

# 11. **TRAM EXTENSION PROJECT – PROPOSED PARKING CHANGES AND STREET MODIFICATIONS IN LICHFIELD STREET, MANCHESTER STREET, HIGH STREET, TUAM STREET, ASH STREET, BEDFORD ROW AND OXFORD TERRACE**

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## **PURPOSE OF REPORT**

1. The purpose of this report is to recommend that the Council approve proposed changes to parking and street modifications in Lichfield Street between Manchester Street and Madras Street; Poplar Street; Tuam Street between Poplar Street and High Street; High Street from Tuam Street to Lichfield Street; Ash Street east of Poplar Street; Bedford Row east of Manchester Street and Oxford Terrace north of Hereford Street.

## **EXECUTIVE SUMMARY**

2. This report and its attachments detail changes to parking and kerb alignments that are necessary for the safe and efficient travel of the tram when it uses the extended stage 1 route from High Street, into Lichfield Street, along Poplar Street, along Tuam Street, across the reserve adjacent to Alice in Videoland and into High Street to rejoin the High Street line at its intersection with Lichfield Street and Manchester Street. A minor change to the location of car parks and a bus stop in Oxford Terrace is also sought.
3. In February 2009, the Council confirmed the overall route of the tram extension, to be built in two stages, firstly to Tuam Street via High, Lichfield and Poplar Streets, to be completed in 2011 and open in time for the Rugby World Cup and secondly to Barbadoes Street, near the Cathedral, Music Centre and Christchurch Polytechnic. The tram extension proposal, including provision of funding, was consulted on as part of the draft 2009-2019 Long Term Council Community Plan (LTCCP). This included a well-publicised Statement of Proposal for the tram extension, incorporating a map of the proposed route.
4. The Council's LTCCP decision on 30 June 2009 confirmed the extended tram route and funding.
5. More recently, as detailed design has proceeded there has been on-going dialogue with owners and occupiers along the route of the extension and some have raised concerns about car parking. This led to the project design team considering and assessing some alternatives, which have been discussed at several meetings as well as individually with the affected parties.
6. Following detailed investigations a "Have your say" process was initiated in April 2010, and an information leaflet was distributed. This outlined the changes to parking and street layout required to allow the safe passage of the tram around Lichfield, Poplar, Tuam and back along High Street to Manchester Street. It confirmed the need for the northern parking lane alignment in Lichfield Street requiring the removal of 15 parking spaces. It also showed three parking spaces being removed on the south side for an unrelated proposal for a kerb build-out to facilitate the adaptive re-use of a heritage building. Other changes include the removal of eight spaces in Poplar Street, two spaces in Tuam Street and two spaces in High Street – a total of 30 spaces.
7. Additional parking spaces are however proposed, including 2 spaces on Manchester Street and one mobility park on Bedford Row, both outside Majestic House, (see location A on **Attachment 1**). Additionally, one new parking space on Ash Street will be provided and a goods loading zone will be created on the south side of Lichfield Street, immediately east of Poplar Street. Note: After the proposed changes are made, there will be 181 on street car parking spaces within: Manchester Street between Cashel Street and Tuam Streets, Bedford Row, Lichfield Street between Colombo Street and Madras Street, High Street between Manchester Street and Tuam Street, Tuam Street between Colombo Street and Madras Street. There are also 746 casual off-street parking spaces at the Council's Crossing and Tuam Street Car Parks and Wilson Parking's Bedford Row, Urban Winery and Tuam Street Car Parks. The Council car park on Tuam Street is free on a Saturday.

8. In total, 19 responses were received to the “have your say” consultation, 14 of which expressed concern about the parking changes. Eight of these referred specifically to the Lichfield Street changes. The design team has considered these responses and recommends that two changes be made to the parking layout.

#### **FINANCIAL CONSIDERATIONS**

9. The Central City tram extension project is included in the 2009-2019 Long Term Council Community Plan and funding for Stage 1 is provided for in the 2010/11 and 2011/12 financial years.

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

10. As above.

#### **LEGAL CONSIDERATIONS**

11. There are no land ownership issues associated with this project. The project is within existing land boundaries. An easement is currently being sought to permit the tram to cross the reserve area adjacent to Alice in Videoland (corner of High Street and Tuam Street). This is a separate process and will be subject to a separate report to Council in July 2010.
12. There are no notable trees and no heritage trees involved in this part of the project.
13. There are no heritage or historic buildings, places and objects affected by the project.
14. Part 1, Clause 5 of the Christchurch City Council Traffic and Parking Bylaw provides the Council with the authority to install parking restrictions by resolution.
15. The installation of any parking restriction signs and/or markings must comply with the Land Transport Rule: Traffic Control Devices 2004.

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

16. As above.

#### **ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

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

17. Yes - the tram extension project is included in the 2009-19 LTCCP.

#### **ALIGNMENT WITH STRATEGIES**

#### **Do the recommendations align with the Council’s strategies?**

18. Yes - The proposals align with the Central City Revitalisation Strategy and related policies and plans, the Central City Transport Concept, the Greater Christchurch Urban Development Strategy the Christchurch Visitor Strategy, the Parking Strategy 2003, Pedestrian Strategy 2001, and the Road Safety Strategy 2004 and is consistent with the findings of the Gehl Report (Public Space - Public Life).

#### **CONSULTATION FULFILMENT**

19. Distribution of the public information leaflet was carried out in the area from Manchester Street to Madras Street on Lichfield Street, Manchester Street, Poplar Street and Tuam Street. The leaflet was mailed to 77 property owners, hand delivered to approximately 140 business premises and emailed to a further 30 stakeholders.

20. The April 2010 "Have Your Say" was specifically about parking changes and street modifications (kerb build-outs) necessary for safe passage of the tram around the loop. It did not discuss the tram route as this had already been adopted by the Council and included in the LTCCP
21. Nineteen responses were received. The issues are summarised as follows.
- (a) Anecdotal feedback from property occupiers contacted during the hand delivery of the consultation leaflet was positive about the tram route extension proposal apart from two people (one building owner and one shop manager). Most people look forward to the tram bringing fresh customers, mainly tourists, who want to spend.
  - (b) In the nineteen written submissions, feedback was widely varied and in the main negative. There were four that were largely composed of positive comments about the tram proposal in general. In addition to the specific issues raised below there was only one that was generally against the tram route extending into the area.
  - (c) Removal of parking on the north side of Lichfield Street attracted the most comments – with eight submissions containing comments against this loss, and one supporting the need for the tram to use the parking lane. The removal of three parking spaces on the south side of Lichfield Street (for a project for kerb build out for outdoor dining not related to the tram) attracted one submission for and one against. One person wants to hurry up and change Lichfield Street to two-way. One person wrote about concerns that the removal of parking on Lichfield Street would create risk for people emerging from Majestic House. This person and one other objected to the loss of ability to use the loading bay access on Lichfield Street for Majestic House.
  - (d) There were two submitters who were confused about the plan and sought clarification about removal of parking – one in Tuam Street and one in High Street – both were satisfied with the explanations given and happy with the proposal.
  - (e) Two people expressed concern about the location of the proposed new mobility and P5 parking spaces on Manchester Street and requested that the P5 be extended to P15.
  - (f) Four people wrote of their concern about removal of parking in Poplar Street, and one said that the proposed nine metre goods vehicle space in Lichfield Street is no help to businesses in Lichfield Street.
  - (g) One person was concerned about the safety of the Tuam/ High/ Poplar intersection. One asked for a tram stop in Lichfield St.
  - (h) Four suggested modifications to the route including a proposal for a 'crossover' on High Street to enable closure of Poplar Street for events and/or recommend that the project be delayed until the whole second stage can be completed or else until there is more support for it in the area.
  - (i) One person said that they don't want to lose the left turn change from High northbound to Manchester southbound.
  - (j) One person asked that there be no seating placed around the kerb build-out at the Lichfield High Manchester Street intersection because seating attracts poorly behaved people who sit about all day.
  - (k) Two people noted concerns that the tram project is compromising qualities of High Street and Tuam Street for cycling (and asked for cycle lanes on Tuam Street between Manchester Street and High Street be widened), said that curved tram lines hazardous for cyclists, and cited lack of provision for cyclists between moving trams and parked cars. One requested that the plan incorporate cycle ways and crossing lights in the area on the North West side of the Manchester/ Lichfield Street intersection.

- (l) One person said that the tram would cause a lot of noise and disturbance for the Majestic House Church services, and one person requested a construction timeline.
- (m) There were two requests for copies of reports and further information about tram route, engineering, location of tram stops, tram timetables, signage and other issues, and three people criticised the consultation process, saying that the proposal does not represent the wishes of people who attended earlier meetings including requests for no parking loss.
- (n) Three submitters in the “Have Your Say” have suggested that the double track be continued along High Street to Tuam Street as an alternative to the Lichfield/Poplar route and adding a “crossover” or a turning loop in the vicinity of Tuam Street. This was previously considered by the Council and rejected for engineering, operational and traffic management reasons, (see paragraph 44).

22. Changes made to the proposed plan after consideration of the feedback include:

- (a) Refer to **Attachment 1**, “Proposed changes to Parking and Street Modifications”.
  - (i) Two P30 spaces are now proposed on Manchester Street near to Bedford Row in place of the earlier proposed P5 and mobility park (location ‘A’ on plan). These spaces can be used by the church for loading and unloading – directly to and from the auditorium through the front doors.
  - (ii) In addition, one mobility parking space is proposed to be created on the southern side of Bedford Row, at the Manchester street end, (location ‘A’ on plan).
  - (iii) Note, the Team Leader, Parking Enforcement has been advised of all the proposed parking changes and has no objection to these.

#### **STAFF RECOMMENDATION**

1. That the Council resolves the proposed changes to parking and street modifications as shown in the Tram Extension Project plan Attachment 1 (TG103640, Issue 2), as follows.

#### **Location A**

- (i) That all existing parking restrictions on the east side of Manchester Street commencing at its intersection with Bedford Row and extending in a southerly direction for a distance of 16 metres, be revoked.
- (ii) That the parking of vehicles be prohibited at all times on the east side of Manchester Street, commencing at its intersection with Bedford Row and extending in a southerly direction for a distance of six metres.
- (iii) That the parking of vehicles be restricted to a maximum of 30 minutes (at any time) on the east side of Manchester Street commencing at a point 6 metres south of its intersection with Bedford Row and extending in a southerly direction for a distance of 10 metres.
- (iv) That all existing parking restrictions on the south side of Bedford Row commencing at a point 10 metres east of its intersection with Manchester Street and extending in an easterly direction for a distance of 3 metres, be revoked.
- (v) That a 90 degree angled mobility park, be created for disabled persons, displaying the appropriate Operation Mobility Card on their vehicle, and further restricted to a maximum of 60 minutes parking, be created on the south side of Bedford Row commencing at a point 10 metres east of its intersection with Manchester Street and extending in an easterly direction for a distance of three metres. This restriction to apply at any time.

**Location B**

- (vi) That all existing parking restrictions on the north side of Lichfield Street commencing at its intersection with High Street and Manchester Street and extending in an easterly direction for a distance of 121 metres, be revoked.
- (vii) That the parking of vehicles be prohibited at all times on the north side of Lichfield Street commencing at its intersection with High Street and Manchester Street and extending in an easterly direction for a distance of 121 metres.

**Location C**

- (viii) That all existing parking restrictions on the south side of Lichfield Street commencing at its intersection with Poplar Street and extending in a westerly direction for a distance of 19 metres, be revoked.
- (ix) That the parking of vehicles be prohibited at all times on the south side of Lichfield Street commencing at its intersection with Poplar Street and extending in a westerly direction for a distance of 19 metres.

**Location D**

- (x) That all existing parking restrictions on the south side of Lichfield Street commencing at its intersection with Poplar Street and extending in an easterly direction for a distance of 10 metres, be revoked.
- (xi) That the parking of vehicles be prohibited at all times on the south side of Lichfield Street commencing at its intersection with Poplar Street and extending in an easterly direction for a distance of one metre.
- (xii) That a Loading Zone, restricted to a maximum period of 5 minutes and further restricted to Goods Vehicles Only, be created on the south side of Lichfield Street commencing at a point 1 metre east of its intersection with Poplar Street and extending in an easterly direction for a distance of nine metres.

**Location E**

- (xiii) That all existing parking restrictions on both sides of Poplar Street for its entire length (between Lichfield Street and Tuam Street), be revoked.
- (xiv) That the parking of vehicles be prohibited at all times on the west side of Poplar Street commencing at its intersection with Tuam Street and extending in a northerly direction to its intersection with Lichfield Street.
- (xv) That the parking of vehicles be prohibited at all times on the east side of Poplar Street commencing at its intersection with Tuam Street and extending in a northerly direction to its intersection with Ash Street.
- (xvi) That the parking of vehicles be prohibited at all times on the east side of Poplar Street commencing at its intersection with Ash Street and extending in a northerly direction to its intersection with Lichfield Street.

**Location F**

- (xvii) That all existing parking restrictions on the north side of Ash Street, commencing at a point 6.5 metres east of its intersection with Poplar Street and extending in an easterly direction for a distance of 11.5 metres be revoked.

- (xviii) That the parking of vehicles be restricted to a maximum of five minutes (at any time), on the north side of Ash Street commencing at a point 6.5 metres east of its intersection with Poplar Street and extending in an easterly direction for a distance of 11.5 metres.

#### Location I and J

- xix) That all existing parking restrictions on the south side of Tuam Street commencing at its intersection with the High Street south east approach, and extending in a westerly direction for a distance of 45 metres, be revoked.
- (xx) That the parking of vehicles be prohibited at all times on the south side of Tuam Street commencing at its intersection with the High Street south east approach, and extending in a westerly direction for a distance of 45 metres.

#### Location L

- (xxi) That all existing parking restrictions on the north side of Tuam Street commencing at its intersection with the High Street north west approach and extending in a westerly direction for a distance of 58 metres, be revoked.
- (xxii) That the parking of vehicles be prohibited at all times on the north side of Tuam Street commencing at its intersection with the High Street north west approach, and extending in a westerly direction for a distance of 31 metres.

#### Location M

- (xxiii) That the parking of vehicles be restricted to a maximum of 10 minutes on the north side of Tuam street, commencing at a point 31 metres west of its intersection with the High Street north west approach, and extending in a westerly direction for a distance of 27 metres.

#### Location N

- (xxiv) That all existing parking restrictions on the south west side of High Street, commencing at a point 34 metres north west of its intersection with Tuam Street and extending in a north westerly direction for a distance of 13 metres, be revoked.
  - (xxv) That the parking of vehicles be prohibited at all times on the south west side of High Street, commencing at a point 34 metres north west of its intersection with Tuam Street and extending in a north westerly direction for a distance of 13 metres.
2. That the Council resolves for the proposed Give Way and Stop control changes at the High street (south-east) / Poplar street / Tuam street intersection as follows.
    - (xxvi) That the Give Way control on the High Street, southeast approach to its intersection with Poplar Street and Tuam Street, be revoked.
    - (xxvii) That a Stop control be placed against the High Street, southeast approach at its intersection with Poplar Street and Tuam Street.
    - (xxviii) That a Stop control be placed against Poplar Street at its intersection with Tuam Street and High Street.
  3. That the Council resolves for the proposed following changes to Oxford Terrace, as shown in Attachment 2 (TG103646, Issue 1).
    - (xxix) That all existing parking restrictions on the west side of Oxford Terrace commencing at its intersection with Hereford Street and extending in a northerly direction to its intersection with Worcester Street, be revoked.

### **Location A**

- (xxx) That the parking of vehicles be prohibited at all times on the west side of Oxford Terrace, commencing at its intersection with Hereford Street and extending in a northerly direction for a distance of 12 metres.

### **Location B**

- (xxxi) That a Loading Zone, restricted to a maximum period of 5 minutes (5am to 9pm, seven days per week) and further restricted to Goods vehicles Only, be created on the west side of Oxford Terrace commencing at a point 12 metres north of its intersection with Hereford Street and extending in a northerly direction for a distance of 22 metres.

### **Location E**

- (xxxii) That a Bus Stop (9pm to 5am the following day, seven days per week) be created on the west side of Oxford Terrace commencing at a point 12 metres north of its intersection with Hereford Street and extending in a northerly direction for a distance of 34 metres.

### **Location C**

- (xxxiii) That the parking of vehicles be restricted to a maximum of five minutes (5am to 9pm, seven days per week) on the west side of Oxford Terrace commencing at a point 34 metres north of its intersection with Hereford Street and extending in a northerly direction for a distance of 12 metres.

### **Location D**

- (xxxiv) That the parking of vehicles be prohibited at all times on the west side of Oxford Terrace, commencing at a point 46 metres north of its intersection with Hereford Street and extending in a northerly direction to its intersection with Worcester Street.

## **THE OBJECTIVES**

23. Project objectives are:

- (a) To design and construct a safe and efficient extension of the tram route.
- (b) To minimise conflict between tram and all other road users.

## **THE OPTIONS**

24. A number of options have been considered to mitigate the loss of parking.

25. **Option A - Tram in the live traffic lane**

- (a) **Advantage:** All parking on the north side of Lichfield St is retained.
- (b) **Disadvantages:** Severe reduction in the level of service to the intersection of Manchester Street/ High Street/ Lichfield Street and extending to the network; noted by the safety auditors as a serious safety risk.

26. **Option B – Combination of tram in live traffic lane and north side parking lane**

- (a) **Advantages** – Reduces the number of parking spaces lost by approximately six.
- (b) **Disadvantages** – Impact on level of service to the intersection of Manchester Street/ High Street/ Lichfield Street and extending to the network; three locations for potential risk to cyclists; tram could be trapped in live lane prior to right turn into Poplar Street, by passing and queuing vehicles; noted by the safety auditors as a serious safety risk.

27. **Option C - Tram in the north side parking lane**

Under this option the tram enters Lichfield Street from High Street and runs along what is currently the parking lane until it arrives near the intersection of Poplar Street. When the road is clear, the tram driver will make the right turn south into Poplar Street.

(a) **Advantages:**

- (i) The tram, which is generally slower than motor vehicle traffic, can proceed at its own pace along its own lane without holding up traffic both as it crosses Manchester Street and as it proceeds along Lichfield Street. Signals release the tram from High Street at the same time as east bound traffic on Lichfield Street, thus removing the need for either a delayed start for other vehicles or a separate signal phase for the tram.
- (ii) The tram still has to cross two live lanes with traffic travelling in the same direction; however any risk is minimised by it being able to wait in its own lane until the road is clear. In a one way street situation there are adequate gaps in traffic in both lanes to enable the tram to move safely from the side of the road. It also has a better view of on coming traffic when sited in the parking lane. This is supported by Paramics modelling and on-street observations by Council's Network Planning Team (Transport).
- (iii) The tram is not required to stop in a live traffic lane, holding up other traffic, while waiting for the adjacent live traffic lane to clear.
- (iv) This option is regarded as the safest of those investigated for all vehicles by the various independent audits undertaken, by the tram operator and by the Council's professional staff. This option will be recommended to the New Zealand Transport Agency (NZTA) who is responsible for licensing the tram operation.
- (v) If in the future the tram was to be unduly delayed by traffic inhibiting its turn into Poplar Street an additional set of signals can be incorporated without significantly affecting the Manchester Street intersection - the track design will provide ducting to allow for this.
- (vi) If there was a future need for a tram stop in Lichfield Street it could be readily accommodated (as in Worcester Boulevard) as the tram is following the kerb line.

(b) **Disadvantages:**

- (i) The tram still has to cross two live lanes with traffic travelling in the same direction;
- (ii) Fifteen car parking spaces need to be removed, inconveniencing both short term loading and longer term parkers.
- (iii) An existing water main will need to be relocated.