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Cabinet Committee on Canterbury Earthquake Recovery

CER (12) 33

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Summary of Paper

2 November 2012

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LATE PAPER: This paper was submitted after the Cabinet deadline and has been accepted for the agenda by the Chair.

Central City Transport System: Amended "Accessible City" Chapter of Christchurch Central Recovery Plan

Portfolio Canterbury Earthquake Recovery

The Minister for Canterbury Earthquake Recovery recommends that the Committee:
Background

1 **Not relevant to your request**

2



The following page has been redacted as it is not relevant to your request.

Not relevant to your request

Public transport

- 14 note that the location and footprint of the central bus interchange in the CCRP have been confirmed, and a network of consolidated major bus routes identified that generally travel around the edge of the Core;
- 15 note that the public transport provisions being proposed for the central city are consistent with the "hubs and spokes" model for greater Christchurch public transport that is proposed by ECan, but the central city infrastructure would be able to accommodate a range of different operating scenarios;
- 16 note that Manchester and Tuam/St Asaph Streets would become the main public transport corridors within the central city;
- 17 note that in order to provide reliable routes for public transport, and a quality streetscape appropriate to the streets marking the transition from the Frame to the Core, it is proposed that Manchester Street be widened by 9 metres between Lichfield and Armagh Streets to allow the creation of a separated two-way central bus corridor;
- 18 note that land that has been acquired for the East Frame could be used for the widening of Manchester Street without affecting the potential for recoveries from development along the western edge of the Frame;

19 **Not relevant to your request**

Pages 4-5 have been redacted as they are not relevant to your request.

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Office of the Minister for Canterbury Earthquake Recovery

Chair
Cabinet Committee on Canterbury Earthquake Recovery

CENTRAL CITY TRANSPORT SYSTEM: AMENDED "ACCESSIBLE CITY" CHAPTER OF CHRISTCHURCH CENTRAL RECOVERY PLAN

Purpose

1. This paper informs the Cabinet of my intention to release for consultation the amended "Accessible City" chapter of the Christchurch Central Recovery Plan (CCRP) (see Attachment A). This amendment contains the transport provisions for the central city that were excluded from the first 100-day deadline for completion of the CCRP.

Executive Summary

2. An efficient, safe transport system, and attractive streets that complement other major projects and support commercial and residential development, are essential to the successful recovery of Christchurch's central city. The system must encourage walking, cycling, and the use of public transport, as well as providing for private vehicles. It must also be flexible and resilient, and able to accommodate projected population growth.
3. The amended Accessible City chapter proposes a range of measures that I consider will help to create a thriving, attractive central city; provide options for residents, shoppers, and workers travelling within the Avenues; and ensure effective links to the rest of greater Christchurch. These include:

- 3.1. prioritised routes for general traffic, buses, pedestrians and cyclists;
- 3.2. improved provision for walking and cycling;
- 3.3. some changes to the road layout (largely reflecting the placement of anchor projects);
- 3.4. the retention of most of the one-way streets, to ensure network efficiency;
- 3.5. reduced vehicle speeds and enhanced streets within the central city to better support intended redevelopment outcomes; and
- 3.6. policies on parking and service vehicle access, including indicative locations for public off-street parking.

Minor additional amendments to the Christchurch City District Plan are included to give effect to these proposals.

4. The proposals have been developed with regard to community views as expressed through CCC's "Share an Idea" process and other consultation. I am aware that there is strong public interest in transport issues in the central city. I propose a period of public consultation on the draft Chapter from 15 November to 1 February

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2013, with the final amended Chapter to be approved in March 2013 following further discussion at Cabinet. This process is consistent with the Canterbury Earthquake Recovery Act (CER Act) 2011 requirement that I consult on any amendment to the CCRP involving more than the correction of minor errors.

Not relevant to your request

Background

7. On 2 April 2012, Cabinet mandated CERA to lead and facilitate the recovery of Christchurch's Central Business District (CBD) as defined in the CER Act [CAB Min (12) 21/6 refers]. On 18 April, the Christchurch Central Development Unit (CCDU) was established within CERA; its first task was the finalisation of the Christchurch Central Recovery Plan, which was released on 30 July 2012.
8. In announcing the 100-day deadline for completion of the Recovery Plan, I excluded transport from that work. This was because I considered that more time would be required to develop a comprehensive transport solution for the central city that integrated well with the wider transport network in greater Christchurch. Therefore, when on 30 July 2012 Cabinet noted my intention to approve the Christchurch Central Recovery Plan, it also invited me, as Minister for Canterbury Earthquake Recovery, to report back to CER by 5 November 2012 on the development of a transport system for the central city [CAB MIN (12) 26/8 refers].
9. Some key elements of the transport system were established, at a high level, in the Recovery Plan as approved on 30 July 2012. These include:
 - 9.1. pedestrian priority on streets within the Core: for safety reasons, this means speed limits of no more than 30 km/hr;
 - 9.2. enhanced routes and infrastructure for walking and cycling, including within the Frame and Te Papa Ōtākaro /the Avon River Precinct;
 - 9.3. a single centralised bus interchange, and minimal scheduled bus movements within the Core itself; and
 - 9.4. the closure or pedestrianisation of some roads due to the location of anchor projects, as follows:

- 9.4.1. Gloucester Street between the Avon River and Colombo Street is closed to accommodate the Convention Centre;
 - 9.4.2. Cathedral Square becomes a shared space with minimum vehicle movements;
 - 9.4.3. Te Papa Ōtākaro/the Avon River Precinct turns Oxford Terrace between the Hospital and Madras Street into a shared space with service access only for vehicles;
 - 9.4.4. Armagh and Cashel Streets within the East Frame (between Manchester and Madras Streets) are closed to vehicles;
 - 9.4.5. Lichfield and Cashel Streets between Barbadoes and Madras Streets are closed due to the location of the Stadium.
10. The improved provision for pedestrians and cyclists, and the reduction of buses in the Core, are consistent with the themes emerging from consultation undertaken by Christchurch City Council (CCC) through "Share an Idea", and the proposals in its draft *Central City Plan*. The choice of a single centralised Interchange, however, differs from CCC's proposal to develop a network of new enhanced street stations at key locations around the central city. Public transport provisions are discussed further in paragraphs 36-41, below.

11. **Not relevant to your request**



Role of Transport System in Central City Recovery

12. The transport system developed for the central city must:
- 12.1. ensure efficient and integrated links between the central city and other key activity centres, adjacent districts and the wider region, to support the recovery of greater Christchurch and long-term economic growth;
 - 12.2. be resilient and able to meet the changing needs of people and businesses;
 - 12.3. be affordable and cost-effective; and
 - 12.4. offer environmentally-sustainable, healthy and safe travel choices, supporting walking, cycling, and public transport use.
13. In addition, the environment created on streets within the central city will be crucial in encouraging the kinds of development envisaged in the CCRP, and therefore in ensuring that the benefits of the Crown's overall investment in the central city are maximised. In particular:
- 13.1. Improved streetscapes, especially within the Core, will complement the anchor projects and attract higher-quality private development;

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- 13.2. Some streets in areas intended for residential development—in particular in the east and north-east of the central city area—were of relatively low quality before the earthquakes and are likely to require some improvement in order to attract higher quality development.
14. Reduced vehicle speeds and improved on-street provision for pedestrians and cyclists, as well as public transport improvements, have been shown internationally to support retail businesses and increase residential property values, offer safety and public health benefits, and support improved accessibility for people with reduced mobility. In order to achieve these benefits, it is not sufficient to merely reduce speed limits; improvements to the street environment are also required so that motorists have visual cues to help them understand the need to drive appropriately, given the priority being accorded to pedestrians and cyclists.¹
15. These streetscape considerations must be balanced against the efficiency, effectiveness and safety of the transport network for all users—recognising that tradeoffs will be required. The challenge is to ensure that the transport system supports the creation of great places within the central city, and links these—effectively, efficiently and safely—to each other and to the greater Christchurch area.

Relationship to Wider Transport Network and to Related Transport Planning

16. In developing a proposed transport system for the central city, officials have had regard to wider transport planning issues. The key partner agencies with an interest in transport planning for greater Christchurch have been working together to develop a non-statutory Greater Christchurch Transport Statement, due for completion in December 2012. The central city has been identified as one of the top five priorities in the GCTS.
17. CCC has consulted recently on a draft Christchurch Transport Plan, which recommends encouraging different modes of travel onto identified routes to minimise potential conflicts. These principles have been considered during the development of the amended transport provisions for the CCRP.
18. ECan has recently adopted a Regional Public Transport Plan that contains a new "hubs and spokes" operating model for greater Christchurch. As discussed further below (paragraphs 36-41), the central city transport system has been designed with reference to this new model.

Not relevant to your request

Not relevant to your request

Enhancement of Manchester and Tuam Streets

42. Manchester, Tuam and St Asaph Streets become the main public transport corridors within the central city. With Manchester and Tuam Streets also marking the transition from the East and South Frames to the Core, it is important that these streets are efficient for buses as well as the other modes they need to serve, connect well with the proposed Interchange, and provide a high level of amenity for all road users.
43. In order to accommodate buses, and still allow for private vehicles needing to access the Core from the east, it is proposed that the Manchester Street road corridor be widened by 9 metres (to 29 metres), using land acquired for the East Frame, to create a separated bus corridor in the centre of the road, while also allowing for higher quality streetscape. This would not reduce development opportunities on the margin of the East Frame (and therefore potential recoveries), but would reduce the amount of public open space in the centre of the Frame. The purpose of the designation would have to be amended, but I am advised that this can be done.

Not relevant to your request

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PUBLIC TRANSPORT

14. note that the location and footprint of the central bus interchange in the CCRP have been confirmed, and a network of consolidated major bus routes identified that generally travel around the edge of the Core;
15. note that the public transport provisions being proposed for the central city are consistent with the "hubs and spokes" model for greater Christchurch public transport that is proposed by Environment Canterbury, but the central city infrastructure would be able to accommodate a range of different operating scenarios;
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