

## Memorandum

27 August 2021

**To:** Auckland City Centre Advisory Board

**CC:** John Dunshea – General Manager Development Programme Office,  
Barry Potter – Director Infrastructure and Environmental Services

**Subject:** **Update on the Wai Horotiu Queen Street Project**

**From:** Jenny Larking – Head of City Centre Programmes, Development Programme Office

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### Purpose

1. To provide an update on the concept design and public consultation process for Queen Street, from Shortland Street to Mayoral Drive.

### Summary

2. The Wai Horotiu Queen Street project will progress the vision for Wai Horotiu Queen Street Valley as a vibrant shopping and commercial area, prioritising pedestrians and public transport, and responding to temporary bus network changes during City Rail Link construction.
3. The project is a key step towards the City Centre Masterplan vision and will deliver incremental pedestrian priority and network changes while we plan for the future, in parallel with major infrastructure works such as the City Rail Link and potential light rail.
4. Zone 1 from Customs Street and Shortland Street was completed at the end of June 2021 and zone 2, the Fort Street pocket park, is scheduled to be completed in September 2021.
5. Feedback was received on the completed zone 1 works through the online Social Pinpoint tool, from 9 July to 6 August 2021.
6. In addition, feedback was received on the draft project brief and communication and engagement plan, from the Waitemata Local Board at its 20 July 2021 meeting (resolution WTM/2020/163), and from the Auckland City Centre Advisory Board at its 26 July 2021 meeting (resolution CEN/2021/11).
7. The project delivery from Shortland Street to Mayoral Drive was initially proposed to be delivered in three consecutive phases with a high level of community and stakeholder engagement for each stage.
8. In response to community and stakeholder feedback for a holistic plan, the Project Steering Group has decided to progress the design from Shortland Street to Mayoral Drive concurrently, and undertake a single consultation for the full design.
9. The concept design has been developed in consideration of the feedback received. Key features of the design include:
  - Substantial increase and enhancement to the public realm through footpath build-out and provision of a shared path on the eastern side of Queen Street. The shared path will provide for faster moving pedestrians, micro-mobility users, and slow-moving cyclists.
  - Introduction of an Essential Vehicle Area between Wakefield Street and Victoria Street, to prohibit discretionary traffic entry, including closure of Lorne Street exit to Wellesley Street.

- Proposal to amend Vulcan Lane Pedestrian Mall to restrict vehicles and convert Lorne Street and Fort Street areas to new pedestrian malls.
  - Proposal to change loading zone designations to better align with business needs.
  - Provision of three drop-off and pick-up zones and a short-term mobility space for the Town Hall.
  - Proposed right turn restriction from High Street into Victoria Street East to reduce the volume of traffic entering Queen Street.
10. Staff will undertake public consultation for the concept design from Shortland Street to Mayoral Drive, targeted to start in mid-September 2021 and open for four weeks. The timing of the public consultation will be determined in consideration of the current COVID-19 lockdown that started on 18 August 2021.
  11. Staff will update the Auckland City Centre Advisory Board at its 30 August 2021 workshop.

## Context

12. The Wai Horotiu Queen Street project is a key step towards the City Centre Masterplan vision. The project delivers incremental pedestrian priority and network changes while we plan for the future, in parallel with major infrastructure works such as the City Rail Link and potential light rail.
13. Construction for zone 1 from Customs Street and Shortland Street was completed at the end of June 2021. Zone 2, the Fort Street pocket park, is scheduled to be completed in September 2021.
14. Staff sought public feedback on the completed zone 1 works, from Customs Street to Shortland Street, through the online Social Pinpoint tool, from 9 July to 6 August 2021.
15. At its 20 July 2021 meeting, the Waitemata Local Board resolved to reiterate its strong support for the project, as per the terms in its resolution WTM/2020/163. The local board also provided feedback on the draft project brief and communication and engagement plan.
16. Feedback was received on the draft project brief and communication and engagement plan, from the Auckland City Centre Advisory Board at its June workshop and 26 July 2021 meeting (resolution CEN/2021/11). Staff responses to the feedback is included Attachment A.

## Discussion

### Community feedback

17. Public feedback was received on the completed zone 1 works, from Customs Street to Shortland Street, through the online Social Pinpoint tool, open from 9 July to 6 August 2021. There were 671 respondents to the survey and/or comments in pins as of 9 August 2021. Key feedback themes are:
  - support for the removal or reduction for discretionary general traffic
  - support for the removal of general car parking in favour of more pedestrian space
  - request the provision of a lane(s) for bikes and scooters
  - request improvements to planters
  - support improvements for pedestrian friendly spaces
  - request provision for taxi/ride-hailing waiting/pick up zone(s)
  - perception that there are still issues with enforcement of loading zones and use of lanes
  - perception that the approach is fragmented.
18. A copy of the feedback report is included in Attachment B.

19. In addition, staff continue to engage directly with key stakeholders such as the City Centre Residents' Group, Heart of the City, Greater Auckland, Fire and Emergency NZ, NZ Police, taxi and rideshare services, freight carriers association, local businesses and property owners and/or managers, and local residents.

### **Project delivery and consultation**

20. The project delivery from Shortland Street to Mayoral Drive was initially proposed to be delivered in three consecutive phases. Stakeholder engagement, post-implementation feedback, monitoring and data gathering, and design options feedback were planned to form part of the design thinking for each phase of work.
21. In response to community and stakeholder feedback for a holistic plan for the project, the Project Steering Group has decided to develop the design from Shortland Street to Mayoral Drive concurrently, and undertake a single consultation for the full design.
22. Staff will undertake public consultation for the concept design from Shortland Street to Mayoral Drive, targeting to start in mid-September 2021 and open for four weeks. The timing of the public consultation will be determined in consideration of the current COVID-19 lockdown that started on 18 August 2021.

### **Concept design development**

23. The concept design has been developed in having considered the feedback received. In particular, responding to the provision of cycle/micro-mobility space, reduction of discretionary general traffic, removal of general parking, provision of servicing, loading, pick-up and drop-off points and refinement to planters.
24. The proposed concept design, from Shortland Street to Mayor Drive, will encompass the following urban design features:
  - substantial increase and enhancement to the public realm through footpath build-out and provision of shared path on the eastern side of Queen Street
  - shared path will support faster moving pedestrians, micro-mobility users, and slow-moving cyclists
  - the palette of materials including paving, planters and furniture, will be of a good, robust quality that is reflective of Queen Street as the city centre's premiere street, and contribute to a simple, uncluttered and attractive streetscape.
25. The following traffic changes are proposed to support the transformation of Queen Street into a pedestrian priority place and support reduction of discretionary general traffic:
  - introduction of an Essential Vehicle Area between Wakefield Street and Victoria Street, to prohibit discretionary traffic entry, including closure of Lorne Street exit to Wellesley Street
  - proposal to amend Vulcan Lane pedestrian mall to restrict vehicles and convert Lorne Street and Fort Street areas to new pedestrian malls
  - proposal to change loading zone designations to better align with business needs. The design proposes to introduce additional loading and servicing zones on Queen Street, and some side streets, between Shortland Street and Victoria Street, to support business and residents in the area, as well as providing for accessibility drop-off
  - provision of three drop-off and pick-up zones and a short-term mobility space for the Town Hall
  - proposed right turn restriction from High Street into Victoria Street East to reduce the volume of traffic entering Queen Street.
26. The proposed Essential Vehicle Area (EVA) between Wellesley Street and Wakefield Street, is a key intervention to reduce the number of cars travelling through, but not to, Queen Street. It is proposed in response to Auckland Transport public consultation completed in May 2021 that requested discretionary traffic on Queen Street be reduced.

27. The Essential Vehicle Area will be the first of its kind in New Zealand. The introduction between Wellesley Street and Wakefield Street will enable an assessment of its effectiveness and wider impact, prior to any decisions on expansion of the area.
28. As part of the programme of Travel Demand Management, we are developing circulation maps to assist users getting to where they need to go, without using Queen Street as a through route. The team are also investigating with Google and other apps to remove Queen Street as a through route.

### **Next steps**

29. Staff will update the Auckland City Centre Advisory Board at its 30 August 2021 workshop.
30. Public consultation through Have Your Say, with a target start for mid-September, for four weeks.
31. At the conclusion of the consultation period and following analysis, staff will share the public consultation results with the board by memo.
32. Staff will continue to provide regular updates on the project to the advisory board via agenda items at future meetings.
33. The final decision on the design will be made by the Project Steering Group.

### **Attachments**

Attachment A – Response to ACCAB Feedback

Attachment B - Wai Horotiu Queen Street Project Feedback: Zone 1 Summary

**Wai Horotiu Queen Street Project**  
**Response to Auckland City Centre Advisory Board feedback**

26 July 2021 meeting, Resolution number [CEN/2021/11](#)

That the Auckland City Centre Advisory Board:

- a) endorse its feedback, as amended, on the draft project brief and the draft communications and engagement plan for the Wai Horotiu Queen Street Project, as recorded in [Attachment D and amended in paragraphs 13 and 18.](#)
- b) note that regular updates on the project will be provided to the advisory board via agenda items at future meetings.

Feedback	Project response
<b>Servicing, Delivery and Loading</b>	
<ol style="list-style-type: none"> <li>1. An integrated and well managed servicing, delivery and loading plan is urgent and essential to meet the ongoing needs of residents and businesses. The plan must also adequately allow for taxis and ride hail services.</li> <li>2. The plan needs to consider the impact and opportunities of the wider Queen Street Valley and beyond, including side streets and laneways.</li> <li>3. The plan needs to be progressed urgently to support immediate needs while the Access for Everyone Programme Business Case continues to investigate future changes. There is a desire to see significant innovations in the future, however we need to be cognisant of current needs.</li> <li>4. The board requested information on the timeframe for the above plans.</li> <li>5. Any servicing, delivery and loading plan needs to be managed and enforced in a very efficient way.</li> </ol>	<p>We agree and will take this on board.</p> <p>Auckland Transport is currently developing a city centre-wide loading and servicing plan. The plan will consider upcoming changes and developments within the city centre and its impact on loading and servicing, including pick and drop off by Small Passenger Service Vehicles (PSV). Staff will engage on the plan from November 2021.</p> <p>A longer term strategy will be developed as part of Access for Everyone.</p> <p>Auckland Transport monitors the use of parking on Queen Street between 9am and 6pm, Monday to Friday on daily basis. Weekends are also covered by our normal patrols and we have a night shift team that works until 3am. Outside of these hours, we can respond to customer complaints.</p>
<b>Holistic Planning</b>	
<ol style="list-style-type: none"> <li>6. Concerns were expressed that the proposed block-by-block approach could result in fragmented design. There is a desire for consideration of the wider area, with a whole Queen Street Valley approach and extending up to Karangahape Road.</li> </ol>	<p>The project will proceed with the design from Shortland Street to Mayoral Drive concurrently, and undertake a single consultation for the full design.</p> <p>The development of the longer term implementation plan will investigate a wider scope area.</p>

Feedback	Project response
<p>7. A holistic view of transport flow is required to support the effective flow of essential traffic and wider city centre impact.</p> <p>8. An evidence-based assessment of how people get in/out of the city centre is needed, and how the provision and priorities for different travel modes should enable this - including buses.</p> <p>9. How does the transport operation support Queen Street as a place?</p>	<p>We agree and will take this on board.</p> <p>This will be investigated as part of a number of initiatives, including the Access for Everyone programme business case, the long term implementation plan for Queen Street, Future Connect.</p>
<p>10. We need a joined-up story for city centre and is transformational and fit for the next century, to support Auckland to be competitive nationally and internationally</p>	<p>We agree and will take this on board.</p>
<p><b>Cycling and Micro Mobility Facilities</b></p>	
<p>11. There is a desire to see provision of cycling facilities, that would also support micro-mobility as part of the project.</p>	<p>We agree and have incorporated it into the project.</p> <p>The latest concept design from Shortland Street to Mayoral Drive makes provisions for cycling and micro-mobility users.</p>
<p><b>Benefits</b></p>	
<p>12. The board is generally in agreement on the urban design principles.</p>	<p>We agree and the benefits will be updated for the next phase of the project.</p>
<p>13. The board is generally in agreement on the draft benefits, with recommended amendments:</p>	
<p>14. The benefit should have direct links and give effect to the CCMP outcomes.</p>	
<p>15. Benefit 3 to include “safety” in the statement.</p>	
<p>16. There is a desire to see the wording of the benefit to be more positive statements, using active words, such as “design”, “deliver” etc.</p>	
<p><b>Key Performance Indicators and Measures</b></p>	
<p>17. There is a desire to see economic impacts KPIs and measures. It is an important indicator for the success of city centre and support business buy-in.</p>	<p>We will use Marketview data to track spend in the city centre, this data is also collected by Heart of the City.</p> <p>We note that we are unable to attribute spending trends directly to this project, as it is dependent on factors outside of the scope of the project, such as COVID lockdown trends.</p>

Feedback	Project response
18. There is an opportunity to measure the different types of people that visit the area, to track change/growth in market share.	We agree and will look to include it within future surveys.
19. There is a desire to track cycle use of Queen Street and how that changes	<p>We agree and have incorporated it into the project.</p> <p>We are currently investigating installation of cameras with analytic software to enable us to count all modes from boundary to boundary. The existing camera network does not give us a wide enough field of view and at this stage can only provide metrics within the road corridor. Once we have the infrastructure in place, we can improve the monitoring for this metric.</p>
20. There is a desire to see the measures to be more ambitious for future stages.	We agree and will take this on board.
21. Members questioned whether CPTED measurements are required, as current issues are well recognised.	<p>The feedback is noted.</p> <p>We have undertaken a CPTED evaluation to identify opportunities for improvements and track measurable improvement resulting from the implementations</p>
<b>Communication and Engagement Plan</b>	
<p>22. There is a need to ensure fair representation of different voices and views, not just the loudest.</p> <p>23. How do we help bring along people who might resist change?</p>	<p>We agree and will take this on board.</p> <p>Our engagement and consultation approach focuses on transparency of process.</p> <p>We will also focus on encouraging participation from a variety of people, include young people.</p> <p>The team will continue to meet on a one-on-one basis to resolve issues of concern.</p>
24. There are opportunities to seek feedback for council's various democracy panels to gain insights.	We agree and will take this on board.
25. Recommend exploring innovative ways of engagement.	The engagement activation plan actively seeks out opportunities to engage with e.g. tertiary students, and parents of infants (Plunket). There is also planned direct engagement with special interest groups such as people with disabilities. staff are currently exploring initiatives such as Park[ing] Day to raise awareness of the project and encourage participation in Have your Say processes and the use of on-street ambassadors to facilitate intercept surveys seeking to capture a broader range of voices.

Feedback	Project response
<p>26. Development response initiatives should be integrated with the engagement plan and the loading and servicing implementation plans.</p>	<p>We agree and will take this on board.  Our travel demand management approach includes development of circulation plans to either direct people in cars away from Queen Street or help guide people to where they need to get to without travelling along Queen Street. This aligns with both our engagement plan and the emerging Loading &amp; Servicing plan.</p>



# Wai Horotiu Queen Street Project Feedback: Zone 1 Summary Presentation

Zone 1: Feedback closed 09 August 2021

**AUCKLAND'S FUTURE IN PROGRESS**



# Methodology: What, when, how?

Feedback Period: 12 July – 06 August 2021

**Online survey**

392 survey responses via  
Social Pinpoint & AKL  
Councils Have Your Say

**Social  
Pinpoint  
Mapping**

279 pins & qualitative  
comments

**Direct  
Business  
Engagement**

Zone 1 & 2 face-to-face  
surveys with businesses  
and property  
owners/managers

<https://aucklandcouncil.mysocialpinpoint.com/queen-st-pilot#/>



# Methodology: our feedback channels

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Social Pinpoint is an online, public participation tool that invites people to get involved in planning, design and infrastructure projects in their community.

For the Wai Horotiu Queen Street Pilot evaluation, Auckland Council asked users how they felt about the changes made between Customs and Shortland Streets.

Users could provide their feedback directly on a map of the area using 'pins' and providing supporting commentary. Pins were labelled as 'I like', or 'I change'. Others could like or dislike these comments and provide responses to each other.

In addition to the free-form mapping component, a user survey was developed that asked participants direct questions about the changes. This survey was available on Social Pinpoint and via AKL Have Your Say during the campaign period. It was also available as a pdf download.

The survey questions generated a combination of quantitative and qualitative responses that were analysed and recorded in the insights that follow.



# Analysis approach

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- Overview of the respondents' demographic data
- Test if user satisfaction changes across demographic groups (e.g., by age or relationship with QS)
- Coding of random selection of qualitative responses
- Thematic analysis of one-to-one interviews



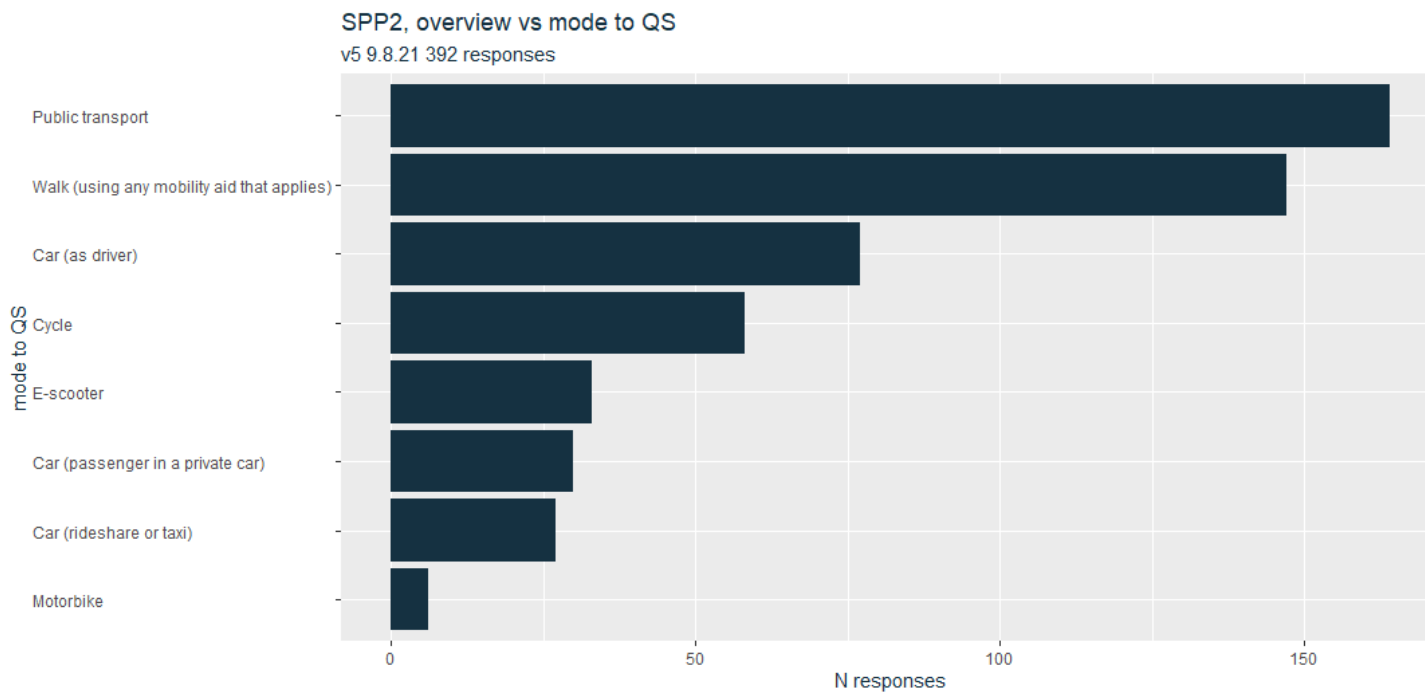
# Demographics overview: survey responders

Overview of survey responses, by age

Age groups	N total	By relationship to QS [several possible]							By mode of transport used to access QS							Respondents with any difficulty...				
		Residents	Property owners	Business owners	Students	Workers	Visitors	Providers of services or deliveries	Frequent visitors (1+ times/wk)	Walking	PT	Bicycle	Car (driver)	Car (passenger)	Rideshare	E-scooter	... seeing	... hearing	... walking	... remembering or concentrating
NA	7	1	0	0	0	1	2	1	2	2	1	1	3	0	0	0	0	0	1	1
15-24	28	7	0	0	13	15	19	2	24	16	17	2	4	5	2	2	2	3	0	2
25-34	84	22	5	2	9	55	48	3	67	49	50	17	16	7	4	12	7	4	1	8
35-44	86	24	11	6	2	56	51	3	61	47	48	22	20	8	10	13	3	1	3	6
45-54	75	13	9	8	3	46	34	9	62	37	34	21	10	2	3	8	7	3	2	1
55-64	61	9	7	6	2	30	29	2	40	27	25	7	15	6	1	3	7	8	9	4
65-74	42	3	2	1	0	8	27	0	16	8	28	2	8	2	6	2	4	5	11	5
75+	9	3	2	0	0	1	6	0	6	3	5	1	1	0	1	0	0	1	0	0
<b>Total</b>	<b>392</b>	<b>82</b>	<b>36</b>	<b>23</b>	<b>29</b>	<b>212</b>	<b>216</b>	<b>20</b>	<b>278</b>	<b>189</b>	<b>208</b>	<b>73</b>	<b>77</b>	<b>30</b>	<b>27</b>	<b>40</b>	<b>30</b>	<b>25</b>	<b>27</b>	<b>27</b>



# Mode of access: how people get to Queen Street



## Variety of modes used to access QS

(1.7 usual modes / person)

20% drive to

42% PT

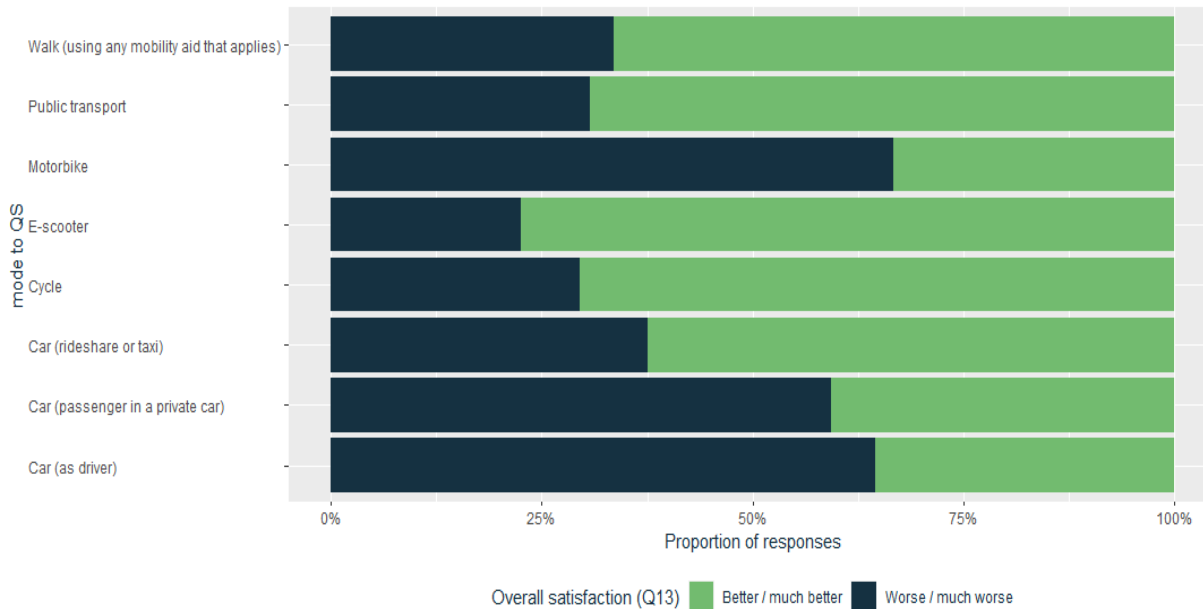
38% walk



# Overall satisfaction: mode of access

SPP2, overall satisfaction grouped (positive/negative) vs mode to QS

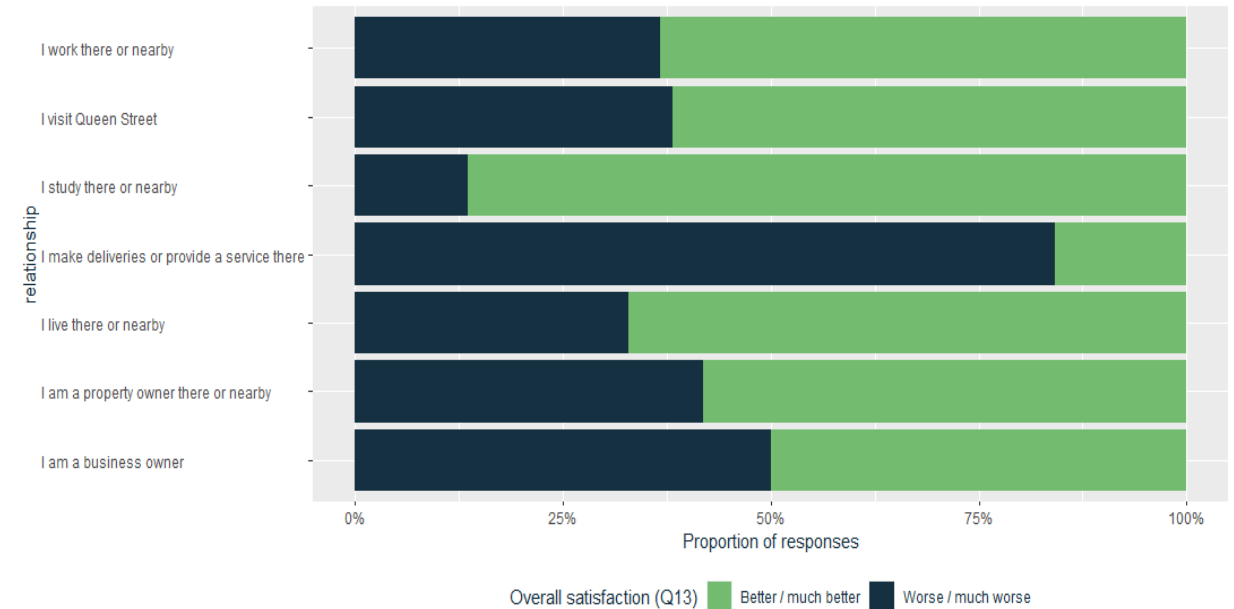
v5 9.8.21 392 responses



Those who walk, cycle, and bus to QS are more satisfied overall.

SPP2, overall satisfaction grouped (positive/negative) vs relationship

v5 9.8.21 392 responses



Visitors, commuters, residents and owners are more satisfied overall.

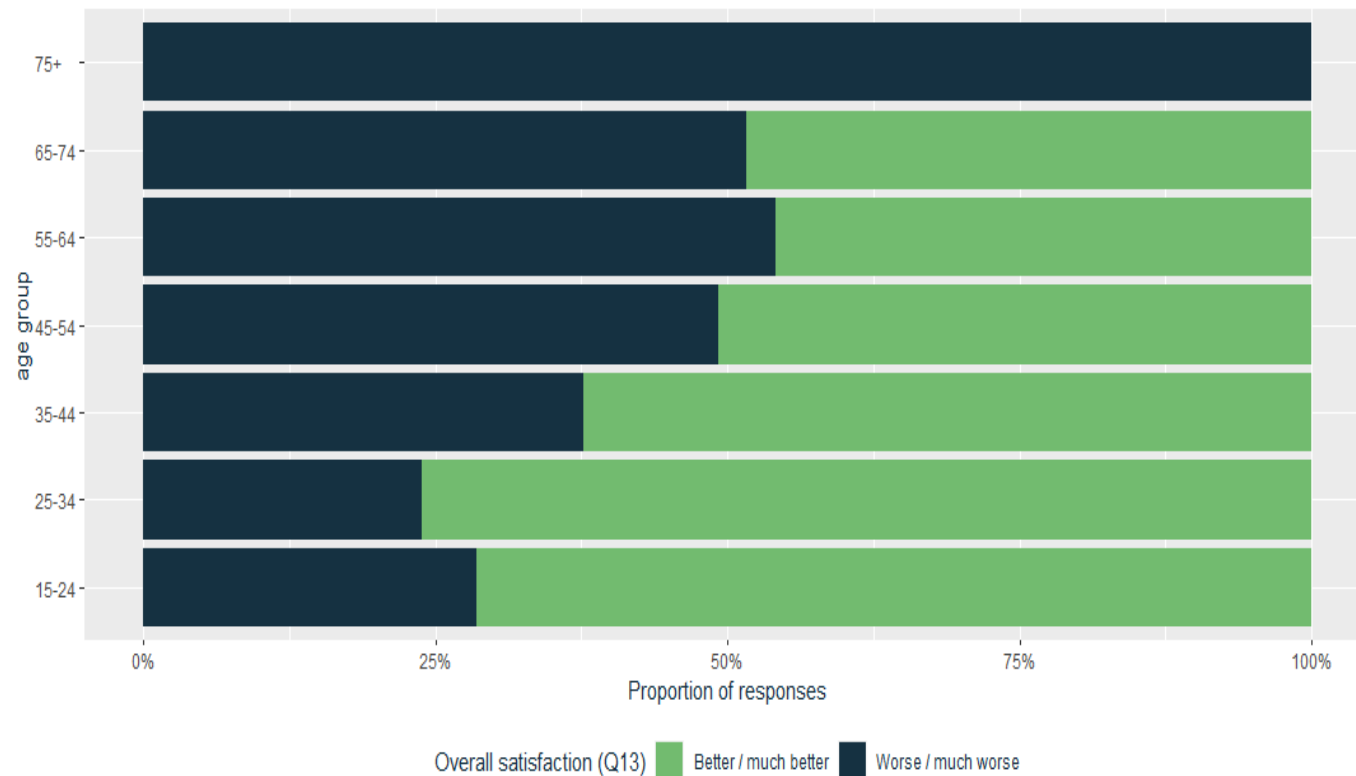
Dissatisfaction for those making deliveries or providing services.



# Overall satisfaction: by age group

SPP2, overall satisfaction grouped (positive/negative) vs age group

v5 9.8.21 392 responses



Slightly higher satisfaction for younger people.

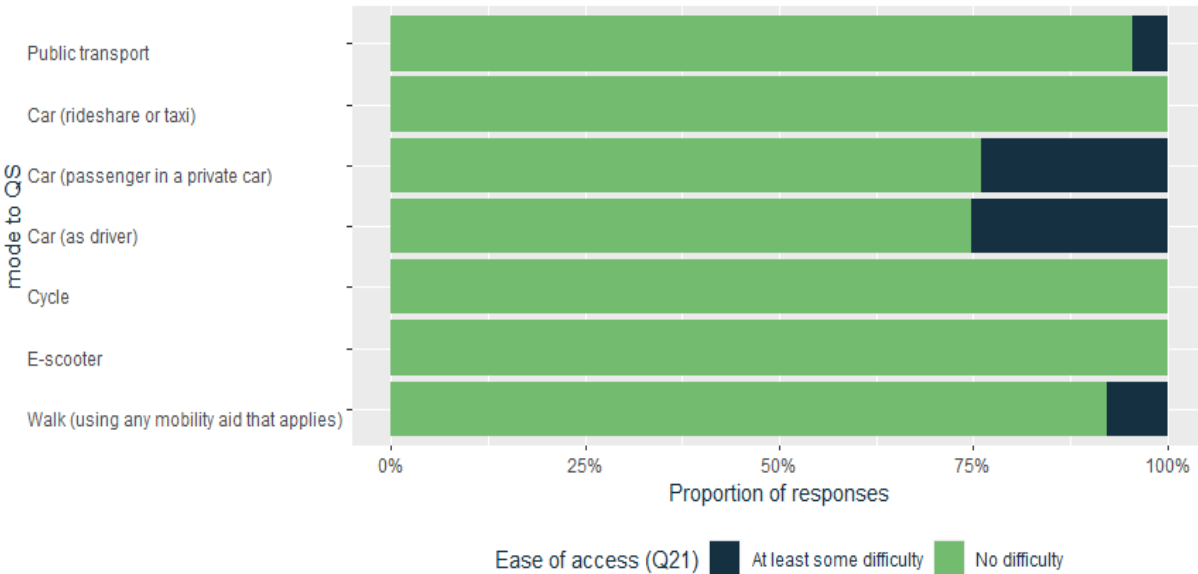




# Ease of access: by mode and relationship

SPP2, ease of access to QS vs mode to QS

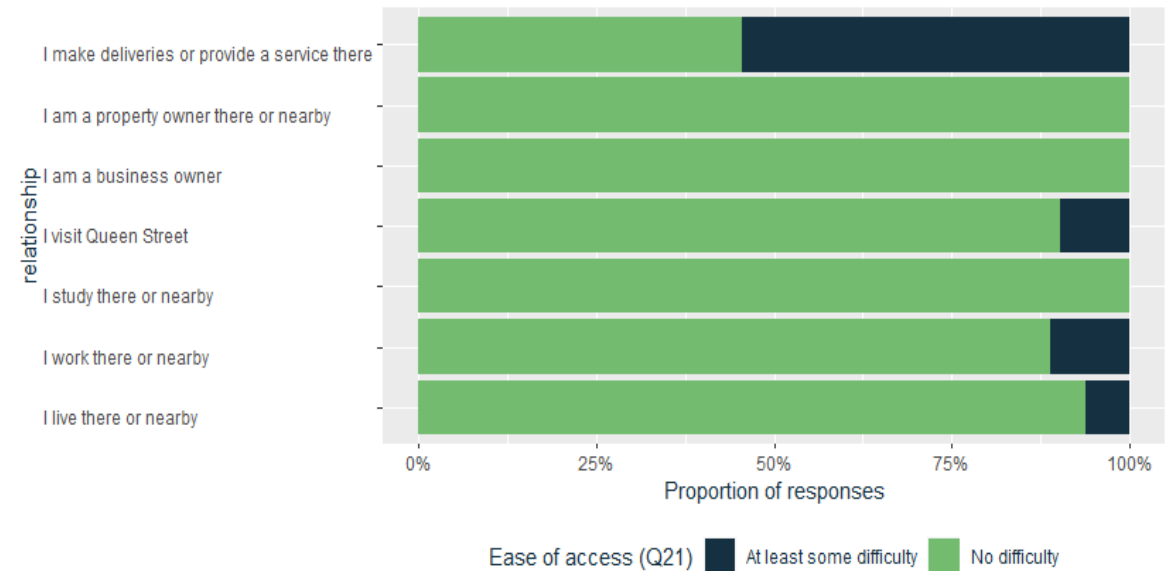
v3 3.8.21 288 responses (represented: only items with > 5 responses)



Access is relatively easy albeit slightly less for those using cars.

SPP2, ease of access to QS vs relationship

v3 3.8.21 288 responses (represented: only items with > 2 responses)



Access to Queen Street is relatively easy except for those making deliveries / providing service.



## Qualitative feedback:

**Of 279 qualitative responses, a sample were randomly selected and coded.**

### Key themes in the qualitative feedback:

- Strong desire for safer, dedicated cycling or scooter provision
- The planters need improvement: both materials (less concrete) and scale of greenery (more).
- Removal of private vehicles is supported
- The approach feels piecemeal



# Business Feedback:

**Decreased revenue, but most don't link impacts directly to the pilot.**

Businesses acknowledge there are external factors (e.g., covid, competition with other commercial hubs).

Some link impacts to the unavailability of parking – especially in the weekend.

Construction impacts were minimal. Issues with dust on the eastern side dealt with.

**Insufficient loading zone capacity.**

Courier drivers are getting increasingly frustrated.

All loading zones need to be at least 15mins.

Food delivery vehicles suspected of using loading zones to wait.

**Issues with enforcement of loading and parking.**

Private vehicles are occupying loading zone spaces, making it really difficult to carry out operations.

Better enforcement is needed.

Tradespeople are avoiding the area.

**Desire for activation.**

To attract people to the area and demonstrate how spaces can be used.



# Business Feedback: Aesthetics

**Generally, the design is satisfactory, but some improvements are desired.**

Positives	Negatives
<ul style="list-style-type: none"><li>• The planting/greenery is liked by almost all</li><li>• Coloured pots</li></ul>	<ul style="list-style-type: none"><li>• Looks mix-matched</li><li>• Concrete pots look industrial and cold</li></ul>

Issues observed
<ul style="list-style-type: none"><li>• Flooding &amp; slippery surfaces in rain</li><li>• Uneven surface where the new pavers meet the original pavement</li><li>• Planters are used as rubbish bins or seats by people drinking in the evenings</li><li>• Scooters and bikes left on the pavement</li></ul>





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