



Traffic Control Committee

Permanent Traffic and Parking Changes

Local Board: WAITEMATĀ

Location: Mercury Lane, Karangahape Road and Cross Street, Auckland Central

Proposal Description: shared zone, new one-way road, turning arrow, loading zone, traffic islands, modal filter and road hump

Reporting Officer: Suresh Patel, Bus, Ferry & Network Integration Manager

Report ID: 18613 **Date Resolved:** 08 NOV 2024

1. Project Purpose

1.1 Origin and desired outcome

When Karanga-a-Hape Station opens, the City Rail Link project will return the streets to how they were in 2019. However, the needs for a busy new train station and for the needs for the future of the precinct have very different requirements. Currently, four years of construction and the impact of covid have significantly changed traffic behaviour in a positive way and there is an opportunity to build on this to create a pedestrian friendly environment outside the station entrance in Mercury Lane.

In alignment with the objectives of the wider Karanga-a-Hape Station Neighbourhood and Bus Improvements project, this proposal converts the section of Mercury Lane between Cross Street and Karangahape Road into a shared zone, enabling access for local residents at all times and provision of loading and servicing space in one specific location within the shared zone. The proposal also reverses the direction of travel within the northern section of Mercury Lane to be northbound only, to further reduce traffic volumes. Additionally, the proposal will ban right turns into Karangahape Road and straight through movements into Pitt Street, with a left turn being the only permitted traffic movement to exit the shared zone at its northern end.

1.2 Location

The subject area is situated between Karangahape Road and Cross Street in the Newton suburb of the Waitematā Local Board area.

| Road name | Road classification | Annual Average Daily Traffic (vpd) | Over-weight/Over-dimension route | Bus, Bike and/or Walking route |
|--------------|---------------------|------------------------------------|----------------------------------|--------------------------------|
| Mercury Lane | Collector | 3,141 | No | N/A |

This area is predominantly commercial in nature. Additionally, the area will be directly adjacent to the Mercury Lane station entrance for the new Karanga-a-hape Station.

1.3 Proposal

It is proposed to install a new shared zone, one-way road, turning arrow, loading zone, traffic islands, modal filter and road hump as shown on the attached drawing No. PTM/WLB/18613/ND/410-423, Rev A, dated 16 October 2024.

A modal filter control at the northern end of Mercury Lane is being resolved in addition to the turning bans inherent in making this section of Mercury Lane a northbound one-way road. Including the modal filter recommendation allows for activation of a movable bollard in conjunction with the traffic signals to physically prevent access to, but allow exiting from, Mercury Lane if observed driver behaviour indicates that the one-way control is not being complied with.

The existing bus lanes, loading zones, time restrictions, mobility card holders and surface friction treatments on Karangahape Road were approved by the Traffic Control Committee on 21 June 2024, under resolution ID # 18343A.

The existing no stopping at all times road markings, traffic islands and signalised intersection on Pitt Street and Mercury Lane were approved by the Traffic Control Committee on 19 July 2024, under resolution ID # 18605.

The existing one way direction (westbound) on Cross Street and (southbound) on Mercury Lane, cycle path, no stopping at all times road markings, mobility card holder only, traffic islands, road humps and delineators on Mercury Lane and Cross Street were approved by the Traffic Control Committee on 15 August 2024, under resolution ID # 18615.

1.4 Strategic alignment

1.4.1 Design standards

The proposal complies with the standards set in the AT Transport Design Manual.

1.4.2 Safety

Pedestrian safety is a core driver for this project, with the shared zone proposal for this section of Mercury Lane being a key manner in which the significant numbers of pedestrians accessing the Karanga-a-Hape Station via its Mercury Lane entrance can be better protected from other road users.

A Safe Systems Audit has been undertaken on the detailed design for the wider project. The most recent report was prepared in December 2023 on the 75% detailed design for the project. No safety concerns were raised regarding the design for the northern part of Mercury Lane.

1.4.3 Other strategies

The wider Karanga-a-Hape Station Neighbourhood and Bus Improvements proposal is partly funded by the City Centre Targeted Rate and partly by the Climate Emergency Response Fund. The latter funding source is to support the implementation of the Transport Emissions Reduction Pathway. Other project elements are directly aligned with the City Centre Bus Plan.

1.5 Options assessment

The objective of the project is to deliver a pedestrian focused environment outside the new Karanga-a-Hape Station entrance in Mercury Lane. To achieve this, a number of decisions were made regarding alternative controls before being ruled out in favour of the proposal.

Option one

This option is the do-nothing option and would see City Rail Link Reinstate Mercury Lane to its former arrangement upon completion of the Karangahape Station and its entrance in Mercury Lane. This option does not meet AT agreed objectives to reduce vehicular movements in and around the station. The current footpath widths are insufficient to cater for the volume of pedestrians forecast to use the Mercury Lane station entrance.

Option two

This option was the option taken to external public consultation in 2023 for feedback as part of a broader consultation on a range of sub-projects that collectively comprised the Karangahape Station Neighbourhood and Bus Improvements project.

In the context of Mercury Lane, it proposed a bollard controlled pedestrian mall between Karangahape Road and the northern edge of the George Court vehicle entrance, with a shared zone to the south of this location. The one-way southbound direction of travel was retained.

The pedestrian mall proposal for Mercury Lane was undertaken using the special consultative procedure as prescribed by section 83 of the Local Government Act 2002.

The statement of proposal for the consultation was adopted by the Traffic Control Committee at the meeting of 27 January 2023.

Regarding the specific access changes proposed for Mercury Lane, with associated changes to the south in Cross Street, Canada Street and East Street, 67% of respondents expressed support for the proposed changes, 20% were opposed and 10% provided mixed responses. The final 3% of responses to this question were unrelated to the question posed. When the responses were filtered down to people who lived within the Karangahape Road neighbourhood, support dropped to 44%, opposition increased to 32% and 15% provided mixed views.

Regarding the pedestrian mall itself, 68% of all survey feedback was positive, 26% negative and 6% mixed in its nature.

An objection to the pedestrian mall proposal that was heard by the Traffic Control Committee on 13 July 2023 raised concerns with the access arrangements that this option would bring, specifically related to the risk of vehicles queuing in Karangahape Road at the northern point of entry and also concerns regarding vehicle reversing and turning movements within the shared space to the south. After further consideration of these matters, the project team concluded that the proposal was not optimal.

For these reasons this was not the preferred option for this location.

Option three

In this option, the direction of travel of Mercury Lane was reversed to be in a northbound direction through the proposed pedestrian mall, with access to the shared space and pedestrian mall via retractable bollards at both ends. A loading zone would be provided within the pedestrian mall for deliveries to properties that only have vehicle access to/from the northern section of Mercury Lane. This space would be shared with authorised vehicles providing servicing and maintenance to the new train station.

This option resolved the traffic safety issues that were raised during the external consultation process, delivers a pedestrian focused environment outside the new Mercury Lane station entrance and is broadly in line with the support received more generally for a more pedestrian focused environment. There were, however, concerns raised during the external consultation and through the hearing noted above, that it was unclear prior to the opening of the station, whether the bollard controlled pedestrian mall proposal would be required to provide the safe pedestrian outcome that is being sought.

The dual usage of the proposed loading zone was considered problematic by internal teams in terms of regulation and enforcement.

For these reasons, this is not the preferred option.

Option four

This option is similar in physical form to Option three but proposes that the northern part of Mercury Lane is operated as a shared zone, with bollards being installed as part of the physical works programme. Given that the reversal of direction of travel, turn bans and other changes to traffic movements in the wider area will all contribute to a low traffic volume environment, this option responds to the concerns raised during public engagement regarding the potential negative impacts of local access stemming from a bollard-controlled environment that may not be warranted, given future traffic flows. As a further future proofing measure, a modal filter control is being resolved, to give Auckland Transport the option of rapidly deploying the northern bollards if unsafe behaviour is observed.

The option also removes the dual usage loading zone and proposes a full-time P5 loading zone within the shared zone, with station maintenance activity accommodated elsewhere and not within the shared zone on Mercury Lane.

An appropriate monitoring regime will be implemented post construction to ensure that the shared zone is operating as intended, with specific measures / targets put in place to assess compliance and to inform future decisions related to whether a bollard controlled pedestrian mall or a permanent modal filter proposal needs to be reconsidered.

For these reasons, this is the preferred option.

2. Engagement

2.1. Internal Engagement Analysis

The following internal parties were initially consulted about the pedestrian mall proposal on 13 December 2022 with broad support. A further round of consultation on the current proposal, for a shared zone with reversed direction of travel and bollards installed but not operative, was undertaken on 12 September 2024.

| Department | Response |
|--|--------------------------|
| Traffic Engineering | No concerns raised |
| Road Safety Engineering | Concerns addressed below |
| Public Transport | No concerns raised |
| Design and Standards | No concerns raised |
| Active Modes | No concerns raised |
| Parking Design and Solutions | No concerns raised |
| Parking Compliance | Concerns addressed below |
| Road Corridor Access | No concerns raised |
| ATOC | No concerns raised |
| City Centre Network Operations (CCNO) | No concerns raised |

The comments that were received are addressed below.

Parking Compliance

- The team noted that limitations exist on the range of signage / regulatory options available to the project team to allow enforcement of the proposed loading zone that is designed to support station maintenance activities.

- The project team held further meetings with the Parking Compliance and the Transport Controls teams to come to an agreement on the most appropriate function for this area.

The design has been amended to now indicate that this area will be a full-time P5 loading zone, with station maintenance functions accommodate in a location that is not within this section of Mercury Lane.

Road Safety Engineering

- The team noted where additional signage could be added to reinforce driver messaging around the direction of travel in both Mercury Lane and Cross Street. Further noted concerns regarding the lack of bollard control encouraging station pick up / drop off activity outside the station entrance. The team recommended that a post-construction / post station opening safe systems assessment be undertaken to confirm how the space is actually being used.
- The project team in response noted the points raised and confirmed that a post construction safe systems assessment would be undertaken.

The project team amended the signage plan to address the points noted in this response.

2.2. Local Board Engagement Analysis

The Waitematā Local Board was initially consulted on 26 April 2023 and fully supported the proposal. Two presentations were also made to the Local Board – on 25 July 2023 and 15 August 2023 – to summarise the different design options and to present the public feedback on the project. Resolution number WTM/2023/132 was carried by the Waitematā Local Board on 15 August 2023 in which they state they “*support Mercury Lane being a shared zone until the station is open and then operate as a pedestrian mall with the use of bollards and reasonable alternative access to the George Court building*”. The project team presented an update on the design to the Board at their workshop on 23 April 2024.

The Local Board was informed of the current shared zone proposal on 29 August 2024. No objection was received.

Three Councillors were met in-person on Mercury Lane on 17 October 2024 to understand why the change from the widely supported pedestrian mall proposal to a shared zone. Two accepted and supported the reasons for change to a shared zone while one accepted but supported the pedestrian mall option.

2.3. External Engagement Analysis

The following concerns were raised during engagement with affected **EXTERNAL** parties.

The affected external parties below were informed of the final proposal for Mercury Lane on 29 August 2024.

| Stakeholder: | Methodology: | Response: |
|------------------------|--------------|--------------------------|
| Residents / Landowners | 508 via mail | Concerns addressed below |
| Businesses | 4 via mail | No concerns raised |
| Business associations | 1 via email | No concerns raised |
| Residents association | 1 via email | Concerns addressed below |
| Emergency services | 2 via email | No concerns raised |
| Police | 1 via email | No concerns raised |

| Communication Channel (Used/Not Used) | | | |
|---------------------------------------|------|----------------|----------|
| Online Content | Used | Public Meeting | Not Used |
| Other Materials | | | Not Used |

Ten responses were received, with a balanced response (four supportive, four not supportive) for the Mercury Lane shared zone proposal. The remaining two responses were related to the process being followed and an overall negative comment on the wider range of project initiatives underway in the precinct.

The comments that were received are addressed below.

Four local residents

- Residents expressed views that the decision to go with a shared zone initially was a pragmatic one and that it made sense to “wait and see” before committing to a bollard-controlled pedestrian only environment.
 - The project team noted the support for the proposed shared zone.

No changes were made to the proposal in response to this feedback.

Four local residents including resident’s group

- Residents expressed concerns that AT was going against the weight of public sentiment captured in earlier consultation on the pedestrian mall proposal and was favouring vehicles over pedestrians in what will become a very busy pedestrian environment when the new station opens.
 - The project team noted the comments and referred the respondents to the material supplied in terms of this being an initial decision for the immediate opening period of the station that will be reviewed for its appropriateness based on evidence of observed behaviour post opening.

No changes were made to the proposal in response to this feedback.

2.4. Closeout

The internal stakeholders were informed of the final proposal via email on 20 September 2024. The correspondence noted the feedback received from Road Safety Engineering that had been incorporated into the design and that the project would now proceed to the resolution phase. No further comments were received.

The external stakeholders were informed of the final proposal via email on 20 September 2024. It was noted that the feedback received would be documented in the resolution report for the consideration of the Traffic Control Committee. No further comments were received.



Permanent Traffic and Parking Changes

Traffic Control Order

Local Board: WAITEMATĀ

Location: Mercury Lane, Karangahape Road and Cross Street, Auckland Central

Proposal Description: shared zone, new one-way road, turning arrow, loading zone, traffic islands, modal filter and road hump

Recipients: Report to Traffic Control Committee

Reporting Officer: Suresh Patel, Bus, Ferry & Network Integration Manager

Report ID: 18613

Date Resolved: 08 NOV 2024


Decision

The Traffic Control Committee, in accordance with its delegated authority, and being of the opinion that these controls are a justified limitation on the right to freedom of movement on roads which will not unduly impede vehicular traffic using the road, resolves:

- A. Bylaw clause: That for the purpose of these recommendations any reference to “the Bylaw” is a reference to the Auckland Transport Traffic Bylaw 2012 and that any references to “the Council Bylaw” is a reference to the Auckland Council Traffic Bylaw 2015.
- B. Drawings: Drawing # PTM/WLB/18613/ND/410-423, Rev A, dated 16 October 2024 form part of this Traffic Control Order and references in the clauses below are references to those drawings unless otherwise stated.
- C. One-way road (with contra-flow cycle lane): That pursuant to clause 7 of the Bylaw, a one-way road control is imposed on **Mercury Lane** (in the areas referred to as OW1 and OW2 (For the avoidance of doubt: OW2 continues to Canada Street) in the direction indicated on sheet 1, except for contra-flow for cyclists.
- D. Shared zone: That pursuant to clause 13 of the Bylaw, the area of **Mercury Lane** and **Cross Street** identified as **SZ1** on sheet 1, is specified as being for the use of pedestrians and vehicles (a shared zone). Except as expressly resolved otherwise, no person may stop, stand or park a vehicle in the shared zone.
- E. That pursuant to clause 19 of the Bylaw, the parking of vehicles for the purpose of loading or unloading is permitted in the SZ1 in the area identified as LZ1 in the SZ1 shared zone at all times. The vehicle must not obstruct through traffic. The driver may leave the vehicle unattended for a maximum time of five minutes.
- F. Modal filter: That pursuant to clause 2.1 of the Land Transport Rule: Streets Layout 2023, motor vehicles are prohibited at all times from moving from **Pitt Street** or **Karangahape Road** through the area referred to as **MF1** on **Mercury Lane** as indicated on sheet 1.

- G. Traffic island: That pursuant to section 334 of the Local Government Act 1974 and noting clauses 2.1 and 7.7 of the Land Transport Rule: Traffic Control Devices 2004 a traffic island (side island) is to be provided on **Mercury Lane** in the areas referred to as **T1 to T3** as indicated on sheet 1.
- H. Traffic island: That pursuant to section 334 of the Local Government Act 1974 and noting clauses 2.1 and 7.7 of the Land Transport Rule: Traffic Control Devices 2004 a traffic island (central island) is to be provided on **Mercury Lane** in the area referred to as **T4** as indicated on sheet 1.
- I. Road hump: That pursuant to section 334 of the Local Government Act 1974 and noting clauses 2.1 and 7.9 of the Land Transport Rule: Traffic Control Devices 2004, a road hump (raised intersection) is to be provided on **Mercury Lane, Karangahape Road and Cross Street** in the areas referred to as **H1 to H3** as indicated on sheet 1.
- J. Layout of lanes: That pursuant to section 334 of the Local Government Act 1974 and noting clauses 2.1 and 7.12 of the Land Transport Rule: Traffic Control Devices 2004, lanes (including lanes restricted to traffic required to turn or go straight ahead as indicated by arrow markings), are provided for on the roads within the scope of this report as indicated by the lane lines, centre lines, continuity lines and edge lines in the drawing.
- K. Parking place (general): That pursuant to section 591(1)(d) of the Local Government Act 1974 and clause 19(1)(a) of the Bylaw, the kerbside edges of all the roadways within the scope of this report are authorised for use as a parking place except for locations where parking is prohibited under the Bylaw or other legislation.
- L. No stopping off the roadway: That pursuant to clause 18 of the Bylaw and noting clause 12.2 of the Land Transport Rule: Traffic Control Devices 2004, except in specifically authorised parking places, the stopping, standing or parking of vehicles off the roadway is prohibited at all times on the roads within the scope of this report where the roadway is edged by a kerb and where there is no kerb but the road margin has been planted as a lawn or garden.
- M. Coming into effect: The traffic controls, restrictions and/or prohibitions described in this Traffic Control Order are resolved from the date the decision was made. Each control, restriction or prohibition takes effect and may be enforced either immediately or, if dependent on a traffic control device, once the traffic control devices prescribed for it under the Land Transport Rule: Traffic Control Devices 2004 are installed.
- N. Revocations: That any previous resolutions or decisions about traffic controls made under any bylaw or other Road Controlling Authority power are revoked to the extent that they are incompatible with the traffic controls resolved in this report.

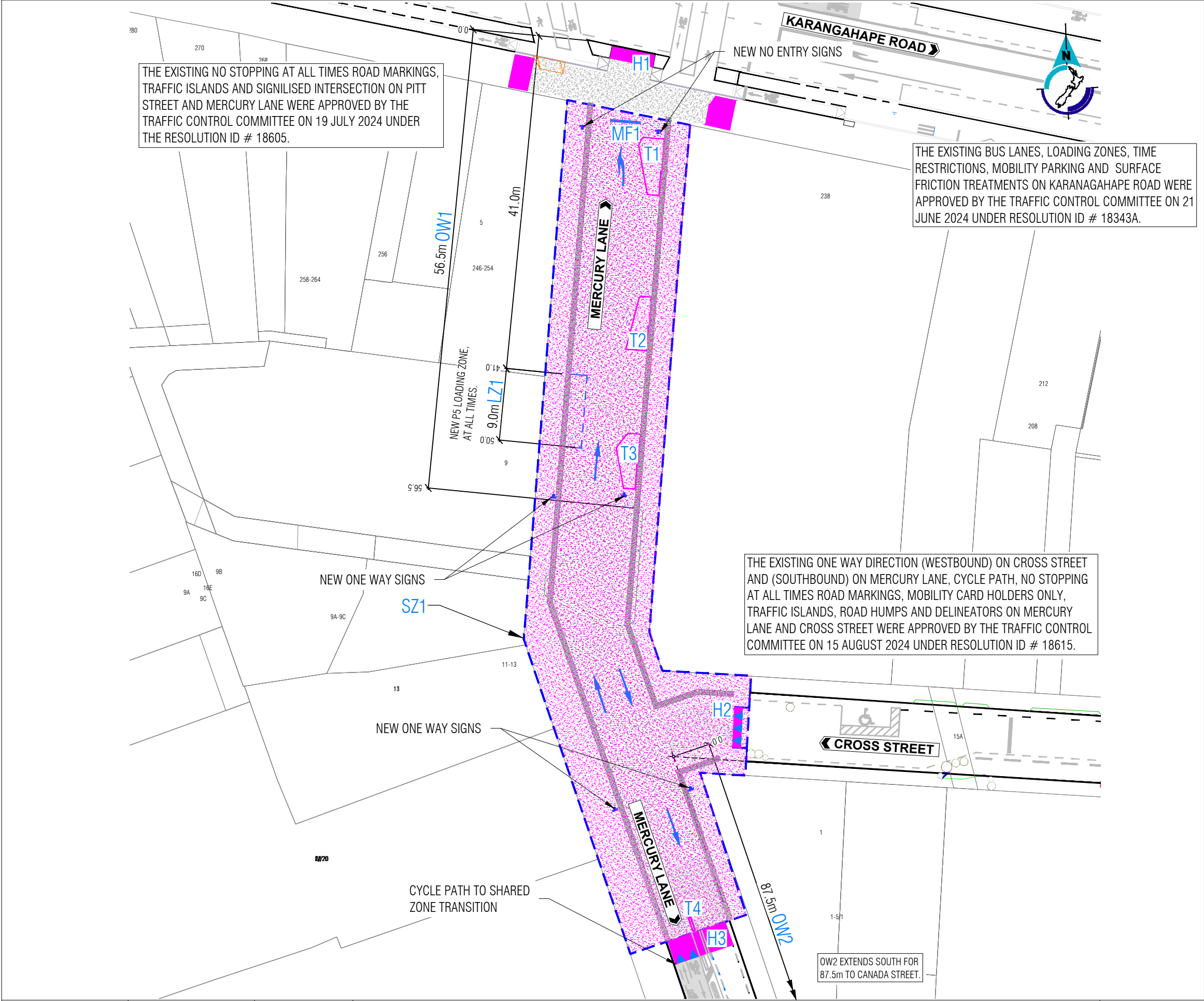
Confirmation

| Certified as resolved by the Traffic Control Committee | Date Resolved |
|---|---------------|
| <div><div>DocuSigned by:</div><div></div><div>5CA7EFE3694A4BB...</div><div>Melanie Alexander</div><div>Chairperson</div><div>Traffic Control Committee</div></div> | 08 NOV 2024 |

Authority

Auckland Transport is both the road controlling authority for the Auckland transport system and the organisation responsible for public transport management in Auckland. Its purpose is to contribute to an effective, efficient, and safe Auckland land transport system in the public interest. Auckland Transport establishes traffic controls and other facilities in pursuit of that purpose.

The Traffic Control Committee has been delegated powers by the Auckland Transport Board to enable it to make: resolutions under bylaws made by, or deemed to have been made by, Auckland Transport; resolutions under Auckland Council bylaws delegated to Auckland Transport; and certain other traffic control-related decisions. The matters for consideration in this report fall within the scope of the Traffic Control Committee’s delegated authority.



LEGEND

- EXISTING KERB LINE
- EXISTING ROAD MARKINGS - APPROVED
- EXISTING VEHICLE ENTRANCE
- NEW KERB LINE
- NEW ROAD MARKINGS
- NEW SHARED ZONE
- NEW ROAD HUMP
- NEW TRAFFIC ISLAND
- RESTRICTION EXTENDS BEYOND DRAWING EXTENT

NOTES

- ALL TRAFFIC AND PARKING SIGNS ARE TO BE INSTALLED AS PER TDM, ATCOP AND/OR RELEVANT LEGISLATION REQUIREMENT.
- ALL MEASUREMENTS ARE ROUNDED TO THE NEAREST 0.5m.
- SIGNS AND MARKINGS ARE INDICATIVE ONLY AND MAY NOT REFLECT FINAL POSITIONS.
- ALL VEHICLE ENTRANCES ARE INDICATIVE ONLY AND MAY NOT REFLECT FINAL POSITIONING.
- THESE RESOLUTION DRAWINGS ARE NOT TO BE USED FOR CONSTRUCTION.
- PARKING OFF THE ROADWAY IS PROHIBITED ON ALL ROADS IN THIS DRAWING.