



Notice of the ordinary meeting of
Nelson City Council
Te Kaunihera o Whakatū

Date:	Wednesday 9 September 2020
Time:	2.00p.m.
Location:	Council Chamber Civic House 110 Trafalgar Street, Nelson

Agenda

Rārangi take

Mayor Her Worship the Mayor Rachel Reese

Deputy Mayor Cr Judene Edgar

Members

- Cr Yvonne Bowater
- Cr Trudie Brand
- Cr Mel Courtney
- Cr Kate Fulton
- Cr Matt Lawrey
- Cr Brian McGurk
- Cr Gaile Noonan
- Cr Rohan O'Neill-Stevens
- Cr Pete Rainey
- Cr Rachel Sanson
- Cr Tim Skinner

Quorum 7

Pat Dougherty
Chief Executive Officer

Nelson City Council Disclaimer

Please note that the contents of these Council and Committee agendas have yet to be considered by Council and officer recommendations may be altered or changed by the Council in the process of making the formal Council decision. For enquiries call (03) 5460436.

Council Values

Following are the values agreed during the 2016 – 2019 term:

- A. Whakautetanga: respect
- B. Kōrero Pono: integrity
- C. Māiatanga: courage
- D. Whakamanatanga: effectiveness
- E. Whakamōwaitanga: humility
- F. Kaitiakitanga: stewardship
- G. Manaakitanga: generosity of spirit

Karakia Timatanga**1. Apologies**

Nil

2. Confirmation of Order of Business**3. Interests**

3.1 Updates to the Interests Register

3.2 Identify any conflicts of interest in the agenda

4. Public Forum**5. Mayor's Report****5**

Document number R20295

Recommendation

That the Council

- 1. Receives the report Mayor's Report (R20295).**

6. City Centre Streets for People Deliberations Report 6 - 34

Document number R18133

Recommendation

That the Council

- 1. Receives the report City Centre Streets for People Deliberations Report (R18133) and its attachments (A2444112, A2448998 and A2444109); and**
- 2. Revokes resolution (CL/2002/043) of Council on 23 April 2020 below:**

"2. Approves stage 1 short term tactical initiatives to enable safe pedestrian movement in the city centre post COVID19 lockdown from existing unspent Transport budget;"

3. **Approves the approach whereby the city centre spatial plan and parking strategy is completed prior to any further decisions on place making in the city centre streets; and**
4. **Resolves that the \$3.1M capital budget and associated grant funding of \$1.971M is removed from the Annual Plan 2020/21 and is reallocated over years 2 to 8 of the Long Term Plan 2021-31 to implement city centre spatial plan place making; and**
5. **Notes that Waka Kotahi funding of up to \$900,000 awarded as a result of a successful application to the Innovating Streets Fund will be forgone.**

Mayor's Report

1. Purpose of Report

- 1.1 To provide the Mayor's perspective on the City Centre Streets for People Deliberations Report.

2. Recommendation

That the Council

- 1. Receives the report Mayor's Report (R20295).**

3. Discussion

City Centre Streets for People Deliberations Report

- 3.1 I have considered the deliberations report on the City Centre Streets for People provided by officers. In most instances I am able to either support the recommendations of officers in reports to Council or identify an amendment to the recommendation that will help deliver an outcome I want to achieve. At this point in time I am not in a position to do either with regard to this report. I have discussed this issue with Councillor Rainey, Chair of the City Centre Working Group and he is supportive of exploring an alternative option to what is proposed in the report.
- 3.2 Ongoing discussions have occurred between officers and Waka Kotahi on hybrid options for Trafalgar Street. I consider that there has not been sufficient time to discuss these hybrid options with business owners prior to this agenda being issued. The Chief Executive also needs to address the practicality of delivering a project in this financial year, given the continuing impacts of Covid-19 on work programmes.
- 3.3 I hope that we can identify a way forward that recognises the objectives of the Streets for People project and builds on the excellent work of the City Development Team.

Author: Rachel Reese, Mayor of Nelson

Attachments

Nil

REPORT R18133

City Centre Streets for People Deliberations Report

1. Purpose of Report

- 1.1 To consider public feedback on Council's Streets for People proposal.
- 1.2 To approve option four, "Retain the current configuration of footpaths and car parking in the city centre", given that public feedback was finely balanced on two options at either end of the spectrum. This will allow officer resource to be focused on the completion of the City Centre Spatial Plan, creating the vision within which future place making can occur with better support and certainty.

2. Summary

- 2.1 This report addresses the Streets for People consultation options and covers the main issues raised in the feedback, along with other feedback people have provided on the city centre, such as through Council's Annual Plan consultation process.
- 2.2 The Streets for People proposal was approved in April 2020 during COVID19 lockdown through report R16965. The proposal included a Stage 1 temporary response to ensure social distancing was enabled on key streets in the city centre, and a Stage 2 approach which sought feedback on a proposed step change in the Nelson City Centre to create people-focused streets to achieve some of the [six key moves](#) of walkability, destination Nelson, liveability, and blue green heart.
- 2.3 Social distancing requirements were lifted more quickly than anticipated and Stage 1 temporary works approved in report R16965 became redundant and were, at the request of some city centre retailers, removed part way through their implementation.
- 2.4 Council sought feedback on the Streets for People Stage 2 options. Feedback received is finely balanced between 43% in favour of retaining the current configuration of footpaths and car parks and 39% in favour of closing Trafalgar Street to vehicles. The remainder of the respondents were in favour of the other two options. A number of respondents provided alternative options to those that were consulted on, and a number of respondents pointed out that other strategies affecting decision making on the options should be completed first, including the

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Parking Strategy, the Public Transport Plan and the City Centre Spatial Plan (a plan of how to implement the 6 key moves on the ground).

- 2.5 Having considered the feedback, officers have proposed a way forward that includes completing the Spatial Plan prior to decision making on any options to achieve place making in city centre streets. This will mean that Waka Kotahi funding will be unable to be utilised this financial year.

3. Recommendation

That the Council

1. ***Receives the report City Centre Streets for People Deliberations Report (R18133) and its attachments (A2444112, A2448998 and A2444109); and***
2. ***Revokes resolution (CL/2002/043) of Council on 23 April 2020 below:***

"2. Approves stage 1 short term tactical initiatives to enable safe pedestrian movement in the city centre post COVID19 lockdown from existing unspent Transport budget;"
3. ***Approves the approach whereby the city centre spatial plan and parking strategy is completed prior to any further decisions on place making in the city centre streets; and***
4. ***Resolves that the \$3.1M capital budget and associated grant funding of \$1.971M is removed from the Annual Plan 2020/21 and is reallocated over years 2 to 8 of the Long Term Plan 2021-31 to implement city centre spatial plan place making; and***
5. ***Notes that Waka Kotahi funding of up to \$900,000 awarded as a result of a successful application to the Innovating Streets Fund will be forgone.***

4. Background

- 4.1 Council adopted the vision of the Smart Little City in its Long Term Plan 2018-28 along with its priority for revitalisation of the city centre. This included the aspiration for the...*city centre to enrich and build our local culture - the bustling meeting place everyone who lives, works and visits*

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here. City Centre Development was also one of the four key priorities adopted in the Long Term Plan 2018-2028.

- 4.2 Council approved the City Centre Programme Plan in September 2019 including the Six Key Moves to guide work in the city centre. The Six Key Moves was consulted on and adopted during the 2020/21 Annual Plan process, along with Council's related key priorities of creating a sustainable transport culture and housing affordability and intensification.
- 4.3 At its meeting on 23 April 2020, Council approved in report R16965 a programme of short term tactical improvement work for the City Centre. This included Stage 1 temporary measures to provide safer pedestrian movement during the COVID19 pandemic, a public feedback process on Stage 2 including four options for medium term tactical initiatives to provide better people places (known as Streets for People), a funding application to the Waka Kotahi for Innovative Streets, and an Annual Plan 2020/21 capital budget of up to \$5M (comprising \$3.1M and associated grant funding of \$1.971).
- 4.4 The Stage 1 initiatives approved in report R16965 were, at the time, considered necessary in an environment of growing concern for social distancing and economic effects on local businesses brought about by the pandemic. The Stage 1 pedestrian widening works caught retailers by surprise, were not supported by some, and became redundant before implementation was completed due to COVID19 level restrictions lessening faster than anticipated. Consequently, this report includes a recommendation to revoke Council's previous decision requiring the implementation of Stage 1 temporary works.
- 4.5 The purpose of the public consultation on Stage 2 Streets for People options was to advance the objectives of the Six Key Moves in the city centre programme to enable significant transformative opportunities in the Nelson City Centre. The Six Key Moves are: Destination Nelson; Walkable Nelson; Blue-Green Heart; Smart Development; Liveable Centre; Clever Business.
- 4.6 Stage 2 Streets for People options were also part of the wider city centre programme of looking at ways to achieve public space amenity gains as a result of Council's consideration of feedback on the Upper Trafalgar Pedestrian Mall. This was one of Council's first moves to provide more people focused spaces in the city centre. Report R10370 Upper Trafalgar Street Pedestrian Mall Declaration considered by Council on 27 August 2019 included the following resolution:

Directs officers, through the city centre programme, to look at ways to achieve public space amenity gains in other areas of the city centre.
- 4.7 Public feedback was sought on the Stage 2 Streets for People options from the 2 June to 26 June 2020. The consultation document set out three medium term tactical options aimed at increasing the amenity and walkability of city centre streets with the greatest pedestrian use, that being Trafalgar, Bridge and Hardy Streets and a Status Quo option.

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Delegation for oversight of the process was provided to the City Centre Working Group at the April 2020 meeting.

Delegates approval of the public feedback process, documents and method to the City Centre Working Group.

- 4.8 Council supported a funding application for Stage 2 to Waka Kotahi (NZTA) Innovative Streets Fund in support of the Streets for People options in report R16965.

Supports an Innovative Streets funding application to be submitted to NZTA.

- 4.9 Council has been successful in its application to the Innovating Streets fund, one of only ten Council's in New Zealand selected for large scale town centre initiatives in Round 1 under the Major Centres category.
- 4.10 The fund provides for 90% of up to \$1 million funding assistance, which amounts to \$900k for a project costing \$1 million or more. The funding is dependent on Council and the funder agreeing on a final programme of works to be completed this financial year and the Council committing to fund its 10% component along with any additional costs valued over the \$1million threshold. All projects are required to go through Waka Kotahi's co-design process (refer Attachment 2) which will require significant officer resourcing and capacity.
- 4.11 There are a number of other important work streams that have been programmed that will have an influence on the City Centre. These include the development of a Parking Strategy, the Public Transport Plan, the review of the Out and About Policy that includes the City's active transport networks and the City Centre Spatial Plan. All of these plans and strategies are due to be completed before the end of 2021.
- 4.12 Council now has to consider the feedback received on Stage 2 options, and decide whether to approve any of the options, or as a result of considering feedback, approve a hybrid option, or not proceed at this time. The next steps, including any further public consultation processes that may be required, is dependent on the option selected. A summary of the feedback is provided in section 5 below, the feedback documents can be found at <https://shape.nelson.govt.nz/city-centre-streets-for-people>.
- 4.13 The Streets for People consultation sought a preference for and feedback on four options:

Option 1. 6m footpaths (total width) both sides of Trafalgar Street (from Halifax to Hardy Streets) with parallel parking both sides, and 6m footpath (total width) Hardy and Bridge Streets south side only.

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- Option 2. 8.5m footpaths (total width) both sides of Trafalgar Street (from Halifax to Hardy Streets) with no parking and 6m footpaths (total width) Hardy and Bridge Streets south side only.*
- Option 3. Close Trafalgar Street to vehicles (from Halifax to Hardy Streets) and 6m footpaths (total width) Hardy and Bridge Streets south side only.*
- Option 4. Status quo, retain the current configuration of footpaths and car parking.*

5. Discussion

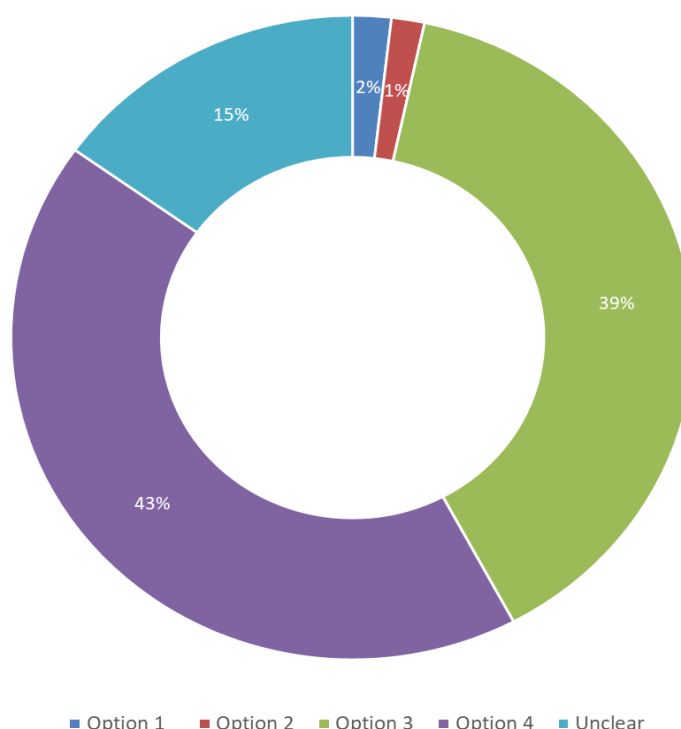
- 5.1 Public feedback on the Stage 2 Streets for People options was sought via the Shape Nelson communications platform. Media coverage included a Nelson Mail editorial and front page article as well as an article in the Nelson Weekly and coverage in the Nelson Magazine. The consultation was also promoted through the Councils own channels, including the website and social media, a series of posters around the city centre and the Our Nelson newsletter to residents.
- 5.2 A total of 770 responses were received on the feedback document via Shape Nelson, separate email, by phone and by post which included detailed qualitative feedback on the options and other general feedback. This feedback is summarised under the headings below.
- 5.3 A quick poll was also run on Shape Nelson which enabled users to vote on options 1 to 4. There are some reliability issues with the quick poll as there were several instances where the poll was filled out by the same user (identified by its IP address) for example, up to 4000 times. Note that these were removed from final results. Although the results of the quick poll generally reflect the qualitative survey, officers are not as confident the quick poll results are reliable. Results from the quick poll were 59% do nothing and 41% do one of options 1, 2 or 3 (with 36% of that being in favour of option 3).
- 5.4 Feedback on the proposal was also collected at two breakfast forums with city centre retailers where oral feedback was received from the people who attended, as well as a number of face to face meetings between City Development officers and city centre businesses over the four week consultation period.
- 5.5 Feedback on activities to enhance the city centre is ongoing. For example, 48 people provided feedback during consultation on the Annual Plan 2020/21. The City Centre Business Task Force, a group of retail, hospitality and office business owner representatives in the city centre have had the opportunity to comment at a number of recent meetings.
- 5.6 This report takes into consideration both the written and oral feedback that has been received over the June consultation period of Streets for People and the Annual Plan.

Summary of feedback

Streets for People Feedback (excluding Quick Poll results)

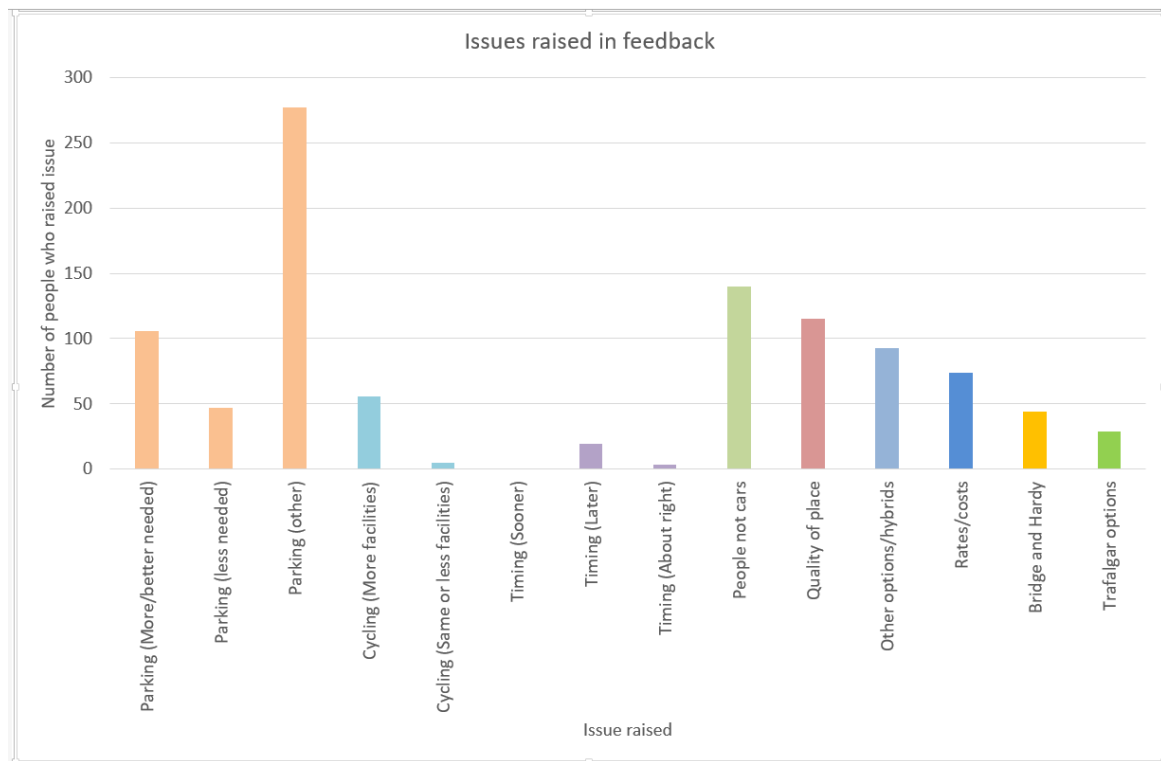
- 5.7 Feedback was received from Nelson residents (77%) and from those living in Richmond (3%), other areas (6%) and area of residence not identified (14%). Shopping was the most popular reason for coming to the city centre followed by recreation and work. Around 100 people who gave feedback own a business in the city centre and list this as one of the reasons they visit.
- 5.8 Of those that responded using the feedback form, 43% stated that they preferred option 4, 39% preferred option 3, 3% preferred option 1 or 2 and 15% provided feedback that didn't clearly state a preference for a particular option.

Preferred Option (excluding quick poll results)



- 5.9 82% of those that provided feedback either preferred Option 3 "Close Trafalgar Street to vehicles (from Halifax to Hardy Streets) and 6m footpaths (total width), Hardy and Bridge Streets south side only" or Option 4 "Retain the current configuration of footpaths and car parking".
- 5.10 The feedback forms gave space to provide feedback on each option as well as space for general feedback. In order to provide some quantitative analysis of the free text feedback, all of the feedback was reviewed and nine broad topics identified. Three of the broad topics have been split up to reflect the possible views within them which gives a total of 14 topics in total. The issues are provided in the graph below.

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- 5.11 The most commented on topic was parking with 430 responses mentioning it in some way. 106 of the parking related responses wanted to see more parking in the city centre, 47 wanted to see less parking and 277 didn't express a clear preference either way. Other comments typically covered issues such as; not wanting an overall reduction in parking, operational aspects and a parking building to allow reallocation of space within the city centre.
- 5.12 The next most common comment, with 140 comments, was supportive of the city centre needing to refocus on providing for people rather than cars. This was closely followed by 115 comments on the need for any changes to be of high quality.
- 5.13 A total of 74 people commented on the need for Council to carefully consider the cost of any changes and queried whether Council should be spending money on this type of project.
- 5.14 Those that preferred Council retain the status quo **option 4 (328 supportive respondents)** noted that there is insufficient car parking currently and to remove parks without replacing them elsewhere or without providing better public transport is short sighted. The view that parking is needed directly in front of shops for older people or convenience was also expressed, and that this option was preferred because Council should not be spending ratepayers money post COVID19 when businesses are struggling. Rates reductions in the city centre were also considered by some as offering better value to businesses.
- 5.15 Those that supported **option 3 (298 supportive respondents)** noted that this was a forward thinking option, that it is time to prioritise pedestrians and cyclists over cars and create more enjoyable city centre

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spaces. A common theme of the feedback was that cities all over the world had successfully implemented this approach to city centre shared spaces and benefited from having a central anchor-attraction location that provided revitalisation and a place for residents and visitors to visit.

- 5.16 The ability to trial the option before it becomes permanent was also seen as valuable, as was that the option could be staged or transitioned over a number of years in alignment with replacement car parking or public transport to offset any carparks that might be removed.
- 5.17 There was some support for **options 1 and 2 (a total of 26 supportive respondents)** but generally only by those who preferred option 3 and used options 1 and 2 as a fall back to the do nothing option. Some noted that options 1 and 2 did not go far enough to provide an active city centre place for the amount of investment and change involved.

Retail breakfast forum feedback

- 5.18 Two breakfast forums were held with retailers on the 24 and 25 June that were facilitated by the First Retail Group, with officers and Elected Members attending. While they were in Nelson the facilitators also spent time connecting with retailers on a one to one basis.
- 5.19 In summary, the predominant view from these sessions was that Council would be better placed to deliver any significant change as a package of activities showing how they contribute to the overall vision for the city centre. This would address retailers concerns at the proposed timing of permanent changes and the need for any changes to be aligned with the outcome of pay by plate, the Parking Strategy, Public Transport Review, and the City Centre Spatial Plan before they could be supported.

City Centre Business Task Force meetings

- 5.20 Feedback was also collected at a series of eight meetings with the City Centre Taskforce Group and/or its individual members over the consultation period.
- 5.21 Feedback from these sessions was that; there is a need for change, the city centre is tired, something needs to be done before the end of the year, and a trial approach using a mix and match of options in different locations in consultation with the business owners directly affected is supported in the short term. Feedback suggests measuring the effects of tactical trials and pay by plate is required, as well as completion of the Parking Strategy before further changes would be supported.

Annual Plan 2021/21 feedback

- 5.22 Forty-eight submitters to the 2020/21 Annual Plan commented specifically on the topic of city centre development. Most submitters supported active transport with more pedestrian precincts and fewer cars, a focus on people friendly activities, and/or greater residential uptake opportunities.

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- 5.23 One submitter noted the benefits that could be gained from broadening the area to include better linkages to precincts like NMIT while another submitter raised the importance of also investing in Stoke and Tahunanui centres. While parking was not mentioned by many, three submitters objected to the potential loss of carparks, two of them out of concern for the need to adequately cater for mobility access.
- 5.24 City centre residential living was also supported by a number of submitters who provided feedback on housing and affordability.

Main feedback themes

- 5.25 Specific feedback was provided on a number of topics including parking, cycling and active transport, quality of place, people not cars and other options. A summary of the feedback is provided below.

Parking

- 5.26 Other than commenting on the proposed options of the Streets for People proposal the majority of additional feedback that was received, 277 responses, concerned parking. This included a spectrum of views ranging from a preference for less parking and more people friendly spaces (47) to those who highlighted the importance of parking for easy accessibility and economic viability reasons (106).
- 5.27 The suggestion of a parking building, to better accommodate parking needs was raised by people preferring both the status quo option as well as the other options under 1-3. Investigation into the need for a parking building is part of the scope of the Parking Strategy and more will be known on this option then.
- 5.28 The change to pay by plate parking was a focus of the retailers and business groups spoken to, and the need for Council to demonstrate what the effect of this is on park occupancy prior to making a decision on one of the options. Data available at the time of writing this report is presented in the section 5.37 below.

Cycling and active transport

- 5.29 Fifty-six respondents supported more active transport including in the city centre. Comments included the need to make it safer for cycling on city centre streets (citing the conflict with parked cars as an issue particularly angle parking) and the need for more cycle and active transport infrastructure such as storage and stand facilities. There were a number of comments also on the need to minimise cycle and pedestrian conflicts.

Quality of place

- 5.30 One hundred and fifteen responses indicated that any built outcome should be of a high quality, even as a temporary or semi-permanent tactical implementation. Quality of place will be a critical outcome given

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the prominence of Trafalgar Street as Nelson's "Golden Mile" with premier shopping and high pedestrian use.

People not cars

- 5.31 Ranking second behind parking, 140 responses indicated a priority on people-focused outcomes on Nelson's City Centre streets as part of the Streets for People public feedback. Feedback on this issue cited the success of the tactical closure (seasonal and now permanent) in upper Trafalgar Street. As the City Centre transforms into the future with more medium-density residential living, increased access to public transport and active mode shift, and the need to build better climate resilience for stormwater and urban forest outcomes, place-based outcomes that prioritise people are often cited as preferred by respondents on this issue.
- 5.32 Many respondents wanting people focused outcomes understood that parking is needed for access into the City Centre, but considered there was sufficient availability in the four existing car parking squares.

Hybrid option

- 5.33 Some feedback on Streets for People proposed several amendments to the options to make them more acceptable. Feedback also proposed several additional options to consider that were not part of the four approaches included in the feedback document and these can be examined through the Spatial Plan.
- 5.34 Generally, the options proposed by respondents look to preserve City Centre on-street carparking, or minimise the loss of carparking as this is seen as critical to customer convenience to shopping in Nelson.
- 5.35 In response to feedback on how to make the options more acceptable, Council officers have created a "hybrid" option. The hybrid option trials options 1 and 2 proposed in the Streets for People feedback on the middle section of Trafalgar Street. In doing so it minimises car parking loss to 20 on Trafalgar Street. Plans in Attachment 1 illustrate each of the four options feedback was sought on, and the hybrid option is shown in Attachment 2.
- 5.36 The options analysis in section 6 assesses the hybrid option.
- 5.37 The hybrid concept is not supported by the City Centre Business Task Force group.

Additional information

- 5.38 Over the consultation and feedback analysis period, officers have gathered further information to assess to what extent the change to pay by plate will affect parking availability.

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Pay by Plate

- 5.39 At the time of writing this report pay by plate was in week 6. Data on carpark usage at this stage is preliminary, but provides an insight into the sort of results Council can expect once a full analysis is complete over a longer time period.
- 5.40 Early trends are encouraging, a 42% decrease in 1 hour free transactions indicates that more parks are available for shoppers as workers have relocated their daily parking to the fringe. The full analysis of the effects of pay by plate over a longer time period will also be brought to a later Infrastructure Committee meeting. The infographic below compares the weeks of 9 July to 12 August 2020 with the same weeks in 2019.

Whakatū Nelson City Centre Pay by Plate / At A Glance

Thurs 09 July – Wed 12 August 2020
8am-5pm Mon-Fri & 9am-1pm Sat

1355 number of
available
carparks
excluding mobility, taxi,
motorcycles etc.



 **65,299** total number
of available carpark
hours per week

 **45 PERCENT**
average occupancy rate



Comparing Thursday 09 July – Wednesday 12 August
2020 with Thursday 11 July - Wednesday 14 August 2019

-42% decrease
in free 1hr
transactions

45% increase in
PAID
transactions

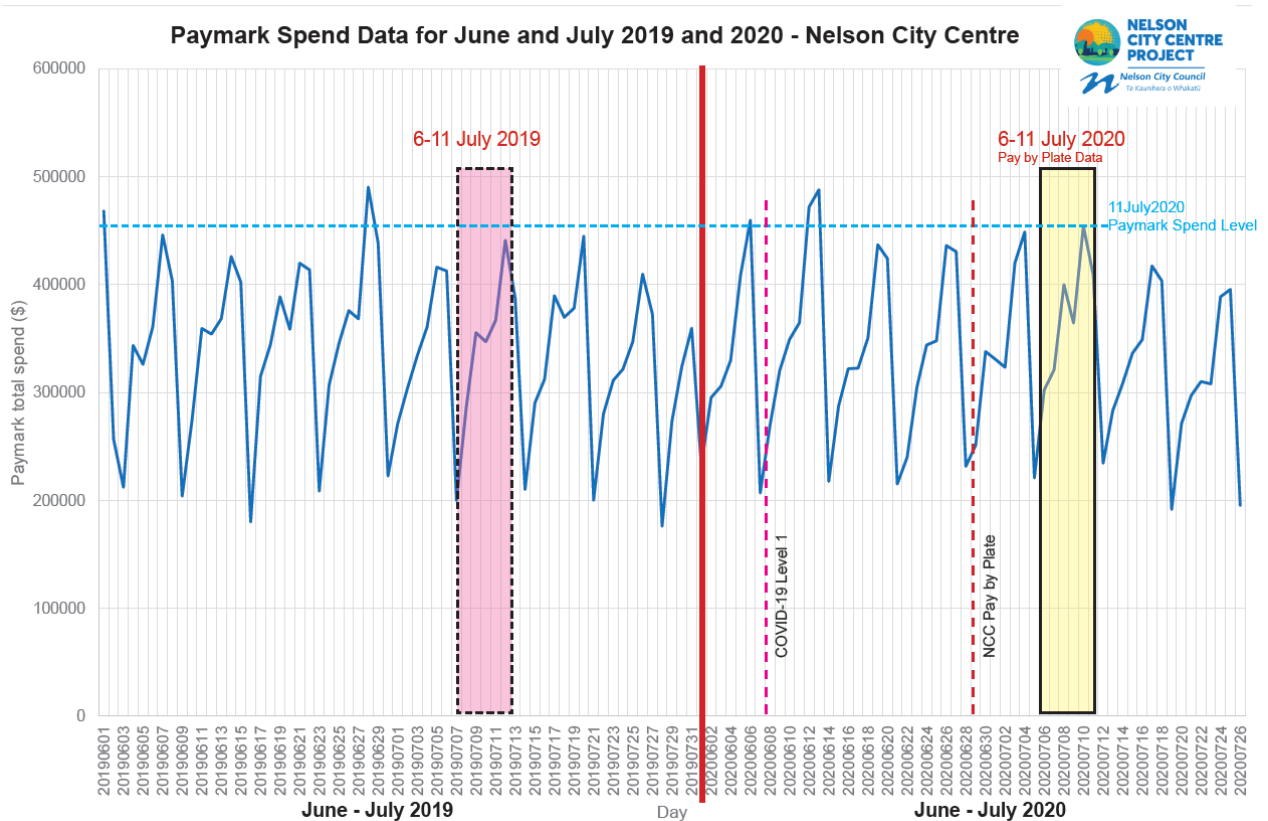
57% increase in revenue
\$\$\$\$\$\$\$\$

- 5.41 The increase in revenue, and reduced level of one hour free transactions aligns with the view held by officers prior to the change that the old pay and display one hour free approach was being abused by some all-day parking in the city squares. Corresponding to this change in data are anecdotal observations that parking on the city fringe has come under increased pressure. This suggests that the all-day parking that was previously “free” in the city has moved to the fringe, freeing up capacity in the parking squares rather than any reduction of visitors/shoppers to the city.

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Paymark Spend Data

- 5.42 Paymark spend data for June and July 2019 and 2020 has also been obtained to see if pay by plate has had an effect on spending in the city centre that correlates with greater parking turnover. Paymark data represents all credit card and eftpos spending on the paymark network.
- 5.53 The results show that despite greater parking turnover and COVID19 lockdown, spending is generally the same as the same time in 2019.



6. Options

- 6.1 Council has several options to consider, the four options that feedback was sought on, and a hybrid option representing suggestions received by respondents to the feedback process.
- 6.2 After considering all feedback received, officers consider that there is a need to take a strategic approach given the feedback was finely balanced at either end of the spectrum. Officers support the approach proposed by some respondents in the feedback seeking that the City Centre Spatial Plan and Parking Strategy are completed first before any place making involving car parking changes. That approach enables any changes to be considered within the vision and strategy for the city centre, and provides greater certainty about the future of car parking and place making for the community.

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- 6.3 Officers recommended option is Option 4 “retain the current footpaths and car parking” so that the City Centre Spatial Plan and Parking Strategy can be first completed and provide the overall vision and framework for any future place making. It is proposed that the provisional funding of up to \$5M approved by the Annual Plan (made up of \$3.1M capital budget and grant funding of \$1.971M) be reprogrammed across years 2 to 8 of the Long Term Plan to support future place making in the city centre streets once the Spatial Plan is adopted.
- 6.4 The Streets for People options came out of Council’s consideration of COVID19 lockdown and the desire to ensure the city centre could function as a people place. Prior to COVID19 lockdown the focus of the city development team was on completing the City Centre Spatial Plan in order to set up an LTP programme of works to implement the six key moves on the ground over the next 10 years..
- 6.5 Council took an opportunity that arose during COVID19 lockdown to apply to the Waka Kotahi Innovative Streets Fund, and was successful in being awarded funding for any tactical works arising out of the Streets for People proposals. The Innovative Streets funding contract requires an in-depth co-design process (refer Attachment 3) which involves significant officer resource in order to meet Waka Kotahi expectations. The extent of the co-design process was not known at the time of application.
- 6.6 If Council was to decide on any of the options 1 to 3, or 5 this will result in a significant delay to the City Centre Spatial Plan as there is insufficient officer resource to do both projects this financial year.

Option 1: 6m footpaths (total width) both sides of Trafalgar Street (from Halifax to Hardy Streets) with parallel parking both sides, and 6m footpath (total width) Hardy and Bridge Streets south side only.	
Advantages	<ul style="list-style-type: none">• Additional area for place making is made available in the city centre.• Can utilise the NZTA Innovative Streets Funding plus the up to \$5M Council funding set aside in the Annual Plan.
Risks and Disadvantages	<ul style="list-style-type: none">• Not generally supported as preferred option by those who gave feedback on Streets for People.• Results in removal of 134 angle carparks to be replaced with a lesser amount of parallel parks.

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	<ul style="list-style-type: none"> • Strong opposition to option 1 was received from city centre property owners and businesses. • Works are undertaken prior to completing the Car Parking Strategy, Public Transport Plan and City Centre Spatial Plan. • Defers Spatial Plan completion.
Option 2: 8.5m footpaths (total width) both sides of Trafalgar Street (from Halifax to Hardy Streets) with parallel parking both sides, and 6m footpath (total width) Hardy and Bridge Streets south side only.	
Advantages	<ul style="list-style-type: none"> • Additional area for place making is made available in the city centre. • Can utilise the NZTA Innovative Streets Funding plus the up to \$5M Council funding set aside in the Annual Plan.
Risks and Disadvantages	<ul style="list-style-type: none"> • Not generally supported as preferred option by those who gave feedback on Streets for People. • Results in removal of up to 134 angle carparks. • Strong opposition to 2 was received from city centre property owners and businesses. • Works are undertaken prior to completing the Parking Strategy, Public Transport Plan and City Centre Spatial plan. • Defers Spatial Plan completion.
Option 3 Close Trafalgar Street to vehicles (from Halifax to Hardy Streets) and 6m footpaths (total width) Hardy and Bridge Streets south side only.	
Advantages	<ul style="list-style-type: none"> • Gives effect to the strong support from the community for Streets for People for the closure of Trafalgar Street to vehicles, in particular the section from Bridge to Hardy Streets. • Would be eligible for NZTA Innovative Streets Funding however this tactical option can be implemented without significant costs, and well within the \$5M Council funding set aside in the Annual Plan.
Risks and Disadvantages	<ul style="list-style-type: none"> • Does not recognise the significant opposition to this option received via Streets for People. • Results in the removal of 134 carparks (between Bridge to Hardy).

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	<ul style="list-style-type: none"> • Does not give effect to the strong opposition that was received on this option from city centre retailers and businesses. • Works are undertaken prior to completing the Parking Strategy, Public Transport Plan and City Centre Spatial plan. • Would require a further Special Consultative Procedure in order to make a Pedestrian Mall, and further Council deliberations and decision which would affect the time available for construction works if Waka Kotahi funding was sought to implement this option. • Defers Spatial Plan completion.
Option 4 <i>Status quo, retain the current configuration of footpaths and car parking.</i>	
Advantages	<ul style="list-style-type: none"> • Gives effect to strong support from the community. • Does not require any cost expenditure. • Allows officers to complete the City Centre Spatial Plan, Parking Strategy and Public Transport Plan providing the vision for the city centre prior to implementing any place making. • Allows officers to continue to work with stakeholders and build on relationships established during Streets for People in order to complete the Spatial Plan and identify future place making projects.
Risks and Disadvantages	<ul style="list-style-type: none"> • Does not recognise to the strong feedback from the wider community to make the city centre more people friendly, the need from retailers for (in their view) the tired looking streetscape to be refreshed, and the acknowledgement from business and property owners that something does need to change to provide better people focus in the city centre. • Waka Kotahi funding will be lost, further rounds of this type of funding are dependent on the national election and Government priorities going forward.
Option 5: <i>Hybrid Option</i>	
Advantages	<ul style="list-style-type: none"> • Responds to the full spectrum of public feedback on Streets for People. • The ability to trial all four options prior to committing to any single outcome would enable public and stakeholders to test and compare results

Item 6: City Centre Streets for People Deliberations Report

	<p>from a business and enhanced public realm perspective to help guide future Council decisions.</p> <ul style="list-style-type: none">• Delivers an initial stage that moves toward an aspirational outcome aligning with the City Centre 6 Key Moves• Provides for a co-design process with potentially affected property and business owners.• Makes use of up to \$900K approved by NZTA as part of their Innovative Streets Fund.
Risks and Disadvantages	<ul style="list-style-type: none">• Hybrid and co-design process needs to be designed and constructed before end of 2020/21 financial year.• There is insufficient officer resource in the city development team to implement the Hybrid option as well as progress the City Centre Spatial Plan.• Results in a reduction of car parking spaces.• There is a risk that the Hybrid (which is essentially a compromise option) isn't supported by either ends of the spectrum of feedback received, and is too small a scale to provide any measurable impacts to help inform future work.

7. Conclusion

- 7.1 Council has been engaging with retailers and the public on options to enhance the city centre taking a people focused approach.
- 7.2 The views expressed by the community and city centre business and property owners are evenly split over the four options consulted on. There is however a common theme that something needs to change in the city centre to better provide for people, even from those respondents who preferred option 4.
- 7.3 A number of respondents provided alternative options to those that were consulted on, and other respondent's pointed out that strategies affecting decision making on the options should be completed first, including the Parking Strategy, the Public Transport Plan and the City Centre Spatial Plan.
- 7.4 Officers propose that the limited officer resource be focused on completing the City Centre Spatial Plan. This will enable the vision of the city centre, along with the Parking Strategy and Public Transport Plan, to be understood by all and to provide the context and integrated approach for future place making in the city centre.

8. Next Steps

- 8.1 If recommendations are approved in this report the following would be the next steps:
 - 8.1.1 Complete the City Centre Spatial Plan by December 2020.
 - 8.1.2 Integrate Spatial Plan outcomes sought with the Parking Strategy and Public Transport Plan by June 2021.
 - 8.1.3 Continue engagement with stakeholders.
 - 8.1.4 Continue to work with Waka Kotahi to ensure Nelson is included and engaged in any future funding rounds.
 - 8.1.5 Utilise the feedback and relationships made during the Street for People process to inform future place making project of the city centre.

Authors: **Lisa Gibellini, Team Leader City Development**
 Alan Gray, City Centre Development Programme Lead

Attachments

- Attachment 1: Streets for People Options 1 to 3 Concepts A2444112 [↓](#)
- Attachment 2: Streets for People Hybrid Option A2448998 [↓](#)
- Attachment 3: Streets for People Waka Kotahi Co-Design Process A2444109 [↓](#)

Important considerations for decision making

1. Fit with Purpose of Local Government

The recommendations in this report support the purpose of local government to *play a broad role in promoting the social, economic, environmental and cultural wellbeing of their communities, taking a sustainable development approach.*

2. Consistency with Community Outcomes and Council Policy

The City Centre Programme Plan supports the Long Term Plan 2018-28 (LTP) which makes the City Centre one of the Council's top four priorities to support the Council's vision of a Smart Little City.

The LTP CBD (City Centre) Development priority states *"Our aim for Nelson's central business district is for it to be attractive to businesses, residents and visitors, with an exceptional mix of events, civic facilities and retail. We are working to build an environment that supports commerce, encourages inner city living and is a catalyst for private sector investment. The top of the South, Te Tau Ihu, needs a strong commercial centre to thrive. We want our city centre to enrich and build our local culture - the bustling meeting place for everyone who lives, works and visits here"*

The options proposed in this report enable Council to give effect to its community outcomes and strategic priorities of its Long Term Plan and supports the objectives of its Six Key Moves work programme, in particular the outcome *"Our urban and rural environments are people-friendly, well planned and sustainably managed"*.

3. Risk

Public feedback has been sought on a range of options to improve pedestrian safety and activation in the city centre. A decision on options 1 to 4 is within the bounds of the public feedback process that Council undertook, however there is no clear preference provided in that feedback for one option over another.

There is a potential risk that some stakeholders will not support Council's decision if the hybrid option 5 is selected as this was not one of the possible options that was included in the feedback survey. This risk is assessed as low because the hybrid option includes aspects of all four options in the feedback survey, alternative designs were proposed by a number of respondents, further consultation has been undertaken on the hybrid option with the retailer's taskforce and the design will be subject to a co-design process. There is no formal requirement for Council to consult on the minor changes to road layout proposed by the hybrid option in the city centre.

4. Financial impact The financial impact of the recommended option 4 is low and can be accommodated within business as usual.
5. Degree of significance and level of engagement This matter is of low significance because the recommended option is to retain the status quo. If Council was to adopt other than the recommended option the matter would be of medium significance as it would result in the removal of car parks. Council has undertaken a consultation process on the options in recognition of this level of significance to the community. A co-design process would be required to entered into which would assist in reducing risk associated with any final design through further engagement.
6. Climate Impact Climate change impact has not been specifically considered as part of this report however the design and materials of any tactical place making projects in the city centre would consider this, should Council decide to approve one of options 1, 2, 3 and 5.
7. Inclusion of Māori in the decision making process No engagement with Māori has been undertaken in preparing this report.
8. Delegations The relevant extract from the delegations register is in section 5.1.1 as follows: <i>Council retains all responsibilities, powers, functions and duties in relation to governance matters for the following items:</i> <ul style="list-style-type: none">• <i>City Centre Programme Plan</i> Delegation for preparation of the public feedback process, its method and documents to the City Centre Working Group was approved by Council at its meeting 23 April 2020.



Attachment 1

Council Deliberations Report for 9 September 2020

Streets for People - Options 1 - 4



A2444112



Report for 9 September 2020 Council Deliberations

Streets for People - 3.0m Footpath Extension (Feedback Option 1) Proposed Aerial View



Report for 9 September 2020 Council Deliberations

Streets for People - 3.0m Footpath Extension (Feedback Option 1) Proposed Ground-Level View



A2444112



Report for 9 September 2020 Council Deliberations

Streets for People - 5.5m Footpath Extension (Feedback Option 2) Proposed Aerial View

Image is indicative, pending co-design



Report for 9 September 2020 Council Deliberations

Streets for People - 5.5m Footpath Extension (Feedback **Option 2**) Proposed Ground-Level View



A2444112



Trafalgar Street closure for Trafalgar Street Market Day

Trafalgar Street Closure can be trialed over weekend periods or in alignment with major events taking place in Nelson City Centre, such as Nelson Arts Festival, Light Nelson, Buskers Festival, and 4-Lanes Festival. Street closure of the central block of Trafalgar Street could also synergise with seasonal parade routes.



Potential Trafalgar Street activation measures



The closure of Upper Trafalgar Street has seen a 1200% increase in public use

Report for 9 September 2020 Council Deliberations

Streets for People - Full Street Closure (Feedback **Option 3) Trafalgar Street - Bridge to Hardy Indicative Ground-Level Images**



Trafalgar Street with double-sided angled parking and wide vehicle travel lanes

Public survey feedback and engagement with retail and business stakeholders have indicated high levels of concern about the loss of parking in the City Centre.

Trafalgar Street carries over 50% of all City Centre pedestrian movements with minimal place opportunities for lingering and social engagement. The central block between Bridge and Hardy Street is the busiest pedestrian movement space in the city. Recent pay by plate parking operations have shown much higher turnover of parking spaces for retail customers and short-term visitors to Nelson city centre.



Trafalgar Street footpath environment

Report for 9 September 2020 Council Deliberations

Streets for People - Retain Existing (Feedback **Option 4) Trafalgar Street - Bridge to Hardy Ground-Level Images**



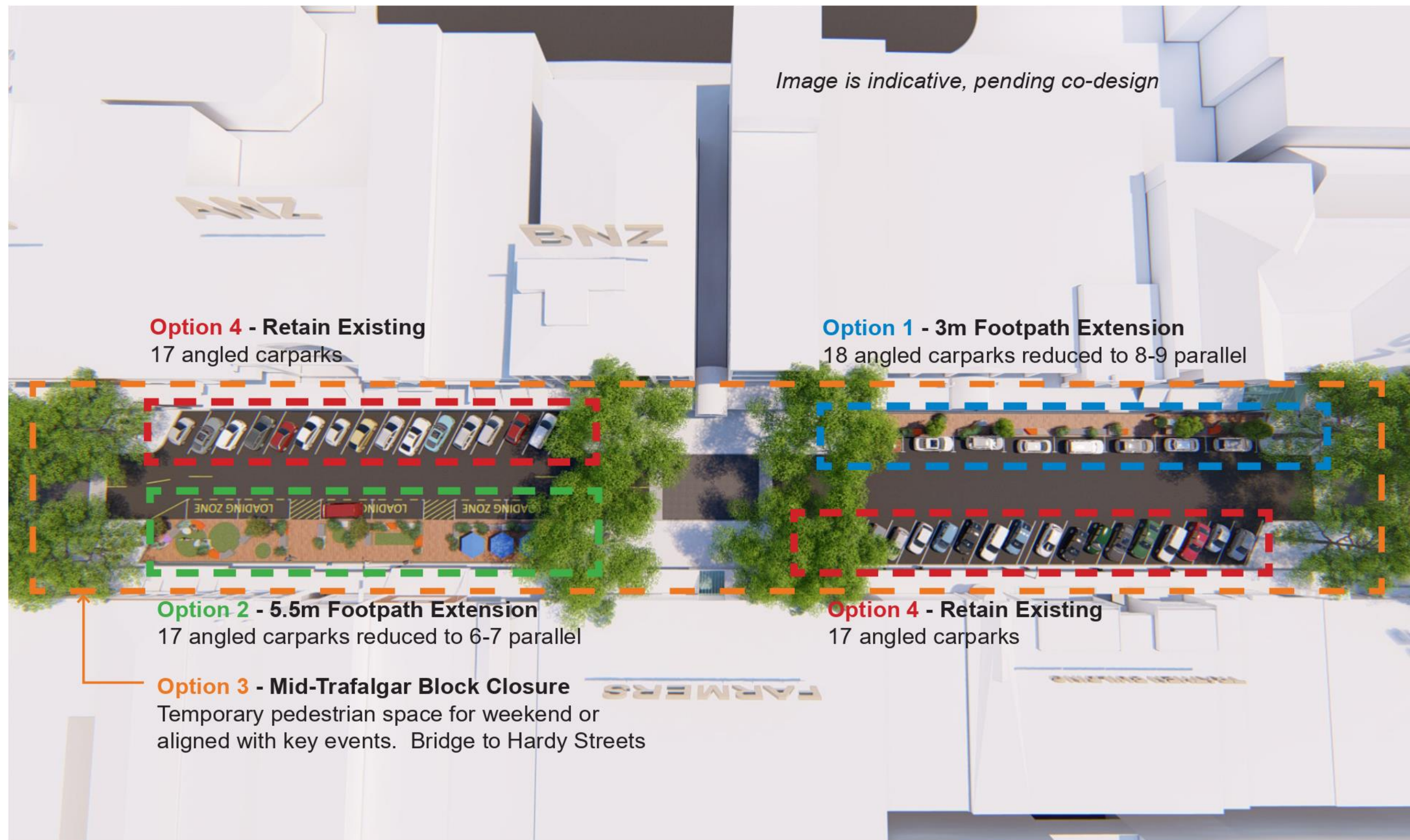
Attachment 2

Council Deliberations Report for 9 September 2020

Streets for People - Hybrid Option



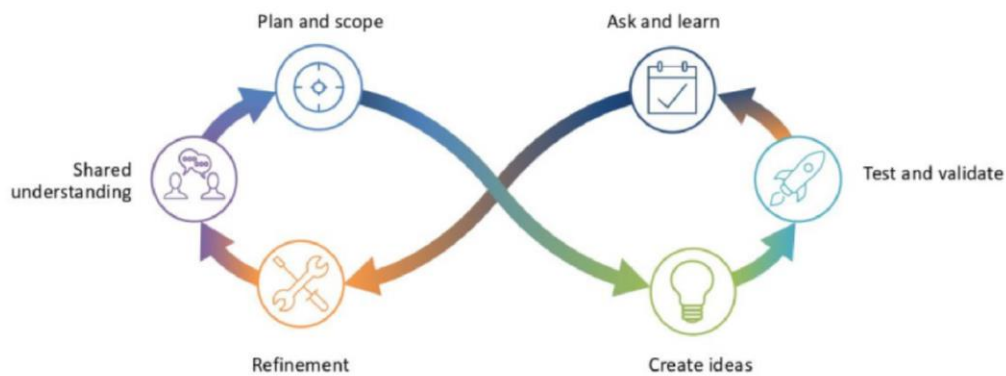
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Report for 9 September 2020 Council Deliberations
Streets for People - Hybrid Option (Updated August 2020)
Proposed Plan View

Attachment 3

An iterative co-design process



Co-design is the act of creating with stakeholders. In the case of Nelson City Centre Streets for People, the business, residents and property owners of the City Centre, Uniquely Nelson, representatives from Youth Council and accessibility groups, as well as project staff and officers from Nelson City Council.

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