



South Dunedin Retail Centre Strategy

Issues and Opportunities Consultation Document

Introduction

South Dunedin has historically been an important manufacturing and service area for Dunedin, and it remains a destination retail area for a large number of Dunedin residents. However, the trend over the last 15-20 years has been for a general decline in the main retail centre along King Edward Street, and a comparative increase in large format retail activities on the adjacent industrial land along Hillside Road and Andersons Bay Road.

As a result of this general decline, many people have raised concerns over the increasingly dilapidated appearance of the main retail centre and the overall vibrancy and success of the centre from both an economic and social perspective. As a result, the Council has identified the need for a strategy to revitalise South Dunedin's retail centre. The focus area for the Strategy is identified in Figure One below.

The purpose of the South Dunedin Retail Centre Strategy is to identify an integrated package of actions that can be used to revitalise the retail centre, both economically and socially. The suggested goals for the strategy are to:

- » Re-establish the economic role of the South Dunedin retail centre as a retail destination for the city by developing the centre into a place that people want to visit and spend time.
- » Restore the social role of the centre as a place that provides opportunities for local residents to make regular contact with each other while engaged in routine activities.

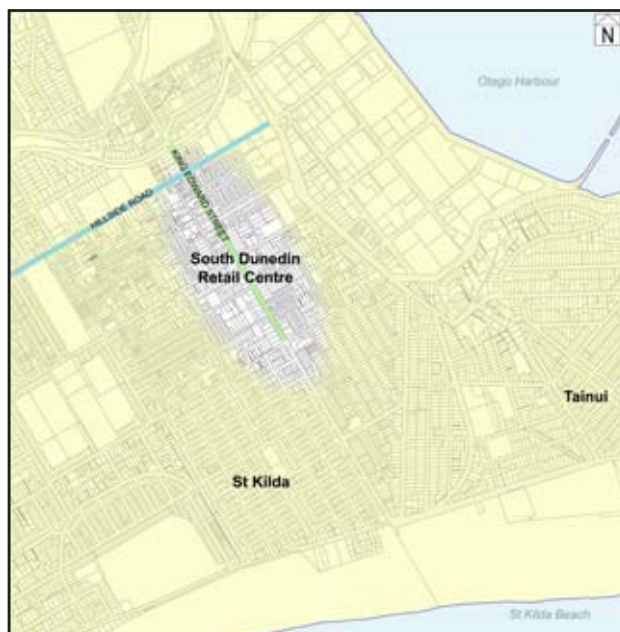


FIGURE ONE: Map showing location of retail centre.

The package of actions required to achieve these goals will need to include actions by both the Council and the community, in order to be successful. The approach being adopted for the development of the South Dunedin Retail Centre Strategy consists of the following steps:

- 1. Understand the physical environment** - assess physical geography; history and character; existing transportation provision; current land use; and planning context.
- 2. Understand the community** - meet key stakeholders; obtain census information; and analyse residents' surveys and past stakeholder consultations.
- 3. Analysis** - use the findings of the research to identify key issue areas and undertake a SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) of these areas; identify where common causes may exist within the issues; understand from existing Council programmes which issues are already provided for and which issues may lie outside the study scope.
- 4. Issues and opportunities consultation** - summarise research into key issues and opportunities and consult with the community.
- 5. Draft Strategy** - use the results of the research and consultation to prepare a Draft Strategy for the South Dunedin retail centre, to be subject to consultation.
- 6. Prepare Final Strategy**

This Issues and Opportunities Document will be open for public consultation from 14 April 2010. Submitters are invited to return the attached submission form by 28 May 2010:

Freepost: Delivery details are on the form
Email: south.dunedin@dcc.govt.nz
Delivery: Customer Services on the ground floor of the Civic Centre, 50 The Octagon, Dunedin
or by attending the open day, 4.00pm – 7.00pm, Wednesday 12 May 2010, Gasworks Museum.

We hope to get feedback from the community on the range and relative importance of issues and opportunities we have identified to date, as well as the support for and prioritisation of options identified.

Summary of Key Issues

Research was carried out by the Council between June and November 2009. The research included stakeholder interviews, analysis of information gathered through past consultation, basic observatory field work, and secondary data analysis.

The analysis of the findings revealed there was significant overlap between the issues identified in community feedback and those identified through the analysis of the physical and social environment. This provided grounds for some reliable and relevant conclusions to be drawn about key issues in the main retail area.

These issues can be summarised under the following broad headings.

» **Retail Development**

There is an overall impression of economic decline in the area with a number of unoccupied premises at Cargills Corner and along Hillside Road.

» **Amenity**

The appearance, comfort and safety of streets within the retail centre is poor.

» **Community**

There is a need for more opportunities for local residents to meet and get to know each other better and to feel more positive about where they live.

» **Pedestrian, Mobility Scooter and Cycle Access**

A low quality, traffic dominated shopping environment means the journey to and from the main retail centre for forms of transport other than cars is not as convenient as it could be.

» **Road Transportation and Traffic**

There are a number of issues with pedestrian crossing, safety and traffic congestion at key hot spots such as Cargills Corner.

There were some issues raised that were considered beyond the scope of the study area or beyond the focus of the Strategy. These issues include:

- » The future of Carisbrook Stadium.
- » The future of Ocean Beach Reserve.
- » Issues to related urban density and subdivision.
- » Issues related to housing quality and provision of community gardens.
- » Climate change and sea level rise.
- » Storm water influx into the sewage network and the risk of soil liquefaction during earthquakes.
- » Burying overhead cables underground.
- » Public transportation service levels.

However, all of these issues are already being addressed through other Council projects or have been flagged as issues that should be addressed. Public transport is managed by the Otago Regional Council (ORC) and is a major issue for the whole of the city. While the Strategy will explore how public transport may contribute to the revitalisation of the retail centre, it will not propose any specific projects or solutions.

The rest of this section discusses each of these issues in turn, highlighting for each issue the strengths, weaknesses, opportunities and threats within the area related to that issue.

SWOT analysis is a recognised method of identifying the key things that are important to delivering an objective, in this case, revitalisation-focused improvements to the South Dunedin retail centre.

Broadly, each aspect can be explained as:

Strengths = positive aspects of the area.

Weaknesses = what could be better about the area.

Opportunities = what are the untapped potentials/great ideas for the area.

Threats = what is a cause for concern.

Retail Development

The retail centre is the economic heart of South Dunedin as well as a focus for the local community. Some of the important aspects relating to the development of the retail centre that were identified in the analysis include:

Strengths

- » King Edward Street offers a very wide range of retail, commercial and other services for a suburban centre, with some 120 outlets including health, food, social services and general merchandising.

Weaknesses

- » An impression of economic decline in the area¹.
- » A high proportion of unoccupied premises at Cargills Corner and along Hillside Road².
- » A high proportion of low-end retail activities such as second hand shops.

Opportunities

- » Business opportunities to meet a demand for services focused on the needs of an increasingly elderly residential population.



The gradual change in South Dunedin's demographic is already having an influence on King Edward Street.

- » Increasing densification of surrounding residential zones will mean a larger potential customer base for local retailers.
- » Vacant buildings such as those at Cargills Corner could provide a home for incubator businesses or creative industries.

- » Building on some of the unique or specialised offerings in the area could help the community re-establish the South Dunedin retail centre as a 'destination' shopping area.
- » Amenity improvements to King Edward Street could encourage people to both spend longer in the area and potentially spend more money per visit.
- » Special events organised by the local community could help stimulate interest and raise the profile of the South Dunedin retail centre (eg street market, food festival, outdoor film screenings, etc). Events should be fun and memorable.

Threats

- » There are decreasing levels of general merchandising on offer in the retail centre, due to proximity of large scale retailers.
- » The current economic decline may worsen due to the ongoing effects of recession.
- » Desirable sites may continue to be developed without full consideration being given to design quality or relationship with surroundings.

The retail centre has experienced a gradual economic decline, which some suggest may be related to other problems with access, amenity and transportation. The Council cannot control market forces, however, by focusing on the overall revitalisation of the area and making improvements in the other issue areas, it is likely that there will be a benefit to the local retail economy. The overall objective for retail development should be to:

Help stimulate economic revitalisation through a programme of measures in close collaboration with the local community.

¹ South Dunedin rentals are typically \$100-120 per square metre per annum. By comparison, Wall Street rentals are up to \$1000 per square metre per annum and Stuart Street is up to \$300 per square metre per annum.

² Based on field work conducted between 2 – 10 February 2010, 17 vacant commercial premises were observed on King Edward Street.

Amenity

Amenity generally refers to the presence of either tangible or intangible benefits. In the case of urban revitalisation, it often refers to the collective presence of elements which make a place more attractive to use (eg functionality, comfort, safety, interest and convenience).

The following matters were identified through the analysis:

Strengths

- » The Gasworks Museum adds uniqueness to South Dunedin. The heritage precinct also contains a number of distinctive historic buildings.



The Gasworks Museum is a significant heritage asset which could benefit from a higher profile in Dunedin.

- » The Mayfair Theatre is distinctive and could provide a social focus.



In addition to the Gasworks Museum, the Mayfair Theatre is another distinctive historic building in South Dunedin.

Weaknesses

- » Poor basic levels of building maintenance.
- » Poor quality of overall appearance along shopping streets undermines townscape and heritage values.

- » There are very few green spaces or features within the retail centre.



King Edward Street would benefit from a range of design treatments.

Opportunities

- » A programme of amenity improvements to King Edward Street could promote and reinforce townscape and heritage values.
- » Emphasising the character of historic buildings and features near the retail centre could enhance townscape and amenity values and make the shopping experience potentially more interesting for visitors and local residents.
- » The Mayfair Theatre would benefit from amenity improvements to its immediate surroundings to help improve the quality of the environment for patrons.
- » There is an opportunity to create improved public spaces for people to socialise in.

Threats

- » New developments in the area reducing, rather than improving, amenity.

Overall, a low quality environment within the retail centre means it can be difficult to attract local shoppers, particularly with car-friendly large-scale retailers nearby. The objective for improving the amenity of the retail centre should be to:

Improve the functionality, comfort, safety, attractiveness and convenience of streets within the retail centre in a way that emphasises distinctive aspects of the area's identity.

Community Development

Some of the important aspects related to community development identified through the analysis include:

Strengths

- » A relatively large number of elderly and young families live in the local community.
- » The South Dunedin Business Association is enthusiastic about supporting the community.
- » A large number of community support groups are operating in the area.
- » The 'South Dunedin Voice' and other groups are active in the area.
- » A high number of schools are based in the local area.

Weaknesses

- » Some residents feel the retail centre, including the public transport hub at Cargills Corner, is a hostile environment.
- » The physical environment does not provide for the needs of all sectors of the community (eg provision of seating and rest areas for mobility-impaired residents or play areas for young families).
- » The physical environment does not encourage social interaction.

Opportunities

- » The proposed South Dunedin library presents a range of opportunities, especially if it incorporates a range of community facilities. Potentially, it could be an important community hub, providing access to community spaces and resources for information, recreation, free public Internet access and opportunities for community learning about how to use information technology.
- » Improving the appearance, amenity, and space for public interaction along King Edward Street could help encourage the building of social networks between local residents.
- » Using Council/community partnerships to progress some initiatives for the area could augment the available public resources; help residents, organisations, and businesses to get to know each other; and increase community pride and ownership of outcomes achieved.

- » There is potential for more special events to provide a social focus for the community.

Threats

- » Failure to achieve a co-ordinated approach between the community and Council-initiated projects may lead to a reduced range of benefits being delivered.

Overall, there are significant opportunities to improve the physical environment in the retail centre to better support social contact between residents during their normal shopping routines. This may help in establishing, maintaining and expanding networks of friends in the area. There are also opportunities for events, other community and business support activities. The objective for community development in the area should be to:

Provide more opportunities for people to get to know one another or to maintain existing relationships.

Pedestrian, Mobility Scooter and Cycling Access

Some of the important aspects of pedestrian and cycling access (including mobility scooters) identified through the analysis include:

Strengths

- » Flat topography makes walking or cycling convenient.
- » When an international standard of a 10-minute walking distance is applied, the main retail centre is potentially very accessible from surrounding residential areas.



Pedestrians often choose to cross outside designated crossing points because it is convenient.

Weaknesses

- » Pedestrians accessing the retail centre from surrounding residential areas to the north and west have to pass through industrial areas.
- » Poor quality of connections for pedestrians moving between large-scale retail developments along Hillside Road and King Edward Street.
- » Results from work commissioned by the University of Otago in North Dunedin suggest many Dunedin car users may be reluctant to walk more than two blocks to a destination from where they've parked.



Levels of mobility scooter use have gradually increased in the retail centre due to an aging population.

- » Relatively high speed of through traffic increases the risk of life-threatening injury for any pedestrians choosing to cross the carriageway informally.
- » Relatively high speed of through traffic increases the risk of life-threatening injury for any cyclists using the carriageway.
- » Poor provision for non-motorised forms of transport (eg lack of cycle stands).

Opportunities

- » Take advantage of the relatively flat topography and high density of development to provide for a safe and convenient environment for pedestrians and cyclists to use.
- » Better quality connections through street blocks between developments on Andersons Bay Road and King Edward Street in the future could help encourage local residents to walk and cycle.

- » Better quality connections through the industrial area could help encourage the local residents to walk and cycle.
- » Amenity improvements to King Edward Street could help encourage the local residents to walk and cycle.
- » More facilities for cycling (eg cycle lanes, cycle parking) could encourage more cycling.
- » Parking pressure in this area means that improvements that encourage walking and cycling may have a better chance of being effective than in other areas with sufficient parking.
- » Users may benefit from additional footway width given the popularity of mobility scooters.

Threats

- » Protecting interesting building frontages is important for maintaining townscape and heritage values. The development of more industrial units or commercial premises with car parking on forecourts may undermine these values.

Overall, unless people take their cars, the quality and convenience of journeys to and from the retail centre is poor. The objective for improving pedestrian and cycling access should be to:

To encourage local residents to use alternative forms of transport to cars for short shopping journeys and to design the retail centre so it is safer and more convenient for pedestrian circulation while shopping and socialising.

Road Transportation and Traffic

Some of the important aspects related to road transportation and traffic identified through the analysis include:

Strengths

- » King Edward Street is a dominant public transport route and a preferred route for beach access.
- » It is a relatively short distance by car or bus to the city centre.

Weaknesses

- » There is traffic congestion due to awkward turning movements around Cargills Corner, and along Hillside Road between Andersons Bay Road and King Edward Street.
- » Public transport provision is undermined by poor east-west links.
- » Low levels of off-street car parking are provided in the retail centre in comparison to other parts of the city.
- » There is potential for conflict between parking demand for retail and industrial premises.
- » Cargills Corner is the fourth worst accident blackspot in Dunedin.
- » There is parking pressure, with many vehicles outstaying the times permitted in time restricted parking, both on and off street (eg Rankeilor/Lorne Street car park).

Opportunities

- » There is an opportunity to improve parking management through improved signage, using existing allocation more

efficiently and by improving levels of enforcement.

- » There are opportunities to improve traffic movements at Cargills Corner.
- » Encouraging more people to walk or cycle to the centre may reduce traffic and parking pressures.

Threats

- » An increasing proportion of South Dunedin residents may become reliant on transportation options other than private cars and these options will need to be better catered for.

Overall, while congestion and parking accessibility are important transportation issues for the South Dunedin retail centre, equal attention needs to be paid to supporting and encouraging other forms of transport, recognising the needs of elderly who may be unable to drive, or given a scenario of rising fuel prices and increasing costs of car ownership. The objective for transportation and traffic should be to:

Promote a wider, holistic view of movement and circulation within South Dunedin and the wider city regardless of transport mode and develop strategies that promote and encourage the most energy and spatially efficient forms of movement.



King Edward Street

Strategic Goals and Objectives

The purpose of the South Dunedin Retail Centre Strategy is to identify an integrated package of actions that can be used to revitalise the retail centre, both economically and socially. The suggested goals for the strategy are to:

- » Re-establish the economic role of the South Dunedin retail centre as a retail destination for the city by developing the centre into a place that people want to visit and spend time.
- » Restore the social role of the centre as a place that provides opportunities for local residents to make regular contact with each other while engaged in routine activities.

Within these goals the following objectives have been identified.

Help stimulate economic revitalisation through a programme of measures in close collaboration with the local community.

Improve the functionality, comfort, safety, attractiveness and convenience of streets within the retail centre in a way that emphasises distinctive aspects of the area's identity.

Provide more opportunities for people to get to know one another or to maintain existing relationships.

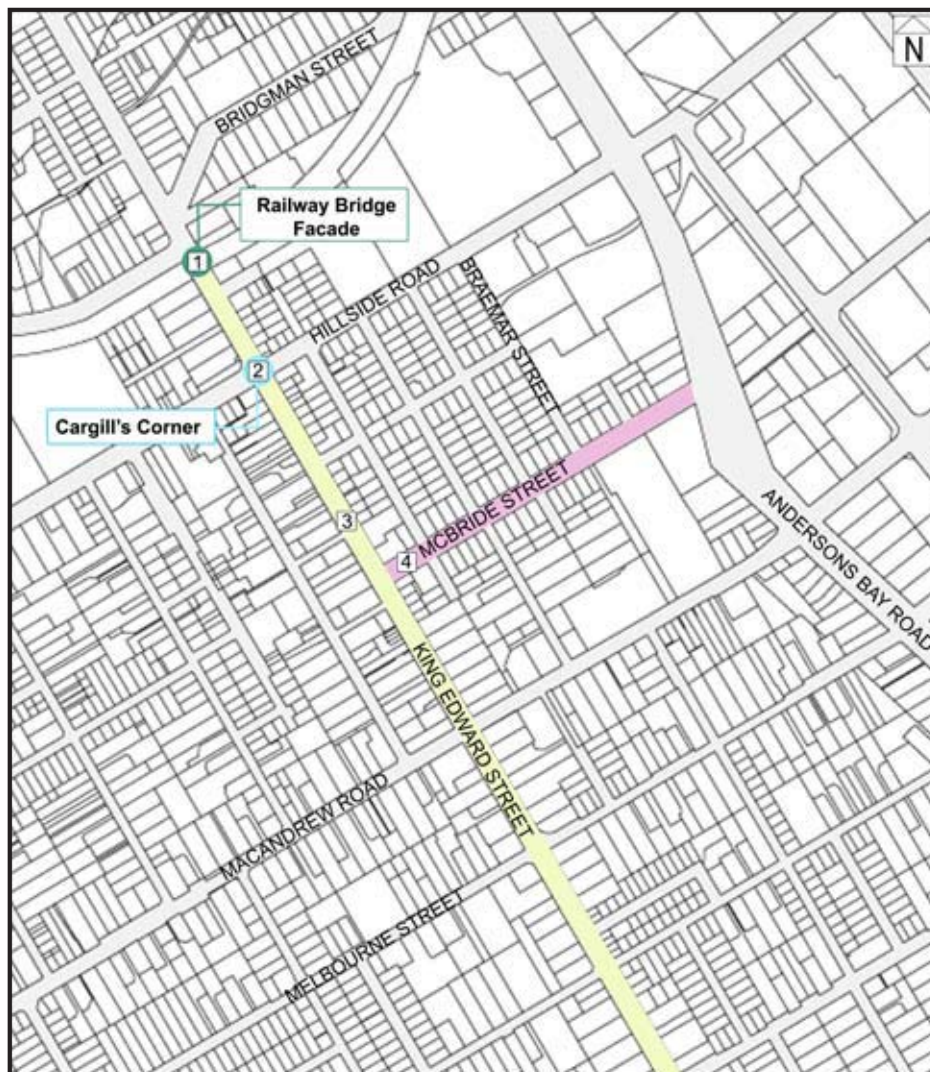
Improve the quality and convenience of the journey to and from the retail centre for modes of transport other than cars.

Promote a wider, holistic view of movement and circulation within South Dunedin and the wider city regardless of transport mode and develop strategies that promote and encourage the most energy and spatially efficient forms of movement.

Opportunities

The potential opportunities to address the issues in the retail centre identified through the Council's research are summarised on the following pages. These opportunities include both specific projects and broader improvement strategies to be explored and developed into more specific projects in future.

The locations of some of these opportunities are shown on the map below. Table 1 on page 15 shows which issues the opportunities will address and how they relate to the Council's Community Outcomes.



Map showing location of selected opportunities:

1. King Edward Street railway overbridge
2. Cargill's Corner
3. King Edward Street amenity and traffic improvements
4. Possible location for a street market located on McBride Street.

Potential Transportation Improvement Projects



Improvements to Cargills Corner could potentially make a significant difference for non-motorised forms of transport.

The **Cargills Corner intersection** requires a comprehensive set of improvements to address the traffic, access, and safety issues, as well as to improve the overall visual amenity of this gateway to the South Dunedin retail centre. One project could consider the feasibility of a right-hand turning lane and examine ways of improving convenience, comfort and safety for pedestrians, mobility scooter users and cyclists. However, provisions are likely to be limited by the available carriageway width.

King Edward Street traffic improvements could include making the retail section of the street less visually dominated by cars and encourage shoppers to move freely and confidently between each side of the road. Measures to consider include reducing the distance between kerb lines to reduce crossing distances and times, and improved facilities for cyclists and mobility scooter users. Reduced carriageway widths would allow businesses to improve their chances of benefiting from passing foot traffic on the opposite side of the road. Any improvements that involve cars would also need to be tied into any work carried out into parking and public transport, to ensure more problems aren't created than are resolved.



Kerb build outs at pedestrian crossings make crossing easier and safer. However observations suggest that shoppers often opt for the convenience of crossing where they need to, in spite of the increased risks.

Improvements to parking could be made through improved signage, using allocation more efficiently, and by improving levels of enforcement.

There may be potential opportunities for **community-led transportation projects**. One potential illustration can be seen in Wellington where a community-led car-sharing scheme has proven popular and viable. In Port Chalmers, the community has established an informal pickup point for hitchhikers in and out of the city. Community-led initiatives like this have been possible in Dunedin because of the unprecedented levels of community trust that exist. Something similar may be possible for South Dunedin if higher levels of social cohesion and trust can be encouraged within the community.

The implications of transportation for the wider Dunedin city are far ranging, significant and complex, and include traffic and parking management, pedestrian movement, economic activity and social wellbeing. Any potential solutions will need to develop from a close working relationship between Dunedin City Council, Otago Regional Council and the South Dunedin community.

Potential Amenity Improvement Projects

Location and development of a 'central focus area', including a pocket plaza, for the community was identified in community feedback and there are two potential areas to focus on, including an area around the new South Dunedin library and/or the pedestrian-only end of Lorne Street where it meets King Edward Street. Improvements to Lorne Street can be made relatively independently of other areas because activity and patterns of movement in the space are relatively uncomplicated. However, any wider programme of improvements to King Edward Street may place greater importance on the Lorne Street space once the location of the library has been confirmed.



The Lorne Street public space had some limited improvements carried out in 1993 and an Exeloo added in 2009, but the scheme has remained incomplete. While it would be preferable to co-ordinate improvements to this space with similar initiatives to King Edward Street and the remainder of Lorne Street, some temporary amenity improvements are probably realistic and viable.

King Edward Street facade improvements would require close liaison between the Council and local retail business/property owners. There may be opportunities for the Council to supplement spending by building owners, particularly if the buildings have some historic or community values. Historic property owners may have an opportunity to take advantage of initiatives such as the Dunedin Heritage Fund and rates relief for heritage buildings restoration.

Streetscape improvements to King Edward Street, including Cargills Corner and the McBride Street intersection will focus on how to improve the 'look and feel' of the area, and the functionality and amenity of the footpaths through a range of design treatment options, including greater provision of street furniture and trees.

King Edward Street railway bridge facade treatments could focus on improving the appearance of the bridge by repainting the overhead element and considering lighting to the underside.



The railway bridge is unattractive and would benefit from modest improvements to its appearance.



A number of building facades along King Edward Street could benefit from more regular maintenance.

Other Potential Projects and Initiatives

Street market - King Edward Street could also provide a suitable location for a street market given its potential as a gateway to the main retail centre from Andersons Bay Road.

Development of a South Dunedin library is likely to go ahead, but a site has yet to be confirmed. Wherever the library is located, it is certain to become a focus for the community and will deliver significant benefits to local residents and business owners. Establishing the library would require a review of the immediate locale in terms of pedestrian access and safety, as well as providing a focus for amenity improvements.

Development of community-focussed and promotional events would help draw people to the area temporarily and help raise the profile of the area. There are plenty of potential sources of inspiration with South Dunedin's industrial heritage and its proximity to the beach.

Marketing is an integral part of a 'place-making' approach to development. This approach closely combines marketing and design in order to enhance and safeguard the distinctive elements present in both new and existing communities. A marketing exercise for the main retail centre could help to 'place South Dunedin on the map' and provide a focus for:

- » The appearance of future amenity improvements delivered by the Council.
- » Helping the Council to identify and protect distinctive townscape character and heritage values.
- » Specialised offerings in the area if local businesses wish to market themselves more widely within the city and beyond.
- » Local civic pride enabling local residents to celebrate what is special about South Dunedin.

This could translate to a higher public profile and better recognition of the positive aspects of South Dunedin, not only with other city residents, but with visitors and tour operators too.

Proposed Opportunities to be Explored to Address Community Issues

	ISSUES IDENTIFIED THROUGH ANALYSIS AND RESEARCH					DELIVERY UNDER COMMUNITY OUTCOMES						
	Pedestrian and Cycling Access	Amenity	Community Development	Traffic and Transport	Retail Development	Wealthy Community	Accessible City	Safe and Healthy People	Sustainable City and Environment	Culture and Learning	Supportive Community	Active City
Cargills Corner, traffic and access improvements	✗	✗		✗	✗		✗	✗	✗			✗
Pedestrian link between King Edward Street and the Gasworks Museum	✗	✗			✗		✗		✗	✗		✗
King Edward Street railway bridge facade treatment		✗	✗						✗			
King Edward Street, Cargills Corner and McBride Street intersection streetscape improvements	✗	✗	✗	✗	✗		✗	✗	✗			✗
Location and development of a central focus area	✗	✗	✗		✗	✗					✗	✗
King Edward Street facade improvements		✗	✗		✗				✗		✗	
King Edward Street traffic improvements	✗	✗		✗	✗	✗	✗	✗	✗		✗	✗
Location and development of street market			✗	✗	✗	✗	✗				✗	✗
Improved parking management							✗		✗			✗
Development of community and promotional events		✗	✗		✗			✗	✗	✗	✗	
Marketing exercise for main retail area	✗	✗	✗		✗	✗	✗		✗		✗	
Development of South Dunedin library	✗	✗	✗		✗	✗	✗			✗	✗	✗

Table 1: Proposed Projects in Response to Community Feedback and Analysis.

Key Stakeholders Interviewed

The following organisations and individuals were interviewed as part of the background research associated with this document.

Community Representatives

Member of Parliament; Clare Curran

South Dunedin Business Association; Jane Orbell, Lindsay Campbell

South Dunedin Community Police; Senior Constable Ruth Parsons

University of Otago; Prof. Brendan Gray, Prof. Eric Olssen, Prof. Etienne Nel, Prof. Anthony Binns

Gasworks Museum Trust; Ann Barsby

Methodist Mission; Laura Black

Amenities Society Trust; Mick Field

Otago Youth Wellness Trust; Dame Pat Harrison

Dunedin City Council

South Dunedin Councillors; John Bezett, Bill Acklin, Dave Cull

Policy Analysts, Community and Recreation Services, Dunedin Public Libraries, Economic Development, Water and Waste Services, Transportation Planning, Transportation Operations and City Property



South Dunedin Retail Centre Strategy

What do you think?

You can view the consultation document online at www.dunedin.govt.nz/consultation.

The Council wishes to invite comments from the community, particularly on the following points:

1. Do you think this document covers the range of issues that are most important to the retail centre? ☐ Yes ☐ No

If no, what have we missed? _____

2. Do you think the document covers the range of potential opportunities for the retail centre? ☐ Yes ☐ No

If no, what have we missed? _____

Priorities

3. What do you see as the immediate priorities? _____

4. What are the longer term priorities? _____

5. What do you value most about the retail centre along King Edward Street, and what should be retained/enhanced?

6. What do you value the least about the main retail centre along King Edward Street, and what do you feel should be changed?

Transport

7. How many blocks would you be prepared to walk from your parked car in order to reach your destination? Why? _____

Marketing

8. What distinctive aspects of South Dunedin's identity as a community could be used in any proposals for revitalising the retail centre?

Other Comments

9. What other comments do you have about the South Dunedin retail centre? _____

Visit our open day – 4.00pm – 7.00pm, Wednesday 12 May 2010, Gasworks Museum,

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Freepost Authority Number 422



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