

**QLDC Council
17 December 2015**

Report for Agenda Item: 1

Department: Property & Infrastructure

Beach Street Pedestrianisation

Purpose

- 1 The purpose of this report is to obtain a Council decision on the proposal to pedestrianise Beach Street between Camp Street and Cow Lane.

Executive Summary

- 2 This report brings the Beach Street pedestrianisation issue back to Council for consideration. The hearings panel appointed to hear feedback on the proposal options has recommended the Council approve the partial pedestrianisation of Beach Street, where the street would be open to goods service vehicles daily between 5:00am and 10:00am. The panel, while supporting the replacement of car parking with a loading zone in Cow Lane, did not support any consequent replacement of a loading zone with carparking in lower Beach Street.
- 3 This report recommends that the option recommended by the panel be implemented on a trial basis between mid-January 2016 and the end of September 2016 in order to test the concept through two peak visitor seasons.

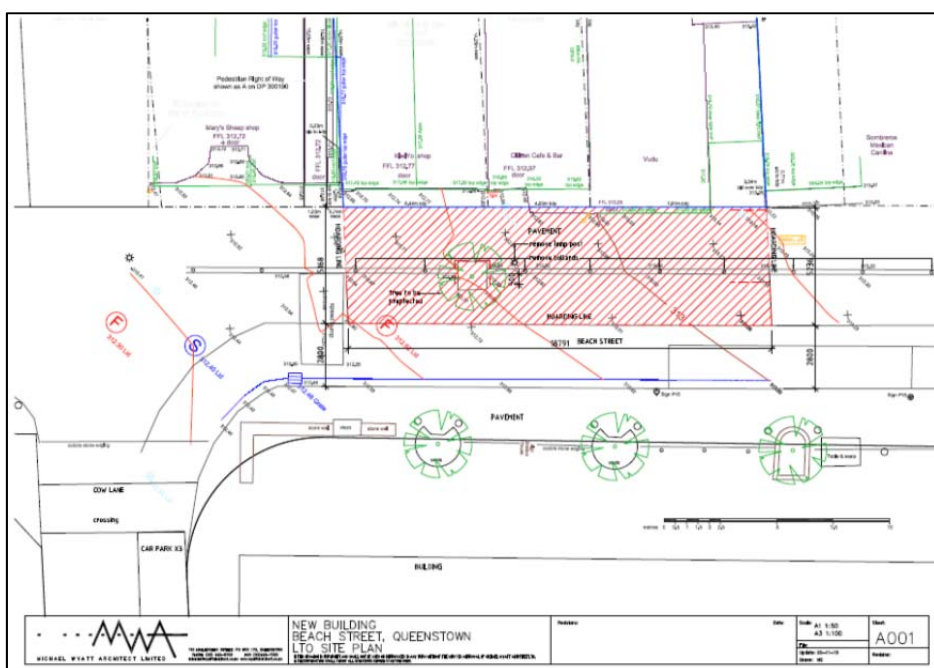
Recommendation

That Council:

1. **Note** the contents of this report;
2. **Approve** the temporary pedestrianisation of Beach Street in accordance with section 342 and schedule 10, clause 11(d) of the Local Government Act 1974, between Camp Street and Cow Lane with the following conditions:
 - a. The trial will start on 10 January 2016 and conclude on 25 September 2016;
 - b. From 10:00am to 5:00am on each following day the street will be closed to all vehicles apart from emergency vehicles and other vehicles specifically authorised by Council's Road Corridor Engineer.
 - c. Between 5:00am and 10:00am daily only vehicles that are goods service vehicles, as defined by the Queenstown Lakes District Council Traffic and Parking Bylaw 2012, emergency vehicles and other vehicles specifically authorised by Council's Road Corridor Engineer may travel along and stop on the street.

3. **Approve** pursuant to clause 7 of the Queenstown Lakes District Council Traffic and Parking Bylaw 2012,
 - a. The revocation of existing parking controls
 - i. in Beach Street between Camp Street and Cow Lane;
 - ii. on the north-eastern side of Cow Lane, within 40 metres of the Cow Lane / Beach Street intersection
 - b. the creation of a “Loading Zone” for “Goods Service Vehicles Only” on the north-eastern side of Cow Lane from a point 6 metres south-east of the Cow Lane / Beach Street intersection to a point 34 metres south-east of the Cow Lane / Beach Street intersection.

4. **Approve** a variation of Beach Street Holdings Limited’s Licence to Occupy, as approved by Council’s Property Sub-committee on 27 August 2015, to show the area approved for occupation adjacent to the site as that shown in the following diagram, and to remove authorisation for the occupation of carparks opposite the site.



5. **Note** that following completion of the trial, officers will report back to the Council with the results to enable the Council to decide whether or not to embark on a process under the Local Government Act 1974 to permanently pedestrianise Beach Street.

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2/12/2015

Background

- 4 Both the draft town centre transport strategy and the DowntownQT commercial strategy seek improvements for pedestrians in the town centre. Consistent with these strategies, at its October 2015 meeting the Council received a report on the possible pedestrianisation of Beach Street. The Council resolved to:

Approve public consultation commencing on pedestrianisation options for Upper Beach Street (between Camp Street and Cow Lane).

Appoint a panel of Councillors Aoake, Forbes and Stevens to hear public feedback on the pedestrianisation options.

- 5 This report brings the outcomes of the consultation process, together with greater detail on the options, back to Council for consideration. If Council wishes to proceed with one of the pedestrian options then a resolution will need to be made pursuant to the Local Government Act 1974 and the Council's Traffic and Parking Bylaw 2012.

Comment

- 6 The report received by the Council at its October 2015 meeting presented three broad pedestrianisation options (together with the option of leaving Beach Street as is). This report now brings back further information to assist the Council to make its decision on the pedestrianisation options. This "further information" includes
- a. The results of the hearings panel's deliberations on the public feedback received on the options, including legal advice on matters raised by one respondent.
 - b. The responses received from the Police and NZ Transport Agency (who Council is required - under Schedule 10 of the Local Government Act 1974 - to consult with in respect of temporary road closure proposals).
 - c. The responses received from the St Johns Ambulance and the NZ Fire Service who, with the Police, make up the three emergency services potentially affected by a pedestrianisation proposal.
 - d. The proposed modifications to the options, including
 - i. The opportunity to make use of retractable bollards (and the impact this would have on the daily goods service vehicle access to Beach Street) under one of the options.
 - ii. Amendments to the parking proposals.
 - iii. Project risk management, including a monitoring programme.

Project timing

- 7 If Council decides to approve a pedestrianisation trail, it is recommended that this start in mid-January (11 January) and conclude at the end of September (30 September). This is to cover two peak visitor seasons.

Public consultation outcomes

- 8 The consultation methodology is outlined in the 'Consultation: Community Views and Preferences' section of this report. All submissions were considered by the hearing panel, and its report is in Attachment B. The responses revealed a variety of views on the options.
- 9 In its report the hearings panel recommends to Council that "Option 3: Partial pedestrianisation option (A)" be implemented with the following amendments from that consulted on:
- a. The period that upper Beach Street is open to goods service vehicles is from 5:00am to 10:00am on each day.
 - b. No changes are made to the loading zones in lower Beach Street
 - c. Road markings and parking signage are removed in the upper section Beach Street
 - d. Council staff work with DowntownQT and Beach Street businesses to improve the street environment through aspects such as screening of the demolition / construction site, removal and/or painting of bollards, and use of available space to increase the enjoyment of Beach Street
 - e. A monitoring programme be formally adopted by Council to provide indicators of the project on traffic flow on Shotover Street, business activity, public opinion, loading zone usage (including compliance with restrictions on their use).
- 10 Legal issues over process were raised by one submitter in the hearing. These concerned

- a. the use of section 342 of the Local Government Act to temporarily close the road to vehicular traffic. Temporary road closures are provided for in Section 342 and Schedule 10 of the Local Government Act 1974. The submitter considered that a nine month trial period is not temporary. In response, the term temporary is not defined in the Local Government Act 1974. Using its common meaning, 'temporary' refers to something lasting for a limited time; that is not permanent.

A proposal for permanent pedestrianisation of Beach Street is presently not 'on the table.' The present trial is of finite duration and needs to be long enough to fully assess the impact of pedestrianisation of Beach Street, including the impact on traffic. A timeframe of nine months will allow the Council to monitor traffic and business activity over both the summer and winter peak periods to assess the full implications. As a

result of this, the Council will be able to make an informed decision in the future as to whether it wishes to commence a process to determine whether Beach Street should be permanently pedestrianised.

- b. The public notice of the consultation period did not adequately describe the trial. The respondent's assertion that the consultation material did not specify the time period (nine months) that the pedestrianisation proposals would be in place is correct. While in hindsight, providing the information about the length of the trial may have been useful, the following needs to be considered:
- i. The specific consultation required by Schedule 10 of the Local Government Act 1974 for temporary road closure (NZ Transport Agency and NZ Police) has been undertaken.
 - ii. The purpose of the wider public consultation which the Council decided to carry out was to elicit wider stakeholder and public views on the pedestrianisation options in order to inform the Council's decision on its preferred option for a trial. This has been achieved.
 - iii. If following completion of the trial, the Council decides to commence a process to declare Beach Street to permanently be a pedestrian only space the wider community will have a further opportunity to submit. Any process to declare Beach Street to permanently be a pedestrian only space under the Local Government Act 1974 will need to follow the special consultative procedure.

Statutory Consultation Outcomes

- 11 As required by the Local Government Act 1974, both the Police and NZ Transport Agency were consulted. Neither agency has concerns with the pedestrianisation options. The NZ Transport Agency, however, expressed its preference for the partial pedestrian option (A), where the street would be opened daily in the early morning for goods vehicle access, presumably to balance the goods delivery and pedestrian amenity demands on the street.

St Johns Ambulance / NZ Fire Service Consultation Outcomes

- 12 The key issue for the Fire Service and St Johns Ambulance is the impact that pedestrianisation options would have on their access to the street. The Fire Service and St Johns Ambulance would both be comfortable with the use of bollards if they were provided with sufficient keys for unlocking the bollards.



Bollards

- 13 The opportunity to use retractable bollards was raised by staff within the Property and Infrastructure Group following the commencement of consultation. Retractable bollards (pictured to the right)

are in place in Queenstown Gardens and the opportunity to use the town custodians to do the dropping and lifting of the bollards has been raised.



- 14 Accordingly if Option 3 (where the bollards would have to be dropped and lifted each day) was approved, we would propose to install this bollard system to physically prevent vehicle access during the pedestrianisation hours.
- 15 As discussed elsewhere in this report the use of bollards has been raised with the Police, Fire Services and St Johns Ambulance and does not cause concerns, provided keys are provided.

Parking

As noted earlier, the hearing panel's recommends that the short stay parking that would be removed under the pedestrianisation options not be replaced for the duration of the trial. This was in response to strong representations concerning the need to retain and, if possible, expand areas available for good service vehicles.

The draft Queenstown town centre transport strategy will be considered for adoption at the Council's December meeting. It should be noted that this strategy seeks to retain parking supply at 2015 levels. Accordingly if the lost parking was to become permanent after the trial, Council would have a commitment to replace this parking.

Risk Management

- 16 A risk table is set out in Attachment C. This presents an assessment of the broad project risks and stands separate from the Risk Section of this report, which relates only to the risks to Council.
- 17 The risk table highlights the series of the risk mitigations that should be delivered. These revolve around:
- Good communications of trial objectives and risks to the public
 - Effectively/timely monitoring of trial impacts
 - Development of criteria and process for early termination of the trial
 - Managing demolition / construction impacts from 23, 25, and 27 Beach Street

- 18 These point are addressed separately below

Communications

Project communications will be led by the Council's communications team. A communications plan will be prepared for approval by the infrastructure portfolio Councillors.

Monitoring

19 The risk management approach calls for monitoring of the trial in order to provide good information on business activity and traffic changes. Monitoring will address the following

- a. Traffic Impacts: the closure of Beach Street is likely to have little impact on traffic on adjoining streets. Changes in travel time reliability and travel times will be assessed making use of NZ transport Agency access to Tom-Tom data. This will provide information on past traffic movements, going back 5 years. In respect of travel on SH6A (Stanley and Shotover Streets). The information will not be able to isolate the impacts of the pedestrianisation from other factors affecting travel, including the implementation of the traffic signals proposals for the Stanley Street / Shotover Street and Stanley Street / Ballarat Street intersections.

This information will be provided free of charge by NZ Transport Agency and will be reported monthly to the infrastructure portfolio Councillors.

- b. Impacts on Business: It is proposed that Market View information be sought on cashless transactions for Beach Street businesses. This can compare information for the period of the trial against that of previous years. Again, it will not be possible to isolate the impacts of the pedestrianisation proposal from other factors affecting transactions, such as the opening of new groups and the general growth in visitor numbers affecting Queenstown

This information will cost in the order of \$1000 to obtain. This information will be obtained every 2 months and be reported to the infrastructure portfolio Councillors.

- c. Public satisfaction: It is proposed that towards the end of the trial period surveys of stakeholders (businesses, Beach Street users) be undertaken to assess stakeholder satisfaction with the proposal.
- d. Loading Zone utilisation: A key factor for the businesses is the ongoing servicing of businesses when goods vehicle access is restricted. Although this is partially addressed through the provision of additional loading zone, there is an underlying concern at the extent to which loading zones are being occupied illegally. The presence of nearby construction activities tends to exacerbate this concern. The Council's parking enforcement team will do its best to ensure the loading zones are only used by goods delivery vehicles. The extent to which this is achieved will be reported back to Council at the end of the trial.

Early Termination

20 The monitoring data together with public comment on the trial will enable its impacts to be assessed. A risk is that the trial has significant effects that required it to be brought back to Council for consideration.

Managing demolition / construction impacts

21 The October report to Council raised the proposal by Beach Street Holdings Ltd to demolish buildings at 23, 25, 27 Beach Street and to construct a new building in their place. The sites affected are highlighted in the following diagram.



22 We have discussed the proposal with Beach Street Holdings.¹ Key elements of the proposal are:

- a. The demolition will start on 18 January and last about a week.
- b. Site preparation, following demolition, and construction of the building structure will take four months and be completed in May 2016.
- c. Building fit-out will be completed by the end of June 2016.
- d. A licence to occupy has been granted to allow Beach Street Holdings to occupy the street-space shaded green in the following diagram to the right.

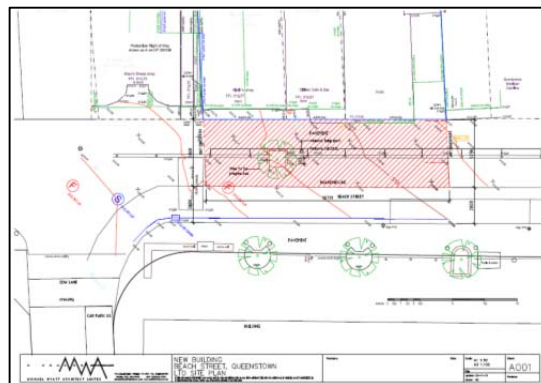
23 From the narrow perspective of the building demolition and construction, Beach Street Holdings supports the Option 2 and 3 pedestrianisation concepts (with access for demolition / construction vehicles) because it would simplify traffic management during the construction.



¹ A meeting was held on Friday 13 November with Peter Raby (Trojan Holdings Ltd), Anthony Stratford (Multiline Construction Ltd) and Scott Freeman (Southern Planning Ltd)

24 Under a pedestrianised option the LTO would have the footprint shown in the diagram to the right where the occupation of the parking spaces opposite the site is exchanged for a larger occupation of road area immediately adjacent to the sites.

25 If the Council wished to approve one of the pedestrianisation options, it would also be appropriate to vary the LTO that has been approved to reflect the occupation shown in the diagram to the right and to remove permission to occupy the carparks opposite the site.



26 This has the advantage of minimising the road occupied and freeing up the carpark area.

27 The other key impacts of the demolition /construction work will be the traffic and visual impact. Noise impacts are expected to be low, with some exceptions over short times. Beach Street Holdings has advised that most traffic activity would be confined to the early morning, with vehicular access during the day being out of the ordinary. We intend to formalise this through the traffic management plan for the construction activity that would stipulate:

- a. Acceptance of early morning deliveries – 4:00am to 9:00am
- b. Irregular/infrequent deliveries, with prior approval from Council (Road Corridor Engineer) - 9:00am to 5pm
- c. No deliveries – 5:00pm to midnight

Options

28 Option Refinements

29 The following paragraphs provide an assessment of the options. Under options 2, 3 and 4 the trial period would be from 11 January to 30 September 2016

30 Option 1 Leave Beach Street as is. This option would retain Upper Beach St in its current form, where it is a slow traffic environment and relatively 'pedestrian friendly'.

Advantages

- 31 No costs would be incurred.
- 32 Potential disruption to Beach Street businesses through more difficult goods delivery access would be avoided.
- 33 There would be no reduction in town centre parking supply.

Disadvantages

34 Opportunity to test pedestrianisation is not pursued. This would bring into question future Council and DowntownQT initiatives to improve pedestrian amenity within the Queenstown town centre.

35 Option 2 Full Pedestrianisation. Under this option

- Upper Beach St would be closed at all times to all vehicles except emergency and maintenance vehicles.
- The full closure would be 'supported' by removable bollards at either end of the pedestrianised section of road.
- P15 parking in Cow Lane would become loading zone.

Advantages:

36 The full pedestrianisation option is tested and information gathered to guide further town centre pedestrianisation initiatives.

37 Improved pedestrian environment in upper Beach Street.

Disadvantages:

38 Costs will be incurred in carrying out the trial.

39 Loss of goods service vehicle access to Beach Street.

40 Reduced route options for traffic within the town centre.

41 Option 3 Partial Pedestrianisation (A). Under this option

- Upper Beach St would be closed to all vehicles except emergency and maintenance vehicles 18 hours a day (i.e. from 10:00am to 5:00am the next day) and 7 days a week. At other times the street would be open to goods service vehicles.
- The daily opening and closing of Beach Street to vehicles would be assisted by retractable bollards.
- P15 parking in Cow Lane would become loading zone

Advantages:

42 A partial pedestrianisation option is tested. The nature of the option will provide some guidance on the effects of shared space and full pedestrianisation scenarios.

43 Provides limited-hours access to Beach Street for goods service vehicles.

44 Improved pedestrian environment in upper Beach Street.

Disadvantages:

45 Costs will be incurred in carrying out the trial.

46 Loss of all-day goods service vehicle access to Beach Street.

47 Reduced route options for traffic within the town centre.

48 Option 4 Partial Pedestrianisation (B). Under this option Upper Beach St would be closed to all vehicles except goods service, emergency and maintenance vehicles at all times. This traffic management option would be supported by signage, but no physical barriers. The parking zones in Upper Beach Street would be removed

Advantages:

49 A limited pedestrianisation option is tested

50 Full goods vehicle access to Beach Street is retained

Disadvantages:

51 Costs will be incurred in carrying out the trial.

52 Reduced route options for traffic within the town centre.

53 Halfway-house nature of option may give rise to conflicts between goods service vehicles and pedestrians.

54 Reliance on signage may not prevent unauthorised vehicles using Beach Street

55 This report recommends Option 3 for addressing the matter.

Significance and Engagement

56 The factors to be considered in assessing the significance of the matters addressed by this report are fourfold. These, and the assessment are outlined in the following table

Factor	Assessment
Importance to the Queenstown Lakes District	Low. The proposed changes are of low impact in terms of physical changes.
Community Interest	Medium-High: the matters of high importance to sectors of the community, in particular the Beach Street businesses and their customers
Inconsistency with existing policy and strategy	Low. The pedestrianisation proposals are consistent with the DowntownQT commercial strategy and the draft Queenstown town centre strategy (acknowledging that the latter is not at this stage <i>existing</i> strategy)
The impact on the Council's capability and capacity	Low. The low cost nature of the proposal is well within Council's capability to install and operate.

57 Overall, this matter is of low-medium significance, as determined by reference to the Council's Significance and Engagement Policy.

58 *Risk*

59 This matter relates to the strategic risk SR1: Current and future development needs of the community (including environmental protection), as documented in the Council's risk register. The risk is classed as high. This matter relates to this risk because this proposal relates to the future function of town centre roads (with specific regard in this instance to upper Beach Street).

60 The recommended option addresses this risk by proposing a trial that will be monitored. The trial outcomes will be reported to Council for consideration over the future form of Beach Street.

Financial Implications

61 The implementation of the recommended option would have the following estimated costs

- a. Installation of bollards and signage: \$8,000.
- b. Monitoring: \$5,000
- c. Communications: \$5,000

62 These costs can be met through the Queenstown town centre strategy implementation budget.

Council Policies, Strategies and Bylaws

63 The following Council policies, strategies and bylaws were considered:

- a. Draft Queenstown town centre transport strategy.
- b. Significance and engagement policy

64 The recommended option is consistent with the principles set out in the named policy/policies.

65 This matter is included in the 10-Year Plan/Annual Plan through the provision that has been made to the Queenstown town centre transport strategy implementation.

Local Government Act 2002 Purpose Provisions

66 The recommended option:

- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by testing the pedestrianisation of Beach Street;

- Can be implemented through current funding under the 10-Year Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

Consultation: Community Views and Preferences

67 The persons who are affected by or interested in this matter are

- a. Beach Street and town centre businesses and their customers and the companies that provide service to these businesses (i.e. goods deliveries, emergency services).
- b. Beach Street 'road users', including motorists and their passengers, cyclists and pedestrians.

68 The Council has undertaken several tiers of consultation

- a. Consultation required by Section 342 and Schedule 10 of the Local Government Act 1974. Schedule 10 requires that we consult with the NZ Police and the NZ Transport Agency. Letters outlining the options being considered were sent to NZ Transport Agency's Southern Business Unit Manager and the Police's Otago Lakes Area Commander.
- b. To ensure all three arms of the emergency services were aware of the pedestrianisation proposal, the proposal was discussed with the NZ Fire Service Fire Risk Management Officer and St Johns Team Manager.
- c. Public consultation. An invitation to provide feedback was provided through
 - i. a leaflet drop to businesses in the core of the town centre
 - ii. letters to owners of Beach Street properties affected by the proposals.
- d. The consultation leaflet was also 'distributed' by DowntownQT to DowntownQT and Chamber of Commerce members.
- e. The consultation was given publicity through articles in local media and through a public notice in the Otago Daily Times.
- f. The responses received are discussed in the comments section of this report.

Legal Considerations and Statutory Responsibilities

69 In order to implement a pedestrianisation option the Council needs to make a decision pursuant to the Local Government Act 1974.

70 Parking changes (restricting the use and duration of parking) are enabled by resolutions pursuant to Clause 7 of the Council's Traffic and Parking Bylaw.

Attachments

- A Consultation Material
- B Hearings Panel Report
- C Risk Table

Attachment A: Consultation Material

WHAT

The Council is considering whether to restrict vehicles from using the upper part of Beach Street (between Camp Street and Cow Lane).

WHY

Our aim is to improve the experience for shoppers and others walking around the town centre.

EMERGENCY ACCESS

Under **ALL OPTIONS** being considered emergency access would still be provided.

PARKING CHANGES

Under **OPTIONS 2, 3, AND 4** we'd also make changes to parking by

- Converting the P15 car parking in Cow Lane into a loading zone
- Converting the loading zone in lower Beach St (between Rees St and Shotover St) to provide a minimum of 5 new carparking spaces

HAVE YOUR SAY

A major consideration in the Council's decision will be what the people who work and shop in the area think about the options. We encourage you to go to the Council's website (www.qldc.govt.nz) and have your say.

THE DEADLINE FOR GIVING US FEEDBACK ONLINE IS 20 NOVEMBER and there will be an opportunity to present you views to councillors approximately a week later.

Have your say

Go to www.qldc.govt.nz. The deadline for feedback online is **20 November**.

Beach Street Pedestrianisation

QUEENSTOWN LAKES DISTRICT COUNCIL

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Four options are being considered

1 LEAVE BEACH STREET 'AS IS'

This option would retain Upper Beach St in its current form, where it is a slow traffic environment and relatively 'pedestrian friendly.'

2 FULL PEDESTRIANISATION

Upper Beach St would be closed at all times to all vehicles except emergency and maintenance vehicles. The full closure would be 'supported' by removable bollards at either end of the pedestrianised section of road.

3 PARTIAL PEDESTRIANISATION (A)

Under this option Upper Beach St would be closed to all vehicles except emergency and maintenance vehicles 18 hours a day (i.e. from 10:00am to 4:00am) and 7 days a week. At other times the street would be open to goods service vehicles. The closure would be 'supported' by signage (the daily task of taking down / putting up bollards at either end of the street is regarded as impractical).

4 PARTIAL PEDESTRIANISATION (B)

Under this option Upper Beach St would be closed to all vehicles except goods service, emergency and maintenance vehicles at all times. This traffic management option would be supported by signage, but no physical barriers.

Attachment B: Hearing Panel Report

Beach Street Pedestrianisation: Hearing Panels Responses

Introduction

A feedback period over options for pedestrianising Beach Street commenced on 30 October and concluded on 20 November 2015. At feedback deadline 107 online responses had been received.

Feedback was received from the Police and NZ Transport Agency (under the Local Government Act 1974 we are required to seek these two agencies' views on this type of proposal). The options were also discussed with the Fire Service and St Johns Ambulance.

A hearing, to enable the respondents to speak to their written comments, was held on Wednesday the 25th of November. The Panel conducted its deliberations over the matters raised by respondents immediately following the close of the hearings.

The following provides an outline of the points raised in feedback, and (in bold italics) the hearings panel's responses. The final section sets out the panel's recommendations to the Council.

Option 1. Leave Beach Street 'As Is'.

This option is the 'do nothing' option. Comments made on this option were generally in response to the respondent's opposition to pedestrianisation. The points made were:

- Pedestrianisation is not necessary – the current situation is fine (“it’s not broke, so don’t fix it”)
 - There are few crashes involving pedestrians and vehicles
 - Few vehicles actually use Beach Street.
 - There is no evidence of a problem from a traffic/ foot traffic management perspective
- Pedestrianisation opposed because it would remove a link in the town centre road network - would increase congestion on Shotover Street. Beach Street is needed to allow vehicles to avoid the Shotover Street congestion.
 - More route options for vehicles are required rather than less
 - It is very handy to be able to whip in/out of Beach Street when doing errands or picking up takeaways.
 - Pedestrianisation will remove an area off the main arterials where people can be picked up / set down without disrupting traffic flow. This will discourage people from coming into town
- Already too many pedestrian areas in town
- Consider a 10kph zone rather than closing off Beach Street to regular traffic
- There is easy pedestrian access through town now with little hindrance.

Hearings Panel Responses

- ***The pedestrianisation options provide opportunities to improve the town centre for pedestrians. The DowntownQT commercial strategy has identified improved pedestrian flow as central to the future vitality of the town centre. Many submissions supported pedestrianisation on the basis that Beach Street in its current form was not providing well for both pedestrians and vehicles.***
- ***The impact of a Beach Street closure on Shotover Street traffic in particular will need to be monitored and reported back to Council. It is felt that the current use of upper Beach Street is low, but that it is used as a shortcut by some to avoid Shotover Street congestion. As traffic pressure on town centre streets grows it could be surmised that this would encourage more traffic use of***

Beach Street, which would create a greater conflict between vehicles and pedestrians.

Option 2. Full Pedestrianisation

This option proposed closure of Beach Street (between Camp Street and Cow Lane) at all times. The points made were:

- Visitor numbers are growing as is the number of pedestrians. This is the way of the future – good first step in pedestrianising the whole of the CBD – something special that would be the envy of others.
- Full pedestrianisation is the safest option – eliminates the risks associated with vehicles and the ambiguity of the other pedestrianisation options.
- As it stands Beach Street is narrow with many distractions for drivers and pedestrians
- Will improve pedestrian life in a busy shopping street. Will be more pleasant for pedestrians, with less car fumes.
- Vehicles should be restricted to the periphery of the town centre to reduce congestion
- Full pedestrianisation of Beach Street would benefit the whole of the town centre – encouraging people to stay longer and spend more. – at the moment, town centre doesn't engage the locals – you go and get out asap.
- Full pedestrianisation enables installation of more permanent features including greenery (that don't have to be placed out/removed daily).
- Traffic only uses this road because it can rather than because it needs to. Vehicle use of Beach Street offers few benefits
- We have too many cars in the town centre, disturbing pedestrian movements
- Full pedestrianisation would be unfair on businesses needing goods access
- Full pedestrianisation, followed by a complete re-vamp of Beach Street is long overdue.
- This option is consistent with the DowntownQT Strategy.

Hearings Panel Responses

- ***The panel acknowledges that full pedestrianisation may be the appropriate form of upper Beach Street in the medium term and that this would be consistent with directions sought by DowntownQT, some businesses and many members of the public.***
- ***The Panel acknowledges the argument that this option should be pursued in order to bring to the fore all the issues that are likely to emerge from pedestrianisation. The panel is concerned, however, that ignoring the concerns of businesses, particularly around goods service access, may set up the trial for failure.***

Option 3. Partial Pedestrianisation (A)

This option entails the opening of Beach Street to goods service vehicles for limited hours from 4:00am through to 10:00am each day. The option did not propose installation of bollards to prevent vehicles getting onto Beach Street at other times, relying on drivers complying with signage. The points made were:

- This option best balances the needs of the business owners, who need goods access to their businesses, and the needs of residents
- Tourists see Beach Street as a pedestrian area anyway and step out in front of traffic without looking. The change will make it safer.
- Before 10:00am when pedestrian numbers are low is a good time for allowing goods delivery vehicles to use Beach Street.

- Would support this option if the start time was pushed back to midday – businesses have low sale volumes in the mornings and high need for deliveries.
- Early morning goods access would be consistent with what happens in many overseas cities.
- If bollards are not possible with this options other ways of making Beach St look less like a traffic route are needed.
- The proposed open hours for goods access is insufficient for Beach Street businesses – the best organised couriers, etc. will not be able to operate to these restricted hours, and cow lane does not provide access to many businesses

Hearings Panel Responses

- ***The hearing panel's view is that this option best balances the objective of improving Beach Street for pedestrians with the servicing needs of the businesses. It also presents opportunities to test aspects of shared streets and full pedestrianisation. To this end, the panel recommends implementation of this option with***
 - ***The removal of painted parking / loading bays and associated signage***
 - ***Council staff working with DowntownQT and businesses to improve the street environment through aspects such as screening of the demolition / construction site, removal and/or painting of bollards, use of available space to increase the enjoyment of Beach Street***
- ***It is acknowledged that partial pedestrianisation will limit how the street area is occupied during the trial. It will mean that space will need to continue to be provided in the early morning period for goods vehicles move along and park in Beach Street.***
- ***The hearing panel heard strong arguments for extending the hours that Beach Street would be open to goods vehicles to at least 11:00am. The panel acknowledged the points raised by Mr Byers (Bidvest) that a 10:00am closure would require significant changes to his company's delivery schedules. However, the 10:00am closure time will allow businesses to set up on-street ahead of the busy midday period.***

Option 4. Partial Pedestrianisation (B)

This option proposes that Beach Street be open to emergency vehicles, maintenance vehicles and goods service vehicles at all times. The points raised were:

- Concerned that this option would result in crashes because vehicles would still be using the street.
- Beach Street and Cow Lane are difficult to access because of the amount of general traffic in this area.
- The other pedestrianisation options will make things more difficult and less reliable for service delivery businesses, their employees and their customers.
- More loading areas are needed - would be a bad situation closing roads without new options being provided.
- Many businesses don't provide large storage areas on site so rely on up to 4 deliveries per day (one respondent went further to say that they operate from a 'tiny kiosk' and need hourly deliveries.
- Consider an electronic bollard system that will have bollards lower into the ground to allow authorised vehicles onto the pedestrian space.
- Adoption of this option will reassure businesses that they will still get deliveries.

Hearings Panel Responses

- ***This option is least favoured by the Panel of the pedestrianisation options, because it would continue the unpredictable presence of goods delivery***

vehicles in Beach St, and would not represent a significant improvement for pedestrians.

Parking

- The proposed loading zones in Cow Lane should alleviate the concern over loss of loading zones in Beach Street
- Existing loading zones in Lower Beach Street need to be retained for maximise efficiency of goods deliveries.
- Concerned about the loss of carparks that are not being replaced. There is a need to balance the loss of parking with provision of additional parking in close proximity to the CBD
- Need to better consider the needs of locals before removing parking that is close to shops.
- Access through Cow Lane is difficult because of vehicles being parked illegally
- There should be no expectation of being able to park in the centre of town. The parking in Cow Lane should be replaced by loading zone, with no additional carparking elsewhere in the centre.
- Concerned that construction activities are given use of loading zones.
- Consider a restriction on trades parking in the town centre
- The proposed loading zone in Cow Lane will be easier to use than the present loading zone in upper Beach Street.

Hearings Panel Responses

- ***The panel supports the conversion of the P15 carparking in the section of Cow Lane adjacent to the intersection with Beach Street. This is required to mitigate the effects of reduced goods service vehicle access brought about by pedestrianisation.***
- ***In promoting the installation of a loading zone in Cow Lane the Panel highlights the need for Council to improve the compliance with the existing no parking restrictions in Cow Lane and ensuring that loading zones in this area are used only by Goods Service Vehicles.***
- ***The Panel does not support the replacement of sections of loading zone in lower Beach Street with carparking because of the pressure this would place on the remaining loading zones. Given the availability of parking nearby in Man Street carpark the panel recommends that the parking lost through the implementation of the pedestrianisation proposal and the loading zone in Cow Lane not be replaced during the period of the trial***

General

- Council's public notification of the proposal is deficient and therefore the trial should not proceed
- Important to ensure that Cow Lane does not become a thoroughfare in its own right.
- Consider an option where Beach Street is only closed to traffic between 10:00am and 4:00pm. This would allow a better mix of use.
- Council has been avoiding doing anything about the gridlock. Let the town centre interest group put up the fairy lights but don't let them screw up the roads
- Go further than what is proposed and make all Beach Street together with Marine Parade and Rees Street pedestrianised.
- The end points of the pedestrianised area need to be managed carefully to ensure they are not dangerous for pedestrians. Beach Street and other town centre streets provide a pedestrian scale environment which enhance area as place to shop, entertain, etc.
- Something urgently needs to be done about the O'Connells eyesore.

- Town centre should be completely pedestrianised – would create a village atmosphere.
- Beach Street is long overdue for a street upgrade – it is a danger zone for high heels and some of the gutters have water pouring directly onto the footpath.
- It is important to streetscape the area to make the most of the space
- Pedestrianisation will increase the amount of footfalls in the street.
- Create better parking around town and have the CBD better suited to pedestrians and bikes. Parking should be future proofed
- Provide wide footpaths and bike lanes for commuters.
- There is a need for more information to come out about the proposed demolition of the buildings on Beach Street.
- If area-wide pedestrianisation is sought, a ring road of sorts needs to be in place to ensure continued vehicle circulation.
- Remove the horrible bollards that line Beach Street
- Important that the impacts of any option pursued are monitored
- Beach Street has so much potential, if pedestrianised.
 - Consider having a market down the centre of the street on Saturdays.
 - Encourage shops/cafes to have tables and chairs out on the street

Hearings Panel Responses

- ***The panel has asked officers to report to the Council on the issues raised concerning the validity of the public notice of the consultation process.***
- ***Many of the above points are outside the scope of the pedestrianisation options. These points will all be reported to Council for consideration. The panel understands that the Queenstown town centre transport strategy will be reported back to the Council for adoption in December 2015, and that this will provide context for future shared space / pedestrianisation proposals as well as parking and roading development.***

Summary of Hearing Panel Position

The hearings panel recommends to Council that “Option 3: Partial pedestrianisation option (A)” be implemented with the following amendments from that consulted on

- ***The period that upper Beach Street is open to goods service vehicles is from 5:00am to 10:00am daily***
- ***No changes are made to the loading zones in lower Beach Street***
- ***Road markings and parking signage are removed in the upper section Beach Street***
- ***Council staff work with DowntownQT and Beach Street businesses to improve the street environment through aspects such as screening of the demolition / construction site, removal and/or painting of bollards, and use of available space to increase the enjoyment of Beach Street***
- ***A monitoring programme be formally adopted by Council to provide indicators of the project on traffic flow on Shotover Street, business activity, public opinion, loading zone usage (including compliance with restrictions on their use)***

Attachment C: Risk Table

Item	Likelihood / consequence	Action / Mitigation
Retail / business opposition to proposal.	High likelihood given that some retailers are known to oppose pedestrianisation.	Use consultation process to identify issues and, where possible address these through Council's decision in December
	Consequences: The consequences will be damage to Council's and DowntownQT's reputation – this will be exacerbated by the high profile nature of the trial	
Trial has negative impact on retail activity	Low likelihood, given that proposal builds on existing pedestrian provision in Beach St.	Monitor business activity and be prepared to terminate trial early.
	Consequences: businesses close or down-scale.	
Vudu refurbishment impacts significantly upon pedestrian activity.	Medium likelihood – scale and duration of the refurbishment is unknown.	Implement measure to mitigate impacts: restrictions on vehicular access; screening of site, consolidation of areas of road occupied. Monitor changes in business activity within the trial period to determine impact of refurbishment activity OR delay trial until work is finished. Deal with refurbishment up-front in Council communications.
	Consequence: Observations of business activity during trial does not accurately reflect the true impact of pedestrianisation. Council open to ridicule for undertaking the trial when it knew all along of the refurbishment	
Project costs are higher than anticipated.	Low likelihood given that project is of small scale.	Present project costs to Council's December meeting.
	Consequence: Budget blows out.	
Process for establishment of trial is flawed and is challenged.	Medium – businesses may regard the stakes involved in the trial as too high and may seek judicial review	Draw out business concerns through consultation, and respond to these through Council decision in December.
	Consequences: The costs of participating in a judicial review are likely to be high. Immediate effect would be to delay implementation until March / April	
Trial doesn't reflect true impact of pedestrianisation because no significant streetscaping undertaken.	Medium: the existing bollard that line the carriageway, will most likely, stay.	Encourage DowntownQT to use the space created by the pedestrianisation project
	Consequence: The trial reduces likelihood of permanent pedestrianisation.	
Insufficient internal resources to administer the trial over the	Low: The trial is likely to have high priority by virtue of its high profile.	Develop interim report backs for monitoring.

nine months		
Closure of Beach Street significantly increases congestion on Shotover St.	<p>Consequence: the trial is not monitored effectively, negating the purpose of the trial to gather information. The trial may not be terminated quickly when businesses are suffering significant impacts.</p> <p>Low: current vehicular use of Beach Street is low. Consequence: Travel time reliability of travel through Queenstown town centre is worsened for all road users</p>	Monitor travel time reliability against past years performance at same time of year.