



Hearings Panel Lincoln Road Peak Hour Bus Lanes Proposal MINUTES ATTACHMENTS

Date:	Monday 28 February 2022
Time:	9.06am
Venue:	Committee Room 2, Level 2, Civic Offices, 53 Hereford Street, Christchurch

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Lincoln Road Passenger Transport Improvements (Between Curletts Road & Whiteleigh Avenue)

Hearing Panel Council Staff presentation

28 February '22

Christchurch City Council



Agenda

- Background
- Consultation Analysis
 - Consultation overview
 - Submissions
 - Themes all questions
 - Do you have any feedback on the peak hour bus lanes?
 - Do you have any feedback on the out-bound Addington bus lane hours?
- Council staff recommendation
- Questions

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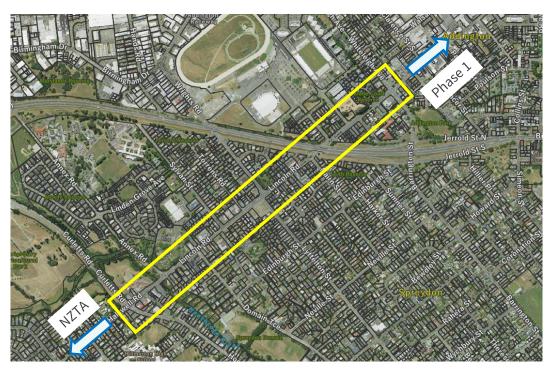
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Background



Lincoln Road (Curletts Road - Whiteleigh Avenue) provides a key bus priority connection between the approved Lincoln Road Phase 1 (Whiteleigh Avenue to Moorhouse Avenue) and the proposed Waka Kotahi NZ Transport Agency section along Halswell Road, between Dunbars and Curletts Roads.

- Phase 1 due to commence construction Q1 '22
- Waka Kotahi NZTA section consultation completed and construction scheduled to commence early 2023.

Project Objectives:

- Improved journey time reliability for public transport services in relation to private vehicles.
- Improved connectivity, convenience and safety for all active travel modes. (cyclists, pedestrians, public transport users and micro-mobility users)
- A central median providing safety for all users. It improves safety and efficiency on Lincoln Road by reducing right turning movements and creates amenity space.

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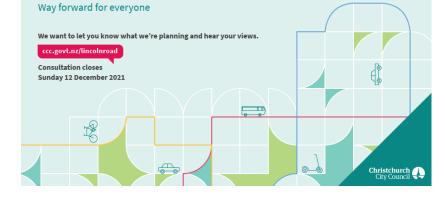
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Consultation Analysis - Overview

- Consultation was open from 6 November to 12 December 2021
- Delivered to 585 properties and businesses on the route
- Delivered DL flyer to 2,022 properties and businesses in the wider area
- Emailed submitters of previous stage one consultation

Kōrero mai | **Have your say**

Lincoln Road peak hour bus lanes -Whiteleigh Avenue to Curletts Road



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Overview continued

We advertised the consultation in the following locations:

- Newsline story on 16 December 2021
- Southern View newspaper
- Digital billboard at the intersection of Lincoln Road and Moorhouse Avenue
- Posters in the Ooh Media bus shelters on Lincoln Road

Drop in sessions:

- One pre-consultation for the local businesses
- Three while the consultation was open

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Submissions

Peak hour bus lanes

We asked for feedback on the proposed peak hour bus lanes between Curletts Road and Whiteleigh Avenue.

Addington bus lane times

We asked for feedback on changing the city bound bus lane through Addington business area from 4pm - 6pm to 3pm - 6pm.

Peak hour bus lanes		
Support	62	
Do not support	46	

Addington bus lane times		
Yes	47	
No	44	
Did not indicate	61	
Alternative times	10	

Saturday bus lanes

We asked if there was support for bus lanes to be operational on Saturdays between 10am and 2pm. This was a Y/N tick box only.

Saturday bus lanes		
Yes	73	
No	79	
Did not indicate	9	

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Themes - all questions

- Improvement for cyclists:
 - extend the existing shared path on Lincoln Road (between Annex Road and Domain Terrace) through to Moorhouse Avenue, separated cycle lanes or improvement at the intersections where conflicts happen between buses and cyclists
- Why not T2 or clearways?
- Traffic lights at each intersection should have a bus/cycle only phase
- Parade Court bus stop needs to be moved not safe for cyclists
- Support Domain Terrace turning restrictions
- Support Torrens Road turning restrictions
- Right turn arrow needed from Lincoln Road on to Curletts Road

"Currently it is faster for me to walk to the city bus hub than catching a bus, during morning rush hour ."

"The two lane section of road is massively congested in peak times. I don't see how reducing it to one lane will reduce congestion."

"Looks great, we have got to make cycling and buses more attractive to people who currently commute by car etc. "

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Do you have any feedback on the peak hour bus lanes?

Support (62 submissions)

- It supports the Council's climate change strategy by promoting active modes as well as bus use
- A bus light (bus gate) at the intersections would help the bus get through the congested traffic
- U-turn bay at Sylvan Street
- Remove parking on one side of Domain Terrace

"I fully support the installation of peak hour bus lanes to help move buses past private motor vehicular traffic, and encourage better use of the public transport network in conjunction with the active public transport network under construction." Do not support (46 submissions)

- Two lanes for all vehicles not just buses
- Waste of money:
 - ° Should be concentrating on maintaining the roads
 - ° People do not use the bus/bus use is low
- Bus lanes will have a negative impact on the businesses along Lincoln Road

"Terrible idea, would make the already bumper to bumper traffic on that road even worse. As a main way into the city from the likes of Halswell, Hoon Hay and others this will affect a large amount of the Christchurch population and their journey to work."

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Do you have any feedback on the out-bound Addington bus lane hours?

Support (47 submitters)

- Nine submitters suggested alternative times
- Great to capture the school traffic
- Encourage more people on to the bus
- Good for consistency along the whole route

"4-6 preferred. Peak weekday traffic on Addington is only about an hour in the morning and evening. ."

61 submitters did not indicate

Do not support (44 submitters)

- Need both lanes for all traffic
- Waste of money for empty buses
- Don't do it traffic is really bad during peak hours

"This will have a negative impact and will not increase bus usage. It has not worked elsewhere in ChCh."

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Staff recommendation

Peak Hour bus lanes (Curletts Road to Whiteleigh Avenue)

- Weekdays 7am to 9am towards the city (northbound)
- Weekdays 3pm to 6pm towards Halswell (southbound)



Option Advantages:

- 62 submitters supported peak hour bus lanes
- Improves journey time reliability for public transport services
- Improves connectivity, convenience and safety for all active travel modes
- Provides peak hour bus lanes connecting with Lincoln Road Phase 1 (Whiteleigh Road to Moorhouse Avenue) and the proposed Waka Kotahi NZ Transport Agency section.
- Provides a cycle connection to the completed MCR Nor'West Arc cycleway

Changes post consultation:

• 5 changes made as a result of feedback.

(Main change is additional U-turn bay outside 49 Lincoln Road to provide a turning opportunity for vehicles coming from businesses on the north side and wanting to drive towards Halswell or to access St. Martin's Church, Domain Terrace and Village Health) 4

Attachment

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Staff recommendation

Peak Hour bus lanes (Moorhouse Avenue to Whiteleigh Avenue)

• Change of peak hour bus lane on Lincoln Road Phase 1 outbound bus lane (towards Halswell). Original bus lane for this section was consulted on in 2018 as a 4pm to 6pm bus lane.



Option Advantages:

- 47 submitters supported the additional hour with an additional nine submitters supporting change but wanted to see alternative/ extended times.
- Consistency between Lincoln Road Phase 2 (Whiteleigh Avenue and Curletts Road) and Waka Kotahi NZ Transport Agency section along Halswell Road, between Dunbars and Curletts roads
- Aligns with afternoon school times and provides for students travel requirements

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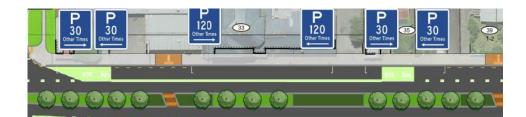
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Staff recommendation

Parking, Restrictions & Tree Removal

















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Parking and restrictions:

- Time restricted parking outside some local businesses
- 27 Additional parking bays provided outside bus peak period
- Newly introduced parking at Hillmorton Pharmacy and Unichem Lincoln Road Pharmacy

Tree removal and replacement:

- 32 Trees to be removed as per consultation drawings.
- An additional 12 trees to be removed under CCC internal delegation due to poor/very poor condition.
- Minimum 88 trees to be planted in the nearest suitable location, subject to services and archaeological investigations.

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Staff recommendation

Central Median continuation

Proposed scheme design prevents right turn access into 9-13 Halswell Road



Design Elements:

- Road corridor is increased from 2 to 4 lanes (2 either side of median) by using and procuring property designations on southern side
- Central median provides improved safety for all users. It improves efficiency on Lincoln Road by reducing right-turn movement and creates amenity space.
- Right turn movements into all the existing private and commercial driveways are prohibited in accordance with the design guide for multi-lane arterial road access management.
- Supported by independent Safe System Assessment due to a 26% • reduction in risk score compared to alternative scenarios.

Mitigations:

- A dedicated U-turn bay is proposed after Annex Road, which is less than 150m away from the business entrance
- Additional signage can be installed in advance of businesses, • showing a U-turn bay ahead.

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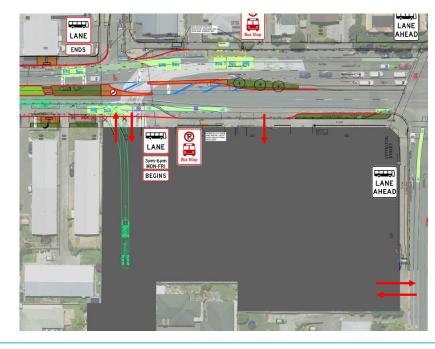




Staff recommendation

Central Median continuation

• Proposed scheme design prevents right turn out for heavy B-trains as well as a truck and trailer at new proposed Foodstuffs, New World at 92, 94, 100 and 108 Lincoln Road



Design Elements:

- Road corridor is increased from 2 to 4 lanes (2 either side of median) by using and procuring property designations on southern side
- Central median provides improved safety for all users. It improves efficiency on Lincoln Road by reducing right-turn movement and creates amenity space.
- Right turn movements into all the existing private and commercial driveways are prohibited in accordance with the design guide for arterial road access management.
- No right turn out movement from Torrens Road.
- Supported by independent Safe System Assessment due to a 30% • reduction in risk score compared to alternative scenarios.

Mitigations:

- A green right turn arrow will be introduced to the exiting signals at the Lincoln / Lyttelton intersection. Costumers from Halswell can perform a U-turn at Curletts Road intersection which is a permissible manoeuvre or enter from Lyttelton Street entrance.
- Heavy B-trains as well as a truck and trailer can exit left onto Lincoln Road due to sufficient space between median and property boundary which is min. 11.6m

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Questions

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Key feedback points on proposed changes to Lincoln Road. Linden Grove Residents

- Inadequate communications. Parts of Linden Grove (Mokihi Drive, Seagar Lane, etc) did not get mail delivery of the hard copy information. Has there been a submission from the Superintendent of Hillmorton Hospital, considering that their staff will be greatly expanded in numbers from 2022?
- 2. What population projections were factored into the model given the significant increase in housing south of Lincoln Road and what account was taken of the future increase in Hillmorton Hospital services?
- 3. General concern about reducing 4 lanes to 2 for cars, to accommodate the bus lane in peak times from Whiteleigh to Wrights Road. Congestion and delays for motorists will increase, mornings and evenings.

This is already apparent in the increased traffic from Halswell, viz Curletts to Wrights Road, with more delays at the cycle crossing into Lincoln Green. It is reported anecdotally, of significantly increased travel times for drivers commuting to the city.

- 4. Annex Road entry and exit:
 - length of the right-hand turning lane on Lincoln Road inadequate at peak times and excess right turning cars will therefore block Lincoln Road. This right turning provision is shorter than the one into Sylvan Street
 - same issue with u-turn bay. At peak hours in particular the flow of cars from Annex Rd will not be able to be accommodated in the centre of the road or the U turn space. This will create a very dangerous situation. ("way safer" stated as one of the aims). Note also comment about increased services at Hillmorton Hospital and an increase in those using Annex Road.
- 5. Clarification required re the use of the bus lanes off peak. Only cycles? *Satisfactory answered in community feedback meeting.*
- 6. Has the T2 option been considered using bus lanes for cars carrying more than one person?

This does not seem to be an option.

- 7. Halswell Road /Curletts Road junction. A lot of traffic heading south turns right onto Curletts to access the motorway. Green Arrow for cars turning right is sited here but not activated and therefore already a dangerous situation and creates a backup of cars. These will spill into the straight through lane. Similarly, P M traffic exiting Curletts into Halswell Road encounters a long tail back
- but we are aware this is an issue for NZTA.8. Sylvan Street exit into Lincoln Road, left and right: visibility issues with parked cars on North side of street. The bus stop on left and for turning right trees on median strip

will impact on visibility. This is a very significant exit and entry point for Hillmorton Hospital traffic. Only one lane is available to exit Sylvan Street.

9. There is a general issue around suitability of trees and visibility for motorists. *We accept that the trees selected will not impair vision across Lincoln Road.*

10. Hillmorton Street. This is one of two main access road into Linden Grove, Hillmorton Hospital, and other DHB facilities. Greater use of it could help mitigate congestion on Lincoln Road, but it is very narrow in parts, and has a dangerous exit onto Wrights Road. Cycle lights are very awkwardly placed immediately after the intersection. Residents have seen cars going through the red lights. In addition, there is a large, unnecessary and dangerous concrete kerbing extending into Hillmorton Street just before the intersection. Possibly a hangover from before the cycle way was put in. Why was a right turning option not included in the cycle plan with controlled lights, and diagonal road painting to eliminate cars stopping to allow those who might wish to turn out of Hillmorton Street when cyclists / pedestrians are crossing Wrights Road?

In summary, we believe this proposal lacks merit. Already, the volume of vehicle traffic has outstripped the capacity of the road at peak hours and further restrictions will make it less attractive for the working population to commute to the city centre.

There has been no attempt to integrate the cycle network planning decisions with an overall traffic plan, which has resulted in the detrimental interruption of the traffic flow at Domain Terrace and Wrights Road.

The planned widening of Lincoln Road between Wrights Road and Curletts Road was promulgated at least 30 years ago, and land purchased to make this possible. Now that policy has been abandoned in favour of an unproven ideological belief that more commuters will ride buses because the journey will be shortened in time. This proposal is a disincentive to the motorist and not even a trial of making bus commuting free of charge, or a park and ride option, has been suggested to deal with the issue. There are multiple reasons for driving to and from work, (taking children to school, requiring a car for work, etc) and have motorists using this route given an indication that there will be a mass transformation of their commuting behaviour? Unlikely.

There appears to be a lack of post project evaluation included in this proposal. What are the parameters for measuring success / failure of the project? We envision that vehicle traffic will increase, bus patronage will not substantially expand in number and <u>all</u> vehicles will be slowed in their journeys through this part of the city through the whole of the working day.

We encourage the decision makers to put in place a policy to measure how successful the project has been, if approved, and if it is proven to be unsuccessful in the future, to have the bus lanes reinstated for all traffic at all times. Residents in the community and further south in the growing suburbs were promised this decades ago. It appears that the ratepayers must accept a proposal that is not going to work for the majority of the commuters who make their way into the city and to keep it alive in the working week.

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Lincoln Road Peak Hour Bus Lanes

Hearing Presentation on behalf of Foodstuffs

Prepared for:	Foodstuffs South Island Limited
Job Number:	FSIL-J030
Revision:	Final
Issue Date:	21 February 2022
Prepared by:	Dave Smith, Technical Director

1. Introduction

I have assessed the impact of the Lincoln Road peak hour bus lanes project proposed by Christchurch City Council on the consented Foodstuffs South Island Limited (Foodstuffs) Addington New World supermarket, located on the southwest corner of the intersection of Lincoln Road and Lyttelton Street. The location of the supermarket site and consented two-way access on Lincoln Road is shown in **Figure 1.1**.



Figure 1.1 Location of Site and consented two-way access onto Lincoln Road

The supermarket includes provision for a two-way access enabling left and right turn in and left turn out for shoppers directly onto Lincoln Road located approximately 10 metres to the east of Torrens Road. The consented access also has a bollard-controlled egress lane for right-turning semi-trailers servicing the site. The supermarket includes a left turn in

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only access located further to the east approximately midway between Torrens Road and Lyttelton Street, and a full movement access on Lyttelton Street. Figure 1.2 shows the two-way access arrangement.



Figure 1.2 Consented two-way access arrangement

The proposed installation of bus lanes on Lincoln Road includes a raised median with channelised right turn into Torrens Road, at the location of the two-way supermarket access onto Lincoln Road. The bus lane design is shown in relation to the location of the consented access in Figure 1.3.



Figure 1.3 Lincoln Road proposed corridor improvements along supermarket frontage

Our Ref: Lincoln Rd Peak Hour Bus Lanes - Hearing Presentation Foodstuffs.docx Date: 21 February 2022





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2. Impacts on consented supermarket

I consider that the installation of the raised median and channelised right turn from Lincoln Road to Torrens Road has significant potential to preclude Foodstuffs from implementing the consented access configuration. The impacts on on the consented supermarket include:

- removing the right turn in movement for customer access forcing customers accessing the site to turn right from Lincoln Road into Lyttelton Street and then right again into the site with associated increases in distances travelled by customer vehicles; and
- removing the semi-trailer right turn out movement, requiring a significant re-design of the consented carpark design
 and feasibility assessment to determine if semi-trailers are able to turn around and egress using the Lyttelton Street
 two-way access.

The current flush median arrangement accommodates these right turn movements so the consented access could be constructed based on the current receiving environment with a vehicle crossing application. If the Lincoln Road peak hour bus lanes including the raised median and channelised right turn were to be constructed, Foodstuffs would require Community Board approval to implement the consent. This is because physical works would be required within the road reserve to remove the raised median and right turn into Torrens Road and reinstate the ability to turn right into and out of the site as consented.

I am of the view that the restrictions on the access imposed by Council may preclude Foodstuffs from implementing their supermarket consent as it will not be feasible to service the site with semi-trailers or to provide a sufficient level of access for customers accessing the site from the south and west.

I have assessed the requirement for a channelised right turn into Torrens Road by conducting a traffic survey on Thursday 2nd December 2021. The survey counted 10 and 12 vehicles in the morning and evening peak hour respectively turning right into Torrens Road from Lincoln Road. These surveyed flows are in my view very low, with the highest demand being equivalent to one vehicle every five minutes.

By contrast the consented supermarket will generate an estimated 27 vehicles turning right into the supermarket site using the two-way access on Lincoln Road. This is 125% higher than the surveyed demands on Torrens Road and demonstrates that precluding the right turn into the supermarket would have a greater impact on the transport network than retaining a right turn into Torrens Road.

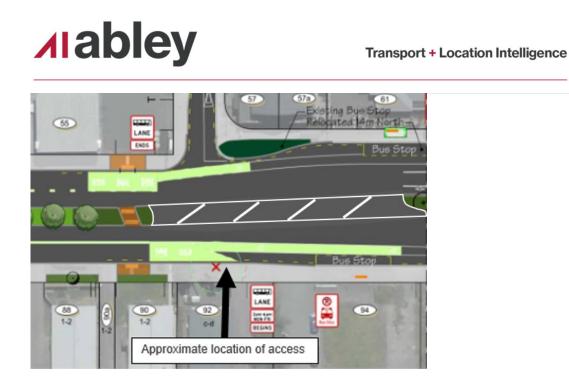
I further note that supermarket trip generation across the course of the day is generally consistent, whereas Torrens Road is dominated by residential activity which is expected to predominantly generate a small amount of traffic during the commuter peak periods with minimal demand for the right turn during the business day.

3. Discussion and recommendation

I see little justification for installing a raised median with right turn into Torrens Road due to the very low demands for this movement and convenient alternatives that are available via Wrights Road or Sylvan Street. It is recommended this treatment is not included within the Bus Lanes project, due to the impacts on Foodstuff's ability to implement consent.

I recommend that a flush median should be retained through this section as part of the works as shown in the indicative design in the figure below. An appropriate design in this vicinity can then be installed in consultation with Foodstuffs in the very near future when the resource consent is implemented. This would enable the right turn into the future supermarket site which has significantly higher vehicle demands compared to the right turn into Torrens Road and enable barrier-controlled heavy vehicle movements out of the supermarket, as per the consent.

Our Ref: Lincoln Rd Peak Hour Bus Lanes - Hearing Presentation Foodstuffs.docx Date: 21 February 2022



I conclude that if the flush median is not retained this enabling the flexibility to develop the consented supermarket access, there is a significant risk that the restrictions imposed by the Lincoln Road bus priority proposal may preclude Foodstuffs from implementing their consent.

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Submission to:	Christchurch City Council Hearings Panel
Meeting date:	28 February 2022
Agenda Item:	Lincoln Road Peak Hour Bus Lanes Proposal
Deputation by:	Ray Edwards
On behalf of:	Halswell Road Properties Ltd (the owner of 1- 7 Halswell Road)

Introduction

- Halswell Road Properties Limited is the owner of 1-7 Halswell Road. Mr Greg Gimblett is the Director of Halswell Road Properties Limited.
- 2. The bus lanes proposal includes the installation of a solid central median along the centreline of Halswell Road outside 1- 7 Halswell Road. While this property current has full turns available at its site access point, the Council's proposal will limit access to the property to left turns in and out only. The site only has access to Halswell Road. There are no access alternatives for this site.
- 3. The Council proposes to compensate for the proposed turn restrictions by providing a U-turn slot in the median outside #20 Lincoln Road. This is approximately 150 metres east of the site access to 1- 7 Halswell Road. Mr Gimblett considers that the additional 300 metre distance for patrons of his site to access the site from the north and west will result in a significant loss of trade for his site and potentially undermine the viability of some of his tenant's businesses.
- 4. Mr Gimblett lodged a submission detailing has access related concerns with the bus-lane proposal on 10 December 2021. While we have had two subsequent meetings with Council staff to try and resolve this issue, both Mr Gimblett and myself have very strong concerns about the consultation process undertaken by Council staff to date towards resolving this site access issue.

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- 5. The purpose of this submission is to:
 - a) Highlight key points from the December 2021 submission;
 - b) Discuss concerns with the consultation process to date;
 - c) Request that further time with Council staff is allocated towards resolving this issue before a final recommendation is made by the Hearing Panel to the Urban Development and Transport Committee.

Name, Background and Experience

- 6. My name is Ray Edwards. I am a traffic engineering consultant practicing from Christchurch. I hold the qualifications of a New Zealand Certificate in Civil Engineering, and a Certificate of Transport Planning, Management and Control from the University of New South Wales. I am also a Registered Engineering Associate.
- 7. I have 31 years' experience in the field of civil engineering, including some 17 years employment within the Christchurch City Council, first as a road design engineer, then as the Assistant Area Traffic Engineer for the Fendalton, Waimairi, Shirley and Papanui wards, then as the Senior Transport Planner within the Environmental Services Unit. During this employment, I gained extensive experience with the design of major roading projects, and also with community consultation processes relating to roading projects.
- 8. I am now the Managing Director of *Urbis TPD Limited* ('Urbis'). Urbis is a Christchurch based consultancy which provides resource management, transportation planning and traffic engineering related advice to both private clients and local authorities. We have undertaken work for nearly every local authority within the South Island.
- I am trained as an independent road safety auditor. I am also trained as an independent planning hearing commissioner. Therefore, I have experience in the types of projects such as you are considering today.

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The December 2012 Submission

- 10. The site at 1-7 Halswell Road was historically a petrol station, before it was redeveloped with with a tavern, various retail shops and a medical centre. All of these activities established on the site with specific Council approval, and all of the approvals included a Council-prepared transport assessment.
- 11. The current tenants of the commercial development are:
 - a) Hillmed Health This medical practice was provided Council planning approval under resource consent RMA92025168 and has operated on the site since 2014.
 - b) **Aspiring Kitchens** A showroom and office for a kitchen renovation company since 2019.
 - c) **City Laundromat** A self-service Laundromat due to open in Dec 2021.
 - d) Gorkhali Chulo An Indian/Nepalise restaurant that has operated on this site in various forms since 2007 offering takeaway and dine in.
 - e) Big Daddys Liquor outlet Formally Superliquor and Harringtons since 2007.
 - Azura Hair Studio A hair studio has been operating from this premise since 2007.
- 12. For all of my tenants, a key consideration with them establishing on the site is the single access point, with full turns being available. At a risk of labouring the point, <u>this is a site access</u> <u>arrangement specifically considered and approved by the Council on two occasions</u>, and specifically with the knowledge of the proposed road widening.

The Consultation Process

- 13. Mr Gimblett received a letter from the Council in early November advising of the Councils intention to purchase land to enable the widening of Halswell Road. No detail of the proposed road works was included in the letter.
- 14. The consultation document detailing the proposed works was received on the 23rd November, with advice that submissions would close on the 12th December. Even though the Council has

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had decades to develop concepts for the widening of Halswell Road, it provided affected land owners only three weeks to properly consider, and provide a response submission, upon the proposal.

- 15. Mr Gimblett and I had a meeting with Council on the 30th November to better understand what the Council was proposing and to discuss effects that the current proposal would have on the site and the businesses that operate from the site. We specifically offered a design solution that would provide for right turns into the site, but not provide for right turns out of the site.
- 16. This meeting proved to be <u>a waste of our time</u>, with Council , advising that we should instead make a submission. is obviously not aware of the Council's mandate to consult with affected parties in relation to roading proposals in an unbiased and transparent manner. His attitude at this meeting could only be described as appalling, and the Councils , who also attended the meeting, apologised for

behaviour after the meeting.

- 17. To make matters worse, told us that the reason for right turns not being provided at the site access was on the basis of a completed safety audit. We asked in writing for a copy of said audit at the meeting. He advised that if we wished any further information we should make it under a Local Government Act official information request a strange comment when we came to have meaningful consultation with the Council that has a mandate, and a legal requirement, to consult with the community of road proposals.
- 18. We were subsequently advised by that the Council that the safety audit was actually a work in progress and had not been completed. It now turns out that this was not true. Said safety audit is attached to your agenda, and is dated 30 November, and is a final document and not a draft.
- 19. We met again with Council staff on 14 December 2021. This time and attended as well. When we confronted with his 'less than accurate' information provided to date, he walked out of the meeting.

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21.

Deputation to the Hearings Panel 28 February 2022 Ray Edwards on behalf of Halswell Road Properties Ltd

economies with the truth are worsened when one reads the safety audit that we only received a copy of on 23rd February – even though the Council has had it since 30th November 2021. There is no mention of safety issues with a right turn entry into the site access at 1-7 Halswell Road at all. The safety audit report doesn't go there because a turn slot at the access was not part of the design being audited. Therefore, there is no way that earlier advice could have been truthful.

then emailed us minutes of our meeting of 14 December, and used that email to provide a response from the project team to our request for a turn slot to be provided outside the 1-7 Halswell Road site. I copy this response below and I have underlined key points:

Project team's response to stated concerns

- The CCC's proposed design with continuous median will improve safety for all users, including the customers of 1-7 Halswell Road
- Project team acknowledges that for customers arriving from south, <u>300m of</u> additional travel will provide a reduced level of convenience for customers of 1-7 <u>Halswell Road</u>.
- Based on experience on the network, the project team believe that if a right turn bay on the median to 1-7 Halswell Road is installed, it is very likely that a large number of vehicles would perform a U-Turn at the right turn bay to head to Coppell Place. <u>The</u> <u>proposed carriageway is not wide enough for vehicles to perform a U-Turn</u>, therefore vehicles going to Coppell Place would perform a 3-point turn in the carriageway, or turn into 1-7 Halswell Road to complete a U-Turn in the property then left turn out from the property heading to Coppell Place. This sequence is unlikely to be desirable by the property and business owners.
- <u>Allowing a right turn into this property will likely set a precedence for all other</u> properties which would further undermine the access management required for <u>safety</u>. According to Austroads Arterial Road Access Management Guideline, each extra commercial access point on this section can add about 5 to 10 accidents in about every 11 years.

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- The project team have considered crash statistics which show <u>no record of a crash at</u> <u>this particular driveway</u>. However there have <u>been a number of cycle near miss</u> <u>incidents</u> along this section of Lincoln Road in the last few years. With the proposed dedicated bus and cycle lanes, <u>during peak period vehicles will block line of sight of</u> <u>busses</u>, <u>cyclist and motorbikes</u>. Increased access points increase safety risks to cyclists who are likely to be travelling at higher speeds due to being on dedicated lanes.
- 22. In response to my underlining above:
 - a) The carriageway is wide enough to provide a U-turn slot outside the site (and the Council's subsequent designs confirm this);
 - b) There is no issue for precedent as all road design has to be undertaken on a case-by-case basis (and the Council provides U-turn or right turn slots on nearly all of is median divided roads anyway);
 - c) There have been no reported crashes at the access even though it has operated for years with full turns;
 - d) The comment about cycle near-misses in this location is unsubstantiated.
- 23. In other words, the Council staff are struggling to come up with anything apart from the 'line of sight' issue, which I agree with, but emphasise that this is only during peak periods. To try and ascertain the effect of this, we asked the Council to provide us modelling or survey data of westbound queue lengths in the weekday PM peak period. We have had no response.
- 24. An outcome of the meeting of 14 December was that the Council was going to prepare drawings and evaluate safety for three possible turn slot options. These options are:
 - a) Scenario 1- The Council's preferred location some 150m east of 1-7 Halswell Road;

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- b) Scenario 2- A turn slot outside 1-7 Halswell Road as sought by Mr Gimblett;
- c) Scenario 3- A compromise location immediately east of 1-7 Halswell Road.

These design options are presented on page 115 of the agenda.

25.	However, by 18 February, and noting then date of today's hearing, I chased	for progress
	on the above. She responded that	

The full hearing panel documentation will be available online by Wednesday 23 February on the Council's Agendas and Minutes page: https://christchurch.infocouncil.biz/. The release is controlled by the Governance support team and ensures all submitters have access to the same information at the same time

In other words, even though the Council staff agreed to evaluate these options at our meeting on 14 December, and report back to us, <u>the Council deliberately chose to withhold this</u> <u>information unto only two working days from today's hearing</u>. Their logic for this is flawed as it relates to an issue that only affects 1-7 Halswell Road.

- 26. To make matters worse, the additional safety audit document is dated 4th February. <u>had access to this document for two weeks</u> and still the Council had not communicated with us despite earlier promises to do so.
- 27. As a result of the deliberate and misleading actions of Council staff, we have not been afforded sufficient time to properly evaluate the following information:
 - a) The original safety audit, that was prepared three months ago but we were only given access ton it two working days ago, or;
 - b) the additional safety audit document that evaluates Scenarios 1-3 discussed above.

The problem with all of this process to date as that we presented ourselves to the Council with a willingness to comminate in an open and transparent manner. Our experience of the staff working on this project is that this is not an open and transparent consultation process at all.

- 28. In summary of the above, our experience of the Council consultation process to date is that:
 - a) Council staff have misled to us as to a reason as to why a turn slot outside the site could not be provided because a safety audit said it couldn't, when it turns out that the safety audit being referred to doesn't discuss the issue at all;
 - b) Council staff have misled us by stating that a safety audit document could not be released because it was only a draft when, according to the dates presented in the said document, we now know it was a final document;

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- c) The project manager for this project has been dishonest, or at best extremely misinformed, such that his competence to continue to be involved with this project neds to be bought into question;
- d) Council staff promised us evaluation of additional turn slot options and further consultation with us, and this has not occurred until the release of the agenda for this meeting last Wednesday;
- e) Rather than being consultative and transparent, Council staff have deliberately obstructed dissemination of information until the very last minute;

Relief Sought

- 29. Despite the disastrous actions of Council staff to date in terms of derailing attempts to resolve this important site access issue, we attend this hearing today to again present ourselves as being willing to work with the Council. Its just that, to date, it has not been a two-way street (pun intended!).
- 30. The Council should be able to pride itself on its consultation processes. However, it still doesn't seem to have learnt from recent consultation 'disasters such as the St Asaph Street debacle, The Ferry Roade cycleway consultation process and, more recently, the ballooning costs of the Wings to Wheels cycleway project. The Council still needs to do better.
- 31. We therefore respectfully request that Hearings Panel direct that further time with Council staff is allocated towards resolving this issue before a final recommendation is made by the Hearing Panel to the Urban Development and Transport Committee
- 32. I am happy to answer any questions.

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Attachment A

Lincoln Road Passenger Transport Improvements (Between Curletts & Whiteleigh)

Hearing Panel Questions & Staff Responses.

- 1. Signalised intersection at Sylvan Street/ Lincoln Road: Has staff considered this, what were the numbers used and what was the results?
 - <u>Staff Response:</u>

Although not part of the scope for bus priority improvements, a fully signalised intersection at Lincoln Road/Sylvan Street intersection was considered and assessed during scheme design stage taking into account efficiency (delays) and safety.

A Sidra Intersection model analysis was undertaken to analyse the delays of signals at Lincoln/Sylvan intersection based on the intersection traffic counts on Tuesday 30 March 2021.

The Sidra analysis shows that during the AM peak:

- The Sylvan right turn movement has an improved Level of Service (LOS) from an average delay of 62.1 sec/veh to 41 sec/veh. All other movements except the Sylvan right turn have a much worse delay.
- Overall the intersection delay has a moderate increase from an average delay of 3.1 sec/veh to 14.5 sec/veh.
- The average queue length on Sylvan Street would increase from 2.5 m to 11 m.
- Average queue length on Lincoln Road southwest approach would increase from zero (free flow) to 173m.
- Average queue length on Lincoln Road northeast approach would increase from zero (free flow) to 39m.

During the PM peak, the model shows:

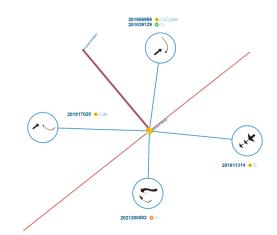
- The Sylvan right turn movement has a huge improved LOS from an average delay of 192 sec/veh to 60.5 sec/vel.
- All other movements except the Sylvan right turn have a much worse delay. For example, the delay for the left turn movement on Sylvan Street significantly increases from 9 sec/veh to 65.5 sec/veh. This is as result of significantly higher traffic volumes on Lincoln Road compared to Sylvan Street. Most of the green time phasing will be given to Lincoln Road to reduce the overall delay.
- Overall, the intersection delay has a moderate increase from an average delay of 3.9 sec/veh to 26.1 sec/veh.
- The average queue length on Sylvan Street would increase from 8 m to 34 m.
- The average queue length on Lincoln Road southwest approach would increase from 0.8 m to 312m.
- Average queue length on Lincoln Road northeast approach would increase from zero (free flow) to 54 m.

Crash history study from CAS for a 5-year period from 2017 to 2021 shows there were five crashes that happened at this intersection.

- One serious injury crash involved an overtaking runaway vehicle from the Police.
- Two minor injury crashes involved northbound cyclists hit by vehicles turning right into, or out of Sylvan Street.
- One minor injury crash involved rear end collision between two southbound vehicles.
- One non-injury crash involved northbound vehicle hit by a vehicle turning right into Sylvan Street.

				Non-
Year	Fatal	Serious	Minor	injury
2018	0	0	2	1
2019	0	0	1	0
2021	0	1	0	0
TOTAL	0	1	3	1

- No pedestrian crashes have been report



In conclusion, the installation of a signalised intersection at Lincoln/Sylvan intersection will:

- Result in significant delays to all movements except the right turn from Sylvan Street and long queues on Lincoln Road, especially in the PM peak. As a result, the overall intersection delay is significantly increased.
- A signalised intersection may reduce the right turn against and right turn crossing crashes, but the crash history shows the existing issue is not significant.

A signalised intersection will allow pedestrians to cross it safely; however, the pedestrian delay is largely increased. This may result in pedestrians crossing the road against the signals.

Therefore, staff recommends maintaining a Give-way controlled intersection at Lincoln/Sylvan intersection at this stage.

<u>Staff Response:</u>

Further to point 1, Lincoln Road project would not preclude signals from being constructed in the future if warranted.

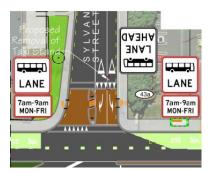
CCC Transport Asset Planning advised that through the resource consent pre application process the land owner on Sylvan St is proposing a change in land use that will likely increase traffic volumes into and out of Sylvan Street.

Depending on the scale of activity and level of estimated trip generation, it may give council the discretion to assess transport impacts in terms of safety, efficiency and network effects. Signals at Sylvan Street/ Lincoln Road may be required to mitigate these effects and required as a condition of resource consent. The transport impacts will be assessed once the resource consent application is received.

3. Pedestrian islands - pedestrians crossing Sylvan Street

<u>Staff Response:</u>

Pedestrian island and raised platform included on revised scheme drawings.



- 4. What are the expected increase of traffic numbers that are exiting Sylvan St.
 - <u>Staff Response:</u>

There are 80 households on Torrens Road that will have to use left-turn out at Lincoln Road or exit right via Sylvan Street towards Halswell. Thus, the closure of the right turn from Torrens Road to Lincoln Road would only have a minor impact on network.

5. Wrights Road slip lane - was removal considered of the slip lane. What are the time delays vs the safety considerations?

<u>Staff Response:</u>

As per proposed scheme design, the right turn from Lincoln Road into Domain Tce and at the proposed supermarket at the southeast corner at Lincoln/Lyttelton intersection will be prohibited for safety reasons. As a result, the right turn volume from Lincoln Road south approach into Lyttelton Street is expected to increase in the near future. Therefore, a green right turn arrow has been proposed for Lincoln Road south approach. A Sidra analysis using the intersection traffic counts on 21st August 2019 plus the right turn volume from Lincoln Road into Domain Tec shows that:

- The Lincoln Road south approach has an improved Level of Service (LOS) from an average delay of 33.1 sec/veh to 16 sec/veh, but the north approach has a longer average delay of 21.5 sec/veh to 33.7 sec/veh. The reason is that the green time phasing for the right turn movement from the Lincoln Road south approach is deducted from the green time for the north approach.
- The overall intersection delay is not affected.
- The average queue length on Lincoln Road south approach reduces from 42 m to 35 m, while on Lincoln Road north approach the queue length increases from 128 m to 179 m. There are no significant changes for the queue length on Wrights Road and Lyttelton Street.

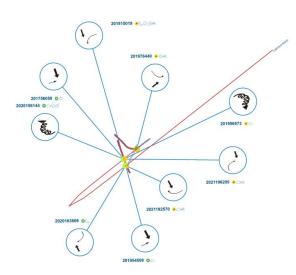
Based on this scenario, if the slip left turn lane on Wrights Road approach were to be removed and the signal phasing not changed, the Sidra modelling shows that at this intersection:

- The delays on Wrights Road significantly increase from 27.5 sec/veh to 107 sec/veh.
- The overall intersection average delay increases from 28 sec/veh (LOS C) to 50 sec/veh (LOS D)
- The queue length on Wrights Road significantly increases from 69 m to 192m.
- The signal phase could be changed to allow more green phasing time on Wrights Road to reduce the delays and queues, however those green times needs to be deducted from Lincoln Road and make the delays and queues on Lincoln Road north approach longer.

A crash history study shows that from CAS for the 5-year period from 2017 to 2021, nine crashes happened at this intersection.

- Three minor injury crashes involving cyclists. Two of them were northbound cyclists hit by left turn vehicles from the slip left turn lane on Wrights Road. The other was a southbound cyclist hit by a right turn vehicle from Lincoln Road south.
- Two lost control crashes, with one minor injury and the other non-injury.
- Three crossing type crashes, with one minor injury and the other two non-injury.
- Two minor injury crashes involved merging from the left.
- Two right turn against crashes with one minor injury crash and the other non-injury.
- No pedestrian related crashes have been reported.

				Non-
Year	Fatal	Serious	Minor	injury
2017	0	0	0	1
2018	0	0	1	0
2019	0	0	2	1
2020	0	0	0	2
2021	0	0	2	0
TOTAL	0	0	5	4



In conclusion, the removal of the slip left turn lane will:

- Result in significant delays and long queues on Wrights Road in the PM peak. As a result, the overall intersection delay is almost doubled.
- The removal of the slip left turn may reduce the crashes between the left turn vehicles and northbound cyclists.
- Pedestrian volume is not monitored at this intersection. The number is expected to be low.
- The removal of the slip left turn need to relocate at least three signal poles including a gantry, which has significant cost implications.

Considering the aspects mentioned above, staff recommends maintaining the slip left turn lane on Wrights Road but providing additional safety devices, i.e. a zebra crossing on a raised platform on the slip lane to mitigate the risk of collisions between left turn vehicles and pedestrians or cyclists.

6. Trees - know number that are being taken out and where are the trees that are being replanted.

<u>Staff Response:</u>

As per updated tree survey, 36 trees are proposed to be removed of which 11 trees are in poor/ very poor condition. The 72 new trees required as per the tree policy will be planted within the same project boundary. This is dependent on services and archaeological investigations. Staff will notify any changes, if applicable to the local Community Board once services investigations are completed.

7. Briefly describe the pre-consultation and post-consultation engagement undertaken on this project:

<u>Staff Response:</u>

Pre-consultation:

- Staff door knocked the businesses along Lincoln Road between Wrights Road and Curletts Road to advise them of a dedicated business drop in session where they could see the proposed plans and ask questions. Staff used this opportunity to give a quick explanation of the proposal.

- Staff held a pre-consultation drop-in session for businesses.
- Staff further met with nine business entities and four organizations individually through consultation process to go through the plans and answer any related questions.

During consultation

- Staff held three drop in sessions open to the general public.
- Staff liaised with submitters via email and via phone where applicable. This included residents, businesses and organizations.

Post consultation

- Staff emailed the submitters the consultation analysis and the details of the Hearings Panel meeting.
- Staff will email the outcome of the UDAT decision meeting.

During a meeting with the landowner of 1-7 Halswell and his engineer, alternative scenarios was tabled with regards to accessing the respective businesses. All three scenarios were independently reviewed using an Austroads Safe System Assessment as per **Attachment D** of the Hearing Report. Staff recommended Scenario 1 as per **Attachment A** of the Hearing Report, which resulted in the lowest risk score as it provides the greatest alignment with Safe System Principles for Halswell Road. The lower risk score is due to reduced potential conflict points, simpler turning arrangements and reduces potential for shadowing of bus lane users. The location of Scenario 1 has been carefully considered to balance the requirements of safety, efficiency and convenience for all road users.

8. Shared path from Halswell project (NZTA) to this project. Need to provide a response. Is it possible to have an interim solution:

<u>Staff Response:</u>

The footpath on the north side of the road between Curletts Road and Annex Road is approximately 200 m long, with fence along the property boundary of the Ministry of Education land. As the future of MoE land is uncertain and land acquisition is currently not achievable, the proposed footpath width is 3 m wide for the south section and 2 m wide for the north section, which is below the desirable minimum width 2.5m. There are potential risks of collision between cyclists and pedestrians, or collision between cyclists and the fence on the narrow section of footpath. Shared path marking on Lincoln Road between Curletts Road and Annex has been included on the revised scheme drawings as an interim solution. Staff will continue discussions with MoE on the potential to procure the land designation so that the shared path can be widened.

9. Scenario 3 - are there mitigations that could be put in place to make this safer:

<u>Staff Response:</u>

Scenario 3 was assessed through a Safe System Assessment as per **Attachment D** of the Hearing Report. Scenario 3, which proposes an additional U-turn bay, increases the potential conflict points within the area. This increases the potential for shadowing of bus lane users (where buses, cyclist and motorcyclist using the bus lane are obscured by queued traffic) during peak periods. The proposed additional

U-turn bay is approximately 80m from the end of the bus lane. There is a risk that vehicles will make an illegal manoeuvre in the bus lane especially during peak traffic. This results in increased safety risk through queuing vehicles masking undertaking vehicles.

10. Comment to Lyndon Grove - length of waiting bay for RT bay into Annex Road:

<u>Staff Response:</u>

The proposed length matches the existing layout allowing three vehicle queuing. In addition, the pedestrian crossing outside 16 Lincoln Road can be removed to allow for one additional vehicle queuing space for vehicles wanting to turn right into Annex Road.

11. Clarity of the turning movements around Annex Road intersection and again at the shops:

<u>Staff Response:</u>

A U-turn bay is proposed outside 20 Lincoln Road to provide a turning opportunity for vehicles coming from Annex Road and wanting to drive towards Halswell or to access Halswell Road businesses. Vehicles or customers coming from Halswell wanting to access 1-7/9-13 Halswell Road businesses will have the opportunity to make a safe U-turn in front of 20 Lincoln Road. This proposed U-turn bay is just after Annex Road intersection and is less than 150m away from existing business entrance at 1-7 Halswell Road. This location is chosen due to additional corridor width provided by utilising the property designation as well as giving residents on Annex Road the opportunity to make a safe U-turn should they require to travel towards Halswell.

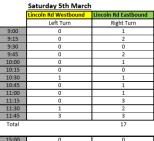
12. What are the numbers for right turn requirements for the shops:

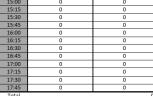
<u>Staff Response:</u>

A vehicle survey count was carried out between 7am – 10am, 11am – 1pm and 2:30pm – 6pm on Thursday 3 March and between 9am – 12pm and 3pm – 6pm on Saturday 5 March 2022. The count indicated that during peak morning traffic towards the city (inbound) had 18 vehicles turning right into 1-7 Halswell Road on Thursday and 17 vehicles on Saturday.

The count further indicated that during afternoon peak traffic towards Halswell (outbound) had 16 vehicles turning right into 1-7 Halswell Road on Thursday and 0 vehicles on Saturday. As per Hearing Panel report, this right turn movement in afternoon peak has the highest access movement risk.

	Lincoln Rd Westbound	Lincoln Rd Eastbound	
	Lincolli Ku Westbound Left Turn	Right Turn	
7:00	1	0	
7:15	1	0	
7:30	0	1	
7:45	0	3	
8:00	3	1	
8:15	3	1	
8:30	2	1	
8:45	1	3	
9:00	3	1	
9:15	2	2	
9:30	0	1	
9:45	3	4	
Total		18	
11:00	1	2	
11:15	2	1	
11:30	0	1	
11:45	0	5	
12:00	1	1	
12:15	0	1	
12:30	1	0	
12:45	2	0	
Total		11	
14:30	2	4	
14:45	4	2	
15:00	0	1	
15:15	1	1	
15:30	0	1	
15:45	3	1	
16:00	0	0	
16:15	1	4	
16:30	1	1	
16:45	2	0	
17:00	1	1	
17:15	0	0	
17:30	0	0	
17:45	0	0	





13. Area where the median is going to be narrowed - what is the effect on the trees?

<u>Staff Response:</u>

The proposed scheme design between Wrights Road and Whiteleigh Avenue proposes that the existing central median width be reduced to 300mm either side. CCC Arborist has assessed this and this change will not affect the existing trees.

14. Outside the Dairy - any opportunity for cut in bays for parking?

<u>Staff Response:</u>

The existing footpath width outside the dairy at No.35 Lincoln Road is 3 m wide. It is not ideal to narrow down the footpath, as width is required for pedestrians to walk as well as road signage. One safety issue of providing high turnover parking within the bus lane operation hours is the potential conflict with cyclists and/ or buses when vehicles pull in/out of the parking space. There will also be increased risk of vehicle doors hitting pedestrians or buses/ cyclist.

15. Can we add green paint to cycle lanes on Annex/Hoon Hay intersection:

<u>Staff Response:</u>

Scheme design updated to reflect recently completed green marking.



16. Feedback on the consent requirements with regard to the New World sites:

<u>Staff Response:</u>

CCC Planning Team advised the following:

The consent (RMA/2017/275) has been issued in the knowledge that the western access would eventually become left in and left out only as per the following quote from the decision:

120.Lincoln Road is proposed to be four-laned at some stage, and when that happens the western access will only be left-in and left-out because of the likely vehicle barrier or separation along the middle of the road. While final designs have not been prepared, they may well include a right hand turning bay for traffic travelling east on Lincoln Road, which would enable traffic travelling towards town to do a controlled U-turn and enter the western access. However, there is no likelihood for right hand turns out of the site from the western access to Lincoln Road.

For this reason, CCC planners do not consider that the closure of the right hand turns out of the site would be inconsistent with the subject consent.

Are there other sites that do not have a right out turn?

- <u>Staff Response:</u>
 - NW Durham Street: Left-in, left-out only on Moorhouse Avenue. Delivery access on Wilmer Street with restriction to 12m rigid delivery vehicles.
 - NW Memorial Ave: Full access on Memorial Avenue
 - NW Stanmore: Access on Stanmore Street however heavy vehicle exit onto Warwick Street
 - NW Wilson Road No access on Wilson Road but full access on Wades Avenue and Beckford Road
 - NW Bishopdale: Full access on Harewood Road.
 - NW Ferry Road: Exit left only for delivery vehicles on Ferry Road
 - NW Marshland: Exit left only for delivery vehicles on Marshland Road
 - NW Northwood: No access on Main North Road. Exit left only for delivery vehicles on Mounter Ave.
 - NW Wigram: Full access on Skyhawk Road

17. Number of buses that are expected from ECan and what is the planning. What are the proposed bus routes in the Halswell area:

<u>Staff Response:</u>

As part of PT futures, ECan did an analysis on existing patronage numbers. The numbers were based on August 2019 which was the busiest month of the year (2020 & 2021 discounted due to Covid-19 impact):

- Route 7 carried 3,456 3,662 (average 3,612) all day
- An average of 758 was in the 7-9am peak period (21%)
- An average of 644 was in the 4-6pm peak period (18%)
- They have also estimated the amount carried through the Halswell Road portion, by taking the inbound boardings up to Curletts Road, and assumed the same numbers for outbound (without tag-off data they do not have an exact figure). An average of 1,174 travelled through the corridor all day.

Further to Hearing Panel, staff raised the following questions to ECan:

How does ECan's plans align with PT improvement on Lincoln Road:

Response from ECan:

Both PT Futures and the 2018 Regional Public Transport Plan indicated Lincoln/Halswell corridor was vital and that there were possibilities for service changes in the South-West of Christchurch. Both documents provide indicative mapping of possible service changes, but the details require:

1) Confirmation of land use decisions

2) input from the public through a service review process.

ECan has been working with the city council for many years on the basis that there will be a Halswell KAC (Key Activity Centre) with supermarkets and more housing around Halswell Rd / Aidenfield area. Having a KAC confirmed and developed in the area will give an anchor point for PT services. ECan need to take customers where they want to go, not only to the central city but also to retail and service facilities that the local community will want to travel too that are close-by. Establishing the KAC and its trip generating services will help determine the area-level routing decisions.

• Does ECan have wider bus plans for Halswell in the future? Except for Lincoln Road, any other routes covering expansion in area:

Response from ECan:

ECan will engage with the community in Halswell and surrounding areas to determine where they ultimately want buses to go and where they do not want them to go. This will involve consultation through the service review and consideration of the roading network to ensure it is constructed to allow buses to safely travel along it without undue disruption. The buses have to travel down appropriate streets and they have to terminate somewhere and this may involve greater numbers of buses if we are to improve service levels to make public transport a better transport choice.

Ecan will give the community visibility and input into these decisions which may involve a process of:

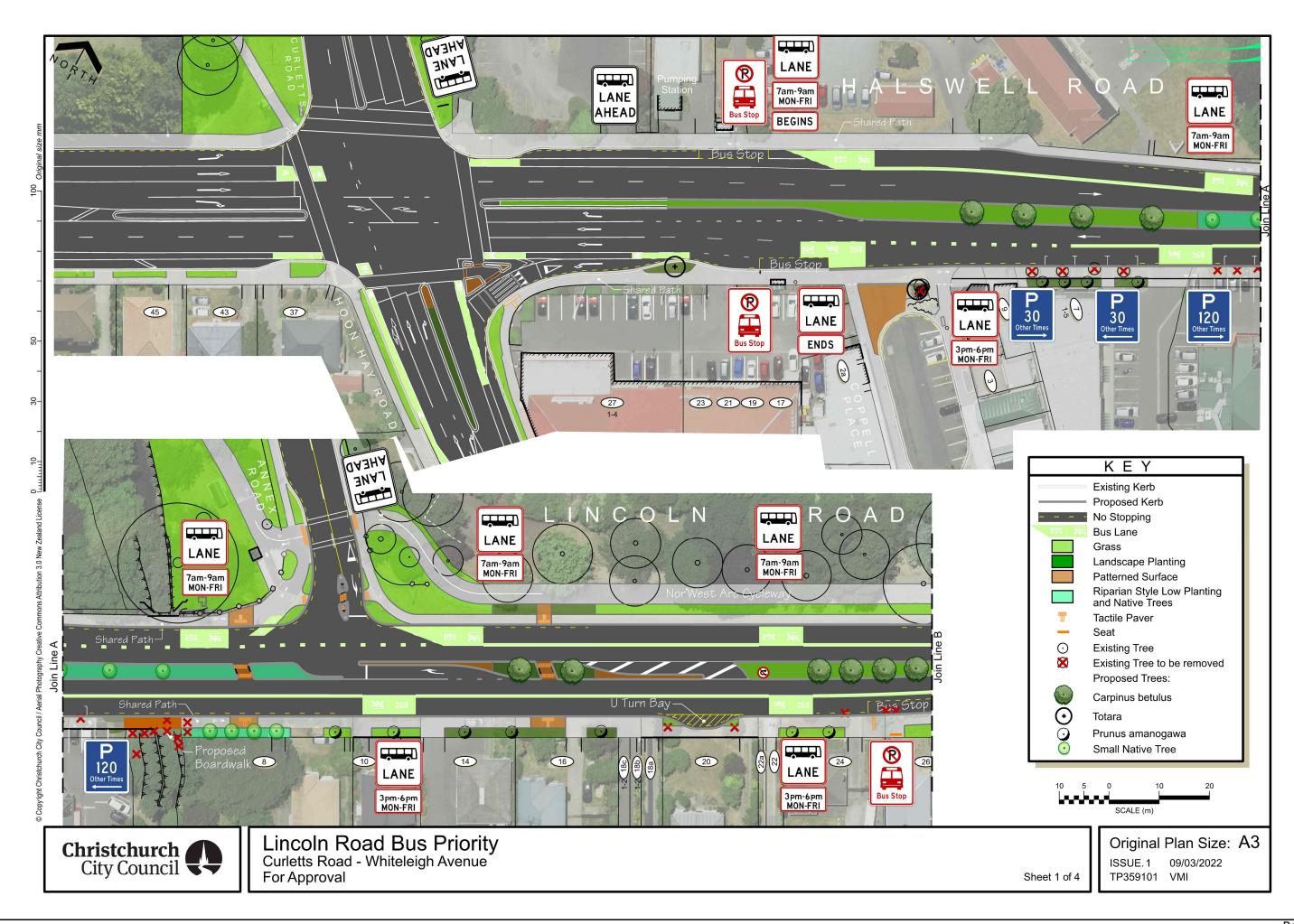
1) route/service proposal

2) initial community feedback

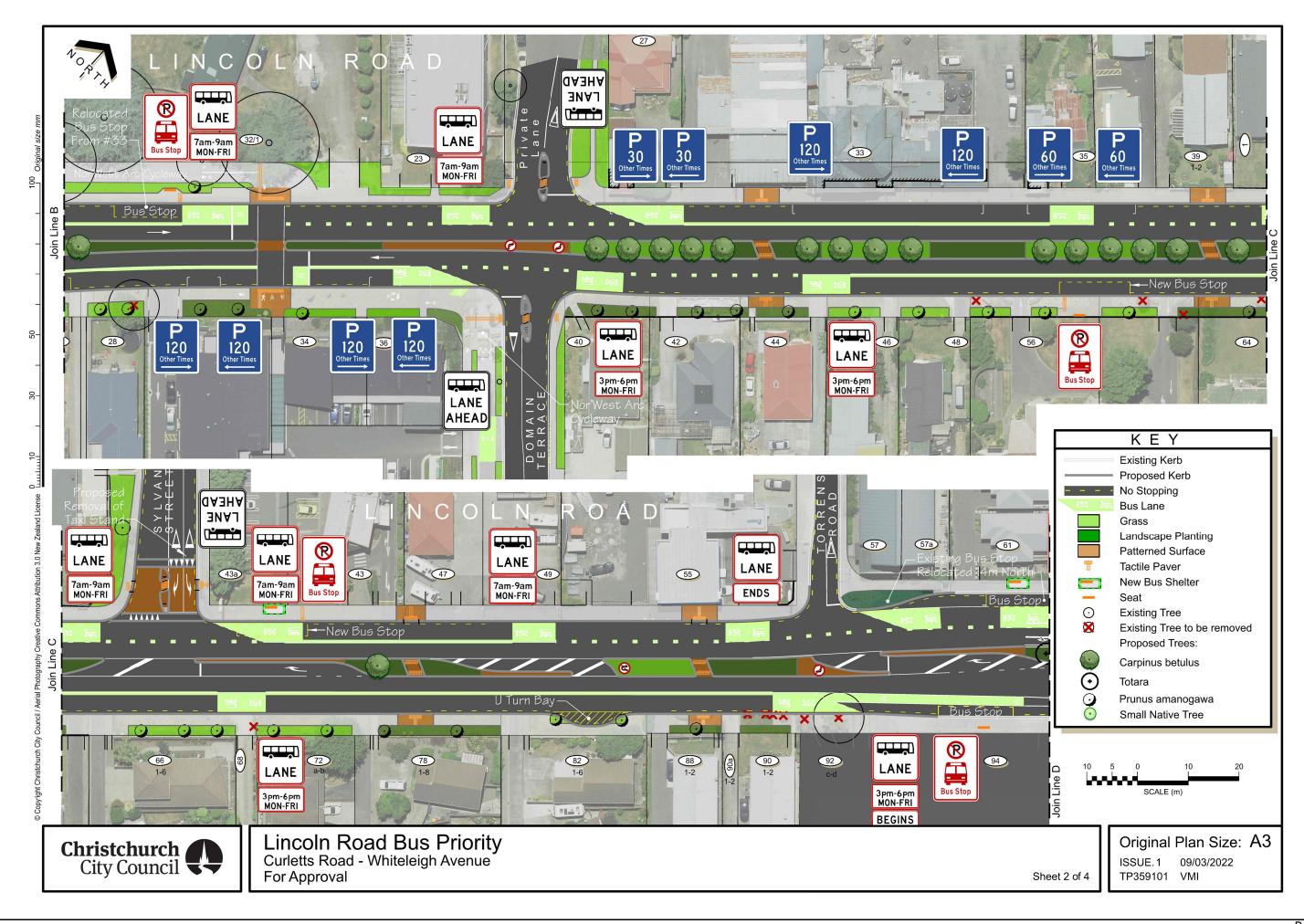
3) option reassessment and redesign

- 4) secondary community feedback
- 5) finalized designs and decisions

Ecan will start this process within the next 6 - 12 months. ECan will also present to the local community board as an early port of call to get their review process underway.









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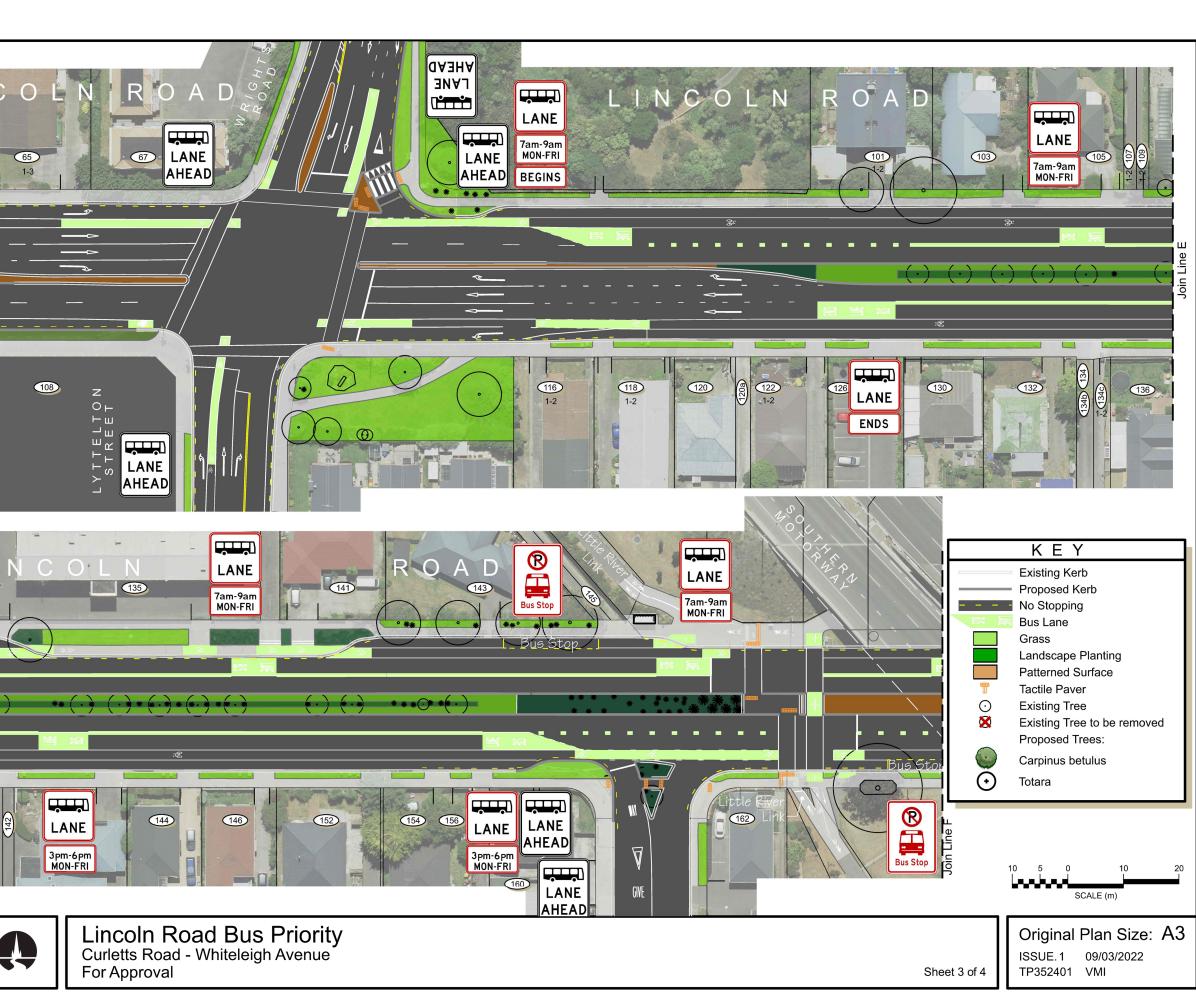
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