

# SH76 Brougham Street upgrade

## Engagement summary



Waka Kotahi NZ Transport Agency is working on a plan to redesign State Highway 76 Brougham Street. We want to make it safer and easier for people to do everyday things like taking children to school, travelling to work or the shops, moving goods and doing business.

Between November 2021 and late January 2022, we shared our designs with the public and asked if there was anything else we need to consider before we move forward into detailed design and construction.

This report provides an overview of the engagement and summarises the feedback received.

We'd like to thank everyone who took the time to share their thoughts.

### Background

Waka Kotahi and Christchurch City Council have been working together on a strategy to improve State Highway 76 Brougham Street, Moorhouse Avenue and the area in-between.

In 2020 the Government announced the NZ Upgrade Programme (NZUP), an \$8.7 billion transport investment in growing areas across New Zealand.

SH76 Brougham Street was included in the programme and work on the highway was fast-tracked ahead of the rest of the project area.

Ideas and feedback from previous stages were used to develop designs to improve SH76 Brougham Street.

### How we gathered feedback

**3** community drop-in sessions



**1** online Zoom session

Over **20** meetings with stakeholders



**704** comments on social pinpoint



More than **1,000** pieces of feedback received

**90** conversations over email



**294** letters sent to landowners



**11,330** views on our project website

over **3,200** flyers dropped in letterboxes

**201**

online survey responses

**3,169** visits to our interactive project map



**867** subscribers to our e-newsletter

**31** written statements, letters or feedback forms received



Many phone calls to ask questions or give feedback

## What we asked and why

Our plans for Brougham Street have been shaped by technical work and investigations, as well as insights gathered from the community and key stakeholders over the past few years. We wanted to check in with people one last time before starting work to make sure we haven't missed anything important.

### We asked what are your thoughts about:

- the proposed plan for State Highway 76?
- the proposed walking and cycling improvements?
- the proposed T2 lanes?
- the proposed intersection upgrades?
- the current 60km/h speed limit on Brougham Street? Does it feel safe and right for the road?
- Is there anything else you think we need to know before we begin construction?

### What we heard

- People were supportive of the shared path and improvements for cycling and walking.
- There was huge support for the overbridge between Collins and Simeon Streets. People want this area to be safer.
- Some people didn't like the proposed cul-de-sacs, while others did and suggested we could include more, suggesting other streets like Scott Street or Spencer Street could become cul-de-sacs.
- People were generally supportive of the intersection improvements, especially protected green right turning arrows, with lots of requests for more traffic light time needed for cars turning on and off Brougham, and people crossing the road on foot or bikes
- There was a mixed response to T2 lanes, with some people supportive, as they allow for more efficient peak-hour travel and reduced emissions, while others raised concerns that they will attract even more traffic onto Brougham Street.
- We received mixed feedback about access changes (restricted turns and traffic calming measures), with some people requesting additional access changes in certain places, and others requesting their removal due to concerns about additional travel time.
- There were a number of suggestions for improvements that are outside of our project scope and the funding we have available at this time – such as extending the length of the project and adding more cycle and pedestrian overbridges along the route.
- There were a range of suggestions around the current speed limit, with some wanting to keep it at 60km/h, while others believed either 40km/h or 50km/h would be safer.

## Timeline

We've had some great conversations about how to make this road safer over the past few years. We'd like to thank everyone who took the time to get involved and help shape our plans.

Late 2018	Brougham Street/Moorhouse Avenue area project initial consultation to gather community ideas, issues and concerns about this area. We had a great response with over 2,000 people sharing their thoughts and ideas in some way.
Early 2019	Brougham/Moorhouse area engagement summary released.
Early 2019	Workshop with community, industry and local stakeholder representatives.
Late 2019	Working in parallel with the Christchurch City Council to carry out a detailed assessment of the area, in line with future transport projects planned across the city.
Early 2020	Funding announced for safety improvements on Brougham Street as part of NZUP.
2020	Working on preferred options for Brougham Street area.
2021	Engaging with community groups and stakeholder organisations to gauge support for the project plans and completion of the Business Case.
Nov 2021 to early 2022	Community engagement and open days to get feedback on the proposed plan for Brougham Street.
Mid-2022	Workshops with community, industry, and local stakeholder representatives to provide input on design options for the cycle and pedestrian overbridge on Collins/Simeon Street
2022 - 2023	Detailed designs, consenting, landowner conversations.
2023	Share final designs and start construction.

## We heard from:



- Mana whenua
- Residents and landowners
- Local council
- Community groups
- Schools
- Retirement villages
- Members of Parliament
- Local businesses and organisations
- Those who work in the area
- Cycling groups
- People who travel on the highway

## You said...

*'Addington is rich in heritage. I would love to see the overbridge architecturally designed to incorporate that history, but to also honour and respect Tangata Whenua. I think the use of natural resources could make it a feature which our community and city could be proud of.'*

*'Good idea to remove right turn from Brougham to Durham.'*

*'Can we extend the project scope to Halswell?'*

*'To go with this there needs to be more information/education to get people sharing vehicles and using public transport. There also needs to be enforcement of T2 lanes.'*



*'Instead of a T2 Lane why not make a dedicated truck/freight lane, [which] will hopefully keep traffic flowing better.'*

*'The intersection upgrades are well needed, especially Selwyn Street [and] Gasson, amongst others.'*

*'Shared path separated by planting is great!'*

*'Please monitor carbon emissions as a result of this project and take any necessary measures to make sure target reductions are achieved.'*



*'The right-hand turn arrows need to be on long enough for a sufficient enough amount of cars to get through, not just one or two!'*



*'Cul-de-sacs are a fantastic idea!! I'd like Hutcheson St to become one too please, avoids conflict between shared path and left turning lane.'*



*'I would prefer 3 lanes in each direction and no T2 lanes. Just facilitate the maximum number of cars/trucks at all times of the day.'*

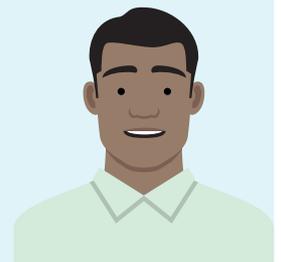
*'I like the idea of improving the pedestrian/cycling footpaths. Be nice to see these have a balance of concrete and planting.'*

*[Overbridge] 'Love this idea so much! A huge win for cyclists and motorists. Cyclists can go over the road without disrupting the key flow of traffic.'*

*'Love this shared path! YES YES YES Great way to connect existing cycle paths and avoid crossing until there is a safe space and usual route to do so.'*

*'How about the T2 lane becomes freight only outside of peak times instead of parking? Is the parking really needed on this arterial?'*

*'It would be better to just commit 100% to Brougham St being a movement street and completely close all side streets except for at signalised intersections.'*



## Working with our partners

During the planning of this project, we worked closely with Christchurch City Council and other partners to consider nearby areas and future projects to make sure our plans are compatible. We've tried to make changes that complement the long-term plans for Christchurch, to further improve public transport, walking and cycling.

## Addressing key concerns:

The following are the main themes that came up during consultation:

### Pedestrian/cycle bridge at Collins Street and Simeon Street

Many people supported a cycling and walking overbridge, as they see the current (road-level) crossing as dangerous. People asked if we had considered building an underpass or improving the existing crossing. Others wanted to make sure the bridge design would be safe and accessible for all users, as well as attractive.

We looked at several different options for this location. It's a very busy area with significant safety issues and we believe an overbridge is the only safe solution - especially as we're expecting growth in both the population and freight in this area in the future. An underpass was considered, but was not possible due to the ground conditions, the number of existing services under the road and the difficulty, uncertainty and disruption of construction in this high-traffic area. We also received feedback from people who didn't like the idea of an underpass and felt it could be unsafe.

We have set up a focus group that includes a range of community representatives and we're working with them to test our ideas for the overbridge and gather additional feedback.

### T2 lanes

Some people like the idea of using T2 lanes and felt they would move more people in fewer cars. There were concerns from some that the T2 lanes would increase road capacity and encourage more traffic. Some people suggested we change one of the existing lanes into a permanent T2 lane to make sure road capacity for solo drivers is not increased. There was some concern about parking not being available while the T2 lanes are operational, and about an increase in road noise if cars are now closer to the footpath.

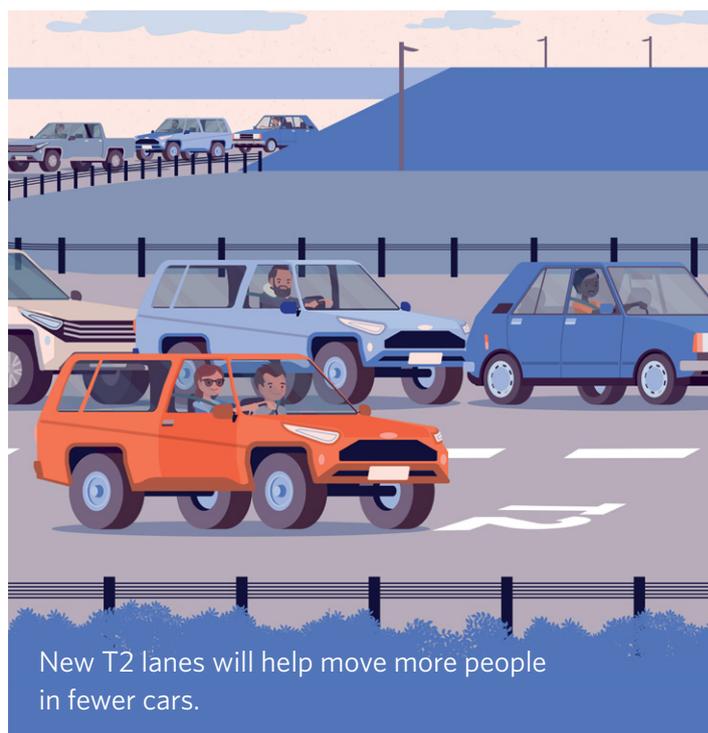
The Brougham Street 'T2' lanes will operate in the morning and afternoon/evening when roads are busiest, and can be used by cars with two or more people, as well as buses and motorcyclists. T2 lanes will use the existing parking shoulder. The T2 lanes will encourage more people into fewer vehicles, and onto public transport. This in turn helps prevent people getting stuck in traffic - and reduces the impact on our environment.

Adding T2 lanes at peak times would normally increase the number of cars able to get along Brougham Street. However, we're proposing to shorten the amount of green light signal time on Brougham Street at each set of lights so that a similar amount of traffic can get through. The green light time 'saved' along Brougham Street is being used to make the green right turn arrows and other improvements, like pedestrian crossings and bus priority signals, possible. This means the solo drivers on Brougham Street will take about the same amount of time to get along Brougham Street as before - but people using the T2 lanes will get along Brougham Street faster as their lane will not be as busy.

We did look into changing an existing lane into a T2 lane, but modelling showed this wouldn't work. It created more congestion, just moving the problem elsewhere and encouraged 'rat-running' (drivers using residential streets to avoid congestion). It also increased greenhouse gas emissions.

When the T2 lanes are operational from 7am - 9am and 3pm - 6pm there will be no parking along Brougham Street - outside of these hours parking will be possible on the road shoulder. Commuters, residents and businesses along Brougham Street may be affected and will need to find alternative parking in driveways or on side roads. Our research shows parking on Brougham Street is not in high demand and there will be sufficient parking in the local area.

New seal laid in the T2 lanes should help to reduce additional road noise caused by traffic being moved closer to the footpath, and with lanes only operational during peak times there will be no additional noise overnight, or during the majority of the day.



## The shared path and other pedestrian/cycle improvements

Many people were supportive of the proposed improvements for people walking and cycling – especially the shared path planned for the south side of Brougham Street, and the crossing improvements at intersections. People asked that we design these improvements to maximise safety. How the shared path would work, and the width of the shared path was a concern for some. Others wanted to see pedestrian crossings designed to allow crossing Brougham Street in one go, without the need for central island refuges.

The shared path will be created along the south side of Brougham Street, where the footpath is now, it will be a minimum of three metres wide and stretch from Opawa Road to Simeon Street. We will be improving all the crossings along and across Brougham Street, giving people more space and safer opportunities to cross the road.

Getting pedestrians across a multi-laned road in one go would mean the pedestrians would have to wait longer. A longer crossing takes more time out of the signal cycle and would make it more difficult to protect people walking from turning traffic. Pedestrians would have to start crossing the road in the first few seconds of the 'walk' signal going green, to be sure to get across the road. Staggered pedestrian crossings help make crossing the road safer and they give people walking more opportunities to get across the road during one traffic signal cycle – and allow for red arrows to hold back traffic while they cross. While it may seem frustrating to wait on a traffic island in the road median, it is necessary to stagger crossings in this way so everyone can get to the other side of the road before the lights change. The signal will be set up so when the crossing is activated on one side of the road, the second leg of the crossing will be activated to be ready for people to cross.

## Intersection improvements

We received a lot of support for intersection improvements, with many requests for more right turn arrows, and more time in the traffic light cycle for turning vehicles, and people crossing the road.

We will be adding protected right turn arrows on all right turns off Brougham Street, and many of the side roads, to increase safety. We will also be looking closely at traffic light timings. Currently the largest share of green light time at traffic signals is allocated to Brougham Street, leading to severance issues for those heading north-south, including people walking, biking and using public

transport. We will be optimising the timings of all of the traffic signals along Brougham Street during morning and evening peaks to give a larger share of the signal time to north-south movements, right-turn movements, pedestrian crossings, and priority for north-south bus movements (like at Colombo Street). This is made possible by the T2 lane (see T2 lane section above for more information).



## Cul-de-sacs

We got mixed feedback on the streets we have suggested changing to cul-de-sacs (Collins Street, Simeon Street, Kipling Street, Bolton Ave, Barrie Street, James K Baxter Place). Some people like the idea, as it would make local streets safer and quieter. Other people felt the changes would make driving around more difficult.

We are going to take a closer look at all these roads again with input from the Christchurch City Council, and decide where cul-de-sacs would make a positive change to both the overall safety and the environment. We will let local residents know how this is going. The cul-de-sacs and other traffic-calming measures along the route aim to discourage people from using the residential side streets as shortcuts to avoid congestion. We want to make changes that will support quieter, more liveable neighbourhoods, with improved safety at intersections with SH76. We found local residents were generally in favour of their roads becoming cul-de-sacs, while people used to travelling on these side roads were not.

## Cul-de-sac Scott Street

Many local residents on Scott Street have asked us to consider a cul-de-sac at the intersection with Brougham Street.

In response to strong community feedback, we are going to look at a cul-de-sac on Scott Street instead of the planned left out only intersection. When we have plans we will discuss these with locals and the Christchurch City Council.

## Barrington Street on-ramp (eastbound)

We got lots of feedback about drivers on the southern motorway using the Barrington off and on ramps to jump the queue on the motorway/Brougham Street. This is creating even more congestion on Brougham as these drivers merge back in.

We are looking into the best option to stop or discourage this.

## Spencer Street rat-running

Related to the above issue, some drivers are using Spencer Street as a rat run (a short cut down a residential street to avoid congestion) and some residents have asked us to cul-de-sac this street to discourage this.

We are going to have a look at this and come back to this community and the city council with a proposal.

## Restricted turns

There were mixed responses to restricted turns on and off Brougham Street, with some feeling they will help keep traffic moving, and others concerned that they will lead to longer travel times and further congestion.

We are looking at making changes to the turning restrictions proposed at Selwyn Street, as a result of the feedback we received (see below for more details). We will keep the remainder of the turning restrictions in place, as these changes will help to encourage vehicles to use safer or more direct routes, protect people on bikes, and make other changes we're proposing possible. We will keep the following turning restrictions in place:

No right turns at:

- Durham Street - banned right turn for westbound traffic
- Gasson Street - banned right turn for eastbound traffic

No left turns at:

- Colombo Street - banned left turn for west and eastbound traffic
- Opawa Road - banned left turn for westbound traffic

## Selwyn Street turn

Lots of people did not want to see a banned right turn onto Selwyn Street for eastbound traffic.

We've heard what you said, and we will try to remove the banned right turn from our plans for Selwyn Street. This turn was being removed in part to keep traffic moving along Brougham Street, but also to tie in with future bus improvements planned by the Christchurch City Council. We will provide an update on the outcome once we've reached a decision.

## Left-hand turns at Colombo Street

Some people asked why we are removing the lefthand turns from Brougham Street into Colombo Street.

This is a busy intersection, and these changes will help to reduce the queues behind vehicles turning off Brougham Street and keep everyone moving. These changes will not only make it safer for people to use the pedestrian crossings, but it will make access across Brougham Street easier for people in cars, on foot or bikes, and will help public transport to move more freely.

## Changes at Hutcheson Street

We had lots of feedback from people about the suggested changes at Hutcheson Street. There was a feeling these changes would encourage more through traffic.

We have had another look at the plans for this area and will not be making the proposed change. We will also work with the Christchurch City Council to look at improving safety at the Hutcheson/Colombo Intersection.

## Speed

We asked what people felt about the speed on Brougham Street, and the feedback was mixed with some people wanting the speed to drop while others wanted it to increase or stay the same.

Once we have put together a proposal for speeds on Brougham Street that we believe will be safe and fit the road-use and environment, we will come back to the community for your views.

New traffic lights at the SH76/Montreal Street intersection.



## New signals at Montreal Street

Most people liked the idea of new traffic signals on Montreal Street, with some concerned this would slow traffic.

Traffic signals on Montreal Street will provide a better and more direct link into the central city via the northbound one-way system. The banned right-hand turn for westbound traffic at Durham Street will tie in with the new signals, directing traffic down Montreal Street, and keeping traffic flowing. The traffic signals also include a pedestrian crossing and will improve safety but also allow people walking and cycling to use this intersection, which is currently quite intimidating for more vulnerable users.

## Wilson's Road signalised pedestrian crossing

A lot of people liked this, with a few concerned the signals would slow traffic.

The lights at the new crossing will be set up so they work in sync with the signals on either side (Waltham and Opawa Roads), so this set of lights will not slow traffic. Pedestrians will cross one side of the road at a time and can safely wait in the new refuge in the middle of the highway until there's a break in the traffic signal cycle that will allow them to cross.

The Wilson's Road intersection is a much-needed place for a crossing due to the distance from the alternative crossings at Waltham and Opawa Roads. Around a quarter of the serious injury crashes on Brougham Street between Barrington Overpass and Opawa Road intersection have involved someone walking or on a bike, and around 75 percent have happened at intersections. We're adding this crossing because we want everyone who travels on or across SH76 to be able to get where they're going safely and easily.

## Public Transport

There was support for more public transport use, and for bus priority lights at intersections, and a separated bus lane.

Our plans support public transport by making buses more convenient both along and across Brougham Street. Buses will be able to travel in the T2 lanes, and traffic lights will be optimised to prioritise bus movements during peak morning and afternoon/evening travel times. This will make it easier and more convenient to use public transport.

## Landscaping and planting

Most people liked this - especially the planting between cars and people. Some were concerned the planting would get in the way of sight lines and overhang the road, and others requested that we plant using native species.

We will use low-growing plants along the south side of Brougham Street to separate the road and the shared path. Low growing plants without long branches and fronds will avoid the issue of plants overhanging onto the roadway or shared path. These plants will also avoid any impacts on sight lines from vehicles. Larger plants may be used in some areas further from the road, where there is more space and where we can connect the new planting with existing parks and open spaces. We are more than happy to look into native planting options.

## Moving freight to rail

Moving more of the freight on to rail was suggested a lot as a solution for traffic congestion on Brougham Street.

We agree that getting freight onto rail is a great idea. By 2052, freight tonnage in New Zealand is expected to increase by almost 40 percent. Rail freight needs to play a key part in moving goods - without it New Zealand would need another 24,000 trucks on the road. The Government recently released The New Zealand Rail Plan, setting out its vision and priorities for rail until 2030 and the levels of investment needed to achieve it.

However, not all freight on Brougham Street is going to or from the Port, most of it (80%) is supplying the surrounding industrial areas which do not have rail sidings; therefore, road freight will likely always be needed.

The changes we are making on Brougham Street will help manage congestion and improve safety while rail is being upgraded and give the region freight options in the future.



New Wilsons Road pedestrian crossing

## Looking after the environment

Many people asked us to ensure this project would not increase pollution

One of the main aims of the Brougham Street upgrade is to reduce the environmental impact of too many vehicles on the road. We considered the possible climate change impacts while working on our plans for the project, and our modelling shows that our plans for SH76 will reduce pollution. A multimodal transport plan will enhance the operation and performance of the corridor, making it more efficient, reliable and safe for all users.

The Brougham Street upgrade is expected to contribute to reducing greenhouse gas emissions and adverse effects on the local environment and public health by using pre-existing infrastructure, increasing transport choices and encouraging the use of alternative modes (walking, cycling, carpooling, taking the bus), and reducing congestion with managed (T2) lanes and optimised traffic signals.

The climate emergency declared by the Government means that all public agencies, including Waka Kotahi, must focus on achieving a net carbon zero in New Zealand by 2050. For more information about our vision for a low carbon, safe and healthy transport system, take a look at Toitū Te Taiao - Our Sustainability Action Plan ([www.nzta.govt.nz/about-us/about-waka-kotahi-nz-transport-agency/environmental-and-social-responsibility/toitu-te-taiao-our-sustainability-action-plan](http://www.nzta.govt.nz/about-us/about-waka-kotahi-nz-transport-agency/environmental-and-social-responsibility/toitu-te-taiao-our-sustainability-action-plan)).

## Extent of the project

Many people wanted to see the project extended all the way to Garlands Road and beyond.

Requests for extending the improvements beyond Brougham Street are outside the current project scope and available funding at present. We will make sure the changes wanted for the wider area recorded are passed on to the maintenance team or future projects.

## Next steps

We'd like to thank everyone who made the time to share their thoughts on our designs for SH76 Brougham Street.

We have funding for this project and the feedback we've received is being used to make any final tweaks before we start construction. Over the coming months we'll be working on more detailed design, getting consents and meeting with property owners.

We also have a few desired access changes identified during consultation that we are still working on, we will keep you informed about the out come of these.

We have set up a group made up of community representatives to help us as we work on designs for the cycling and walking overbridge. We'll share the final designs for overbridge and the overall project, along with information about construction before starting work.

We expect to start construction in 2023.

For more information visit our website or contact the project team.



[www.nzta.govt.nz/projects/sh76-brougham-street-upgrade](http://www.nzta.govt.nz/projects/sh76-brougham-street-upgrade)



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