under:	the Resource Management Act 1991					
in the matter of:	Submissions and further submissions on the Proposed Waimakariri District Plan					
and:	Hearing Stream 12: Rezoning requests (larger scale)					
and:	Carter Group Property Limited (Submitter 237)					
and:	Rolleston Industrial Developments Limited (Submitter 160)					

Statement of evidence of Simon Nicholas Milner (Public Transport) on behalf of Carter Group Limited and Rolleston Industrial Developments Limited

Dated: 5 March 2024

Reference: J M Appleyard (jo.appleyard@chapmantripp.com) LMN Forrester (lucy.forrester@chapmantripp.com)

chapmantripp.com T +64 3 353 4130 F +64 4 472 7111 Auckland Wellington Christchurch



STATEMENT OF EVIDENCE OF SIMON NICHOLAS MILNER ON BEHALF OF CARTER GROUP LIMITED AND ROLLESTON INDUSTRIAL DEVELOPMENTS LIMITED

INTRODUCTION

- 1 My full name is Simon Nicholas Milner.
- 2 I hold a Bachelor of Arts (Economics, 1991) from the University of Essex, United Kingdom and a Master of Arts (Transport Economics, 1993) from the University of Leeds, United Kingdom.
- 3 I have over 25-years' experience delivering transportation design solutions to a range of public and private sector clients.
- 4 I am currently the public transport subject matter expert for PTM Consultants, providing public and private sector advice to clients on their public transport planning requirements and public transport design requirements.
- 5 I have worked for seven years in the public transport planning space for Auckland Transport, initially as part of the team redesigning Auckland's bus network and then as the team lead responsible for all public transport infrastructure specification across Auckland.
- 6 Before moving to Auckland in 2012, I spent over five years working as a regional transport planner / senior strategy advisor for Environment Canterbury and prepared two iterations of the Canterbury Regional Public Transport Plan.
- 7 I am familiar with the submitters' request to rezone land bound by Mill Road, Whites Road, Bradleys Road (*the Site*).
- 8 I was involved in private plan change 31 (*PC31*) to rezone this land under the operative District Plan.

CODE OF CONDUCT

9 Although this is not an Environment Court hearing, I note that in preparing my evidence I have reviewed the Code of Conduct for Expert Witnesses contained in Part 9 of the Environment Court Practice Note 2023. I have complied with it in preparing my evidence. I confirm that the issues addressed in this statement of evidence are within my area of expertise, except where relying on the opinion or evidence of other witnesses. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

SCOPE OF EVIDENCE

- 10 My evidence will address:
 - 10.1 Current public transport services (both scheduled and school services) that operate close to or through the Ōhoka township area and in the wider area.
 - 10.2 The proposed public transport solution for the Site.
 - 10.3 The relevant provisions in the Canterbury Regional Public Transport Plan 2018-2038 (*RPTP*).

SUMMARY OF EVIDENCE

- 11 Existing public transport services of relevance include those provided in the wider area by Environment Canterbury, and those provided in the immediate vicinity of the Site by the Ministry of Education. Specifically:
 - 11.1 The current scheduled bus routes that Environment Canterbury operates north of the Waimakariri River service the main population centres of Rangiora, Kaiapoi and Woodend/Ravenswood. Extensions to these routes are provided to/from the Waikuku Beach settlement and Pegasus, and a connection between Ravenswood and Rangiora is also provided. Similar routes or connections to Ōhoka/Mandeville are not presently provided.
 - 11.2 Two Ministry of Education funded school bus services operate in the immediate vicinity of the proposed Site, servicing Ōhoka School and Kaiapoi High School. Rangiora and Kaiapoi are also served by three school services that link them to a range of Christchurch high schools.
- 12 The rezoning submission incorporates the establishment of a bus service (and park and ride facility) that would deliver an effective public transport service for Ōhoka township and potentially the nearby Mandeville/Swannanoa area. The proposed bus service would offer benefits to:
 - 12.1 city commuters from Ōhoka (and potentially to Rangiora);
 - 12.2 school students attending Kaiapoi High and Christchurch based schools; and
 - 12.3 Ōhoka residents making off-peak trips to Kaiapoi, Rangiora and further afield destinations.
- 13 The service would be established and funded from the outset of the development by the Submitter and could be readily adopted and

funded by Environment Canterbury once the development reaches a sufficient size to warrant this alongside other townships.

- 14 The relevant provisions of the RPTP supports the public transport proposal for the Site. In particular, the existing policies within the RPTP allow for new services to be trialled and established in locations that are not currently served by existing public transport services, subject to them demonstrating viable patronage at a cost level that is sustainable within existing funding envelopes / cost recovery requirements. This is the core purpose of the proposed Ōhoka bus service and the funding support being attached to it.
- 15 Accounting for the above, I consider that the proposed rezoning of the Site (inclusive of the public transport measures proposed) will be consistent with the requirement of the NPS-UD insofar that it will be 'well-serviced by existing or planned public transport' and will achieve 'good accessibility for all people ...by way public transport'.

EXISTING PUBLIC TRANSPORT

Current scheduled bus services in the wider area

16 Figure 1 below shows an overview of all current scheduled bus routes that Environment Canterbury operates north of the Waimakariri River.



4

Figure 1: Waimakariri Bus Routes - Overview. Source: Environment Canterbury

- 17 Specifically, these include:
 - 17.1 Route 1 -



Princess Margaret Hospital or Cashmere > Sydenham Shops > Bus Interchange > Manchester St Super Stop > Northlands > Belfast > Kaiapoi > Southbrook > Rangiora

17.2 Route 91 -

91 Rangiora/City direct 🔊

Rangiora Northern Park and Ride (River Rd) > Rangiora Central Park and Ride (White St) > Rangiora Southern Park and Ride (South Belt) > Manchester St near Kilmore St > Manchester St Superstop > Bus Interchange > Christchurch Hospital

17.3	Route	92



18 To give a broader context to the Waimakariri routes, Figure 2 provides a wider network view of Waimakariri routes as part of the overall Christchurch bus network.

100505269/3448-0348-6761.3



Figure 2: Waimakariri and northern Christchurch bus routes. Source: Environment Canterbury

19 Rangiora and Kaiapoi are linked to each other and beyond to Christchurch by Route 1 (Blue).¹ The route path is shown below – via Lineside Road, Williams Street and Main North Road to Belfast and beyond to the south. The route typically operates every 30 minutes from both Rangiora and Kaiapoi termini, as outlined below in Figure 3, with additional services at peak times.

¹ Retrieved from <u>1-Rangiora-Cashmere.pdf (metroinfo.co.nz)</u> on 06/06/2023



Figure 3: Blue Route 1. Source: Environment Canterbury

20 Route 1 is supplemented on weekdays at peak times (four morning inbound trips and five outbound afternoon trips to each town) by two express bus services (Routes 91 and 92) that link three existing Rangiora Park and Ride sites and two existing Kaiapoi Park and Ride sites with Christchurch (see Figure 4 and Figure 5).² It should be noted that Routes 91 and 92 are not linked – Route 91 only serves the three Rangiora Park and Rides and Route 92 serves the two Kaiapoi sites. Both services are limited stop – only picking up at the Park and Ride sites, then direct to two Christchurch destinations – the Bus Interchange and Christchurch Hospital. The express buses offer a faster journey – 30 minutes in the AM peak, versus 40 minutes on a Route 1 service.

² Park-and-Ride-A4.pdf (waimakariri.govt.nz), retrieved 12/06/2023



Figure 4: Route 91. Source: Environment Canterbury



Figure 5: Route 92. Source: Environment Canterbury

21 Kaiapoi itself is serviced by another bus route – Route 95 Pegasus/Waikuku to Christchurch City runs through central Kaiapoi and the emerging Silverstream subdivision to the west of the township. The section of the route that operates through Kaiapoi is shown below in Figure 6.



Figure 6: Route 95. Source: Environment Canterbury

22 Bus 97 provides a connection between Pegasus/Ravenswood to Rangiora as shown in Figure 7 below, in a similar way as the proposed bus service would provide a connection between Ōhoka to Kaiapoi.



Figure 7: Route 97. Source: Environment Canterbury

Current School Bus Services

23 Two Ministry of Education funded school bus services operate in the immediate vicinity of the proposed Site, servicing Ōhoka School.³ The routes are shown below in Figure 88.

³ Retrieved from <u>School bus route maps – Education in New Zealand</u> on 06/06/2023



Figure 8: Ōhoka Primary school bus routes. Source: Ministry of Education

- 24 The first route commences on Mill Road, heads west in the morning to collect students in the McRoberts Road / Patterson Road area, before turning south-east onto Tram Road, through Mandeville North and then back toward the school along Bradleys Road.
- 25 The second route commences in the Wilson's Siding area to the east of Ōhoka, travels south via Raddens Road, then through the southern part of Mandeville via Edmunds Road and Baileys Road before heading towards the school along Whites Road.

Ōhoka township is also linked to Kaiapoi High School via an anticlockwise loop service (Mandeville (Eyreton 2)) that operates along Mill Road, Dawsons Road, Tram Road and Island Road. The AM route path is shown below in



Figure 9: Mandeville (Eyreton 2) school bus. Source: https://www.kaiapoi.school.nz/bus-routes/#mandeville

26 . The proposed development would be zoned for Kaiapoi High School.



Figure 9: Mandeville (Eyreton 2) school bus. Source: https://www.kaiapoi.school.nz/bus-routes/#mandeville

27 High school students in Rangiora and Kaiapoi are also served by three school services that link them to a range of Christchurch high schools. The Kaiapoi section of two of these routes (Routes 721 and 722) is shown below in Figure 10. Route 724 is not shown on this map, but follows the same route path of Route 722, but serving Avonside Girls High School and Shirley Boys High School when it gets into northern Christchurch.



Figure 10: Rangiora / Kaiapoi to Christchurch Schools. Source: Environment Canterbury

Summary of Existing Public Transport

- 28 In summary, the current scheduled bus routes that Environment Canterbury operates north of the Waimakariri River service the main population centres of Rangiora, Kaiapoi and Woodend/Ravenswood. Extensions to these routes are provided to/from the Waikuku Beach settlement and Pegasus, and a connection between Ravenswood and Rangiora is also provided. Similar routes or connections to Ōhoka/Mandeville are not presently provided.
- 29 Two Ministry of Education funded school bus services operate in the immediate vicinity of the proposed Site, servicing Ōhoka School and Kaiapoi High School. Rangiora and Kaiapoi are also served by three school services that link them to a range of Christchurch high schools.

PROPOSED PUBLIC TRANSPORT SOLUTION FOR THE SITE

- 30 The Submitters are proposing to establish a bus service for the Site should it be rezoned. This would comprise:
 - 30.1 Procurement and operation of a mid-sized, wheelchair accessible electric bus fitted with bike racks. Access to a suitable replacement vehicle, as back up, would be part of the contract.
 - 30.2 Half-hourly weekday peak service between Ōhoka and Kaiapoi, timetabled to connect to/from Metro city express bus (Route 92) services in both directions. See **Appendix 1** for a proposed weekday timetable and **Appendix 3** for the route map. This timetable and the connection with the express Route 92 bus, allows a user in the AM peak to board a bus at Ōhoka and arrive at the Bus Interchange 50 minutes later. For the PM peak, it would take a user approximately 1 hour from the Bus Interchange to arrive back at Ōhoka. Notably:
 - (a) This half-hourly service is equivalent to the frequency of the current service of the Pegasus area.
 Furthermore, the Ohoka service would provide a quicker trip in both directions to the Bus Interchange at peak times than the current Pegasus service.
 - (b) Trips beyond Kaiapoi would be "connective"⁴, on the basis that this would offer a wider range of trip timings (than trying to offer a very limited number of "one seat ride" public transport trips) and is consistent with how the Christchurch public transport model has developed over recent years.
 - 30.3 Hourly inter-peak and weekend service between Ohoka and Kaiapoi timetabled to primarily connect to citybound services, but also to connect to northbound bus services to Rangiora via Route 1. See **Appendix 1** for hourly inter-peak timetable and **Appendix 2** for a proposed weekend timetable.
 - 30.4 Timetable options exist for an alternating inter-peak and weekend service between Ohoka - Kaiapoi and Ohoka -Rangiora. The trade-off is service frequency – with the single vehicle only able to offer two hourly service with this alternating pattern of operation. The preferences of the Ohoka community would be taken into consideration over time in order to decide which variant is a more appropriate service offering to meet community travel needs.

⁴ i.e. Passengers from Ohoka would need to disembark at Kaiapoi, and then make a connecting trip from Kaiapoi to their intended destination.

- 30.5 Ideally, this exempt, privately funded bus service would be enabled with Metro ticketing for seamless interconnection. If this was not possible, the Ōhoka - Kaiapoi would be provided free of charge.
- 30.6 Up to 10 years private funding support is proposed to support public transport in Ōhoka from occupation of the first new homes until a more substantive Ōhoka community is established that will be capable of supporting and sustaining a publicly supported bus service in the longer term.
- 31 This proposal described above allows public transport service to be delivered to future residents of a rezoned / growing Ōhoka township as well as potentially serving the nearby Mandeville/Swannanoa area. The proposed Ōhoka Park & Ride site, within the rezoned area would be the anchor / terminus for the proposed bus service. This would be provided by the developer in Stage 1 of the development and is located near the centre of the expanded township. As the development grows, bus stops within the development could be added to widen the area within a 5 minute walking radius of a bus stop.
- 32 The proposed bus service would offer the following benefits to different user groups:
 - 32.1 **City commuters** can walk or cycle to the Ōhoka terminus, travel to Kaiapoi and connect onto onward bus services coming from Kaiapoi, Rangiora and Woodend/Pegasus into Christchurch City. This negates the need for them to have a vehicle available to them that is then parked all day at one of the Kaiapoi Park & Ride sites. With a bike-rack enabled bus, this also provides the option of taking a bike from Ōhoka for cycling at the city destination.
 - 32.2 **Rangiora commuters** whilst less direct than a car trip to/from Rangiora, having a bus option available to/from Ōhoka also provides Rangiora commuters with an option to utilise the service.
 - 32.3 **Kaiapoi High School students** have additional non-car options available to them over and above the current single school bus service that leaves Ōhoka at 8am and returns as a single service in the afternoons (see Figure 9).
 - 32.4 **Christchurch based school students** will have a public transport option from Ōhoka to connect them onto current school buses that travel through Kaiapoi.
 - 32.5 **Off-peak trip making to Kaiapoi, Rangiora and further afield destinations** – residents of Ōhoka will have all-day, seven day a week public transport services linking them to Kaiapoi. From there, connections can be made to southbound

public bus services to/from Christchurch and northbound to Rangiora and Woodend. This will allow residents a non-car based travel choice to/from Ōhoka, with options for taking bikes on the bus and also allowing those with mobility impairments to travel on public transport from a centrally located Ōhoka terminus. The off-peak timetable proposed would allow a wider part of the Ōhoka / Mandeville community to be serviced with public transport outside peak periods.

- 33 The intent of the proposed solution is to establish a bus service at an early stage of the development that would eventually be incorporated/adopted into the regional bus service contracted by and with funding support from Environment Canterbury. Whilst a specific bus service (and the associated financial commitment) is proposed as part of the rezoning in order to provide certainty, an alternative arrangement (e.g. a funding contribution to Environment Canterbury to operate the service itself) could be pursued instead, if preferred.
- 34 I note that the arrangement proposed by the submitters is consistent with the general operation of public transport in the region,⁵ insofar that:
 - 34.1 Environment Canterbury is responsible for planning and tendering out the bus services (which the submitter has undertaken with three separate providers), and marketing and providing information such as timetables, telephone services and websites (which could readily incorporate an Ōhoka service).
 - 34.2 District Councils are responsible for providing and maintaining passenger transport infrastructures such as bus exchanges, stops, and shelters (which in this case would be provided by the submitters).
 - 34.3 Transport operators are responsible for supplying the vehicles and drivers for the routes that they have been awarded through tender processes (which, as set out above, has been confirmed as being viable/feasible and cost effective by three separate operators).

Summary of Proposed Public Transport

35 In summary, the bus service (and park and ride facility) proposed as part of the rezoning request would deliver an effective public transport service for Ōhoka township and potentially the nearby Mandeville/Swannanoa area. The proposed bus service would offer benefits to: city commuters from Ōhoka (and potentially commuters to Rangiora); school students attending Kaiapoi High and Christchurch based schools; and, Ōhoka residents making off-peak

⁵ See: <u>Local councils and transport operators | Metro Christchurch (metroinfo.co.nz)</u>

trips to Kaiapoi, Rangiora and further afield destinations. The service would be established and funded from the outset of the development by the Submitters and could be readily adopted and funded by Environment Canterbury once the development reaches a sufficient size to warrant this alongside other townships.

CANTERBURY REGIONAL PUBLIC TRANSPORT PLAN 2018-2038⁶

- 36 The RPTP is the statutory document that outlines policies and current and future public transport provision in the Canterbury region.
- 37 The RPTP encompasses a range of future plans, seeking: improved service frequencies on existing bus routes, new routes to serve emerging growth areas and bus priority measures to support these services, up to and including a future rapid transit corridor linking Kaiapoi to central Christchurch and then southwards to Rolleston.
- 38 Specific policies contained within the RPTP that have relevance to the Site are as follows:

Policy 1.1 Core services – *Provide a permanent network of frequent, direct core services that operate along strategic public transport corridors, with connections to key activity centres and employment centres.*

38.1 This policy supports a permanent network of frequent, direct core services within the overall bus network. Route 1 from Rangiora/Kaiapoi to Christchurch City is one of these routes. The implication of this policy is that frequent bus services to/from Rangiora/Kaiapoi will be present into the future.

Policy 1.5 Trials and innovation – *Enable the trial of new technology, services and service delivery types where existing services are not meeting customer needs or in order to test and assess the demand for, and viability of, new approaches.*

38.2 This policy enables innovative public transport delivery solutions to be trialled. <u>The proposed Ōhoka bus service is aligned with this policy.</u>

Policy 1.12 Services to areas of new development – *Enable timely and cost effective public transport service provision to new areas of urban development, in accordance with the following criteria:*

a) the planned eventual size of the development will support the provision of public transport services;

⁶ <u>https://www.ecan.govt.nz/document/download?uri=3582320</u>, retrieved 08/06/2023

b) provision of service is supported by the residents;

c) cost, patronage and revenue projections indicate that the service will be financially viable in the long term; and

d) the infrastructure is in place to support the service provision.

38.3 This policy provides an environment for new services subject to the eventual size of the development area supporting financially viable services, that are supported by residents and has the necessary infrastructure to support services. <u>The</u> <u>proposed bus service and supporting infrastructure is aligned</u> <u>with this policy.</u>

Policy 1.15 Measures to extend the reach of the public transport network – *provides supporting measures and infrastructure to extend the reach of core public transport services.*

38.4 This policy allows for extensions to the network where it supports patronage on the core network. <u>The proposed bus</u> <u>service is in line with this policy and extends the existing</u> <u>network to a growth area that is not currently served as part</u> <u>of the core public transport network. Many trips would be to</u> <u>destinations beyond Kaiapoi, increasing patronage on the</u> <u>existing network.</u>

Policy 3.1 Fare box recovery – *maintain or improve the current level of fare box recovery by 2024.*

38.5 This policy indicates that any new service needs to not detract from overall fare box recovery levels over time. Fare box recovery is the share of total operating costs that the contracting authority recovers from paying passengers. The private funding being provided for the proposed service until such time that the population is established in a manner that can viably support the service will ensure this policy is satisfied.

Policy 4.10 Exempt services – provide for commercial services to be exempt from Public Transport Operating Model (PTOM) where they do not form part of the integrated network of urban public transport services.

38.6 On the basis that Ōhoka is part of the Greater Christchurch urban area, this policy provides for Environment Canterbury to enter into a commercial contract with the operator who is initially providing the service on a privately funded basis.

Policy 4.11 Protecting the viability of public transport – *ensure that new commercial services do not have adverse effects on the wider public transport network.*

- (a) likely to have a material adverse impact on the financial viability of an existing PTOM unit.
- (b) likely to increase the net cost to Environment Canterbury of any existing PTOM unit.
- (c) contrary to sound traffic management and safety.
- 38.8 Any new commercial service to/from Ōhoka would not detract from existing PTOM contracts (as it would serve a currently unserved area and feed new customers into the main public transport network in Kaiapoi).
- 38.9 The funding commitment by the applicant is well in excess of what Environment Canterbury would commit to in a service trial. Whilst trial duration is not stated in policy documentation, it is typically in the order of 12-24 months. The submitters are mindful that development of Ōhoka will occur over a number of years, but there is a need to provide effective transport choices for new residents (which will also benefit existing residents) from the very beginning of the development. By establishing public transport from the outset, the proposal will help to avoid car-centric travel patterns becoming entrenched.
- 39 In summary, the existing policies within the RPTP allow for new services to be trialled and established in locations that are not currently served by existing public transport services, subject to them demonstrating viable patronage at a cost level that is sustainable within existing funding envelopes / cost recovery requirements. This is the core purpose of the proposed Ohoka bus service and the funding support being attached to it.

NATIONAL POLICY STATEMENT ON URBAN DEVELOPMENT 2020⁷

- 40 The NPS-UD sets out the objectives and policies for the planning for well-functioning urban environments under the Resource Management Act 1991. Of particular relevance to this evidence is:
 - 40.1 Objective 3(b) that district plans enable more people to live in, and more businesses and community services to be

⁷ <u>National Policy Statement on Urban Development 2020 – Updated May 2022 |</u> <u>Ministry for the Environment</u>

located in, areas of an urban environment in which the area is well-serviced by existing or planned public transport; and

- 40.2 Policy 1(a)(c) planning decisions contribute to wellfunctioning urban environments, which are urban environments that have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport.
- 41 Based on my evidence above and in conclusion, I consider that the proposed rezoning of the Site will be `well-serviced by existing or planned public transport' and will achieve `good accessibility for all people ...by way public transport'.

Dated: 5 March 2024

Simon Nicholas Milner

Weekday timetable – Ohoka to Kaiapoi

Monday to Friday							
		Express to	All stops to		All stops from		
Dep Ohoka	Arr Kaiapoi	city	city	Express from city	city	Dep Kaiapoi	Arr Ohoka
6:25	6:38	6:40				6:40	6:53
6:55	7:08	7:10				7:10	7:23
7:25	7:38	7:40				7:40	7:53
7:55	8:08	8:10			7:52	8:10	8:23
8:25	8:38		8:44		8:22	8:40	8:53
9:25	9:38		9:40		9:14	9:40	9:53
10:25	10:38		10:40		10:15	10:40	10:53
11:25	11:38		11:40		11:15	11:40	11:53
12:25	12:38		12:40		12:15	12:40	12:53
13:25	13:38		13:40		13:15	13:40	13:53
14:25	14:38		14:40		14:18	14:40	14:53
15:25	15:38		15:40		15:18	15:40	15:53
15:55	16:08		16:10		15:48	16:10	16:23
16:25	16:38			16:30		16:40	16:53
16:55	17:08			17:00		17:10	17:23
17:25	17:38			17:30		17:40	17:53
17:55	18:08			18:00		18:10	18:23

Weekend timetable – Ohoka to Kaiapoi

Weekends							
Dep Ohoka	Arr Kaiapoi	All stops to city	All stops from city	Dep Kaiapoi	Arr Ohoka		
7:30	7:43	7:49	8:06	8:15	8:28		
8:30	8:43	8:49	9:06	9:15	9:28		
9:30	9:43	9:45	10:10	10:15	10:28		
10:30	10:43	10:45	11:10	11:15	11:28		
11:30	11:43	11:45	12:10	12:15	12:28		
12:30	12:43	12:45	13:10	13:15	13:28		
13:30	13:43	13:45	14:10	14:15	14:28		
14:30	14:43	14:45	15:10	15:15	15:28		
15:30	15:43	15:45	16:10	16:15	16:28		
16:30	16:43	16:45	17:10	17:15	17:28		
17:30	17:43	17:45	18:10	18:15	18:28		

Route – Ohoka to Kaiapoi

