the transport system or the proposed Concept. Staff did note however that there was a range of issues still to be resolved.

10. With elected members supportive of the principle of seeking to two-way Lichfield Street and satisfied with regard to other queries about the Concept, the view of the second seminar was that any necessary modifications of the draft Central City Transport Concept needed to be identified and recommended to the Council for consideration and adoption.
11. In summary the modified Concept could be described as follows (see also the fuller description in paragraph 66 in the body of this report and the attached diagram):
  - A **Core**, bounded by Kilmore Street, Madras Street, Lichfield Street, Cambridge Terrace and Durham Street, where through-traffic will be discouraged and streetscaping will be undertaken to improve ambience and to slow motor vehicle speeds.
  - **Other Precincts** outside the Core to reflect other areas with recognised character or amenity, which will be developed as agreed and in line with the principles applied to the core.
  - A three zone **parking** plan, based on short-term parking in the core, medium-term visitor off-street parking on the core ring/edge and residents and commuter parking in the periphery.
  - Good **accessibility** for motor vehicles to, from and around the core. Improvements to the one-way system amenity and pursuing the conversion of Lichfield Street to two-way, whilst maintaining a two-way Tuam Street.
  - Expansion of the current **Bus Exchange** and development of associated key bus corridors on Colombo and Lichfield/Tuam Streets.
  - Development of **street treatments** within the core and precincts, based on an overall streetscape **urban design** concept for the central city.
12. The Hagley/Ferrymead Community Board considered this report at a seminar on 21 October and the Board's comments will be circulated at the meeting.
13. Adopting the Concept will generate a range of consequential work projects, some general and some local, and will support some vital, urgent infrastructure developments, such as the Bus Exchange expansion and the City Mall upgrade. These projects will assist the transport outcomes needed to achieve a successful Central City Revitalisation. The CCTWP's role concluded with the 2004 Local Government elections and its significant contribution to the production of the Concept is again acknowledged. Stakeholder input will be further sought as the future individual projects proceed through the proposed Central City Revitalisation Liaison Group, which will be convened by the Mayor (see attached diagram).

#### **FINANCIAL AND LEGAL CONSIDERATIONS**

14. While the initial cost estimates to fully implement the Concept are substantial, no specific programme or projects are proposed at this stage. The financial considerations are best dealt with through the LTCCP processes as programmes and project details develop.
15. No specific legal considerations arise from the adoption of the Concept.

## STAFF RECOMMENDATIONS

It is recommended that the Council:

- (a) Receive this report.
- (b) Adopt the following Central City Transport Concept as described below and illustrated in the attached diagram:
  - A **Core**, bounded by Kilmore Street, Madras Street, Lichfield Street, Cambridge Terrace and Durham Street, where through-traffic will be discouraged and streetscaping will be undertaken to improve ambience and to slow motor vehicle speeds.
  - **Other Precincts** outside the Core to reflect other areas with recognised character or amenity, which will be developed as agreed and in line with the principles applied to the core.
  - A three zone **parking** plan, based on short-term parking in the core, medium-term visitor off-street parking on the core ring/edge and residents and commuter parking in the periphery.
  - Good **accessibility** for motor vehicles to, from and around the core. Improvements to the one-way system amenity and pursuing the conversion of Lichfield Street to two-way, whilst maintaining a two-way Tuam Street.
  - Expansion of the current **Bus Exchange** and development of associated key bus corridors on Colombo and Lichfield/Tuam streets.
  - Development of **street treatments** within the core and precincts, based on an overall streetscape **urban design** concept for the central city.
- (c) Note that the concept fits with the Council's Central City Revitalisation Strategy.
- (d) Thank the CCTWP for their role in developing the Central City Transport Concept.
- (e) Support the formulation of a Central City Revitalisation Liaison Group, with the following Terms of Reference:
  - To act as a sounding board
  - To facilitate buy-in from others
  - To act as a catalyst for ideas and engender enthusiasm
  - To provide a contribution to specific projects and the Project Implementation Steering Team as appropriate.
- (f) Note that the Mayor will chair this group and appoint stakeholders with appropriate skill-sets.

## INTRODUCTION

16. The work on the Central City Transport Concept (the Concept) was initiated in response to the Lichfield/Tuam Streets swap proposal when it was realised that specific transport related projects in the central city needed to be part of a larger picture. This Concept is a subset of the Council's overall Central City Revitalisation Strategy (Revitalisation Strategy). With the Concept in place, important issues such as the option to convert Lichfield Street to 2-way, and the near-capacity of the Bus Exchange can be considered and resolved.

## BACKGROUND TO CENTRAL CITY REVITALISATION

17. In 2001, the Council developed and adopted the first stage of the Revitalisation Strategy to counter threats, both real and perceived, to the medium and long-term vitality of the central city due to major investment in suburban retail and other development.
18. The Revitalisation Strategy was developed following a public consultation process which elicited over 900 responses, giving a steer to setting a vision, some key objectives and some priorities for action. Feedback from the consultation showed that the issues of greatest importance included transport and parking, and environmental improvement. Suggestions repeatedly included more/better/free parking, improved pedestrian facilities including crossings and wider footpaths, traffic calming and improved public transport.
19. The Revitalisation Strategy set out a vision and general objective, and outlined some short, medium and long-term projects.
20. The vision is *"a vibrant, exciting, safe and sustainable Central City heart; a heart with a strong and healthy economy, environment, culture and society"*. The general objective is *"to enhance and promote the Central City (the area within the four avenues) as a centre of community, culture, commerce, education, celebration and environmental excellence and sustainability for the existing and future citizens of Christchurch. To make the Central City a great place to live, work, play, shop, socialise, invest, visit and learn"*.
21. The Revitalisation Strategy also set out some more specific objectives relating to economic development, living, social interaction and well-being, community focus, transport accessibility and safety, central city identity, environmental quality and infrastructure.
22. It established some core principles for project development and identified some short and medium-term priorities to assist revitalisation. Core principles included an east side focus, the need to increase residential population and business and commercial activity, integrated development including private-public partnerships, and public space environment improvements.
23. To date the Revitalisation Strategy has achieved Council-led projects such as first hour free parking, funding for central city marketing, purchase for redevelopment of the Turners & Growers site, the High Street Upgrade and completion of Cathedral Square. Developer-led projects supported by the Council include Lichfield Lanes, South of Lichfield (SOL), Mid-City Centre and Hallensteins. There have also been investigations and zone changes to assist revitalisation. This included the Lichfield-Tuam Swap Study, which at a later stage became the catalyst for the formation of the Central City Transport Working Party.

## BACKGROUND TO PUBLIC TRANSPORT AND THE BUS EXCHANGE

24. The Bus Exchange provides the most perplexing central city transport issue to resolve currently, at least from a technical perspective.
25. Since the opening of the Bus Exchange in 2000, patronage on buses in Christchurch has increased from just over 10 million passenger trips per year to about 15.3 million passenger trips per year. Although this increase has been due to several significant improvements to the bus system, the Bus Exchange itself has developed an international reputation, and set new standards for how an interchange can operate successfully, with a high standard of passenger amenity, particularly the off-street portion. It was designed to operate up to a system patronage volume of about 20 million passenger trips per year.

26. The joint Council and ECan Passenger Transport Strategy has a target of 17 million passenger trips per year by 2007/08 and this is on track. However, significant congestion is occurring now in passenger waiting areas of the Bus Exchange at peak times. This is particularly noticeable on the Colombo Street pavements, where conflicts occur between waiting passengers and pedestrians sharing the same footpath space.
27. Increasing passenger numbers, particularly during peak periods, has required more buses in the central city. This is resulting in some bus congestion, particularly around the Lichfield/Colombo Street intersection.
28. With current passenger growth projections, the Bus Exchange will reach capacity by about 2008, which is two to three years earlier than its original design life. This is despite through-routing introduced by ECan in 2004, which reduced bus movements on Colombo Street by 30% from what was otherwise projected.
29. As the Bus Exchange is so pivotal to the bus system operation, expansion is vital to ensure sufficient future capacity of the Bus Exchange, the ongoing success of the bus system in Christchurch and its support for the Central City Revitalisation.

#### **BACKGROUND TO THE CENTRAL CITY TRANSPORT WORKING PARTY**

30. During 2002 the Council proposed plans for changing Tuam Street from a two-way street to one-way eastbound and Lichfield Street from one-way eastbound to two-way. Included with other ideas such as free short term off-street parking and a slow movement core area, the proposal was one of a number of transport projects identified for investigation in the document "*Revitalising the Heart of Our City, Development of a Central City Strategy – Stage 1*", February 2001.
31. When a detailed one way swap proposal was developed and put out to public consultation, the process resulted in many submissions against all or parts of the proposal. On 21 November 2002, as a consequence of the reporting back to the Council on the outcome of this consultation, the one-way swap proposal was put on hold and the Council decided to engage in a wider central city transport review. This saw the establishment of the Central City Transport Working Party (CCTWP). The Council resolutions passed at that time were:

*"1. That the Council conduct a transport review of streets between Hereford Street and Moorhouse Avenue.*

*2. That the Council form a working party to:*

- (a) Discuss terms of reference for the working party for adoption by the Sustainable Transport and Utilities Committee;*
- (b) Initially address traffic issues between Hereford Street and Moorhouse Avenue; and*
- (c) Address transport planning within the Four Avenues as a parallel process to (b) above.*

*This study will focus on the implementation of Council transport strategies, addressing the negative impacts of traffic flows as well as protecting and enhancing inner city economic well-being and commercial viability.*

*3. That the working party comprise:*

- (a) Five members 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) Three 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 of SPOKES.*
- (g) A bus company representative."*

32. The CCTWP was established in early 2003, and its membership was in line with recommendation 3 above, but with the addition of the chair of the Hagley/Ferrymead Community Board. During development of the Concept, the CCTWP:
- (a) Was briefed on all relevant existing transport and central city strategy and policy documents.
  - (b) Identified key desires from each stakeholder, related to transport and activities in the central city.
  - (c) Developed and reviewed options for meeting the needs of each travel mode.
  - (d) Determined assessment criteria for evaluating options.
  - (e) Provided feedback on broad combined proposals and options developed by staff.
  - (f) Received information regarding the assessments of various options.
  - (g) Accepted by consensus a draft Concept for consultation purposes.
33. Details of these tasks are described in the attached 23 September 2004 Council report, and have not been repeated in this report. Rather, the following sections cross-reference appropriate sections of the September 2004 Council report.
34. The major initiative with which the Concept needed to integrate was the Central City Revitalisation Project, whose aims were expressed through the *Revitalisation Strategy document referred to in paragraph 29 above*. Elements of that document which were relevant to the Concept are in Section 4 of the September 2004 Council report.
35. The CCTWP developed a vision and objectives for an ideal central city transport system as described in the first few paragraphs in Section 4 of the September 2004 Council report, which are well aligned with the vision and objectives of the Revitalisation Strategy. This section of the September 2004 Council report also sets out the assessment criteria that the CCTWP agreed to used to assess options.
36. Identification and development of options, and selection of a preferred option was a four step process, described as follows:
- (a) The first step identified and short-listed options, starting with nine public transport options, eight general traffic options and four cycling options, and moved through various selection processes to three short-listed options known as the Slow Movement Core, Pedestrian Heart and Status Quo.
  - (b) The second step developed option details and assessed the three short-listed options against the assessment criteria agreed by the CCTWP. Option details and their assessments are described in Section 5 of the September 2004 Council report.
  - (c) The third step involved further analysis on some additional key issues, primarily parking, that resulted from outcomes of the assessment and feedback from the CCTWP. These issues and their analysis are described in Section 6 of the September 2004 Council report.
  - (d) The final step was for the CCTWP to develop and agree on a draft Concept as described in Sections 7, 8 and 9 of the September 2004 Council report. The draft Concept that was chosen is essentially a combination of the Slow Movement Core and Pedestrian Heart. Because of the complexity of the options, they were broken into components and agreement was sought on each component, with the recommended option being the summation of the agreed components.
37. The CCTWP unanimously endorsed the draft Concept at a meeting on 9 September 2004, based on the premise that the draft Concept was sufficiently robust to adapt to variations of possible street treatments details and more importantly, to cater for different options that could be developed for the Lichfield/Tuam Corridor.

38. The results of these processes and the endorsed draft Concept were presented to the Council on 23 September 2004, which passed the following resolutions:

- "1. That the information be received.*
- 2. That the Central City Transport Concept, as outlined in this report, be adopted for the purposes of an 'inform-consultation' process this year and reporting back to the Council thereafter.*
- 3. That immediately following conclusion of the work in recommendation 2, and report back to a reconstituted working party and the Council in the new year, an 'ask/dialogue' consultation process be undertaken on the Lichfield-Tuam corridor.*
- 4. That the Council expresses its appreciation and thanks to the non-Council members of the Central City Transport Working Party for their contribution and commitment to the project."*

#### **INFORM-CONSULTATION ON THE CENTRAL CITY TRANSPORT CONCEPT**

39. Following the 23 September 2004 Council resolution, an inform-consultation process was undertaken between November 2004 and February 2005. This type of consultation process was considered appropriate because the CCTWP work and focus group research undertaken during development of the draft Concept was considered sufficient to provide a balanced picture of community views as well as the Concept being consistent with the Revitalisation Strategy, on which many of its 900 submitters had already provided relevant views.
40. However, for subsequent projects including the Lichfield/Tuam Corridor, an "ask", or "dialogue", type consultation process is recommended. This would need to include in-depth dialogue with potentially impacted groups to identify and obtain feedback on a range of issues and options, and will be in line with LGA requirements for those types of projects.
41. For this inform-consultation process, the draft Concept was presented on an A2 colour publication, which was distributed to 5,200 businesses and residents within the central city, and displayed at 400 central city locations. This was supplemented by public briefings held on 1 and 2 December 2004, and by articles in City Scene during October, November and December 2004. A presentation was also given to the Hagley/Ferrymead Community Board on 9 February 2005.
42. Twenty-four submissions were received, which is very low in the context of 700 submissions received on the proposed Lichfield-Tuam Swap Project back in 2002. Of note is the absence of submissions from many stakeholder organisations and other known individuals. Much of this can be attributed to either having these organisations or individuals as members of the CCTWP, or them being in close contact with members of the CCTWP.
43. Analysis of these submissions is contained within the attached Consultation Analysis Report. Because of the small number of submissions and because submitters were asked for responses on open-ended questions, statistical analysis is inappropriate.
44. The main issues from the consultation analysis were as follows, with numbers in brackets identifying the number of submitters making comment on each issue:
  - (a) **Overall Concept.** There is no significant opposition to the draft Concept, which is reflected in the low number of submissions. There is very positive support for the draft Concept, with most submission concerns focussing on detailed or specific issues (10).
  - (b) **Slow Core.** There is general support for a slow core, with any concerns relating to details of vehicle access rather than reduced speeds (8).
  - (c) **Pedestrians and Cyclists.** There is good support for enhancing pedestrian and cyclist facilities. Three submissions favour more pedestrian precincts (8).

- (d) **One-Way System.** Little comment was expressed and opinion given is divided on the one-way system, but no conclusions can be reached with only three submissions. Negative aspects raised have already been acknowledged during the draft Concept development, which allows for a one-way system improvement plan (3).
  - (e) **Lichfield / Tuam Corridor.** Positioning statements were made in anticipation of the pending Lichfield/Tuam Corridor Project, which is likely to follow adoption of a final Concept. However, most appear content at this stage with the ask/dialogue-consultation process that was proposed for this project. The draft Concept makes no choices on this matter (6).
  - (f) **Parking.** There are no strong themes coming through on parking, with support for the real-time information system, one comment wanting to curb commuter parking and another comment that more commuter parking may be needed (8).
  - (g) **Street Treatments.** These submissions related to specific issues on specific streets. They are best addressed with stakeholders during the projects developing the specific street treatment measures to incorporate their issues into scheme designs. There was some criticism about previous landscaping with trees (6).
  - (h) **Public Transport.** There are no particular submission themes on public transport, with strong desires by some to expand the shuttle service, develop a Central Bus interchange and/or to consider passenger rail. There were also complaints about some specific aspects of the bus system, which have been forwarded to appropriate parties. (16).
  - (i) **Special Precincts.** There is general support for special precincts, although there is debate on the choice of street treatments. Two submitters favoured new precincts on Colombo Street at each end of the proposed slow core. The term "precinct" in the context of street treatments will need review to avoid confusion with the use of the term in proposed marketing and revitalisation initiatives (7).
  - (j) **Land Use/Transportation Integration.** Strong views were expressed for clearly linking the draft Concept to land use strategies, both for the central city and metropolitan-wide (9).
  - (k) **Consultation.** Ten of the 19 comments made expressed concerns about the short length of time to make submissions and the time of year for consultation. Not all the 19 submissions were on this. Most of the remainder of submissions wanted to be kept informed of future development (19).
45. On the basis of items (a), (b), (e), (f) and (k) above, no changes would be required to the draft Concept.
46. With regard to item (c), the extent of pedestrianised precincts was considered in detail during the draft Concept development, with strong support by some people for more pedestrianised precincts and equally strong concern by others. The draft Concept aims to provide a balance between these views and as there was not a wholesale demand for more or less, no changes are proposed to the draft Concept. Although new pedestrianised precincts are not an essential element of the draft Concept, there remains opportunity to implement them if warranted by future land use changes.
47. With regard to item (d) which drew very little comment, and that was divided, no changes would be required to the draft Concept. The identified need of treating the negative aspects of the one-way system is a component of the draft Concept. However, as noted elsewhere and irrespective of the lack of consultation feedback on one-way streets, Councillors have at the two seminars expressed support in principle for changing Lichfield Street from a one-way to a two-way street.
48. With regard to items (g) and (i), issues associated with specific street treatments will need to be dealt with at an individual project level. Due consultation will occur as appropriate during development of these projects.



49. With regard to item (h), expansion of the shuttle service is being considered in a separate study. During early stages of the development of the draft Concept, passenger rail was considered and seen as being outside the 15 to 20 year time horizon of the Concept, but was considered worthy of investigation for the long-term. Investigations have begun for establishing an expanded central city bus interchange. The issue of better catering for long-distance bus or coach travel will be investigated separately, and is not fundamental to the Concept.
50. With regard to item (j), there are currently land use strategies being developed for Christchurch, the most obvious being the Urban Development Strategy. The draft Concept was developed with the best information to hand. No changes would be required to the draft Concept for it to proceed with implementation, and the draft Concept is designed to be flexible to respond to land use changes that may result from these strategies. To ensure ongoing consistency with and integration between transportation and land use objectives, reviews of the Concept every three to five years are recommended.

#### POST-CONSULTATION REPORTING

51. The results of the consultation process were reported to a joint seminar of Council, the Hagley/Ferrymead Community Board and the CCTWP on 21 June 2005. At this seminar, Councillors and others raised a series of questions that required a response from Council staff.
52. These questions were categorised into issues, which were discussed at a Liveable City Portfolio Group seminar on 21 July 2005. At this seminar, these issues were prioritised.
53. The most significant issues relate to the possibility of a two-way Lichfield Street and the Bus Exchange. These are covered in the next sections of this report. Responses to the other issues are described below:
  - (a) **Central City Product.** It is important to link the Concept to the overall central city product, which involves an understanding of the product and target markets. The central city product is part of the Revitalisation Strategy and the Concept is linked with this.
  - (b) **Urban Design.** High quality urban design, including public art and development of a central city brand is seen as critical to a successful concept, and is a key part of the draft Concept.
  - (c) **Motor Vehicle Access and Parking.** Having good motor vehicle access to the central city and providing good parking facilities is seen as very important, and this is a key part of the draft Concept.
  - (d) **Core Speed Limit.** There is some interest in wanting 30 km/h speed restrictions to be done on a street-by-street basis within the core, rather than applying a blanket speed restriction. Whilst more of an implementation issue, this can be done, and it is more important to ensure that street treatments are such that motorists are discouraged through design from driving faster than 30 km/h. This will need a minor modification to the wording in the draft Concept, and will need reinforcing in subsequent projects.
  - (e) **Cycling.** Access to the core and movement in the core will be more cycle friendly, because of slower traffic speeds and street designs recognising cyclists.
  - (f) **Residents.** The Concept can cater for the needs of current residents and encourage new residents. Proposals to increase population to up to 30,000 residents can be catered for in successive Concept reviews, as growth is likely to occur over the longer term.
  - (g) **Precincts outside the Core.** There was concern that no areas east of Manchester Street were identified in the draft Concept as precincts outside the core. The precincts previously identified are examples only and the draft Concept allows for precincts to be added as agreed.

54. On the basis of the items above with the exception of (d), no changes would be required to the draft Concept. With regard to (d) above, minor rewording will be made to the draft Concept.
55. There was concern expressed about the small number of submissions received during the consultation process. The question that arises from this concern is: does the low number of submissions represent a process failure? Or does it imply general support for the draft Concept? It is considered that it is not a process failure and further consultation on the Concept would not significantly change the results. It is likely that there will be much greater interest during consultation on subsequent projects.

#### **LICHFIELD STREET AND THE ONE-WAY SYSTEM**

56. At the 21 June 2005 seminar, some Councillors expressed a desire to move directly to some clear and rapid decision making on the Lichfield and Tuam Streets Corridor. In particular, there was a strong desire to convert Lichfield Street to a two-way street to assist with central city revitalisation, without converting Tuam Street to a one-way street.
57. Since that seminar, preliminary traffic modelling has been undertaken to begin exploring this, and early indications are that this conversion is possible. This needs to be qualified by the need to develop solutions for some issues including:
  - Congestion relief at intersections, especially Hospital Corner (Hagley/Oxford/Riccarton/Tuam) and at Lichfield/Manchester/High.
  - The need to ensure safe design at two-way intersections, especially dealing with right turns and dealing with pedestrians, due to increased conflict.
  - Providing access to and egress from the Bus Exchange.
  - Access to parking buildings on Lichfield Street
  - Provision of bus and cyclist measures.
58. Significant additional work is needed to assess the scale of the issues, and identify options for resolving them. It is also possible that some solutions will require property acquisition.
59. To implement change requires a series of steps as follows including indicative timeframes:
  - The Council to agree in principle for a two-way Lichfield Street.
  - The Council to develop and sign-off a workable scheme plan, including robust analysis and consultation processes (6 to 9 months).
  - Changes needed to the Bylaw and City Plan (3 months).
  - Ensure adequate provision in the budget.
  - Designate and purchase land, if necessary (2 to 3 years).
  - Construction (3 to 6 months).
60. Hence it could take between 12 months and 4.5 years to implement. It is important to undertake proper project development processes including consultation and engaging with all affected and interested parties. This would assist in addressing key community issues and make community acceptance of the final option much more likely, especially in the context of the consultation undertaken on the previous Lichfield-Tuam Swap Project, which generated as much comment on the proposed two-way Lichfield Street as it did on the proposed one-way Tuam Street.
61. The initial assessment of a two-way Lichfield Street does not compromise the Concept. Essentially the Concept can cater for the status quo, swapping the Lichfield Street one-way function with Tuam Street or simply making Lichfield Street two-way. Based on this, the draft Concept requires some word changes to reflect a potential two-way Lichfield Street.
62. There have also been informal comments reflecting the possibility of converting St Asaph Street to a two-way street. To date, there has been insufficient time to carry out any assessment of this, and it is considered that the Concept should be adopted without this. Further assessment can be carried out if required after Concept adoption.

## BUS EXCHANGE EXPANSION

63. At the 21 June 2005 seminar, Councillors also expressed a desire to have some clear and rapid decision making on the long-term future of the Bus Exchange.
64. During the development of the draft Concept, many alternative arrangements for the operation of the public transport system in the central city were explored. These naturally inferred options for the location of the Bus Exchange and/or other interchange sites. The clear outcome was to support a single location central city bus interchange in the vicinity of the Bus Exchange. Since then some option testing for expansion of the Bus Exchange has been undertaken, but with no successful resolution. Further work is currently underway to explore more options with a broader base and set of criteria. The basic premise for the Bus Exchange in the Concept is sound and can be adopted as part of the Concept. If a change is required then the Concept could be reviewed to recognise it at an appropriate point.

## CENTRAL CITY TRANSPORT CONCEPT IN CONTEXT

65. A Council seminar was held on 30 August 2005 to report on the draft Concept and to demonstrate its place within the wider Central City Revitalisation context. This seminar included:
- Identifying the overall goals and objectives for the central city;
  - Reiterating the Central City Revitalisation Strategy, and describing previous and current initiatives;
  - Reiterating the CCTWP processes, the draft Concept, and consultation process;
  - Describing the issues facing the Bus Exchange;
  - Reporting on the issues raised at the 21 June 2005 seminar;
  - Reporting on the preliminary assessment for a two-way Lichfield and Tuam Street;
  - Suggesting a way forward.
66. At this seminar, Councillors instructed staff to prepare this report, recommending a transport concept for adoption.
67. Therefore, based on draft Concept, the results of the public consultation process, and the seminars held with Council on 21 June and 30 August 2005, the Central City Transport Concept recommended for adoption is made up of the following components.
- (a) **Slow Core area.** Defines the central city area where through-traffic will be discouraged but no new access prohibitions are proposed and general amenity is significantly improved. It will be bounded by Kilmore Street, Madras Street, Lichfield Street, Cambridge Terrace and Durham Street, which is defined as the core ring or boundary. Speed limits lower than 30 km/h should be applied (perhaps progressively), but the aim will be to ensure that street treatments will prevent motorists from travelling fast.
- (b) **Precincts outside the Core.** Allows the principles and treatments within the core to be applied to other smaller areas with recognised high amenity within the four avenues. Examples include around the Arts Centre and Museum, Victoria Street and High Street, but the Concept allows for other precincts to be added as agreed.
- (c) **Accessibility.** Good motor vehicle access will be provided to, from and around the core, and to define the core ring. This will be primarily achieved by maintaining the one-way system, but measures will be implemented to upgrade amenity, improve crossing points for pedestrians and cyclists, and to manage speeds will be developed for the core ring and arterial approach roads. The exception to this is Lichfield Street, which may be converted to a two-way street, whilst also maintaining Tuam Street as a two-way street.
- (d) **Streetscaping Design Plan.** A Central City streetscaping design plan is needed to provide an overall central city theme or “brand”, but it also needs to be flexible to allow the individuality of different precincts or sub-areas in the central city to be reflected. It is important that the core stands out, but all areas within the four avenues are included in the strategy.

(e) **Bus Exchange.** The Bus Exchange will need to be expanded to improve public transport efficiency and effectiveness. The expanded Bus Exchange project is being developed under a separate study. Defined bus corridors will be provided along Colombo Street and Lichfield and/or Tuam Streets if the expanded Bus Exchange remains near its current site.

(f) **Parking.** Develop the following three-zone concept:

- **Core** – focus on mainly short-term and ancillary parking. Emphasis will be shifted to shorter (P30) term spaces. Medium-term spaces (60 to 120 minutes) will be provided in parking precincts, either through on-street clusters or in nearby off-street parking facilities near the ring. On-street spaces will be charged in accordance with the scarce resource concept.
- **Ring** – focus on medium-term CBD visitor parking. This will be based on a search pattern around facilities, integrated with the real-time information system. Displaced core meter parking will be accommodated by removing some long-term parking from Council off-street parking facilities. Options for additional off-street facilities on the ring will be investigated to cater for any excess demand foci. The negative views of current parking buildings will be addressed.
- **Peripheral** – provide for local residents, residential visitors and long-term commuter parking largely as now. Treat special precincts, such as Victoria Street, on a case-by-case basis.

Issues associated with residents/commuter parking will need to be considered into the inner suburbs beyond the four avenues. The Concept allows for the market to supply additional off-street commuter parking according to commercial justifications. Park and ride will also be investigated.

(g) **Street Treatments.** All streets within the core will be treated with one of the following street treatment types:

- **Low** – improves amenity through measures such as kerb build-outs and landscaping, but continues to give priority to motor vehicles.
- **Medium** – adds pedestrian priority at selected crossing points to the low treatment, through pedestrian platforms or speed cushions.
- **High** – actively discourages non-essential traffic through extensive street narrowing, landscaping and other treatments. Note that the use of two-way, one-lane sections was not popular in the consultation feedback.

#### **PROGRAMME AND FUNDING – THE NEXT STEPS**

68. Upon adoption of the Concept, the next short-term steps are to:

- Develop a streetscape urban design plan to provide inputs to the project street treatments;
- Develop a parking plan to support the parking component of the Concept;
- Commence the Lichfield-Tuam Corridor Project;
- Continue the study for the Bus Exchange expansion;
- Develop, prioritise and programme the remaining projects in the central city and ensure that they integrate with overall Central City Revitalisation objectives and timeframes.

69. The processes for the Lichfield-Tuam Corridor Project and the Bus Exchange expansion project will be presented separately to Councillors in the near future.

70. The current LTCCP indicates about \$20M for Major Amenity projects (which provides mainly for Central City transport-related projects) over the next ten years. The projected budget in the December 2003 *Metropolitan Christchurch Transport Statement* allocated \$30 million to central city amenity over the next 20 years, until 2023/24. A very rough order assessment of street treatments for streets within the Core and Precincts is likely to cost well in excess of this \$30M, which also does not allow for special treatments to City Mall (currently estimated at \$12M), expansion of the Bus Exchange (currently estimated at \$20-50M), any new parking facilities (currently estimated at \$15-20M), other street treatments and improvements to one-way streets and other streets within the four avenues.
71. Clearly elected members have key choices and decisions to make in relation to the speed of implementation desired and the associated budgetary requirements.
72. Notwithstanding that, in terms of the Concept components, essential elements include the Bus Exchange expansion (especially given the expectations and needs of ECan for this project), improvements to Lichfield Street, definition of the Core and treatment to a significant number of streets within it.
73. Initial programming and budget proposals will be introduced in the upcoming LTCCP process

#### **OPTIONS**

74. In the first round of investigation, nine individual public transport options, eight traffic options and four cycling options were identified as defined in Sections 4.1, 4.2 and 4.3 of the September 2004 Council report. These were reduced to four public transport options, six traffic options and two cycling options through an initial assessment process.
75. The shortlisted individual options were integrated to form 24 combined options. The two remaining cycling options were combined and merged with the traffic options. A "logical matching" compatibility and vision compatibility analysis was undertaken as described in Section 4.4 of the September 2005 Council report to result in seven combined options. A multi-criteria analysis as described in Section 4.5 of the September 2004 Council report reduced these to four combined options, including the Status Quo. Review of the two public transport components of these remaining options indicated that the two components were becoming very similar due to introduction of bus through-routing.
76. Therefore detailed option development and assessment was undertaken on three options:
  - (a) Status Quo
  - (b) Slow Movement Core
  - (c) Pedestrian Heart
77. The draft Concept that was developed by the CCTWP is a combination of elements of the Slow Movement Core and Pedestrian Heart, as described in the September 2004 Council report.
78. The recommended Concept described in this report is a modified draft Concept based on the outcomes of the consultation process and input from Councillors.

#### **PREFERRED OPTION**

79. The preferred option is the Central City Transport Concept described in paragraph 66 above of this report. It is preferred over the Status Quo because:
  - The Status Quo will not actively aid central city revitalisation;
  - It has received positive public feedback, especially in addressing key concerns of the public raised in recent times, including that the status quo was not an option for them.
  - The Status Quo has no current framework for future development, having largely been completed and it pre-dates the Central City Revitalisation Strategy.

**ASSESSMENT OF OPTIONS**

**The Preferred Option**

80. The preferred option is the Central City Transport Concept as described in this report.

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>	<ul style="list-style-type: none"> <li>Supported by consensus by the CCTWP and Council.</li> <li>General support for the overall concept from the public consultation process.</li> <li>Provides a much improved pedestrian and cyclist environment.</li> <li>Reinforces the central city as the "heart" of Christchurch.</li> </ul>	<ul style="list-style-type: none"> <li>Development of and consultation for projects need to be managed well to continue to maintain public support.</li> </ul>
<b>Cultural</b>	<ul style="list-style-type: none"> <li>Reinforces the central city as the "heart" of Christchurch.</li> </ul>	
<b>Environmental</b>	<ul style="list-style-type: none"> <li>Will enhance the amenity of the central city.</li> <li>Fewer private motor vehicles in the core</li> </ul>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>Will assist with economic revitalisation of the central city.</li> <li>Will assist with bus reliability.</li> <li>Large road safety improvements due to fewer pedestrian/vehicle conflicts and slower speeds.</li> </ul>	<ul style="list-style-type: none"> <li>Resultant programme of works potentially requires ongoing and significant funding.</li> <li>Inadequate current funding for full implementation over 10 years.</li> </ul>
<p><b>Extent to which community outcomes are achieved:</b>            Primary alignment with community outcome an attractive and well-designed city, where Christchurch has a vibrant centre, ... and well-designed transport networks.            Also contributes to a city for recreation, fun and creativity, and a safe city</p> <p><b>Impact on Council's capacity and responsibilities: Positive</b></p> <p><b>Effects on Maori: NA</b></p> <p><b>Consistency with existing Council policies: Consistent</b></p> <p><b>Views and preferences of persons affected or likely to have an interest:</b> Noted in this report and the attached September 2004 Council and Consultation Analysis Reports.</p> <p><b>Other relevant matters: NA</b></p>		

**Maintain The Status Quo (If Not Preferred Option)**

81. The Status Quo is essentially the existing situation on the streets, together with committed schemes planned for the central city and adjacent areas. Existing pedestrian malls and slow street treatments such as City Mall and Worcester Boulevard would remain.

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>		<ul style="list-style-type: none"> <li>Rejected by the CCTWP and the community, as suggested through focus groups. Growing adverse social effects of excess traffic in core.</li> </ul>
<b>Cultural</b>		<ul style="list-style-type: none"> <li>Could result in ongoing decline to elements of the central city.</li> </ul>
<b>Environmental</b>		<ul style="list-style-type: none"> <li>Poor amenity to many streets, poor quality pedestrian environment.</li> </ul>
<b>Economic</b>	<ul style="list-style-type: none"> <li>Lowest cost as only works will be ongoing maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>Could result in ongoing decline to elements of the central city.</li> </ul>
<p><b>Extent to which community outcomes are achieved:</b>            Primary alignment with community outcome an attractive and well-designed city, where Christchurch has a vibrant centre, ... and well-designed transport networks.            Also contributes to a city for recreation, fun and creativity, and a safe city</p> <p><b>Impact on Council's capacity and responsibilities:</b> Nominal</p> <p><b>Effects on Maori:</b> NA</p> <p><b>Consistency with existing Council policies:</b> Poor.</p> <p><b>Views and preferences of persons affected or likely to have an interest:</b> Noted in this report and the attached September 2005 Council and Consultation Analysis Reports.</p> <p><b>Other relevant matters:</b> NA</p>		