



AGENDA

Ordinary meeting of the

Nelson City Council

Tuesday 27 August 2019

**Commencing at 9.00a.m. - to deliberate on submissions
Declaration of a Pedestrian Mall - Upper Trafalgar Street
Council Chamber
Civic House
110 Trafalgar Street, Nelson**

**Pat Dougherty
Chief Executive**

Membership: Her Worship the Mayor Rachel Reese (Chairperson), Councillors Luke Acland, Ian Barker, Mel Courtney, Bill Dahlberg, Kate Fulton, Matt Lawrey, Paul Matheson, Brian McGurk, Gaile Noonan, Mike Rutledge, Tim Skinner and Stuart Walker

Quorum: 7

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.

Council Values

The Mayor and councillors held a strategic planning day on 30 November 2016 with a programme that covered key challenges and opportunities for the triennium, the values Council wished to work by, and objectives for what needed to be achieved during this term of Council.

Following are the values agreed during the planning day:

- i) Whakautetanga: valuing each other, showing respect
- ii) Kōrero Pono: honesty, integrity, trust, fidelity
- iii) Māiatanga: having courage, being bold, trail blazing, having a sense of purpose
- iv) Whakamanatanga: demonstrating excellence, raising the bar, effectiveness, resourcefulness
- v) Whakamōwaitanga: compassion, empathy, humility, servant leadership
- vi) Kaitiakitanga: stewardship
- vii) Manaakitanga: generosity of spirit, humour, fun

From Mayor's report 15 December 2016

Opening Prayer**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****6. Confirmation of Minutes****7 - 11**

Document number R10430

Recommendation

That the Council

- 1. Confirms the minutes of the 6 August 2019 Council meeting as true and correct.***

7. Upper Trafalgar Street - Pedestrian Mall Declaration - Council Deliberations**12 - 39**

Document number R10370

Recommendation

That the Council

- 1. Receives the report Upper Trafalgar Street - Pedestrian Mall Declaration - Council Deliberations (R10370) and its attachment (A2240962); and***

2. **Approves the declaration of Trafalgar Street between Hardy Street and Selwyn Place as a Pedestrian Mall prohibiting motor vehicles 365 days a year with exemptions to enable:**
 - (a) **access by emergency, litter collection, maintenance and street cleaning vehicles at any time;**
 - (b) **access by delivery and service vehicles between the hours of 6am and 8am;**
 - (c) **access by other vehicles required for the purposes of maintenance and building work relating to any property on Upper Trafalgar Street as approved by the Group Manager Infrastructure on a case by case basis; and**
3. **Approves delegation to the Group Manager Infrastructure for the authority to approve vehicle access to Upper Trafalgar Street for the purposes of maintenance and building work relating to any property on Upper Trafalgar Street; and**
4. **Directs officers, through the Upper Trafalgar Street design brief in Attachment 1 (A2240962), to provide for a performance area(s) that can be booked via Council's customer service centre; and**
5. **Directs officers, through the city centre programme, to look at ways to achieve public space amenity gains in other areas of the city centre; and**
6. **Directs officers, through the design brief in Attachment 1 (A2240962), to provide alternative mobility parks and drop off space and encourage slow speeds for bicycles and other mobility devices; and**
7. **Directs officers to use the design brief in Attachment 1 (A2240962) to ensure design outcomes for the Pedestrian Mall address issues raised by submitters; and**
8. **Directs officers to consult with the businesses and occupiers in Upper Trafalgar Street and the City Centre Focus Group during development of the both the light touch design**

and final design of the Pedestrian Mall and report back to the City Centre Committee.

- 9. Approves that the Officer Delegations Manual be updated to reflect the above decisions.***



Minutes of a meeting of the Nelson City Council

Held in the Council Chamber, Civic House, 110 Trafalgar Street, Nelson

On Tuesday 6 August 2019, commencing at 10.07a.m.- to hear submissions to Declaration of a Pedestrian Mall - Upper Trafalgar Street

- Present: Councillors L Acland, I Barker, M Courtney, B Dahlberg, K Fulton, M Lawrey, P Matheson, B McGurk, G Noonan, M Rutledge, T Skinner and S Walker
- In Attendance: Group Manager Infrastructure (A Louverdis), Manager Governance and Support (M Birch) and Governance Adviser (J Brandt)
- Apology: Deputy Mayor P Matheson

Opening Prayer

Her Worship the Mayor R Reese gave the opening prayer.

1. Apologies

Resolved CL/2019/139

That the Council

- 1. Receives and accepts an apology from Deputy Mayor P Matheson.**

Her Worship the Mayor/Noonan

Carried

2. Confirmation of Order of Business

Her Worship the Mayor advised of three late submissions received for the public part of the meeting, and that the following resolution needed to be passed for the submissions to be considered:

3 Late Submissions - Declarations of a Pedestrian Mall - Upper Trafalgar Street

Resolved CL/2019/140

That the Council

- 1. Receives the report Late Submissions - Declarations of a Pedestrian Mall - Upper Trafalgar Street (R10410) and its attachments (A2237822 and A2238812); and***
- 2. Accepts the late submissions to the Statement of Proposal - Declarations of a Pedestrian Mall - Upper Trafalgar Street.***

Walker/Courtney

Carried

4. Interests

There were no updates to the Interests Register, and no interests with items on the agenda were declared.

5. Public Forum

There was no public forum.

6. Mayor's Report

There was no Mayor's report.

7. Hearing of Submissions to the Statement of Proposal - Pedestrian Mall Declaration - Trafalgar Street - Nelson City

Document number R10402, agenda pages 4 - 273 refer.

7.1 John Fitchett (20351, page 35 refers)

Mr Fitchett did not attend the hearing.

7.2 Charlie Unwin - Nelson Arts Festival (20359, page 43 refers)

Mr Unwin spoke in favour of a dedicated performance space on Upper Trafalgar Street throughout the year. Mr Unwin answered questions about the preferred location for the performance space, noting the Hardy Street end, and other uses such as soap box speakers and bands at the cathedral end. Asked about the 1903 square, Mr Unwin noted that the square would be a useful overflow space if there was activity happening in Upper Trafalgar. By itself, 1903 was hidden and the stage difficult to use.

7.3 Monica Nelson (20483, page 152 refers)

Ms Nelson did not attend the hearing.

7.4 Dai Mitchell (20430, page 111 refers)

Mr Mitchell spoke against the road closure at the proposed location. He noted he was in favour of a pedestrian mall but wished for the location to be reconsidered, e.g. Church Street. Issues noted with Upper Trafalgar Street were health and safety risks and access issues. Mr Mitchell answered questions about his concerns regarding alcohol and noted that making the area an alcohol-free zone would make it more family friendly.

Attendance: Councillor Skinner left the meeting from 10.20a.m. to 10.24a.m.

7.5 Giles Burton – Nelson Buskers Festival/ Three Bridges Productions (20494 page 160)

Mr Burton spoke in favour of the closure, noting a better balance between businesses, the community and events in Upper Trafalgar Street was needed. Mr Burton noted that reserving a number of days for events with increased public access space which during the trials had been used mostly by the local businesses for outdoor furniture.

Mr Burton answered questions regarding access, noting a preference for pedestrian only versus a shared zone. He further noted that a central more communal area was the standard for pedestrian malls, and that moveable planter boxes could be part of the solution. He noted that the area by the museum was unsuitable for buskers due to the trees. Asked about the location of a pedestrian mall in Nelson, Mr Burton noted that it was crucial to choose a central location, and that the church steps/ Selwyn Place were ideal.

Attendance: Dahlberg returned to the meeting from 10.40a.m. to 10.43a.m.

7.6 Peter Bramley – Nelson Marlborough Health (20568, page 234)

Jane Murray and Anne Price attended on behalf of Peter Bramley.

Ms Murray spoke in favour of the pedestrian mall as a public space that would lend itself to counteract social isolation and improve mental health.

Ms Price noted alcohol related issues and called for a clear delineation between public space and licenced outdoor dining. She noted that planter boxes similar to those used in Richmond could help to protect children and youth by providing a visual barrier.

Ms Murray noted that Nelson Marlborough Health would be in favour of events being made smoke free and that they would continue working with officers to support appropriate policy options.

Ms Murray answered questions about use of the space by all age groups, noting that sculptures or water features could provide opportunities both for young and old to play, watch and interact.

7.7 Geoff Small (20571, page 242)

Mr Small presented his submission in favour of the closure subject to a number of conditions, noting that maintaining the whole width of the road for everyone was important, for mobility issues but also to walk freely between premises, in a food court type setting.

Mr Small noted reservations regarding the employment of an urban designer due to costs for the rate payer. He further noted that additional public spaces would add further towards existing city maintenance issues.

7.8 Barry Thompson – Thompson Daly & Co (20587, page 249)

Mr Thompson presented his submission opposing the closure, noting that it would attract the wrong type of people, add to the existing lack of car parks and accelerate the trend of shops moving out of the inner city.

7.9 Brendan Santorini (20759, page 5 of Late submissions)

Mr Santorini presented his submission, and highlighted his concerns regarding the 50 kmh speed limit in the inner city, requesting that it be lowered to 30 kmh for the inner city parts of Bridge and Hardy Streets, to make intersections and pedestrian crossings safer.

Attendance: Councillor Noonan left the meeting from 11.32a.m. to 11.35a.m.

Mr Santorini proposed that a 30kmh trial similar to that in Wanaka be considered, and that the declaration of a pedestrian mall be timed to coincide with declaration of a no-smoking area. Mr Santorini answered questions about additional closures of roads, noting issues with shade and car-centric behaviour.

At the end of the hearings, members asked for feedback from officers on several points to be included in the deliberations report, including the possibility of a winter trial closure and alignment with the six key moves for the CBD.

Attendance: Councillor Acland left the meeting at 11.53a.m. and Councillor Rutledge left the meeting from 11.55a.m. to 11.56a.m.

There being no further business the meeting ended at 12.08p.m.

Confirmed as a correct record of proceedings:

Item 6: Confirmation of 6 August 2019 Minutes

Nelson City Council Minutes - 6 August 2019

_____ Chairperson _____ Date

REPORT R10370

**Upper Trafalgar Street - Pedestrian Mall Declaration -
Council Deliberations**

1. Purpose of Report

- 1.1 To provide information to assist Council in considering submissions and making a decision on the proposal for a Pedestrian Mall Declaration for Upper Trafalgar Street to provide for permanent prohibition of motor vehicles for 365 days per year, subject to some specified exemptions.
- 1.2 More widely, the purpose of any decisions resulting from the information in this report is to respond to community demand for a public space in the city centre.

2. Summary

- 2.1 After two successful temporary summer closures of Upper Trafalgar Street, Council has responded to continued public feedback seeking permanent closure to motor vehicles. A Special Consultative Procedure was undertaken for a proposal to declare Upper Trafalgar Street a pedestrian mall, prohibiting motor vehicles 365 days per year with specified exemptions.
- 2.2 The Statement of Proposal set out Council's preferred approach, as well as two other options that were practicably available to it.
- 2.3 This report covers the main issues raised in feedback received on the Upper Trafalgar Street pedestrian mall declaration Statement of Proposal.
- 2.4 Officers have also made recommendations in relation to how issues raised by submitters can be addressed in the design and operation of the pedestrian mall. This includes providing a design brief in Attachment 1 for Councils consideration.
- 2.5 To allow time for a comprehensive longer term design to be undertaken, and for its construction, a temporary design (light touch) of the space is proposed for the coming busy summer period. The permanent design would be constructed in winter 2020.

3. Recommendation

That the Council

- 1. Receives the report Upper Trafalgar Street - Pedestrian Mall Declaration - Council Deliberations (R10370) and its attachment (A2240962); and***
- 2. Approves the declaration of Trafalgar Street between Hardy Street and Selwyn Place as a Pedestrian Mall prohibiting motor vehicles 365 days a year with exemptions to enable:***
 - (a) access by emergency, litter collection, maintenance and street cleaning vehicles at any time;***
 - (b) access by delivery and service vehicles between the hours of 6am and 8am;***
 - (c) access by other vehicles required for the purposes of maintenance and building work relating to any property on Upper Trafalgar Street as approved by the Group Manager Infrastructure on a case by case basis; and***
- 3. Approves delegation to the Group Manager Infrastructure for the authority to approve vehicle access to Upper Trafalgar Street for the purposes of maintenance and building work relating to any property on Upper Trafalgar Street; and***
- 4. Directs officers, through the Upper Trafalgar Street design brief in Attachment 1 (A2240962), to provide for a performance area(s) that can be booked via Council's customer service centre; and***
- 5. Directs officers, through the city centre programme, to look at ways to achieve public space amenity gains in other areas of the city centre; and***
- 6. Directs officers, through the design brief in Attachment 1 (A2240962), to provide alternative mobility parks and drop off space and encourage slow speeds for bicycles and other mobility devices; and***

- 7. Directs officers to use the design brief in Attachment 1 (A2240962) to ensure design outcomes for the Pedestrian Mall address issues raised by submitters; and**
- 8. Directs officers to consult with the businesses and occupiers in Upper Trafalgar Street and the City Centre Focus Group during development of the both the light touch design and final design of the Pedestrian Mall and report back to the City Centre Committee.**
- 9. Approves that the Officer Delegations Manual be updated to reflect the above decisions.**

4. Background

- 4.1 On 20 June 2019, Council resolved to undertake a Special Consultative Procedure between 24 June and 24 July 2019 on a proposal to declare Upper Trafalgar Street a Pedestrian Mall for 365 days a year. The proposed Pedestrian Mall declaration would prohibit motor vehicles from Upper Trafalgar Street other than emergency vehicles, maintenance vehicles and service vehicles at specified times.
- 4.2 A copy of the Statement of Proposal is provided at www.nelson.govt.nz/upper-trafalgar-street. The Statement of Proposal outlines three options and proposes option two as the preferred option, described as follows:

Option 2:

- 3.2 *Nelson City Council proposes that under the declaration motor vehicles will be prohibited in Upper Trafalgar Street 365 days per year. The street would provide for pedestrians as a priority. Vehicles not classed as 'motor vehicles' will still be able to access the street (i.e. bicycles, mobility scooters, e-bikes/scooters).*
- 3.3 *The declaration is proposed to include exemptions for:*
 - 3.3.1 *Vehicles specifically authorised by Council to enter Upper Trafalgar Street for purposes such as emergency, litter collection, maintenance and street cleaning. This exemption is proposed to apply 24 hours per day; and*
 - 3.3.2 *Service vehicles associated with deliveries to the businesses fronting Upper Trafalgar Street. This exemption is proposed to apply between the hours of 6am and 8am daily.*

5. Discussion

Summary of submissions

5.1 The submission period for the Special Consultative Procedure was 24 June to 24 July 2019. During that period, a total of 214 submissions were received. The submissions are provided at www.nelson.govt.nz/upper-trafalgar-street and can be categorised as follows:

- 187 (87%) of the submissions were in favour of a pedestrian mall declaration that resulted in motor vehicles being prohibited in Upper Trafalgar Street either for the summer or 365 days a year.
- 140 (65%) of the submissions were in favour of a pedestrian mall declaration that resulted in motor vehicles being prohibited in Upper Trafalgar Street 365 days a year.
- 12 (6%) of the submissions were in favour of a pedestrian mall declaration that resulted in motor vehicles being prohibited in Upper Trafalgar Street during the summer months only. These submitters were concerned that there would be a lack of activity in the space during the winter months and that this is a reason to keep it open to motor vehicles.
- 35 (16%) submitters were in favour of a closure but did not make it clear which closure option they favoured.
- 15 (7%) of the submissions were in favour of a pedestrian mall declaration that resulted in motor vehicles being prohibited in Upper Trafalgar Street and suggested that other streets in the city centre should also be declared pedestrian malls with similar vehicle restrictions. Specific areas suggested were: other sections of Trafalgar Street; Hardy Street; Church Lane; New Street; and all city centre streets within the ring roads.
- 16 (8%) of the submissions were in opposition to a pedestrian mall declaration that resulted in motor vehicles being prohibited in Upper Trafalgar Street at least some of the time. The reasons given included: the economic impact on businesses in other areas of the city centre; the loss of parking; the loss of the vehicle link between Selwyn Place and the city centre; and the cost falling to ratepayers.
- 10 (5%) of the submissions were unclear about whether they supported or opposed the pedestrian mall declaration.

5.2 Other issues commonly raised in the submissions included: the split between public and private space; the design and provision of furniture/play equipment/art in the public space; the provision of a performance area, access for the elderly and mobility impaired; and concern around the vitality of the space in winter months.

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- 5.3 At this meeting, Council will deliberate on the feedback, ensuring that the reasons for any decisions are made clear so that this can be conveyed to submitters as required by the Local Government Act 2002, Section 82 (1)(f):

"that persons who present views to the local authority should have access to a clear record or description of relevant decisions made by the local authority and explanatory material relating to the decisions, which may include, for example, reports relating to the matter that were considered before the decisions were made."

- 5.4 Key issues raised by the submitters are discussed in more detail below and officer recommendations are provided below each submission topic where needed. Officers have recommended that the pedestrian mall be implemented with a light touch design this summer to enable establishment to coincide with the Arts Festival opening on 18 October.
- 5.5 Over the summer officers will work to create a permanent design that can be constructed during the winter months. The permanent design is proposed to be implemented out of a design brief addressing key issues recommended in this report. A summary of the design requirements to inform the brief are provided at the conclusion of the discussion of the issues below, and the design brief supporting it is included in Attachment 1.

Summer months or 365 day per year

- 5.6 In preparing the draft Statement of Proposal, officers considered whether the prohibition on motor vehicles should be for summer only, or for 365 days per year. The recommendation from officers was that the 365 day a year pedestrian mall declaration was the proposal that should be consulted on. Council resolved in the 20 June meeting and approved the Statement of Proposal on this basis.
- 5.7 A detailed discussion of the advantages and disadvantages associated with each option is included in section 6 of this report.
- 5.8 As summarised in the section above, 140 (65%) submitters were in favour of the permanent 365 day a year closure to motor vehicles. 12 (6%) of submitters were in favour of the summer only closure and 35 (16%) submitters were in favour of a closure but did not make it clear which closure option they favoured.
- 5.9 The pedestrian mall declaration, unlike a road stopping, provides Council with the opportunity to review it in the future and change the specified hours of the declaration following a special consultative procedure. Should there be concern regarding the workability of the specified exemptions or the 365 day per year declaration, the declaration can be reviewed.

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- 5.10 Officer recommendations associated with this issue are provided after the exemptions section below.

Exemptions

- 5.11 It is important that emergency vehicles are able to access Upper Trafalgar Street at all times. Some form of automatic retractable bollard or locked manually folding bollard that allows access for emergency vehicles will be included in the final design.
- 5.12 From time to time it will be necessary for vehicles to access Upper Trafalgar Street to allow maintenance and construction of buildings and the road itself. Any exception for motor vehicles for this purpose should only be made where heavy or large items need to be transported close to the site. It is recommended that the Group Manager of Infrastructure be delegated authority to approve or decline applications for this on a case by case basis.
- 5.13 Some of the businesses in Upper Trafalgar Street do not have a right of access to a road other than Upper Trafalgar Street. Therefore it is recommended that service and delivery vehicles be allowed into Upper Trafalgar Street at limited times when pedestrian activity is low. To prevent the street being used by other vehicles during this time the design will allow for an opening only at one end.

Recommendations:

Approves the declaration of Trafalgar Street between Hardy Street and Selwyn Place as a Pedestrian Mall prohibiting motor vehicles 365 days a year with exemptions to enable:

- (a) access by emergency, litter collection, maintenance and street cleaning vehicles at any time;**
- (b) access by delivery and service vehicles between the hours of 6am and 8am;**
- (c) access by other vehicles required for the purposes of maintenance and building work relating to any property on Upper Trafalgar Street as approved by the Group Manager Infrastructure on a case by case basis.**

Approves delegation to the Group Manager Infrastructure for authority to approve vehicle access to Upper Trafalgar Street for the purposes of maintenance and building work relating to any property on Upper Trafalgar Street.

Winter Activation

- 5.14 12 submitters were in favour of prohibiting motor vehicles during the summer only. Almost all of these submissions were concerned that the Upper Trafalgar Street space would feel empty and lifeless without vehicles driving through in the colder months. A number gave the example of how the area is almost empty of activity currently.
- 5.15 With motor vehicles currently allowed in Upper Trafalgar Street outside summer months, the space is less attractive and the presence of motor vehicles themselves discourage pedestrians and public use of the area. The prohibition of motor vehicles from Upper Trafalgar Street would allow more permanent performance space and furniture to be installed in the space making it more attractive to users.
- 5.16 The Nelson Arts Festival Trust and the Nelson Buskers Festival/Three Bridges Productions both submitted on the need for performance space to be allocated within Upper Trafalgar Street and noted that there are issues with trees at the Hardy Street end, and issues with 1903 square at the Selwyn Street end. The need to ensure the space is easily bookable and available for the community when there are no curated events was also highlighted.
- 5.17 Currently, the relatively time consuming process for a temporary road closure results in community groups or performers not being able to easily use the space for performances or gathering. Permanently prohibiting motor vehicles from the space would allow these other activities to take place and contribute further to the vitality of the area.
- 5.18 For the 4lanes festival in August 2019 Council had 28 expressions of interest in four days for performers wanting to use the space. Providing a permanent performance space and an easy booking system for Upper Trafalgar Street will enable winter activation. This can be implemented as part of the design brief in attachment 1 of this report.

Recommendation:

Directs officers, through the Upper Trafalgar Street design brief in Attachment 1 (A2240962), to provide for a performance area(s) that can be booked via Councils customer service centre.

Pedestrianising Beyond Upper Trafalgar Street

- 5.19 15 submitters stated a desire to see other roads in the city centre closed to motor vehicles. Some wanted to see one more section of road closed such as Trafalgar Street between Hardy Street and Bridge Street or Hardy Street between Trafalgar Street and Collingwood Street or Church Street. Others wanted to see the closure of all of the streets in the city centre inside the ring roads.

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- 5.20 The Pedestrian Mall declaration consulted on did not give options for streets other than Upper Trafalgar Street.
- 5.21 As part of the development and implementation of the City Centre Programme Plan, there may be further road sections that are identified for possible pedestrianisation that can be trialled and considered by Council.
- 5.22 Any options other than what was proposed in the Statement of Proposal are out of scope and are unable to be considered as part of deliberations on this consultation.

Economic Effects

- 5.23 The economic effects of the trial closures were discussed in the previous Council report, and are summarised in the table below. (Note that the "New Street" label replaces the previously used and incorrect "Collingwood Street" label).

AREA of growth in hospitality	2017-18 vs 2016-17	2018-19 vs 2016-17	2018-19 vs 2017-18
	Year 1 closure vs pre-closure	Year 2 closure vs pre-closure	Year 2 closure vs year 1 closure
New Street	7.9%	8.4%	0.4%
Hardy Street	5.3%	-1.0%	-5.9%
Trafalgar Street	40.0%	10.9%	-20.8%
Rest of Nelson	3.5%	16.8%	12.8%
Total Nelson City	9.1%	13.8%	4.4%

- 5.24 The hospitality spend data over the period of the three trials shows that there was an initial increase in spending in Upper Trafalgar Street in the first year before spending growth dropped back again to close to the average for the hospitality spend for the city as a whole.
- 5.25 Feedback received from businesses outside Upper Trafalgar Street focused mainly around concerns that customers were being drawn away from their businesses to those on Upper Trafalgar Street. The economic data shows that this may be the case for Hardy Street businesses but not for the rest of the city.
- 5.26 The City Centre Programme Plan will result in activation throughout the central city, benefiting the public, residents, visitors and ultimately all business owners. The success of the Upper Trafalgar Street precinct is also due to the investment of those private businesses in the public space and their investment in business location being mutually beneficial to each other. City centre activation projects in other parts of the city are unlikely to diminish the area's popularity and offer significantly.

Recommendation:

Directs officers, through the city centre programme, to look at ways to achieve public space amenity gains in other areas of the city centre.

Vehicle flows

- 5.27 A small number of submitters have raised concerns around the operation of Park Street and the slightly increased travel times for drivers wanting to turn right from Rutherford Street into the upper end of the city centre.
- 5.28 Council has previously considered the changes in vehicle flows on the roads surrounding Upper Trafalgar Street before, during and after the trials. The main effects of the trial closures on traffic flow in the area were identified as:
- There were significant variations in the daily “before and after” traffic flows at all four locations surveyed. This would indicate drivers are adapting to the road closure and adjusting their routes through the city centre accordingly.
 - The most significant traffic effect, while small in vehicle numbers and reducing between summers (122 to 79 vpd), occurs in the use of Park St. This public road is predominantly used for servicing the Upper Trafalgar St businesses. While reducing between summers there has been an increase in the use of this route by general traffic during the closure which has caused some conflicts between businesses, deliveries and through motorists. This is an operational issue which, given the overall low volumes which are reducing is able to be managed. The reduction in additional users of Park Street between summers is indicative of drivers moderating their behaviour and changing their expectations of this as an alternative through route.
- 5.29 A preliminary investigation into the opportunity to reintroduce the right turn movement from Rutherford Street into Hardy Street has been made. The right turn phase from Rutherford St northbound into Hardy St east bound existed until about 2007. This caused queuing, on occasions, back to the Selwyn Place intersection which impacted on the southbound flows through this part of the City ring road. The phase was removed but a filter movement (allowing right turning vehicles to turn while still having to give way to approaching through vehicles) remained. The crash history associated with this filter movement resulted in this intersection having the worst crash record in the City at the time. The right turn was banned around 2009 and cycle lanes introduced.
- 5.30 The impact of reinstating this turn has not been assessed in detail but a number of issues have been identified:

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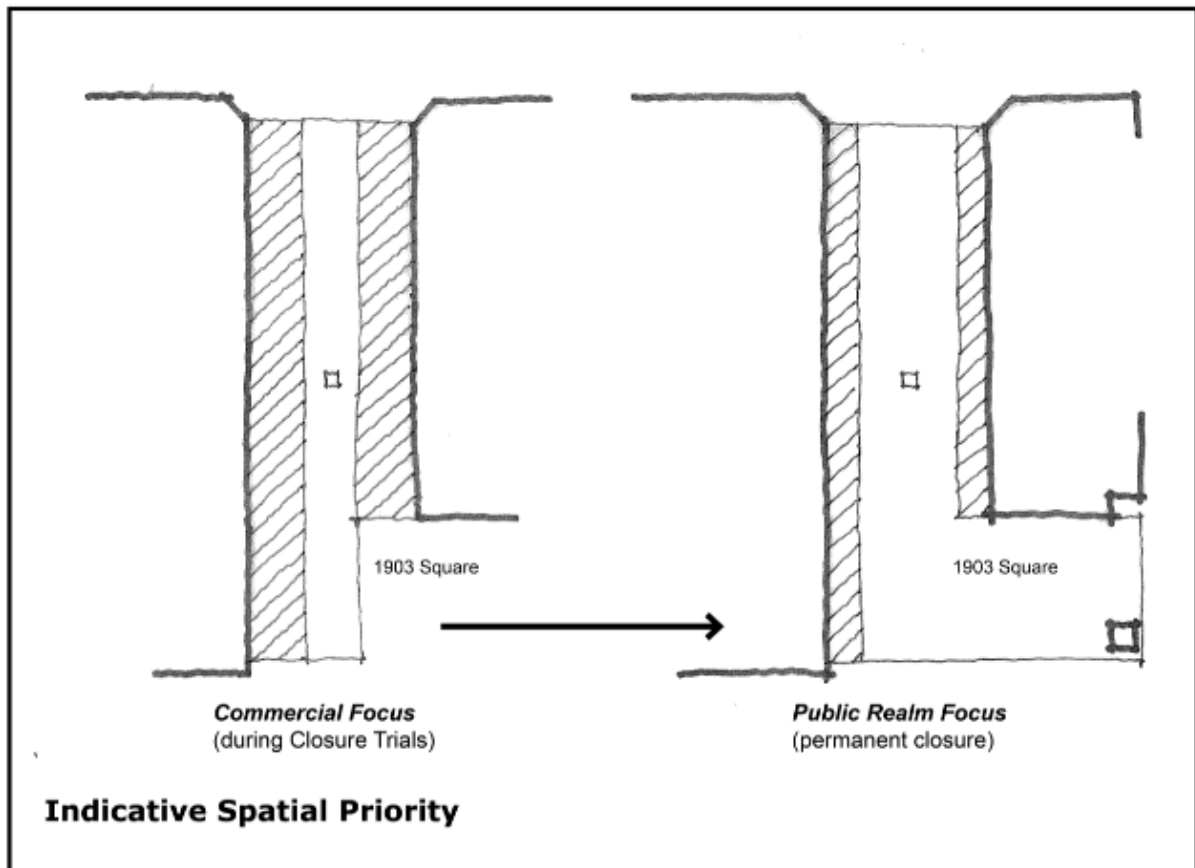
- The introduction of an additional lane through this section of Rutherford St would require either the removal of the 4 popular parking bays, or the removal of the cycle lanes.
- It would introduce a new phase into the traffic signal timing that would add in the order of 30 seconds (depending on demand) to the phase timings. This would increase delays for southbound traffic on Rutherford St and all traffic on Hardy St.
- There is still potential that the queues from this intersection (depending on demand) will impact on the Selwyn Place intersection.

5.31 In summary, the traffic effects of prohibiting motor vehicles from Upper Trafalgar Street are relatively minor with drivers ultimately able to navigate their way into the central city as they became used to not having Upper Trafalgar Street available. Officers recommend that the Infrastructure Activity Managers continue to monitor traffic flows as users become accustomed to the pedestrian mall, and make any operational changes to Park Street as may be identified as necessary.

Public/Private space allocation

- 5.32 14 submitters raised the issue that they thought the space in Upper Trafalgar Street was not split between public space and leased space appropriately. All of the submitters that raised this issue wanted to see a greater proportion of the space available to the public without having to purchase food or a drink from one of the hospitality businesses.
- 5.33 Both the public and Council recognise that the commercial activity of outdoor dining has been a positive means to activate Upper Trafalgar Street. While outdoor dining activity is supported, feedback has supported the opportunity for the space to also serve other potential people-focused uses and event potential with the adjacent linkages to Piki Mai/Cathedral Hill and 1903 Square being improved.
- 5.34 Officers consider that the design of the pedestrian mall needs to better reflect an appropriate balance of public to private space than has occurred as part of the temporary closures. While the exact design has yet to be developed the diagram below illustrates the change in focus proposed to be implemented during the design of the permanent pedestrian mall. Officers have included in the design brief in Attachment 1 a matter to address the implementation of appropriate public to private space allocation.

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Leases for Outdoor Dining

- 5.35 Four submitters, two of them representing businesses in Upper Trafalgar Street, raised the issue of rent for the additional outdoor dining area being too expensive, especially if the businesses had to pay for the space all year round.
- 5.36 During the 2018/19 temporary summer closure of Upper Trafalgar Street, the restaurants and cafes were given the opportunity to extend their outdoor dining areas to take advantage of the closure.
- 5.37 Rent for the additional space was charged based on advice from a registered valuer. Rather than have a valuer undertake a valuation for each property, a model has been developed for Council officers to use in determining rent for outdoor space. The model takes into account, where in the city centre the site is and the total area of outdoor dining for the business in question. As a result, Council does not apply a fixed rate throughout the city centre as this would not reflect the value of the land to the business.
- 5.38 The highest value sites are in Upper Trafalgar Street so the rent is higher there than say in New Street. The larger the area that the business rents, the lower the amount it costs per square metre. This recognises that, above a certain area, the utilisation of the space is likely to reduce and therefore it is not of as high value.

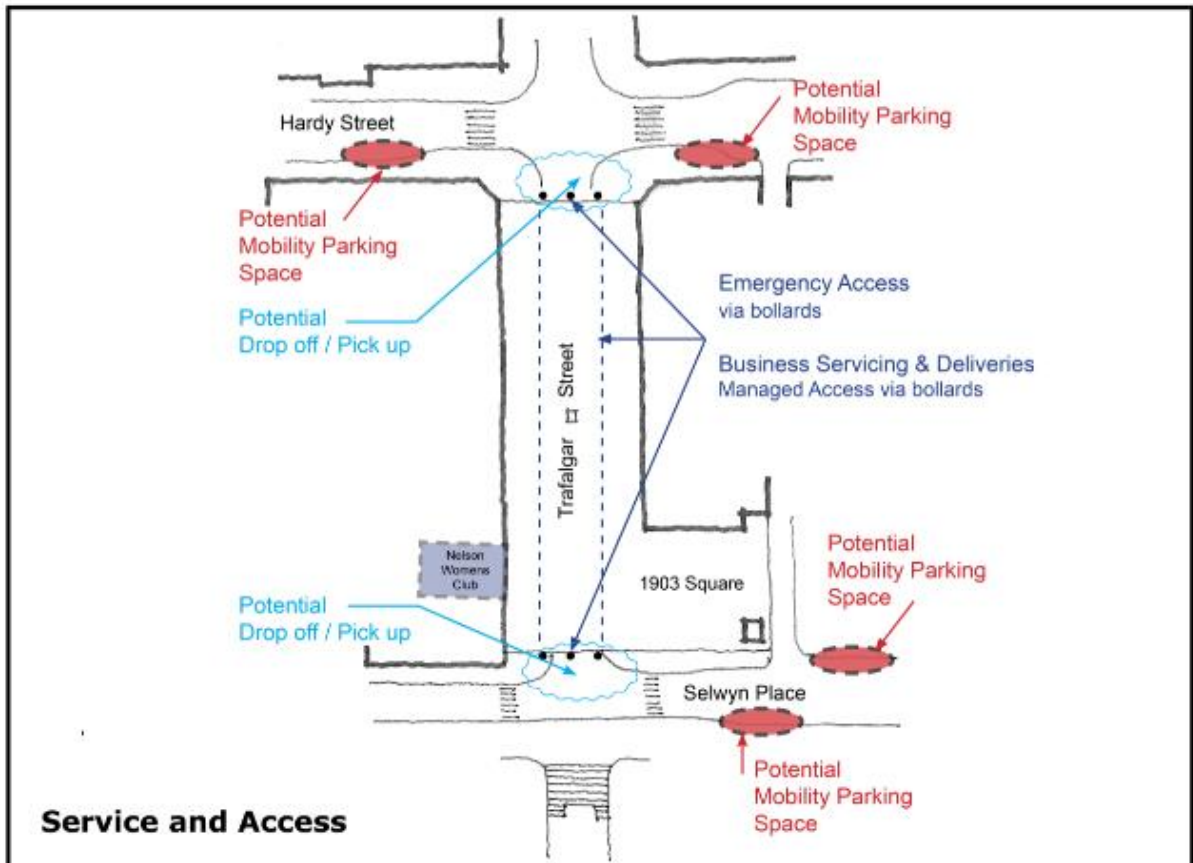
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- 5.39 Officers consider that the leased outdoor dining areas need to reduce in size from those allocated during the temporary closures, and that they should be all year round leases, rather than allowing just summer occupation. This will be consistent with how leases are granted throughout the rest of the city centre and encourage business owners to invest in winter activation of the spaces. No change is proposed to the licensing fees and process.
- 5.40 Officers have made recommendations in relation to the need to define an appropriate portion of public to private space allocation in the design brief in Attachment 1 of this report. As part of giving effect to the brief discussed in Attachment 1 officers will consult with the business owners to negotiate lease spaces.
- 5.41 The Nelson Marlborough District Health Board submitted that the visibility of the outdoor dining areas has the potential to create alcohol harm and suggested that high screening be used to avoid public viewing people consuming alcohol. Officers do not support screening off the outdoor dining areas and note that the extent of licensed areas will be scaled back from last year as part of the allocation of public over private space. Outdoor dining including consumption of alcohol is a lawful activity and will be subject to liquor licence conditions.
- 5.42 To assist the holders of liquor licences in managing their designated areas, the light touch design will mark out licenced area with ground level markers. Barriers will not be supported unless the licence holder can demonstrate a real need as priority is to be given to the public space and public activation with furniture, art or other installations. The design process will create a palate of appropriate barriers that can be purchased by licence holders and installed within their license area subject to conditions.

Accessibility

- 5.43 17 submitters raised the issue that those with mobility problems would find it more difficult to access the businesses and facilities on Upper Trafalgar Street. Members of The Nelson Women's Club have been particularly concerned about this issue due to the club having many older members.
- 5.44 There are currently two mobility parking spaces in Upper Trafalgar Street, both at the Bridge Street end. It is proposed to establish mobility parking spaces on Selwyn Place and Hardy Street adjacent to Upper Trafalgar Street to replace those that would be lost if Council approves the Pedestrian Mall declaration. The figure below shows indicative locations for mobility parking spaces.

Item 7: Upper Trafalgar Street - Pedestrian Mall Declaration - Council
Deliberations



- 5.45 Prohibiting motor vehicles from Upper Trafalgar Street will still allow the use of motorised mobility scooters as these are not defined as motor vehicles.
- 5.46 The Nelson Women's Club has also raised the issue of how caterers to its events will access the club if they are unable to park directly outside the front door. Officers consider that, given that caterers are unlikely to suffer from any personal mobility issues and that there are other options for parking on Hardy Street, Selwyn Place and Trafalgar Square it is unlikely that the prohibition of motor vehicles from Upper Trafalgar Street will prevent delivery of catering to The Nelson Women's Club. Vehicle delivery to the door will also be available during the morning when Upper Trafalgar Street would be open to service and delivery vehicles.
- 5.47 To allow for the drop off and pick up of goods and people, the design team will consider whether a drop off/loading space can be established close to Upper Trafalgar Street on Selwyn Place without compromising the safety of the area or the function of the space for events.
- 5.48 Nine submitters sought that bikes and other personal mobility devices were banned from Upper Trafalgar Street due to conflicts with pedestrians. Officers consider that conflicts are due to the speed by which some cyclists used the space, and that this is best addressed by

Item 7: Upper Trafalgar Street - Pedestrian Mall Declaration - Council Deliberations

the design of the public space encouraging low speed and non-direct routes through design and furniture placement.

Recommendation:

Directs officers, through the design brief in Attachment 1 (A2240962), to provide alternative mobility parks and drop off space and encourage slow speeds for bicycles and other mobility devices.

Design

- 5.49 Detailed design work for the Pedestrian Mall declaration is required. The design of Upper Trafalgar Street pedestrian mall will give effect to, and be consistent with, the six key moves of the city centre programme. Council officers experienced in urban and public space design have prepared the design brief in Attachment 1. The brief is intended to detail the design outcomes that will be needed to address the issues raised by submitters.
- 5.50 Should Council decide to approve the Pedestrian Mall declaration, the design of Upper Trafalgar Street shall be led by the design brief which includes the following requirements:
- There will be an initial "light touch" design that is suitable for implementing before summer 2019/20 with a longer term, aspirational and more permanent design to be developed for construction following the peak summer 2019/20 period.
 - There will be a greater focus on the public realm function of the space with a larger proportion of the space being made available for public use than that during the two temporary closures in 2017/18 and 2018/19.
 - The design will incorporate parking for those with mobility challenges in close proximity to both ends of Upper Trafalgar Street.
 - The design will allow for a loading zone at either end of Upper Trafalgar Street for the purposes of loading and unloading goods or people.
 - The design will allow for access for emergency vehicles, delivery and service vehicles, and the occasional maintenance or construction vehicle subject to the final resolution.
 - The design will encourage slow speed for bicycles and personal mobility devices.

Item 7: Upper Trafalgar Street - Pedestrian Mall Declaration - Council Deliberations

- The design will allow for easy reconfiguration of the space to accommodate events.
- Over half of the furniture incorporated into the design will be suitable for use by older adults.
- The design will provide a clear unified template for a form of relocatable barrier or delineation between the public and private space for the purposes of managing liquor licences.
- The design will integrate 1903 Square and consider future design goals.
- The permanent design will be consulted on with the occupiers of Upper Trafalgar Street and the City Centre Focus Group.

Recommendations:

Directs officers to use the design brief in Attachment 1 (A2240962) to ensure design outcomes for the Pedestrian Mall address issues raised by submitters.

Directs officers to consult with the businesses and occupiers in Upper Trafalgar Street and the City Centre Focus Group during development of the final design of the Pedestrian Mall and report back to the City Centre Committee.

Funding Implications

- 5.51 Funding for the closure over summer before the permanent design is developed will come out of the City Development budget.
- 5.52 The Annual Plan has made provision for \$250k for the purpose of the works associated with declaring Upper Trafalgar Street a Pedestrian Mall subject to the outcome of Council deliberations on this Special Consultative Procedure.
- 5.53 The costs of declaring Upper Trafalgar Street to be a pedestrian mall prohibiting motor vehicles 365 days per year are estimated to be \$250k (including a 30% contingency) capital as a one off investment. This would provide for removal of parking meters and bollards, permanent signage, vehicle barriers, road marking, and more robust street furniture.
- 5.54 Any additional funding required for relocatable kit to create a permanent performance area, and other activation furniture/art or assets can also be provided from the city development budget and can be used throughout the city centre.

Item 7: Upper Trafalgar Street - Pedestrian Mall Declaration - Council Deliberations

- 5.55 There were a small number of submissions, four in total, that queried why all ratepayers should contribute to the cost of the physical works when the businesses in the immediate vicinity are the ones that would benefit. The Pedestrian Mall would be a public asset, an attraction in the city centre, the benefits (and flow-on effects) of which are available for all ratepayers to enjoy.

6. Options

- 6.1 There are three options available to Council in considering submissions and deliberations. Option two is recommended.
- 6.2 Option one is to declare Upper Trafalgar Street a Pedestrian Mall with all motor vehicles prohibited with specified exemptions during restricted times for the period 18 October to 31 April every year.
- 6.3 Option two is to declare Upper Trafalgar Street a Pedestrian Mall with all motor vehicles prohibited for 365 days per year with specified exemptions. This is the option recommended by Council officers and is the option best supported by submitters.
- 6.4 Option three is to continue with the status quo with the road open at all times other than during temporary closures for events.
- 6.5 It is important to note that the previous two summer closures were temporary and as such cannot continue without being further formalised through the road stopping or pedestrian mall provisions of the Land Transport Act or Local Government Act.
- 6.6 The options available to Council, along with the advantages and disadvantages are summarised below.

Option 1: Declare Upper Trafalgar Street a Pedestrian Mall for the period 18 October to 31 April every year	
Advantages	<ul style="list-style-type: none">• Provides a public space in the city centre for community events and gatherings during the summer.• Attracts people to the city centre and encourages them to linger longer and explore the city supporting local businesses.• Aligns with the beginning of the Arts Festival.• Assists with implementing Nelson's Smart Little City aspirations by recognising Upper Trafalgar Streets role as a people focused space.• Can be revoked or varied by a subsequent declaration following a further special consultative procedure.

Item 7: Upper Trafalgar Street - Pedestrian Mall Declaration - Council Deliberations

Risks and Disadvantages	<ul style="list-style-type: none"> • There are significant costs to Council in staff and contractor time involved in processing the summer closure, and physically setting up and removing the closure each year. • Summer closure doesn't allow Council to invest in permanent robust and more efficient street furniture and closure barriers. New planter boxes are required for any additional summer closures as the current ones have reached the end of their lifecycle. • Doesn't respond to the significant public support for the permanent closure of Upper Trafalgar Street. • Doesn't provide a public space available for winter activation in the city centre or for the community, Uniquely Nelson or Museum groups to hold events without going through a temporary road closure process and its associated 10 week lead in and administration costs. • Doesn't provide an opportunity to improve the quality of the public space through permanent investment (i.e. accessible parks, removal of bollards and parking meters, better crossing points to the Church steps, lighting investment).
Option 2: Declare Upper Trafalgar Street a Pedestrian Mall 365 days a year, with exemptions	
Advantages	<ul style="list-style-type: none"> • Provides a public space in the city centre for community events, festivals and gatherings all year round. • Attracts people to the city centre and encourages them to linger longer and explore the city supporting local businesses. • Assists with implementing Nelson's Smart Little City aspirations by recognising Upper Trafalgar Streets role as a people focused space. • Responds to the public feedback to date supporting the trials and seeking that the area be pedestrianised all year round. • Provides for Council to make a one-off investment in upgrading the space for pedestrian use, to make it more user friendly and inviting. • Enables investment in more permanent accessible parking, signage, street furniture, shading and heating, other urban elements and storage equipment thereby making them

Item 7: Upper Trafalgar Street - Pedestrian Mall Declaration - Council Deliberations

	<p>more robust and reducing ongoing costs associated with a summer only trial.</p> <ul style="list-style-type: none"> • Reduces officer time and contractor costs associated with establishing and disestablishing the closure each summer. • Reduces uncertainty for regular motor vehicle users in the city centre and allows for vehicle behaviour to adjust permanently. • Provides future opportunities to improve the crossings and relationship between the Church steps and Upper Trafalgar Street active space. • Provides the opportunity for hospitality business to extend their outdoor dining areas and associated leases more permanently, enabling them certainty to invest in more robust furniture/ dining experience. • Can be revoked or varied by a subsequent declaration following a further special consultative procedure.
Risks and Disadvantages	<ul style="list-style-type: none"> • There may be additional work required by Council officers/contractors and budget to ensure that the space is activated during the winter months. • There will be a loss of 12 carparks. • A small number of businesses would have to make use of the short term parking in Selwyn Place or other parking spaces, drop off and loading zones nearby for out of hour access and deliveries. • There may be some tension between users of Park Street until driver behaviour is self-moderated. • May lead to the need for Council to review the function and restrictions on Park Street in the future (i.e. may require reclassification as loading area, one way or special access lane).
Option 3: Status Quo	
Advantages	<ul style="list-style-type: none"> • No additional cost to ratepayers. • Administratively very simple for Council with no ongoing Council officer input needed for the running of the space beyond that currently undertaken.
Risks and Disadvantages	<ul style="list-style-type: none"> • Does not respond to the public demand for the space to be closed to motor vehicles in some form. • Limits the use of the space for events to a maximum of 31 days a year.

7. Conclusion

- 7.1 Council has undertaken two temporary closures of Upper Trafalgar Street in the summers of 2017/18 and 2018/19. In response to continued public feedback asking for permanent prohibition of motor vehicles, Council has undertaken a Special Consultative Procedure on a proposal to declare Upper Trafalgar Street a Pedestrian Mall and prohibit motor vehicles, with specified exemptions.
- 7.2 In total, 214 submissions were received. 87% were in support of some form of closure with 65% specifically stating they were in favour of a 365 day a year prohibition of motor vehicles. 8% of submitters opposed any type of closure.
- 7.3 A wide variety of issues were raised by submitters both in support and opposition of any prohibition of motor vehicles.
- 7.4 The majority of issues raised by submitters are able to be addressed by actions in the design brief. Council officers recommend the approval of a Pedestrian Mall declaration prohibiting motor vehicles 365 days a year with specified exemptions as detailed in the Special Consultative Procedure and recommendations in this report.

8. Next Steps

Summer 2019/20

- 8.1 Following the decisions made during the Council deliberations approval of options one or two will result in the following work being undertaken by Council officers and contractors:
- Plan for the temporary summer physical works.
 - Engaging a contractor to undertake the physical works for the light touch approach subject to the outcome of any appeal process.
 - Negotiation of outdoor dining leases with the hospitality business owners who are interested in expanding their outdoor area.
- 8.2 The above work will be undertaken in the one month appeal period that will begin the day after any decision favouring options one or two.
- 8.3 If no appeal is lodged, then the light touch summer works will be completed in time for the opening of the Arts Festival on 18 October 2019.

Permanent all-year

- 8.4 If Council decides to adopt option two then the following work will be undertaken beginning immediately following the appeal period in preparation for winter construction.
- Installation of temporary summer works
 - Design of a permanent pedestrian mall layout

Item 7: Upper Trafalgar Street - Pedestrian Mall Declaration - Council Deliberations

- Design of the replacement mobility parking spaces and loading zone
 - Consultation with Upper Trafalgar Street businesses and occupiers and with the City Centre Focus Group regarding the permanent design
 - Engage a contractor to undertake physical work
 - The permanent physical work will then be undertaken at the end of the summer period.
- 8.5 Should an appeal be lodged, the timeframes for closure before summer will be at risk with the process then becoming subject to the Environment Court processes.
- 8.6 If Council chooses to adopt option three of this report then no further action will be required.

Author: Lisa Gibellini, Team Leader City Development

Attachments

Attachment 1: A2240962 Upper Trafalgar Street - Pedestrian Mall - Design Brief [↓](#)

Important considerations for decision making
<p>1. Fit with Purpose of Local Government</p> <p>Consideration of the community’s views on the proposal to declare Upper Trafalgar Street to be a pedestrian mall allows Council to meet its purpose under the Local Government Act by enabling democratic local decision-making and action by, and on behalf of, communities.</p>
<p>2. Consistency with Community Outcomes and Council Policy</p> <p>A decision on the proposal to declare Upper Trafalgar Street to be a pedestrian mall aligns with the following Community Outcomes:</p> <ul style="list-style-type: none"> • Our Council provides leadership and fosters partnerships, a regional perspective and community engagement; and • Our communities have opportunities to celebrate and explore their heritage, identity and creativity; and • Our urban and rural environments are people-friendly, well-planned and sustainably managed.
<p>3. Risk</p> <p>Should Council declare a Pedestrian Mall in Upper Trafalgar Street the main risk is that an appeal could be lodged in the Environment Court. This would significantly impact the timeframes for delivery of the project to beyond the peak summer period.</p>
<p>4. Financial impact</p> <p>Provision for the physical works of \$250k has been included in the Annual Plan subject to the outcome of these deliberations. Further budget for the temporary summer closure is available from the City Development budget.</p>
<p>5. Degree of significance and level of engagement</p> <p>This decision to declare Upper Trafalgar Street to be a pedestrian mall is a matter of high significance to the community, hospitality businesses in Upper Trafalgar Street and other parts of the city, and therefore the special consultative procedure has been undertaken.</p>
<p>6. Inclusion of Māori in the decision making process</p> <p>No consultation with Māori was undertaken for this report.</p>
<p>7. Delegations</p> <p>The decision relates to City Centre enhancement, business, economic development and tourism, events, a pedestrian mall and loss of car parking. Responsibility for these areas does not fall clearly to a single Council committee. Therefore, the decision is referred to the Council.</p>



Design Brief

*In support of the Council Deliberations for the approval of
a Pedestrian Mall Declaration for Upper Trafalgar Street in
Nelson City Centre*

Sheet 1 - Upper Trafalgar Street Background

Sheet 2 - Design Objectives

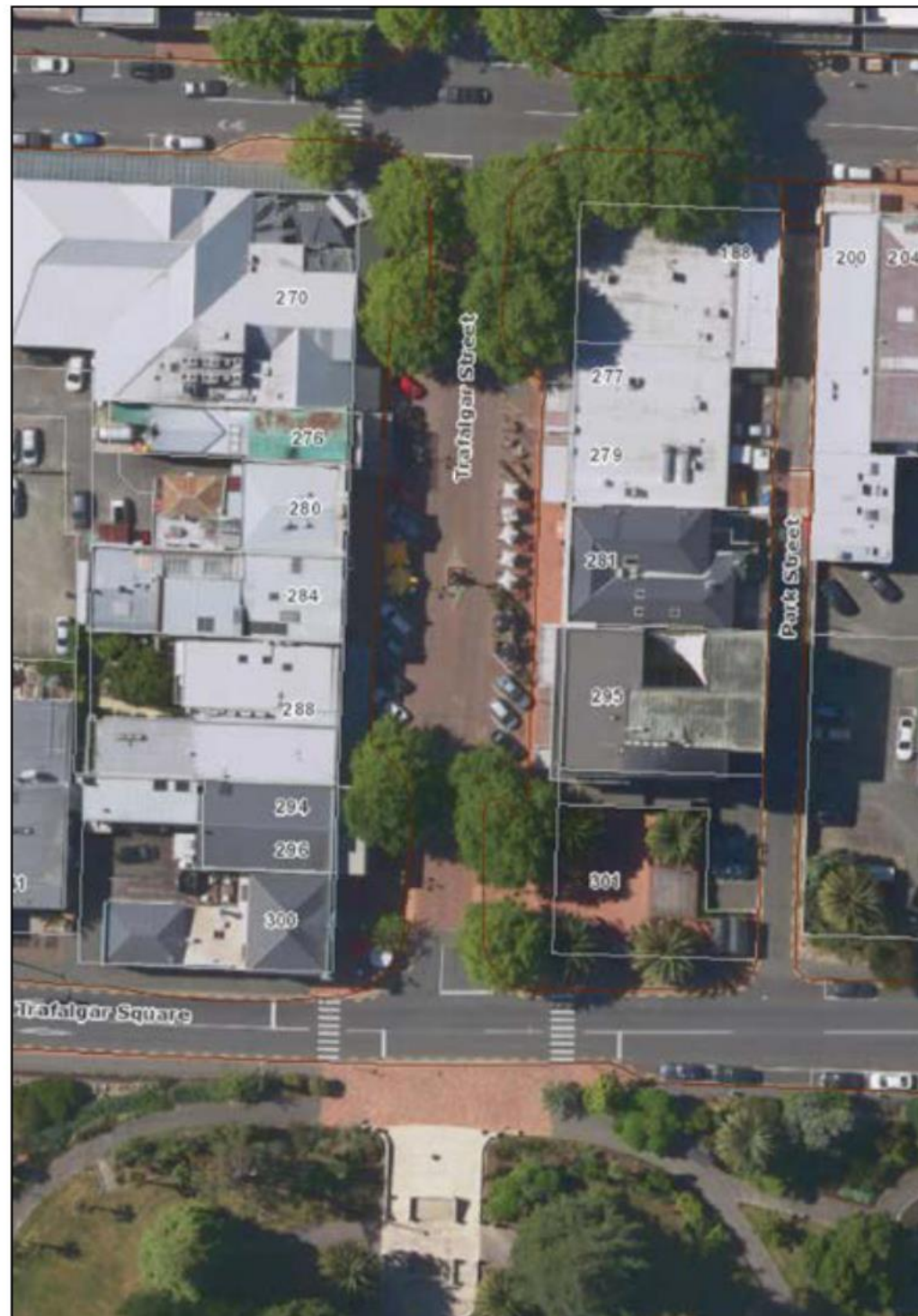
Sheet 3 - Alignment with the City Centre Programme Six Key Moves

Sheet 4 - Design Precidents and Engagement Process

Sheet 5 - Design Parti

Sheet 6 - 8 Options for the Public Realm Design Approach

A2240962



Background

- **History**

Upper Trafalgar Street links Piki Mai and Cathedral Hill to the City Centre. The site history plays a crucial role in Nelson's history with Iwi and as a focus of Nelson as a Colonial settlement and as an established city.

- **Key Features**

The site is a short 90m City Centre block anchored by active ground level land uses, including the Nelson Provincial Museum and some of Nelson's best restaurants. The site is bound by Selwyn Street and Hardy Street with the Park Street laneway to the east.

- **Role in the City Centre**

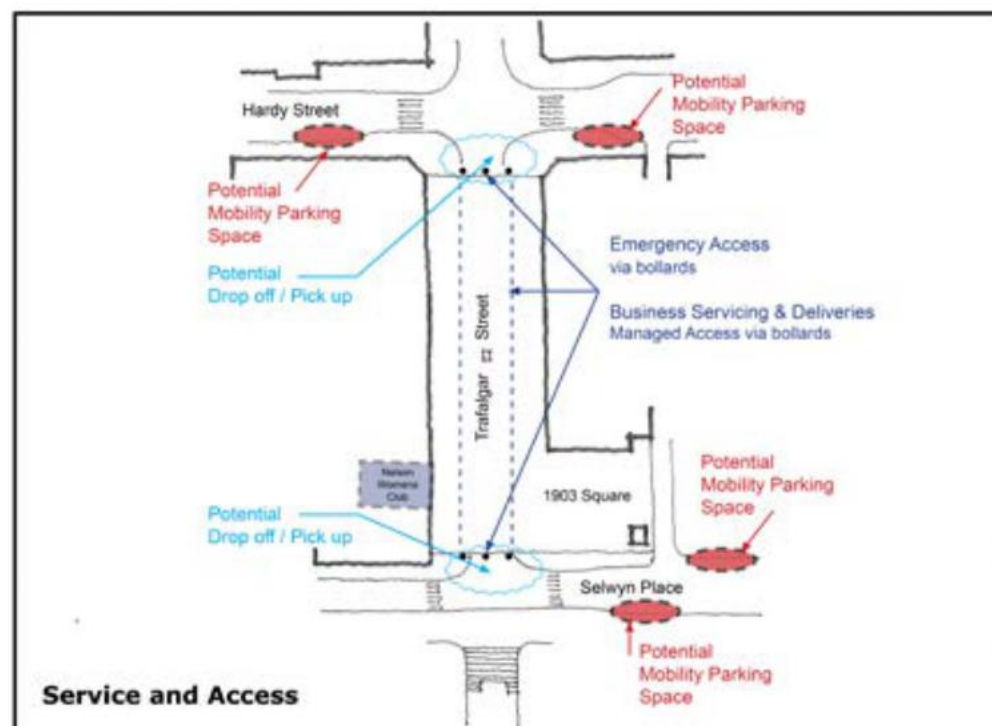
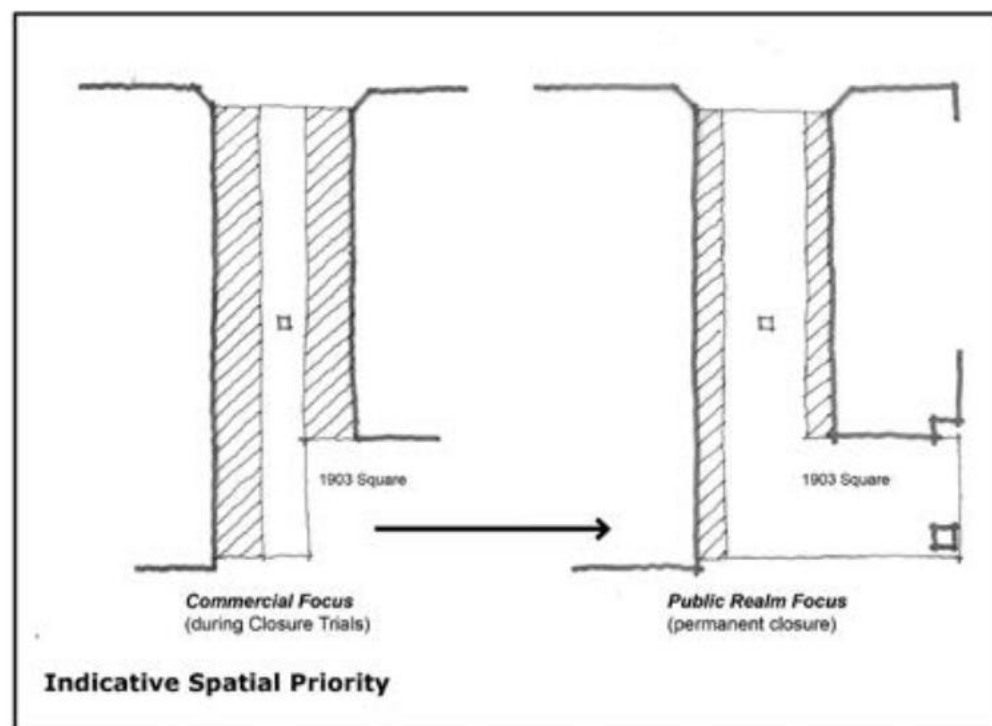
Activated by the Cathedral Steps and 1903 Plaza, Upper Trafalgar Street is the social heart for Nelson during hikoī, festivals, art installations and projections, community vigils and various demonstrations.

- **Summary of 2018/19 Closure Trails**

In response to requests from the community and event organisers during the Annual Plan and Long Term Plan processes over multiple years, the Council trialed the temporary closure of Upper Trafalgar Street to motor vehicle traffic over the summers of 2017/18 and 2018/19. Upper Trafalgar Street was temporarily closed to motor vehicles, businesses extended their outdoor dining areas, and Council provided public tables, chairs, games and shade umbrellas for community use.

The summer closures of Upper Trafalgar Street to motor vehicles have received generally positive public support, and the area was active and well used over the trial periods. Upper Trafalgar Street has become a popular civic space especially when combined with 1903 Square and the Church steps for public events.

Paymark data, which covers all card payments (credit and debit cards) in the New Zealand retail market, including international cards, shows that overall the hospitality sector in Nelson had a successful summer period in 2017/18 with spending up 9.1% compared to the same period the previous year. The 2018/19 summer also saw an increase in spending in the hospitality sector of 4.4% above the 2017/18 summer.



Design Objectives

- **Public Realm Priority**

Upper Trafalgar Street is successfully activated by both public use and commercial trading. The outcomes of a great space are achieved when the ratio of public realm space is prioritised over commercial/privatised uses.

There will be a greater focus on the public realm function of the space with a larger proportion of the space being made available for public use than during the two temporary closures in 2017/18 and 2018/19.

The design shall integrate 1903 Square and consider future design goals.

- **People Focus**

The focus for the design of Upper Trafalgar Street is about People: Amenity, Comfort, "Soft", Sunny, Green, Landmarks, Heritage, Events, Play, Outdoor Dining, and Art should all be considered in the potential design to address the opportunities to make the space active and successful.

Upper Trafalgar Street should be a safe and inviting space for all public. Consideration for sustainable, smart, high quality lighting fixtures should provide resilience for lighting, audio, CCTV, flags, power points and planting pots. Safety needs to reflect respectful behaviours including slow speeds for bicycles and personal mobility devices.

Furniture specified in Upper Trafalgar Street should be robust and provide comfort to users. As a goal, the design should provide over half of the furniture suitable for use by the elderly as referenced in the Nelson/Tasman Land Development Manual 2019.

- **Flexibility**

Design and elements that are easily moveable/adaptable for occasional events (Buskers, NYE). Modular elements considered to enable a range of configurations and layouts. Mixed style options might also be considered- influenced by the site context of heritage and contemporary. The ability to modify moveable elements over time is seen as important.

- **Seasonal Activation and Events**

Understand the seasonal demands and opportunities of the space. Active curation of the space in response to seasonal change and events will be important.

- **Service and Access for Businesses and Customers**

The design shall incorporate parking for those with mobility challenges in close proximity to either end of Upper Trafalgar Street.

The design shall allow for a loading zone at either end of Upper Trafalgar Street for the purposes of loading and unloading goods or people.

The design shall allow for access for emergency vehicles, delivery and service vehicles (during a managed time period), and the occasional maintenance or construction vehicle subject to the final resolution. Managed access for servicing,

City Centre Programme Plan

Alignment with the Six Key Moves



01 Destination Nelson

- Upper Trafalgar Street serves as an iconic destination linking the City Centre to Pikiwai/Cathedral Hill Steps.
- Urban events space serving as a locals and visitors destination for Buskers, New Years Eve, Arts Festival, Light Nelson and other public attractions.
- Upper Trafalgar Street anchors Nelson City Centre's most treasured heritage building concentration.



02 Walkable Nelson

- Upper Trafalgar Street already serves as Nelson City Centre's most activated public space- Imagine how it can perform better by improving connections to the Cathedral Steps and integrating 1903 Square!
- With a public realm focus and actively curated space that will change through the seasons, Upper Trafalgar Street will be a walkable destination to experience the vitality of the Smart Little City.
- Nelson premier urban realm environment for movement and place functions.
- A place to be seen, to relax and to linger...longer



03 Blue-Green Heart

- Integration of additional green and soft space while also protecting existing urban trees
- Provision of comfortable seating- with backs and armrests.
- Integrate sustainable principles into the design and operations of the Upper Trafalgar Street: materials reuse, smart lighting, low impact stormwater, solar power points for events.



04 Smart Development

- Upgrade of public realm brings value to Nelson City Centre: Demonstrating we are moving forward, ambitious and bringing people back into the City Centre.
- Attracts new development and business to the City Centre.
- Vitality of drawing in young people and aged promotes positive change and confidence.



05 Liveable Centre

- Attracting City Centre residents will make Upper Trafalgar Street more vital and active- for all ages, all seasons and extend the life of the City Centre after 5pm.
- Great urban spaces such as Upper Trafalgar Street provide needed open space value for apartment dwellers to recreate and be part of city life.

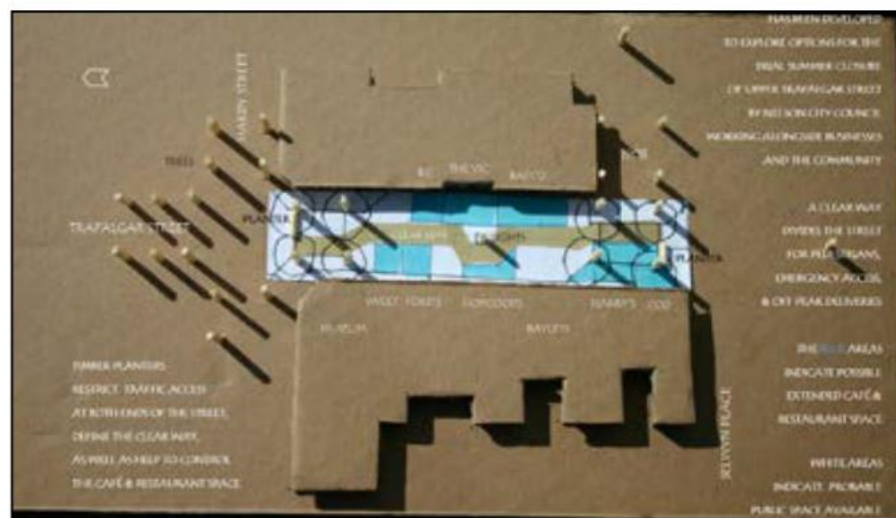


06 Clever Business

- A great permanent space in Upper Trafalgar will be stimulated by local artisan restaurants offering our regions very best offer.
- A diversity of local businesses in Upper Trafalgar that cater to visitors and locals alike foster diverse attractions and hospitality. A small block that includes the Nelson Provincial Museum, gourmet burgers, likely gastro and sought after real estate- Upper Trafalgar has it all!



Design Benchmarks



Study model for Upper Trafalgar Street used for engagement discussions ahead of the seasonal trials in 2017



Design Engagement Process

Upper Trafalgar Street

- **Upper Trafalgar Businesses**

Businesses located on Upper Trafalgar Street will be directly engaged by Council during the design process. This includes the initial stage 'Light Touch' approach and subsequent stages for the Permanent Design.

- **City Centre Focus Group**

A wider engagement for the design of Upper Trafalgar Street will be brought through the City Centre Focus Group. This group meets on a quarterly basis.

- **Councillors and Public**

Stakeholder feedback and design for Upper Trafalgar Street will be presented to the City Centre Committee for decision. An update of the design process will be presented to full Council. Updates to the public will be via NCC social media channels, Uniquely Nelson newsletter and through press releases to local media.

Upper Trafalgar Street

Design Parti

Upper Trafalgar Street - Design Approach

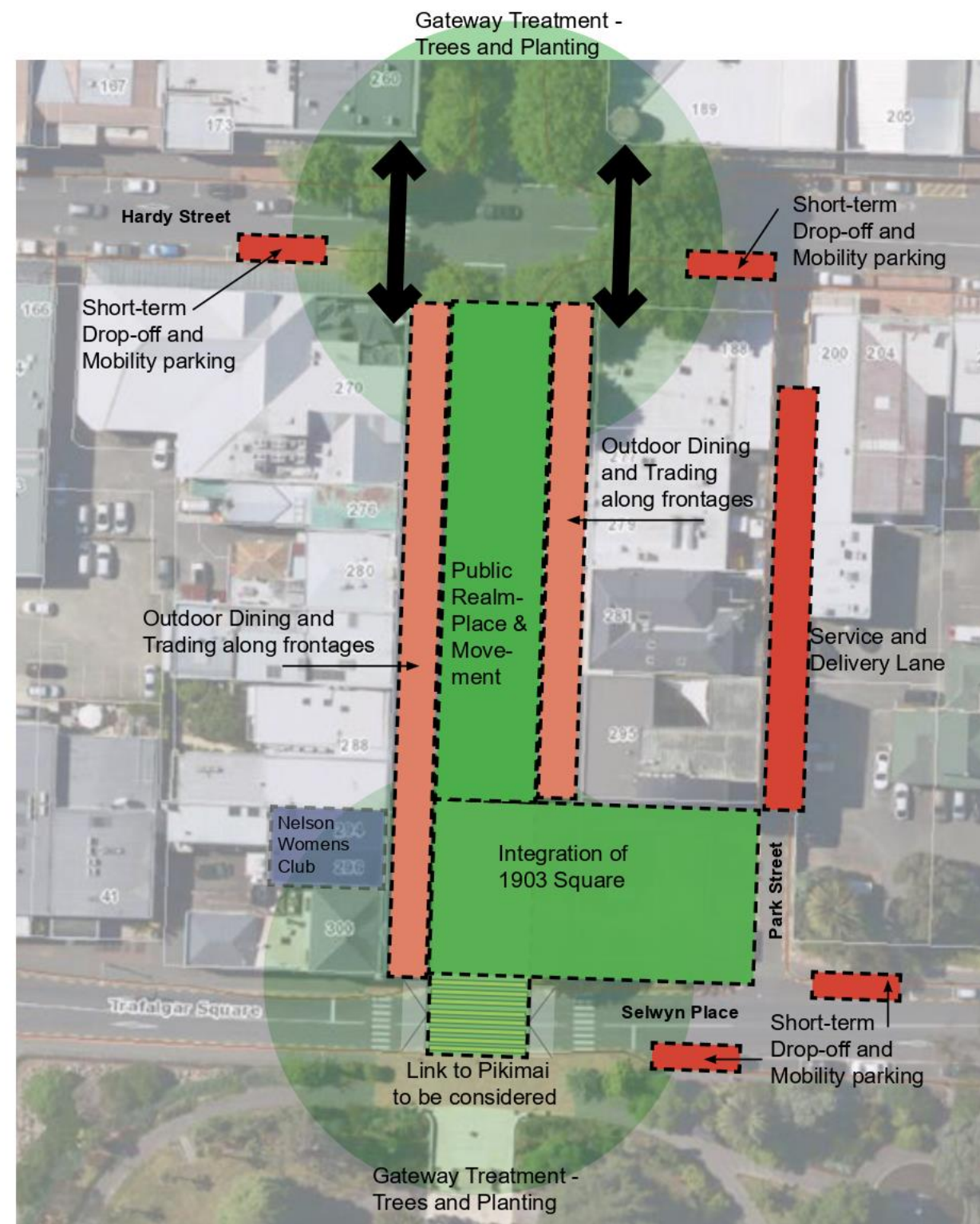
A space of civic stature that meets the Six Key Moves of the City Centre Plan

Consider a 'Rooms within Rooms' approach with opportunities to deliver a great place with the site context of Selwyn Place, Pikimai, 1903 Square and Hardy Street

Timing and Delivery

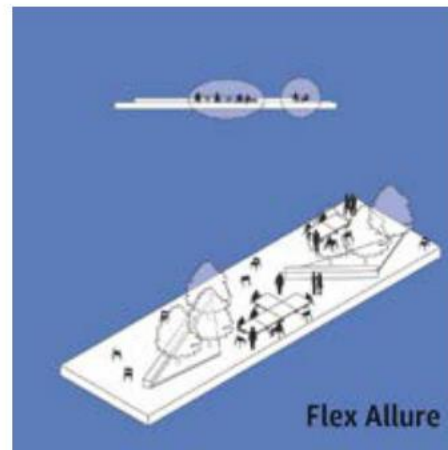
Propose a multi-staged delivery for Upper Trafalgar Street to minimise disruption and engage on permanent design outcomes:

- **"Light Touch" Approach** - Spring/Summer/Autumn 2019-2020
Minimum disruption to the space. Includes removal of vehicles, vehicle road signage, vehicle ground markings. Establishment of mobility car parks and drop off points. Managed delivery access introduced. Trails to test commercial and public space balance and amenity options.
- **Stage 1 Permanent Approach** - Winter 2020
Design and consultation for the aspiration vision for Upper Trafalgar Street. Stage 1 scope will include Upper Trafalgar street and 1903 Square as a cohesive space. The design will deliver the Design Objectives for the space (e.g. pedestrian comfort, amenity, art, greenery, play) Park Street will change to enable service and deliveries. In addition, a street surface treatment trial at Selwyn Place crossing to Pikimai to anticipate, monitor and test ahead of Stage 2.
- **Stage 2 Permanent Approach** - Winter 2021
Stage 2 scope will include permanent upgrades to Selwyn Street and Hardy Street.

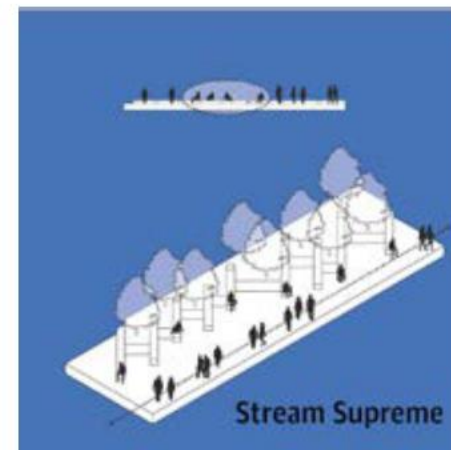


8 Options for the Public Realm Design Approach

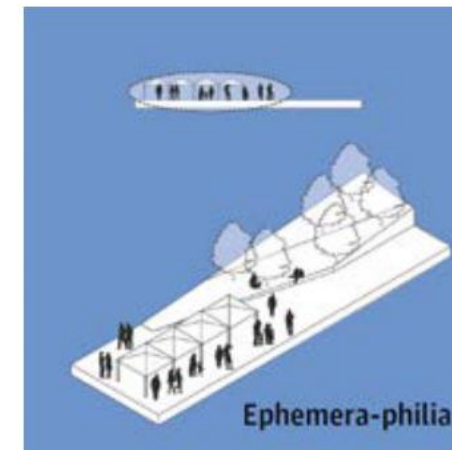
Based on observed social interactions of people using small urban spaces, the following approaches can be used to prompt discussion with stakeholders and decision makers - or possibly trial in the space - to inform potential design criteria and outcomes for the permanent design of Upper Trafalgar Street.



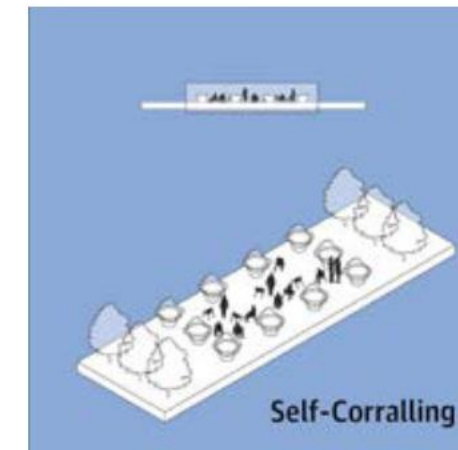
Flex Allure
Large groups of people gravitate towards moveable furniture. Groups wanting to sit together bypassed fixed seating for moveable and rear-range furniture to best suit needs.



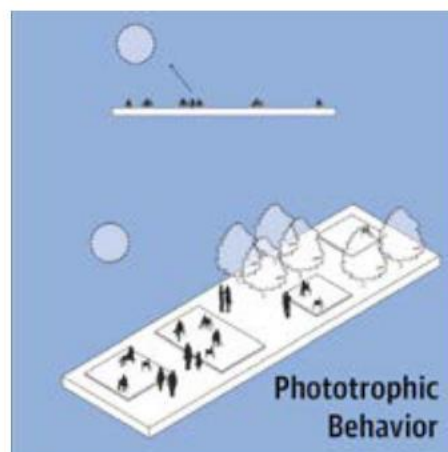
Stream Supreme
People prefer facing an area with constant movement. Stationary people tend to want to watch others, especially in active areas with high pedestrian turnover.



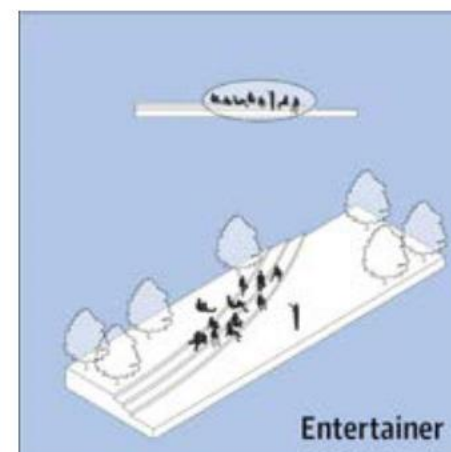
Ephemera-phia
Temporary plaza interventions draw people into the space. Interventions with a limited lifespan tend to increase usage of the plaza. These work better in spaces populated by locals (over visitors).



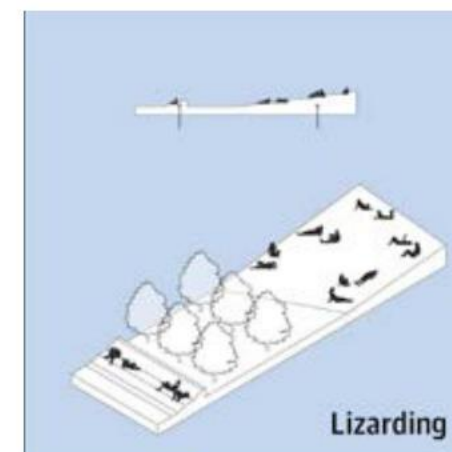
Self-Corralling
Low elements (under 1.2m) at the edge of an outdoor room attract people. Clear sightlines into and out of the space seem to be important for users. Corral 'subdivisions' create refuge islands, allowing people to get away from busy areas but still have views to pedestrians.



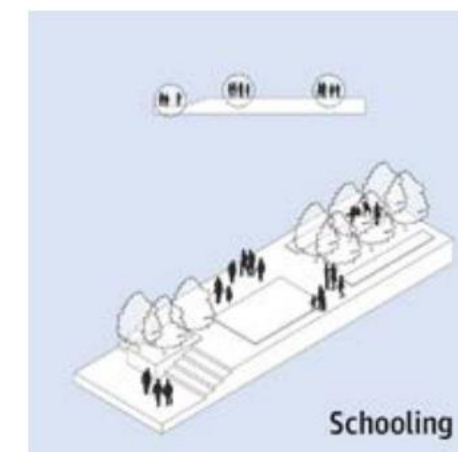
Phototrophic Behavior
People move to face the sun. In tracking the rays, they often shifted their positions on stationary furniture or even moved to other areas of the plaza in order to stay in the sun.



Entertainer
Younger groups tend to occupy bi-directional areas where they could be part-audience, part-performer. Teenagers occupying the plazas wanted to see what was going on around them and be seen. adjacent circulation increased the popularity of these spaces.



Lizarding
Soft material in the sun attracted people to recline. Young plaza users tend to bask in the sun if offered a soft surface such as wood, sand or turf. Most often, people basked in small groups of two-to-four.



Schooling
People do not dissipate evenly throughout the spaces. People were not deterred by crowding or groups of people; rather, people seem to be attracted to spaces with a medium-to-high density of people over spaces with a lower density.

Source: SWA/Guardian