

ENVIRONMENT AND INFRASTRUCTURE COMMITTEE AGENDA

THURSDAY 2 AUGUST 2012

AT 9AM

IN COMMITTEE ROOM 1, SECOND FLOOR, CIVIC OFFICES, 53 HEREFORD STREET

Committee: Councillor Claudia Reid (Chairperson)
Councillors Sally Buck, Jimmy Chen, Barry Corbett, Aaron Keown, and Sue Wells.

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- PART A - MATTERS REQUIRING A COUNCIL DECISION
- PART B - REPORTS FOR INFORMATION
- PART C - DELEGATED DECISIONS

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ENVIRONMENT AND INFRASTRUCTURE COMMITTEE 2. 8. 2012

- 1. APOLOGIES**
- 2. DEPUTATIONS BY APPOINTMENT**
- 3. BRIEFINGS**

ENVIRONMENT AND INFRASTRUCTURE COMMITTEE 2. 8. 2012

4. SUBMISSION ON ENVIRONMENT CANTERBURY'S DRAFT REGIONAL PUBLIC TRANSPORT PLAN

General Manager responsible:	General Manager Jane Parfitt, DDI 941 8608
Officer responsible:	Alan Bywater, Programme Manager Strong Communities, Strategy and Planning Group
Author:	David Falconer, Senior Policy Planner- Transport Greg Bassam, Policy Planner- Transport

PURPOSE OF REPORT

1. To present the draft submission on the Environment Canterbury's draft Regional Public Transport Plan for the Environment and Infrastructure Committee's consideration (**Attachment 1**).

EXECUTIVE SUMMARY

2. Environment Canterbury (ECAN) has notified a draft Regional Public Transport Plan (RPTP) for consultation. The Plan is required by the Public Transport Management Act 2008. One of the main drivers behind the plan is to achieve the national target of 50 per cent fare-box recovery of the cost of public transport. Since the earthquakes, public transport patronage has dropped significantly, especially on services to the Central City, resulting in a financial short fall for Environment Canterbury. Environment Canterbury is proposing a 'hub and spokes approach' which will result in changes to the bus network and reduce operating costs. Four core routes and three other services will continue to serve the Central City. All other services will not serve the Central City, but instead link other parts of the city with the suburban centres. Passengers can then transfer between these suburban services and the services serving the Central City at suburban centres. There is greater pressure for the Council, as the public transport infrastructure provider, to provide suitable interchange facilities and bus priority measures to enable those transfers to be as seamless as possible.
3. The Draft submission recommends that:
 - (a) There is greater flexibility and monitoring of the new approach to test the new approach and minimise infrastructure investment risk to Council.
 - (b) The RPTP is a short-term plan during the recovery period, whilst work is undertaken on developing the longer term strategic vision for public transport (e.g. through the Public Transport Future Network investigations).
 - (c) Recommends that Christchurch City Council/ECAN work further together on agreeing on key routes, infrastructure solutions and prioritisation.
 - (d) There will need to be more public consultation prior to the provision of infrastructure.
 - (e) The level of service reductions for the community are minimised.
 - (f) There is continued improvement of Public Transport Services/ Image.
 - (g) There is consideration of the governance arrangements for public transport in Christchurch.
4. At the Submissions Panel Meeting held on 25 July 2012, the panel considered the submission and decided that the submission should be considered at the Environment and Infrastructure Committee.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

5. The cost of preparing and presenting submissions is covered by existing unit budgets in the City and Community Long-Term Policy and Planning Activity.

4 Cont'd

Have you considered the legal implications of the issue under consideration?

6. The legal considerations have been taken into account in drafting the submission on this Plan.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

7. Not applicable.

ALIGNMENT WITH STRATEGIES

8. Yes.

Do the recommendations align with the Council's strategies?

9. Yes - the submission is consistent with the Council's strategies for transport and supports the draft Christchurch Transport Plan.

CONSULTATION FULFILMENT

10. Not applicable.

STAFF RECOMMENDATION

It is recommended that:

- (a) The Committee considers the draft submission to inform its finalisation by the Submissions Panel; and
- (b) Request that the Submissions Panel advise Environment Canterbury the Christchurch City Council wish to be heard on this matter.

Christchurch City Council submission on draft Regional Public Transport Plan 2012

Christchurch City Council

Submission

To

Environment Canterbury

on

**Draft Regional Public
Transport Plan
2012**



July 2012

Christchurch City Council submission on draft Regional Public Transport Plan 2012

Draft Regional Public Transport Plan 2012

1.0 Introduction

- 1.1 Christchurch City Council ('the Council') wishes to submit on the draft Regional Public Transport Plan 2012 (dRPTP). The Council sees this Plan as a key component to support the recovery of Christchurch City and Greater Christchurch and in the delivery of Christchurch Transport Plan and is keen to work closely with Environment Canterbury (ECan) to help deliver and develop an efficient public transport system.

2.0 Key Comments

- 2.1 The Council recognises the current challenges faced by ECAN in restoring public transport through the earthquake recovery period. There is an agreed need across the agencies and key stakeholders, for all the region's pre-quake strategies to be reviewed post earthquake. This will not only support the Canterbury Earthquake Recovery Authority's (CERA) Recovery Strategy, but also facilitate a speedy return to the previously planned growth of the regional economy, population and employment aspirations.
- 2.2 The Council believes that the dRPTP should have a clearer and shorter term, recovery focus in order to reflect the current uncertainty within Christchurch. Given that the Public Transport Management Act 2008 allows some discretion over an RPTP's timescale, it is suggested that a 3 – 5 year timescale be appropriate for this RPTP. During this time work can be undertaken to develop a jointly agreed long term strategic plan for public transport in Greater Christchurch. Such a plan can be developed in consideration of the findings of the Greater Christchurch Public Transport Future Network Investigations, the results of corridor studies on key routes and the outcomes of the trial of the 'Hubs and Spokes' approach. It will also ensure alignment with the Council's longer term public transport aspirations contained in the draft Christchurch Transport Plan. This approach will enable public transport options such as rail services and other forms of rapid public transport to be fully considered against developing plans for bus based public transport services and their own infrastructure needs. The agreed long term strategic plan for public transport could form the basis of the next version of the Regional Public Transport Plan.
- 2.3 The Council recognises that its role in the provision of bus stop and interchange infrastructure and priority measures to support this new service delivery framework is an important factor in the Regional Public Transport Plan's success. However, the introduction of the proposed new service delivery is not without risk, this is especially so at a time when considerable changes continue to the community's daily lives and travel habits and there are opportunities to encourage more members of the community to choose public transport for their daily travel needs. Therefore, while the Council is supportive of the need for a new approach to the cities public transport delivery model to maximise patronage and farebox recovery, the Council considers that a more flexible model capable of supporting significant shared future passenger transport growth aspirations will be required in the long term. The Council therefore encourages ECAN to more clearly place the

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proposed new hub and spoke delivery model within a recovery framework, supported by a more robust monitoring and service model review process that can help provide a route map to a longer term growth model. This shorter term approach with considerably greater flexibility to respond to changing circumstances will allow for ECan, the Council and CERA to work closely together to jointly assess and monitor the impact of the development of the new Hub and Spoke model before committing to a longer term RPTP and the associated long term infrastructure needs of such a delivery model.

- 2.4 The Council believes that an effective way of doing this would be through implementing the proposed North/South route as a corridor specific trial of the new network model, as outlined in the Plan. As part of this trial an appropriate evaluation and monitoring programme should be undertaken, particularly, we would suggest, closely relating to patronage levels, journey times and customer satisfaction. Such a trial would provide greater certainty for Council to feel confident about its investment in the longer term infrastructure needs – both for the required new interchanges that are a critical feature of the new model, as well as a re – prioritised programme of passenger transport priority measures along key corridors.

Such an approach would enable the Council to consider the short, medium and long term infrastructure needs of such a network recovery model. However with the extent of the network changes proposed and the need to trial the changes, the timescales relating to any such trial, will affect the ability to commit to providing significant public transport infrastructure in the 2013 – 22 LTP. Due to the impacts and cost of providing public transport infrastructure, public consultation and studies will need to be undertaken prior to committing to infrastructure. Therefore, an agreed long term strategic plan for public transport services and growth should be in place before Council commits to providing significant infrastructure, as this will help ensure that such infrastructure is provided in the right place for now and the future. In the short term temporary infrastructure may be able to be considered.

- 2.5 Council would like to see greater integration between the roles that CCC and ECAN play in providing public transport. The most effective way for this to be achieved would be for ECAN and the Council to fully collaborate over all issues relating to infrastructure and provision of public transport services. Long term governance arrangements for public transport need to be considered to allow for a fully integrated approach to public transport, something which the Council would be happy to discuss with ECan at the earliest opportunity.

3.0 Relationship with Other Strategies

- 3.1 The Council recognises the need to review the existing Greater Christchurch Metro Strategy, its goals, outcomes and targets, as part of post-earthquake recovery planning. Council considers this strategy is important in guiding investment and achieving mode shift goals to support the Regional Land Transport Strategy, the Draft Christchurch Transport Plan and the Draft Central City Recovery Plan. Council would wish to work closely with ECAN and other UDS partners to this end. In the meantime, the dRPTP should make clear the relationship to the Metro Strategy.

Christchurch City Council submission on draft Regional Public Transport Plan 2012

- 3.2 Recognising that the dRPTP has been prepared without knowing the contents of the Christchurch Central Development Unit's Blueprint, the Council encourages ECan to include provision for the future re-instatement of the inner city shuttle. There are a variety of options that could be developed should this service be re-instated and the Council would look forward to working with ECan once there is greater clarity over the Central City Plan.

4.0 'Hub and Spoke' Network Model Approach - Commentary

- 4.1 The Council understands the significant challenge ECan currently faces with having to plan a public transport network with the extensive post earthquake changes to land uses and consequentially people's daily lives and travel habits. The Council is therefore keen to work with ECan to carry out a robust review of passenger satisfaction surveys around the early phases of the proposed new hubs and spokes model.

Council believes monitoring of the trial could usefully include evaluation of;

- The willingness of passengers to transfer between services, and the quality of interchange facilities and passenger information to make that transfer as seamless as possible
- How effective the operational model is for integrated timetabling
- The length of waiting time for passengers between connections at all times of day – and how critical this is for a "willingness to transfer" test
- Possible effects on the economic recovery of the central city and suburban centres
- The effect on patronage levels, and consequently farebox recovery targets
- The effect the approach will have on serving the central city as businesses and commercial activity return

- 4.2 In the longer term once the trial has been reviewed and assessed then the Council would be in a much better position to review business cases for further improved permanent facilities that can be considered at future LTP reviews.

5.0 Comments on Policies

Policy 1.5 Levels of Service

- 5.1 Given the importance of the proposed core routes the Council would recommend once central city recovery momentum is achieved, then the frequency of the core and other feeder services are adjusted as required. The Christchurch Bus Priority Re-evaluation Study suggests that bus lanes would only be justifiable on a corridor where services exceed 15 - 20 services per hour. High Occupancy Vehicle (HOV) lanes could potentially be considered on routes with lesser frequencies in the short term which is an issue we would wish to explore with you. It should also be acknowledged that bus priority can also be provided with measures other than dedicated bus priority lanes, which we would welcome further discussions on.

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- 5.2 While acknowledging the over – riding need to make service cost savings, there are concerns that the minimum operating times for the connector and link services will disadvantage residents who require use of transport at unconventional hours. Again, there are risks that the savings achieved in cutting services outside the peak periods may create a perverse effect of further falls in public transport patronage, which may well prove very difficult to reverse. Additionally, given that the Central City Recovery Plan and other Suburban Masterplans are hoping to create a vibrant evening culture for a host of reasons, this policy may potentially have a negative impact on the aims of these Plans. Extending operating times beyond these minimums for the final RPTP with an allied commitment to keep these under review against recovery objectives, would, we believe, better support this aim. The Council understands that some connector and link services will operate beyond these minimum hours and would suggest greater clarity about what operating hours are likely to apply, so that facilities can be designed to accommodate these services and possible passenger fears of significantly curtailed services associated with the stated minimums, allayed.

Services for New Developments

- 5.4 **Policy 1.6**, the Council supports ECan’s strengthening of the policy to provide services in new developments. The Council would like to work with ECan to establish appropriate needs thresholds for when new services will be considered or established. This, we believe strikes a balance between farebox recovery and early establishment of sustainable travel patterns in new developments, which we are well aware is a key trigger for changes in people’s travel habits. The Outline Development Plan process could be part of this process. Such an approach would allow greater flexibility on a case by case scenario.
- 5.5 **Policy 1.6b**, the Council fully supports the stance that the eventual size of a development is a key consideration for whether public transport provision will be provided for a development.

Vehicle Standards, Ticketing & Marketing

- 5.6 **Policy Area 2**, the Council supports ECan’s approach to the national bus standards and believes they will provide a springboard for ECan to negotiate with service providers for improved vehicle standards above and beyond the national standard. These improved standards should strive for low carbon vehicles, wifi, audio visual display systems and other customer based improvements. The Council is also keen to cooperate fully with ECan on providing appropriate future infrastructure to match the requirements of the vehicles ECan intends to operate. We believe it important to establish the future ‘vehicle design’ in order to plan the road network, priority measures and interchange facilities appropriately.
- 5.7 **Policy 3.4**, the Council believes the current level of service which the Metrocard provides is of a high standard but there should be an aspiration for it to be developed in line with new technologies and trends as proposed in the Metro Strategy. **Policy 3.1**, the Council would also support making the entire Christchurch public transport network fare transferable, including outside of zone 1.

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- 5.8 **Policy 4.2** as a UDS partner for the Greater Christchurch Travel Demand Management Strategy the Council supports ECan's marketing and branding policies. The Council would be happy to work with ECan to help develop the marketing of public transport in order to increase patronage levels.

Infrastructure Provision Policy 5.1

- 5.9 The Council believes that any review of the Infrastructure Design Standards which may be in part prompted by the Christchurch Transport Plan, will present an opportunity to establish joint working with ECan and the other UDS Partners relating to specific issues, including;
- The specified maximum walking times from houses to bus stops
 - The integration of alternative modes of transport with stop and interchanges
- 6.0 Christchurch City Council would again like to thank Environment Canterbury for the opportunity to give feedback on the draft Regional Public Transport Plan. Should any issues need clarifying then Council staff would be happy to discuss the content of this Submission further.