



26. DRAFT CHRISTCHURCH TRANSPORT PLAN

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PURPOSE OF REPORT

1. To recommend that the draft Christchurch Transport Plan be approved by Council for consultation beginning in July 2012. Please refer to the memo from the Chairperson of the Environment and Infrastructure Committee following its workshop on Wednesday 4 July.

EXECUTIVE SUMMARY

2. The draft Christchurch Transport Plan (to be separately circulated) outlines the Council's 30 year vision for the transport system, along with the goals, objectives and priority actions required to achieve this vision. The Plan updates Council's transport policy as it relates to recent strategic directions taken by the Greater Christchurch Urban Development Strategy (UDS), Central City Plan, Regional Land Transport Strategy, CERA Recovery Strategy and guides recovery planning for transport. The Plan also amalgamates a number of existing Council policies relating to transport. Ultimately, it will inform and provide strategic input into the growth of Christchurch's transport network and future funding decisions made through upcoming Long Term Plans and the Regional Land Transport Programme.
3. The vision of the draft Christchurch Transport Plan is to '*keep Christchurch moving forward by providing transport choices to connect people and places.*' The transport system will provide people and businesses with travel choices to make it easy to move around, do business and live. The Christchurch earthquakes have had a severe impact on the functioning of the whole transport system. There will be significant investment over the next ten years in the repair and recovery of transport infrastructure, especially roads. The draft Christchurch Transport Plan plays a role in shaping opportunities presented through the rebuild to improve the transport system in line with the 30 year vision.

The main challenges facing the transport system in Christchurch are:

- congestion: levels of congestion on the road network are increasing, by 2041 there could be 30 per cent growth in traffic from 2010 levels
- travel patterns: the predominant travel choice for all trips is by private vehicle
- earthquake damage and recovery: around 45 per cent of our roads have suffered significant damage since the earthquakes in 2010/11, there is now significant opportunity to improve the resilience of our network
- relocation and growth areas: land and property damage from the earthquakes has caused the relocation of households and businesses across the city. In response, the release of new housing areas in the south-west and north of the city has been accelerated
- demographics: the size, diversity and projected growth of the resident population has been affected by the earthquakes
- safety: the highest proportion of road crashes and injuries involve: crashes at intersections, young drivers, cyclist and motorcycles
- health and wellbeing: increasing obesity and reducing levels of physical activity is a growing cost to the public health system
- environment: transport is a significant contributor to poor air quality, water quality, adverse visual effects and noise disturbance
- climate change: one third of total green house gas emissions in Christchurch are transport related
- peak oil: the availability and price of fuel is increasing, reducing the affordability of movement by car and truck.

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4. To achieve the vision and address these challenges the draft Christchurch Transport Plan focuses on four goals:

Goal 1: Improving Access and Choice: delivering resilient transport networks with an emphasis on efficient road use, public transport, walking and cycling. Introducing a new road classification which recognises both the road function and the environments that the road passes through.

Goal 2: Creating Safe, Healthy and Liveable Communities: adopting a safer systems approach. Transport actions to support the recovery of the Central City, suburban centres and new growth areas. Strengthening the integration of land use and transport planning through District Plan changes.

Goal 3: Supporting Economic Vitality: local freight routes to improve access to the ports and freight hubs, a freight strategy to manage the growth of regional and national freight movement, parking and congestions management to support the growth of commercial centres.

Goal 4: Creates Opportunities for Environmental Enhancements: green infrastructure, adapting to climate change and peak oil prices by encouraging new technology and infrastructure enhancements.

5. The proposed document translates these goals across five key networks; strategic, freight, public transport, cycling, and walking, which collectively make up the transport and access functionality of the network. As a strategic discussion the plan seeks to communicate the concept of these networks, and how they can look when applied to the existing transport network in the city. The details of exactly how the principles and concepts will be given effect to is however not the purpose of this plan; these matters will be the subject of much more detailed analysis and debate by Council and its community once the CTP is finally adopted.
6. The CTP will establish a framework (as do the city's other strategic infrastructure documents) that will support Council to make consistent and timely decisions that move the city forward to a comprehensive future state.
7. Implementation will be phased over 30 years. The implementation will move through three distinct phases: recovery and rebuild, transition and achieving the vision. This recognises that in the immediate term fixing the city networks is a key priority, as well as ensuring that the city and its communities recover speedily and effectively. The short term, will however always be informed by the CTP's long term goals, and Council through its planning and prioritisation will be encouraged and challenged to take advantage of the short term needs to support long term goals. As was demonstrated in the CCP, the earthquakes have provided an opportunity to think boldly about transport, but also highlighted the need to act pragmatically in the early years. The CTP has a unique opportunity to enable Council and its strategic transport partners to move towards a transport system that is sustainable for the city in the long term, and the CTP provides the first real tool with which to have that conversation.
8. One of the key opportunities recognised by Council is in the area of cycling. The proposed CTP identifies a fully integrated strategic cycling network that links key destinations, local points of interest, and the city's major recreational nodes. These will be achieved through the development of both shared and dedicated routes, with a small number of key exemplar routes signalled. The specifics of these will be addressed through more detailed planning and design, but the document and the circumstances created by the earthquakes provides an opportunity to allow the community to really embrace this mode shift opportunity.
9. To inform the next Long Term Plan, priority actions have been identified for the next 10 years. Whilst the actions facilitate the rebuild and recovery phase they also include elements of the transition and vision phases. As with any strategy the funding, timing and delivery of these will be determined through the LTP and regular Annual Plans. The role of the CTP is to provide a comprehensive framework to allow more detailed planning and implementation to develop from priorities for the next 10 years and will include:

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- development of a new road classification (replacing the existing road classification) to guide the rebuilding and future design of roads and road corridors
 - continuation of road maintenance and renewals
 - building local connections to Christchurch's motorways and new growth areas and network improvements to neighbouring districts
 - public transport rapid transit investigations and protection of future public transport corridors including investigations into potential 'park and ride' facilities
 - investment in quality public transport infrastructure and priority measures to support public transport services
 - investment in major cycle routes for high demand areas supported with facilities and education programmes
 - defining freight routes and protecting major freight hubs
 - information and education services to support network efficiency
 - targeted safety improvements
 - parking management plans to support network improvements
 - streetscape improvements in suburban recovery centres and the central city.
10. Staff began the process of developing an integrated transport plan for the City in 2009. Early input and advice from Councillors has been provided through the Regulatory and Planning Committee, Transport Committee and more recently through a series of Councillor Workshops. The draft Plan has also been prepared with engagement from each of the Greater Christchurch Urban Development Strategy (UDS) partners (Environment Canterbury, New Zealand Transport Agency, Selwyn District Council, Waimakariri District Council) and Canterbury Earthquake Recovery Authority. Completion of the plan has been disrupted by major earthquakes, however following recent engagement the plan is now suitably progressed for public consultation.
11. The draft Christchurch Transport Plan is submitted here for Council approval to commence public consultation on the Plan.

FINANCIAL IMPLICATIONS

12. The Plan aims to provide a vision and framework for the city's transport system that will provide guidance and priorities for budget preparations in future Long Term Plans and the Regional Land Transport Programme. The Plan has summarised the highest priorities for future implementation.
13. An Implementation Plan will be prepared subsequent to the adoption of the draft Christchurch Transport Plan to provide more specific actions and budget implementations in preparation for future Long Term Plan prioritisation processes. Adoption of the Plan is not a commitment to the delivery of any particular project. The detailed achievement of the plan will be determined through the LTP and Annual Plans, but will also be influenced by the government funding priorities for transport (Government Policy Statement) and the Regional Land Transport Programme.

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

14. The Plan is part of the City and Community Long Term Policy and Planning work programme for the 2011/12 financial year.

LEGAL CONSIDERATIONS

15. The Plan is not a statutory requirement of any Act and the Council can choose what type of consultation it considers is appropriate for the Plan. Any consultation the Council decides to undertake in relation to a decision must be carried out in accordance with the principles in section 82 of the Local Government Act 2002. The consultation proposed in this report will meet the requirements of section 82. The Plan is aligned, in terms of its goals, with national legislation including the Land Transport Management Act, the Local Government Act and the Resource Management Act. As noted above, adopting the Plan does not create an obligation on the Council to deliver any project included within it, or to make provision for any projects in future Long Term Plans.

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The transport activities of Urban Development Strategy (UDS) partners have been integrated into the draft Plan to increase coordination whilst recognising that each activity is subject to planning and funding processes relevant to each organisation. There are a number of methods which will be used to implement these actions, including regulatory changes, District Plan changes, consents, designations, bylaws, changes to infrastructure design standards and setting new levels of service in activity management plans.

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

16. Yes.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

17. Preparation of the draft Christchurch Transport Plan is in line with the "City Planning and Development" activity and "Streets and Transport" activity objectives in the current LTCCP (2009-19). The draft plan aligns with the draft 2013 Community Outcomes:

- **Liveable City:** providing a system that offers transport options to meet the needs of people and businesses; providing people with access to economic, social and cultural activities; promoting an increase in journeys made by foot, cycle and public transport; facilitating streetscapes that enhance the look and function of the city
- **Healthy Environments:** encouraging environmental enhancement and reduced emissions
- **Strong Communities:** improving the safety of the transport system and encouraging physical activity through active transport
- **Prosperous City:** providing infrastructure that supports sustainable economic growth.

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

18. The Draft Plan is closely aligned with implementation of the Urban Development Strategy. In the "city planning and development" activity there is the following level of service:

- *Council approves a work programme, based on the approved UDS Action Plan.*

The implementation of the Plan will assist in achieving a number of Council outcomes under the LTCCP and Levels of Service within the Streets and Transport activity.

ALIGNMENT WITH STRATEGIES

19. The plan is conscious that neither use of the network, nor its funding, are solely determined by the city and its community. For all users the transport network needs to operate seamlessly across boundaries and for a variety of users. Similarly parts of the funding programme, and the delivery of key public transport services rests outside Council, and the plan needs to be cognisant of this. Nevertheless the CTP should be a plan where national and regional objectives are integrated with local community aspirations, rather than being driven by any singular agenda.

20. The draft Plan sits within a framework of national, regional and local strategies and policies. The long term outcome is to create an integrated transport and land use system that aligns with, and delivers the Regional Policy Statement, Regional Land Transport Strategy (RLTS) and Greater Christchurch Urban Development Strategy. Greater Christchurch cross boundary activities have been integrated into the draft Plan to increase coordination whilst recognising that each activity is subject to planning and funding processes relevant to individual organisation.

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21. Particular regard has been given to the:

- Government Policy Direction and Statement for transport: sets out the Government's priorities for expenditure from the National Land Transport Fund over the next 10 years. It details how funding is allocated between activities such as road safety, state highways, local roads, active and public transport
- Canterbury Regional Policy Statement: has been amended to include Chapter 12A which provides direction for future growth by setting out land use distribution and identifying areas available for urban development. The Policy seeks to consolidate and intensify growth in certain areas so there is less reliance on private motor vehicles
- Canterbury Regional Land Transport Strategy: sets the strategic direction for land transport within Canterbury over a 30 year period. The vision is that Canterbury has an accessible, affordable, integrated, safe, resilient and sustainable transport system
- Canterbury Regional Land Transport Programme: a three year programme of activities which constitutes the Region's bid for funding support from central government
- Greater Christchurch Urban Development Strategy: a strategic direction for growth in the Greater Christchurch area, covering future housing areas, development of social and retail activity centres, new employment areas and integration with transport
- Draft Roads of National Significance Network Plan: is to identify key supporting projects for the Roads of National Significance and the role NZTA can play in development and funding of transport improvements within Greater Christchurch
- Canterbury Regional Passenger Transport Plan: sets out the policy within which all public transport services operate and includes policies on fares, funding, vehicle and service standards, infrastructure and monitoring
- Greater Christchurch Metro Strategy: sets out a range of targets to improve public transport, based on community suggestions
- Greater Christchurch Travel Demand Management Strategy: a strategy for managing increasing traffic growth, by making the most of the existing transport network and increase the use of walking, cycling, public transport and car pooling
- Central City Recovery Plan: sets out how the Central City will recover from the earthquakes; it proposes a new transport network for the Central City which offers choice
- CERA Recovery Strategy: This overarching, long-term Strategy will guide the reconstruction, rebuilding and recovery of greater Christchurch
- Transport Strategies: integration of a number of existing City Council transport strategies, including the Metropolitan Transport Statement, Cycling Strategy, Pedestrian Strategy, Road Safety Strategy and Parking Strategy.

22. Many of these joint strategies and plans are under review as a result of the recent earthquakes. The Council is working with the UDS partners and CERA to assess the impacts on the transport system as a result of both the accelerated residential development schedules and to determine priorities for public transport and infrastructure development. Environment Canterbury is updating the Regional Passenger Transport Plan with planned completion in January 2013. The UDS partners are working on a passenger transport study for the Greater Christchurch area. This draft Plan is aimed to be flexible enough to work with any new thinking in transport and land use that will occur over its 30 year life.

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Do the recommendations align with the Council's strategies?

23. Yes, see above.
24. Under the Canterbury Recovery Act the Council's strategies and plans must not be inconsistent with the Recovery Strategy or any Recovery Plans. The Recovery strategy includes a specific objective in the Built Environment area : *'Develop resilient, cost effective, accessible and integrated infrastructure, buildings, housing and transport networks, by: developing a transport system that meets the changed needs of people and businesses and enables accessible, sustainable, affordable and safe travel choices'*. The draft Plan is not inconsistent with this goal and has close alignment with it.

CONSULTATION FULFILMENT

25. In order to strengthen the cohesiveness and comprehensiveness of the draft Christchurch Transport Plan a process of stakeholder involvement and collaboration has been ongoing, this has involved Councillors, Community Boards, Council staff, UDS partners, CERA and other key stakeholders. Dialogue has been productive and has informed the content and development of the draft Plan.
26. To strengthen UDS coordination of transport planning a number of workshops have been held with transport and planning staff from ECan, NZTA, CERA, SCIRT, Selwyn District Council and Waimakariri District Council. Between November 2011 and April 2012 workshops have been focused on network planning for roads, freight, walking and cycling. Regular updates on the development of the draft Plan have been made through the staff UDS Transport Group.
27. Two breakfast workshops for key stakeholders were held in December 2010, with the support of the Community Engagement Team. Thirty seven people attended representing the following disciplines: the ports, freight, cycling, walking, accessibility / disability, health, automobiles, freight, diverse communities, community organisations and sustainability. The attendees provided feedback on the transport challenges and high level approaches for each network (walking, cycling, freight, public transport). This was an effective element in the public participation process and provided good feedback. The feedback was assessed and where appropriate has been incorporated into the draft Plan.
28. A Health and Sustainability Impact Assessment has been undertaken. The assessment included workshops with key stakeholders (representatives from population groups including: older people, youth, disability, non-English speakers) in May 2010, internal staff (April 2010) and a Hui at Rehua Marae 28 May 2010. The workshops identified the key health and sustainability challenges for transport and identified the health and sustainability issues of different transport scenarios. Feedback from the workshops influenced the vision, goals and direction of the draft Plan.
29. To ensure staff engagement in the process, a number of internal workshops and presentations have been held. Feedback was requested in a series of discussions with staff from City Environment and Strategy and Planning groups. An important focus was the integration of the transport networks with land use and within the context of other strategies and policies, as detailed above.
30. Community Board members have been consulted during the early development of the draft Plan (19 October 2009) and at a joint community board meeting to be held 25 June 2012.
31. Council workshops and workshops with the previous Regulatory and Planning committee has guided the development of the draft Plan. Subsequent to recommendations from the 23 March and 22 May Council workshops further feedback has been incorporated especially to the development of the network plans and actions.
32. Subject to Council's approval, formal consultation on the draft Plan will be undertaken with stakeholders for six weeks from mid July 2012 to end of August 2012. Submissions will be reported back to a Council hearing panel in October 2012. Consultation will include production of a summary document and submission form. It will also be on the "Have Your Say" Web page, and media releases will publicise the consultation period.

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STAFF RECOMMENDATION

It is recommended that the Council approve the draft Christchurch Transport Plan for consultation.