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**REPORT 2**  
*(1215/521/IM)*

## **REVOCATION OF PEDESTRIAN STATUS OF MANNERS MALL AND CREATION OF SHARED SPACE IN LOWER CUBA STREET**

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### **1. Purpose of Report**

To present the results of the special consultative procedure on the proposal to revoke the pedestrian mall status of Manners Mall and create a shared space in lower Cuba Street. The paper recommends that the Committee recommend to Council that it agrees to revoke the pedestrian mall status of Manners Mall and create a shared space in lower Cuba Street.

### **2. Executive Summary**

The Council has agreed that it wants to improve the performance of the bus system along the Golden Mile. Consultation was carried out earlier this year on five initiatives with that aim, and in June 2009, Council agreed to initiate the special consultative procedure for the proposal to revoke the pedestrian status of Manners Mall to allow buses to travel through the Mall. In response to concerns expressed in the earlier consultation it was also decided to include a proposal to create a 'shared space' in lower Cuba Street to compensate for the loss of public space in Manners Mall.

The special consultative procedure opened on 29 September and written submissions were sought until 30 October 2009. The Council received 473 written submissions and fifty oral submissions were heard by the Strategy and Policy Committee on 10 and 12 November 2009.

The submissions were split between support and opposition to the proposals. Submitters raised issues concerned with the reliability and efficiency of the transport network, public spaces and their use, value for money, impacts on users and the technical feasibility of the proposals. Following analysis, officers recommend that the Council agrees to revoke the pedestrian mall status of Manners Mall and agree to create shared space in lower Cuba Street.

### 3. Recommendations

Officers recommend that the Committee:

1. *Receive the information*
2. *Note that the special consultative procedure on the proposal to revoke the pedestrian mall status of Manners Mall and create a shared space in lower Cuba Street was carried out between 29 September 2009 and 30 October 2009*
3. *Note that 473 written submissions were received on the proposal*
4. *Note that 50 oral submissions were heard by Strategy and Policy Committee on November 10 and 12 2009*
5. *Note the analysis of submissions included in this report*
6. *Recommend to Council that it:*
  - a) *declare that the 'pedestrian mall' status of Manners Mall is revoked in accordance with section 336 of the Local Government Act 1974*
  - b) *note that the Local Government Act 1974 provides that any person may, within one month of the declaration, appeal to the Environment Court against the declaration and that the declaration does not take effect until the appeal period of one month has closed or, if an appeal is lodged, the determination of the appeal*
  - c) *note that the declaration will be given effect following completion of the work required to construct the bus carriage way*
  - d) *agree to redevelop lower Cuba Street as a shared space and that the design of the shared space be based on scenario 2 as set out in the Statement of Proposal (Proposed Revocation of the Pedestrian Status of Manners Mall) conditional upon the declaration to revoke the pedestrian mall status of Manners Mall being made by Council*
  - e) *note the 2009/19 Long Term Council Community Plan includes provision of \$11.135m for the Golden Mile project which includes construction of the bus corridor through Manners Mall and shared space in lower Cuba Street as well as other public space (Willis, Dixon, Mercer Streets) and transport improvements (pedestrian crossings and intersection improvements)*
  - f) *note that resolutions under the Wellington Consolidated Bylaw 2008 (Part 7, Traffic) will be required to give effect to the proposal and will be reported to the Strategy and Policy Committee in March 2010.*

## 4. Background

### *4.1 Development of the Current Proposals*

On 9 October 2008 the Council considered a package of proposals designed to improve the performance of the bus system along the Golden Mile. It agreed to consult on the following measures:

1. re-routing buses through Manners Mall
2. reducing speed limits between Courtenay Place and Willis Streets to 30 km/hr
3. banning the right turn from Victoria Street into Manners Street west (Willis Street end)
4. signalling the three pedestrian crossings in Courtenay Place
5. public space and street improvements in Manners Street east, Dixon Street, lower Cuba Street, Wakefield Street, Willis Street, Mercer Street and Victoria Street.

Consultation on these proposals was held in November and December of that year. 722 submissions were received and Strategy and Policy Committee heard 45 oral submissions. An AC Neilson poll of 500 residents was also held.

At its meeting on 4 June 2009, the Council's Strategy and Policy Committee considered the consultation undertaken on the Golden Mile bus priority and public space proposals. Items 2, 3 and 4 above were agreed. In response to concerns expressed in submissions, the original measures consulted on were revised to include a proposal to create a 'shared space' in lower Cuba Street to compensate for the loss of public space in Manners Mall if it were re-opened to buses. The committee agreed to commence the revocation of the 'pedestrian mall' status of Manners Mall. It was noted that a special consultative procedure would be required and reported to the Council for approval. The decisions of the Strategy and Policy Committee were noted by the Council on 29 June 2009.

A report by Opus International Consultants (the Opus Report) details the transportation benefits of the proposal and can be found at:  
<http://www.wellington.govt.nz/projects/new/goldenmile/pdfs/appendix4-opus-report.pdf>

On 17 September 2009, the Council agreed to initiate a special consultative procedure on the proposal to revoke the pedestrian mall status of Manners Mall under the Local Government Act 2002 and as required by section 336 of the Local Government Act 1974.

## **4.2 Consultation Process**

In accordance with the Local Government Act 2002 a statement of proposal was prepared along with a summary of information. The proposal consulted on was to construct a two-lane roadway through what is now Manners Mall so buses can travel in both directions. The proposal included provision for wide footpaths to be constructed on either side of the street to cater for the high volumes of pedestrians that will continue to use this route. The layout would be similar in character and dimensions to the section of Manners Street between the current Manners Mall and Willis Street.

It was also proposed to reconfigure lower Cuba Street as a shared space to compensate for the loss of public space in Manners Mall caused by opening it to bus travel.

The consultation process opened on 29 September and written submissions were sought until 30 October 2009. The summary of information and statement of proposal were sent to interested parties including all businesses in lower Cuba Street and Manners Mall and to all owners/ occupiers of apartments in Wakefield Street, Cuba Street and Manners Mall. The material was also made available on the Council's website and in the service centre and libraries. Posters and fliers were distributed, there was radio advertising, stands in Manners Mall and Midland Park, an editorial on Our Wellington page in the Dominion Post and other print media advertising.

Consultation has been held with Wellington Tenth's Trust to identify any issues of concern to them. They advised they had no objections to the proposal to revoke the pedestrian status of Manners Mall and re-introduce buses and no concerns with the overall concept.

The Tenth's Trust asked whether the underground Waimapihi Stream was in the area designated for the construction, and subsequent investigation showed that it was not. They advised that the site of Te Aro Park was of particular interest to them because of its relationship with Te Aro Pa. There is currently no funding to develop Te Aro Park but officers would involve the Tenth's Trust in any future proposals. They also expressed a wish to be involved in a cultural impact report for any consenting issues associated with any future Te Aro Park work.

The Council received 473 written submissions. Fifty oral submissions were heard by the Strategy and Policy Committee on 10 and 12 November 2009. A copy of all submissions has been provided to each Councillor.

## **5 Discussion**

### **5.1 Summary of Submissions**

For the purpose of analysis the two issues - revoking the pedestrian status of Manners Mall and secondly the creation of shared space in Lower Cuba Street are considered separately. Tables 1 and 2 summarise the number of submissions in support of and opposed to the two issues.

<b>Table 1: Revoking Pedestrian Status of Manners Mall</b>			
<b>Submissions</b>	<b>Individuals (426)</b>	<b>Organisations (47)</b>	<b>Total (473)</b>
Support / Agreed	179 (42%)	32 (68%)	211 (45%)
Support with conditions	24 (6%)	4 (32%)	28 (6%)
Disagree	219 (51%)	8 (9%)	227 (48%)
Neutral response/ No position	4 (1%)	3 (6%)	7 (1%)

<b>Table 2: New Shared Space in Lower Cuba St</b>			
<b>Submissions</b>	<b>Individuals (426)</b>	<b>Organisations (47)</b>	<b>Total (473)</b>
Support / Agreed	126 (30%)	23 (49%)	149 (32%)
Support with conditions	70 (16%)	7 (15%)	77 (16%)
Disagree	175 (41%)	9 (19%)	184 (39%)
Neutral response/ No position	55 (13%)	8 (17%)	63 (13%)

## **5.2 Submissions from businesses in Manners Mall and lower Cuba Street**

### **5.2.1 Revocation of pedestrian status of Manners Mall**

There were four submissions from businesses or residents in Manners Mall. One of those supported the proposal (Luigi Muollo who owns the buildings which housed the former Regent Cinema) and two were opposed (Regency Apartments Body Corporate and Jim Jaggo from Abrakebabra). The fourth submission from Korean Country House did not express an opinion.

### **5.2.2 Creating a shared space in lower Cuba Street**

There were six submissions from businesses in lower Cuba Street. Five were supportive of the proposal and Hede Café was opposed to it with concerns about parking and loading spaces. The five businesses that support the proposal are Blackmore Trust which owns the James Smith building, Do It Ltd (Gordon's Outdoor Equipment, The Board Factory and the Last Footwear Company), Downtown Local (NZL Ltd), EB Games and Luigi Muollo (the former Regent Cinema has frontage on both Manners Mall and lower Cuba Street).

A further four businesses in the area between Willis Street and Taranaki Street made submissions on the basis that the proposal would have a direct impact on their business. One was supportive, one was opposed (Arty Bees opposed the revocation and the creation of the shared space because of the impact on customers wishing to deliver books to the business, uncertainties about the status of the proposed loading zone, and the negative impacts of having a bus stop outside the business) and the remaining two are located on Bond Street and did not express an opinion on the revocation proposal but saw opportunities for a redeveloped Bond Street to be part of the compensation for the loss of Manners Mall.

### **5.3 Transport Groups**

Ten organisations with particular expertise or responsibilities relating to transport made submissions. All ten supported the proposal citing such factors as future proofing the public transport needs of the city; projected time savings and efficiency improvements; contribution to the regional transport network and the contribution to the Ngauranga to Airport Transport Plan.

The ten transport groups were:

- NZ Bus which operates the majority of bus services in the city
- Mana Coach Services
- Greater Wellington Regional Council, which is responsible for the allocation of public transport funding within the region
- New Zealand Transport Agency
- Traffic Design Group, a transport consultancy firm
- Wellington Airport Limited
- CentrePort
- Road Transport Forum
- NZ Taxi Federation
- Trans Action.

### **5.4 Pedestrian Organisations**

Five organisations representing pedestrians and other Manners Mall user groups made submissions.

1. The City is Ours opposed the revocation of the pedestrian status of Manners Mall and the creation of a shared space in lower Cuba Street on safety grounds. They submitted that: the Council did not have an open mind on the issues; the footpaths and bus lanes set out in the consultation material were inaccurate and would not be wide enough; buses would not be able to pass each other and the bottlenecks in the city were elsewhere.
2. Living Streets Aotearoa fully supported the proposal for 'all the good reasons given in the statement of proposal'. They preferred scenario 1 and also wished to ban general traffic from Manners Street west.
3. The Association of Blind Citizens NZ submitted that bus routes through Manners Mall are a good plan as the routes are more direct. They supported the improvements to lower Cuba Street but were concerned at having vehicles in lower Cuba Street.
4. The Disability Reference Group supported the revocation provided the design created a fully accessible environment. They had some reservations about the shared space relating to safety and wished to work closely with Council on the detailed design of the project.
5. Regional Public Health supports opening the Mall to buses on the condition that in reallocating road space and street design, pedestrians are the first priority. Its preferred option is to turn lower Cuba Street into a pedestrian Mall, however if the Council progresses with the shared space it would prefer Scenario 1.

## **5.5 Residents Associations**

Four residents associations made submissions.

1. Island Bay Residents Association said that there were a variety of views among members but the majority view was opposed to the revocation. They appreciate that there are strong arguments in favour of the benefits but feel these are disproportionate to the costs. They felt the amenity value of Manners Mall should be valued.
2. The Wellington Inner City Residents and Business Association were opposed to revoking the pedestrian status of the Mall saying it would make the city less attractive to young people. They felt that the inner city was not the only place where there were delays, that the shared space was dangerous, especially for young children and it was unwise to spend so much money for so little benefit.
3. The Johnsonville Progressive Association **and**
4. Newlands – Paparangi Progressive Association both saw the proposals as a city-wide issue and supported any moves to improve the public transport service. Improved peak hour reliability through the city must be the overriding objective. North Wellington residents rarely go to lower Cuba Street because they cannot get a park and so what happens there made little difference to them.

In addition to the submissions made to the Council there was also activity by interest groups. The Council received an e-petition which attracted 1919 signatures opposing the revocation of the pedestrian status of Manners Mall (hosted on the Council website) and 329 postcards as a result of the Chamber of Commerce postcard campaign supporting the re-routing of buses through Manners Mall and creating a shared space in lower Cuba Street. Go Wellington also ran a text and newspaper campaign which resulted in 510 responses in support of opening Manners Mall to buses.

This input has not been included in the analysis of submissions but is acknowledged for Councillors' information.

## **5.6 Analysis of Submissions and Officer Comment**

A detailed analysis of the submissions to identify the themes and the frequency with which they occurred is attached as **Appendix 1**. The main themes are listed below in order according to the frequency with which they appear, together with comments and recommended responses. Officer comments are not provided for those themes that are supportive of the proposal as officer advice is to adopt the proposal. Other points raised in written submissions are set out in **Appendix 1** together with comments from officers.

### **5.6.1 Revocation of the Pedestrian Status of Manners Mall**

#### **Support for Revoking the Pedestrian Mall Status of Manners Mall**

The following issues were raised or commented upon by submitters that supported the revocation:

- Improves public transport – submitters support the transport benefits outlined in the Statement of Proposal and the Opus report. Some submitters also note that the bus route would become more logical.

- Enhances Manners Mall – submitters note that Manners Mall does not work well as a pedestrian mall, is tired, unpleasant and there is some public apprehension around safety and crime in the Mall.
- Positive environmental impacts – as noted in the statement of proposal this includes more efficient operation of buses and encouraging public transport use and walking.
- Balancing the needs of pedestrians and public transport – some submitters acknowledged that the creation of the shared space was a response to concerns raised in the previous round of consultation.
- Supports the Ngauranga to Airport Transport Plan - the revocation proposal is strongly linked to transport plans for the wider region including the Ngauranga to Airport Transport Plan.
- Provides an opportunity to consider incorporating light rail into the CBD public transport network.

**Conditional Support for Revoking the Pedestrian Mall Status of Manners Mall**

Those submitters that had conditional support for the proposal sought the following restrictions:

- 1 Lower Cuba Street should be pedestrian/cycle only (8 submissions)
- 2 Speed restrictions on buses (3 submissions)
- 3 That Council also investigate other options to improve public transport around the city (3 submissions).

In response to those suggestions, officers note that

- 1 There are a number of reasons for recommending that lower Cuba Street be open to slow traffic:
  - Vehicle access to service businesses in lower Cuba Street
  - Vehicle access to service businesses in Manners Street west e.g. Arty Bees
  - Providing on-street parking in lower Cuba Street to support local businesses
  - Providing passive surveillance after hours for the benefits of pedestrians and businesses
  - Maintaining activity levels in the shared space given the lower numbers of pedestrians expected after hours in comparison with Cuba Mall.
- 2 Council has agreed to a reduction of the speed limit from Willis Street to Courtenay Place being restricted to 30km/hr.
- 3 The Council is investigating other options for improving public transport. It has developed a bus priority plan which will see the staged roll-out of bus priority measures on arterial routes. It is working with Greater Wellington Regional Council to investigate and implement a series of bus service improvements including a real time information system, bus priority

## Opposition to Revoking the Pedestrian Mall Status of Manners Mall

Theme	Officer Comment
Insufficient value for money and insufficient increases in efficiency	The initial proposal was supported by a report from Opus International Consultants which identified the time savings as significant and leading to a benefit cost ratio of 2.3, that is, benefits are 2.3 times the costs. This is considered high for a public transport project. During the recent consultation, 10 organisations with expertise in transport matters supported the proposal based, at least in part, on the projected passenger transport time savings. These were the NZTA, Greater Wellington Regional Council, NZ Bus, Mana Coach Services, Traffic Design Group, the Road Transport Forum, Trans Action, CentrePort, Wellington Airport Limited and the Taxi Federation. Greater Wellington attached a memorandum to their submission from Opus detailing further analysis of the city bus route which showed that “the Manners Mall project is the main contributor to benefits over the length of the Golden Mile”. Traffic Design Group, a specialist transport consultancy firm also stated in their submission that the travel time savings represented ‘a further significant benefit in terms of improved journey time reliability, reduced travel times and reduced emissions (due to less idling times)’.
Manners Mall is a well used pedestrian mall that should be retained	It is acknowledged that Manners Mall experiences high pedestrian volumes at peak times (particularly weekday lunch times). Analysis shows that its main role is as a pedestrian thoroughfare. This function will be preserved under the proposal with the provision of wide, uncluttered footpaths. The proposed shared space provides the opportunity to create a better located public space that is of higher quality than the Mall. Public concern over change is natural. The Opus reported noted significant delays in the section of the bus network between Willis Street and Taranaki Street and predicted passenger transport growth of up to 30% by 2016 resulting in increasing bus congestion on the network. Many submitters have commented that it feels tired. Even if the current proposal was not being considered, it would be necessary to invest in an upgrade. Urban design analysis undertaken by the Council’s consultant architects has identified that it relates poorly to nearby public spaces, there is an opportunity to provide the proposed package of improvements to public spaces in the area and at the same time address deficiencies in the bus network.
Pedestrian safety – buses and pedestrians do not mix	The proposal to put buses through Manners Mall will result in buses being taken out of lower Cuba Street and Dixon Street. There will be no net increase in bus movements. The configuration of the former Manners Mall will be similar to Manners Street west between Victoria and Willis Streets, except that traffic levels will be less due to the fact that no cars will be permitted through. At peak times this will be just over 120 <sup>1</sup> buses per hour but in the inter-peak period it will be approximately 60 or an average of one per minute. Moreover, analysis of pedestrian accidents in the CBD shows that despite the high level of publicity associated with bus / pedestrian accidents, pedestrians are at greater risk from cars. The design of the bus route would ensure that there is a clear delineation between the footpath and the bus route so that it is

<sup>1</sup> “Central Area Bus Operational Review”, Opus International Consultants, November 2009

Theme	Officer Comment
Keep Manners Mall and invest in upgrading it	<p>clear to pedestrians when they are entering the bus corridor.</p> <p>There are two difficulties with this request. The first is that unless Manners Mall is opened up to bus traffic, the city will not be able to obtain the significant transport benefits identified by Opus International and other transport authorities. Public transport is expected to grow by up to 30% by 2016 and the Manners Mall proposal has been identified as the best means to address this. The second is that Manners Mall is poorly located in relation to other public spaces such as Cuba Mall and Civic Square and further investment will not overcome this shortcoming.</p>
Not convinced of the benefits	<p>This theme is addressed above (value for money) which refers to projected time savings. Submitters who stated they were unconvinced of the benefits did not produce impartial evidence or analysis to support their view.</p>
Will have negative financial impacts on businesses in and around Manners Mall	<p>Three businesses submitted concerns relating to potential financial impacts: Abrakebabra, Arty Bees and Hede Cafe. A further 9 submissions<sup>2</sup>, representing at least 19 business units either supported the revocation or did not express an opinion. Further details are given under the heading 'Summary of Submissions' above.</p> <p>The Jones Lang LaSalle report<sup>3</sup> commissioned as part of the development work for the October 2008 proposal made the following key points on the effects on local businesses:</p> <ul style="list-style-type: none"> <li>▪ Efficient public transport and proposed enhancement of streetscapes are likely to benefit retail and commercial premises.</li> <li>▪ Gradual changes in the surrounding social and commercial environment on completion of the subject project can trigger refurbishment to existing malls that have become functionally obsolescent.</li> <li>▪ Retailers along Manners Mall are likely to benefit from the increased exposure as a result of the proposed changes to transport networks and streetscape.</li> <li>▪ Proposed changes are likely to further enhance the subject area's cafe and restaurant atmosphere.</li> <li>▪ Additional on-street car parks are likely to promote pedestrian flows and may provide funding towards any improvements made.</li> <li>▪ Proposed changes may be beneficial for future public transport technologies.</li> <li>▪ Positioning of bus stops in the area will be important to avoid possible congestion. Investigation into this has been undertaken.</li> <li>▪ Incentives for people to stop in the area and impacts on local retailers during the redevelopment process need to be investigated.</li> <li>▪ Proposed changes may increase commuters travelling times to office buildings along Dixon Street and Wakefield Street.</li> <li>▪ Low vacancy rates in the subject area indicate pedestrian flow and the current traffic network for retailers works well with current retail mix.</li> </ul>

<sup>2</sup> These submitters were David Blackmore, Korean Country House, Luigi Muollo (landlord of Timezone, Harem, Regent Cinema building, Kate Sylvester, Stable, Trends, Cash Converters, Ox Tavern), Rob Jansen (Gordon's, Board Factory, Last Footware Company), Downtown Local, EB Games, Aquamerino, Mojo and Mon Ami.

<sup>3</sup> 'Scoping Report for Segment of Golden Mile', Jones Lang LaSalle, 8 September 2008

<b>Theme</b>	<b>Officer Comment</b>
	<p>The Jones Lang LaSalle report canvasses both the benefits and disbenefits of opening up malls, but overall, the report concludes that on balance, the effect on the local businesses is likely to be positive.</p> <p>This conclusion is supported by overseas experience. For example the recent opening up of the Church Street Mall in Parramatta (Sydney) to slow traffic has revitalised the area. Prior to the work being conducted there were 31 businesses and 7 vacancies in the Mall. After implementation of the project there were 43 businesses (due to subdivision of large shops) and only 1 vacancy. There has also been a move towards higher quality retail activity with a reduction in low value shops and introduction of national retailers including Aldi and JB Hi-Fi. The local council has since undertaken a retail assessment across the city with the initial draft showing that the newly opened mall is the best performing strip shopping precinct in the city.</p> <p>Arty Bees, Abrakebara and Hede Café have raised specific concerns relating to access to their businesses by customers, safety and construction impacts. Officers will work with them and other affected stakeholders to ensure that these concerns are addressed during the detailed design and construction phases should the proposal be agreed by the Council.</p>
More pedestrian spaces should be created, not existing ones removed	Council recognised the legitimacy of concerns expressed by submitters to the Golden Mile proposals last year about the loss of pedestrian public space. Council amended the proposal to include the creation of a shared space in lower Cuba Street to compensate for the loss of Manners Mall.
Manners Mall is sunnier than lower Cuba Street	A shade pattern analysis shows that despite Manners Mall and lower Cuba Street receiving varying amounts of sunlight during different seasons and times of day, the overall difference in sunlight received between the two locations was negligible.
Manners Mall is too narrow to incorporate buses travelling in both directions plus have wide footpaths for pedestrians	<p>A detailed survey of Manners Mall has been completed by the Council's consultant engineers and established an average width from building line to building line of 15.25m. The proposed bus lanes would be 6.5m, leaving 8.75m for footpaths. The intention is that this would be allocated to a 4m footpath on the southern side of the street and a 4.75m footpath on the northern side, where pedestrian surveys have shown that the largest volume of foot traffic occurs.</p> <p>Table 3 below shows current pedestrian flows in Manners Mall and in a number of other locations, together with corresponding footpath widths (and the proposed footpath width for Manners Mall). This analysis confirms that on current pedestrian counts, the Manners Mall would have greater footpath widths in relation to pedestrian volumes than other parts of the city.</p>

<b>Table 3: Footpaths in the central city</b>	<b>Footpath Width (metres)</b>	<b>Peak hour flow</b>
Current flows in Manners Mall (south side) and proposed footpath width	4	1256
Current flows in Manners Mall (north side) and proposed footpath width	4.75	2512
Lambton Quay (south of Grey St outside Body Shop)	4.1	3890
Willis St (south of Lambton Quay outside Tarocash)	4.3	3234
Willis Street (outside New World Metro)	4.3	2765

### *5.6.2 Shared Space in Lower Cuba Street*

#### **Support for creating a shared space in lower Cuba Street to compensate for the loss of pedestrian space in Manners Mall**

The following comments are drawn from the submissions and reflect the general flavour of those submissions that support the proposal. Once again, officer comment is not provided as officer advice is to adopt the proposal.

- It will create a more pedestrian friendly link to Michael Fowler Centre, Town Hall, Civic Square and the waterfront
- Good compensation for the loss of pedestrian space in Manners Mall
- Will create a pleasant pedestrian space
- Will tidy the space up as it is quite run down
- Will open up business here and attract new retailers
- A good compromise – Manners Mall is tired and run down

#### **Conditional support for the proposal to create a shared space in lower Cuba Street**

Some submitters supported the proposal for shared space in lower Cuba Street and also noted conditions. Those conditions were:

- Create the shared space as a pedestrian mall without cars
- Fully pedestrianise with access only to service vehicles and disabled parking
- Create the space for pedestrians and cyclists only
- Leave Manners Mall as it is but also create the pedestrian space in lower Cuba Street

There are a number of reasons for recommending that lower Cuba Street be open to slow traffic:

- Providing on-street parking in lower Cuba Street to support local businesses
- Providing passive surveillance after hours for the benefits of pedestrians and businesses
- Maintaining activity levels in the shared space given the lower numbers of pedestrians expected after hours in comparison with Cuba Mall
- Vehicle access to service businesses in lower Cuba Street
- Vehicle access to service businesses in Manners Street west e.g. Arty Bees

In relation to retaining Manners Mall and creating the shared space, it can be noted that in order to free up space in lower Cuba Street for the shared space, it is necessary to provide an alternative bus route through Manners Mall.

#### **Submissions on the preferred scenario for the shared space in lower Cuba Street**

Three possible scenarios for the shared space in lower Cuba Street were included in the statement of proposal. All scenarios propose slow moving traffic within the shared space. The key difference between the scenarios was the number and configuration of car parks.

144 submissions indicated a preferred scenario. Table 4 provides a summary of the submission responses.

<b>Table 4: Lower Cuba preferred shared space design</b>	
Pedestrian and cycling only	55
Scenario 1	33
Scenario 2	28
Scenario 1 or 2	7
Scenario 3	9
Scenario 1 or 3	3
Any /neutral	9
Total	144

As noted above there are a number of benefits in allowing vehicle access through the shared space.

Under the proposal approved in principle by Councillors on 4 June, the number of on-street car parks provided across the area between Willis and Taranaki Streets would increase by 40, approximately 20 of which would be located in the lower Cuba Street shared space and the balance elsewhere including the revamped Dixon Street. The revenue generated by the additional 40 parks is estimated at approximately \$200,000 per annum.

Retailers in lower Cuba Street, while not expressing concern about a reduction in the number of on-street car parks (from the current 38 to approximately 20), identified the retention of on-street parking in some capacity as an important outcome.

While many submissions expressed a preference to remove private vehicle access in lower Cuba Street or reduce the number of car parking spaces, on balance, officers recommend that scenario 2, which has provision for 20 parallel car parks, represents the best compromise between pedestrian amenity, traffic access and retailer interests.

**Opposition to creating a shared space in lower Cuba Street to compensate for the loss of pedestrian space in Manners Mall**

<b>Theme</b>	<b>Officer Comment</b>
Keep it the way it is	There are two difficulties with this request. The first is that unless Manners Mall is opened up to bus traffic, the city will not be able to obtain the significant transport benefits identified by Opus International and other transport authorities. Public transport is expected to grow by up to 30% by 2016 and the Manners Mall proposal has been identified as the best means to address this. The second is that Manners Mall is poorly located in relation to other public spaces such as Cuba Mall and Civic Square and further investment will not overcome this shortcoming.
Does not compensate for the loss of Manners Street	While not providing an identical pedestrian environment to Manners Mall, the proposed pedestrian space has many benefits. It will provide a pedestrian connection between Cuba Mall and Civic Square, it will provide an event space and will result in an alternative pedestrian route for people walking from Courtenay Place and Cuba Mall to Willis Street and Lambton Quay.
Pedestrians and cars do not mix	In reality, pedestrians and cars do mix in different ways and to differing extents in all cities. This was a point made by visiting expert Phil Jones earlier this year. It is rarely possible (and often

Theme	Officer Comment
	not desirable) to completely segregate pedestrian and vehicle traffic. Through good design it will be possible to create an environment in lower Cuba Street that will achieve the outcomes intended for this space.
Waste of money	Constructing the proposed shared space would make it possible to achieve the identified public transport benefits and also establish an improved framework for this part of the city for the long term, comprising an east-west transport corridor and a north-south pedestrian corridor linking Cuba Mall to Civic Square. Given the longevity of the project, the proposed expenditure in lower Cuba Street is modest.
Weather conditions	A shade pattern analysis shows that despite Manners Mall and lower Cuba Street receiving varying amounts of sunlight during different seasons and times of day, the overall difference in sunlight received between the two locations was negligible.
Retain and upgrade Manners Mall	Submitters making this point were essentially using this box on the submission form to restate their opposition to the substantive proposal to revoke the pedestrian status of Manners Mall. See comments above.

In addition some submitters commented on the consultation process suggesting that it “hasn’t been completely honest” and that Council has misled the public during the development of the proposal.

### ***Issues raised during oral submissions***

During the hearings held on 10 and 12 November, submitters generally reiterated the points made in their written submissions and those have been noted in the previous sections.

Some oral submitters raised issues which are not included in the written submissions – those issues are:

Issue raised	Officer comment
Inability of buses to pass will cause delays; need to provide passing points	<p>The proposed configuration of the bus route from Taranaki Street to Willis Street through what is now Manners Mall, comprising as it does a two lane, two way route, has been scrutinised by Opus International consultants and other transport planning experts. They have confirmed that provided it is supported by the proposed changes to traffic signal phasing, it will provide the required capacity and time savings. Other sections of the Golden Mile bus route which are currently two-lane, two way include:</p> <ul style="list-style-type: none"> <li>• Lambton Quay between Panama and Hunter Streets,</li> <li>• Customhouse Quay between Hunter and Willeston Streets,</li> <li>• Willis Street between Willeston and Mercer Streets,</li> <li>• Wakefield Street between Victoria and Cuba Streets.</li> <li>• Most sections of Courtenay Place other than the approaches to traffic lights are one lane only.</li> </ul> <p>These sections do not cause undue delays resulting from an inability of buses to pass each other. Trolley buses cannot pass each other in any event because of their overhead catenaries and diesel buses can pull out into the opposing lane to pass provided the way is clear.</p>

<b>Issue raised</b>	<b>Officer comment</b>
Two lane configuration of the proposed busway will not allow for breakdowns to be cleared	Bus operators have tow trucks standing by which are equipped to tow or push buses in the event of a breakdown. Buses are equipped with radios so that information and instructions for dealing with disruptions can be relayed to every bus. The new trolley buses are equipped with battery packs to enable them to move under their own power if the overhead lines come down or there is a power cut. A traffic control facility is available to control the flow of traffic in either direction to facilitate movement around a disabled bus whilst it is being retrieved. These arrangements should ensure that any disruption resulting from breakdowns is kept to a minimum.
Check to ensure that buses can turn two abreast at the Willis Street – Manners Street intersection	An engineering drawing confirms that the swept area of turning buses at this intersection can be achieved
Safety concerns relating to courtesy crossing in Manners Street busway	There is no proposal to establish a courtesy crossing.
Introducing two-way traffic into Manners and Willis Streets may impede the progress of emergency vehicles, possibly with tragic results	Discussions have been held with the NZ Fire Service which has indicated their agreement with the proposed roading layout subject to their existing priority access continuing which officers have confirmed.
Longer modern buses will not fit through the proposed corridor	Engineering drawings have confirmed that the corridor design will accommodate buses up to 13.8m in length.
Proposed 6.5m road is too narrow for buses to pass	Council traffic engineers advise that the proposed carriageway is adequate for buses. A practical trial has also been completed and shown that the proposal is operationally viable.

## **5.7 Assessment of Proposal**

Submissions and oral hearings have identified a range of issues both supporting and opposing aspects of the proposal. The key aspects are evaluated below.

### **5.7.1 Reliability and Efficiency of the Transport Network**

The Opus report identified significant travel time savings resulting from the Proposal. These have been confirmed by further work undertaken on behalf of Greater Wellington, and supported by a number of submitters including: NZTA, Greater Wellington Regional Council, NZ Bus, Mana Coach Services, Traffic Design Group, the Road Transport Forum, Trans Action, CentrePort, Wellington Airport Limited and the Taxi Federation. Although a number of submitters stated that the proposal contributed little time savings and did not improve the efficiency of the bus network, there was no evidence submitted to support this view.

The evaluation of the proposal using NZTA criteria, revealed a benefit cost ratio of 2.3, which is a significant benefit for a project of this nature. The NZTA has indicated its continued support for the project and a full funding contribution. The proposal forms an important part of the implementation of the Ngauranga to Airport Corridor Plan (adopted in October 2008), which specifically seeks to meet part of the future transport needs of the City through passenger transport improvements along the Golden Mile.

### **5.7.2 Walkability and Legibility**

The proposal maintains the well-used walking link along Manners Street, through the provision of wide footpaths along both sides of the street. Whilst some submitters maintained that the opening up of the Mall would lead to adverse safety effects on pedestrians including being unsafe due to buses, research has revealed that the proposed footpaths are of equivalent width and character to many other footpaths in the central city, including some with much higher pedestrian volumes and on the Golden Mile bus route.

Legibility through the urban area along the street system will be enhanced through providing a consistent bus route for travel in both directions and through extending the key pedestrian spine from Cuba Street towards the Town Hall and Civic Square. Some submitters wanted to maintain the current configuration of Manners Mall, and considered that this provided the best pedestrian link through this part of the City, however the proposal clearly provides for high quality and functional pedestrian links to continue along both routes. Along the reopened Manners Street, footpaths of an average width of 4.0 metres on the south side and 4.75 metres on the north side will be provided. On lower Cuba Street, a shared space will be formed, with extensive areas for pedestrian movement as well as informal congregation points.

### **5.7.3 Retaining Public Spaces**

A number of submissions opposed the proposal on the basis that the existing public space on Manners Mall would be lost, and that this was a valuable and well-used space. Research has shown that the Mall is primarily used as a public thoroughfare, with typically only 4% of users stopping to use the space. Whilst the open space components of Manners Mall will be lost under the proposals, the pedestrian connections through the space will be retained. Of significant importance to this assessment is the mitigation measures proposed through the creation of a high quality shared space in lower Cuba Street. This space will provide for appropriate public gathering points and space for temporary events, and is located in close proximity. This aspect of the proposal was supported by a number of submitters, including a significant number of local landowners and businesses.

Some submissions raised issues around the quality of the proposed shared space in lower Cuba Street in relation to a lack of sunlight access and increased wind exposure. Analysis of shade patterns and exposure reveals that the proposed shared space has a very similar weather pattern to Manners Mall and is not inferior in any way.

### **5.7.4 Impacts on Local Businesses**

The submissions reveal a divergence of views within local businesses and landowners. Those in opposition felt that there would be significant impacts on the amount of custom and their ability to service their business. Those in support felt that the proposal would provide opportunities to regenerate their land or business interests, and to add value to their own plans. The Jones Lang LaSalle report concluded that on balance the proposal would be beneficial to local businesses. This is supported by similar schemes overseas, where there have been beneficial effects from re-opening pedestrian malls.

### **5.7.5 Value for Money**

A number of submitters stated that the project was not value for money, and that funds should be spent on other projects of greater value. The total cost of the proposal is \$11.35m. This comprises a number of key aspects including public transport improvements, and the creation of a number of areas of new or improved public space, including the shared space in lower Cuba Street. The benefit-cost ratio for the transport improvements is 2.3, which recognises the significant benefits that are derived in terms of the effectiveness and reliability of public transport, the minimal effect on private vehicles, and enhanced pedestrian connections. The proposal sets in place a long-term public transport route that has adaptability to accommodate new forms of public transport technologies (e.g. rapid bus transport). It also results in the creation of a new shared space in lower Cuba Street, and improvements to a number of other public spaces in close proximity. The retention of the current Manners Mall would in itself not be cost free, as renewals and potential upgrades would be needed to ensure that the public space maintains its functionality.

### **5.7.6 Technical Feasibility**

Some submitters raised issues related to the technical ability to deliver the project. This related to the width of the proposed carriageway through Manners Mall, the ability for buses to pass satisfactorily, the fire safety of adjacent buildings and pedestrian safety. Analysis has shown that these concerns have no basis and that the proposal will result in a street that can accommodate two-way bus traffic and pedestrians in a safe and efficient manner.

The reopening of Manners Mall and the creation of a carriageway for bus transport and pedestrian footpaths on either side, will in effect mirror the situation in many other parts of the Golden Mile, but without private vehicles. This will have no effect on the ability to safely evacuate adjacent buildings. A detailed survey of Manners Mall has shown that the average width from building line to building line is 15.25 metres. The bus lanes will be designed to be a total width of 6.5 metres. A trial conducted in Willis Street using these lane widths has confirmed that this can be operated safely. It should also be noted that the speed limit for the reopened Manners Street if agreed by Council is to be set at 30 km/hr.

### **5.7.7 Safety**

Some submitters raised concerns over pedestrian safety within the proposed shared space on lower Cuba Street, or in crossing the reopened Manners Street. Other submitters supported the proposal because of the perceived improvements to pedestrian safety and amenity. The design of shared spaces, used by both vehicles and pedestrians is a well-established concept used throughout the world. Research has shown that these spaces have no more risk than a traditional road space where pedestrians and vehicles are separated. Indeed many best practice examples have demonstrated real improvements in safety, with reductions in accidents and injuries, due to the reduced speed of vehicles and the greater caution shown by drivers in the situations. The design of the reopened Manners Street will be similar to many other streets along the Golden Mile corridor and has no additional risk factors for pedestrians.

### **5.7.8 Overall Assessment**

Taking into account the key issues raised by submitters, and the balance of benefits and disbenefits resulting from the proposal, it is considered that the interests of the city are best served by the proposed revocation of the pedestrian mall status of Manners Mall.

### **5.8 LTCCP Implications**

The Golden Mile proposals approved by Council in June included the following capital budget spread over the three financial years 2009/10 to 2011/12:

Public space improvements (lower Cuba, Manners Mall, Willis, Dixon)	\$4.92m
Transport improvements (overhead wires, construction of a carriageway through Manners Mall, signalling pedestrian crossings and intersection improvements).	\$6.215m
Total	\$11.135m

These costs are expected to be partially offset by subsidy revenue from NZTA of \$3.347m and by parking revenue of \$200,000 per annum. Over the first 5 years of the project's life, the net costs of the transport elements are therefore:

Transport improvements	\$6.215m
Less NZTA subsidy	(\$3.347m)
Less extra parking revenue	(\$1.0m)
Net cashflow	\$1.868m

It should be noted that this budget includes \$450,000 for the previously approved signalling of three pedestrian crossings in Courtenay Place. Work on this aspect of the project has already commenced.

The 2009-2019 LTCCP includes provision of \$11.135m for the Golden Mile project in accordance with the budget above.

### **5.9 Next Steps**

If the Council agrees to revoke the pedestrian mall status of Manners Mall, and create a shared space in lower Cuba Street, the next steps are as follows:

#### **5.9.1 Appeal Period**

Section 336(3) of the Local Government Act 1974 provides a right of appeal to the Environment Court against a decision on the proposal to revoke the pedestrian mall status of Manners Mall. Any person who wishes to appeal the Council's decision needs to do so within one month of the Council making its decision. Assuming the decision is made on 11 December, the appeal period will expire on 12 January 2010.

Should an appeal be lodged, officers will work with the Environment Court and its processes. In addition, officers would immediately assess the appeal to determine what work could be progressed while the appeal process is worked through.

### **5.9.2 Detailed Design**

A number of submitters made suggestions about the design and those suggestions will be considered by the design team. Most of the issues raised by submitters in relation to the Manners Mall bus route are able to be accommodated in the design. Many of the issues raised in relation to the shared space in lower Cuba Street will also be able to be accommodated, except where they conflict (e.g. trees versus no trees) or are inconsistent with the proposal (e.g. that the shared space be a cul-de-sac). The final detailed design will be discussed with the following stakeholders:

- Retailers and residents in Manners Mall, lower Cuba Street and adjacent streets
- Association of Blind Citizens NZ
- Disability Reference Group representative
- Bus companies
- Fire Service
- Regional Public Health

As part of these proposals, officers will be recommending a reversal of the current traffic direction through what would be the shared space in lower Cuba Street so that traffic travels from Manners Street east to Wakefield Street. This change was recommended in the Opus report for a number of reasons:

- Provides a higher benefit-cost ratio at a similar cost
- Results in 36% less traffic using lower Cuba Street during the week and 58% less on a Saturday
- Provides opportunities to achieve much needed safety and operational improvements at the Taranaki/Courtenay/Manners intersection

Approval is not sought for this proposal in the current paper, but rather officers are foreshadowing the proposal to do so through the traffic resolution process.

### **5.9.3 Traffic Resolutions**

If the Council agrees to the Mall revocation and lower Cuba shared space, traffic resolutions will be required. These would cover the proposed changes to on-street parking, bus stops, loading zones and traffic flows in Manners Street, lower Cuba Street and the surrounding area. A paper is proposed to SPC in March 2010 seeking approval of these resolutions. Officers will notify affected retailers, landlords and residents before the end of the year that the traffic resolutions process will be commenced in early 2010.

### **5.9.4 Other public spaces**

The statement of proposal included other public space enhancements to Willis Street between Willeston and Mercer Streets; Mercer Street (in particular improving the connection between Willis Street and Civic Square); and Dixon Street (in particular improving the functionality of Te Aro Park and how it integrates with the street).

During 2011 the proposed works are:

- New footpath treatments to Dixon Street, angle parking to provide additional parking spaces.
- Signalised crossing at Cuba Manners intersection to facilitate pedestrian crossing and connect lower and upper Cuba Streets.
- Provide new 'shared space' in lower Cuba Street with pedestrian priority areas. This zone enables continuation of Cuba Mall character to Wakefield Street.
- Explore options for parking in Wakefield Street.

Other possible future improvements will be considered as part of the Wellington 2040 project and 2012/22 LTCCP. As identified in the Statement of Proposal, possible future improvements could include:

- Extend lower Cuba treatment across Wakefield Street to connect with MFC entry and forecourt to reinforce civic nature of this location, improve prominence of MFC and Town Hall within the urban context and provide a more legible physical and visual connection to Civic Square.
- Upgrade MFC forecourt to match lower Cuba Street treatments and establish pedestrian priority/'shared space' at entry.
- Upgrade existing lane connection to Civic Square by removing clutter/obstacles and provide a new pedestrian connection and sight line to the City-to-Sea bridge that facilitates a more legible connection between Cuba Street and the waterfront.
- Widened footpaths on southern side of Wakefield Street between Cuba and Mercer Streets from 3m to 6m to support pedestrian movements and occupation.
- Pedestrian improvements to Wakefield/Victoria Street intersection to improve legibility and connectivity to Mercer Street.
- Narrow existing crossing to improve visual and physical connection to Civic Square from Mercer Street.
- Establish a new 'shared space' in Mercer Street on axis to Civic Square with outdoor seating and occupation zones on southern (sunny) side of the street. Including additional parking spaces.
- New pedestrian crossing at Willis/Mercer Street intersection.
- Explore options for converting Bond Street to one-way (east to west).
- Upgrade footpaths and rationalise parking in Victoria Street

## **6. Conclusion**

This report has presented a summary and detailed analysis of submissions on the proposal to revoke the pedestrian mall status of Manners Mall and create a shared space in lower Cuba Street. It has identified the major themes arising from the submissions and recommended a response to each of these. After a careful consideration of the issues and concerns raised in submissions, it is recommended that the interests of the city are best served by the proposed revocation of the pedestrian mall status of Manners Mall and the creation of a compensating shared space in lower Cuba Street, and the recommendations set out in section 3 are framed accordingly. It also proposes that scenario 2 be adopted as the basis for the design of the shared space in lower Cuba Street.

Contact Officer: *Greg Campbell, Principal Transport Planner*

## **Supporting Information**

**1) Strategic Fit / Strategic Outcome**

*This proposal is strongly supported by the Council Transport and Urban Development Strategies and the Ngauranga-Airport Plan.*

**2) LTCCP/Annual Plan reference and long term financial impact**

*Funding for these proposals is contained in the LTCCP, 2009-19.*

**3) Treaty of Waitangi considerations**

*There are no known Treaty issues.*

**4) Decision-Making**

*The proposal to revoke the pedestrian status of Manners Mall is a significant decision that will have long term effects on the city. The consultation and decision-making process is being undertaken in accordance with the requirements of the Local Government Acts 1974 and 2002.*

**5) Consultation**

**a) General Consultation**

*This report sets out the results of a special consultative procedure.*

**b) Consultation with Maori**

*Consultation with Maori has been undertaken as described in this report.*

**6) Legal Implications**

*Council's lawyers have been consulted during the development of this report.*

**7) Consistency with existing policy**

*This proposal is fully consistent with Council policies on bus priority and transport network management.*

## Appendix 1: Analysis of Submissions

This Appendix identifies the main themes raised by submitters and notes the number of submitters that raised the issue in their submission.

### ***What do you think of the proposal to revoke the pedestrian status of Manners Mall to allow buses to travel through?***

#### **Submissions in Support (main themes raised and addressed in the body of the report):**

<b>Theme</b>	<b>Number of submitters identifying this theme</b>
<b>S1:</b> Will result in improvements to public transport and bus travel times	95
<b>S2:</b> Restores the logical bus route	53
<b>S3:</b> Removal of the problematic groups that hang around the Mall	20
<b>S4:</b> Manners Mall does not work as a pedestrian mall	18
<b>S5:</b> Manners Mall is not a pleasant public space and it no great loss	14
<b>S6:</b> Manners Mall is tired and past its use by date	12
<b>S7:</b> Provides positive environmental impacts	7
<b>S8:</b> A fair balance between the needs of pedestrians and public transport	6
<b>S9:</b> A vital first step in implementing the Ngauranga to Airport Transport Plan	6
<b>S10:</b> A good opportunity to look at incorporating light rail into the CBD public transport network	4
<b>S11:</b> Good economic performance (benefit cost ratio)	4

#### **Submissions in Support (other points raised):**

Benefits if cyclists are able to utilise as well	4
It will free up congestion in the CBD	3
Important step to having no vehicles through the Golden Mile	2
Will make the area safer for pedestrians and create a better pedestrian link	2
Good move towards reducing Wellington's carbon footprint	1
Having a functioning public transport spine along the length of the Golden Mile is essential for a liveable city	1
Support, business dropped by 60% when this was converted in to a mall	1
Currently used as a pedestrian through way during peak lunch period rather than a destination in its own right	1
Positive impacts for the economy of our city	1

#### **Submissions in Support with conditions (main themes raised and addressed in the body of the report - other points raised):**

Subject to it being a fully accessible environment that will ensure that all communities will be able to fully use and access it	2
Subject to scenario 1 being the choice for lower Cuba Street	2
As long as the lower Cuba Street shared area goes through	2
Subject to there being a distinct, recognisable difference between the footpath and the bus area	2
Clear defined areas for pedestrians to move through without obstruction	2
Subject to lower Cuba Street being able to host the same events Manners Mall can	1
Subject to the buses travelling through at walking speed	1
Subject to WCC having serious commitment to establishing light rail from the railway station to the airport	1
Concerns around road blockages when trolley wires go down and buses being able to pass each other	1
Bus lanes in Manners Street between Willis and Taranaki streets be made wider for buses to pass	1
Subject to it being one lane only and private vehicles can use it	1
Signalised intersections are included at Cuba and Victoria streets with a pedestrian only phase	1
Mercer and Dixon streets should be treated in a similar manner to lower Cuba Street	1
Subject to buses being able to turn at Perrett's corner, buses are able to pass each other, allowance for breakdowns and accidents, diversions.	1
Subject to fire appliances being able to have access and the design be in accordance with SNZPAS 4509:2008 NZFS Fire Fighting Water Supplies Code of Practice.	1
Subject to there being safety barriers to separate pedestrians and buses	1

**Support, no reason given: 44**

**Submissions in Opposition (main themes raised and addressed in the body of the report):**

<b>O1:</b> Waste of money for so little time savings	86
<b>O2:</b> Manners Mall is a well used pedestrian mall	35
<b>O3:</b> Keep it the way it is	33
<b>O4:</b> Pedestrian safety – buses and pedestrians do not mix	24
<b>O5:</b> Keep Manners Mall and invest in upgrading it	18
<b>O6:</b> Not convinced of the benefits	18
<b>O7:</b> Will have negative financial impacts on businesses in and around Manners Mall	15
<b>O8:</b> More pedestrian spaces should be created, not existing ones removed	13
<b>O9:</b> Does not believe it will improve the efficiency of buses	8
<b>O10:</b> Manners Mall is sunnier than lower Cuba Street	5
<b>O11:</b> Manners Mall is too narrow to incorporate buses	5

travelling in both directions plus have wide footpaths for pedestrians	
<b>O12:</b> Feels the process hasn't been completely honest	5
<b>O13:</b> Manners Mall is a unique part of Wellington that should be kept	4

**Submissions in Opposition (other points raised):**

Consideration should be given to keeping private cars out of the CBD <u>Comment:</u> It is not intended to consider the exclusion of private vehicles from the central city as part of the current proposal.	3
Well used and critical pedestrian link between Cuba Street, Courtenay Place and Willis Street/Lambton Quay. <u>Comment:</u> The provision of wide footpaths beside the bus route will allow this pedestrian function to continue.	3
Loss of trade during construction could cause businesses to fail <u>Comment:</u> See response to theme O7 above.	2
Concerned it will affect their business due to the inconvenience of parking <u>Comment:</u> See response to theme O7 above.	2
An inner city shuttle bus could help reduce travel time along the Golden Mile <u>Comment:</u> This is being considered by Greater Wellington Regional Council at present.	2
Focus should be on light rail to improve public transport in the city <u>Comment:</u> Possible light rail will be considered in a feasibility study in 2011-12.	2
Carriageway seems too narrow for two way bus traffic <u>Comment:</u> See comment on theme O11 in the body of the report.	1
Give buses priority over cars on Dixon Street in peak hours <u>Comment:</u> Analysis carried out during the development of the project shows this would not achieve the desired benefits.	1
More pedestrian priority should be given and this will speed public transport <u>Comment:</u> There is no evidence to support this assertion.	1
Right turn into Willis Street will be problematic because of space restriction	1
Bus stops shown aren't big enough for the number of passengers	1
Angle parking in Dixon Street is a safety hazard for cyclists	1
A traditional sacred site	1
Congestion in CBD will get worse as the buses won't be able to get past each other	1

**Oppose, no reason given: 20**

**Neutral: 3**

**No comment: 4**

***What do you think about the proposal to create a shared space in lower Cuba Street to compensate for the loss of pedestrian space in Manners Mall?***

**Submissions in Support (main themes raised and addressed in the body of the report):**

<b>Theme</b>	
<b>SC1:</b> It will create a more pedestrian friendly link to MFC, Town Hall, Civic Square and the waterfront	37
<b>SC2:</b> Good compensation for the loss of pedestrian space in Manners Mall	25
<b>SC3:</b> Will create a pleasant pedestrian space	21
<b>SC4:</b> Works well in other places	6
<b>SC5:</b> Will tidy the space up as it is quite run down	4
<b>SC6:</b> Will open up business here and attract new retailers	4
<b>SC7:</b> A good compromise – Manners Mall is tired and run down	3

**Submissions in Support (other points raised):**

Will make the area more desirable and property values will increase which is positive for the city overall	2
Will bring the block more in line with Cuba Mall therefore attracting more people	2
Consideration should also be given to closing Dixon Street as a through road, each side of Cuba Street becoming a two way no exit road.	2

**Submissions in Support with conditions (main themes raised and addressed in the body of the report):**

<b>SB1:</b> Create the shared space as a pedestrian mall without cars	47
<b>SB2:</b> Leave Manners Mall as it is but also create the pedestrian space in lower Cuba Street	12
<b>SB3:</b> Fully pedestrianise with access only to service vehicles and disabled parking	9
<b>SB4:</b> Create the space for pedestrians and cyclists only	8
<b>SB5:</b> As long as Manners Mall remains	5

**Submissions in Support with conditions (other points raised):**

Clear defined areas for pedestrians to move through without obstruction.	3
Providing it is well designed	2
Subject to working closely with the Disability Reference Group and Foundation of the Blind when it comes to designing the shared space	2
Subject to the speed limit being 10km/hr	1
Subject to consideration being given to sheltering it from the	1

wind during the design stage	
Subject to lower Cuba Street being able to host the same events Manners Mall can	1
Subject to there being the same amount or more car parks than there is now	1
Subject to having parking outside their shop so customers can take their goods there.	1
Provided the changes in Manners Mall achieve what Council says it will	1
The walking speed for vehicles is defined at 5km/hr	1
At times of heavy pedestrian demand (e.g. major events, public holidays) it is completely closed to vehicles.	1
Subject to lower Cuba Street being able to be used as a diversion route.	1

**Support, no reason given: 63**

**Oppose (main themes raised and addressed in the body of the report):**

<b>OC1:</b> Keep it the way it is	58
<b>OC2:</b> Does not compensate for the loss of Manners Street	43
<b>OC3:</b> Pedestrians and cars do not mix	42
<b>OC4:</b> Waste of money	17
<b>OC5:</b> Weather conditions	9
<b>OC6:</b> Retain and upgrade Manners Mall	9

**Oppose (other points raised):**

This will almost certainly deter motorists from trying to reach Arty Bees to deliver goods	2
Believe the proposed speed for vehicles through here isn't possible	2
Shops here are generally uninviting	1
Concerns that it will take away business from the retailers on the Golden Mile.	1
Believes it will be an area for people to loiter at night and create anti-social behaviour.	1
Given the close proximity of car parking buildings in the area, parking shouldn't be provided for private vehicles.	1
All inner city streets should be shared spaces for all modes of transport. This is common in progressive towns and cities throughout the world.	1
View is blocked by MFC anyway so talk about linkage to the waterfront is a blind.	1

**Oppose, no reason given: 13**

**Neutral: 9**

**No comment: 41**