

**AUCKLAND TRANSPORT
STATEMENT OF PROPOSAL
LOWER QUEEN STREET (Customs
Street to Quay Street) TYLER STREET
AND GALWAY STREET, AUCKLAND -
PEDESTRIAN MALL AMENDMENT
DECLARATION
[JUNE 2020]**

STATEMENT OF PROPOSAL FOR AMENDING THE PEDESTRIAN MALL DECLARATION: LOWER QUEEN STREET, TYLER STREET AND GALWAY STREET, CENTRAL AUCKLAND

A. INTRODUCTION

Auckland Transport (AT) proposes to amend the pedestrian mall declaration that currently exists on Lower Queen Street to remove the exemption for buses and to include parts of Tyler Street and Galway Street in accordance with section 336 of the Local Government Act 1974. AT is seeking the views of the public on its proposal.

This Statement of Proposal sets out the background to the proposal, details of and reasons for the proposal, how the public can view and obtain copies of documents relevant to the proposal, and how submissions on the proposal can be made.

B. BACKGROUND

Queen Street is considered the main street of the central valley in Auckland's city centre. It is a major commercial and retail street for Auckland and is one of the busiest pedestrian streets in New Zealand. It runs from the Waitematā Harbour up to the ridge line of Karangahape Road, over the State Highway 1 motorway cutting and onto the city fringe beyond.

The area of Lower Queen Street subject to this pedestrian mall proposal lies between Customs Street and Quay Street and is classified as a local road. Tyler Street and Galway Street adjoin this area of Lower Queen Street.

Lower Queen Street lies at the junction of the three main public transport modes and stations for Auckland; these are the ferry terminal on Queens Wharf, the train station at Britomart and the many various on-road bus stops surrounding this area.

Prior to the City Rail Link (CRL) works, Lower Queen Street, Tyler and Galway Streets were a busy bus interchange and restricted motor vehicles other than buses. The area had been declared a pedestrian mall with an exemption for buses and vehicles turning into Tyler Street from Quay Street and out of Galway Street to Custom Street. It was dedicated to bus movement, passenger movements and general pedestrian movement to/from other nodes of public transport and the surrounding retail, commercial businesses, and residential dwellings.



Photo of Lower Queen Street prior to the start of CRL works

Prior to the commencement of the Commercial Bay development there was a large area of road reserve adjoining Lower Queen Street. This was used as open space plaza known as Queen Elizabeth Square. The square allowed access to the Downtown Shopping Centre and the buildings that fronted the Square. It also allowed for some public seating and amenity.

It was acknowledged during the Environment Court process over the sale of the site that this Square had not met expectations. It was windy and shaded for much of the day; it was constrained by a massive tree pit area and the placement of a sculpture within the Square was not appropriately situated.

This road reserve area was formally closed, sold by Council, and then rezoned to allow the expansion of the Commercial Bay development over the land parcel. As part of the agreement for this sale, dedicated funds were allocated to open space development on the harbour's edge. Queen Street was expressly excluded from this funding agreement.



Downtown Shopping Centre pictured in 2015 (demolished in 2016) with part of the Queen Elizabeth Square shown in front (Photo: Sir George Grey Special Collections, Auckland Libraries 1385-110)

Lower Queen Street, Tyler Street and Galway Street are all legal roads and as part of the Auckland transport system, are under the control and management of Auckland Transport.

Lower Queen Street has undergone many transformations. It has been a harbour, a wharf, a road for vehicles, a pedestrian mall, a pedestrian mall with access for buses only with minor movements permitted for motor vehicles. Lately, the area has been closed to general traffic and buses with managed dedicated access for pedestrians and construction traffic as CRL and Commercial Bay are built.

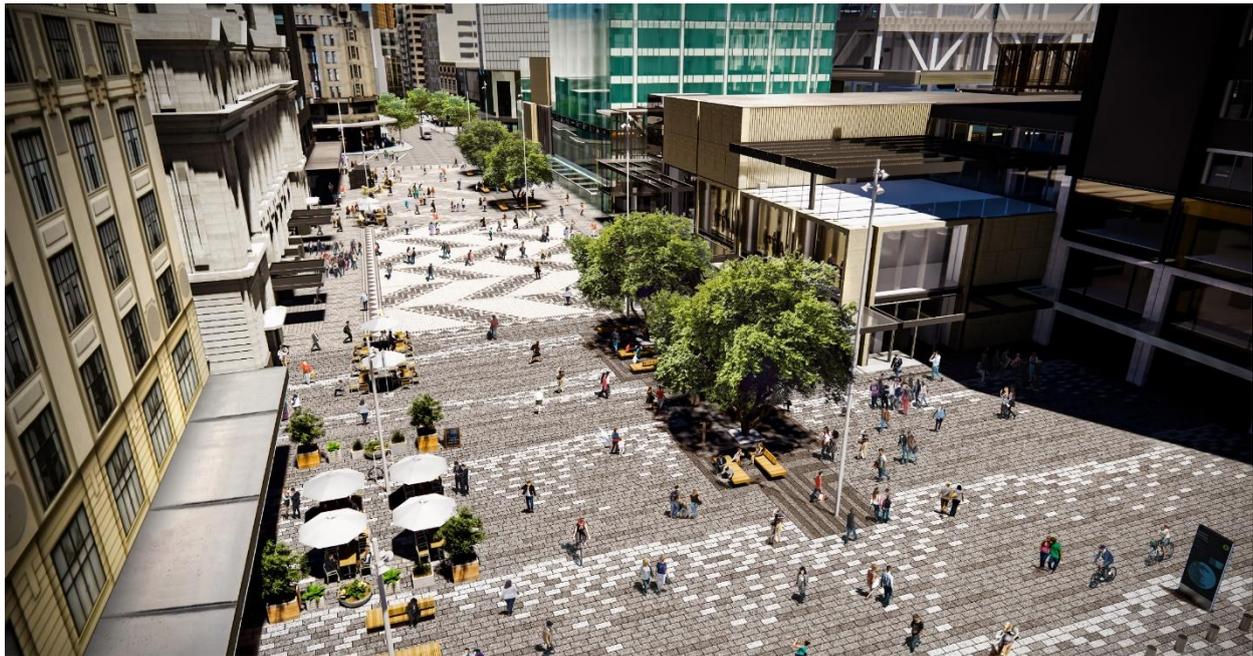
Tyler and Galway Streets have had their road status amended from a standard local roadway thoroughfare to that of a shared zone. Once the decision was made by Auckland Transport not to return commuter bus routes and bus stops to Tyler Street and Galway Streets, the shared zone was deemed sensible to remain in place post construction.

The CRL construction works for this part of Lower Queen Street prior to the impacts of Covid-19 were programmed to be completed by December 2020, and Tyler and Galway Streets completed by June 2021. Commercial Bay is planned to be open in June 2020. There will be

on-going construction work as the HSBC building is redeveloped into a hotel.

The new Lower Queen St plaza will connect Auckland's city centre to the Waitematā Harbour and will be an important asset for Auckland's communities; becoming a space for celebration, formality and parade.

The design response for the plaza incorporates Mana Whenua and cultural heritage values. Its character will also reflect New Zealand's unique environment and cultural history. Five new native trees will be planted in Lower Queen Street, with another eight will be planted in Tyler and Galway Streets.. High quality street furniture is also being built into the area.



Artists' render of Lower Queen Street area once its completed as part of the CRL project by the end of 2020

The CRL project has been widely consulted, including the intention of declaring Lower Queen Street, part of Tyler and part of Galway Street a pedestrian mall.

Under section 336 of the Local Government Act 1974 a council has the power to declare a specified road or part of a specified road to be a pedestrian mall. A declaration may include exemptions and conditions. AT holds this power with respect to roads within the Auckland Transport system.

AT is proposing to amend the current pedestrian mall declaration for this part of Lower Queen Street to remove the exemption for buses and to include part (approximately 16m) of both Tyler Street and Galway Street and is seeking the views of the public on its proposal. This Statement of Proposal forms part of the special consultative procedure that AT is required to follow under section 83 of the Local Government Act 2002.

C. PROPOSAL

AT proposes to extend the current pedestrian mall on lower Queen Street between Custom Street and Quay Street to include the full width of that road and part (approximately 16m) of Tyler Street and Galway Street, Auckland City, a pedestrian mall. The expanded pedestrian would be the blue shaded area on the diagram in **Addendum 1**.

Proposed prohibition

It is proposed that the driving, riding or parking of any vehicle, or the riding of any animal, is prohibited on the pedestrian mall at all times.

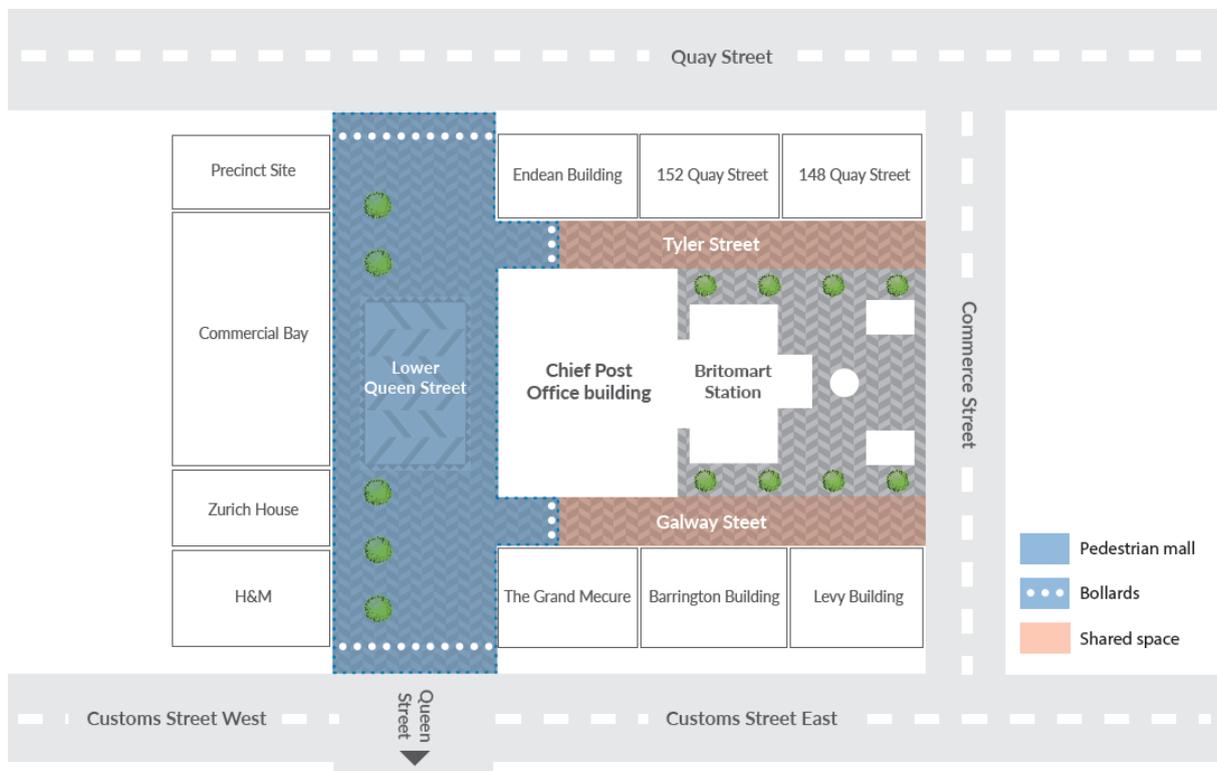
Proposed exemptions

It is proposed that the following exemptions will apply to the pedestrian mall:

- Cyclists (and riders of wheeled recreational devices) will be exempt from the prohibition and may access any part of the pedestrian mall at all times but must give priority to pedestrians.
- Emergency service vehicles will be exempt from the prohibition and may access the pedestrian mall at any time that is necessary in the circumstances.
- Authorised vehicles (with prior permission from AT) will be exempt from the prohibition and may access the pedestrian mall during times they have been authorised by AT to access when necessary to undertake maintenance, make essential deliveries or collections; or assist with activities occurring within the pedestrian mall.

AT will manage and monitor access of authorised vehicles by way of automated retractable bollards on Tyler and Galway Streets. There will also lockable bollards located on Lower Queen Street at the Customs and Quay Street ends of the pedestrian mall. All the bollards will always generally remain locked and upright but will be able to be moved to provide access to authorised vehicles when needed. As the pedestrian mall will always be predominantly a pedestrian space any vehicle moving through it (including cycles) will need to treat it as a shared zone. This means that moving pedestrian have right of way over vehicles but must not unduly obstruct vehicles.

Proposed map of pedestrian mall:



D. REASONS FOR THE PROPOSAL:

There are several reasons for the proposal to amend current pedestrian mall declaration for this part of lower Queen Street, Tyler Street and Galway Street. The main reasons are set out below:

- The City Centre Masterplan shows the waterfront area, from the harbour edge back to Customs Street, as pedestrian focused and prioritized.
- The area of the expanded pedestrian mall will become even more of major transport hub than it was previously; with interchange between three modes of public transport; buses, ferries and an expanded rail system. This area of public realm functions as a major outdoor component of the movement and interchange of passengers as they become pedestrians while changing modes or ending their journeys. The pedestrian mall will safely support this function.
- This area is the front door to Auckland's city centre and the Waitematā Harbour, welcoming millions of visitors each year. A full pedestrian mall here provides the opportunity for a fitting welcoming entrance and farewell location for this movement.
- The area has served major events, marches, and protests over the years. These have disrupted day-to-day activity in the city centre. With commuter buses no longer passing through this area and no destination traffic movement, this space will support a highly functioning space suitable for various scaled events, without necessarily disrupting wide areas of the city centre.
- To make this full pedestrian mall feasible, Auckland Transport has already decided to withdraw the commuter bus movements from the area. The northern and north-west bus station will be placed on Lower Albert Street and the remaining bus routes located elsewhere.
- Both the Waitematā Local Board and the Auckland Urban Design Advisory panel considered that the initial concept designs which maintained general vehicle and bus thoroughfare were unsuitable. Both expressed unanimous support for removing vehicles from this area.
- The reinstatement of a pedestrian mall still allows for managed access for all necessary movements to maintain services, buildings and their uses, on and adjacent to the area. All adjacent buildings have alternates for access, including loading and unloading away from the proposed pedestrian mall. For specific occasions when essential deliveries or collections need to be made on Tyler Street or Galway Street in a vehicle that is too large to safely turn around or reverse out of those streets it will be possible for AT to authorise the vehicle to proceed safely through the mall past the front of the Chief Post Office building and out on the other street as a loop back to Commerce Street.
- The general public when consulted on the area as part of the wider CRL proposal were generally supportive of a vehicle prohibited public space, dedicated to pedestrians and recreational use. Many members of the public considered that this would help to create a sense of community and allow for a variety of community activities.
- Declaring this part of Lower Queen Street and parts of Tyler and Galway Streets a pedestrian mall creates more visual appeal and amenity for the area. The large paved plaza being built ensures better connections between spaces and provides for more fitting frontage to the heritage Chief Post Office building and new Commercial Bay development.
- This change should enhance accessibility for mobility-impaired users who, under the previous design, have had to navigate kerbs and large moving vehicles to get around this area.
- Allowing cyclists access through the area supports AT's long-term walking and cycling strategy, promotes a healthy lifestyle and a connection with the wider cycling network. Specifying that cyclists must give priority to pedestrians maintains the primary focus of

the area on pedestrians and will ensure that cyclists are encouraged to ride safely and at an appropriate speed through the pedestrian mall.

E. AUCKLAND COUNCIL CITY CENTRE MASTERPLAN

The 20-year vision for the heart of Auckland – the [City Centre Masterplan](#) (CCMP) has been refreshed. The previous 2012 CCMP has been updated to reflect new plans, proposals and changes. The 2020 CCMP is a fully-digital document, designed to be viewed on computers and mobile devices.

The refreshed CCMP is consistent with the statutory Auckland Plan outcomes. It also corresponds with the Auckland Unitary Plan and the Auckland Climate Action Framework. The CCMP is thus the vision for delivering the Auckland Plan Outcomes in the city centre.

The CCMP refresh was led by Auckland Council’s Auckland Design Office, working alongside Auckland Transport (AT) and Panuku. This core working group engaged extensively with subject matter experts, businesses, residents, iwi, membership organisations and elected representatives.

Extensive targeted and public engagement on the CCMP refresh was undertaken between July 2019 and February 2020, with 76% of respondents supporting the vision. The CCMP thus represents significant political and public consultation and buy-in, with commitment to delivery.

The CCMP is structured around:

- Ten outcomes: High-level cross-cutting themes, linking the Auckland Plan to the city centre
- Eight transformational moves: Place-based interventions for specific areas in the city centre.
- Access for Everyone (A4E) a new network strategy for city centre roads and streets.

The CCMP is a coordinated vision and all city centre projects, proposals and interventions should be consistent with it. Public and private proposals will thus be expected to deliver the agreed 20-year vision for the city centre and waterfront.

A common theme in public feedback was the need for deep and meaningful engagement with city centre stakeholders, particularly regarding transport, access and street management. Delivery of components of the CCMP vision will be informed by targeted engagement on a case-by-case basis. This includes Lower Queen Street.

Proposal and the CCMP

Lower Queen Street is central to the CCMP vision. It particularly corresponds to the following components:

- [Outcome 2: Connected City Centre](#). This aims to enable safe, healthy and sustainable travel options to improve people’s access and choice of transport modes into and around the city centre. Lower Queen Street is a crucial piece of public realm for connecting people to enhanced bus, rail and ferry services, where footfall is expected to increase eightfold this decade.
- [Outcome 5: Public life](#). Public realm needs to work well for all Aucklanders and visitors to Tāmaki Makaurau. This applies to the “golden-T” of public realm currently under development in Quay Street and Lower Queen Street.
- [Outcome 10: Prosperous City Centre](#). Auckland city centre has the highest job density in New Zealand and this has attracted substantial investment in commercial space in its best-connected areas, including Lower Queen Street. The design and management of this space needs to maximise its potential to contribute to Auckland’s appeal and

prosperity.

- [Transformational move 1: Māori Outcomes](#). This proposes two interventions in downtown and midtown Auckland along the Queen Street axis. Lower Queen Street is part of the route between the two of them.
- [Transformational move 3: Waihorotiu / Queen Street Valley](#). This proposes to make this axis more accessible, more attractive and more prosperous, with pedestrian-friendly streets and better connections to the rest of the city centre.
- [Transformational move 5: Transit oriented development](#). This move will shape planning and development in the best-connected areas of Auckland, including Britomart. It maximises the benefits of investment in public transport and associated public realm.
- [Transformational move 8: Harbour edge stitch](#). This will unite the city centre and waterfront through public realm improvements and new developments.
- [Access for Everyone \(A4E\)](#): This integrates long term planning, city management and investment, transforming how people and freight move in the city centre. By enabling a decisive mode shift away from private vehicles, it aims to make better use of finite city centre space and improve the quality of the environment. This is particularly important for the most heavily-used city centre spaces such as Lower Queen Street.

F. VIEWING OF DOCUMENTS AND OBTAINING COPIES:

This Statement of Proposal will be made available to the public in accordance with section 83 LGA 2002.

Copies of this Statement of Proposal may be viewed and a copy obtained via:

- Contacting Auckland Transport Contact Centre on 09-3553553;
- Auckland Transport's Head Office, Reception area, 20 Viaduct Harbour Road, Auckland Central
- Auckland Transport's website - <https://at.govt.nz/>

G. CONSULTATION AND SUBMISSIONS ON THE PROPOSAL:

Any person (or organisation) may make a submission or objection to this proposal. AT actively encourages anyone with an interest to do so. We will communicate with affected parties and members of the public to share information about the proposal and advise how submissions and/or objections can be made.

Written submissions

Anyone who wishes to make a written submission may present their views either by submitting an online form (via Auckland Transport's website) or by a hard copy version. Physical submission forms will be posted to homes and businesses nearby the project area and can be sent to by request with a replied paid envelope enclosed. Other activities to raise awareness of the proposal and encourage submissions include (but are not limited to)

advertising, social media, media releases, online content, public drop-in days and on-street signage.

Submissions in person

Anyone who has an interest and/or is affected by the proposal can make a submission in person in spoken form or sign language. They have a right to do so, under the terms outlined in the Special Consultative Procedure. Any request to make a submission in person, should be submitted to AT, who will then convene a special public meeting. This meeting will involve hearing all submissions in person (any special arrangements such as interpretation support can be organised in advance). Persons who request to make their submission in person will be

notified 2 weeks prior to a special public meeting being held at Auckland Transport premises at 20 Viaduct Harbour Avenue, Auckland Central. No greater weight is placed on submissions made in person than those made in written form; all submission is considered equally.

All written submissions and requests to be heard in person must be received by AT no later than the 1-month consultation period. Further arrangements will be made for those who wish to be heard to attend a special public meeting.

H. AFTER CONSULTATION ON THE PROPOSAL

Following consultation on the proposal and consideration of the submissions received, AT will decide whether to go ahead and amend the pedestrian mall on this part of Lower Queen Street, Tyler Street and Galway Street. If AT does amend the pedestrian mall declaration by removing the exemption for buses and extending it to the Queen Street ends of Tyler Street and Galway Street, it will do so by public notice. This notice will be made in various ways including, but not limited to the AT website, social media and local newspapers. Any person will have a right (under section 336(3) of the Local Government Act 1974) to appeal to the Environment Court against the declaration. Appeals to the Environment Court need to be made within 1 month after the making of the declaration, or within such further time as the Environment Court may allow. On appeal, the Environment Court may quash or affirm the declaration, or affirm the declaration with modification.

A declaration does not take effect until the time for appealing to the Environment Court has expired and any appeals have been determined.

All outcomes of the consultation, including the decision to declare part of Lower Queen Street, Tyler Street and Galway Street a pedestrian mall or not, any changes to the proposal, next steps and any implications these may have for the public, will be communicated to all submitters, and made publicly available on AT's website (with links shared through a media release and social media).

ADDENDUM 1 – Pedestrian Mall – Lower Queen Street and parts of Galway Street & Tyler Street

