

# DUNEDIN CENTRAL CITY

## **STRATEGIC DIRECTIONS FOR THE CITY CENTRE AND THE WAREHOUSE DISTRICT**

### FOR DUNEDIN CITY COUNCIL

OCTOBER 2011

PREPARED BY

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### **FOR DUNEDIN CITY COUNCIL**

*This report is a summary of the outcomes of an extensive Inquiry By Design process. Many of the analysis maps within this report have been produced in a workshop context and are indicative only. Their main aim is to provide background to the Strategic Directions. The projects identified within this report should also be considered indicative only.*

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## EXECUTIVE SUMMARY

The outcomes of an urban design-led project aimed at revitalising the Dunedin Central City with a specific focus on the “Warehouse District” are summarised in this report.

The **Dunedin Central City Framework** project aims to lead to greater community cohesion and local pride, increased business vitality and improved environmental performance. The revitalisation of the city centre will in turn have a positive effect for the wider city of Dunedin, with flow-on effects for the Otago District.

In order to achieve this, project objectives are:

- Review of existing policy and outcomes of previous projects pertaining to the city centre;
- Facilitation of community and stakeholder visioning and consultation;
- Facilitation of a four day intensive technical Inquiry-By-Design workshop;
- Identification of issues, opportunities and possible development responses with conceptual design ideas; and
- Provision of a summary of propositions including implementation recommendations for staging agendas and District Plan changes.

The project has formulated the following vision for the central city:

- A vibrant, safe and comfortable city centre which balances pedestrian and traffic needs and offers enhanced family, visitor and student experiences.
- An upgraded Octagon that better responds to its heritage setting, active edges, small events and the need for green space.
- A flourishing arts precinct that benefits from stronger linkages between The Octagon and the improved Queens Gardens.
- A Creative Quarter with Queens Gardens at its heart which promotes creative, technical and innovative industries.
- A Warehouse District, which is a hive of employment, that builds on its heritage resource, robust character and attractiveness to urban living.

This Central City Framework proposes a measured and affordable approach that addresses a range of smaller and larger, often low cost, high return initiatives for the city centre. This is combined with laying the groundwork for an employment-based plan for the ‘Warehouse District’. These place-based initiatives are recommended under the six ‘Strategic Directions’ set out in the (draft) Spatial Plan:

- A Liveable City
- An Environmentally Sustainable and Resilient City
- A City that Enables a Prosperous and Diverse Economy
- An Accessible and Connected City
- A Vibrant and Exciting City
- A Memorable and Distinctive City

To be successful, the recommended investments aim to be visionary and inspirational, yet practical and realistic in terms of their feasibility. Design and planning responses within this report include a broad range of initiatives, including:

### *Reduction of the severance by the State Highways*

The two-waying of the one-way pair south of the Leviathan Hotel is proposed, with Crawford Street as a calmed two-way city street with enhanced pedestrian and cycling amenities, and Cumberland Street as a State Highway with two lanes in each direction. This is aimed at reducing the severance that currently exists between The Octagon, and Queens Gardens and the Warehouse District.

### *Formation of a Creative Quarter*

A new Creative Quarter is proposed which combines the arts industries, Queens Gardens and the Warehouse District up to Princes Street. If improved roading conditions can be created on Crawford Street, a strong pedestrian and public space network will connect up these areas. Analysis shows Dunedin has significant potential to grow and extend its existing design- and IT-based businesses if only the right conditions could be created.

### *George Street improvements*

While the central city retail is not under immediate threat from shopping malls, it still needs to keep updating and refreshing itself to counter competition from other regional centres and to become more attractive for visitors. The framework proposes a series of small public space upgrades which are friendly to families, visitors and the elderly, and that can be done inexpensively. Proposals are also made to improve night time safety, lighting, taxi access and toilet provision.

It also gives suggestion to how the bus system may be adjusted to find a better balance between an effective public transport system, parking needs and some of the negative impacts in front of shops.

### *A wider network of open spaces for a range of activities and events*

The framework suggests connecting a range of public spaces including Queens Gardens in order to offer Dunedin a richer central city events experience. This will also take pressure off The Octagon and reduce disruption. Some provisional ideas for The Octagon are proposed, but these are for future consideration as its large scale upgrade is not a priority. However, small extensions of the areas outside existing restaurants and cafes could be considered earlier.

These groups of proposals underpin the long term vision for the central city with implementation commencing in the short term.

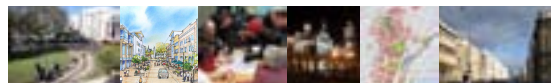
The interactive and integrated nature of the project is envisaged to lead to a plan that has buy-in from the Dunedin community as well as Council staff. The initiatives amount to a considerable investment over the next decades in physical works as well as business and organisational actions. The earliest benefits resulting from these investments will be noticeable over the next few years.

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This section contains information about the project and this report



## introduction SECTION 1

## INTRODUCTION

### 1.1 About the project

Dunedin City Council (DCC) is preparing an integrated Central City Plan (CCP) for Dunedin. The CCP will establish a vision for the central city and a strategic plan to guide development for the next 15 to 20 years. To initiate this process, the Council has developed a strategic vision for the Dunedin Central City. This framework is the outcome of place-based consultation, visioning and Inquiry-By-Design workshop process held between May and August 2011. This vision in the form of a high-level framework will serve as the major basis for a Council-produced Central City Plan.

Key issues considered include:

- Access, movement and transportation - the circulation of traffic, pedestrians, cyclists, provision of on-street parking etc. There are significant issues with the State Highway's one-way pair, public transport, pedestrian and cycle connectivity, and parking.
- The public realm - the design and presentation of public spaces, parks and streetscapes.
- Activities - the types of uses, location for specific clusters of activities, tourism, mixed use.
- Buildings / cityscape - heritage preservation and enhancement, encouraging quality architecture, disincentives to demolition, earthquake strengthening.
- Stewardship and sustainability - passing on a city to next generations that is even better than the one received.
- Leadership and management - the role of DCC.

A specific focus is placed on a regeneration area in the southern part of the central city, also referred to as the 'Warehouse District'. The area has experienced a long term decline due to a range of factors including (but not limited to) changes in the Dunedin economy and reduced demand, District Plan zoning restrictions, leasehold land tenure, severance caused by the current alignment of transportation networks, and deteriorating building stock. However, it is also considered that the area offers significant opportunities due to its proximity to the central

city, its unique and attractive heritage buildings and the potential for a range of new uses.

A more specific vision and precinct plan has been developed for this area, including a framework of changes required to realise the vision. In addition to the issues above, the precinct plan also addresses regeneration, a sense of place, and minimising the negative impacts of any changes on the main Central City retail area.

This framework document and the precinct plan for the regeneration area contained in it may be used as background document for the application for funding from the Regional Land Transport Programme.

The framework and vision is linked with the Council's Spatial Plan for the city which is currently being developed.

### CONSULTANT TEAM

Urbanismplus Ltd is the main consultant for this project and its role has been to assist the Council by managing participants, facilitating workshops, generating urban design-based ideas and documenting findings. Urbanismplus has put together a team of specialist consultants who are, based on an extensive collaborative working relationship, exceptionally experienced at delivering highly integrated strategic outcomes through intensive workshop processes.

This team consists of:

- Pocock Design:Environment Ltd, Landscape architects and sustainability specialists;
- Prosperous Places Ltd, Employment specialist;
- Urbacity Ltd, Town centre and retail specialist; and
- TTM Consulting Pty Ltd, Transportation specialist.

Along with Urbanismplus and Dunedin City Council staff, these key consultants were involved in developing the work contained in this document.

Staff from the New Zealand Transport Agency (NZTA) and the Otago Regional Council (ORC) were involved in strategic explorations of central city issues with an overlap into their respective jurisdictions.

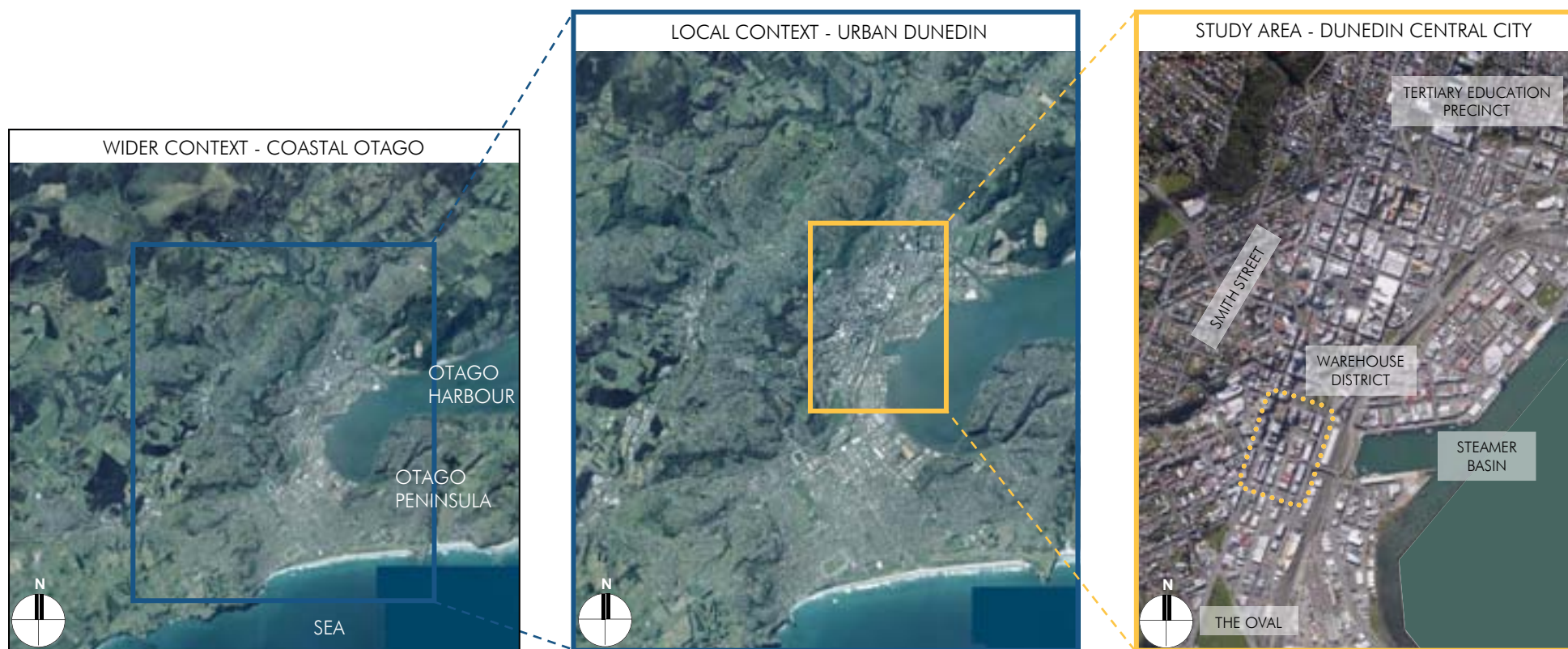
## 1.2 Project scope

The study area can be defined as the area which extends from the Tertiary Education precinct in the north to The Oval in the south and between Smith Street in the west and the Steamer Basin in the east. The study area is the centre of Dunedin City, which performs a role as the 'capital' and business centre of the Otago Province. It is located on the East Coast of New Zealand's South Island and more specifically the Otago Harbour separating coastal Otago from the Otago Peninsula.

The project has looked beyond the confines of the study area boundaries as appropriate to ensure that wider ecological, land use and transportation influences have been acknowledged and responded to. Being a mono-centric city, Dunedin's central area

performs a crucial role for all communities within and just outside Dunedin. Accessibility from surrounding areas is therefore an important consideration. The same applies to major strategic transportation networks, such as SH1 to Christchurch in the north and Invercargill in the south. SH88 forms an important connection to Port Chalmers, north-east of the City.

Specific consideration has been given to the Warehouse District, the area roughly bound by Princes, Rattray, Cumberland, and Police Streets, and centred on Vogel, Crawford and Bond Streets.



ABOVE FIG. 1-1: The wider context, the local context, and the Dunedin Central City study area, which includes the "Warehouse District"

### 1.3 Project process - an indicative timeline

		May 11 START	May 11	Jun 11	Jul 11	Aug 11	Sept 11	Oct 11	Nov 11	Dec 11	Jan 12
<b>S</b>	<b>Scoping: 25 - 27 May 2011</b> Councillor and Council staff sessions		<b>S</b>						<b>KEY MILESTONES</b> → Project preparation → Relevant issues listed → Initial understanding of stakeholder needs  → Constructive community engagement → Firm understanding of stakeholder needs  → Briefings by Council staff on key issues, information → Place based design inquiry with Council staff and consultants  → Preparation of report back presentation → Some detailed follow-up analysis by consultants and Council staff  → Present workshop outcomes to Council and public → Feedback comments received  → Preparation of a technical report (draft)  → Preparation of a technical report (final)		
<b>C</b>	<b>Consultation phase 1: 13 &amp; 14 June 2011</b> → Stakeholder consultation sessions x 3 groups → Public meeting			<b>C1</b>							
<b>W</b>	<b>Inquiry-By-Design: 14-17 June 2011 (in addition: Employment-specific: 1-3 June; Transport-specific: 28-30 June)</b> Technical workshop Council staff and consultants			<b>W</b>							
<b>R</b>	<b>Report preparation: July 2011</b> Internal reporting on workshop outcomes				<b>R</b>						
<b>C</b>	<b>Consultation phase 2: 10-11 August 2011</b> Report back sessions with Council Report back sessions with the general public					<b>C2</b>					
<b>R</b>	<b>Draft report: August 2011</b> Internal Council review					<b>R</b>					
<b>R</b>	<b>Final report: August 2011</b> Finalising of report after reception of feedback							<b>R</b>			
<b>C</b>	<b>Consultation phase 3</b> Material published on Council website for informal consultation. Formal consultation to follow.			INVOLVEMENT BY URBANISMPPLUS					<b>C3</b>		
	<b>Implementation</b> Implementation decisions will occur after completion of formal consultation procedures			INDICATIVE TIMINGS ONLY - SUBJECT TO COUNCIL PRIORITY SETTING							→



## 1.4 Project consultation

The project relied on input from interested members of the public and other stakeholders, such as NZTA and ORC. Focus group sessions and a formal public meeting provided key opportunities for this to occur. In addition to these formal sessions, several written and / or verbal comments from interested parties have contributed to a broad community input into the project.

### Who has been involved?

Various working sessions were held with Dunedin City Council staff as well as the Mayor and Councillors over the period of 25-27 May 2011 in order to define the scope of the project and highlight the issues to build upon or to address in the Central City Framework.

Three Focus Group meetings were held on 13 June 2011 in the Art Gallery Auditorium to consult with key stakeholders on the issues pertaining to the central city of Dunedin:

1. Retailers and business operators located within the Central City.
2. *Your City Our Future* stakeholder groups: Representatives from various community organisations such as: emergency and other community services, sports, the natural environment, and heritage protection.
3. Key property interests. This included owners and developers of land and buildings within the Central City and the Warehouse District.

A public meeting was organised for community consultation early in the project process. This took place in the evening of 14 June 2011 in the Art Gallery Auditorium in Dunedin, and was attended by approximately 90 members of the public. Attendees were divided into 10 groups each around a table, and asked to



discuss, sketch and write their ideas on maps provided. This hands-on session was concluded with a report back per group and a brief reflection on the ideas presented.

A series of report back presentations and opportunities for feedback on 10 and 11 August 2011 involved the Council staff, Mayor and Councillors, key stakeholders and the general public.

## 1.5 Inquiry-By-Design workshop process

The core of the Dunedin Central City Framework project has focussed around an interactive, multi-disciplinary 'Inquiry by Design' (IBD) workshop. This workshop took place between 14 and 17 June 2011 in the Art Gallery Auditorium.

During the IBD process, the members of the consultant team were teamed up with the respective Dunedin City Council staff members, who provided local knowledge and continuity. Council participants included experts in:

- community planning;
- ecology;
- open space and recreation;
- economic development;
- infrastructure;
- heritage planning;
- transport; and
- town planning and policy.

The IBD approach enabled an extensive understanding of the wide range of issues and complexities facing the Dunedin Central City to be canvassed over a relatively short timeframe. The workshop pulled together technical specialists from many disciplines to identify and resolve the issues facing many different interests. The participatory nature of IBD also enabled an inclusive and consultative planning and design process that people could take ownership of.

TECHNICAL  
BRIEFINGS



SITE  
INVESTIGATIONS



DESIGN TEST +  
BRAINSTORM



REPORT BACK



INTEGRATE



## 1.6 Report structure

In Section 2 the reasons for the focus on the revitalisation of the Dunedin Central City are introduced along with trends, opportunities and challenges, identified by the Council, consultants, the community and other stakeholders. This describes the context for the project and sets up the specific issues to be addressed in the analysis and outcomes.

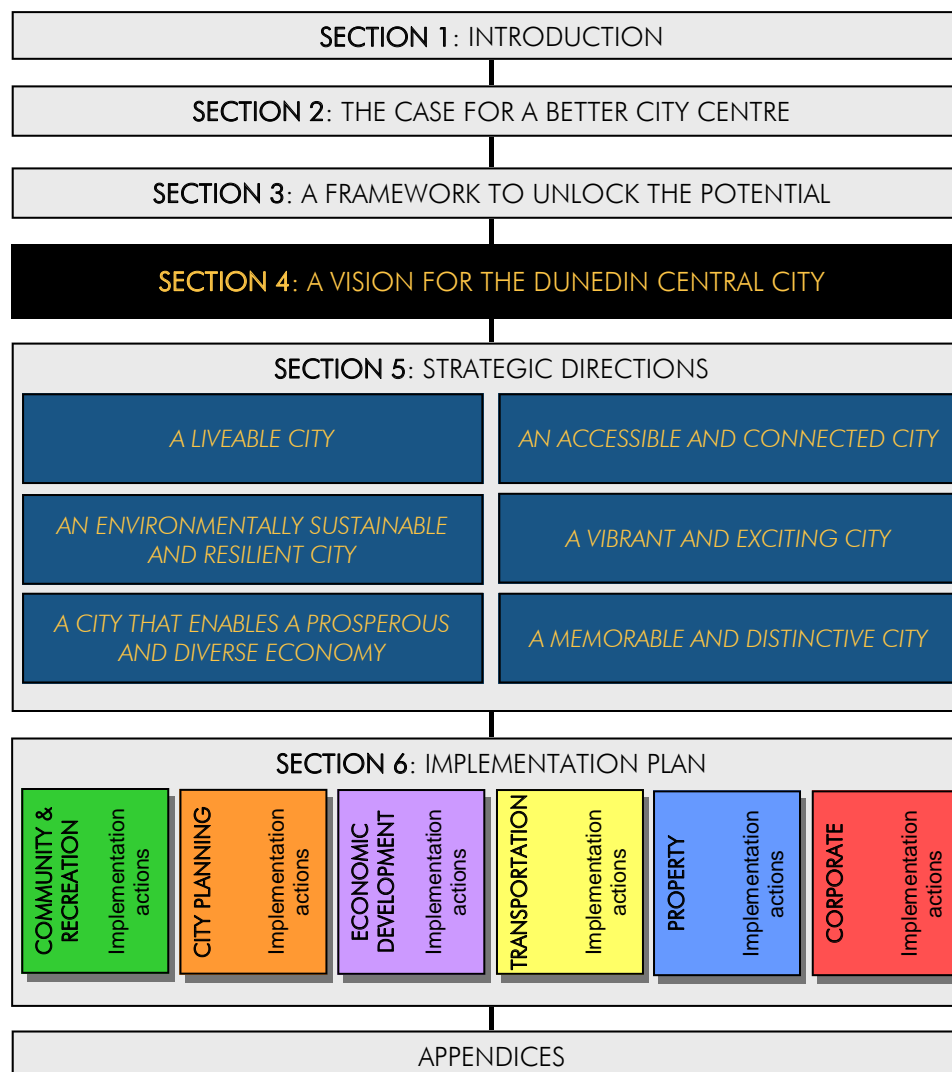
Section 3 explains the approach used for and the urban design principles applied to the project.

In Section 4 the Central City Framework is distilled to its essential elements and graphically summarised.

Section 5 explains the framework in depth. This section is organised along the headings of the Council's Spatial Plan (work in progress). This part of the report consists of both propositions and related analysis.

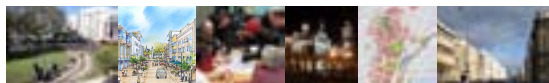
Section 6 outlines the practical implementation steps and proposed initiatives along with prioritisation and expected timelines. This section is organised per Council department, Community & Recreational Services; City Planning; Economic Development; Transportation Operations and Transportation Planning; and Property.

Detailed background material is provided in the appendices.



ABOVE FIG. 1-2: Structure of the report

This section explains the characteristics of Dunedin's central city and introduces the issues and opportunities for this Central City Framework



## the case for a better city centre

## SECTION 2



## THE CASE FOR A BETTER CITY CENTRE

### 2.1 Why it is worth investing in the Dunedin Central City

#### THE PRIMACY OF THE CENTRAL CITY

The principal business and retail area within Otago is the Dunedin Central City. It concentrates a wide range of activities, including retail shops, professional and administrative offices, civic and community facilities, emergency service activities, restaurants and bars, arts and culture, entertainment, and personal and household services. The central city serves both a significant resident population as well as an extensive rural area. It also provides for the needs of visitors and tourists. It is important for the well-being of Dunedin in its entirety as well as the surrounding province that the city centre continues to succeed as a focal point for retail, commercial, cultural and social activity. Because of this, it is crucial that opportunities for social and business activity are maximised and that high quality development and redevelopment is attracted.

#### AGGLOMERATION EFFECT

In the city centre many small activities cluster together in a way that creates an overall attraction to many more customers than they could by themselves. This is maximised when pedestrians are able to visit as many different activities as easily as possible. When working well, this stimulates much higher rates of social and economic activity because people undertake spontaneous exchange in addition to planned exchange. When a business can enjoy enough spontaneous or 'chance' activity, it can employ additional staff, expand the range and quality of products on offer, or grow to bigger premises than it otherwise could have. By focusing effort on enhancing the efficiency and success of the city centre, the whole community can benefit – more choice, more activity, and higher quality.

#### THE LARGEST INVESTMENT

The centre represents the community's largest investment in terms of premium open space, social and other infrastructure, buildings and development. On behalf of

the community the Council is interested in seeing the significant public investments made in the central city maximised.

Public investments can also trigger more private investment as the private sector will likely gain confidence and direction from this leadership.

#### VALUABLE ASSETS

The central city also accommodates many assets that are essential to Dunedin's reputation and economic well-being.

Dunedin is well known for its tertiary educational and medical institutions and particularly Otago University. These are located on the periphery of the central city. They are not only influencing Dunedin's image, but Dunedin is also influencing their image. These valuable assets deserve a setting that accommodates, enhances and supports them.

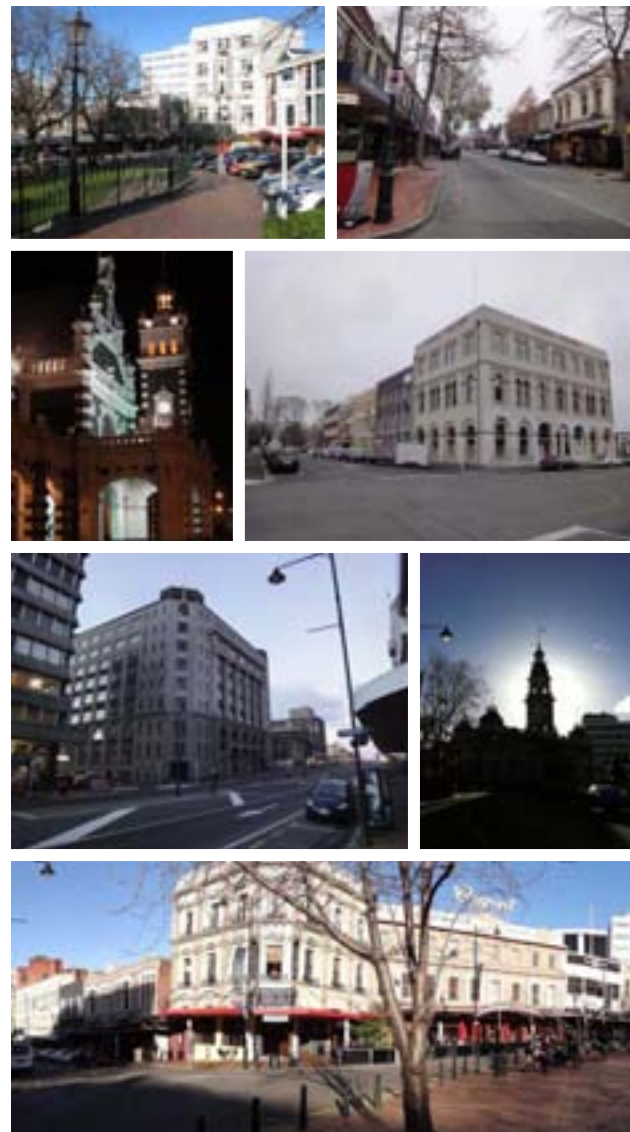
Dunedin's stock of preserved historic buildings defines the city's character for a large part. However, many of these buildings are underutilised or vacant or even under threat of demolition. For the well-being of the centre, these buildings generally deserve revitalisation, supported by public space enhancements.

#### THE COUNCIL'S ROLE

The design and planning of an outstanding city centre is a collaborative effort between the private and public sectors. It is the role of the City Council to create conditions in which every property owner and developer is enabled to enjoy the opportunities of their own property, while encouraging outcomes that contribute to the appeal and success of the city as a whole and the wellbeing of its entire community.

#### ROLE OF THE PUBLIC REALM

There is a strong interaction between the quality of the public realm and private properties. The interface between these is essential. This is particularly the case in Dunedin's central city areas that are dominated by buildings that are built to the street edges.



## 2.2 Growth and development trends

This Central City Framework has been developed against the backdrop of the following trends.

### POPULATION

Dunedin is assumed to experience a relatively low rate of population growth. The resident population is projected to grow by 10,350 (8%) over the next 40 years.

### INNER CITY LIVING

There is a growing trend towards inner city living. The prevailing demographic consists of young professionals, baby boomers, empty-nesters and students. A 2006 study found that at the height of the economic boom demand exceeded supply, especially in the high-end of the price range.

### RETAIL

- Compared to other centres in New Zealand, the city centre has retained a stronger position in the city's economy. Dunedin has largely retained its mono-centric form with most employment located within or near to the City Centre, feeding a strong, multifaceted City Centre economy.
- The Central City is relatively successful in retail terms, due to the lack of strong suburban centres.
- With a strong mono-centric focus of retail, employment and community facilities in the central city, the establishment of large suburban shopping malls has not been viable, which has further led to the primacy of the central city.
- A divide can be perceived within the city centre with the area north of The Octagon vibrant and the area south of it declining.
- The southern area accommodates more offices and hotels and a few small areas of vibrant specialty shopping, such as art galleries and boutiques.
- The arrival of large format retail in the 1990s resulted in a significant expansion of the city's total retail space, with a rapid southward drift of retail space from the city centre to the southern LSR Zone and Andersons Bay Road area. As a result the city centre

has experienced a decline in total retail floor space and this has reduced the retail and economic vitality of the city centre.

- More recently, the shopping malls within the central city have merged to create a single large shopping mall accessed directly off George Street. This has provided an alternative shopping environment that is likely to have, on balance, provided a net gain for the city centre, since it competes with the larger format retail and has attracted large anchor tenants.

### OFFICES AND EMPLOYMENT

The central city accommodates 60% of the city's office-based employment and has continued to attract 60% of the growth in this sector over the past decade.

### THE WAREHOUSE DISTRICT

- The Warehouse District is in need of revitalisation. Zoning it as Large Scale Retail in the 1990s has failed to revitalise it, due to the buildings' lack of suitability for this use. However the lack of development has also meant the preservation of valuable heritage buildings and streetscapes close to the central city.
- The southern part of the Warehouse District is starting to establish service-oriented, mainly vehicle related businesses, larger format retail and light industrial.
- The northern part of the Warehouse District accommodates some residential buildings and some businesses. However many challenges, both physical and statutory, perceived and real, have led to vacancy and underutilisation.

### HERITAGE BUILDINGS

In the past there was a trend to perceive heritage buildings as part of the problem inhibiting progress and growth. However, redevelopment at the expense of historic buildings in the Exchange has demonstrated that this is not necessarily the case, especially where they have been replaced by parking sites or poor quality buildings that do not contribute to an attractive streetscape.

In contrast, areas like George Street show how a successful use of heritage buildings for a modern purpose results in an attractive streetscape. Some new additions refer to the scale and style of existing heritage buildings.

## 2.3 Opportunities and challenges facing the central city

The following key issues for this Central City Framework have been identified:

### HEADLINE OPPORTUNITIES AND STRENGTHS

- The compact city centre.
- Mono-centric city with concentration of retail and community facilities in the central city. A relatively low threat of out-of-centre developments.
- Relatively large distance from other major centres resulting in less leakage of local expenditure and greater potential as a stop for visitors touring the South Island.
- Presence of a waterfront gives opportunities for revitalisation.
- Attractive heritage buildings throughout the central city.
- Relatively strong activation of the street edge, due to a predominance of buildings built and orientated to front boundaries in the central city.
- Stock of vacant and underutilised heritage buildings in the Warehouse District in a fine-grained urban fabric.
- Presence of the University, the Polytechnic and the hospital, making the central city more than just a retail centre.
- Relatively long daylight hours in summer, providing scope for more outdoor activities in the central city during summer.
- The quality secondary and tertiary education and sporting facilities in Dunedin.
- The reputation of the University of Otago recognised as one of New Zealand's top research universities.
- Investment in the sporting Stadium and the attraction of conferences, events and sporting events.
- Presence of facilities and visiting performances, entertainment and attractions normally only expected in a larger city.
- Strong arts community and very visible arts-related activities in the central city.
- Large open space in the form of Queens Gardens present in the central city.

- Large amounts of car parking spaces.
- A lack of congestion.
- Large urban open space in the form of The Octagon with a concentration of activity during the day, into the evening and at night.
- A world class natural environment on the tourist route around the South Island.
- Large number of visitor attractions.
- Visits by cruise ships.

### HEADLINE CHALLENGES AND WEAKNESSES

- Low population growth.
- Dunedin's relatively isolated position in the country.
- Relatively cold and wet winter climate affecting the experience in exposed places. Relatively short daylight hours in winter.
- Perceived and real personal security issues in the city centre – especially on week day winter evenings, at night and weekends.
- Lack of night-time activity in some sections of George Street, once retail has closed.
- Lack of a mix of activities throughout the centre to remain vibrant throughout the day and evening.
- Jaded and poorly maintained central city commercial properties.
- Vacant and underutilised heritage buildings and an unattractive streetscape in the Warehouse District.
- Predominant leasehold property situation inhibiting redevelopment in the Warehouse District.
- Lack of urban open spaces to meet and soft urban open spaces to play, and the lack of accessibility to those spaces that could fulfil these roles.
- The lack of obvious free family recreational attractions in the central city.
- Lack of shelter and pleasant sheltered outdoor spaces to spend time and socialise in the central city.
- Some areas of uneven pavement, being a risk to particularly the elderly and less able users of the central city.
- Poor quality experience on Crawford Street as the southern entrance into the central city.
- Severance by the State Highways, resulting in buildings in several street blocks turning their backs to

- the street and the railway line disconnecting the central city from the waterfront.
- Poor legibility in places due to one-waying, historic road closures, and geometrically awkward street junctions.
- Buses through George and Princes Street negatively impacting upon the qualities of the footpaths and the built edges.
- Poor pedestrian connectivity between The Octagon area, through to Queens Gardens, the area around the Otago Settlers Museum and railway station, and the Warehouse District.
- Poorly maintained streetscape in places, resulting in a poor pedestrian experience.
- Poor quality of cycling and pedestrian connections including from nearby residential areas to different parts of the central city.
- Poor quality surface car parking on vacant sites, depressing the nearby local environment and creating the impression of abandonment and decline.
- Perceived or real lack of short term parking for motor homes.
- Lack of long-term visitor, campervan, coach and tour operator parking in the central city.
- Short time visitor overnight stay in the city centre.
- Reliance on natural attractions and the heritage buildings as main visitor attractions.

*Detailed analysis has identified more detailed opportunities and challenges. It is included in Section 5 of this report, explaining the background behind proposals and initiatives.*

## 2.4 The messages received from the community and stakeholders

Groups of people with a personal or professional interest in the Central City provided input into this process by identifying which issues they wanted to see addressed, either positive attributes to be enhanced or strengthened, or negative issues to be changed or removed.

Members of the groups consulted with voiced diverse opinions that sometimes conflicted each other, but strong messages have been conveyed on the following:

### THE COMMUNITY

- Connectivity between major open spaces and central city items should be strengthened: The Octagon, the railway station, The Queens Gardens, The Exchange, and Steamer Basin.
- Heritage buildings should be retained and re-used.
- There are major barriers that should be crossed: the State Highways and the railway line.
- The potential of Bath Street should be capitalised upon.
- More space in The Octagon should be dedicated to Pedestrians.
- There should be a greater focus on the pedestrian experience in the central city.
- Free parking in the main retail areas should be reinstated.
- Public transport should be improved.
- The vitality of the central city should be enhanced by encouraging mixed-use developments
- Inner city living should be made more attractive and facilitated.
- Public open spaces and footpaths should be designed or upgraded with a strong focus on the local microclimate. This means including windbreakers and shelters against rain and sun.
- Large format retail should be limited and the central city should be protected against out-of-centre retail development.

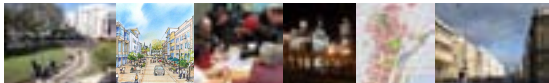
- Design in the central city should be ecologically sensitive. It should include fruit trees, recycling, reduction of hard spaces, urban bee keeping etc.

### STAKEHOLDER FOCUS GROUPS

- People should become more positive about Dunedin and its extensive assets.
- The liveability in the central city should be improved.
- Life should be brought back into the Warehouse District, a thriving economic precinct decades ago.
- Dunedin is rich in art-related activities. Access to art should be improved.
- The safety and security in the central city at night should be improved.
- Walking and cycling should be made more attractive and safer.
- Connectivity between the central city and the Dunedin harbourside area should be improved.
- On-street parking should be retained and protected. Free period parking should be reinstated.
- The bus system should be improved, both with regards to the bus routes and the buses' behaviour.
- Temporarily closing streets to accommodate events has a negative impact on the turnover of some retailers.
- A strong focus of the Central City Framework should be on job creation.
- The leasehold status of land in the central city and the Warehouse District in particular is a barrier to redevelopment. This should be addressed in the framework.
- Heritage buildings should be protected, enhanced and re-used.
- Several District Plan rules should be updated and changed to assist with revitalisation.
- The quality of several public open spaces should be improved.

*Refer to **Appendix 1** for a more comprehensive report on the issues identified by stakeholders and the community during the consultation process.*

**This section explains the principles that underpin this Central City Framework and how it connects with other Dunedin City Council policies**



principles to unlock the potential

SECTION 3



## PRINCIPLES TO UNLOCK THE POTENTIAL

### 3.1 Place-making

This project is aimed at assisting the Dunedin Central City develop with a distinct and improved sense of place. This “place-making” approach integrates the widest range of issues possible in a manner that will distinguish Dunedin from other cities, enhance its appeal as a location to live, work and visit, deliver an attractive built form and provide a framework for future development opportunities. This approach is aimed at achieving outcomes that:

- have community support;
- achieve ecologically sustainable design objectives;
- respond appropriately to the regional context;
- promote economic and employment benefits;
- stimulate social activity;
- are viable and responsive to market conditions; and
- are practical.

#### PLACE-MAKING INFLUENCES WELL-BEING

Well-being and quality of life are linked to the ability of people to easily engage in social, economic, cultural, and environmental exchange around them. As all exchange occurs at some point in space, the built environment can play a large role in either facilitating or lessening potential exchange from occurring.

People will generally engage in more exchange when in a space they feel comfortable in. Well-being will accordingly be maximised if the city is thriving and provides a distinct environment within which people can strongly associate and readily feel ownership of.

The public realm (parks, roads, squares, and public buildings) is the main setting for exchange of all sorts. To maximise exchange, the public realm needs to be as convenient, comfortable, and safe as possible. The way in which private activities relate to it is just as critical as the design quality of the public realm itself.

#### GUIDING DESIGN PRINCIPLES FOR “PLACE” CREATION

The following components are factors that can contribute to the creation of high quality ‘places.’ The focus should be on delivering outcomes that provide opportunities for:

##### ***Socially active and safe environments***

- well-used public spaces which promote social contact, e.g. The Octagon, Queens Gardens, The Exchange and the edge of Steamer Basin;
- connected streets where motorists provide surveillance of pedestrians and property;
- parks which are prominent and visible from streets and buildings, e.g. Queens Gardens, and places on Princes Street and potentially Crawford Street; and
- properties and parking areas which are visible to residents, other users of buildings, and passers-by, which help deterring property vandalism, burglary and car theft.

##### ***Integration with the wider community***

- good street links to specific sites and locations, such as The Oval, Market Reserve, the hospital, the university, the Polytechnic, the stadium, the railway station;
- overcoming / reducing severance effects generated by State Highways 1 and 88, as well as the railway line; and
- a street network providing safe access through locations with a pedestrian emphasis, such as The Octagon, The Exchange, the station area, George and Princes Streets.

##### ***Ecological responsiveness***

- the retention and enhancement of natural features, such as view shafts and valuable trees;
- focusing on the introduction of diverse, native trees and plants when considering new vegetation such as street trees and amenity plantings; and

- ensuring the provision of high quality, ecologically friendly storm water design.

##### ***Cleaner air and reduced car dependency***

- creating safe, interesting walkable environments within and around the central city and the Dunedin harbourside area;
- encouraging use of the bus by facilitating efficient and relevant routes, and user friendly facilities; and
- retaining or creating connections which encourage people to walk or bike to the centre, rather than travel by car.

##### ***Coping with change over time***

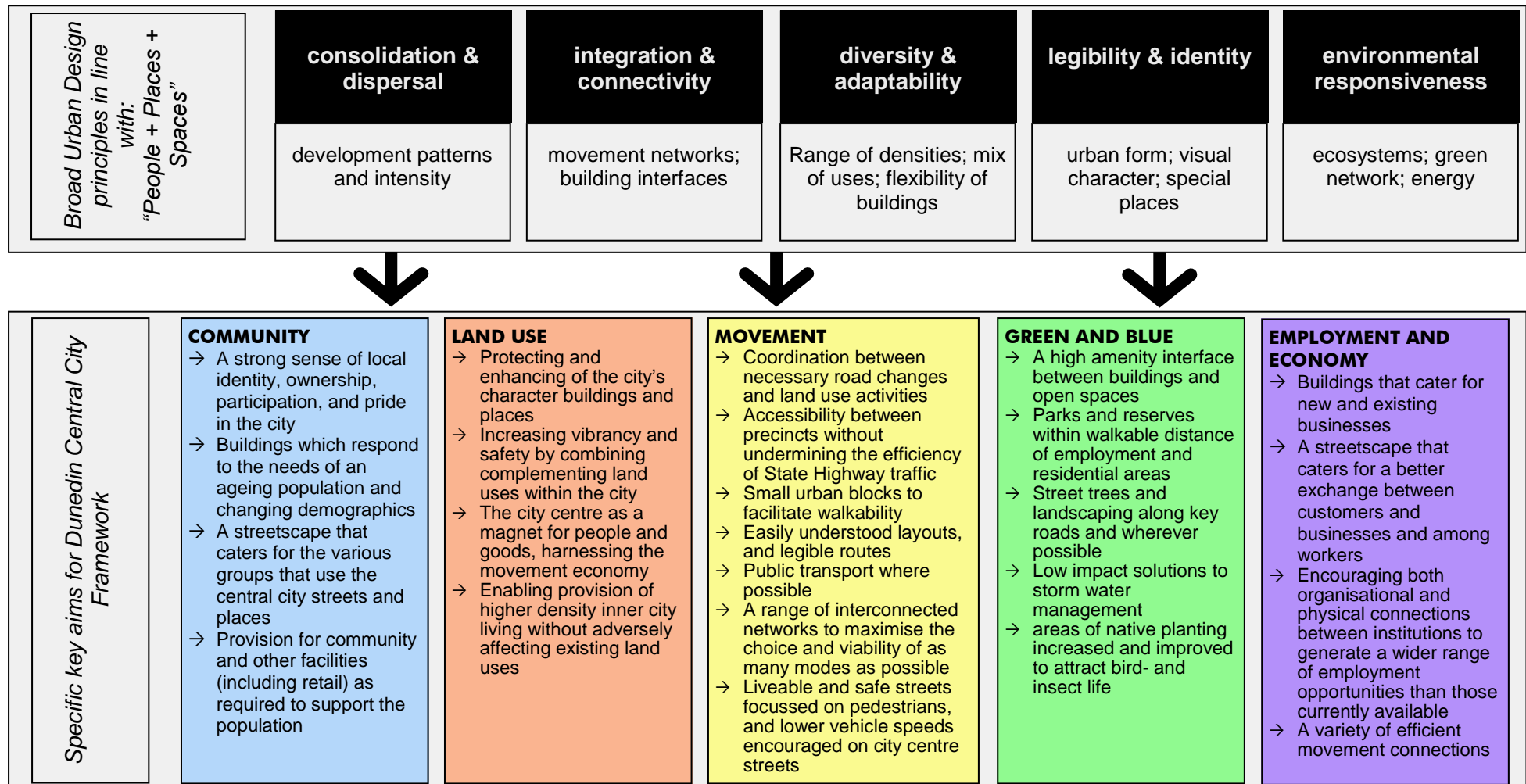
- a network of streets for flexible traffic management;
- streetscape designs coping with uses that can change over time;
- economically sustainable environments and buildings flexible enough to accommodate different uses; and
- saleable properties in high amenity environments.

Place-making extends beyond simple design techniques aimed at making an area aesthetically pleasing. It is underpinned by several broader objectives, aimed at delivering a holistic design response that enables wellbeing and prosperity.

### 3.2 Sustainable Urban Design principles

An approach based on New Zealand best practice urban design principles that can best embed and deliver sustainability into a built outcome has been used to drive the process. Using the five urban design principles of **People + Places + Spaces** (NZ Ministry of the Environment, 2002) has allowed a robust, defensible 'bottom line' to be established, against which the potential of the Dunedin Central City study area has been explored.

For this project, five technical 'themes' have been identified: community, land uses, movement, green and blue, and employment and economy. Within the broad principles more specific guiding principles apply to these themes. These are listed in the diagram below.





### 3.3 An integrated approach

An integrated approach has been applied to this Dunedin Central City Framework project to ensure that design is undertaken in a holistic manner and to avoid the risks associated with 'tunnel vision' or the artificial separation of intrinsically interrelated elements.

This project addresses a broad range of issues simultaneously, and in a way that cannot unintentionally be biased by single interests however praiseworthy in themselves, (for example traffic efficiency, heritage protection or local biodiversity).

This approach involves the core qualities of the environment (the 'quadruple bottom line'). Typical examples of integration include:

#### *Economic*

A connected street network that offers economic benefits through the efficiency of traffic movement as well as social benefits by providing greater personal safety as a result of the wide-spread presence of motorists offering surveillance.

#### *Ecological*

Features that are celebrated and integrated into urban environments rather than closed-off or destroyed can enhance the recognition and identity of the city, as well as adding value to the streetscape and the built form through better visual and aesthetic amenity.

#### *Social*

Coordinated land uses and efficient movement connections provide the greatest potential for social services to be accessible and relevant to their users. Employment opportunities are also a critical component of engendering social pride and well-being.

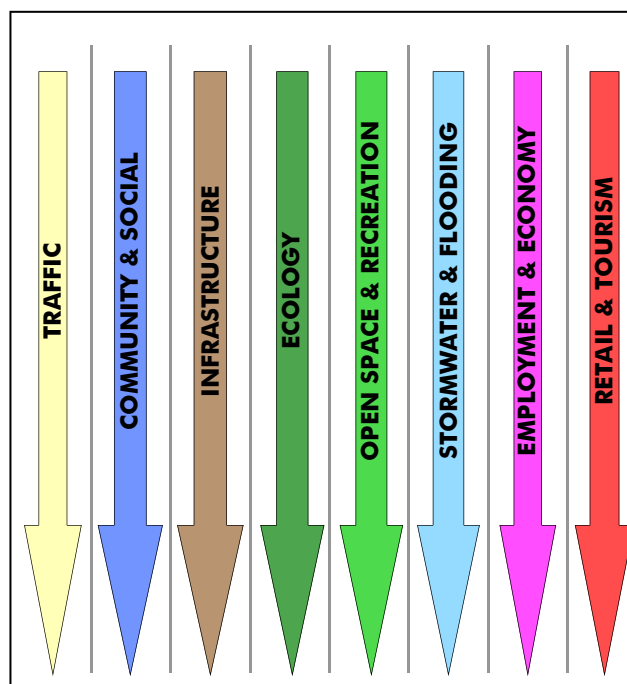
#### *Cultural*

Celebrating heritage is often accompanied by increased economic opportunities, e.g. in the form of character office space. The framework must also be relevant to all cultural and ethnic groups, providing them with ownership and identity in the streetscape and built form.

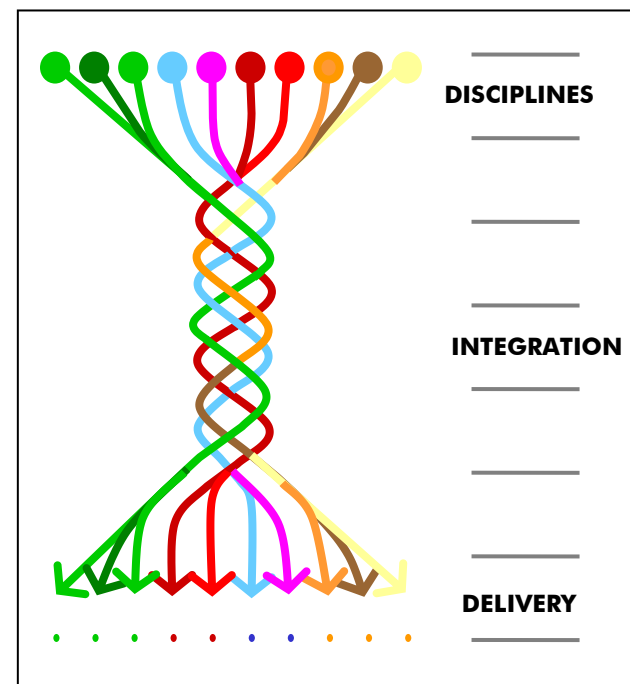
#### INTEGRATION OF DISCIPLINES

The project has involved the technical specialities that each partially manage spatial planning and the built environment.

Figure 3-1 illustrates the traditional 'silo-based' approach, in which each discipline tries to resolve its own issues and achieve its objectives in isolation from other disciplines. This is in contrast with the integrated approach (refer to Figure 3-2), in which each relevant discipline seeks to achieve their objectives in dialogue with other disciplines, leading to richer outcomes and synergies.



ABOVE FIG. 3-1: Traditional 'silo-based' approach



ABOVE FIG. 3-2: Integrated approach

### 3.4 Connecting with other Dunedin City Council strategies

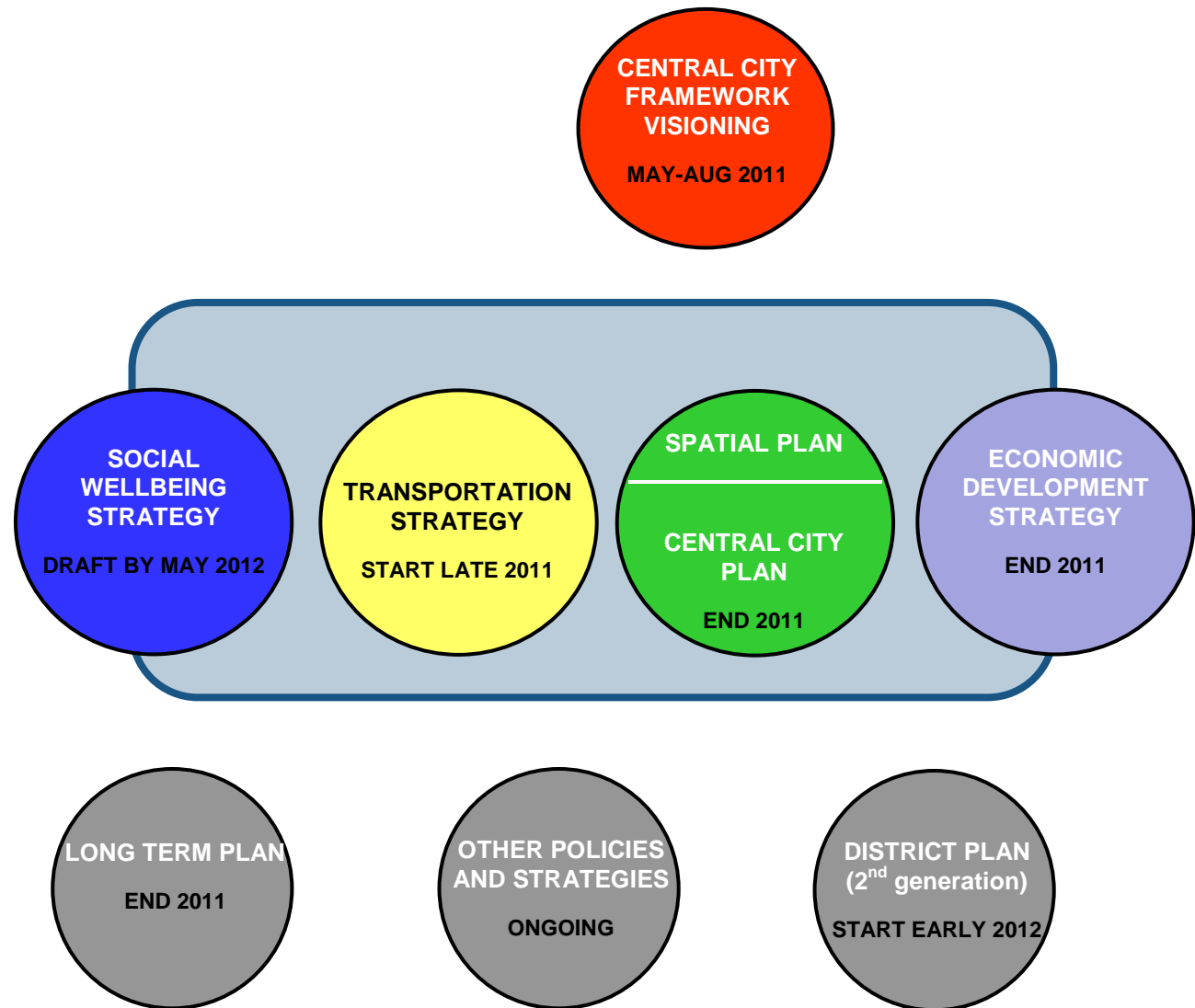
The Council is currently working on its Spatial Plan *Dunedin Towards 2050*, which sets the strategic direction for Dunedin's growth and development for the next 30 years. The spatial plan ensures a clear and shared vision about what type of city is desired. This vision will guide land use planning, infrastructure provision, and facilities and services provision.

This Central City Framework is a visioning document with a specific focus on the central city that feeds into the draft Spatial Plan. At the same time several of the findings and recommendations directly influence other strategies including the Transportation Strategy, the Economic Development Strategy and the Social Wellbeing Strategy.

Through its input into the Spatial Plan, this Central City Framework influences a large amount of the Council's policies and actions.

*Dunedin towards 2050* is a high level, non-regulatory plan. The individual policies and actions of the Spatial Plan will need to be implemented through Council's existing and future strategies and plans, and can be subject to change and refinement through those more detailed processes. One of these processes is the District Plan review, planned to start in 2012. The Spatial Plan also informs the development or evaluation of new policies or projects for inclusion in the Long Term Plan, Transportation Strategy, the Central City Plan, suburban Centre plans (e.g. South Dunedin Retail Centre Revitalisation Plan), and specific projects and initiatives.

*Refer to Appendix 5 for other background studies and policy documents that have informed the Central City Framework visioning process. Possible future updates of some of these documents will in turn be influenced by this project.*



### 3.5 From principles to Dunedin-based solutions

Simply collating strategic ambitions, albeit based on good principles and values, is unlikely to make the central city a better place. What Dunedin needs is a set of actions and steps that are practical, realistic, affordable, understandable and well-accepted.

#### ANALYSIS

Fundamental to this urban design-led Central City Framework are:

- A framework of broad and generic urban design principles and values, based on best practice and experience gained over time and in a wide range of places worldwide.
- Analysis to gain a full understanding of specific Dunedin-based technical data, employment and population growth projections, traffic flows, retail performance figures, ecological indicators etc.
- Analysis of Council policies and strategies and knowledge of local (sometimes conflicting) aspirations and visions of the community and other stakeholders.

This has led to compilation of a full picture of the current state of the city centre in the form of a range of issues, opportunities and constraints.

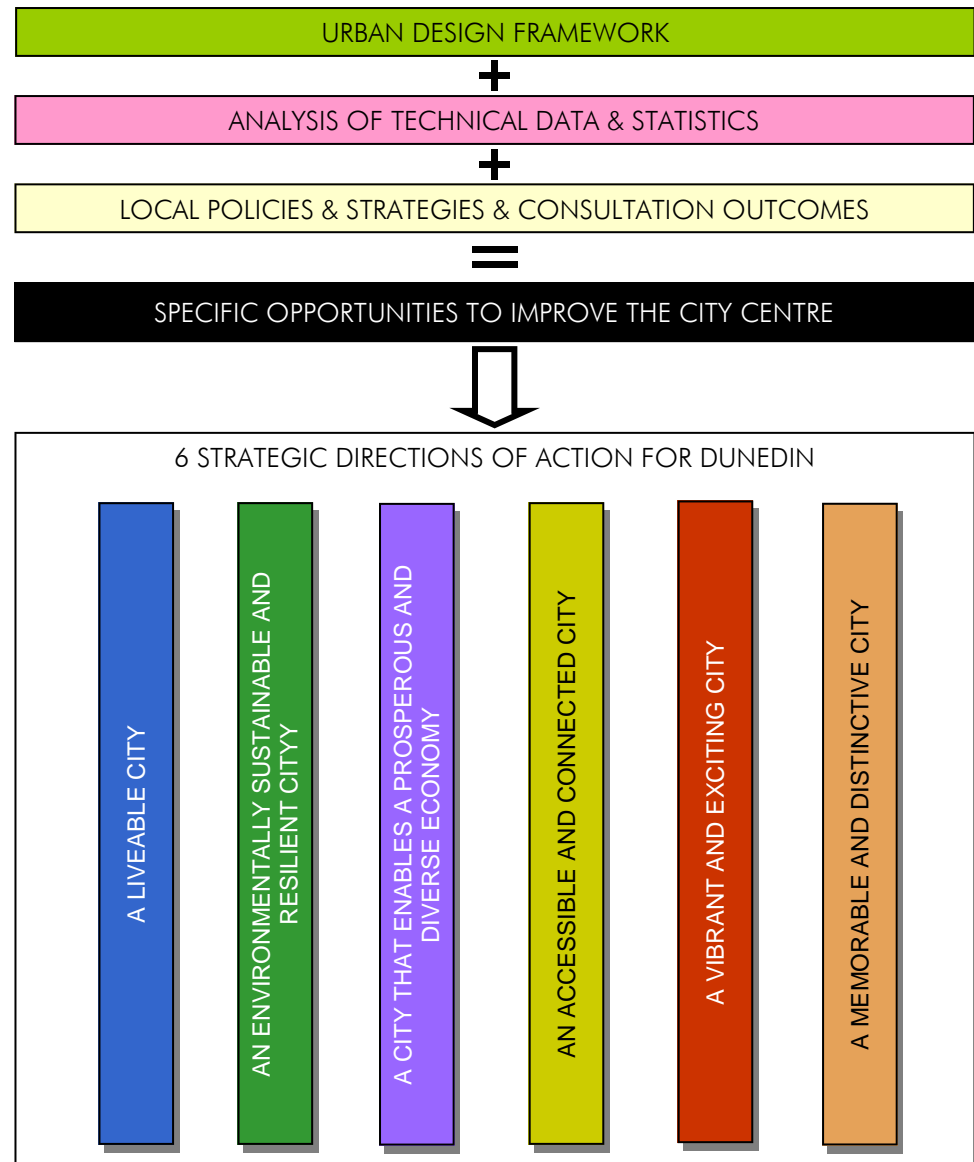
#### ACTION

To ensure that a fully balanced view and understanding of the issues associated with the central city was taken, the six *Strategic Directions* from the Spatial Plan have been formulated, loosely associated with particular disciplines such as: community; environment; employment; retail; public space; movement; and heritage planning.

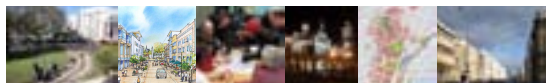
Each of these directions forms the umbrella for a number of a group of concrete actions and initiatives that together form the Vision and guide the identification, prioritisation and measurement of detailed physical works and administrative interventions. These are described in greater detail in **Section 5**.

Each initiative is designed to be mutually reinforcing to the other initiatives to ensure that multiple advantages for the central city are gained from every proposed investment decision. For example, if focus is placed on changes to the road network within the city centre under the Strategic Direction of 'an Accessible and Connected City', benefits are also tried to be gained in other priority areas. The road design for instance could incorporate public gathering places (community), amenity to create an attractive employment environment (economic development) and street trees to provide shelter from the elements (environment) and so on.

**Section 6** presents the steps required to turn these strategic directions into actions.



This section presents the broad vision for the central city graphically and in headlines

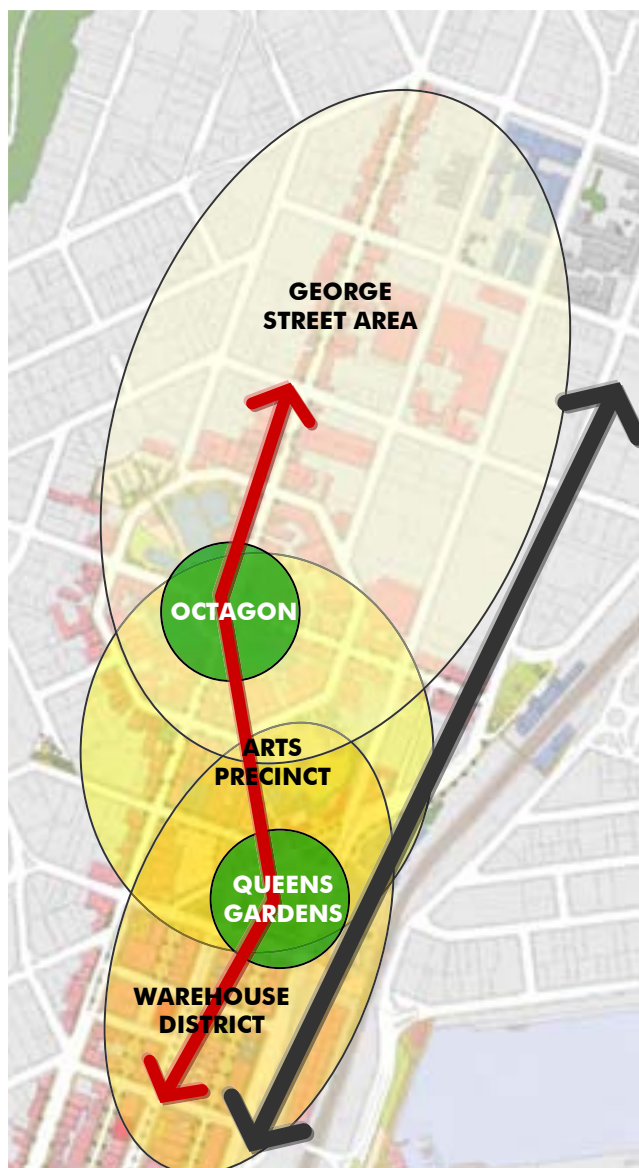


## a vision for the Dunedin Central City

## SECTION 4

## A VISION FOR THE DUNEDIN CENTRAL CITY

### 4.1 Overall vision



**A VIBRANT, SAFE AND COMFORTABLE CITY CENTRE WHICH BALANCES PEDESTRIAN AND TRAFFIC NEEDS AND OFFERS GREAT FAMILY, VISITOR AND STUDENT EXPERIENCES**

**AN UPGRADED OCTAGON THAT BETTER RESPONDS TO ITS HERITAGE SETTING, ACTIVE EDGES, SMALL EVENTS AND THE NEED FOR GREEN SPACE**

**A FLOURISHING ARTS PRECINCT THAT BENEFITS FROM STRONGER LINKAGES BETWEEN THE OCTAGON AND AN IMPROVED QUEENS GARDENS**

**A CREATIVE QUARTER WITH QUEENS GARDENS AT ITS HEART WHICH PROMOTES THE ARTS AND CREATIVE INDUSTRIES**

**A WAREHOUSE DISTRICT WHICH IS A HIVE OF EMPLOYMENT THAT BUILDS ON ITS HERITAGE RESOURCE, ROBUST CHARACTER AND ATTRACTIVENESS FOR URBAN LIVING**

**CREATIVE  
QUARTER**





## 4.2 Plan for the central city

Micro open spaces in George and Princes Streets

**5: A VIBRANT & EXCITING CITY**

Play elements in the Library Plaza

**5: A VIBRANT & EXCITING CITY**

A pocket park next to the Filleul / Harrop Street car park

**5: A VIBRANT & EXCITING CITY**

Footpath and lighting strategy

**5: A VIBRANT & EXCITING CITY**

Long term redesign options for The Octagon to give pedestrians more space and historic buildings more prominence

**5: A VIBRANT & EXCITING CITY**

Redesign of the streets around Queens Gardens to better connect it to the rest of the city

**4: AN ACCESSIBLE & CONNECTED CITY**

A strategic cycle network

**4: AN ACCESSIBLE & CONNECTED CITY**

Two-waying of Crawford Street south of Leviathan Hotel and transformation to city street

**4: AN ACCESSIBLE & CONNECTED CITY**

Two-waying of Cumberland Street south of Leviathan Hotel and retention as State Highway

**4: AN ACCESSIBLE & CONNECTED CITY**



A detailed plan for the Warehouse District is presented overleaf

Kerb build-outs for bus stops in George and Princes Streets

**4: AN ACCESSIBLE & CONNECTED CITY**

A large package of small proposals to improve the central city experience for all groups of users

**1: A LIVEABLE CITY**

Attraction of more inner city living

**1: A LIVEABLE CITY**

Improved rules and processes to encourage high quality development

**6: A MEMORABLE AND DISTINCTIVE CITY**

Protection and strengthening of central city retail vitality

**5: A VIBRANT AND EXCITING CITY**

Redesign of Queens Gardens edges to promote it as an events space

**5: A VIBRANT AND EXCITING CITY**

Protection, enhancement and re-use of heritage buildings

**6: A MEMORABLE AND DISTINCTIVE CITY**

Long-term railway crossing

**4: AN ACCESSIBLE & CONNECTED CITY**

Attraction of new and growth of existing local employment in stimulating settings

**3: A PROSPEROUS & DIVERSE ECONOMY**

A range of sustainability and biodiversity measures for the central city and its wider context

**2: A SUSTAINABLE & RESILIENT CITY**



### 4.3 Plan for the Warehouse District





#### 4.4 Key elements of the Dunedin Central City Framework

**A long term future for The Octagon with more space for pedestrians and allowance for key views**



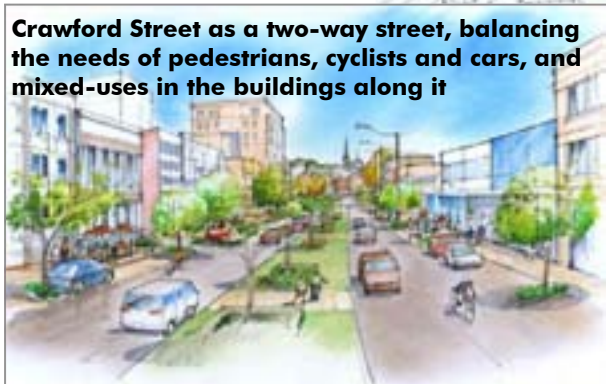
**Rattray Street with less traffic, more pedestrian space and better connections with Queens Gardens**



**Queens Gardens with better pedestrian connections, recreation and events opportunities once traffic improvements to Crawford are achieved**



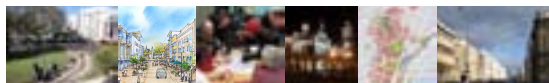
**Crawford Street as a two-way street, balancing the needs of pedestrians, cyclists and cars, and mixed-uses in the buildings along it**



**Vogel Street as a shared-space environment to support creative industries in the Warehouse District**



This section presents the Central City Framework in more detail and explains the analysis behind it



## strategic directions

## SECTION 5

Strategic Direction:

1

## A Liveable City

### Strategies aimed at improving the liveability of the central city and its surroundings

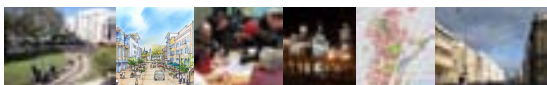
Increasing liveability will lead to a city centre with a balanced mix of activities, a place where people work, shop, visit civic and cultural facilities, come for entertainment and live.

The aim behind this strategic direction is to improve the central city as a friendly and comfortable place. Propositions presented under other Strategic Directions will contribute to this more generally well, but in the following Section the focus is on the experience of the centre seen from the perspective of specific user groups: families with small children, the elderly and students. Many of these rely on the city centre for their regular shopping and entertainment, and have specific needs. Special attention has been given to the experience of the central city at night. For the city to attract a wide range of people to use their facilities after business hours, the atmosphere around the places and facilities that people use should be pleasant, comfortable and, most of all, perceived as and actually safe. Both design and organisational aspects that increase this experience are considered.

A very effective way to increase safety and security outside business hours, is to encourage people to live in and around the central city, since residential activities result in the presence of people at all hours of the day. The central city accommodates many physical ingredients that already make it attractive for urban living. Increasing the liveability will lead to more residential development in the central city. The presence of increasing numbers of residents within the central city will in turn increase its attractiveness for more residential developments as well as other activities.

Initiatives under this Strategic Direction include:

- Measures aimed at improving community wellbeing.
- Measures aimed at improving the experience of the central city for elderly, families, students, and at night time.
- Encouraging more residential activity in the central city and in the Warehouse District.





### 5.1.1 Community wellbeing

A look at the wider social network provides a more complete picture of the central city in its context.

A successful social network facilitates community building, provides good accessibility to facilities and opportunities to participate. The provision of social infrastructure such as educational, healthcare and community facilities, and also the qualitative, less tangible aspects of community such as 'fostering a sense of place' and 'identity' in Dunedin were analysed against a range of criteria. This was done for all the different 'community catchments' of Dunedin as well as the central area. Refer to Figure 5-1 for the summary of this approach. The composite result is shown in Figure 5-2.

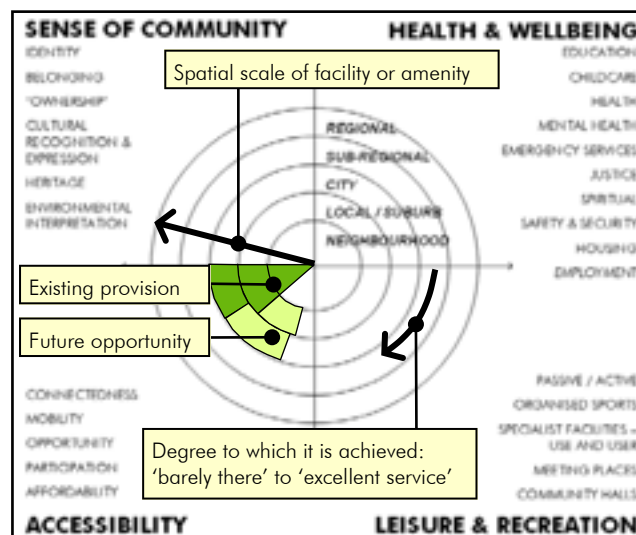
The central city circle depicts a high representation of physical community infrastructure on the right hand side of the circle. This is explained by the presence of the many facilities located in Dunedin (refer to Figure 5-3 overleaf) that cater not only for the city, but also for the wider district and even nationally. However, it is clearly shown that the city centre lacks the more intangible qualities, such as sense of community and accessibility. The areas south and west of the central city appear the least strong in this context. This might mean that special attention should be paid to connections between the city centre with all its facilities and the weaker areas to west and south of the city.

Specific projects outside the scope of this project could help address these issues as well.

High level proposals include:

#### West

- Social development programme (already underway with Department of Internal Affairs funding).
- Public space improvements.
- Provide more informal meeting places.
- Increase the number of playgrounds.



ABOVE FIG. 5-1: Base for the radial plots for each individual catchment

#### Coastal

- Improve interpretation (heritage features, history of place).
- Encourage use of the community facilities in South Dunedin to strengthen their viability.

#### South

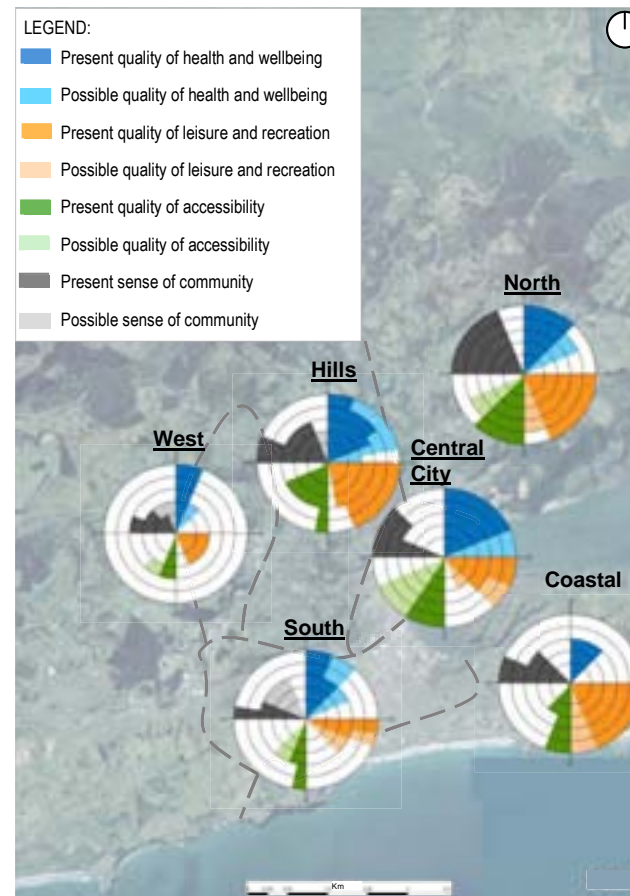
- Keep bus route (Normanby to St. Clair).
- Micro access/ mobility.
- Keep and strengthen local retail.
- Ensure that changes to the inner city will not lead to negative impacts on the southern activity centre.

#### North

- Improve the standard of housing.
- Retain the bus connections to and from the north.
- Retain movement connections to the CBD.

#### Hills

- Improve social cohesion.
- Retain and enhance pedestrian connections to the city.



ABOVE FIG. 5-2: Present and projected quality of community wellbeing

*Proposals targeted at improving community wellbeing in the central city are outlined in more detail in the remainder of this report.*

### 5.1.2 Elderly experience

With the strong presence of community facilities in the central city (Figure 5-3) this area is widely used by the elderly.

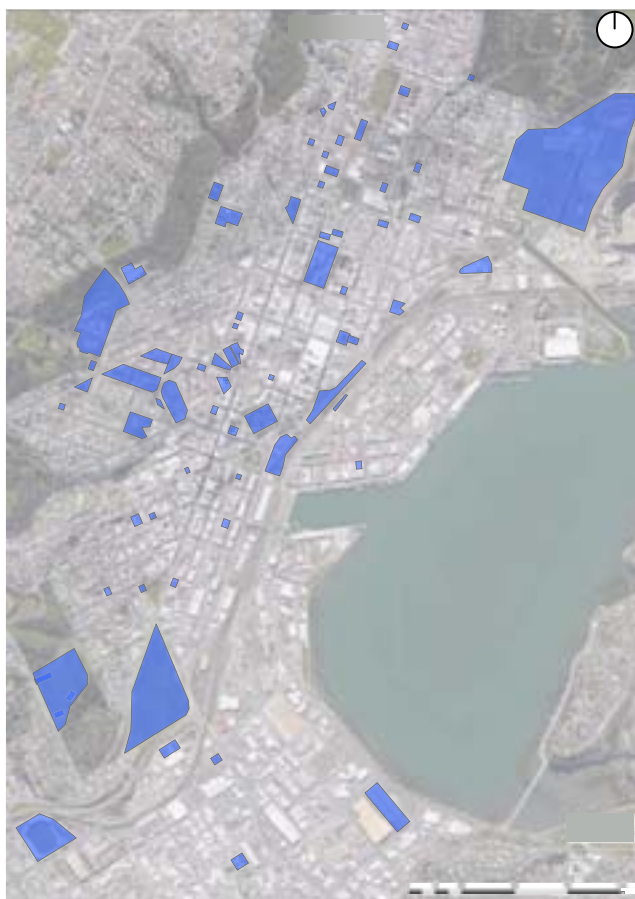
**The following issues have been identified** (Figure 5-4):

→ Lack of toilets required in accessible areas.

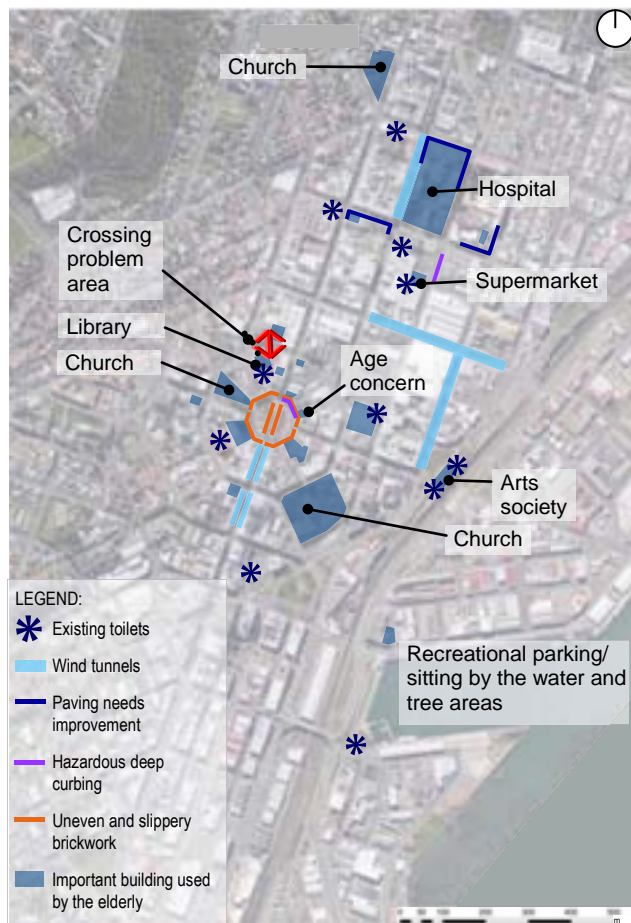
- Poor accessibility of public parking close to facilities.
- Poor quality of on-street seating and several of their locations.
- Uneven and slippery brick-paved surfaces, protruding manhole covers, pavement clutter (e.g. tables and street furniture).
- Safety issues at night (refer to night time experience).

**The following propositions will enhance the experience for elderly in the central city** (Figure 5-5):

- Public toilets in an accessible location somewhere in The Octagon.
- Improve paving/ footpath in The Octagon, near the hospital, and various other areas.
- Provide shelter in Princes, St Andrew and Castle Streets to reduce wind impacts.
- Manage / clear pathways past restaurants and bars.



ABOVE FIG. 5-3: Existing community facilities



ABOVE FIG. 5-4: Existing elderly experience in the city centre



ABOVE FIG. 5-5: Proposed changes to the elderly experience in the city centre



### 5.1.3 Family experience

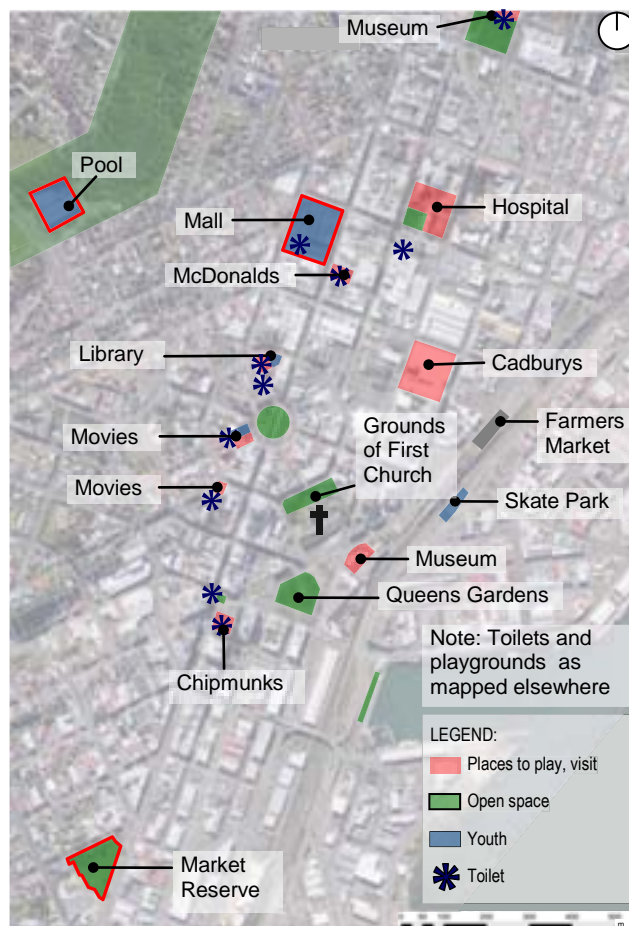
The experience of central city from the perspective of families with children was mapped in order to define propositions aimed at enhancing it.

**The following issues are identified** (Figure 5-6):

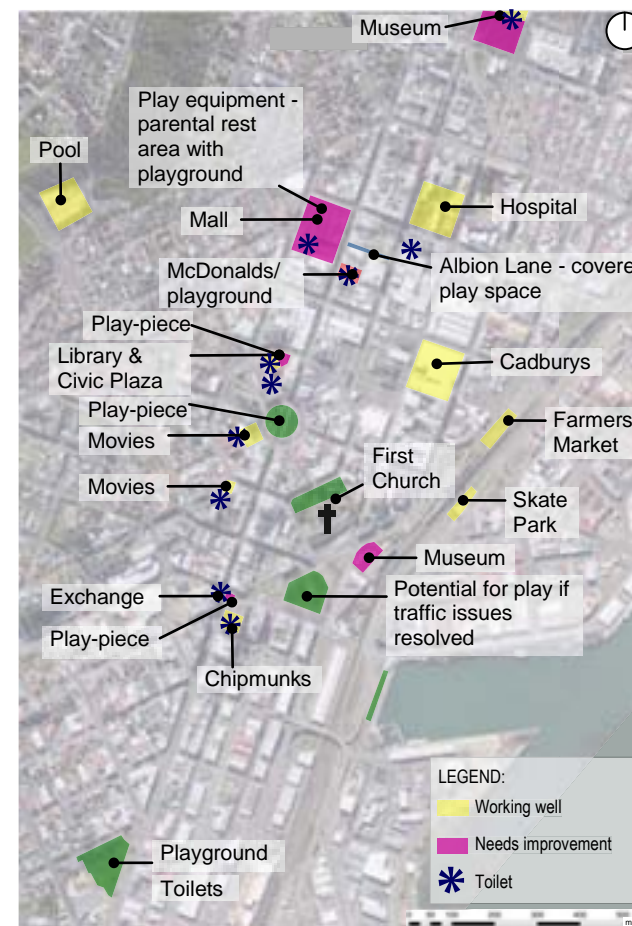
- There is a lack of public toilets and baby change facilities.
- There is a lack of family friendly public places.
- There is a lack of playgrounds in the central city.
- Difficulty of road crossings in popular shopping areas.
- Several areas/ facilities that could be improved for families with children.

**The following propositions will enhance the experience for families in the central city** (Figure 5-7):

- Investigate various options for play spaces (for proposed locations refer to public open space improvements in Section 5.5).
- Introduce play equipment combined with artwork or art that children can play with / on.
- Design public open spaces as places where parents can have coffee while children play.
- Increase and improve public toilets and baby change facilities.
- Introduce more cover in public spaces.
- Ideas for improvements to specific areas and facilities include:
  - Play equipment and parental rest area with playground in the mall.
  - Play equipment in the Library Plaza.
  - Covered play space in Albion Lane.
  - Queens Gardens has potential for play opportunities if the surrounding traffic could be calmed and the space be made more accessible.
  - Public toilets and baby changing facilities in Market Reserve.



ABOVE FIG. 5-6: The existing family experience in the central city



ABOVE FIG. 5-7: Proposed changes to the family experience in the central city

### 5.1.4 Student experience

The experience of central city from the perspective of students was mapped in order to define propositions aimed at enhancing it.

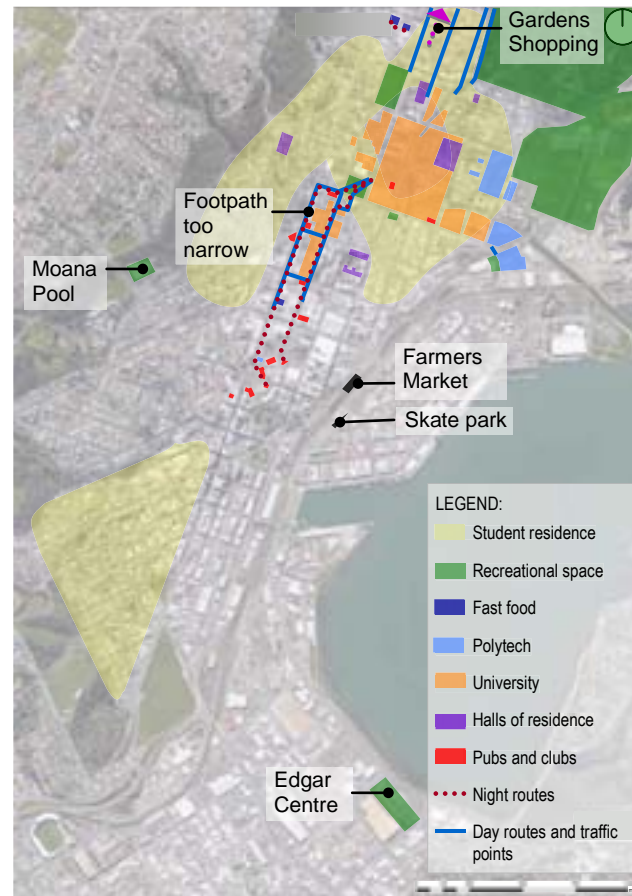
All buildings and routes are extensively mapped in the University Master Plan and the Tertiary Development Plan. The mapping in this report is only limited to those with the most relevance for the Central City Framework.

**The following issues are identified (Figure 5-8):**

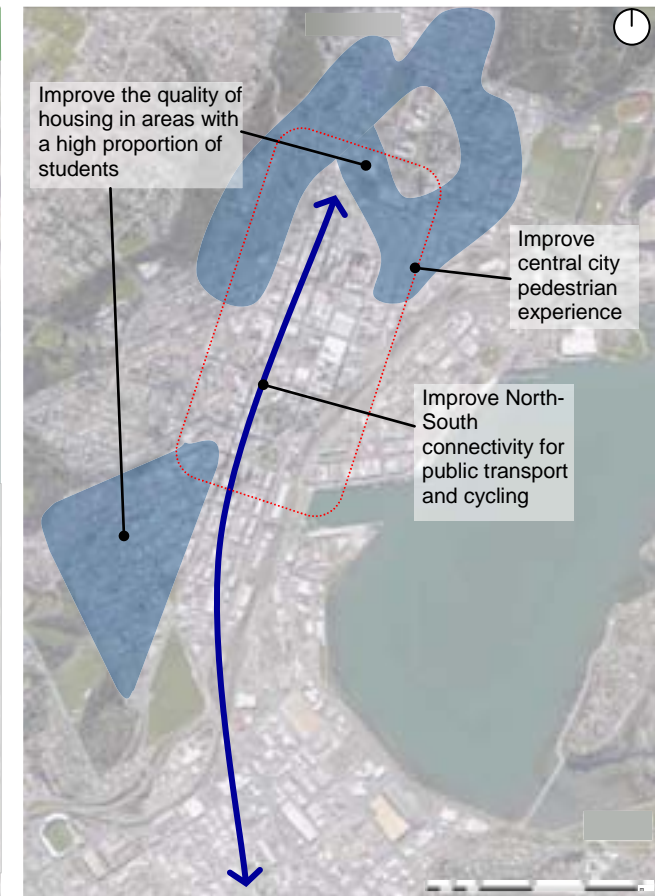
- The quality of housing in areas with a large student proportion is generally poor.
- The accessibility of central city facilities from the Tertiary Education area north of the centre could be improved. This includes several detailed issues pertaining to pedestrian, cycle, bus, and skateboard linkages between the central city and the University and the Polytechnic.

**The following propositions will specifically enhance the experience for students in the central city (Figure 5-9):**

- Measures aimed at improving the student housing stock should be considered.
- Proposals aimed at improving the pedestrian experience along routes between the campus and The Exchange that make central city facilities more accessible from the Tertiary Education area should be considered.
- Public Transport connectivity through the wider city should be improved. The route between Saint Clair and the University should be retained.
- The accessibility of the Tertiary Education area by bicycle could be improved. Refer to Section 5.4.8 for details.
- Other propositions presented under the Night time experience (Section 5.1.5).



ABOVE FIG. 5-8: Existing student experience in the central city



ABOVE FIG. 5-9: Proposed changes to the student experience in the central city



### 5.1.5 Night time experience

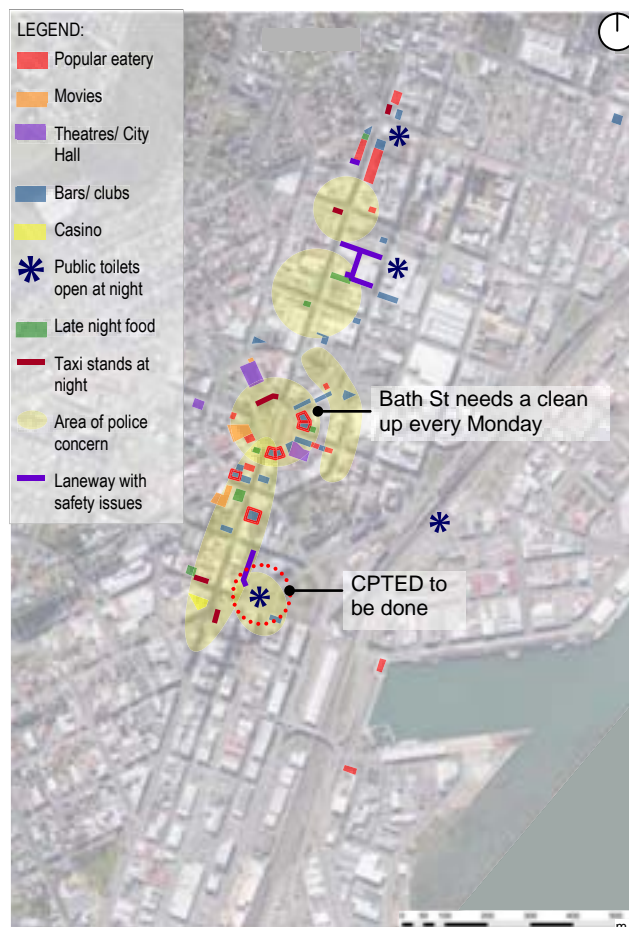
The experience of central city from those using it at night was mapped in order to define propositions aimed at improving it.

**The following night time related issues are identified** (Figure 5-10):

- Security in Bath Street and in The Octagon, especially the atmosphere around the taxi stands in The Octagon late at night.
- Security two blocks out from Octagon - hidden corners and lack of lighting.
- Security around Queens Gardens and the Museum Reserve.
- No buses after 11pm, lack of late night transport options.
- Very few music venues and no small to medium capacity venues, halls / theatres too big for kiwi / local acts.
- Safety issues in the wider city centre, due to drunkenness, antisocial behaviour and speeding.

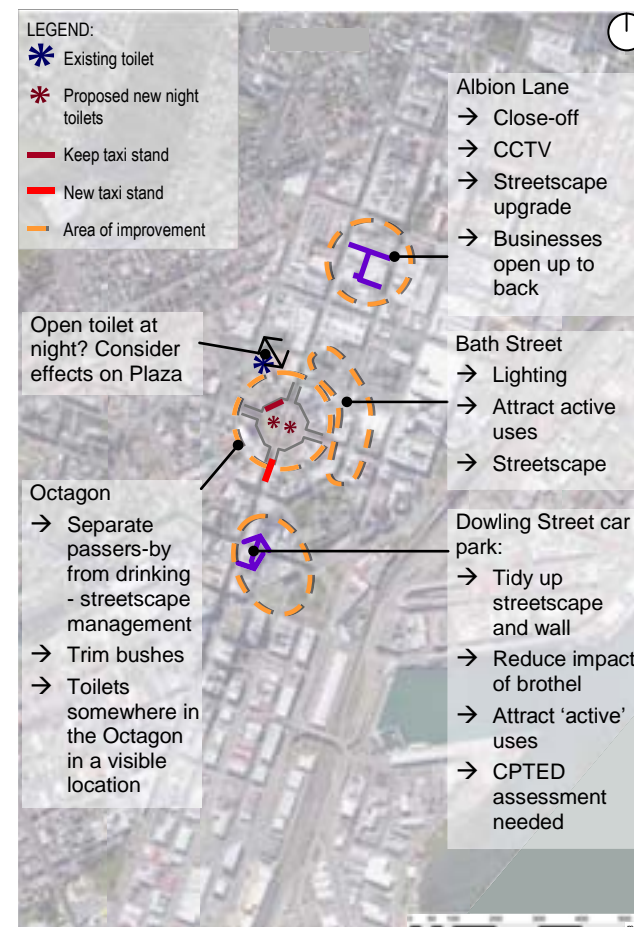
**The following propositions will enhance the night time experience in the central city** (Figure 5-11):

- Albion Place/ Lane:
  - Close-off at night.
  - Install CCTV.
  - Undertake a streetscape upgrade.
  - Encourage businesses to locate active uses towards the back as well.
- The Octagon:
  - Increase the public space outside bars and separate passers-by from drinking activities.
  - Help manage the streetscape with bar operators to reduce conflict between clientele and users of the public space.
  - Trim some bushes to discourage urinating in public places.
  - Locate public toilets in a visible and accessible location.
  - Locate a south-bound taxi stand in the northern part of Princes Street and remove it from the north-eastern part of The Octagon.



ABOVE FIG. 5-10: Existing night time issues in the central city

- Bath Street:
  - Improve lighting.
  - Attract active uses.
  - Undertake a streetscape improvement.
- Dowling Street car park and surrounding area:
  - Tidy up streetscape and wall.
  - Investigate ways to reduce the negative effects of the brothel on the public space.



ABOVE FIG. 5-11: Proposed improvements to the night time experience in the central city

- Attract buildings with active edges.
- Undertake a CPTED assessment.
- Consider opening the public toilets near the library Plaza at night.
- Improve the lighting in alleyways along George and Princes Street.

### 5.1.6 Living in the central city

A 'chicken and egg' situation exists regarding the liveability of the central city and residential development. If the liveability in the centre were increased, it would attract more residential development, and conversely, more residential activity in the central city would lead to an increase in liveability too. The central city will always remain the primary business, retail and community centre of Dunedin. However, the presence of an extensive infrastructure of community facilities (refer to Figure 5-3) as well as commercial and employment facilities indicates that the centre has opportunities to attract residential development.

#### THE CENTRAL CITY

*The benefits of residential activity in the central city include the following:*

- It provides a greater range of housing choices;
- It adds to the vibrancy of the central city;
- It results in greater security through the presence of people at all times;
- It capitalises on adaptive re-use opportunities;
- It helps the viability of central city amenities;
- It helps the increase the viability of public transport;
- It leads to efficiencies through Live - Work - Play in one location; and
- It contributes towards reduced reliance on cars and oil.

*Possible demand for central city living would exist from:*

- Students;
- Young Urban Professionals;
- Baby Boomers;
- Local business owners; and
- The elderly.

*Barriers to residential development include the following:*

- Lack of parking for private cars;
- Not enough purpose built buildings;
- Lack of demand, due to negative perceptions:
  - Exposure to inner city noises (bars / people / traffic);
  - Limited solar access;

- Lack of neighbourhood feel;
- Poor quality of existing apartment offers;
- Costs of retrofitting older buildings;
- Low height limit of 9-11m in the District Plan;
- Lack of demand due to low population growth; and
- Reverse sensitivity from surrounding businesses.

*The following proposals are aimed at attracting more residential development in the central city:*

- District plan changes:
  - Cater for additional building height in some areas (Filleul and Great King Streets);
  - Develop design codes;
- Work with building owners on redevelopment opportunities; and
- Supply incentives for development.

#### THE WAREHOUSE DISTRICT

As the Warehouse District is a slightly distinct precinct within the central city specific analysis of benefits and barriers of residential activity has been carried out.

*The benefits of residential activity in the Warehouse District include the following:*

As per those listed above, with additionally:

- It enables the retention and enhancement of heritage buildings; and
- It results in the potential to create a neighbourhood feel in the Warehouse District.

*Possible demand for residential activity in the Warehouse District would likely exist from:*

- Students;
- Young Urban Professionals;
- Baby Boomers; and
- Local business owners.

*Barriers to residential development in the Warehouse District include the following:*

As those in the rest of the central city, with additionally:

- The (perceived) safety and security until critical mass achieved;
- The somewhat negative image of the area;
- Negative effects from business activities;

- Lack of street amenity and public open space;
- Parking issues:
  - Lack of on-site safe and allocated parking and the ability to provide it;
  - Conflict with existing users of the area for street parking or leased parking;
- Reverse sensitivity complaints from existing users of the area (not as significant as in the rest of the central city);
- Lack of access to local convenience stores;
- Lack of viability of a ground floor activity; and
- Lack of demand due to low population growth.

*The following proposals are aimed at attracting more residential development in the Warehouse District:*

- District Plan:
  - Remove parking requirement for residential development;
  - Set the maximum building height as the existing predominant height;
  - Prepare design code to protect character and provide for residential amenity;
- Supply Council incentives for earthquake strengthening;
- Allow staging of earthquake strengthening and a clear process for doing it;
- Carry out streetscape improvements;
- Supply incentives for residential development;
- Investigate the development of a parking building; and
- Supply generous on-street parking.



**Example residential development appropriate for the central city**

Strategic Direction:

2

## An Environmentally Sustainable and Resilient City

### Strategies aimed at making the central city more environmentally friendly

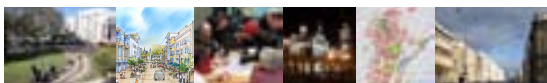
Making the city more environmentally sustainable and resilient to change is not only based on the objective of good guardianship, but also has economic, social and cultural benefits. Some examples include:

- Future-proofing significant financial investments;
- Making the city and its natural surroundings more attractive to tourists;
- Promoting the health of Dunedin's population; and
- Celebrating the area's rich past, present and future natural habitats.

This Central City Framework is based on sustainable urban design principles, so the objective for a central city that is more environmentally friendly is not isolated to only this Strategic Direction, but interwoven with the other five directions as well.

Specific initiatives under this Strategic Direction include:

- A package of high level proposals aimed at improving the sustainability performance and resilience of the central city
- Improving regional biodiversity through central city initiatives





### 5.2.1 High level sustainability and resilience initiatives

Several existing and proposed initiatives currently being considered by the Council are aimed at improving the environmental sustainability of the city and its users.

#### CLIMATE CHANGE ADAPTATION

- A large issue is the storm water drainage in the city. Currently the area is vulnerable to flooding from a 1 in 2 year event. Climate change is going to make events like a 1 in 10 year and 1 in 100 year more frequent which would have a worse flooding effect than a 1 in 2 year event. This therefore seems to be an urgent issue to address. Analysis during the Inquiry-by-Design workshop showed how little green space and by extension how little permeable surfaces there presently are in the city to help with drainage. This Central City Framework includes the recommendation to increase the amount of permeable surfaces in the city through a number of initiatives. These initiatives could include encouraging green roofs, rain gardens and more planting.
- Section 5.2.2. (overleaf) introduces biodiversity considerations pertaining to terrestrial ecosystems. Since ecosystems are inter-connected, it is essential that aquatic systems are taken into account as well. This includes both freshwater (e.g. streams, creeks, lakes, reservoirs) and also marine biodiversity protection and enhancement as well as looking at developing wildlife corridors connecting the marine, freshwater and terrestrial areas.
- With the discussion of encouraging more 'Tech' Businesses in the Warehouse District and forming a Creative Quarter, the idea could be raised to specifically encourage Clean Tech and Low Carbon Tech businesses to come to Dunedin. Additionally, what about encouraging more businesses that are local and supply to the local community? In addition to a focus on the global economy, from a Peak Oil and climate change resilience point of view it would seem that the focus should be on strengthening the local and regional economies and networks. For example, rural businesses could build micro distilleries for processing waste biomass material into bio fuels. For bio fuels to work, it needs to come from a local and regional approach with lots of players rather than global approach. This suggestion extends beyond the scope of the central city but it is an example that is focussed on the future with the understanding that the economy will not function in the same way due to the resource constraints and limitations that will increase dramatically.

#### Scenario-Planning

It should be considered that scenario planning should be undertaken beyond the Central City Plan's planning horizon of 40 years. There are a lot of predicted changes for the 100 year timeframe and by working only to 40 years, there is a danger that certain planning outcomes could lock future generations in.

An example of this are the predicted climate change and sea level rise projections that were in the 2010 Climate Change report (commissioned by DCC).

Decade about	2040	2090
Temperature (°C)	+ 0.7 to 1.1	+0.8 to +2.5
Rainfall (%)	-5 to +5	-5 to +15
Sea Level (m)	+ 0.1 to + 0.3	+0.2 to +1.6*

Some climate experts are recommending local councils investigate the scenario of a 2m sea level rise by 2090 in their plans. This needs to be considered as part of the Central City Plan or a possible next generation of this plan, due to the fact that some of the areas both in and around the CCP area (e.g. the Dunedin harbourside area, Portsmouth Drive, Electricity Substation) are low lying. This could have consequences for the central city.

Temperature rise will have some effects on the central city. Considering there is so much concrete there is likely to be a heat island effect in the summer months. Increasing green spaces in the city could help alleviate that issue. Heavy rainfall events have been investigated and addressed in the Three Waters Strategy.

DCC is currently in the first stages of a work programme to investigate the effects and the response options of Climate Change on Dunedin, starting with a pilot project focussing on South Dunedin. The information gained from this work will help develop a framework and methodology to investigate other areas of Dunedin, including the central city.

Refer to **Appendix 4** for an overview of detailed ideas pertaining to Climate Change Mitigation and Peak Oil currently being developed and considered as well as their progress status.

#### SUSTAINABILITY INITIATIVES FOR THE IMMEDIATE TERM

With this Central City Framework being based on sustainable urban design principles, a wide range of initiatives with sustainability objectives proposed for the shorter term are included in this report.

Examples include, but are not limited to:

- Encouraging inner city living (Section 5.1)
- Stimulating local economy in central city mixed-use environments (Section 5.3)
- Encouraging walking, cycling and bus use (Section 5.4)
- Strengthening the central city's retail position (5.5)
- Protection and enhancement of heritage buildings (Section 5.6)

## 5.2.2 Biodiversity

Dunedin's regional biodiversity is mapped in Figure 5-12. The city is positioned between a large area of indigenous vegetation to the north and smaller patches to the southwest and east (Otago Peninsula). Ecological and biodiversity connections in this wider ecological network could be established and improved. The city prevents ideal ecological connections between the areas of significant biodiversity value on these three sides of the city from occurring. For an urban area to have good ecological and biodiversity connections these areas of green space need to be of a reasonable size (about 2ha), be located within 1km (two circles with a 500m radius) of each other and be planted with many types of vegetation. These features will help create quality habitats between which birds and other species can travel.

### OPPORTUNITIES

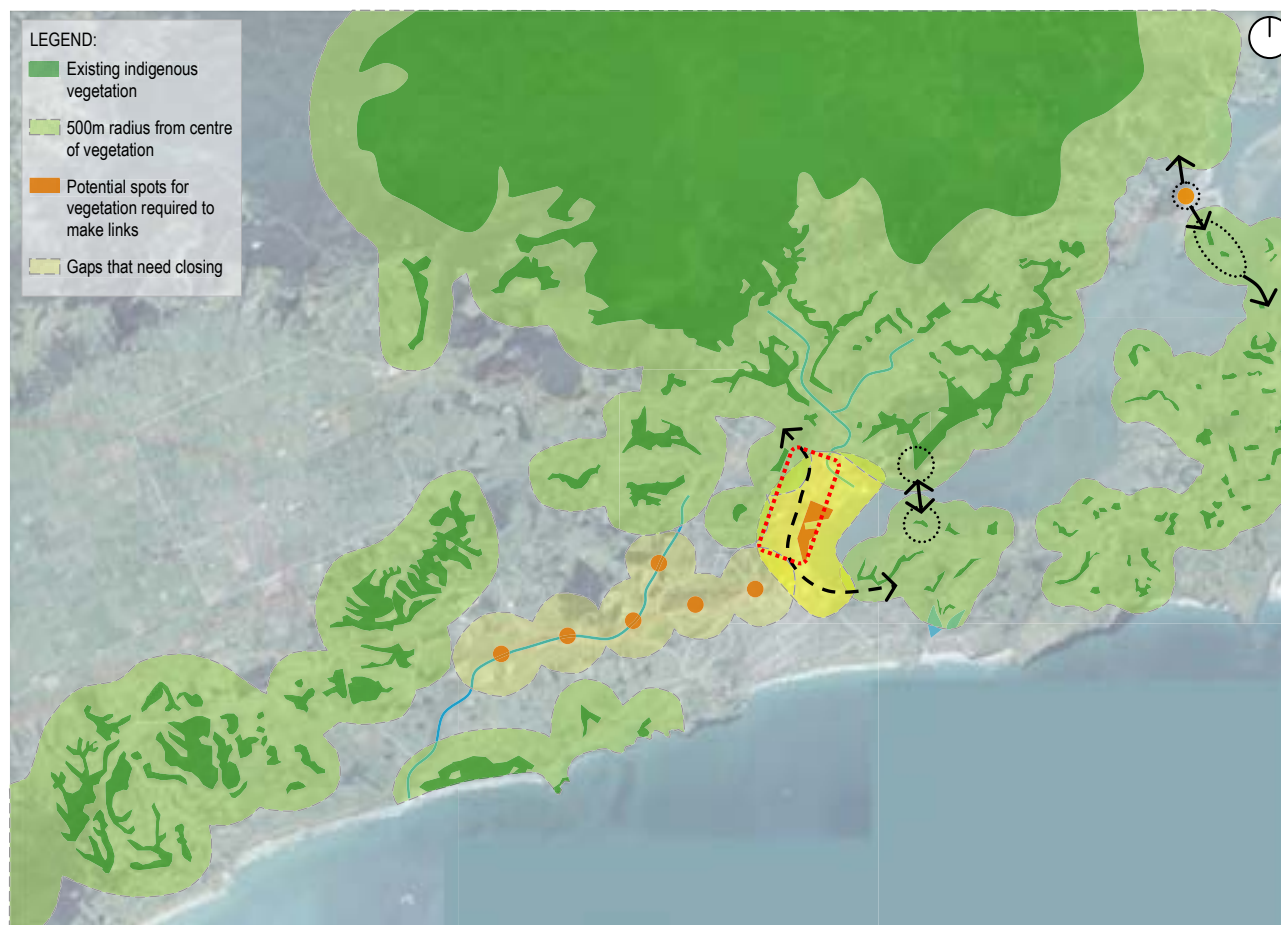
The lack of biodiversity connections can be countered by concentrating planting within school grounds, in parks and reserves, riparian planting along streams, rivers and along transport corridors (e.g. the Taieri River and Southern Motorway as shown). The harbourside area is ideally located to establish connections and it should be investigated whether scope exists to include larger areas of planting within possible future redevelopment.

An opportunity exists to enhance the connectivity across the harbour (between the hills north of the central city and The Cove) in the location shown. A connection will benefit the biodiversity on the peninsula, also enriching its potential as a visitor attraction.

### LOCAL AMENITY

Within the scope of this project, two types of improvements could be pursued to contribute to increased biodiversity and to give the central city a greener appearance:

1. Add more public open spaces with a green and soft character as places of amenity in strategic locations.
2. Establish more green connections between existing green public open spaces within the central city, in combination with additional street trees, including native species.



ABOVE FIG. 5-12: Biodiversity in and around Dunedin, existing and proposed. The central city area is indicated with a red box.



Strategic Direction:

3

## A City that Enables a Prosperous and Diverse Economy

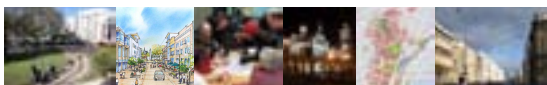
### Strategies aimed at strengthening the economy of the central city

The economy of the city centre is seen as the engine of ongoing efforts to keep the centre strong and vital as well as growing its strength and vitality. Constantly growing local employment in and around the central city is crucial for this. The city centre is ideally placed for this with a strong presence of offices and a flourishing arts precinct. Strategic place-based initiatives will support and strengthen these employment activities.

The Warehouse District, in the southern part of the central city, has strong potential to grow into a hive of employment, based on the early signs of the type of activities it is already attracting. A 'Creative Quarter' is proposed with Queens Garden at its heart which promotes creative, technical and innovative new economy activities. In order to attract these activities, physical investments into the creation of stimulating places and spaces should be combined with procedural and organisational improvements. These are aimed at aligning the Council's policies with the objectives of the private sector as well as other public sector agencies.

Initiatives under this Strategic Direction include:

- Growing employment opportunities in the central city
- Identifying precincts as a means to stimulate economic activity and provide synergies between compatible activities
- Identifying desired activities in the Warehouse District and ways of stimulating and attractive those
- Spatial initiatives for the central city and Warehouse District that help create an environment in which employment and other activities can thrive



### 5.3.1 City centre employment situation

The following Sections contain adapted excerpts of a comprehensive report on Economic and Employment Opportunities relevant to the Dunedin Central City. Refer to **Appendix 2** for the full report.

#### EMPLOYMENT CHARACTERISTICS

The following Dunedin-wide high-level employment characteristics can be identified:

- Low population growth.
- Loss of traditional manufacturing jobs.
- Closures result in a risk for the clusters of related businesses and a risk that the critical mass is no longer sufficient to sustain these local supply chain businesses.
- Transition to a more knowledge based services economy and increased product specialisation.
- No obvious business / professional clusters.
- Disconnect between vital urban spaces and 'new economy' / creative businesses.
- Key growth in secondary and tertiary education; medical and related research sectors. However, questionable whether this can continue to grow at the same rate to support growth.
- Strong Intellectual Property output, not necessarily driving local employment (mainly IP realised internationally).
- Strong growth in secondary, tertiary, medical education.
- Competitive advantage to grow computing based creative businesses, driving the economy.

#### GREATEST ECONOMIC GROWTH OPPORTUNITIES

At this time, the greatest economic opportunities are in:

1. Advanced educational, medical and research excellence;
2. Advanced computing and design led creative businesses;
3. Advanced software and intellectual property driven business services;
4. Heritage property restoration and design led building fit-outs;

5. Advanced, application specific and computer controlled engineering; and
6. Creative and experiential learning - targeting the short stay visitor market.

The first four of these have a central city focus, the fifth a nearby Port Lands / Carisbrook focus, and the sixth could be anywhere in Dunedin, including the central city.

Other opportunities include:

- Attracting new businesses that can benefit from the existing technology and intellectual property
- Encouraging graduates, academic, hospital and technology staff to establish their own businesses in Dunedin
- Attracting experienced former Dunedin residents to return to found their own businesses in Dunedin
- Turning highly skilled sporting, recreational and holiday visitors into future Dunedin residents and future Dunedin business founders
- The application of creative computer technology to sports performance, the performing and fine arts, and events
- The application of advanced computing technology to business, product, property, tourism, visitor and events promotion and management
- Providing training and short courses in these advanced computer systems, applications software and applied computer based creative technologies
- Providing certificates of competency especially for those with experience but no formal qualifications in these and other fields
- Providing opportunities for thinking visitors to learn skills and partake in short courses and experiential learning activities in their personal interests

Given these 'future oriented' economic growth prospects Dunedin may wish to market and promote its self around the theme of: **Creative Excellence.**

#### PROMOTING AND GROWING OPPORTUNITIES

The difficulty Dunedin faces is that these strengths are not obvious and hidden from view. There is also a lack of

strong promotional approach to land use planning guiding clustering.

Consequently businesses are more dispersed and scattered than they should. This leads to:

- Less synergy, symbiosis and opportunities for collaboration;
- Less prospect of sharing capability and spare capacity;
- Less prospect of 'spinning off' new businesses; and
- Less opportunity to attract and create new businesses.

#### Proposals

Given the above-mentioned opportunities and in response to these issues, the following approaches are proposed:

- Promoting Dunedin as having different 'Quarters' for both business and the retail/ visitor sectors.
- Promote Dunedin as creative environment, using 'leading edge' companies and their exceptional products and capabilities of businesses established in Dunedin.
- Promotional and Performance Based Planning Initiatives.



ABOVE FIG. 5-13: Proposed employment quarters

### EMPLOYMENT QUARTERS

Based on what is currently present as well as perceivable trends, the following quarters could be identified (Figure 5-13):

- Tertiary and medical
- George Street
- The area surrounding The Octagon
- The Creative Quarter, incorporating:
  - The Exchange, with a focus on office uses;
  - Warehouse District-North, with a focus on residential uses, creative spaces / studios, design showrooms, boutique restaurants / cafes, and larger institutional users; and
  - Warehouse District-South with a focus on services trades, gyms and night clubs.

### PROMOTE DUNEDIN AS CREATIVE ENVIRONMENT

This could be done by using existing leading edge businesses and locally applied new technologies. This would involve a business attraction strategy focussing on promoting 'leading edge' companies and their exceptional products and capabilities of businesses established in Dunedin.

It would include showcasing recently created quality modern designer and heritage business spaces in restored heritage buildings – similar to the quality space that creative new businesses would wish to occupy. Another way of doing this is by using the opportunity to identify and promote the creative business already occupying these spaces, their special capabilities and identifying the Dunedin businesses that designed, built and led the restoration. This may have opportunities for the visitor industry as well.

### PROMOTIONAL AND PERFORMANCE BASED PLANNING

This would be in order to provide greater investor and business certainty and promote the clustering of similar and complementary activities and support services. Promotional planning recognises and promotes each quarter, with exciting visions for different precincts with examples of desirable uses and building and development forms. This would be contrasted by clearly

identified undesirable uses and undesirable scales, styles and types of development (including opposition to mock modern heritage buildings as opposed to designer premises and fit-outs).

Performance Based planning provisions would state desired objectives and acceptable solutions but give designers, end users and development proponents the opportunity to demonstrate innovative and new design solutions to achieve the same objective.

### FOCUS ON CREATIVE INDUSTRIES

Dunedin has a number of leading edge creative computer based Information and Communication Technology (ICT) businesses. The most productive opportunities to grow this sector may be in:

- Attracting new creative businesses linked to the capabilities of existing leading edge businesses (using their capabilities in fields that these companies themselves do not wish to exploit or expand into).
- Attracting successful former Dunedin residents to return to Dunedin (especially those with the ability or wish to found new businesses).
- Continuing to incubate and support new businesses founded by students and staff from the university, hospital and polytechnic.
- Turning recreational visitors with exceptional experience and skills into future residents and new business founders.
- Promoting Dunedin as a place with:
  - Natural and lifestyle attractions, especially for those wishing to start or bring up families;
  - The high quality cultural, sporting and entertainment events that Dunedin attracts that are exceptional for the size of the city; and
  - A compact central city with a walkable distance between business, recreational and home destinations.
- Attracting people who want to work close to the intellectual leaders in a small leading edge company in their field.

Main implications for planning:

- Provision of affordable start up space (likely to be on upper floors of existing buildings).



- Improving the quality of the streetscape, pedestrian and cycling environment.
- Focussing on creating vibrant active interesting and entertaining places.
- Creating interesting places as opportunities for specialised shops, cafes and business support services unable to afford a high profile, street frontage.

### POTENTIAL DEMAND FOR OFFICE SPACE (2011-'51)

Three realistic scenarios were used to investigate the potential future demand for industrial land and business space in the central city:

1. The *Existing Economy* Scenario – future employment growth corresponds with existing.
2. The *Highest of Dunedin or South Island* Scenario – future employment growth in sectors which Dunedin is behind on will match the higher South Island ratio.
3. A *Creative Economy* Scenario – additional employment created in creative, design based businesses.

Potential additional demand for office floor space between 2011 and 2051 is projected to range between **10,300 m<sup>2</sup>** (Scenario 1) and **50,000 m<sup>2</sup>** (Scenario 3)

The additional office demand under the *Creative Business* Scenario can best be accommodated in the Octagon and the northern end of the Warehouse District:

- Warehouse District: 30,000 m<sup>2</sup>
- Octagon 17,300 m<sup>2</sup>
- Exchange Precinct: 6,100 m<sup>2</sup>

### Implications for planning

For these reasons, it is considered that the Council should not be too concerned about any adverse market effects of allowing office uses into the northern part of the Warehouse District. There may also be positive competitive pressures resulting from allowing offices into the northern end of the Warehouse District that encourages existing building owners in the vicinity of the Octagon to improve and refit their existing buildings (which they are under no pressure to do at present because there are no rival good quality affordable

premises on offer).

Having said that, the immediate future demand for the next 15 years is only likely to be for 4,550 m<sup>2</sup> of office space under the *Existing Economy* Scenario (based on the existing economy, without any further external stimulus).



ABOVE FIG. 5-14: Existing creative industries and arts-related activities in and around the emerging Creative Quarter

### 5.3.2 Creative Quarter employment environment

Some “hi tech” activities are currently scattered around the precinct and it is expected that with continued involvement from the Economic Development Unit (EDU) these activities could be expanded. EDU may also wish to be involved in the transformation and public realm works that should be undertaken as early as possible to provide a basis for the Unit’s targeted approach to new businesses for Dunedin City. Currently the EDU is working with industry and the tertiary sector to assist business formation in the city. With the transformation of the Creative Quarter and a newly created attractive working environment the Council may wish to be more proactive in seeking businesses from outside the city. The EDU are ideally suited to such a task, but we understand at present that such a role is not within their scope of work.

If the city is able to successfully promote its existing creative capacity and strength, and grow capacity it may be able to create demand for 53,400m<sup>2</sup> of office space demand, most of which is within the creative industry sector, building upon what is already present in the area (Figure 5-14). The Warehouse District has strong urban qualities through the way buildings relate to and address streets. This is common for late 19<sup>th</sup> and early 20<sup>th</sup> century buildings, where on-site car parking was not considered necessary. Consequently the built form has the ability to provide an active street scene ideally suited to the preferences of the creative set. The characteristics of the style of space that appeals to the creative industry sector are found within the buildings of the Warehouse District. It is therefore the major asset in an employment growth strategy for the city and represents around 67% of the employment space requirement to 2051.

Retail has an important part to play in providing the settings for business formation in the Creative Quarter. The city will achieve a much higher employment yield in the quarter if retail is an important part of the mix. This

precinct has plenty of scope to provide the type of urban environment suited to kick-starting the employment strategy in the area by attracting food services and design-based retail. Refer to Section 5.5.2 for a detailed description of the type of retail envisaged.

### BARRIERS

Currently, several zoning requirements are acting as barriers to the type of development described above. These include:

- Zoning only for very large bulky goods retailing;
- Office uses Not Permitted and clearly defined as undesirable uses; and
- Retail uses Not Permitted and clearly defined as undesirable uses.

Other major disincentives to invest include:

- Premises without car parking, especially heritage buildings.
- Leasehold properties, reducing investor and lender interest, preventing owner occupiers, introducing ground rent uncertainty and uncertainty of negotiations with ground lease owners.
- The cost and difficulty of earthquake proofing and fire rating, although this may be over emphasised. However, they are presently costly enough to prevent development by those needing to also make a developer / builder profit (or borrow, pay commercial builder and sale profit).

### OPPORTUNITIES

Proposals described in this and other sections in this report are aimed at removing or reducing these barriers. Proposals relevant introducing here include:

- Establishing an 'Entry Portal' within the Council, in which one EDU staff member liaises with one customer to guide him/ her through the entire process of setting up a business, finding or developing space etc.
- The Council undertaking a demonstration project to work through the difficulties that one can encounter resulting from the building, consenting, zoning, viability or other issues. The outcomes should be showcased

and findings should be documented and would possibly lead to adjustments in Council policies and processes.

Under the *Creative Business* Scenario the following spaces are required (2011-2051):

- Office space: 30,000 m<sup>2</sup> (11% prestige; 48% medium quality; 41% quality affordable)
- Showroom space: 1,500 m<sup>2</sup> (The focus could be on showcasing, demonstrating and display of specialised business, designer, creative and master crafted products and businesses offering to design, manufacture and install these products - such as home and office furnishing, furniture, lighting, and display cabinets; cafe, chef, bar and accommodation equipment; high quality tiling, kitchen and bathroom products. Also display of creative industries applied to building design and business applications.)
- Small utilitarian non-office based R&D space: at least 750 m<sup>2</sup>
- Café and restaurant space: at least 1,000 m<sup>2</sup>

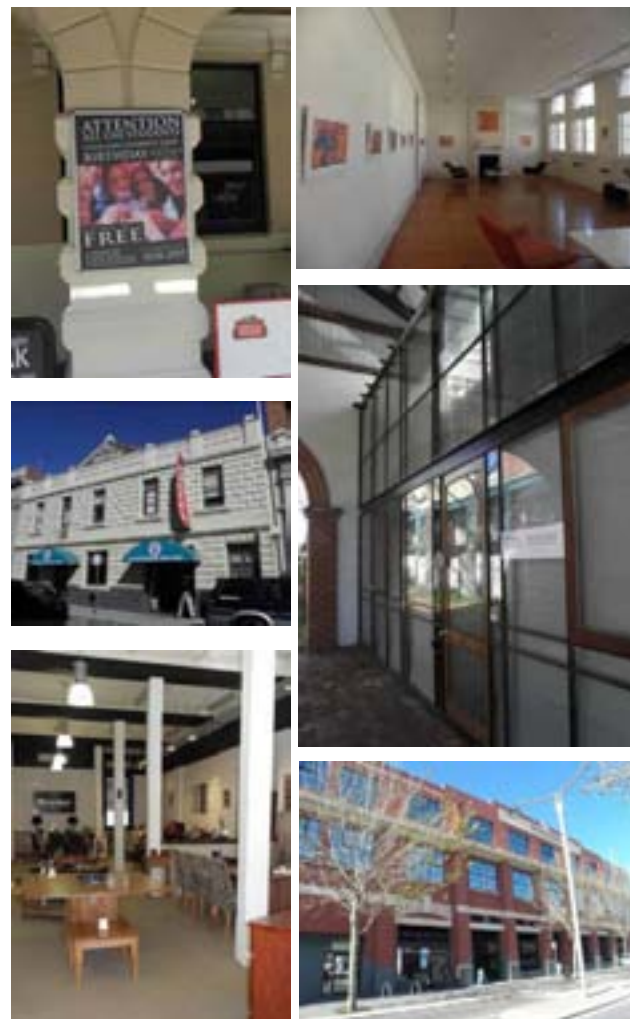
The following opportunities present themselves for the Warehouse District having regard to the economic and business prospects and creative business opportunities identified earlier.

*For the northern end (Rattray Street to Police Street):*

- Residential (including creative space and live / work opportunities)
- Small high value creative business space
- Design and display showrooms, combined with client hospitality and interactive design space
- Boutique cafes, restaurants, bars
- Modern in-fill developments that reflect contemporary interpretations of the area's character

*For the southern part (south of Police Street):*

- Retain as automotive and service trades (especially in Bond Street) because:
  - No better immediate use;
  - Nowhere else central for these small service businesses to relocate;



**Examples of the envisaged employment environment for the Creative Quarter**



- Need to future proof Dunedin and not prematurely cut off possibilities for these more utilitarian future uses;
- This area is the natural centre for businesses serving the whole Dunedin Region;
- The area will be in high demand for small and independent support services to creative businesses as this cluster grows; and
- The area will be in very high demand for small support services to the oil & gas industry if it proceeds (including smaller operations displaced from the port lands).
- Encourage indoor gyms, sports and fitness – including dance and martial arts studios (possible upper floor uses) to:
  - Increase vibrancy and activities in evenings, at night and week ends;
  - Make this part of the city more appealing to technology and design based businesses and their employees;
  - Make this part of the city more attractive to young singles, couples and other residents of the apartments in the northern end of the Warehouse District; and
  - Make this part of the city feel safer with more passing pedestrians and eyes on the street.
- Allow night clubs (especially between Crawford and Cumberland Streets and in basement venues elsewhere) – providing not proposing to permit residential uses nearby.
- Encourage boutique cafes, restaurants, bars – providing not proposing to permit residential uses nearby.
- Major institutional land user – using combinations of new and / or heritage buildings.



**Examples of the envisaged employment environment for the Creative Quarter**

## ENVISAGED WAREHOUSE DISTRICT CHARACTERISTICS

Key employment-related proposals include:

### Building space

The aim should be to retain valuable heritage and character buildings and to design possible new buildings with similar positive attributes. Flexible, high volume spaces that can accommodate a mixture of uses including live-work studios and creative industries are required. The character should be edgy, and rents should generally be moderate to low.

### Zoning

District Plan zoning should distinguish between the northern, central and southern parts of the Warehouse District in terms of their desired activities and associated built form.

*More detailed analysis and proposals on plan requirements for the Warehouse District and the central city will follow in Section 5.6*

### Connections

Pedestrian and cycling connection with facilities in Princes Street and in the area around the Octagon should be improved. The proposed streetscape and traffic proposals to follow in this report are in line with this objective.

### Queens Gardens

Queens Gardens could function as the Warehouse District's 'front yard' with clear open space for nearby businesses and staff to recreate and celebrate successes. It could also work as a space where nearby businesses can launch and temporarily display products.

In order to function as an employment- and inner city living-related open space some compact sheltered spaces for people to have lunch, meet and socialise should be created. Also consider creating safe places for families with young children.



ABOVE FIG. 5-15: Vogel Street as a shared space and vibrant employment environment within the Creative Quarter (artist's impression only)

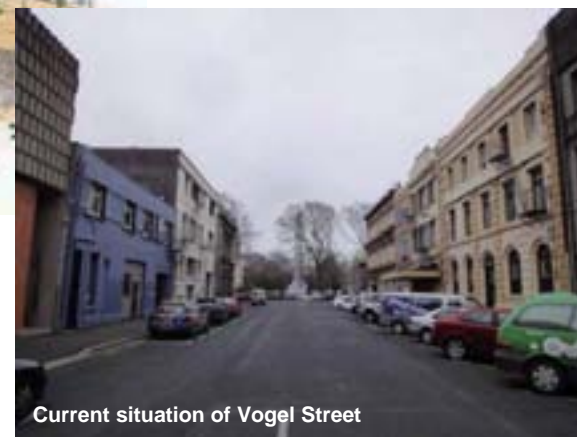
### Public realm

The Council should invest in the public realm. This includes both the streets as well as public open spaces. A strong focus in this Central City Framework is on perceived changes to Crawford, Rattray and Cumberland Streets (more on this in the traffic-related Section 5.4). These are envisaged to complement changes to other streets. Bond and Vogel Streets could be transformed to shared spaces, very adaptable areas, where pedestrians, people recreating, cyclists, motorists and parked cars share the spaces between the buildings. An artist's impression of Vogel Street redesigned as a shared space is presented in Figure 5-15. Note that the majority of the historic buildings are retained and redeveloped to accommodate the employment activities identified.

(Part of) the car park on the corner of Crawford, Water and Vogel Streets presents an opportunity to be transformed into a public open space. More opportunities should be found to create micro public spaces that support employment and residential uses.

Distinctive signage could set this area apart from other central city areas.

The area underneath the Jetty Street overbridge should be investigated for its potential to be transformed through the use of public art.



Current situation of Vogel Street



### 5.3.3 Octagon Quarter economic environment

From an economic perspective, The Octagon is clearly the centre of the city and the place where 'town and gown' and the 'community and government' meet.

#### THE LIKELY OFFICE MARKET

The upper floors of buildings near The Octagon provide valuable low cost incubator space for new start up businesses<sup>1</sup>. This area is also the best location for larger new owner-occupied office buildings.

The area in the lower eastern part of The Octagon could provide particularly good prospects for attracting such developments.

- Industry intelligence is that there are three major office users presently looking to locate 1,200 m<sup>2</sup> of office space in the Dunedin City Centre.
- Some 6,000 m<sup>2</sup> of additional high quality, prestige office space is projected for Dunedin between now and 2051 (under the *Creative Business Scenario*).
- An additional 21,200 m<sup>2</sup> of good medium quality office space is projected for Dunedin between now and 2051 (under the *Creative Business Scenario*).
- There will also be potential demand for at least 26,200 m<sup>2</sup> of good quality affordable office space in the Dunedin Central City between now and 2051 (under the *Creative Business Scenario*).

The Octagon precinct still has considerable potential to meet at least a third of this potential demand.

It is projected that The Octagon area will need to provide suitable locations for the following amounts and types of additional office space by 2051: (under the *Creative Business Scenario*):

- 1,700 m<sup>2</sup> high quality, prestige
- 4,300 m<sup>2</sup> medium quality
- 11,300 m<sup>2</sup> quality affordable office space

<sup>1</sup>The upper floor space in existing buildings is currently being used by start up technology-based creative industries, or vacant. This is likely to remain most affordable option compared with refurbished heritage buildings until other uses compete for this existing space. The problem is these businesses are out of sight and do not appear outwardly to be a business cluster. It is possible that the refurbished heritage buildings in the Warehouse District could provide affordable creative business space with special attention to incubator needs. This could prove attractive if developed into a cluster of such space (less attractive if cheap rear building and basement space with no exposure, especially if not clustered and marketed as such).



ABOVE FIG. 5-16: Location of art galleries and other arts-related buildings

#### ARTS

Figure 5-16 shows that a large proportion of Dunedin's arts-related activities takes place in and around the Octagon Quarter overlapping with the Creative Quarter District. The Council or the business community may want to promote an additional business attraction strategy specifically targeting art galleries (Dowling Street) and jewellery, fashion and ceramics (Moray Place).

### 5.3.4 The harbourside area employment environment

Long-term future office demand may be for as little as 11,400 m<sup>2</sup> of additional central city office space (with 45% of this demand being for affordable office space). On this basis it is difficult to envisage any significant economic advantage from the development of an additional 10,000 m<sup>2</sup> of the harbourside area new office space in the immediate future, given that this would pull employment further away from existing office precincts and away from the emerging Creative Business Quarter, and away from the retail heart of Dunedin.

It is difficult to envisage any significant demand for large-scale new office space that is not government, or resource exploration driven at this time, especially considering the risk that larger, footloose new office activities are likely to have a choice of alternative new premises from the rebuilding of Christchurch.

The additional office demand under the Creative Business Scenario is best accommodated in The Octagon and the northern end of the Warehouse District.

However, future office-based development in the harbourside area could feature in long-term planning for integrated community, business, visitor, recreational proposals for the southern part of the area (possibly including an international standard hotel, a larger, state of the art conference centre and apartment living).

Strategic Direction:

## 4

## An Accessible and Connected City

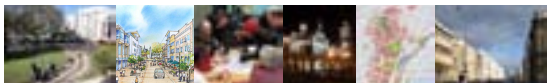
### Strategies aimed at making moving around in the central city's street network attractive to all modes of transport

Increasing accessibility and connectivity will make the central city easier and more attractive to get to and move around in. A strong focus is on the balance in accommodating all modes of transport, ranging from strategic through-traffic, including freight, to the most vulnerable pedestrian. At the same time, all central city activities are promoted when the transport network, especially high intensity roads, are compatible with the surrounding land-uses.

Motorised traffic would benefit most from a transport network that is safe and efficient and offers sufficient opportunities to access car parking. A vital city centre encourages people to move around on foot to engage with activities and other people. The pedestrian experience which includes the safety and comfort on footpaths and in public places should therefore be improved. Enhancement of the cycling opportunities will help grow a safe and connected bicycle network. Scope for improvement to the passenger transport network exists, making the bus system serving the central city and its user better, whilst minimising negative the local impacts of fumes and noises.

Initiatives under this Strategic Direction include:

- Reducing the severance and lack of accessibility caused by the State Highway's one-way pair
- Improving the pedestrian experience within the central city
- Making cycling through and within the central city more attractive and safer
- Encouraging bus usage and reducing the negative effects of bus traffic
- Accommodating car parks
- Small improvements to the central city traffic situation, including balancing vehicles and pedestrians in The Octagon, Princes and George Streets





### 5.4.1 Two-waying Crawford Street and Cumberland Street

The strategic north-south vehicle connection through the central city is currently accommodated through State Highway 1, consisting of the one-way pair. It is proposed that for the benefit of the central city DCC and NZTA apply for funding in the Regional Land Transport Plan to undertake a thorough analysis of the desirability and feasibility of changes to this State Highway system, including traffic modelling.

As part of this Central City Framework and the Precinct Plan for the Warehouse District the focus will be on the area south of the Leviathan Hotel, i.e. north-bound Crawford Street and south-bound Cumberland Street. However, it is envisaged that any changes should not preclude changes in the situation north of this point.

It is proposed that Crawford Street will be transformed in a two-way city street with increased pedestrian and cycling amenity. Cumberland Street (south of the Leviathan Hotel) will be transformed to a two-way State Highway, with a focus on through-movement.

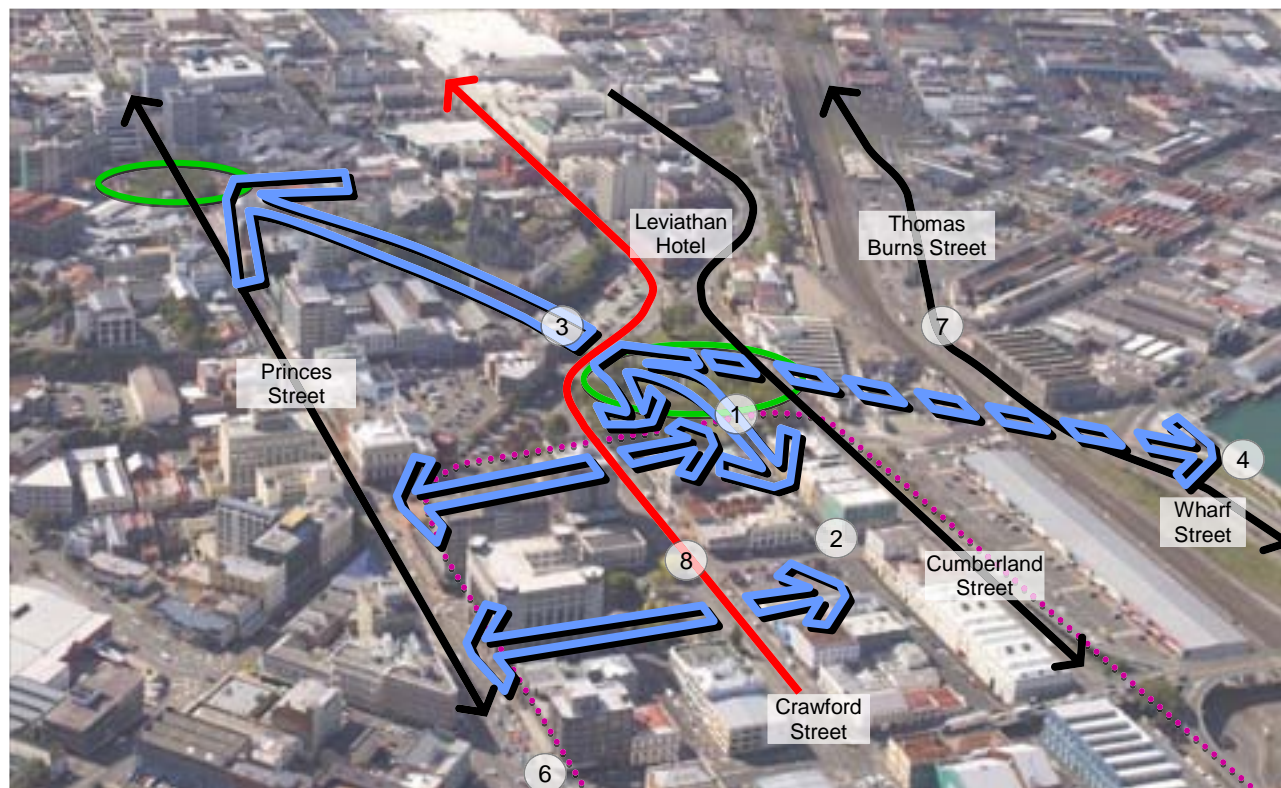
#### KEY BENEFITS FOR THE CENTRAL CITY

As part of this Central City Framework and Warehouse District Precinct Plan, the following benefits are identified (refer to Figure 5-17 for some of the numbers).

##### 1) Better integration CBD - Warehouse District

The initiatives as described would reduce severance through the central city to one corridor (the combination of Cumberland and the railway line), instead of two. It is easier to focus on improving the crossing opportunities of one corridor than two.

This reducing in severance will lead to a better integration of the area around The Octagon with the Warehouse District. This will lead to increased economic synergies if the Warehouse District were developed as Dunedin's Creative Quarter, as this Framework promotes.



ABOVE FIG. 5-17: Connectivity benefits of two-waying the one-way pair south of the Leviathan Hotel and removing the State Highway status of Crawford Street and concentrating this on Cumberland Street

##### 2) Revitalisation of the Warehouse District

Improving the liveability of the Warehouse District will increase the ability to establish the Warehouse District as a cohesive precinct with contiguous high quality open space. Queens Gardens is envisaged to function as the Warehouse District's premiere open space as well as provide a destination for workers and visitors to the central city. The land uses in the area surrounding Crawford Street will benefit from streetscape improvements with high quality open space and increased street parking. The accessibility of land uses in this street would also be improved.

##### 3) Connectivity between signature open spaces

Reducing severance will provide a high amenity link between signature open spaces, i.e. The Octagon, First Church and Queens Gardens.

This improved pedestrian connectivity, combined with reduced negative impact from high volumes of traffic on the western edge of Queens Gardens will open up possibilities for more regular events in Queens Gardens, relieving The Octagon of some events that are not suitable for this location.

#### 4) Connectivity between the central city and the Steamer Basin

The Queens Gardens area is critical in providing a landing point for a possible crossing opportunity in the long term across Cumberland Street and the rail lines. Improved connectivity between The Octagon and Queens Gardens will assist in improving the connectivity between the central city and the Chinese Gardens and the Settlers Museum in the short term, through to the Steamer Basin in the long term.

#### 5) Legibility of the central city network *(not indicated in the image)*

One-way situations often frustrate drivers trying to intuitively navigate through a place they are not familiar with. Two-waying would make the street system easier to understand for visitors, as the situation would reflect the 'normal' urban situation with connected two-way streets on all sides of city blocks.

#### 6) Reduction in congestion in the five-way intersection

Two-waying Crawford Street would enable all 12 manoeuvres (8 turning and 4 straight-through) at intersections and specifically at the Jetty Street intersection. This would relieve traffic in the nearby 5-way intersection (Manse – Stafford – Princes – Jetty), currently taking some of the movement displaced from the one-way intersections.

It would also enable a more balanced flow (longer phases) for east-west traffic crossing Crawford Street and specifically in Jetty Street. This would reduce the lengths of the queues and again contribute to a reduction of the congestion in the five-way intersection.

#### 7) Reduction in heavy vehicles near the central city

Two-waying the one-way pair and abolishing Crawford Street as a State Highway would, with design measures as described below, lead to a reduction in northbound truck movement (port traffic) through the Warehouse District and around Queens Gardens. A reduction of heavy vehicle movement in close proximity of the central city would lead to an improvement in air quality and a reduction in vibration and noises in the central city.

#### 8) Pedestrian safety in Crawford Street

Transforming Crawford Street would improve pedestrian safety locally, both along the street as well as for crossing it. It would also provide the city with a safer cycling corridor. Crawford Street is indicated as a strategic north-south cycling corridor in the Council's Strategic Cycling Network.

#### 9) Reduction in vehicle kilometres travelled *(not indicated in the image)*

Having fewer one-way streets would lead to an overall reduction in the vehicle kilometres travelled in and around the central city as it reduces the need to take detours and makes trips more direct. This has economic, environmental and even social benefits.

#### FLOW-ON BENEFITS OF TWO-WAYING

- The Dowling Street car park, land owned by the Council, could be redeveloped to facilitate additional linkages between The Octagon and Queens Gardens and provide attractive frontage and activities on the edge of the Gardens. Parking should be incorporated.
- The grounds of First Church will become more prominent due to their location on the route between The Octagon and Queens Gardens. This may provide an opportunity for enhancement of these grounds as semi-public open space.
- The land south-east of the church land, owned by Leviathan Hotel and currently used for parking, would provide a key development opportunity facing Queens Gardens and addressing a calmed city street (as opposed to the current State Highway). If the church land would possibly be used for a walkway between Moray Place and Queens Gardens (in addition to an improved Burlington Street), this site would, combined with possible development, also have to accommodate the continuation of this track and bridge the considerable level difference.

#### ADDRESSING THE DISADVANTAGES OF TWO-WAYING THE ONE-WAY PAIR

The main disadvantages of two-waying the one-way pair include the flow of heavy vehicles, arguably some traffic safety issues and the financial costs involved.

#### Heavy vehicles

The likely design for Crawford Street, in line with this Central City Framework, would deter heavy vehicles. There is a risk this could increase the northbound heavy vehicle flow on Cumberland Street, heading for SH88 and the port. Crossing the railway line via Jetty Street as most heavy vehicles currently do, would be impossible due to the grade separation between Jetty and Cumberland Streets. It is therefore likely that trucks would continue through Cumberland Street Central and Frederick or Saint Andrew Streets. This would result in a net increase in heavy vehicles in close proximity of the central city.

To counter this, it is crucial that heavy vehicles coming from the south are encouraged to take the Andersons Bay / Strathallan / Wharf route to connect with SH88, instead of Crawford / Jetty or Cumberland / Frederick. A number of measures are required:

- Signage should direct heavy vehicles entering the city from the southern motorway and headed for the port to take the desired route.
- The right turn into Andersons Bay Road should be made more attractive and time-effective. Concept designs that address this issue do already exist.
- Improvements to the intersections on either end of Strathallan Street (investigations on this issue are currently underway) are also required. A detailed analysis of issues further along this route, including along Wharf Street, Thomas Burns Street and at the St Andrew Street-Anzac Avenue intersection is required to determine ways of making this route more attractive for heavy vehicles than Crawford or Cumberland Streets. The MWH Strategic Network Plan provides a way in which Strathallan Street would become much more logical and legible than the use of Jetty Street for much of the port precinct traffic. However the costs of the southern part of the MWH proposals are likely to be prohibitive in respect of such a major intervention, especially in the short term.
- After improvements to the intersections on either end of Strathallan Street a ban for trucks turning into Jetty Street, northbound in Crawford Street would assist forcing port traffic to follow the Wharf Street route. Perhaps the first time trucks may continue along



Cumberland Street and turn right at St Andrew or Frederick Streets, but if these sections provide too much friction a preference for the Wharf Street option may arise.

- Crawford Street should be made unattractive for heavy through-traffic by design measures with a focus on local access, pedestrian amenity and street parking.

### Traffic safety

Some may argue that one-way State Highways would be safer for vehicles than a two-way State Highway as in the latter situation there are more conflict points and the possibility of head-on collisions is introduced.

Although the envisaged vehicle speed will very likely be 50 km/h, this issue should be addressed in the design of Cumberland Street, through good intersection design, and consideration of a solid median or other forms of central barriers. Two conceptual options for Cumberland Street are presented in this report.

### Financial implications

The works as described involve the financial costs of the upgrade works in Cumberland and Crawford Streets between The Oval and the Leviathan corner; and other roads around Queens Gardens. The revised functionality of the intersections also necessitate changes to parts of the sides streets, Gordon, Wolseley, Jervois, Police, Jetty, Liverpool and Water Streets.

Design solutions may include the retention of kerbs and underground services. Conceptual cross sections presented in this report are aimed to be as cost-effective as possible.

### NORTH OF THE LEVIATHAN HOTEL

Changes to the one-way pair north of the Leviathan Hotel are outside the scope of this project. However, high level analysis suggests that retaining Castle Street as a two-way State Highway, and converting Cumberland Street Central into a city street also delivers benefits for the

central city. Several of the aforementioned benefits apply as well. In addition, it would:

- Reduce the severance of the route between The Octagon and the railway station to one point instead of the current two;
- Benefit land uses around Cumberland Street Central; and,
- Accommodate northbound heavy traffic on the easternmost route, further away from the central city, if not already re-routed via Strathallan / Wharf / Thomas Burns.

### Additional consideration

The University of Otago is currently investigating the benefits of changes to some parts of the road network around the campus. One of these changes includes the two-waying of Cumberland Street north of Albany Street, the removal of the westernmost S-bend and the continuation of Great King Street. Although Cumberland Street south of Albany Street would in this option remain one-way northbound and Castle Street South would remain one-way southbound, this option could be revised to become compatible with two two-way streets south of Albany Street.

### MAJOR ROADING CHANGES

The proposed two-waying would lead to changes to several key streets in the southern part of the central city, capitalising on the opportunities and benefits described before. These streets are indicated in Figure 5-18 and presented in the following sections.



ABOVE FIG. 5-18: Major roading changes proposed in the following sections: Cumberland Street south of Leviathan Hotel, Crawford Street, traffic around Queens Gardens (includes Rattray Street-East, Burlington Street-extension and High Street-central)

### 5.4.2 The design of Cumberland Street south of the Leviathan Hotel

The proposed two-way of Cumberland Street south of the Leviathan Hotel necessitates the redesign of this State Highway. From an urban design point of view it provides opportunities to enhance this new entrance into the central city and more specifically, past the Warehouse District. Any design should enable showcasing the envisaged revitalised image of the Creative Quarter and complement the heritage buildings, many of which are in the process of restoration, and others envisaged to be restored over the coming years.

The basis for consideration of the two-way form (as SH1) of Cumberland Street has been the "Dunedin Future Strategic Network" plan by MWH Consultants. This plan is not precise in detail, but is an excellent basis for consideration of salient issues.

Discussions with NZTA have outlined:

- NZTA favours two through-traffic lanes in each direction for the State Highway.
- Cycle lanes are desirable.
- A median is highly desirable, with a single wire barrier being an option that could be considered.

- Strategies to reduce traffic loadings and congestion on Jetty Street in the morning peak and at the five-way intersection on Princes Street are sought in conjunction with any changes being made.

#### CUMBERLAND STREET DESIGN CONCEPTS

The existing carriageway of Cumberland Street south of Queens Gardens is around 18 metres wide, as scaled from the MWH drawings. A basic carriageway of four lanes (say 4 x 3.3 metres) plus a median / right turn lane allowance of 3 metres will absorb 16.2 metres of the carriageway width, leaving inadequate space for properly sized cycle lanes and no space of car parking if the through lane configuration is to be maintained.

Therefore (subject to detailed measurements and design) it is highly likely that all parking will be lost and that only one cycle lane can be provided. Currently cycling only goes southbound, and although not ideal, a cycle lane for southbound cycling only may be the only possible solution within the constraints. Signage should direct northbound cyclists into Crawford Street.

For the above listed reasons we see that a likely typical section for Cumberland Street will be one of the options illustrated in Figure 5-19A and B (AutoCad sketches of

workshop drawings purposed to explore the dimensions within the cross section of the road reserves). It should be noted that the MWH Strategic Network Plan allows for a median of about 1 metre in width, and introduces some parallel parking where there is no right turn lane.

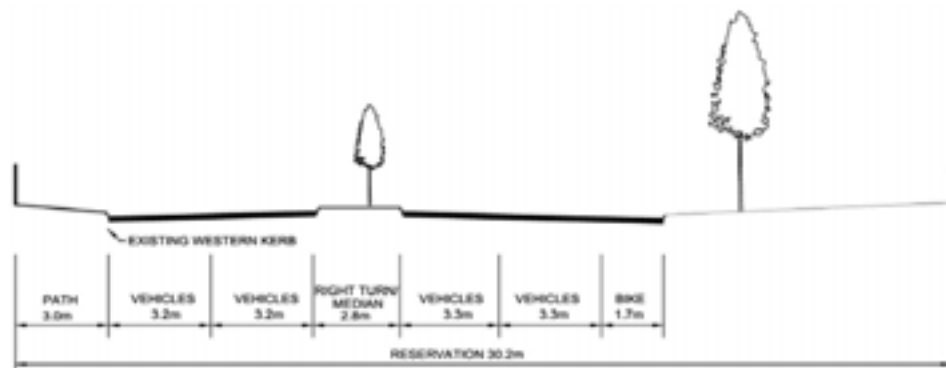
Clearly there will need to be a balance between the following factors that are competing for space in the road network:

- Parking
- Cycle lane / lanes
- Median width (hence streetscape and pedestrian safety implications).

Both concepts assume the retention of the existing kerb for cost reasons. If this is departed from, alternative cycle and footpath arrangements may be possible:

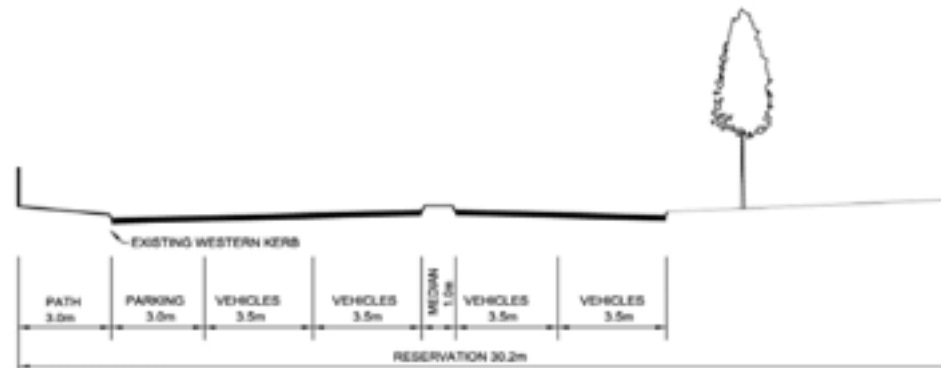
- Option A: Reduction of the footpath to 2.3m and the installation of a 0.7m (landscaped or painted) buffer between the bike lane and general vehicle lane.
- Option A: Reduction of two easternmost traffic lanes to 3.2m each, reduction of bike lane to 1.5m and the installation of 0.4m wide buffer between the bike lane and the general vehicle lane.
- Option A: Reduction of footpath to 1.9m, four vehicle lanes of 3.2m; cycle lanes in both directions of 1.5m.

Cumberland Street between Rattray and Jervois Streets - proposed Option A



ABOVE FIG. 5-19A: Proposed cross section Option A of Cumberland Street between Rattray Street and Jetty Street (Looking north)

Cumberland Street between Rattray and Jervois Streets - proposed Option B



ABOVE FIG. 5-19B: Proposed cross section Option B of Cumberland Street between Rattray Street and Jetty Street (Looking north); Parking lane is omitted where turning lanes are to be provided

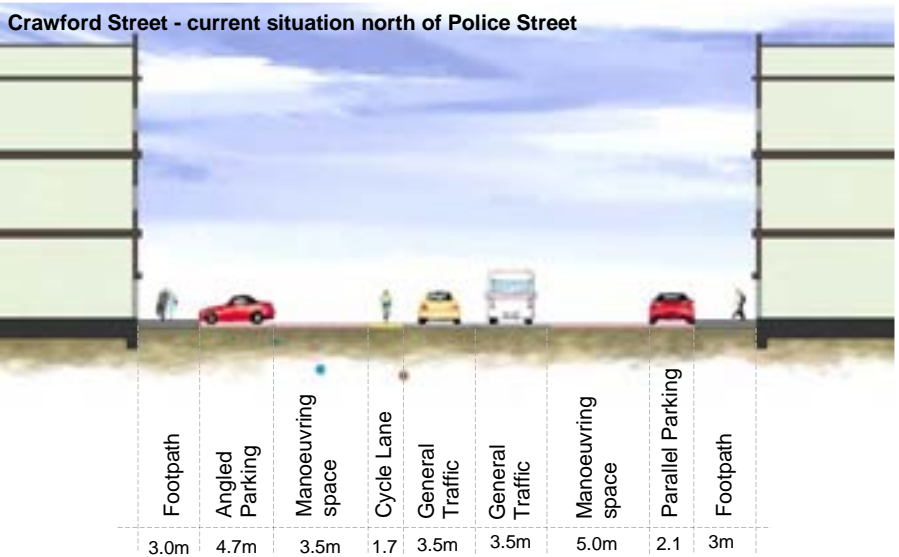


### 5.4.3 The design of Crawford Street

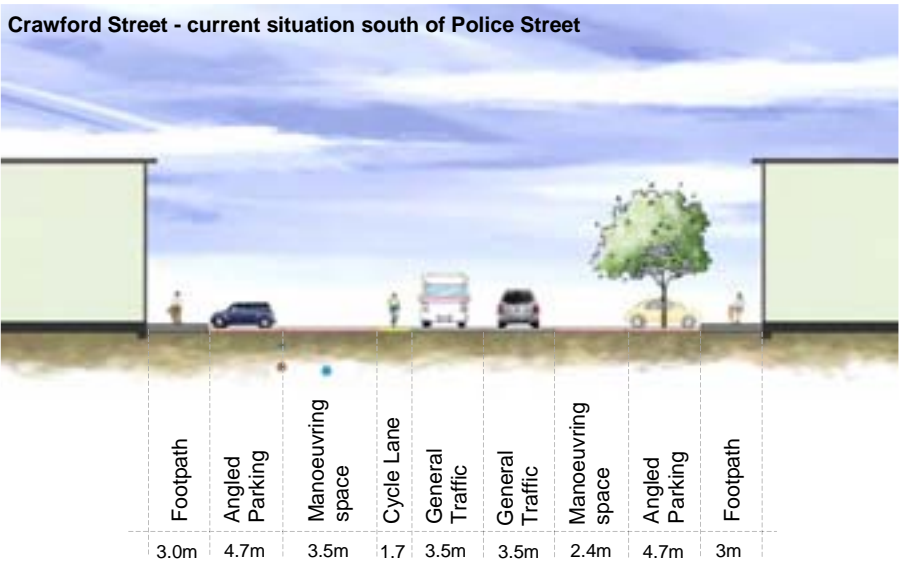
Over the following pages, several options for the design of Crawford Street are presented and discussed. All these options are conceptual only, but are designed with consideration of the location of current underground services and the approximate locations of kerbs and storm water channels. The main aim of these design concepts is to illustrate the opportunities presented by the proposed two-waying in the light of the envisaged revitalisation of the Warehouse District as the Creative Quarter with vibrant commercial and residential activities.

Crawford Street could be transformed from a through-traffic dominated environment to a city street balancing the needs of all road users. Its new function will be focussed towards local access, on-street parking, land use access, and pedestrian and cycling amenity.

Crawford Street is currently a State Highway with northbound one-way traffic. Its width is approximately 30m between buildings. The current cross sections of the different segments are shown in Figures 5-20 and 5-21. The street consistently includes two lanes of general northbound traffic, one northbound on-street cycle lane, parking with wide manoeuvring strips on either side of the street and footpaths of approximately 3m in width.



ABOVE FIG. 5-20: Existing cross section of Crawford Street between Queens Gardens and Police Street



ABOVE FIG. 5-21: Existing cross section of Crawford Street between Police Street and Jervois Street

### CRAWFORD STREET - OPTION A

Option A features the following attributes:

- Upgrade of the footpath and retention of the existing kerb and channel on the western side.
- A widened footpath (4.8m) on the eastern side. This is the most sunny side as it is slightly north facing and catches the setting westerly sun. Spaces for informal gathering and on-street commercial activity would be created with furniture. Trees could be used to provide shelter.
- Two general traffic lanes (one in each direction), each 3.1m wide.
- On-street cycle lanes on both sides of the street, each 1.8m wide.
- Parallel on-street parking on both sides with the parking bays interrupted by sporadic street trees that soften the appearance of the street and, along with the parked cars, provide a sense of separation between moving traffic and pedestrians. Consideration should be given to semi-permeable paving, to decrease storm water run-off and provide a softer image when these parking bays are not used.
- Wide central median with wide perpendicular parking bays, and safety zones on either side. Parking areas are interrupted with areas of tree planting.
- The estimated on-street parking capacity is approximately 406 spaces, assuming 186 spaces on the kerbsides and 220 in the centre.

Note: some traffic engineering guides, including AustRoads Part 11 express safety concerns about central street parking. Those concerns are generic, and relate to right angles central parking manoeuvres interacting with through-traffic. The concerns are not correlated with the following important design and management features of this option:

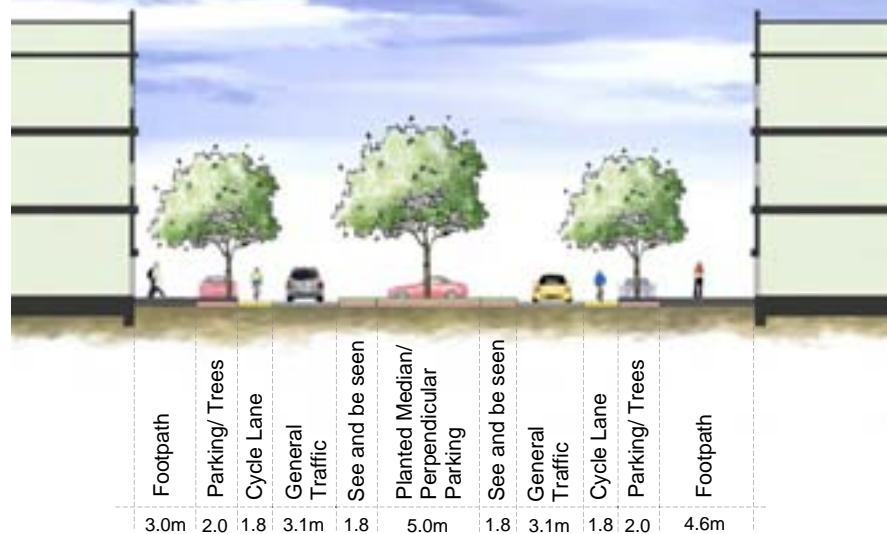
- This cross section includes 1.8 metres “see and be seen” zones between the central parking spaces and the through travel lanes.
- The wider than typical (2.5 metres) spaces allow easier manoeuvring into and from the central space in comparisons with conventional configuration.
- The proposal for generally long term (mostly all day) parking in the centre will minimise vehicle movements associated with those spaces.

Accordingly it is submitted that the design presented in Option A has no exceptional inherent safety problems.



Example of a street with a central perpendicular parking zone

Crawford Street - proposed Option A



ABOVE FIG. 5-22: Proposed cross section for Crawford Street, Option A

Crawford Street - proposed Option A



ABOVE FIG. 5-23: Proposed redesign of Crawford Street, Option A (artist's impression only)



### CRAWFORD STREET - OPTION B

Option B features the following attributes:

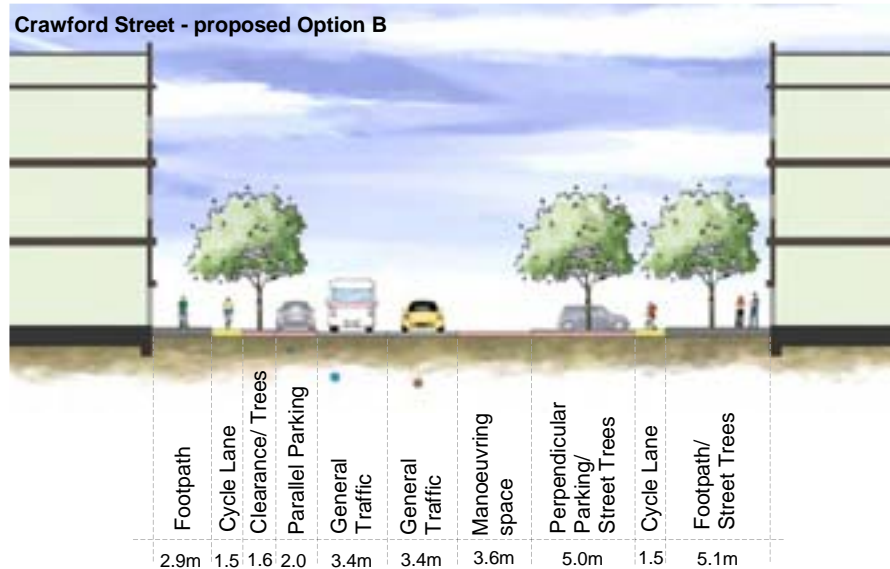
- Upgrade of the footpath and retention of the existing kerb and channel on the western side.
- A widened footpath (5.1m) on the eastern side. This is the most sunny side as it is slightly north facing and catches the setting westerly sun. Spaces for informal gathering and on-street commercial activity would be created with furniture. Trees could be used to provide shelter.
- Off-street cycle lanes on both sides of the street, possibly separated from the footpaths by a small kerb or other barrier. In this arrangement cyclists form part of the pedestrian environment, which improves their experience of the streetscape.<sup>1</sup>
- Two general traffic lanes (one in each direction), each 3.4m wide.
- Parallel on-street parking on the western side with a safety margin between the cycling and the parked cars for opening doors. This area would also accommodate street trees that soften the appearance of the street and provide a sense of separation between moving traffic and pedestrian and cyclists.
- Perpendicular on-street parking on the eastern side with a manoeuvring zone behind it. Parking bays would be interrupted by sporadic street trees.
- The estimated on-street parking capacity is approximately 276 spaces, assuming 93 parallel on the kerbside and 183 perpendicular on the kerbside.

<sup>1</sup>The off-street cycling arrangement, although beneficial from a cycling safety point of view, (which encourages cycling, with associated health benefits) has some disadvantages as well:

- It forms a separation between parking and the footpath and buildings.
- The traffic situation in New Zealand is not fully geared up to deal with it at intersections.
- It may lead to conflicts between cyclists and pedestrians that need to be managed because of unfamiliarity with the situation.
- It is a solution that is more suitable to be consistently applied over a longer distance.



**Crawford Street - current situation** (source: Google Streetview)



ABOVE FIG. 5-24: Proposed cross section for Crawford Street, Option B

### Crawford Street - proposed Option B



ABOVE FIG. 5-25: Proposed Crawford Street redesign, Option B (artist's impression only)

### CRAWFORD STREET - OPTION C

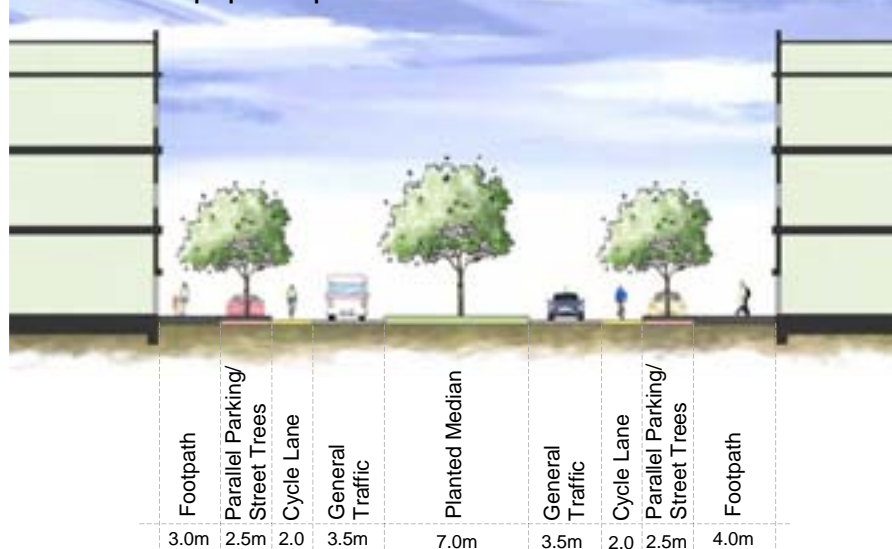
Option C features the following attributes:

- Upgrade of the footpath and retention of the existing kerb and channel on the western side.
- A widened footpath (4m) on the eastern side. This is the most sunny side as it is slightly north facing and catches the setting westerly sun. Spaces for informal gathering and on-street commercial activity would be created with furniture.
- Parallel on-street parking on both sides, interrupted by sporadic street trees. These street trees provide shelter for pedestrians, soften the appearance of the street and along with the parked cars provide a sense of separation between moving traffic and pedestrians.
- Two general traffic lanes (one in each direction) each 3.5m wide.
- On-street cycle lanes on both sides of the street, with a 2.0m width providing for opportunities to avoid opening car doors on one side and moving traffic on the other side.
- A 7m-wide solid median that accommodates large trees and low planting, softening the appearance of the street. The solid median would also provide opportunities for land use access and u-turns (7m is sufficient to accommodate the full length of a car). In dedicated areas it would accommodate pedestrian refuges as well.
- The estimated on-street parking capacity is approximately 186 spaces, assuming 93 parallel on each the kerbside.



RIGHT FIG. 5-27: Proposed Crawford Street redesign, Option C (artist's impression only)

### Crawford Street - proposed Option C



ABOVE FIG. 5-26: Proposed cross section for Crawford Street, Option C

### Crawford Street - proposed Option C





### CRAWFORD STREET - OPTION D

Option D features the following attributes:

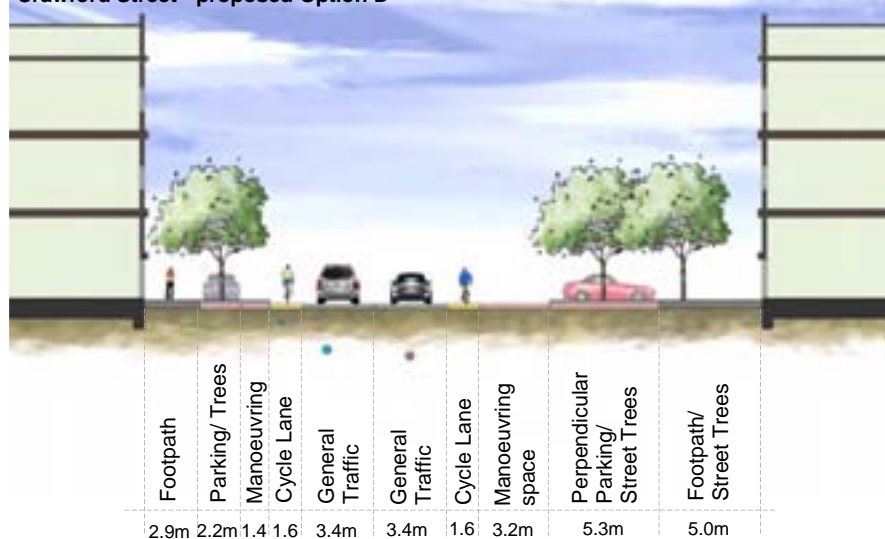
- Upgrade of the footpath and retention of the existing kerb and channel on the western side.
- A widened footpath (5.0m) on the eastern side. This is the most sunny side as it is slightly north facing and catches the setting westerly sun. Spaces for informal gathering and on-street commercial activity would be created with furniture. Trees could be used to provide shelter.
- Two general traffic lanes (one in each direction), each 3.4m wide.
- On-street cycle lanes on both sides, separated from parked cars by manoeuvring zones.
- Parallel on-street parking on the western side with a safety margin / manoeuvring zone between the cycling and the parked cars for opening doors. Parking bays would be interrupted by sporadic street trees that soften the appearance of the street and, along with the parked cars, provide a sense of separation between moving traffic and pedestrians.
- Perpendicular on-street parking on the eastern side with a manoeuvring zone behind it. Parking bays would also be interrupted by sporadic street trees.
- The estimated on-street parking capacity is approximately 276 spaces, assuming 93 parallel on the kerbside and 183 perpendicular on the kerbside.

### CRAWFORD STREET - OPTION E

Option E features the following attributes:

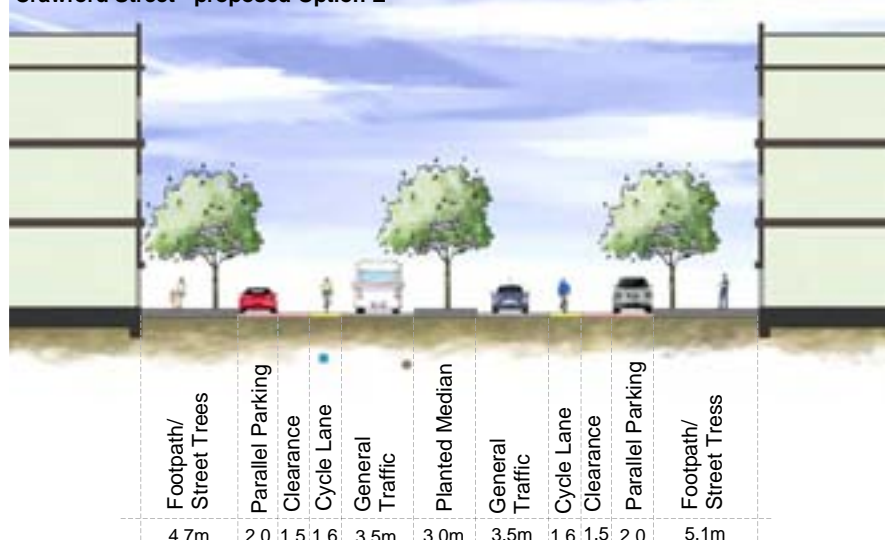
- Widening of the footpaths on both sides, with an emphasis on the eastern side. This is the most sunny side as it is slightly north facing and catches the setting westerly sun. Spaces for informal gathering and on-street commercial activity would be created with furniture. Trees would provide shelter for pedestrians, soften the appearance of the street and, along with the parked cars, provide a sense of separation between moving traffic and pedestrians.
- Two general traffic lanes (one in each direction) each 3.5m wide.
- Parallel on-street parking on both sides.
- An on-street cycle lane on each side of the street, separated from the on-street car parking zone by clearances for manoeuvring and opening car doors.
- A 3m-wide solid median that accommodates large trees and low planting, softening the appearance of the street. The solid median would also provide opportunities for turning bays and pedestrian refuges in dedicated areas.
- The estimated on-street parking capacity is approximately 186 spaces, assuming 93 parallel on each the kerbside.

Crawford Street - proposed Option D



ABOVE FIG. 5-28: Proposed cross section for Crawford Street, Option D

Crawford Street - proposed Option E



ABOVE FIG. 5-29: Proposed cross section for Crawford Street, Option E

#### 5.4.4 Traffic around Queens Gardens

To accommodate the proposed two-way street condition in Crawford Street and Cumberland Street south of Queens Gardens it will be necessary to alter the available vehicle movements through several intersections around Queens Gardens.

The redistribution of vehicle movements will result in reduction in traffic loadings on Rattray Street / Queens Gardens and the connection across the Gardens between Burlington Street and Cumberland Street, provided that most of the movements logically available at surrounding intersections are facilitated.

A reduction in traffic loadings will allow a reduction in the space to be used for turning lanes around the Gardens (more public open space and / or car parking) and also wider footpaths in key areas. The southern side of Queens Gardens in particular would benefit from a wider footpath (refer to the artist's impression in Figure 5-30)

The concept plan for traffic management around Queens Gardens (Figure 5-31) includes the following elements:

- A five metre wide footpath on the southern side of Rattray Street / Queens Gardens.
- Parallel parking along the southern side of Rattray Street, adjacent to the widened footpath. This parking will provide a valuable encouragement to activation of the land use along Queens Gardens, and will also enhance the amenity of the footpath (note: these car parks are not shown on the artist's impression).
- Medians at least three metres wide in Crawford, High and Rattray Streets and Burlington Street extension, to separate traffic movements, provide pedestrian refuges for informal crossings, to break up otherwise large expanses of asphalt paving, and to allow planting and / or other landscape treatments.
- Cumberland Street generally as designed on the MWH Strategic Network plans. Other options are also available as designed in Section 5.4.2 of this report.
- Crawford Street is shown per Option A as described and illustrated in Section 5.4.3.
- Opposite the Leviathan Hotel, in front of the existing hotel car park, there is allowance for a future "Shared Zone", intended to encourage a change of use of the car park along the interface with the street and Queens Gardens. A connection for cyclists and vehicles to connect through to Cumberland Street Central is provided.
- Burlington is configured as a two-way connection in which the eastbound lane only allows for a right turn into Cumberland (southbound). The choice to use Burlington Street (extension) for greater traffic flows than High Street (extension, in front of the Leviathan Hotel car park) is to maximise connectivity with Cumberland Street, leading to a reduction of traffic on Rattray Street.
- Shared spaces are shown for Vogel and Bond Streets.

RIGHT FIG. 5-31: Possible redesign of the streets around Queens Gardens after two-waying of the one-way pair south of Leviathan Hotel (concept design only)

Rattray Street - possible new situation



ABOVE FIG. 5-30: Possible redesign of Rattray Street after two-waying of the one-way pair south of Leviathan Hotel (artist's impression only)





### 5.4.5 Railway crossing

Dunedin residents continue to express a desire for improved connectivity between the city and the harbour, overcoming the obstacle formed by the railway and its shunting yards. The Council has recently assessed a large number of options for improvement of this connection for pedestrians and cyclists. These options included:

- Rattray Street:
  - Pedestrian-cycle bridge 'landmark'
  - Pedestrian-cycle bridge 'functional'
  - At-grade Pedestrian-cycle Crossing (shunting remains)
  - At-grade Pedestrian-cycle Crossing (shunting moved)
  - Underpass
- Jetty Street overbridge enhancements
- Pedestrian-cycle bridge between Railway Station and Settlers Museum
- Pedestrian-cycle bridge from Queens Gardens.

A large number of aspects were considered including safety, accessibility, connectivity, regeneration effect, heritage and cost. The assessment identified a preference for a bridge from Queens Gardens across Cumberland Street, the railway line and Thomas Burns Street. This proposal has recently been deferred by the Council, meaning that a possible connection would not be decided upon in the immediate term.

This Central City Framework is not premised on any of the options, nor construction in the short term. With the proposed pedestrian connectivity between The Octagon and Queens Gardens and changes to Cumberland Street, it is envisaged that this Framework would lead to improvement of the connectivity to the Chinese Gardens / Settlers Museum area, making a crossing at the bottom of Rattray Street more logical and desirable.

In the meantime the Jetty Street overbridge and the station bridge will function as the main crossings. If activity in the Steamer Basin area increases, consequential increased use of the Jetty Street crossing will possibly result in an increase in pedestrian activity in the Warehouse District, leading to more vibrancy of the area.



ABOVE FIG. 5-32: Possible location of a possible future pedestrian bridge across the railway line and Thomas Burns Street (artist's impression only)

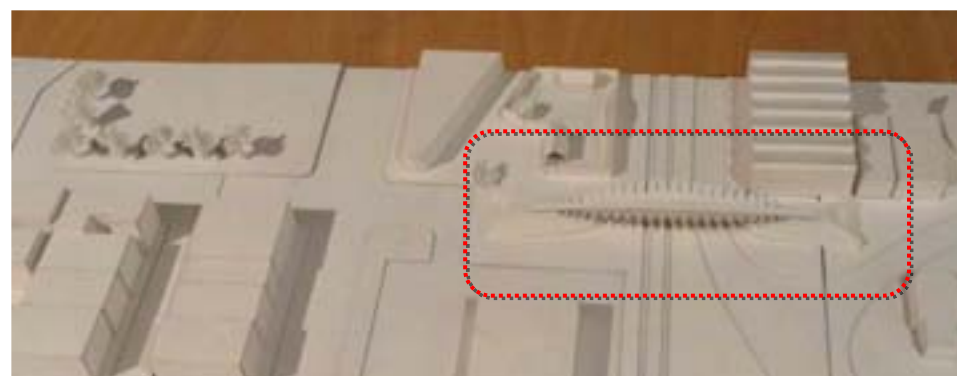


Photo of a model produced by Architecture Van Brandenburg, featuring a possible design of a landmark pedestrian bridge across the railway line and Thomas Burns Street at the end of Rattray Street

### 5.4.6 Car Parking in the Warehouse District

The Gabites Porter (2007) Parking Study identifies no need for additional car parks in the immediate term. However, the envisaged long term revitalisation of the Warehouse District may result in different dynamics, in case the general current reliance on private cars remains unchanged.

#### CONSIDERATIONS

It can be argued that it will prove to be challenging to achieve viable new buildings or heritage restoration if the full parking requirement is to be supplied on-site. This would be the case even with generous on-street provision, as many of the envisaged activities (commercial and residential) would require secure, allocated parking within walking distance. Currently the Dowling Street car park is over-subscribed, with a respectable waiting list.

#### IMPACTS OF THE PROPOSED TWO-WAYING

Currently the available parking is:

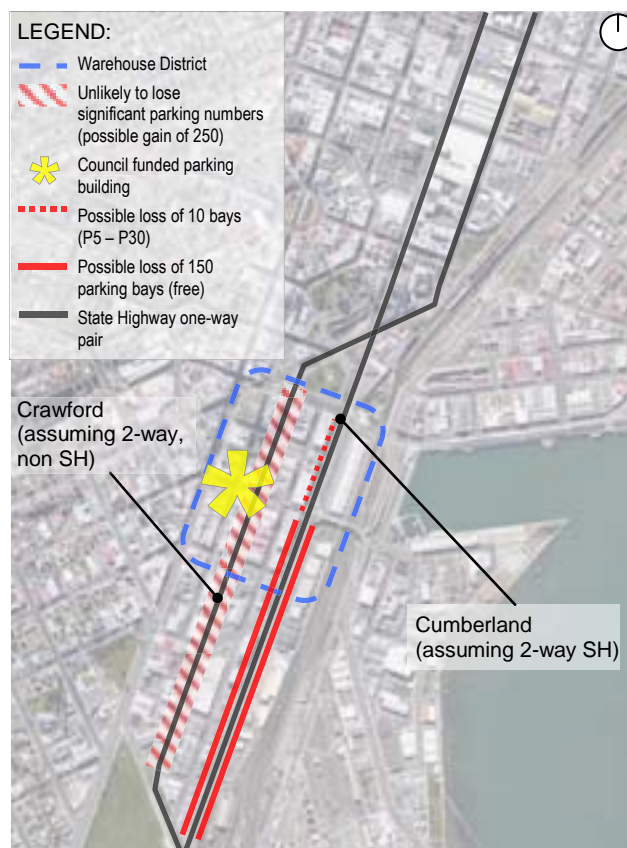
##### *Crawford Street*

Generally angle parking on one side, with either parallel or angle parking on the other side. Around 250 spaces are available south of Queens Gardens, with various time controls in place.

Based on high-level assumptions for the frequency of trees and the location of driveways, Crawford Street cross section Option A (Fig. 5-22) would increase the parking supply by approximately 156 spaces, Options B and D by approximately 26, and Options C and E would lead to a decrease of approximately 64 spaces.

##### *Cumberland Street*

There are around 150 spaces on street between Queens Gardens and Anderson Bay Road. The two-way design would variously lead to most of those spaces being lost, as described above.



ABOVE FIG. 5-33: Parking and the Warehouse District

#### Net impacts

Adoption of Option A for Crawford Street would allow an increase in overall parking supply, with the exact increase being a function of detailed design. Consideration of the number and location of median openings, driveway rationalisation effects, and provision for tree planting will all affect the final outcomes.

If Option A is adopted it is recommended that the “centre of street” parking spaces be managed generally for longer term parking than the parallel spaces along the edges. That would reduce the potential impacts of parking on



Examples of car parking buildings

traffic movements, and is most likely the logical replacement for Cumberland Street parking losses.

These central car parks, and on-street parking generally, could be transformed into hard or soft public spaces or spaces to park bicycles, in case a desire to reduce the reliance on the private car leads to a reduction in the need for car parking space in the city.

#### PROPOSALS

For these reasons, the following initiatives are proposed:

- The on-site parking requirement in the Warehouse District should be lowered in order to attract (re) development.
- A Council-funded multi-level parking building with secure and lease-able as well as publicly accessible car parks should be considered for a location within the Warehouse District. An active building edge should be provided on ground floor level to retain vitality of the street edge.
- Private or public-private partnership development of a multi-level parking building should be encouraged, possibly on existing vacant or the under developed sites in the area.



## 5.4.7 Footpaths and lighting

### FOOTPATHS

In order to enhance the city centre as a pedestrian-focussed environment, high-quality footpaths are crucial. Based on an assessment of the footpath quality within the study area (refer to the result of this overleaf), a prioritised strategy for footpath upgrades has been identified. Typical upgrades include paving, furniture, and possibly public art and landscaping. Refer to Figure 5-34 for the priorities. Highlights include:

#### First priority:

Access to key areas.

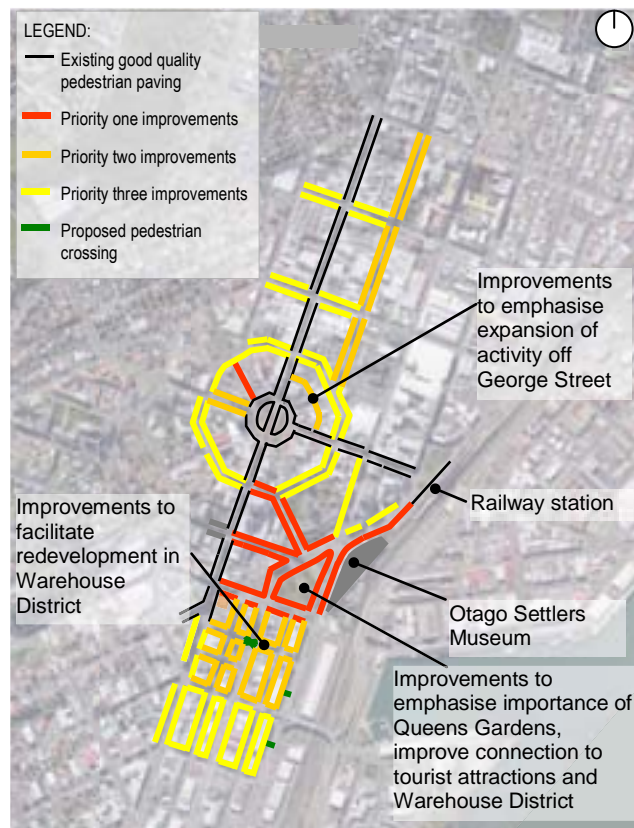
- The area around Queens Gardens, including Dowling and Rattray Streets and High Street in front of the museum to improve the experience for pedestrians walking between the Octagon area, the Warehouse District and the railway station area.
- Harrop Streets as an area with importance to The Octagon and the link to a proposed public open space adjacent to the Council's Filleul Street car park.

#### Second Priority

- The northern part of the Warehouse District:
  - Redesign of Crawford Street
  - Vogel and Bond Streets redesigned as shared spaces
  - Redesign of Cumberland Street
  - Pedestrian crossings across Cumberland Street and Crawford Street (Water Street intersection)
- Upper Stuart Street as an areas with importance to The Octagon.
- Bath and Great King Streets to encourage central city retail in areas off George Street.

#### Third Priority

Areas where the footpath quality is generally better and areas that are of a less strategic importance in terms of transformation of the central city and the Warehouse District.



ABOVE FIG. 5-34: Proposed pedestrian linkage improvements

#### Other issues

- Uneven brick-paved surfaces in and around The Octagon pose a safety concern, especially for the elderly.
- The footpath maintenance regime should be improved and for upgrades a low-maintenance paving should be selected.
- The pedestrian route between the station and the stadium (outside the scope of this project) needs improvement in several locations. The need for a pedestrian crossing across St Andrew Street (at the Anzac Avenue intersection) is under consideration.



ABOVE FIG. 5-35: Proposed pedestrian lighting improvements

### PEDESTRIAN-ORIENTED LIGHTING

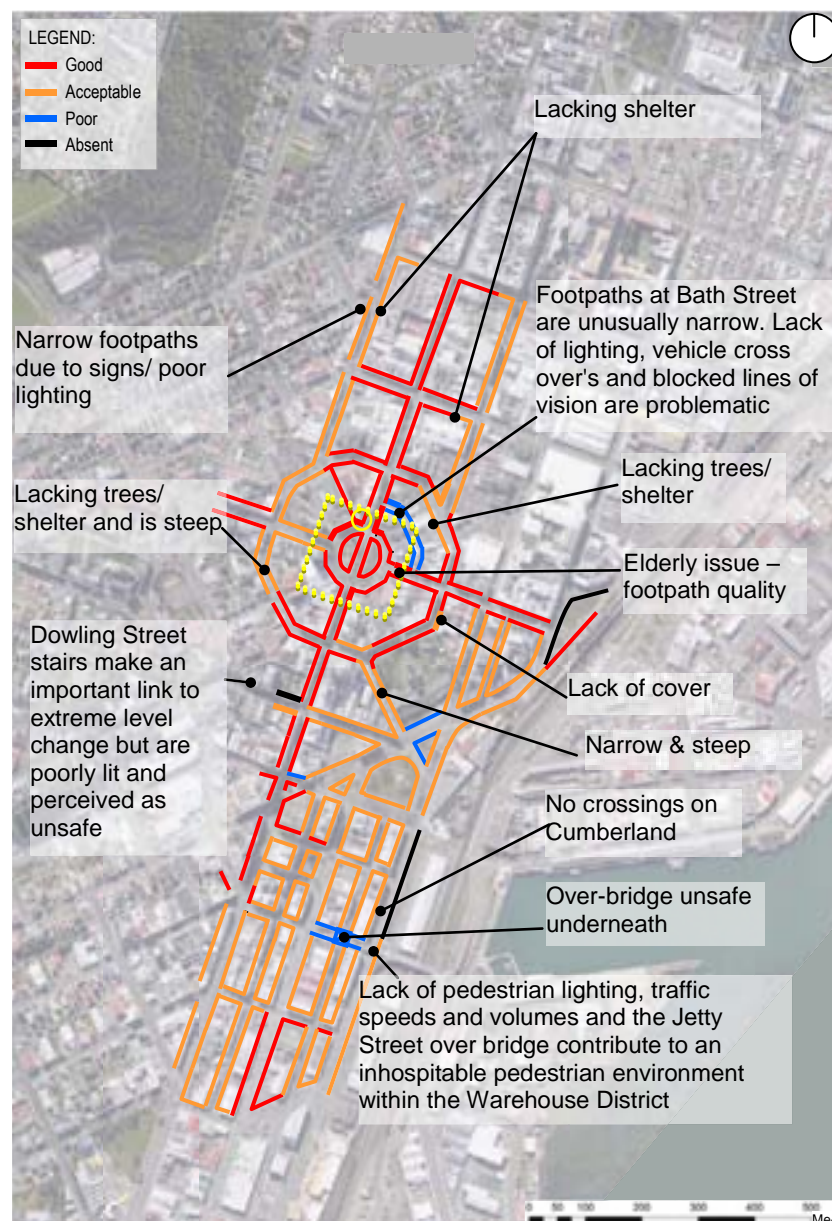
Proposed improvements to the lighting of footpaths are identified in Figure 5-35, based on an assessment and strategic prioritisation.

As with the proposed footpath upgrades, the focus should be placed on areas of strategic importance such as the area between The Octagon, Queens Gardens, the railway station and the Settlers Museum. The areas of boutique retailing on Moray Place and Bath Street and with emerging retail, one block off George Street have also been selected.

## Background information: Footpath Assessment

Footpaths within the study area have been assessed according to the following criteria:

- Suitability of width, considering pedestrian numbers;
- Ease of use affected by vehicle crossings and poorly located furniture, signage, and café / restaurant seating;
- The presence or lack of lighting resulting in uninviting pedestrian routes at night, even if the footpath quality is otherwise fine; and
- Physical condition including state of repair, quality of workmanship, suitable grades and provision of access ramps.



RIGHT FIG. 5-36: Footpath assessment



### 5.4.8 Cycling

The Council has adopted a Strategic Cycle Network, which includes the central city. Due to its compact form and relatively flat topography the central city has potential to be very accessible by bike. While principally every city street should be a cycle street, practically the directness of connections as well as the local conditions make certain streets more conducive to cycling than others. Cycle routes currently run through the area, predominantly in a north-south direction. These are however located on the one-way pair where cyclists are forced to mix with high-speed State Highway traffic. On Cumberland Street these cycle lanes are on the eastern side of the road, meaning cyclists have to cross both streets to access the central city. This is particularly dangerous and difficult south of Queens Gardens where the speed limit is 60km/h and there are no signalised intersections. There are also few controls on Crawford Street. Although these cycle lanes are strategic for their connectivity between the city centre, tertiary campus, and North and South Dunedin, they are narrow and not user-friendly.

The Council's Strategic Cycle Network (Figure 5-37) provides for improvements in this situation. It introduces measures to make Princes and George Streets as well as Great King Street more attractive for cyclists, particularly the latter as an important link between the campus / hospital and the central city. The proposed two-way of the SH one-way pair will provide opportunities to make Crawford Street more attractive to cyclists, and specifically to cyclists with a destination outside the central city. Particularly in the situation that the one-way situation north of the Leviathan Hotel is retained, there is a need to provide an alternative route. The direct link with Great King Street provided by Lower Stuart Street and Moray Place in the identified location, will function as this alternative.

#### PROPOSED CHANGES

East-west connectivity could be improved by better facilitating cyclists on Lower Stuart Street between The

Octagon and the railway station, where the current bridge functions as a link across the railway line. Another improvement would be Rattray Street, connecting the town belt with Princes Street and the north-south routes on Crawford and Cumberland Streets. A possible future railway crossing could extend this route to the Dunedin harbourside area and the Ravensbourne and the Portsmouth Drive paths. In the interim, the Jetty Street bridge could fulfil this role and should be made safer for cyclists by better road marking. This should be accompanied with improvements in Jetty Street between Princes and Vogel Streets.

#### BICYCLE PARKING AND OTHER FACILITIES

Cycle parking is one of the most important end-of-trip facilities to encourage cycling. Bicycle parking, and general provision of cycling infrastructure in the central city could be improved. Dunedin has not increased its number of cycle parks at the rate specified in its Cycling Strategy. There are some cycle stands throughout the central city. However many are older style racks that only support one wheel which cyclists are reluctant to use, or hitching rails which are not easily identifiable as cycle stands. There are many viable options available for high quality locally manufactured cycle stands and there are many sites in the central city where cycle parking could be provided. George Street provides the greatest scope in this respect, although alternatives for the using the limited footpath space should be found.

Recently the Council has commenced work on a cycle parking plan and is working with local providers to construct bike strands.

District Plan rules requiring office developments to include cycling facilities such as storage and showers are another way to encourage cycling in the central city.



ABOVE FIG. 5-37: Council's Strategic Cycle Network and proposed additional links

### 5.4.9 Buses through George and Princes Streets

Currently a number of bus routes include bus stops in George and Princes Streets. This is in line with the Otago Regional Council's (ORC) objective of making the buses as prominent as possible and delivering passengers in the retail heart of Dunedin.

However, the current configuration of bus stops and the presence of buses also have disadvantages:

- Buses park close to shops and pedestrians on the footpath, often waiting for several minutes with the engines running, leading to nuisance from noise and fumes. This also applies to buses moving through the street.
- Due to limited space on the footpath, the queue of waiting bus passengers sometimes leads to blockages of the footpath and in front of shops.
- Buses moving in and out of bus bays lead to traffic conflicts with other vehicles and cyclists.
- During events in George Street and The Octagon, some buses follow an alternative route, resulting in confusion for particular visitors and other infrequent bus users.

#### OPTIONS

In response to these issues several options for reconfiguration of the bus route as well as bus stops are assessed:

1. Improve conditions through kerb build-outs with the bus stopping within the carriageway (at greater distance of shops), while cars and cyclists wait behind the stopping bus.
2. Improve conditions through locating bus bays at the approaches of intersections combined with turning bays instead of mid-block. This would include 'queue jump' opportunities for the bus at traffic lights and Barnes dance-style pedestrian crossings.
3. Remove the bus from the George Street retail area and reroute via Moray Place and Great King Street. A possible sub-option would be to apply this only to the northbound buses while retaining the southbound buses in George Street.

#### ASSESSMENT

##### 1) Kerb build-outs

Disadvantages:

- Will not tackle the issue of re-routing during events.
- Will result in delays for other traffic, although with the proposal to reroute through-traffic via the proposed 'Western Inner Relief Road' (refer to Section 5.4.10) this may be of less concern.
- Costly construction of kerb build-outs if existing ones can not be used (build-outs need to be long enough to get on and off at the same time).

Advantages:

- Will keep buses further away from footpaths and shops.
- Does not require re-routing and major change to timetables.
- May result in an increase in parking bays or footpath space.
- Kerb build-outs assist in wayfinding and provide more space for information panels.
- Prioritises buses.

##### 2) Bus bays at intersection approaches

Disadvantages:

- Buses need transponder technology to operate traffic lights.
- Costly reconstruction of bus and turning bays.
- May negatively impact on flow of turning traffic.
- Does not entirely tackle the negative impact on pedestrians and businesses as buses will still be in close proximity of shops and footpaths.
- Will not tackle the issue of re-routing during events.

Advantages:

- Will lead to efficient and safe pedestrian crossing opportunities.
- Does not require re-routing and major change to timetables.
- Prioritises buses.
- May result in an increase in parking bays or footpath space.
- May lead to time savings for the bus as it 'jumps the queue' at traffic lights.

##### 3) Remove the bus from George Street or reduce the number of buses using George Street

Disadvantages:

- Bus routes are difficult to change as contracts of the different route operators are not aligned in time.
- The steep footpaths may deter less able bus passengers from walking between the George Street and Great King Street or Moray Place.
- Changes to a system that passengers are familiar with.
- Due to the lack of a feasible option parallel to Princes Street, this will not improve conditions in Princes Street.

Advantages:

- This will be the most effective way of tackling the abovementioned issues relative to buses in George Street.
- This improves the connectivity to the hospital which main entrance is located on Great King Street.

#### PROPOSALS

It is proposed to work with the ORC on more detailed analysis and design testing of these options that are aimed at improving the bus system to the benefit of the central city's vitality and the bus viability. Option 1 seems most advantageous and feasible, while Options 2 and 3 are considered worth exploring further as well.

It is also proposed to aim for a situation with fewer events in The Octagon and George that require road closures. This will lead to less disruption of the bus services and the greater consistency will improve the legibility for bus users and particularly infrequent users and those unfamiliar with the local situation.

ORC is considering to over time replace the buses with smaller, electrical vehicles and thus reducing noise and fume impacts on the street environment. This is however dependent on market conditions.





ABOVE FIG. 5-38: The Council-proposed 'Western Inner Relief Road'

#### 5.4.10 Other Traffic proposals

##### WESTERN INNER RELIEF ROAD

The Council's Transportation Planning Department is currently considering a proposal for the 'Western Inner Relief Road', an arterial route, using the existing street network (refer to Figure 5-38). Its intent is to reduce through-traffic through central parts of Princes and George Streets as well as The Octagon, making it more attractive to slower modes and vehicles with a local destination. This proposal is supported in this Central City Framework.

Improved signage should promote this route and possible detailed works to several intersections should still be identified. This route should be seen as an *integrator*, as opposed to a *separator*. Speed limits along this route will have to remain 50kph and the design of these streets and intersections should be such that they are not conducive to speeding.

Particular attention should be paid to allowing full land-use access and on-street parking. Cycling and pedestrian conditions, including crossing, should be enhanced, rather than detracted from as this route is located between the inner suburbs and the central city. It also passes several schools.

##### EXTENDING THE 30KPH ZONE

Health Impact Assessments (high-level analysis only) show that the Council-proposed extension of the 30kph zone in the central city (refer to Figure 5-39) would lead to health benefits. It would also lead to improved safety and amenity for pedestrians. Dunedin is currently ranked as second highest in New Zealand for pedestrian injury rate. Extending the speed limit zone is supported in this Framework.

It is important though to accompany this proposal by traffic calming measures. Drivers take their cue from street design and the surrounding environment and reducing speed limits without appropriate design interventions may not be sufficient to change driver behaviour. Currently, despite the 30km/h speed limit on George and Princes Streets some drivers still exceed that speed limit.



ABOVE FIG. 5-39: The Council-proposed extension of the 30kph zone

Making the 30kph zone too large would work counterproductive as well, since drivers can easily 'forget' that they are in a dedicated zone. The recommended outcome would be to clearly signal the 'entrances' to the 30kph zone, install traffic calming measures and restrict the zone to a logical area based on existing land uses and streetscape.

### ON-STREET PARKING IN RETAIL AREAS

From the perspective of the economic performance of the city centre it is important that car parking is not concentrated in one area but is scattered throughout the city centre in order to establish a balanced system of origin and destination walking paths. For this reason, on-street car parks should be seen as a valuable resource and should be re-instated or retained where possible. Car parks also provide the necessary buffer between moving vehicles and pedestrians on the footpath.

It is also important for city centre parking to be charged as charging increases the effective supply of spaces by increasing turnover. All available evidence on the performance of retail before and after charged parking shows that retail performance improves with charged car parking. If the Council wishes to associate car parking with public realm improvements it can use the collections from parking revenues for streetscape and public realm improvements in an area.

### TRAFFIC IN THE OCTAGON

The community and other stakeholders have expressed a desire for greater pedestrian focus in The Octagon and particularly on the outer street segments. From a traffic network and circulation perspective there are opportunities to calm and reduce traffic flows along these streets. The following issues should be considered:

- North-western segment (in front of the Municipal Chambers): currently used for one-way traffic, parking, taxi's - could be calmed down.
- North-eastern segment (in front of Amcal pharmacy): currently used for one-way traffic, parking, taxi's, deliveries - could be calmed down, retention of deliveries important.
- South-eastern segment (in front of the Regent): currently used for one-way traffic, deliveries - could be calmed down, retention of deliveries important.
- South-western segment (in front of art gallery): currently used for one-way traffic, buses, parking - should be retained for its strategic traffic function.

### TAXI STAND LOCATION

It is proposed that a relocation of the southbound taxi stand from the Lower Octagon to Princes Street should be investigated. The reason for this is the limited space for both bar clientele and waiting customers at the current taxi stand. This could often lead to conflicts or an unpleasant atmosphere. For this reason, some taxi companies have decided not to use this taxi stand anymore late at night. The idea to use the bus bay (not used late at night) on the corner of Princes Street and The Octagon should be further explored.

Northbound taxi's could remain in their current location in front of the Municipal Chambers (in the northern part of the Upper Octagon) with a possible extension into George Street over time, possibly also using the bus bay. Refer to Figure 5-40 for the locations described.

### PRINCES STREET

#### Between The Octagon and Rattray Street

The focus in this section should be on improvements to the existing micro public spaces (refer to Section 5.5.9).

#### Between Rattray Street and Police Street

The aim for this section should be to make it less vehicle dominated and more inviting. As a result of the proposed traffic improvements (two-waying Crawford Street, promotion of the Western Inner Relief Road) there may be scope to widen the existing solid median and introduce more trees that act as windbreakers, and reduce the sterility and perceived width of the street to give heritage buildings more prominence.

#### South of Police Street

The character of Princes Street currently changes in the vicinity of the Police Street intersection. Buildings south of that point do not address the street as actively as north of it. Several sites also have direct vehicle access.

It is proposed that a central median with trees and low planting should be investigated for Princes Street south of Police Street, for the following reasons:

- It would soften the appearance of a strongly traffic-dominated environment.



ABOVE FIG. 5-40: Central city taxi stand locations

- It would provide a greater sense of enclosure, currently limited due to inconsistency in the location and bulk of buildings (large interruptions exist in the form of Market Reserve and The Oval).
- Trees would help reduce the exposure to the cold southerly winds currently negatively impacting on the environment in Princes Street.
- With interruptions in the appropriate locations, it would assist with traffic making a right-turn and therefore benefiting land uses.
- It would improve pedestrian crossing opportunities, e.g. to access Market Reserve.



Strategic Direction:

5

## A Vibrant and Exciting City

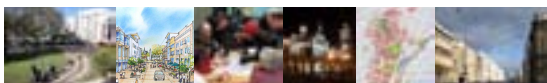
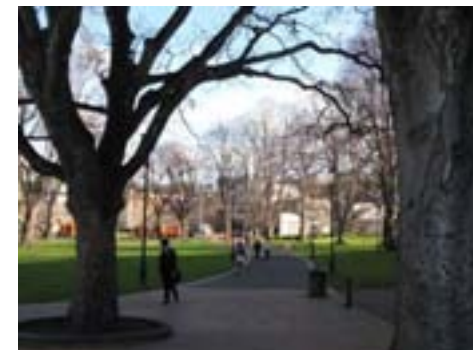
### Strategies aimed at making the central city more attractive to spend time in

In addition to being a concentration of employment and civic facilities, the city centre is the focal point for Dunedin's retail. Central city retail will benefit when people, locals and visitors, are encouraged to spend more time in the centre. A centre that offers vibrant and exciting places and experiences is able to do this best.

This Strategic Direction focuses on the attractiveness of the central city facilities and by extension its network of open spaces. This pertains to both quantitative as well as qualitative aspects. A well-functioning open space network includes public spaces within walking distance of all locations within the central city, offers spaces that are useable and fulfil a diverse range of functions for all users. Improvements to Queens Gardens and The Octagon as well as stronger linkages between these key open spaces help the city accommodate events of all types and sizes.

Initiatives under this Strategic Direction include:

- Protecting and strengthening the central city's retail position
- Enhancing the visitor experience
- Identifying additional public open spaces and their functions
- Improving Queens Gardens resulting from the opportunities offered by the proposed two-waying and reclassification of Crawford Street
- Enhancing The Octagon to better respond to its heritage setting, active edges and the need for green space
- Accommodating central city events in The Octagon and Queens Gardens





### 5.5.1 Regional Retail situation

Sections 5.5.1-4 contain adapted excerpts of a comprehensive report on retail and retail-related issues relevant to the Dunedin Central City. Refer to **Appendix 3** for the full report.

Dunedin has few of the retail role conflicts that beset other cities in New Zealand. Its CBD is dominant in the retail environment with suburban centres largely confined to a convenience or local centre role as opposed to a role that threatens the health and vitality of the CBD. This is an important economic issue as retail vitality in an urban (as opposed to a mall) environment unlocks a broader range of social and economic activity. The retail environment in the city appears to be relatively strong and healthy.

#### COMPETITION

Dunedin has to compete with:

- Queenstown's international attractor, possibly the new regional capital?
- Invercargill
  - Source of customers – shopping
  - Art and sports, other culture
  - Tertiary education
  - Link between rural land and Port
- Christchurch
  - Port competition
  - Some business services loss
- Auckland and Wellington
- The growing internet shopping market

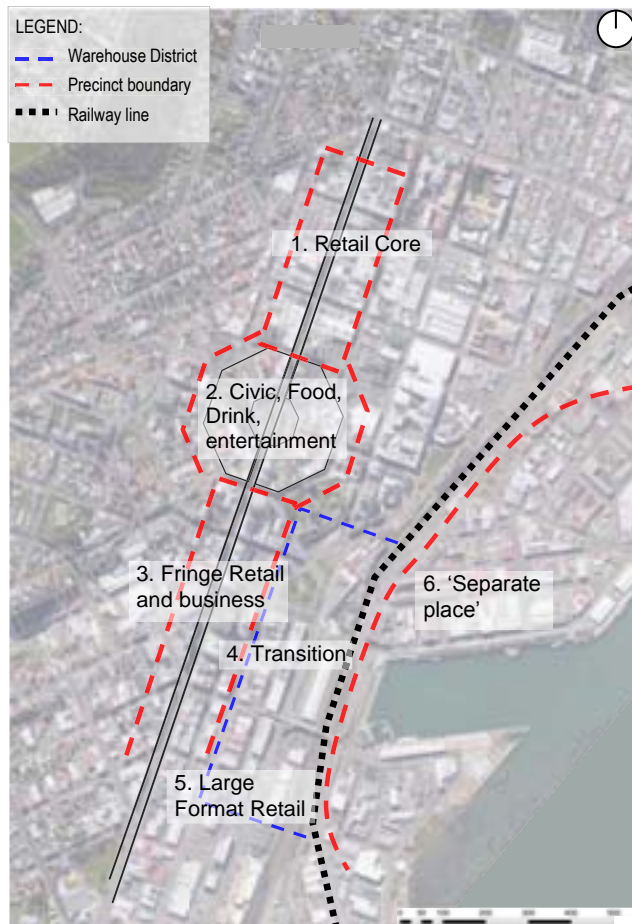
#### LARGE RETAIL OUTLETS

The wider metropolitan area shows a relatively stable population base and an appropriate distribution of supermarkets for this population (Figure 5-41). In addition, most of the major "large format stores" are present in the market and also in numbers suited to the population base. The possible arrival of new entrants and the ability to find sites for such activities is a relatively minor issue as the catchment is well served by such activities already. Adding another major store in the



ABOVE FIG. 5-41: Approximate locations of supermarkets and large format retail outlets, relative to population sizes and catchments

appropriate zone for this, located in the Warehouse District, will not materially add to the economic capacity of the city. Instead, the high value employment opportunities provided by the Creative Quarter do lead to adding to the wealth of the city. Taking up valuable space in the Creative Quarter would therefore come at an opportunity cost and would detract from one of the LTCCP's objectives of wealth creation.



ABOVE FIG. 5-42: Central city retail precincts

## 5.5.2 Central city retail

Several retail precincts can be identified within The Central City:

1. George Street - Retail Core
2. Octagon area - Civic, Food, Drink, Entertainment
3. Princes Street - Fringe Retail and Business
4. Warehouse District - Transition
5. Southern Warehouse District - Large Format Retail
6. The Dunedin harbourside area - 'Separate Place'

### 1) George Street - Retail core

The retail core of the city lies to the north of The Octagon, which generally acts as a full stop to the potential for a healthy and organic spread of retail stores to the south along Princes Street. It is important for the economic health of a city that specialty or fine grained retail (as opposed to large format or anchor stores) has a relatively free reign in contiguous street front locations around the city centre. This encourages a range of retail activities at a range of price points and stimulates business formation and entrepreneurship.

However, there is no benefit in modifying The Octagon in order to change this dynamic. Rather retail south of the Octagon and within the Warehouse District / Creative Quarter should develop its own role, qualities and character and not compete directly with the retail core to the north.

### 2) Octagon area - Civic, Food, Drink, Entertainment

Dunedin's civic heart is undoubtedly formed by The Octagon. This area features the City Council headquarters, The Municipal Chambers, St. Paul's Cathedral, the Public Art Gallery, a cinema, large areas of public space, various bars and restaurants, offices, and boutique retail.

As described, The Octagon somewhat functions as a divide between the retail core in George Street and the activities in Princes Street. In order to minimise the perceived distance from George Street to Princes Street through The Octagon, an increase in public realm activity

should be considered. One way of adding greater pedestrian life through the middle of The Octagon as well as securing the area would be to encourage New York style linear kiosks selling newspaper, fruit and vegetables, hot dogs etc. Views and other public space design aspects such as the current walkway covers through the middle of The Octagon should be considered. Spatial redesign options for The Octagon are presented elsewhere in this report (Section 5.5.10).



### 3) Princes Street - Fringe Retail and Business

The development of additional retail in and around Princes Street is desirable if it acts to inspire a broader range of employment and revitalisation of the wider Creative Quarter. Retail south of The Octagon is therefore seen as a subsidiary service mechanism for wider economic endeavour and not as an alternative to the retail core that is positioned to the north.

However given the characteristics and intent of the proposed Creative Quarter, retail that is a product of on-site or Otago-based design activity should be encouraged. It would be ideal if design-based retail became a major feature of the precinct. Such retail could be in the fashion, home wares, accessories or furniture and furnishings categories but could also include the visual arts. Improvement of the connectivity with the Warehouse District is therefore crucial.

Anything that is local design based should be allowed at any scale. Otherwise any boutique retail (specialty retail) should be allowed if it directly contributes to the vitality of the street (no internal retail unless in the form of a design centre). Specialty retail is in this context classified as anything less than 300m<sup>2</sup>, unless local design or specialty food (but not supermarket), which can be bigger. This precinct should be given a relatively free reign to evolve. It needs to develop its own cache and can act as a counterpoint to the core north of The Octagon.

Although design-based retail is preferred, a fashion outlet would also be acceptable, provided that all of it addresses the street in the form of multiple buildings, and not an internalised centre. An outlet could form an obvious starting point and could work early to assist to trigger high intensity use and employment on upper building levels and internal spaces.

Retail is considered not on its own account but as an inspirer of a wider and more intensive and high value employment mix. Retail is therefore subservient to this objective (hence the need to ensure that it activates the public realm as the highest priority).

### 4) Warehouse District - Transition

The current provisions in the District Plan provide for large format retail in the Warehouse District (the proposed Creative Quarter). Some smaller versions of this activity have sprung up on the east side of Cumberland Street, but generally the market has not required this area for the purpose for which it was intended. Large format retail is amongst the lowest economic yielding activity in any city. To largely quarantine an entire area of the basis of a possible future change in the retail market is not ideal. The city is well served by a range of retailers in the general "large format" category and the likelihood of replicating or adding additional large format stores is low. Despite industry preferences to co-locate such stores into major centres this would be almost impossible within this precinct due to heritage constraints (even if such an outcome was considered desirable). Furthermore the urban qualities of the "Warehouse District" are exceptional and ideally suited to creative industry, which offers a much higher economic return to the city and better fits with the "Wealthy Community Vision" as outlined in the LTCCP. Given the evolution of businesses out of and around the tertiary education sector, this precinct seems ideally suited to intensification and provides an adaptable and flexible platform for a variety of clean and creative industry activities as well as inner city living. The qualities of the precinct could be further improved by public realm works that softened the street edges and modified traffic behaviour in streets such as Vogel and Bond Streets. These streets could be seen as shared spaces, but it would be important to retain as much of the parking as possible so as to lessen the effects of higher levels of visitation and activity.

Improved connectivity with the retail core and the civic heart is crucial for this area to generate a benefit and function as complementary to other areas in the central city.

### 5) Southern Warehouse District: Large Format Retail

The Southern part of the Warehouse District and the area to the south of it (up to The Oval) accommodates predominantly large format retail and smaller service and

trade retail. Different from the area roughly north of Police Street, the built form in this area is dominated by lower quality buildings, several with large setbacks for parking or trading yards on the street side.

It is envisaged that this area continues to attract these uses. However, District Plan revisions may be required in order to align the minimum site sizes in the Plan with what is currently available.

### 6) Steamer Basin / the harbourside area - 'Separate Place'

The Steamer Basin is largely severed from the city centre due to the interventions of the State Highway, the heavy traffic bypass and the rail line. Even with the most effective pedestrian devices that could assist people to cross these barriers the site is a separate place from both the core city centre and the neighbouring Creative Quarter. For this reason its retail and commercial role should be carefully managed. Food service retail would be expected to be the dominant activity in the Basin, with other retail categories as ancillary. The objective for retail at the Steamer Basin should be for it to be a subservient use to other activities. There is possibly one exception to this being a fish market. However it is unknown as to what capacity exists for such a use that expands existing sea-based activities and facilities. In other words we would accept a retail use that expanded on the economic relationship with the sea, but not a use that is well provided for elsewhere and which through its location elsewhere generates wider economic benefits and effects. The scale of development in the Basin in a city with limited growth is clearly a tension given its degree of separation from the city centre. As an objective it would seem appropriate for regulation to require the Basin to not act to disperse activities that are better concentrated in the central city. Activities that fall into the sensitive categories in this respect are signature offices and comparison retail.



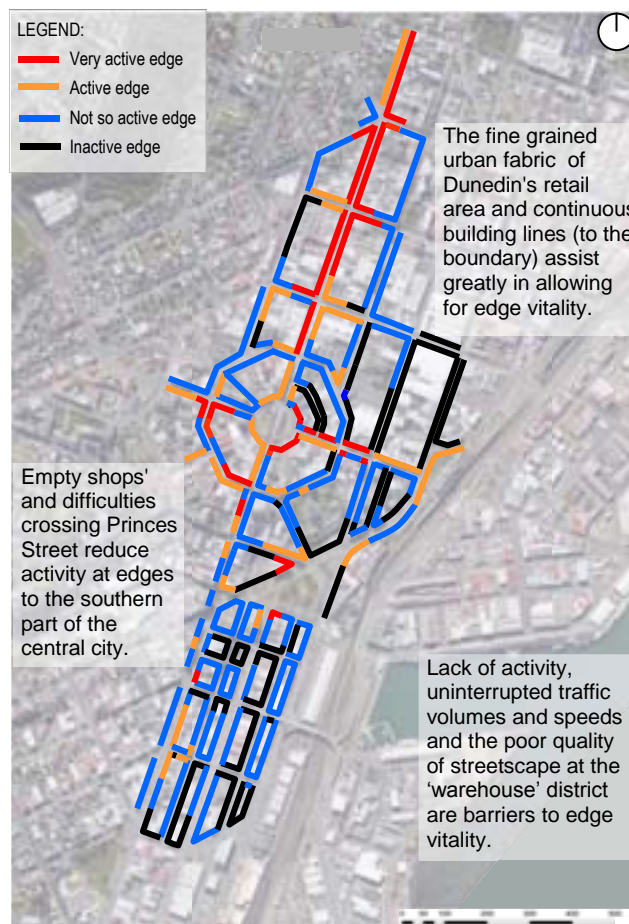
### 5.5.3 Edge vitality

Figure 5-43 illustrates the activity or lack of activity experienced on the built street edge. There is a noticeable relationship between the quality of the streetscape (the public realm design and traffic conditions) and the response of the land use to it. The reverse could also be true: areas that are less attractive to walk past, due to their inactive edges or dominant vehicular traffic, would be less likely to have qualified for a streetscape upgrade.

The main observation from this analysis is that George Street undoubtedly features the most extensive uninterrupted area of high level activity on the street edge. This coincides with its identification earlier in this report as the centre's retail core. Conversely, secondary retail areas, including Princes Street immediately south of The Octagon, feature less active street edges. Activity levels on Princes Street gradually diminish going south due to empty shops, modern office blocks with poorly designed ground floor edges and inhospitable environmental conditions.

Points to note include:

- In many areas outside George Street, edge vitality is negatively impacted by large areas where buildings back onto the street. Examples of this can be found in Cumberland and Castle Streets, the State Highway one-way pair where motorised traffic is dominant and pedestrian conditions are harsh.
- Another example of an area with not so active edges is observed in Filleul Street where poorly designed buildings and on-site car parking interface with the street.
- In the 'Warehouse District' large areas suffer from extremely low levels of activity at the street due to vacancies and buildings that are underutilised.



ABOVE FIG. 5-43: Edge vitality

### 5.5.4 City management and economic development

Successful cities typically have place-based management organisations in place that facilitate change and improvement in their city centres. This is currently missing in Dunedin City. Such organisations are usually retail-dominant and actively involved in marketing and public realm works along with civic lobbying and facilitating deals between new tenants and landlords. However, most management entities operate in a competitive environment with the suburban centres challenging their role. This dynamic does not exist in Dunedin. This begs the question as to whether the city would perform better with centralised management that was exclusively focused on the city or whether it is needed at all. In retail terms possible benefits to the city would lie in the following areas / activities:

- Focused marketing to regional residents and visitors.
- Coordinated public realm maintenance.
- Proactive promotion of the city to new or desired retail tenants.
- Active lobbying of central city / retail issues to the Council.

Any strong signals that the city needs such an entity were however not picked up, so it is recommended that it does not have high priority. As outlined above, the city centre is in a relatively unique position in New Zealand in that it does not have major competition for its role from the suburbs. Given the higher economic tasks of the EDU and its importance in assisting to deliver the "Wealthy Community Vision" it should not be distracted from this task by being the city centre manager.

If a management organisation were set up, ideally such an entity would be predominantly funded by a special rate collected from the businesses within an identified area and turned over to the management company. In such a model the entity would sit outside the Council, but with Council representation on it. If the Council entirely funded the management entity, then it should most appropriately sit within a division of the Council.

### 5.5.5 The visitor experience

The current visitor experience of the central city has been analysed as part of this project. The result is shown on the map overleaf.

The following propositions have consequently been identified:

- With the (at least perceived) lack of signage to public parking, to camping grounds, to the i-site and to the railway station, this should be improved.
- There is lack of long term parking accessible for campervans and in walking distance from The Octagon. For this reason the railway station should be promoted and if needed improvements should be made for it to function as a central transit hub with parking, coach and mini-bus set-downs, and passenger transport information.
- The relocation of the i-site should be considered in the long term. This should include a location in or near the railway station, if severance of the connection with The Octagon can be reduced.
- More areas of short term free parking (P10, P30), especially near the current i-site should be considered as part of a more comprehensive consideration of on-street parking.
- The State Highway one-way pair is a barrier between the area around The Octagon and some major tourist attractions, including the Otago Settlers Museum and the railway station. This Central City Framework proposes reduction of the severance of the State Highway one-way pair south of Leviathan Hotel. An intervention in the future dealing with the State Highways north of this point (in outline terms supported as part of this Central City Framework) will improve the pedestrian routes to the railway station and the Settlers Museum.
- In response to the (perceived) lack of toilets in accessible and safe places, new locations should be considered.
- The legibility of the bus system should be improved for people who do not use it daily.
- Tourist trails with signage and interpretation should be introduced (e.g in the London Street-York Place area, and the route: Octagon - railway station - Queens Gardens - Exchange).
- The square in the Exchange should be introduced as an orientation point and gateway to future visitor attractions in the Warehouse District.

Non-spatial analysis identified that the visitor stay could possibly be extended by:

- Better packaging of visitor attractions.
- Further improvements to the promotion of Dunedin's attractions.
- Growing the heritage awareness, leading to better 'story telling' to the visitor.



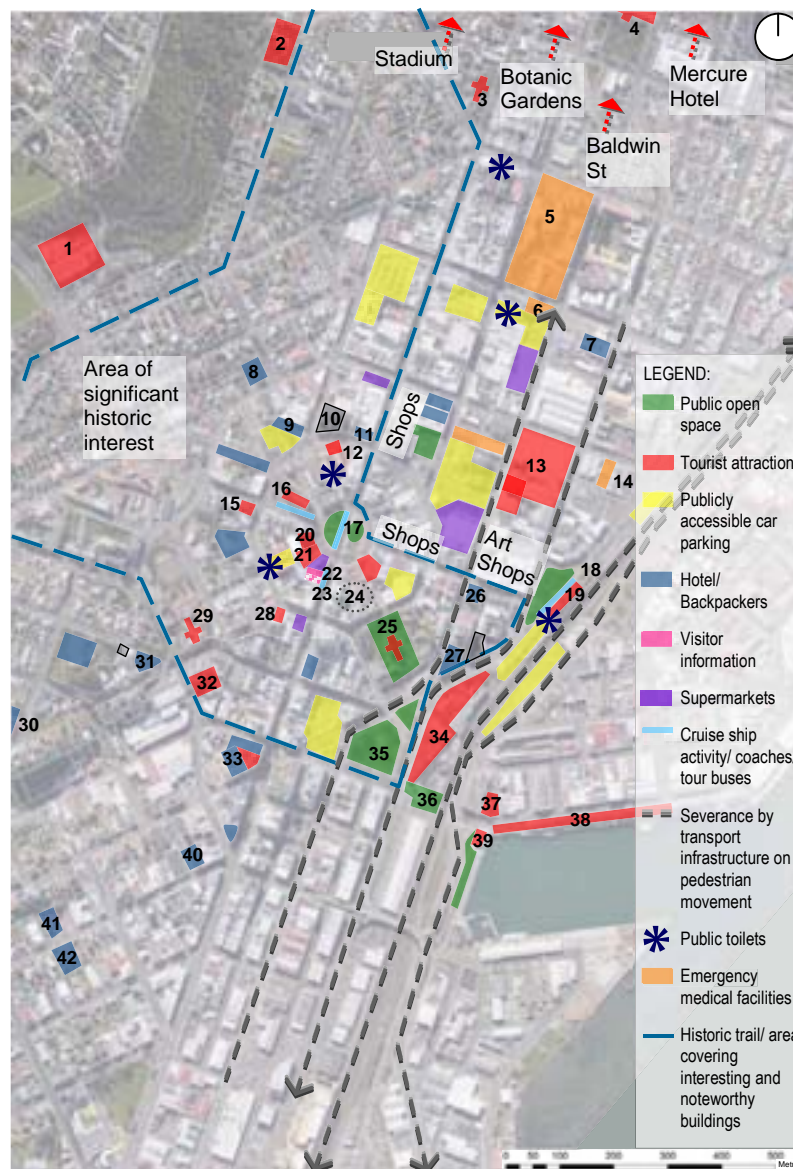
ABOVE FIG. 5-44: Proposed improvements of the visitor experience



## Background analysis: the visitor experience

Figure 5-45 illustrates the main visitor attractions and other items relevant to the visitor to the Dunedin Central City. The numbers on the map refer to the following:

1. Moana Pool
2. Olveston
3. Knox Church
4. Otago Museum
5. Accident and Emergency
6. Emergency Pharmacy
7. Living Space
8. York Motel
9. Backpackers
10. Post Shop
11. Backpackers
12. Metro
13. Cadbury
14. Intercity Bus Depot
15. Fortune Theatre
16. St. Pauls Cathedral
17. Octagon Market/ Cruise ship drop off
18. Farmers Market
19. Station, Sports Hall of Fame, Taieri Gorge Train, Art Society
20. Hoyts Cinema
21. Arts
22. i-site
23. City tours
24. Arts
25. First Church & Museum
26. Law Courts Hotel
27. Leviathan
28. Rialto
29. St Josephs
30. Backpackers
31. Backpackers
32. Speights Brewery
33. Casino/ Hotel



34. Otago Settlers Museum
35. Queens Gardens
36. Chinese Gardens
37. Pub
38. Cruises
39. Customhouse (restaurant)
40. Backpackers
41. Backpackers
42. Backpackers

ABOVE FIG. 5-45: Attractions and other items important to the experience of the visitor to the Dunedin Central City

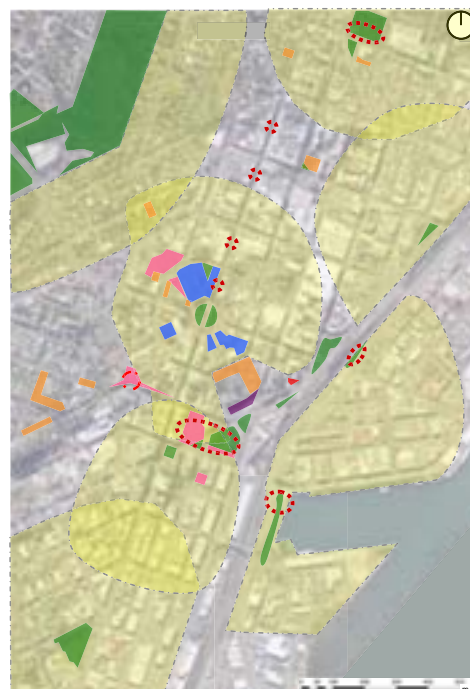


### 5.5.6 Public open space distribution

The distribution of public open spaces within the central city has been analysed. Drawing a circle representing a 5 minute walk around each open space illustrates which areas have and which areas do not have public open space within walking distance.

Figure 5-46 shows the result of this analysis. The main findings include:

- The central city is generally well provided with urban open spaces within walking distance (400m) of any location within the centre.
- There is a noticeable shortage of open space in the north of the CBD with a gap being shown between in the area bound by Frederick, Filleul, St Andrew and Great King Streets.
- The grounds of First Church offer the potential to serve as additional open space and could further strengthen the network between Queens Gardens and the CBD.
- Council-owned land should be investigated for their potential to create additional open space or linkages between existing open spaces.
- The privately owned car park at the bottom of Burlington Street could be strategically important in providing additional open space connections.
- Existing public open space could be redeveloped to improve its performance and attract intensified use.
- The State Highways diminish the actual walkable catchment of open spaces.



ABOVE FIG. 5-46: Public open space distribution



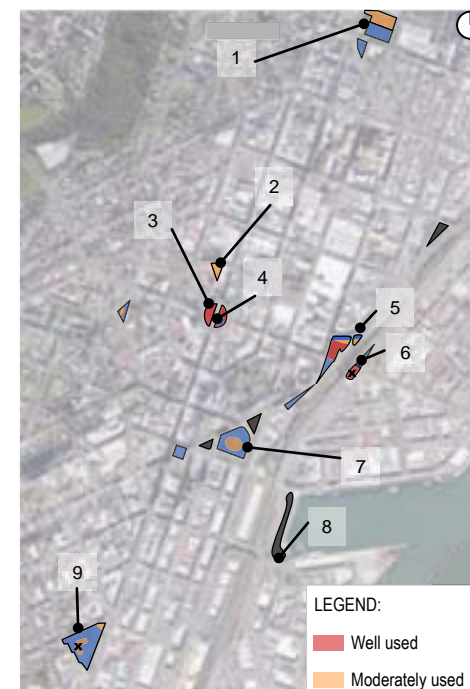
### 5.5.7 Public open space quality

The quality of open spaces within the central city has been assessed, based on gradations of how well-used they are. The result is shown in Figure 5-47.

Highlights include:

- The grassed area in The Octagon is popular for passive recreation. The bottom area suffers from lack of use due to its exposure to the elements and design that fails to suggest use.
- Traffic has been identified as having a negative effect on the edges of much of the city's open spaces.
- Improvements and upgrades should address issues of poor definition and access.
- Well used inner city open spaces such as the upper Octagon and the library plaza could be improved through upgrades to landscape treatment, materials and furniture.

In addition to the distribution and qualities, the different functions of central city public spaces have been assessed. These assessments together have led to propositions for upgrades of existing and developments of new public spaces within the city centre. These are presented over the following sub-sections.



ABOVE FIG. 5-47: Quality of existing open space, based on how well-used the spaces are



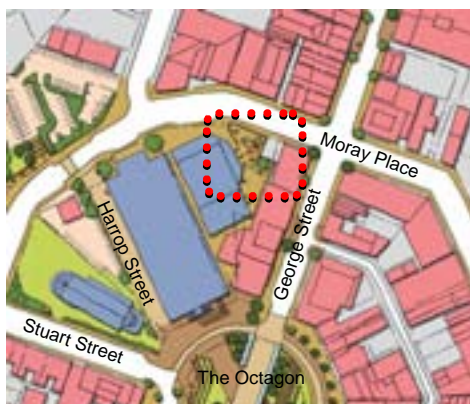
1. Museum Reserve: well used, but interference with traffic movement on peripheral parts. Predominantly a pedestrian movement area with less emphasis on passive use, i.e. pass through, rather than stay.
2. Library plaza: well used, but needs better definition.
3. Upper Octagon: well used.
4. Lower Octagon: some confusion of use, conflict between passive and active.
5. Railway station: iconic setting.
6. Skate park: well used for this specific purpose, needs better definition of edges.
7. Queens Gardens: conflict between active traffic movement and passive use; peripheral areas very under-used, due to strong influence from traffic.
8. Steamer Basin Reserve: not as well used as it potentially could be.
9. Market Reserve: steep bank discourages access; playground relatively well used; traffic issues along southern boundary; very exposed.

## 5.5.8 Public open space proposals

The analysis on the previous pages has led to a number of open space related proposals. This includes open space upgrades, redesign, playgrounds and public toilets. The numbers below refer to the proposed sequence and correspond with the numbers in Figure 5-48.

1. A playground at Albion Place. It is envisaged that this will extend the functionality of the existing open space. It also forms a direct alternative to the McDonald's facility, which is not a public playground.
2. Low-key play equipment in the library Plaza, to provide a place for families with children to hang out (refer to Figure 5-49 and the photo examples shown).

List continued overleaf >>



ABOVE FIG. 5-49: Proposed play space in the Library Plaza



Current situation in the Library Plaza



Examples of the kind of atmosphere that could be created in the Library Plaza



RIGHT FIG. 5-48: Proposed changes to the open space network (numbers refer to sequence)



3. A green open space adjoining the Council-owned car park in Moray Place / Filleul Street. This pocket park would take advantage of the elevated and sheltered location of the site. It would provide an additional green space and offer welcome relief for workers. The current car parks could be retained. This space would also encourage pedestrian traffic through Harrop Street and the linkage would be strengthened through coordinated paving and planting. A design concept is shown in Figure 5-50. Other improvements in this area could include a connection between Harrop Street and the grounds behind St. Paul's Cathedral (Figure 5-50).
4. A play area (aimed at children under 5yrs) near the railway station and skate park to provide for the whole family during the Farmers Market.



RIGHT FIG. 5-50: Proposed pocket park near the Filleul Street / Harrop Street car park



Moray Place

The Moray Place / Harrop Street / Filleul Street car park seen from Moray Place

5. Queens Gardens redesign, high priority, but depending on the proposed revised traffic situation (refer to Section 5.5.11).
6. A new highly visible and accessible public open space, facing north, in the Warehouse District on the car parking site bound by Crawford, Water and Vogel Streets. This proposal is dependent on the proposed development of a car parking building elsewhere in the precinct. The design could include both soft space as well as an informal sports court, e.g. with a basketball hoop (refer to Figure 5-51).
7. Design changes to the Exchange Square to encourage better use as orientation point for visitors and allow an uninterrupted High Street view shaft (refer to Figure 5-52).
8. Several options for an upgrade of The Octagon, including more space for pedestrians and less for cars, clearer lines of sight, better definition of its envisaged use (refer to Section 5.5.10). Public toilets should also be considered for a location somewhere in The Octagon. In the short term longer opening hours of and better signage to the public toilets in Municipal Lane would suffice.
9. Modifications to the Steamer Basin Reserve to make it more user friendly. The design should include natural storm water management systems.

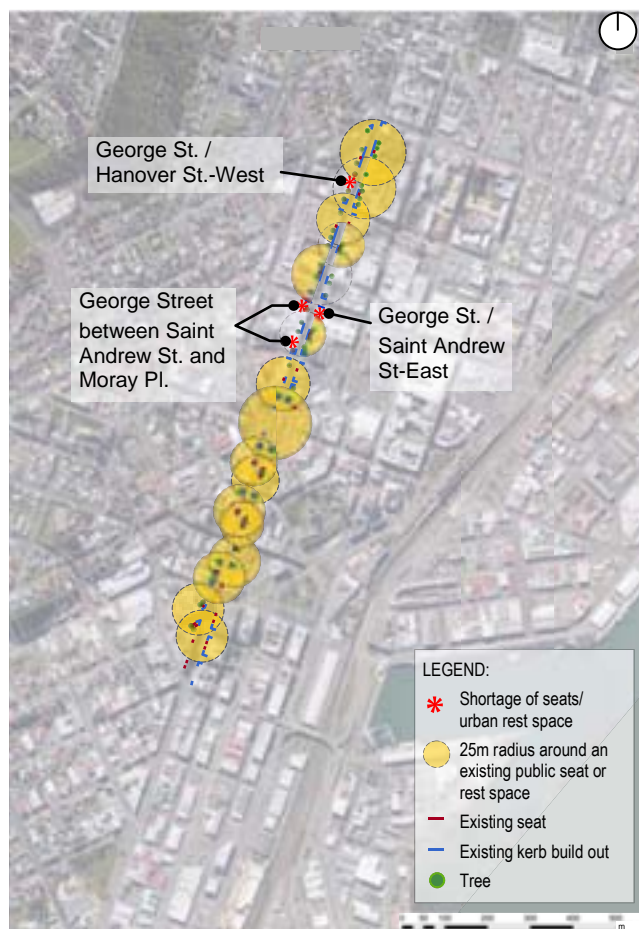


ABOVE FIG. 5-51: Conceptual design for the proposed new open space in the Warehouse District



ABOVE FIG. 5-52: Proposed redesign of the square in The Exchange (concept only)





ABOVE FIG. 5-53: George and Princes Streets: amenity of micro public spaces

### 5.5.9 George and Princes streetscape amenity

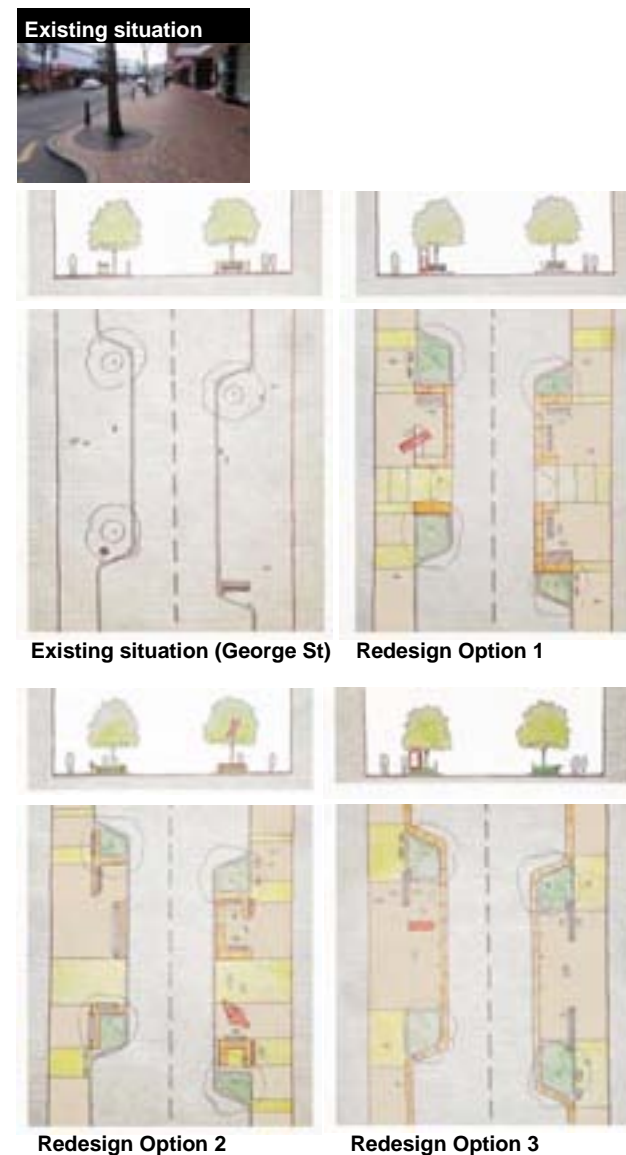
The streetscape amenity in Dunedin's retail streets (George and Princes Streets between Frederick Street in the north and Jetty Street in the south) has been assessed, using circles with a 25m radius around on-street seating and rest spaces. The areas outside the orange circles in Figure 5-53 form 'gaps' in an otherwise continuous pattern of streetscape amenity. In response four small urban main street nodes with additional amenities are proposed for the locations indicated on the map. This could be achieved by replacing one or two car parks by pedestrian spaces.

#### Other highlights of this analysis:

- The kerb build-outs at the northern end of George Street are well used and have created micro gathering spaces based around retail.
- In Princes Street the frequency of street trees and furniture is adequate, although the quality of the amenity is somewhat negatively impacted by the quality and location of the furniture.
- Additional street trees and improved furniture design and location would offer protection from wind gusts along Princes Street. Deciduous trees would offer the greatest benefits, providing shade in summer, while letting through the sun in winter.
- There is some conflict caused by private operators assuming control of the build-outs. This should be addressed through better management and thoughtful design solutions.

#### DESIGN OF THESE MICRO PUBLIC SPACES

Although most of these micro spaces are reasonably successfully used, there are several ways of improving their amenity (particularly aimed at improving safety, providing shelter and re-orientating seating) by low-cost interventions that could be incrementally implemented over time. Figure 5-54 shows three conceptual redesign options, alongside the typical existing design.



ABOVE FIG. 5-54: Micro public spaces in George and Princes Streets: existing situation and redesign options (conceptual only)

### 5.5.10 The Octagon

The Octagon is undoubtedly Dunedin's heart and premier civic space. It features the City Council offices, the Municipal Chambers, St. Paul's Cathedral, the Public Art Gallery, a cinema, large areas of public space, various bars and restaurants, offices, boutique retail, and access to the Town Hall and the Dunedin Centre. The place attracts a wide range of people, including workers taking a lunch break, locals meeting others or reading a book, and tourists photographing buildings or orienting themselves on a tour of the city.

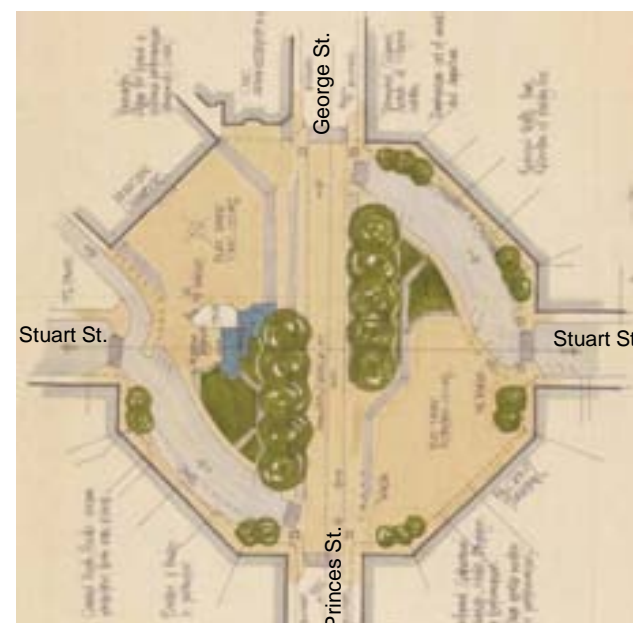
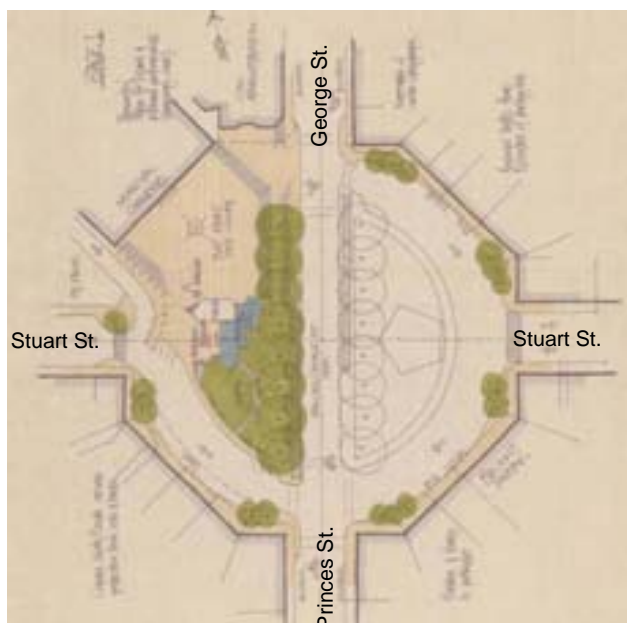
Observations and consultation have identified the need for improvement to this key open space:

- Currently The Octagon and the high quality heritage architecture that surrounds it, have little physical connection. The streets around and through the space create barriers between buildings and open space. This reduces the quality of the experience in this space.
- The same applies to the visual connections. Views through The Octagon and down Stuart Street are interrupted and views onto some of the city's most memorable architecture (the railway station, and the Municipal Chambers and St. Paul's Cathedral) are blocked by elements in the public realm.
- The current trees are very strong characteristic elements, giving the space a soft and green image, displaying the seasons and attracting birds. However they also strongly reinforce the street bisecting the space and block important view shafts. The health of some of these trees have been of concern in recent years.
- There is a lack of gathering space and space for tourists to admire the heritage buildings.
- In the Lower Octagon the footpath space is at times fully taken up by outdoor seating associated with bars and restaurants. Especially in the evening, passers-by conflict with people standing outside bars.

RIGHT FIG. 5-56: Plans for The Octagon by the Ministry of works, emphasizing the prominence of the City Hall. Date unknown



ABOVE FIG. 5-55: Current plan of The Octagon, with indication of the view shaft from the Robert Burns statue





Although not urgent, future upgrades should take into account these considerations. Their main aim should be to raise the profile of Dunedin's Central City with visitors and reflect the changed activities in and around the space, rather than change for the sake of change or to be trendy. A staged redesign is proposed.

### OCTAGON IMPROVEMENT

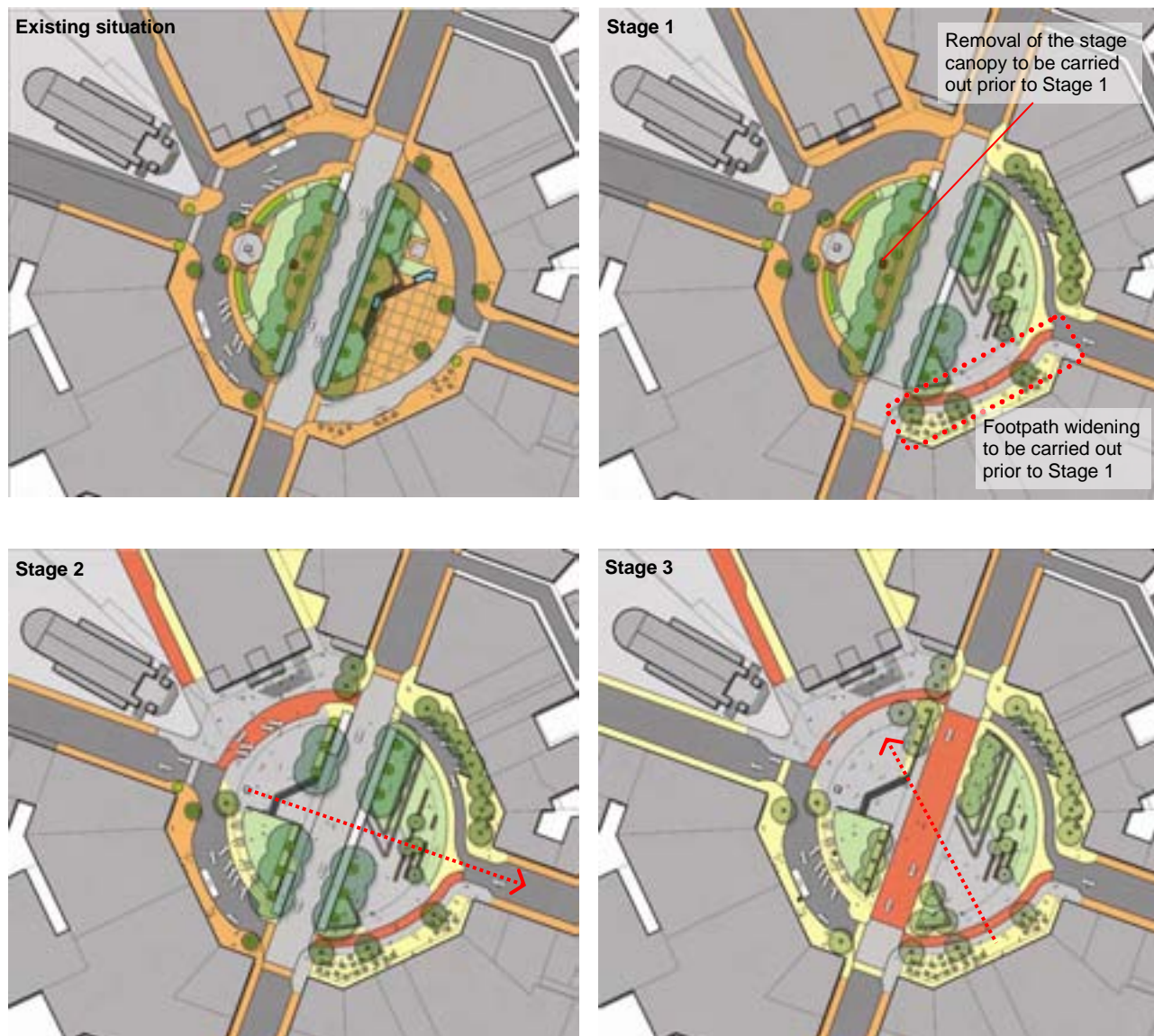
Figure 5-57 illustrates the design stages of The Octagon, addressing the abovementioned issues.

#### Stage 1

- The carriageway in the southern part of the Lower Octagon is narrowed to give more space to pedestrians and separate between space for the bars and walking through. It is suggested that this intervention be carried out prior to other elements of Stage 1.
- The stage canopy is removed. It is suggested that this intervention be carried out prior to other elements of Stage 1.
- The footpath on the outside of the northern part of the Lower Octagon is widened to give more space to activities on the footpath. The parking arrangement is changed to angled, reducing the length of kerb taken up by parking and leading to a reduction in the space taken up by vehicles. Trees are planted for greater pedestrian amenity.
- The Inner part of the Lower Octagon is redesigned to emphasise the diagonal line with a focus on the Municipal Chambers and the Cathedral, and create a stage of these historic buildings. Slightly more grassed space and some new trees are provided. The two central trees are removed to allow views along the diagonal, through the centre of the space.

#### Stage 2

- The diagonal line of paving is carried through into the Upper Octagon and the carriageway in front of the Municipal Chambers is transformed to a shared space with new paving and the elimination of kerbs. Angled parking and space for taxi's is retained.



ABOVE FIG. 5-57: Changes to the public space of The Octagon, to be carried out in stages



- Harrop Street is integrated in this upgrade to link the Octagon with the proposed pocket park adjoining the Council-owned car park.
- The inner part of the Upper Octagon is partly paved and partly grassed and connected with the paved areas on the outside by keeping it more or less at the same level with a series of steps towards the middle.
- A number of trees are removed to allow for view shafts down Lower Stuart Street.
- In the southern part of the Upper Octagon the footpath space on the inside is widened to accommodate food carts and public art.

### Stage 3

- The pedestrian canopies in the central carriageway have been removed to improve visual connections through the space. Alternatively these could be replaced by a fully glazed and lower version with the same, or possibly improved, shelter attributes (refer to the photo examples on this page).
- Trees in the central carriageway are replaced when the lifespan of the trees require this. Openings are left to allow views along Stuart Street and onto the Municipal Chambers.
- George Street through The Octagon is repaved using the same material as the shared spaces on the north-western and south-eastern sides.
- The parking and the taxi stand in front of the Municipal Chambers are removed to give pedestrians more space.

### TREES

As stated above, the trees in The Octagon are valuable and characteristic elements in this public space. The proposed improvements include the planting of more trees over time, particularly around the edges of the northern Lower Octagon, as well as prominently in the middle. It is recommended that the removal of trees should be based upon a possible natural decline, although combining this with the removal of some healthy trees may most likely not be possible to be avoided.



ABOVE FIG. 5-58: Historic photo illustrating the original prominence of the Municipal Chambers in The Octagon and the gradual slope between the Higher and Lower halves of The Octagon.

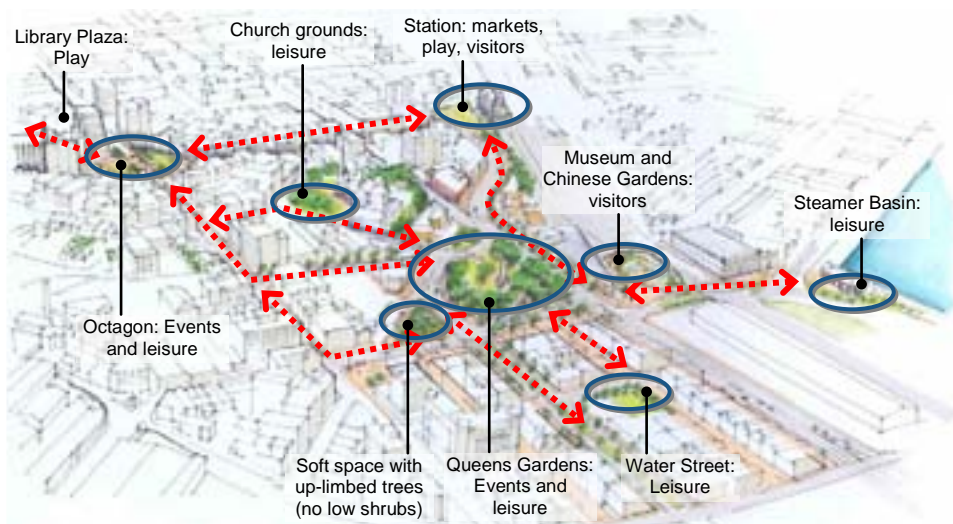


ABOVE FIG. 5-59: Redesign of The Octagon, Stage 3 with replacement of the walkway covers by a fully transparent, glazed alternative, trees are replaced by smaller versions and planted in new locations (artist's impression only)

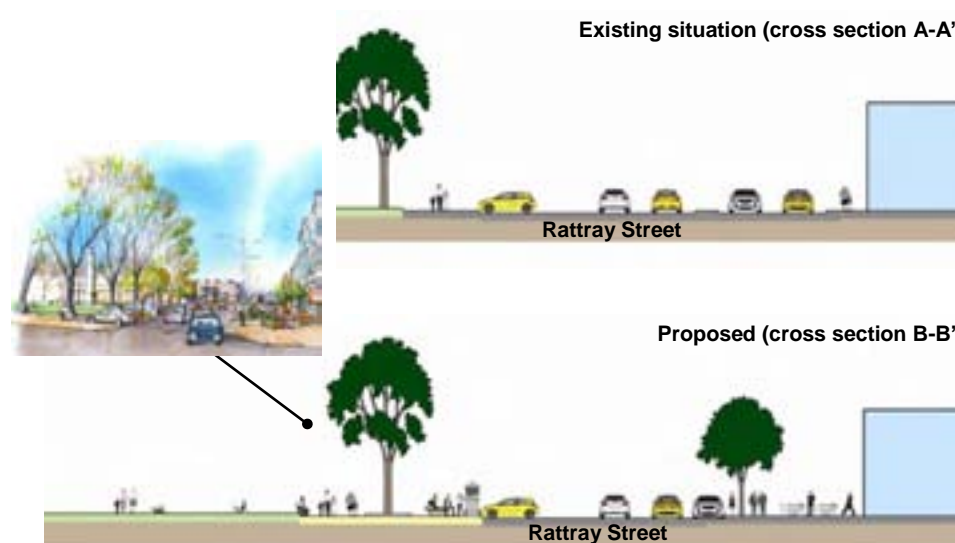
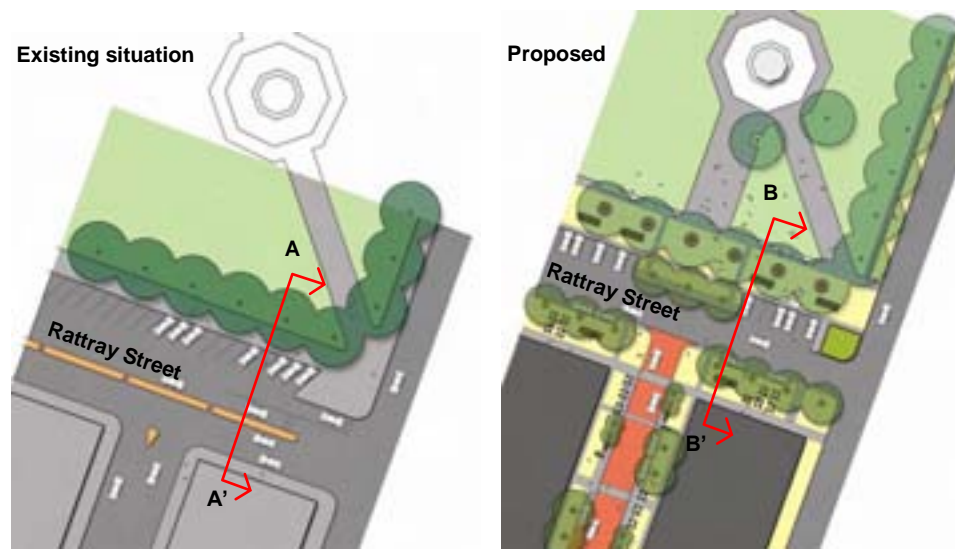
### 5.5.11 The Events network

As described in the Traffic-related Section 5.4.4. The proposed changes to the State Highway one-way pair provide opportunities to improve connections between The Octagon, Queens Gardens, The Chinese Gardens and the Otago Settlers Museum. Other initiatives are aimed at improving connections between The Octagon and the railway station along Stuart Street, and between the railway station and the museum along High Street and Queens Gardens. All these improvements are resulting in an open space network consisting of several open space experiences and opportunities for events. In more detail, the open space and pedestrian-oriented initiatives include the following (refer to Figure 5-60):

- Improvements to The Octagon and the Library Plaza.
- Development of a Pocket Park adjacent to the Filleul Street car park and Harrop Street.
- Widening of the footpath on the southern edge of Queens Gardens and additional furniture and seating. Widening of the footpath on the southern side of Rattray Street with opportunities for north-facing outdoor commercial activities (refer to illustrations in Figure 5-61). This will also assist in improving connectivity with the employment activities in the Warehouse District.
- High priority footpath upgrades in Moray Place, Burlington Street and Dowling Street.
- Upgrades in Princes Street between The Octagon and Dowling Street aimed at improving shelter against the elements.



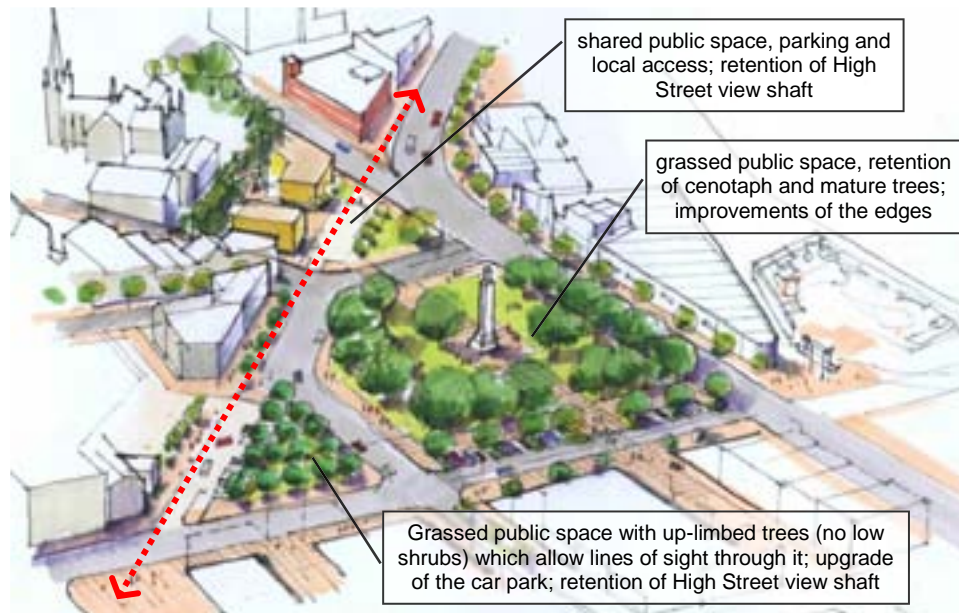
ABOVE FIG. 5-60: Events network connecting the key existing, redesigned and newly proposed open spaces



ABOVE FIG. 5-61: Improved southern edge of Queens Gardens: Existing situation (cross section A-A') and proposed (cross section B-B')



- Work with First Church to encourage more formalised public access to the open space around the church, possibly including a walkway down the bank connecting with the Leviathan Hotel car park.
- Work with the Leviathan Hotel to encourage commercial or mixed-use development on the car park facing Queens Gardens.
- A wall on the Eastern edge of Queens Gardens (Figure 5-63) providing for a safer family-oriented space.
- Improvement to the pedestrian experience along Castle and High Streets through additional street trees, furniture and public art. This is the key connecting Queens Gardens and the Settlers Museum with the railway station.
- Improvements in Lower Stuart Street, including furniture and street trees and accommodation of bicycles as part of the proposed strategic network (Crawford-Cumberland Central-Stuart-Moray-Great King Street, as explained in Section 5.4.8).
- Additional play space near the skate park at the railway station and possible other open space improvements in front of the railway station.
- A possible future connection across the railway line (either at-grade or in the form of a pedestrian / cycle bridge preferably at the end of Rattray Street) would be an extension of this network to include the public space on the edge of the Steamer Basin.



ABOVE FIG. 5-62: Improved routes to and around Queens Gardens



Existing situation (cross section C-C')



Proposed (cross section C-C')



ABOVE FIG. 5-63: Improved eastern edge of Queens Gardens (Cumberland Street interface)



## 5.5.12 Events and event space

### THE OCTAGON

Dunedin currently accommodates approximately 150 small community events per year. Approximately 30 of these take place in The Octagon with the balance in other parks (Chingford Park, Museum reserve, Market reserve, the Oval, Logan Park). While events bring the desired life to the middle of the city, there are also some issues that should be addressed:

- The size and nature of some events are not fitting for The Octagon.
- Sometimes the road is closed for events when it does not need to be, according to a number of retailers negatively impacting on their turnover.
- For some events the road should be closed for safety reason but is not, due to the lack of notification (there are 21 days notification required to close the road).

For these reasons and given the proposed changes to Queens Gardens, pedestrian routes leading to it and the surrounding roads, it is proposed to use Queens Gardens more frequently as an events space.



Current events space in the Lower Octagon

### QUEENS GARDENS

What sort of events could go into Queens Gardens?

- Events too large for the Octagon;
- Events that require a meeting point for cars / motorbikes at the start of the event;
- Events connected with the Chinese Gardens or Settlers Museum;
- Events with large structures;
- Larger music / performance events;
- Large protests;
- ANZAC events;
- Noisy events; and
- Long events (2 days or more).

For this reason the following issues should be considered pertaining to Queens Gardens as a more frequent events space:

- Public toilets in the vicinity should be improved.
- The impact on the road network resulting from large pedestrian flows should be considered as well as pedestrian safety.
- Some form of a barrier is needed at the interface with the State Highway to contain people in the Queens Gardens and assist with the safety of children.
- The capacity of public parking in the vicinity should be assessed (the Dowling Street car park is over-subscribed for permit-holder parking).
- The safety of the venue relative to fireworks should be confirmed.
- The impact on the surrounding environment should be considered, especially if more residential activity is to take place in the CBD and Warehouse District.
- Consultation with local retailers is required. On the one hand, the loss of activity may negatively impact on businesses in The Octagon, but on the other hand less road closures around The Octagon may impact positively on businesses in Princes Street.
- Consultation is required concerning the relocation of Doctor Stuart's monument from Queens Gardens, which may free up more open space.



Another envisaged use of Queens Gardens is promoting it as an exercise space for visiting sports teams

Strategic Direction:

6

## A Memorable and Distinctive City

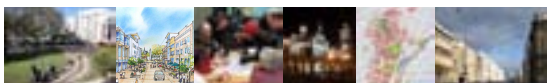
### Strategies aimed at protecting and enhancing Dunedin's unique building quality

Dunedin's heritage buildings are a valuable resource for the city and play an important part in defining the city's character. A strong focus in this Central City Framework is to protect and celebrate the key aspects and elements of this built resource. The best way of protecting heritage buildings is adaptive re-use for the activities identified in earlier parts of this Framework. The Warehouse District offers the greatest opportunities for this.

Additionally, alignment of District Plan requirements will help achieve the strategic objectives of the vision for the central city and the Warehouse District in terms of encouraging the desired activity and protecting valuable characteristics.

Initiatives under this Strategic Direction include:

- Identification of development potential within the central city
- Continuation of the protection of valuable heritage buildings
- Enhancement of the Warehouse District character
- Improving architectural lighting on buildings
- Changes to the District Plan to align it with the objectives and initiatives of this Central City Framework



### 5.6.1 Heritage value and redevelopment potential

Figure 5-64 illustrates the result of an assessment of the heritage values and redevelopment potential of buildings within the study area. This broad-brush approach identified four categories buildings and sites:

- Buildings with a high value from a character and heritage perspective;
- Buildings with a lesser value from a character and heritage perspective;
- Buildings where appropriate redevelopment could enhance the heritage character of the area and the townscape in general; and
- Vacant sites - to be redeveloped.

#### PROPOSITIONS

This assessment has led to the following proposed high-level initiatives:

- The Warehouse District as a collective precinct should be protected and enhanced. Character buildings should be protected and newer, low quality buildings should be replaced with better quality new buildings that respect and enhance the character of the area.
- The Exchange and Princes Street area should be revitalised, building on the many valuable heritage buildings, and halting further demolitions and open-air car parks.
- Appropriate redevelopment in the southern part of the Warehouse District (the Large Scale Retail area) should be permitted.
- The distinct heritage character of the George Street commercial and retail buildings should be protected.
- Appropriate redevelopment on modern / vacant sites in the Filleul Street and the Broadway / Rattray Street-West areas should be permitted.
- The heritage townscape along the tourism route in Lower Stuart Street and near the railway station should be protected.
- The distinct heritage character of the commercial buildings in Burlington Street should be protected.
- The character of the High Street residential area should be protected.



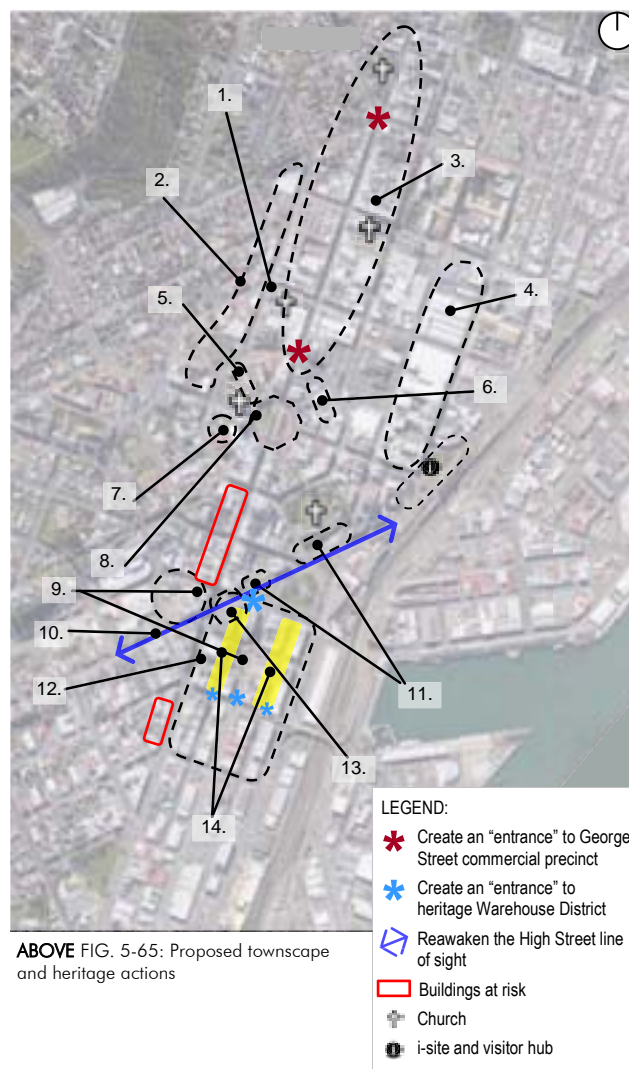
ABOVE FIG. 5-64: Assessment of the heritage value and redevelopment potential within the study area



## 5.6.2 Heritage and townscape actions

The propositions resulting from the assessment have been translated into more detailed initiatives (refer to Figure 5-65 for the numbers):

1. St Andrew Street: interventions in this high quality 1920s brick terrace area should be aimed at consistency and bringing it together as a pocket area.
2. Filleul Street: redevelopment area for taller tower block developments, set back from main heritage area. Quality controls should prohibit 'faux heritage'.
3. George Street: heritage commercial / retail area:
  - Enhance and restore heritage facades through incentive schemes;
  - Reintroduce bull nose verandas;
  - No tacky heritage furniture;
  - Remove illegal signs from buildings; and
  - Install entrance features to this heritage area.
4. Castle Street / Cumberland Street Central: redevelopment and height increases to enable apartment developments, which strengthen the George Street retail vitality.
5. Harrop Street: streetscape enhancement.
6. Bath Street: development of the backs of buildings.
7. YMCA car park: improvement of the to enhance the character of the surrounding area.
8. The Octagon: enhancement of the quality of non-heritage buildings.
9. The Exchange and Warehouse District: consideration of multi-storey car parks.
10. High Street: re-awakening of the line of sight.
11. Dowling Street and Leviathan Hotel car parks: filling of gaps in the streetscape created by car parks and building demolitions. New buildings should have a similar height and bulk as neighbouring buildings.
12. Princes Street: decreases in the width and sterility of the street to give heritage buildings more prominence.
13. The square of The Exchange: redesign to allow continuation of the High Street view shaft.
14. Vogel and Bond Streets: shared spaces, including entrance features at either ends.



ABOVE FIG. 5-65: Proposed townscape and heritage actions

## 5.6.3 Earthquake strengthening

The following priorities for earthquake strengthening of heritage building facades are identified, possibly through an incentive scheme to encourage redevelopment of vacant and underutilised buildings:

1. George Street - the most busy pedestrian area
2. The Warehouse District - the largest redevelopment area with employment potential.
3. Stuart Street and the North Princes Street - important for tourism.
4. South Princes Street.



RIGHT FIG. 5-66: Proposed prioritisation for earthquake strengthening

### 5.6.4 Warehouse District character proposals

Detailed proposals to strengthen the character of the proposed Creative Quarter and the Warehouse District as a vibrant heritage area that is able to accommodate a rich mix of commercial, community and residential uses are illustrated in Figure 5-67. Highlights include the following:

#### Streetscape / infrastructure:

- The Council should reconstruct the indicated parts of Vogel and Bond Streets as shared spaces for pedestrians, cyclists, people having lunch, motorised traffic and parked cars. Entrance features should signal the transition to and from the conventional kerb and channel arrangement.
- Dependent on the decision process pertaining to the proposed two-waying of Crawford Street and removal of its State Highway status, this street should be redesigned to improve pedestrian and cyclist amenity, including footpath width and quality, and the ease of crossing it. On-street parking should be retained and increased.
- Dependent on the traffic interventions around Queens Gardens relating to the proposed two-waying of the one-way pair, the footpath on the southern side of Rattray Street should be widened to function as a generous north-facing public open space overlooking Queens Gardens.
- The Jetty Street bridge footpaths and cycling opportunities should be improved to increase traffic safety for pedestrians and cyclists. The development of a pocket park / garden under the Jetty Street bridge should be investigated.
- Alleyways and internal courtyards in Bond Street-South should be developed to attract the development of residential uses, and boutique bars, cafes and restaurants.

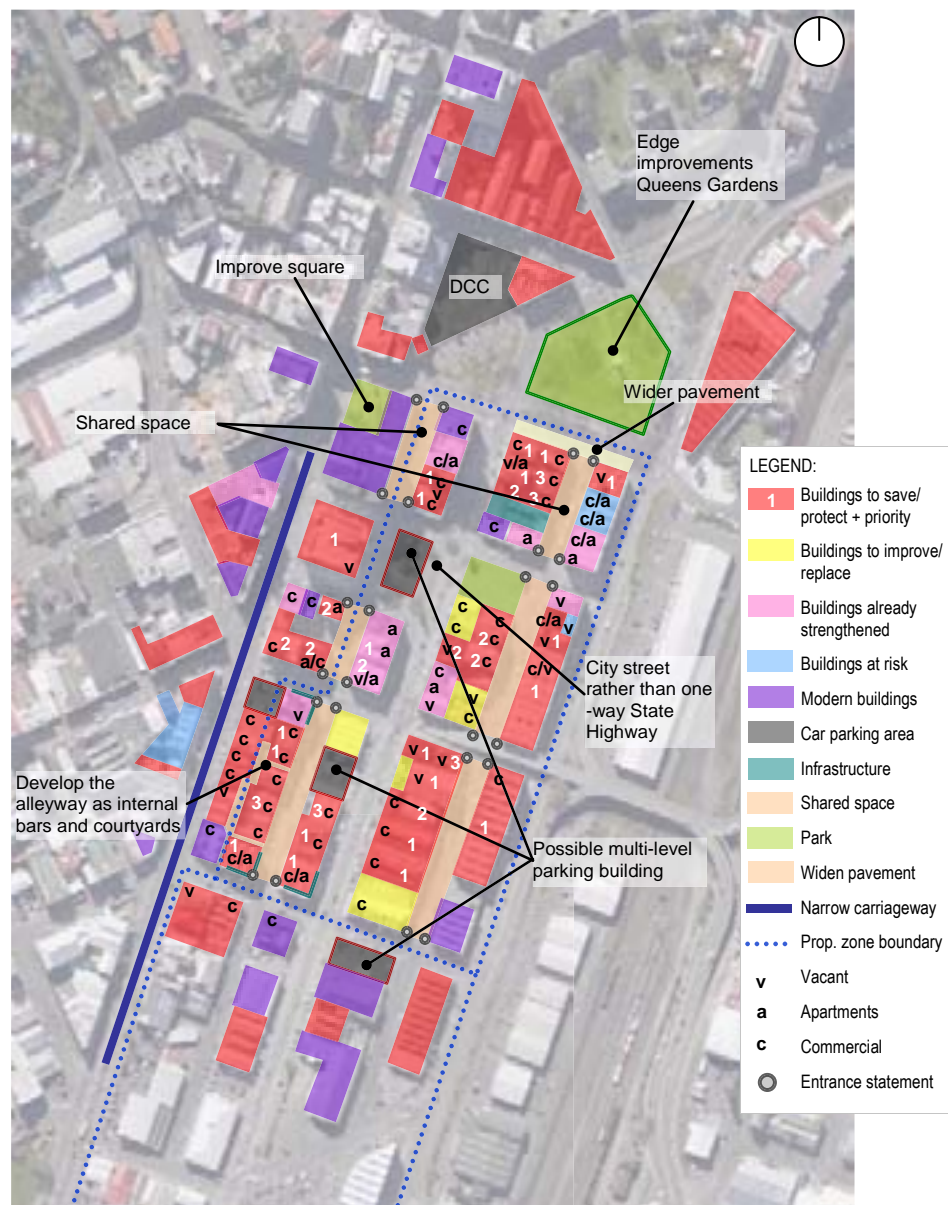
#### Building development / redevelopment

- Three sites are identified for possible multi-level car parking developments to lease out secure spaces for (prospective) residents and workers in the nearby buildings.
- The Council should work with the building owners to agree on means to protect the buildings as per the priorities identified.
- The Council should work with building and land owners to encourage improvement or replacement of the identified buildings and development of vacant sites.

#### Uses / zoning

- A distinction should be made in the zoning for the northern and southern parts of the Warehouse District to reflect the type of buildings and activities to be retained or attracted to the respective precincts.
- District Plan obstacles should be removed to attract service and trade retail to the Large Scale Retail Zone south of Police Street.

*More detailed District Plan related proposals are presented overleaf.*



ABOVE FIG. 5-67: Proposals for the Creative Quarter and the Warehouse District to enhance the character of the area





Examples of the style of architecture (both new built and restoration) to be encouraged for the Warehouse District

## 5.6.5 District Plan proposals

A formal District Plan Review is planned to take place after finalisation of the Spatial Plan and the Central City Plan. However, several issues and approaches have been identified as part of the Central City Framework process and should be included in the Review. These are presented over the following pages and are aimed at aligning the District Plan requirements with the Framework.

### OBJECTIVES

Any changes should aim to achieve the following objectives:

- Maintaining the vibrancy and vitality of city centre, through:
  - The right mix of activities;
  - A high-quality environment; and
  - Limiting and managing out of centre retail.
- A zoning which encourages redevelopment of underutilised buildings south of The Octagon.
- Solutions to resolve the differences between:
  - Rules and what desirable outcomes are;
  - Rules and what exists on the ground; and
  - Rules and current trends, e.g. large scale retail gone elsewhere into Cumberland Street and Andersons Bay Road.
- Protection of townscape and heritage values.
- Encouragement of inner city living.
- Control of the sale of liquor.
- Provision of art and innovative design in the public realm.

### DISTRICT PLAN ISSUES

More detailed issues particularly relating to a mismatch between the District Plan controls and what is found on the ground as well as the objectives of this Framework include the following:

#### The current Central Activity Zone

##### Issue

South of Octagon the height restrictions are out of kilter with actual buildings, so technically there is a need for a consent.

##### Approach to a solution

- Provide for use of existing buildings as permitted activity.
- Amend heights to reflect what exists on the ground.

##### Issue

No provision for events.

##### Approach to a solution

Temporary events should be provided for, including activity / structures / noise as permitted for single events. Removing the need for Resource consent for one-off events may improve attractiveness of the central public realm (e.g. Octagon / Queens Gardens / Public roads) for events.

##### Issue

Large non compliance with signage rules

##### Approaches to a solution

- No changes to the regulatory framework.
- Reinforcement to be addressed when resources allow.

#### The current Large Scale Retail Zone

##### Issue

no provision for events.

##### Approach to a solution

As per the approach under *Central Activity Zone*.



**Issue**

Limited activities possible. Non-complying activity status for all activity except:

- Residential - which is not occurring;
- LSR - for which the required minimum floor area is too large for existing lots;
- Industrial 1 - for which the non-complying status of 'back-office' activities in this area (e.g. telecommunication hubs, logistics, telemarketing offices, design sector offices) has caused some prospective tenants to walk away.

**Approaches to a solution**

- Residential: dividing the zone into two - a northern area where residential is desired, and a southern where it is not (refer to Figure 5-68). Removing the requirement for on-site car parking in the Zone where residential is encouraged may facilitate use of existing buildings where provision of parking is not practical or permitted due to building protection.
- Large Scale Retail: reducing the minimum floor area to 500m<sup>2</sup> should be considered.
- Industrial 1: the demand for the ancillary activities mentioned above should be catered for.

**Issue**

The precinct overlay discourages demolition / rebuild, so Large Scale Retail activity through amalgamation of sites / buildings is also not supported.

**Approaches to a solution**

- A wider range of activities for smaller tenancies should be allowed for as permitted activities to facilitate the use of the existing fabric.
- Desired commercial tenants should be identified, perhaps restricted to office-type activity, and minimal - if any- constraints should be imposed.

**ZONING AND OVERLAY PROPOSALS**

The District Plan Review should include addressing the objectives for rezoning and the establishment of character areas identified in Figure 5-68, including:

**Retail Quarter Character Area**

- Aim for retail at ground level and restaurants, cafes, offices and residential above.
- Reinforce active frontages and zero setback to retain an active street edge.



- Retain the existing height limit.

**Princes Street Character Area:**

- Recognise existing building heights and increase the height limit.
- Aim for the development of hotels, residential uses, offices and ground floor retail.
- Develop character rules through a design code.
- Within this area, expand the Central Activity Zone into the northern part of the Warehouse District.

**Visitor Quarter Character Area**

Aim for the development of tourist attractions, hotels, offices, public open space, restaurants and cafes, and art galleries

**Rezone from LSR to 'Warehouse Precinct'**

- Aim for residential, defined retail, restaurants and cafes, design showrooms, light industry, offices, technology-based arts, and the creative industry.
- Attract educational institutions and community service providers.
- Develop character rules through a design code to protect the existing built form and prescribe new development to be fitting with it.
- Reinforce the qualities of the current built form: no setbacks.
- Relate height and use requirements to existing buildings within this area.
- Prescribe no on-site parking requirement for any activity.

**LSR-revised**

- Aim for service / trade retail and medium format retail through lower minimum site sizes.
- Attract educational institutions and community service providers.

**Tertiary / Medical Quarter**

Rules to provide for expansion of Tertiary / medical sectors where appropriate.

**Additional Height Areas**

Raise the height restriction to 4 to 5 floors to encourage residential development above ground floor.

RIGHT FIG. 5-68: Zoning and overlay proposals to be addressed in the District Plan Review

### 5.6.6 Lighting on building facades

Figure 5-69 shows proposals for the improvement of decorative, possibly 'themed' lighting of buildings to make the townscape and especially signature buildings more exciting at night. This selection has been made, using the following criteria:

- Poorly lit buildings or buildings with yellow or dull lighting;
- Busy pedestrian routes;
- Tourist routes;
- Heritage or signature buildings; and
- Buildings along routes to be promoted, e.g Burlington between The Octagon and Queens Gardens.



Dunedin examples of lighting of heritage buildings



Examples of decorative, 'themed' lighting of buildings and public spaces

RIGHT FIG. 5-69: Proposed improvements to the lighting on building facades



### 5.6.7 Delivering revitalisation of the Warehouse District

The table below summarises the issues that inhibit revitalisation of the Warehouse District and proposals to overcome these. The following pertain to actions related to

building control and planning, of which most are specified in preceding sections and paragraphs of this report. These include:

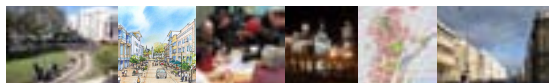
Delivery Issue	Problem	Proposed action	Additional agencies
Earthquake strengthening and other Building Act requirements	<ul style="list-style-type: none"> <li>→ Upgrade is required before re-use can go ahead</li> <li>→ Low return on investment post – strengthening (people will not pay a premium for strengthened space)</li> <li>→ Increases per m<sup>2</sup> rate needed to break even</li> </ul>	<ul style="list-style-type: none"> <li>→ Council investments and incentives</li> <li>→ Allow staging and a clear process for doing it</li> </ul>	<ul style="list-style-type: none"> <li>→ Department of Building and Housing</li> </ul>
District Plan constraints	<ul style="list-style-type: none"> <li>→ Zoning too restrictive</li> <li>→ Rules eg. Parking make re-use too expensive or difficult</li> </ul>	<ul style="list-style-type: none"> <li>→ Review District Plan</li> <li>→ Make consent processes “easier” to negotiate</li> </ul>	
Parking	<ul style="list-style-type: none"> <li>→ Lack of parking for businesses / apartments</li> <li>→ Hard to provide parking in existing buildings</li> </ul>	Build multi level car park with dedicated space for businesses and apartments to lease	<ul style="list-style-type: none"> <li>→ Private sector</li> </ul>
Open space / amenity in the city centre	Low levels of amenity in the Warehouse District fails to reflect investment that is already underway or to encourage new investment	Improve visual / urban amenity	<ul style="list-style-type: none"> <li>→ Building owners</li> </ul>
Council focus	<ul style="list-style-type: none"> <li>→ Dependency on Council funding to invest in key interventions and ongoing maintenance</li> <li>→ Lack of coordination between Council departments</li> </ul>	<ul style="list-style-type: none"> <li>→ Increase / redirect funding</li> <li>→ Coordinate between Council departments</li> <li>→ align Council initiatives / programmes in one area for common outcomes</li> </ul>	
Service from Council	<ul style="list-style-type: none"> <li>→ Lack of focus on customer service</li> <li>→ Uncoordinated / conflicting messages on “supporting heritage re-use”</li> </ul>	<ul style="list-style-type: none"> <li>→ Coordinated ‘one-stop-shop’</li> <li>→ improve customer service</li> </ul>	<ul style="list-style-type: none"> <li>→ NZ Historic Places Trust</li> </ul>

A second category pertains to other financial, procedural and perceived barriers. These include:

Leasehold land	<ul style="list-style-type: none"> <li>→ Undermines investment</li> <li>→ Barrier to development</li> <li>→ Good returns for landowners, so they do not want to sell</li> </ul>	<ul style="list-style-type: none"> <li>→ Buy / align ownership</li> <li>→ Incentives</li> <li>→ Disincentives</li> </ul>	<ul style="list-style-type: none"> <li>→ Building owners</li> <li>→ Leasehold landowners</li> </ul>
Lack of demand	Lack of demand for building space = lack of \$ for investment	Council / Government to prioritise re-use of heritage buildings	<ul style="list-style-type: none"> <li>→ Government Departments</li> <li>→ ORC</li> </ul>
Loss of investment / Re-use	<ul style="list-style-type: none"> <li>→ Is expensive / perception of massive loss</li> <li>→ Few owners investing, but oppose Council when it does it</li> <li>→ Large buildings mean projects are large and potentially too costly</li> </ul>	<ul style="list-style-type: none"> <li>→ Improve info on least effective solutions</li> <li>→ Private / public partnerships</li> <li>→ Staging</li> <li>→ Interim use to get things underway and buildings used</li> <li>→ Low rents over short term as incentive</li> </ul>	<ul style="list-style-type: none"> <li>→ Building owners</li> <li>→ Local businesses</li> </ul>
Perceptions	<ul style="list-style-type: none"> <li>→ Seen as “too far” from the city centre</li> <li>→ Perception of the area as being in decline / derelict</li> <li>→ Perception of heritage buildings as “death Traps”</li> </ul>	<ul style="list-style-type: none"> <li>→ Improve human scale on links</li> <li>→ Improve access</li> <li>→ Marketing</li> <li>→ Tell story of uniqueness better</li> <li>→ Improve information supply on cost effective solutions</li> </ul>	<ul style="list-style-type: none"> <li>→ Building owners</li> <li>→ Local businesses</li> <li>→ Tourism Dunedin</li> </ul>
Coordination for small businesses	Few attractors and high cost of investment for small businesses to relocate into the area until critical mass begins to build	<ul style="list-style-type: none"> <li>→ Improve broadband / free wireless in area</li> <li>→ Providing heating in city scheme</li> <li>→ Shared conference spaces in area</li> <li>→ Town centre manager for warehouse district</li> <li>→ Set up shared services e.g.. Corporate car service</li> <li>→ For multiple companies like ‘carfleet’</li> </ul>	<ul style="list-style-type: none"> <li>→ Local businesses</li> <li>→ Chamber of Commerce</li> </ul>



This section presents which actions are proposed to implement the Central City Framework



## implementation plan SECTION 6

## 6.1 Making it happen

Proposals identified under the respective headings of the Strategic Directions are broken up into actions and summarised in tables in this report section organised per Council department. For each of these actions, a rough order cost estimate has been provided by Council staff. The scale; primary funder; partner organisations; priority; and estimated duration are also supplied.

It should be emphasised that at this stage these actions are indicative only. The actual project sequence and cost is to be developed in the LTP and Annual Plan processes by the Council on an on-going basis, following public consultation.

The actions can be broadly divided into three types of implementation:

### 1. DIRECT PROJECT IMPLEMENTATION

Many of the initiatives detailed within the Framework require direct physical project implementation e.g. identify and / or acquire a site, reconfigure a road, construct a building.

### 2. ORGANISATIONAL ADJUSTMENT WITHIN THE COUNCIL

This may include:

- **DCC Central City Champion**, the appointment of someone from within Council to be responsible for driving the project forward.
- **Dunedin Central City Steering Committee**. This 'executive' committee is made up of representatives who monitor the progress of the project. Consideration could be given to the invitation of Dunedin City Councillors, Dunedin City Council Urban Design Champions, Executive Management Team members and Heads of Departments into the group.
- **Urban Design Panel** to help improve the standard of urban planning and design outcomes within the city centre.
- **Development trust**: the establishment of a local authority private trust or agency that undertakes the development, management and operations of large scale development projects.
- **City Centre Management Organisation**. Refer to Section 5.5.4.
- **New forms of consultation**. This Urban Design Project could be an appropriate project under which to undertake alternative forms of public consultation which focus on more narrowly defining areas where community feedback is desired.
- **Opportunities to streamline** the execution of functions under several Acts should be explored. For example, ways to undertake the same consultation for a proposed project activity under both the Local Government Act and Resource Management Act. It is also important that the staging, funding and implementation of all work is integrated with the Long Term Council Community Plan.

### 3. CONSEQUENTIAL CHANGES TO OTHER ORGANISATIONAL POLICIES / PRACTICE TO ENSURE CONSISTENT AND MUTUALLY REINFORCING OUTCOMES

This may include:

- **Spatial Plan**. The Central City Framework may inform the Spatial Plan and other strategies e.g. growth, transport, economic development.
- **District Plan and regulatory framework**. This plan recommends changes to the District Plan. This will have to inform a Council led Plan Change for the centre that will include a significant revision of objectives, policies, rules, methods and assessment criteria to guide all types of development.
- **Design guidelines**. It is recommended that the District Plan is supported by a non-statutory design guide which advocates quality design responses to typical development challenges in the city centre. This should include specific focus on best practice responses to mixed use, heritage, employment activities, riverside and lane and alley way development. Guidelines are an effective way of informing developers on ways to improve subjective issues such as visual quality and facade design.
- **Review of development contribution policies**. The Council could consider the revision of its current development contribution system. Although it has many advantages, the current system may not send a satisfactorily aligned price signal or allocation of community facility demand, that reflects the sustainability benefits of intensification in and around centres, relative to other residential development choices.
- **Council landowner policies on open space and parks**. Supporting actions may need to be undertaken including revisions to the access, use and maintenance policies of park and reserve assets.
- **External policy adjustment**. Other major governmental institutions, such as the New Zealand Transport Agency and Otago Regional Council may need to complete their own amendments to policies, plans and projects to reflect the outcomes (works, staging and funding) of various initiatives in this plan for which they are a major partner.

## 6.2 Strategic sequence of implementation

The proposed sequence for the implementation of the proposed groups of key initiatives that will lead to the envisaged revitalisation is as follows:

### 1 STATE HIGHWAYS AND SMALL IMPROVEMENTS ELSEWHERE

- Investigate the two-waying of Cumberland Street
- Calm Crawford Street
- Small initiatives in strategic locations in the central city

The proposed changes to the State Highways are regarded as most strategic for their potential to reconnect the two halves of the central city, i.e. the area around The Octagon with the Queens Gardens and the Warehouse District. It will make the southern area both physically and psychologically a real part of the centre. This transformation will open the way for the proposed Step 2. Small improvements are proposed for the first step since many of them are low-cost with a high positive impact on the experience of the centre. The implementation of this large amount of initiatives will most likely continue during the implementation of the next steps.

### 2 CREATIVE QUARTER

- Promote and improve the Creative Quarter
- Develop Queens Gardens

The Creative Quarter is seen as the key area to grow Dunedin's local employment, which will increase productivity and deliver a long term economic benefit to the city. Queens Gardens is forms a crucial part of the Creative Quarter and could also relieve The Octagon from events too large or otherwise not so suitable for it.

### 3 GEORGE STREET

- Micro initiatives in George Street

- Improve bus and parking arrangements

Although important, improvements in George Street are not seen as urgent and neither as providing flow-on benefits for other areas or aspects of the city centre. For this reason it is proposed as Step 3. It may take some time before changes to the bus system can be made, so early and ongoing liaison with the ORC is required in the short term.

### 4 FUTURE IMPROVEMENTS TO THE OCTAGON

- Three-Staged improvements to streets and public spaces

Improvements to Queens Gardens (Step 2) will have opened the way for making changes to The Octagon. The Octagon is functioning reasonably well and as with George Street, improvements are not seen as urgent and neither as providing flow-on benefits for other areas or aspects of the city centre.

Changes to some other public spaces such as The Exchange square will also take place at this time.

### 5 CONNECTION BETWEEN QUEENS GARDENS AND THE HARBOUR

- Consider and decide upon the best location and type of railway crossing
- Construct this railway crossing

After improvement of Queens Gardens and its accessibility, and when the revitalisation of the Warehouse District / Creative Quarter is well underway, the step across the railway line is made, possibly serving as a catalyst for the revitalisation of the area around the Steamer basin and Dunedin's harbourside area.





### 6.3 Community and Recreational Services

DUNEDIN CENTRAL CITY IMPLEMENTATION STRATEGY											
Ref.	ACTION	Admin / Physical	Scale (S/M/L)	Primary funder / partner	Partner Organisations	Priority			Duration		
						High	Medium	Low	S	M	L
Community and Recreational Services											
CR-1	Central city project team/ working group to determine the location/ provision of public toilets (+ restrooms), including in or around the Octagon, in a toilet priority plan.	Administrative	S	DCC	Police and safety officers, bars and cafes, building ow ners	H			S		
CR-2	Construct new public toilets in locations identified by toilet priority plan.	Physical	M	DCC	Police and safety officers, bars and cafes, building ow ners	H			S		
CR-3	Design a plan for the incorporation of public art in the streetscape w ith a view to integrate play opportunities. Consider in particular the area underneath the Jetty Street bridge.	Administrative	S	DCC			M		S		
CR-4	Implement art pieces in public spaces, combining these with opportunities to play.	Physical	M	DCC			M				L
CR-5	Investigate w hich events now held in The Octagon could be held immediately in Queens Gardens and w hich ones w hen the pedestrian connectivity between the Central City and Queens Gardens is improved. Work with Events and Community and Recreational Services to determine w hich physical and organisational changes are required to hold more events in Queens Gardens.	Administrative	L	DCC	RSA	H			S		
CR-6	Design a management plan to encourage non-drinking activities in the CBD in the evenings.	Administrative	M	DCC	Police and safety officers, Tourism Dunedin	H			S		
CR-7	Address social and community-related issues in community catchments outside the Central City.	Administrative	M	DCC			M		S		
CR-8	Design a plan for Queens Gardens in the light of the re-alignments and improvements to surrounding streets. Include a stone w all w ith w rought iron fence on the eastern boundary, w idened footpaths and furniture on the southern edge, the space in front of the current Leviathan as a shared space, and an urban forest near the Dow ling Street car park corner. Take into account the findings of the CPTED assessment.	Administrative	L	DCC	NZTA	H			S		
CR-9	Implement the design for Queens Gardens.	Physical	L	DCC	NZTA	H					L
CR-10	Design and construct a pocket park adjacent to the Filleul / Harrop Street car park.	Physical	L	DCC		H			S		
CR-11	Design and construct a playground at Albion Place.	Physical	L	DCC		H			S		
CR-12	Depending on DCC's the long term vision for the library, design and construct low key play equipment at the Library Plaza.	Physical	S	DCC		H			S		
CR-13	Remove the stage canopy in The Octagon.	Physical	S	DCC	Business operators and ow ners	H			S		
CR-14	Design a detailed plan for the staged reconstruction of The Octagon.	Administrative	L	DCC			M		S		
CR-15	Implement first stage of Octagon upgrade.	Physical	L	DCC				L	S		
CR-16	Implement second stage of Octagon upgrade.	Physical	L	DCC				L	S		
CR-17	Implement third stage of Octagon upgrade.	Physical	L	DCC				L	S		

&gt;&gt;Continued overleaf

>>Continued from previous page

DUNEDIN CENTRAL CITY IMPLEMENTATION STRATEGY											
Ref.	ACTION	Admin / Physical	Scale (S/M/L)	Primary funder / partner	Partner Organisations	Priority			Duration		
						High	Medium	Low	S	M	L
CR-18	Design and construct a playground (for under 5 year olds) near the rail way station.	Administrative/ Physical	S	DCC			M		S		
CR-19	Design and reconstruct Exchange Square.	Administrative/ Physical	S	DCC				L	S		
CR-20	Develop part of the site bound by Craw ford, Water and Vogel Streets as public open space.	Administrative	S	DCC	landow ner			L	S		
CR-21	Design and reconstruct Harbourside green space.	Administrative/ Physical	M	DCC				L		M	

## 6.4 City Planning

DUNEDIN CENTRAL CITY IMPLEMENTATION STRATEGY											
Ref.	ACTION	Admin / Physical	Scale (S/M/L)	Primary funder / partner	Partner Organisations	Priority			Duration		
						High	Medium	Low	S	M	L
City Planning											
CP-1	Improvements to footpaths, including: paving surface, furniture, trees and planting, expansion of width where possible. Priority One streets.	Physical	L	DCC	Disabilities groups/ advisory service	H					L
CP-2	Improvements to footpaths, including: paving surface, furniture, trees and planting, expansion of width where possible. Priority Two streets.	Physical	L	DCC	Disabilities groups/ advisory service		M				L
CP-3	Improvements to footpaths, including: paving surface, furniture, trees and planting, expansion of width where possible. Priority Three streets.	Physical	L	DCC	Disabilities groups/ advisory service			L			L
CP-4	Design a detailed plan to install or modify micro public spaces in Princes Street, between The Octagon and Rattray Street.	Administrative	S	DCC	Disabilities groups/ advisory service	H			S		
CP-5	Construct changes to micro public spaces in Princes Street between The Octagon and Rattray Street.	Physical	S	DCC		H					L
CP-6	Design a detailed plan to install or modify micro public spaces in George Street between The Octagon and Frederick Street.	Administrative	S	DCC	Disabilities groups/ advisory service		M		S		
CP-7	Construct changes to micro public spaces in George Street between The Octagon and Frederick Street.	Physical	S	DCC			M				L
CP-8	Design a detailed plan to install or modify micro public spaces in Princes Street between The Octagon and Rattray Street.	Administrative	S	DCC	Disabilities groups/ advisory service			L	S		
CP-9	Construct changes to micro public spaces in Princes Street between The Octagon and Rattray Street.	Physical	S	DCC				L			L
CP-10	Encourage building owners to improve decorative lighting to highlight buildings which have heritage/ architectural values. This will add value to buildings with existing heritage/ architectural features, as these will be enhanced during dark and other values not apparent during daylight will be emphasised.	Administrative/ Physical	M	DCC	Local businesses; Dunedin Amenities Society; Historic Places Trust			L			L
CP-11	Improve lighting for pedestrians in areas where this is currently deficient. Where possible combine with footpath upgrades. Take note of the various CPTED assessments to be undertaken.	Physical	M	DCC	NZTA		M				L
CP-12	Include the proposed rezoning, rule changes and the establishment of character areas in the District Plan Review. More specifically consider zone changes, mixed activities, built form, no parking in specific areas, instituting design codes for character and heritage protection.	Administrative	L	DCC	Consultation with landowners and other key stakeholders	H				M	
CP-13	Provide shelter in the streets indicated.	Physical	M	DCC			M				L
CP-14	Investigate ways to improve quality of student housing.	Administrative	M	DCC	Consultation with property owners and other key stakeholders		M		S		

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DUNEDIN CENTRAL CITY IMPLEMENTATION STRATEGY											
Ref.	ACTION	Admin / Physical	Scale (S/M/L)	Primary funder / partner	Partner Organisations	Priority			Duration		
						High	Medium	Low	S	M	L
CP-15	Improve process and streamline procedures to assist building owners re-use their buildings, especially within building control and planning. Adopt an attitude that is more open up for business and ready to help.	Administrative	M	DCC	NZ Historic Places Trust – clarify role and provide clearer guidance/ deadlines for getting affected party consent to help building owners know their timeframes/ expectations, Department of Building and Housing, private sector	H				M	
CP-16	Work on a strategy to overcome other procedural, financial and perceived barriers to revitalisation in the Warehouse District.	Administrative	L	DCC	Building owners, leasehold landowners, Government Departments, ORC, local businesses, Chamber of Commerce	H				M	
CP-17	Investigate the desired model for a Central City Retail Management body. Decide between outside of Council (special benefit rate) or inside Council (Council funded).	Administrative	S	DCC	Retailers, Chamber of Commerce			L		M	
CP-18	Appoint a project manager as a champion for the Creative Quarter, also to be involved in public realm improvements.	Administrative	L	DCC		H			S		

## 6.5 Economic Development

DUNEDIN CENTRAL CITY IMPLEMENTATION STRATEGY											
Ref.	ACTION	Admin / Physical	Scale (S/M/L)	Primary funder / partner	Partner Organisations	Priority			Duration		
						High	Medium	Low	S	M	L
Economic Development											
E-1	Business Attraction Strategy targeting businesses outside Dunedin in creative industry categories.	Administrative	S	DCC	University, Polytechnic, tech businesses, medical businesses	H				M	
E-2	Prepare as part of a business attraction strategy a development resource package telling prospective businesses about the Dunedin facilities, amenities and lifestyle.	Administrative	S	DCC	Chamber of Commerce	H			S		
E-3	Catalyst Project in the Creative Quarter: Liaise with a building owner / developer to undertake a pilot project in a specific building to unlock a catalyst to begin revitalisation/ economic development process in the Creative Quarter.	Administrative and physical	M	DCC	developer, building owner		M			M	
E-4	Appoint a single contact liaison within the Council to work with businesses to guide them through the approval process etc. as part of the Economic Development Strategy.	Administrative	L	DCC		H			S		

## 6.6 Transportation

DUNEDIN CENTRAL CITY IMPLEMENTATION STRATEGY											
Ref.	ACTION	Admin / Physical	Scale (S/M/L)	Primary funder / partner	Partner Organisations	Priority			Duration		
						High	Medium	Low	S	M	L
Transportation											
T-1	Undertake feasibility study into the removal of the one-way system south of the Leviathan Hotel. If feasible other actions can follow if and when funding available. If feasible and funding is available:  -Decide between options for the cross section of Crawford Street, after reclassification as city Street, instead of State Highway. -Redesign and construct Crawford Street south of Queens Gardens according to the selected cross section. Decide between options for the cross section of Cumberland Street, after two-waying the State Highway. -Redesign and construct Cumberland Street south of Queens Gardens according to the selected cross section.  -Redesign and construct all streets around Queens Gardens to comply with the two-way situation of Crawford and Cumberland to the south and retention of the current traffic situation to the north. -Focus on pedestrian amenity surrounding Burlington, Rattray Street/ Queens Gardens, Dowling and Crawford Streets, including pedestrian crossing opportunities. Work with Community and Recreation Services for compatibility with design for Queens Gardens. -Redesign and construct Vogel Street between Rattray and Water Streets, between Water and Jetty Streets and between Jetty and Police Streets as a shared space for pedestrians, cyclists and motor vehicles. -Redesign and Bond Street between Rattray and Water Streets, between Liverpool and Jetty Streets and between Jetty and Police Streets as a shared space for pedestrians, cyclists and motor vehicles.	Administrative / Physical	L	DCC / NZTA		H			L		
T-2	Investigate ways of decreasing the width and sterility of Princes Street between Rattray Street and Police Street to give heritage buildings more prominence. Consider a 3m wide solid median with trees, include interruptions for vehicle access and turning. Undertake design.	Administrative	S	DCC				L	S		
T-3	Construct the above design for Princes Street between Rattray Street and Police Street.	Administrative	L	DCC				L	S		
T-4	Construct a solid median with trees and interruptions for vehicle access and turning in Princes Street south of Jetty Street.	Physical	L	DCC				L	S		
T-5	Work on a plan to encourage trucks coming from the Southern Motorway and with the port as their destination to follow Strathallan and Wharf Streets.	Administrative	L	DCC	NZTA, freight operators	H			S		
T-6	Investigate the need for the development of a parking building in the light of the vision for the Creative Quarter. Consider site options and work with land owners.	Administrative	L	DCC		H			S		

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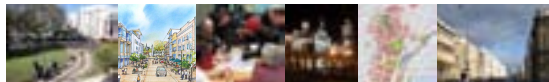
<b>DUNEDIN CENTRAL CITY IMPLEMENTATION STRATEGY</b>											
Ref.	ACTION	Admin / Physical	Scale (S/M/L)	Primary funder / partner	Partner Organisations	Priority			Duration		
						High	Medium	Low	S	M	L
T-7	Review need for increase in free on-street car parks, especially in strategic locations such as near the i-site and community facilities.	Administrative	M	DCC				L	S		
T-8	Work with ORC to modify bus routes through George and Princes Streets to generate the best outcome for the wellbeing of the Central City. Consider the three options identified.	Administrative	L	DCC	ORC	H				M	
T-9	Improve bus linkages with hot spots such as the University, Polytechnic, clubs, societies and the library. Maintain the St Clair – Normanby Bus.	Administrative	M	ORC	DCC			L		M	
T-10	Assess options to improve pedestrian and cyclist connectivity across SH1, railway line and Thomas Burns Street. Consider several options for a new crossing in line with Rattray Street (bridge, tunnel, at-grade), improvement of the existing bridge by the railway station, and several options for the improvement of the existing Jetty Street crossing.	Administrative	L	DCC	NZTA, KiwiRail, adjoining landowners	H			S		
T-11	Investigate the need for a transport hub for coach parking, cruise ship passenger drop-off, visitor parking including campervans.	Administrative	L	DCC	NZTA, Tourism Dunedin, NZ Motor Caravan Association		M		S		
T-12	Ban right turns for trucks northbound on Crawford Street into Jetty Street.	Physical	S	NZTA	DCC	H			S		
T-13	Construct improvements to truck route from the Southern Motorway to the port.	Physical	L	DCC	NZTA	H					L
T-14	Investigate the need for improvement to signage to parking, camp grounds, the i-site, the railway station.	Administrative	S	DCC	NZTA		M		S		
T-15	Erect new signage to parking, camp grounds, the i-site, railway station if and where needed.	Physical	S	DCC	NZTA			L	S		
T-16	Construct a transport hub for coach parking, cruise ship passenger drop-off, visitor parking including campervans.	Physical	L	DCC	NZTA		M			M	
T-17	Include additional Central City linkages in the Strategic Cycling Network after reconstruction of Crawford and Cumberland Streets, and other streets surrounding Queens Gardens.	Physical	M	DCC		H				M	
T-18	Construct cycle storage facilities in strategic locations.	Physical	S	DCC			M				L
T-19	Review maintenance regime of brick paved areas in The Octagon.	Administrative	S	DCC		H			S		
T-20	Consider traffic calming measures required for the expansion of the 30km/h zone.	Administrative	M	DCC	Public Health South			L	S		
T-21	Install traffic calming measures associated with the expansion of the 30km/h zone.	Physical	L	DCC				L			L
T-22	Undertake detailed investigation of measures need to promote the 'Western Inner Relief Route'.	Administrative	S	DCC				L	S		
T-23	Construct signage and improvements to promote the 'Western Inner Relief Route'.	Physical	M	DCC				L			L
T-24	Widen the footpath on the southern side of the Lower Octagon and separate between pedestrians and commercial activities on the footpath.	Physical	S	DCC	Business operators and owners	H			S		

## 6.7 Property

DUNEDIN CENTRAL CITY IMPLEMENTATION STRATEGY											
Ref.	ACTION	Admin / Physical	Scale (S/M/L)	Primary funder / partner	Partner Organisations	Priority			Duration		
						High	Medium	Low	S	M	L
Property											
P-1	Encourage transformation of leasehold land to freehold.	Administrative	L	DCC	Landow ners	H					L
P-2	Possibly resulting from the parking investigation, construct a parking structure on the selected site in the Warehouse District.	Physical	L	DCC	Landow ners	H				M	
P-3	Investigate scenarios for expansion or relocation of Central Library. If relocation desired, consider locations within the Warehouse District.	Administrative	L	DCC				L	S		
P-4	Investigate opportunities for public-private partnerships.	Administrative	L	DCC		H					L
P-5	Investigate a parking building development.	Administrative	L	DCC				L	S		
P-6	Assess the current location of the i-site and investigate possible relocations (in conjunction with Economic Development).	Administrative	M	DCC	Tourism Dunedin			L	S		

## 6.8 Corporate

DUNEDIN CENTRAL CITY IMPLEMENTATION STRATEGY											
Ref.	ACTION	Admin / Physical	Scale (S/M/L)	Primary funder / partner	Partner Organisations	Priority			Duration		
						High	Medium	Low	S	M	L
Corporate											
C-1	Central city project team/ w orking group to w ork on a plan to improve the pedestrian experience along the routes from the campus to the Exchange for all users (night and day).	Administrative	L	DCC	Police, bars and cafes, building ow ners	H			S		
C-2	Central city project team/ w orking group to be involved in the management of The Octagon at night.	Administrative	M	DCC	Police, bars and cafes, building ow ners	H			S		
C-3	Work on a plan to improve pedestrian conditions along George and Princes Streets at night.	Administrative	S	DCC	Police, bars and cafes, building ow ners	H			S		
C-4	Undertake a CPTED assessment of Bath Street.	Administrative	S	DCC	Police, bars and cafes, building ow ners	H			S		
C-5	Undertake a CPTED assessment of bus stops and taxi ranks at The Exchange and George Street.	Administrative	S	DCC	Police, taxi companies	H			S		
C-6	Undertake a CPTED assessment of alleyw ays along George Street.	Administrative	S	DCC	Police, bars and cafes, building ow ners		M		S		
C-7	Undertake a CPTED assessment for Albion Place/ Lane.	Administrative	S	DCC	Police, bars and cafes, building ow ners		M		S		
C-8	Undertake a CPTED assessment for Queens Gardens.	Administrative	S	DCC	Police, bars and cafes, building ow ners	H			S		



## appendices



## APPENDIX 1. CONSULTATION FEEDBACK

### Detailed consultation feedback

#### FOCUS GROUP FINDINGS

On 13 June three meetings took place to exchange ideas between groups of stakeholders, Council staff and the consultant team. These meetings generated spatial and non-spatial ideas and suggestions for the Dunedin Central City and its context. The three groups constituted a wide range of representatives and sometimes contradictory ideas and opinions were raised for consideration in the project:

#### General

- The central city should be made friendlier and the attractiveness of the city after the retail closes should be improved.
- Local people should become more positive about Dunedin.
- Dunedin should be aware of its valuable assets, such as affordable housing, good schools, safety, and these should be promoted.
- The promotion of Dunedin should be focussing on all its aspects: the arts, sports, commerce, entertainment, lifestyle, education.
- The prominence of student flats in the central city, including rubbish on the street, too many cars for the property and regular loud parties should be reduced. Some streets have become overly dominated by student flats.
- Quality should be emphasised.
- The focus should be on aesthetics in addition to functionality.
- The city should remain easy to get around, including access to the hospital and for emergency services.
- Dunedin should have recycling stations.
- Smaller achievable revitalisation projects could function as catalysts for bigger change.
- The liveability in the central city should be improved.
- Life should be brought back into the Warehouse District.
- The focus should be on the central city, instead of on the harbourside area. Dunedin is not a harbourside city and the views onto the Harbour are limited.
- Dunedin should be compared with other cities to assess how it is doing, and try to attract assets that are missing.

#### Community/ Social

- The George Street School has a full role.
- The arts precinct should be better promoted. There is a need for coordination of all promotional activities. It would be best to have attractive brochures and maps for arts, fashion and other similar attractions.
- Access to art is important for the city.
- There are many opportunities for recreation and hobbies in Dunedin.

- Safety in the central city should be improved.
- Dunedin has an ageing population. There should be more synergy between facilities.
- The emphasis should be on facilities within the central city and the ease of access to it for the less affluent.
- There is a need for a theatre of about 800 seats.
- The public perception of safety at night in some areas is not positive. An example is parking for the casino. There is a lot of capacity in the Warehouse District, but it is felt unsafe to walk through this area at night. Instead many people park in areas to the west and are prepared to walk up and down the hill.

#### Traffic

- Cycleways need more attention. There is a need for more linkages, increased safety, and cycle parking in the central city.
- The walking experience in the CBD is more 'utilitarian', and is less enjoyable than other cities, e.g. Wellington.
- No right turns in some intersections on George Street is seen as an issue.
- Traffic safety is a concern.
- One-waying of streets should be avoided and reversed. Pedestrianisation is favoured.
- There is a need for covered walkways, given Dunedin's climate and the ageing population
- The linkages with the harbour should be improved. This involves improvement of the existing ones and construction of a possible new connection.
- The interface with and the access to the edge of the harbour should be improved.
- The balance between cars and pedestrians and cyclists should be changed.
- Sustainable transport options should be available to everyone in Dunedin.
- The connectivity with the outlying Dunedin areas should be maintained and improved.

#### Car parking

- There is a need for a review of the parking strategy. The abolishment of the 30 minutes free street parking is perceived to have led to a loss for local small retailers. There is a need for some free parking with a duration longer than the current 5 minutes.
- Buses take up valuable parking space in George and Princes Streets in the current configuration. Buses should stop in the street instead of pulling over into bays. This would lead to retention of the street parking, while at the same time calming vehicle traffic.
- The Dowling Street car park is in need for an upgrade.
- The Exchange is a suitable location for a structured car park.
- Paid parking on Saturdays is perceived as a deterrent. The current system of free parking Sunday causes pressure for retailers to remain open on Sunday.
- A large proportion of the free street parking around the CBD is taken up by students.

- Parking around the university is scarce.
- There is pressure on parking around recreational reserves.
- There are currently 25,000 parking spaces (including commercial off-street parking). A more efficient use of these should be aimed for.
- Car parking areas for car sharing should be established in areas outside the central city.
- Car parking pooling would help make developments more viable.

### **Passenger transport**

- There is a need for buses following a continuous, easy to understand central city loop, which should be for free.
- Many of the buses run empty through George and Princes Streets, a better solution would be to have smaller buses at a greater frequency instead.
- Public transport routes should be reviewed in the light of new developments and facilities and should reflect the ageing population.
- There is a need for a central and recognisable transit hub. This could also be the location where cruise ship passengers get dropped off. The best location for this is the railway station.
- There should be greater focus on the train. The reinstitution of trams should be considered.
- A good solution for the buses is a figure eight loop. A possible route would be Albany Street, the harbourside area, Stuart Street, Castle Street, Princes Street. A phased implementation with the northern loop first and then the southern loop which completes the figure eight should be considered.
- The use of real time bus tracking systems should be considered to improve the customer friendliness of the bus system.
- More advanced bus systems such as electrification are desired.
- The bus route through centre should be simplified and the buses should stop on kerb build-outs further away from shops, as currently buses degrade the ground floor retail environment at the bus stops.

### **Retail / City Centre**

- There is more spending on retail in the northern part of the central city. This may have to do that the more affluent population generally lives in areas north of the city.
- Retail spending in the southern part of the central city should be encouraged.
- The biggest threat to the central city is out of centre Large Format Retail. The District Plan should be strong enough to protect the Central City against this threat.
- Closure of The Octagon for events costs retailers in the southern part of the central city 20% turnover.
- Events could take place on the grounds of First Church. There is a small museum at the back of the church, for which promotion is already occurring.

- The markets in The Octagon work out negatively for local retailers as they are low quality, which gives the wrong impression of the central city and is unfair competition for local retailers.
- The retail situation of Princes Street should be encouraged to become as strong as George Street.
- The emphasis should be on processing locally produced resources. An example of this is the existing farmers market, which is doing well.
- Bath Street provides a special opportunity for the central city.
- The Vogel Street area could provide opportunities for entertainment.
- The aim should be to retain retail in the central city, instead of allowing leakage to the periphery.
- The central city's vitality should be retained through allowing car traffic.

### **Economic / employment**

- There is an opportunity for more hotel development to revitalise heritage buildings in Princes Street.
- The focus should be on job generation in the Central City, more than just tourism. Employment growth can be achieved through technological innovation connected with tertiary education.
- Summer schools should be attracted to retain life in the Central City when the university is closed.
- The Warehouse District was Dunedin's commercial heart up to the 1950s.
- Because of its isolated location Dunedin has lost some big companies which often came with the loss of leaders. This is a loss to the community as well.
- The City Council should work together with the university (Dunedin's biggest industry) not against them.

### **Growth and development**

- Dunedin should attract the overflow from Christchurch.
- There are schools closing in Dunedin.
- From a property ownership point of view, the central city can be broken up in sectors with the Northern part the student area (resilient); north of The Octagon the premier retail area (some retailers frustrated with the current monopoly); south of The Octagon retail and commercial uses (difficult to redevelop, earthquake strengthening expensive, difficult to get good rental); and the emerging commercial Warehouse District (difficult to redevelop, earthquake strengthening expensive, but good potential for mixed-use).
- The leasehold land is a major obstacle for development in the Warehouse District.
- There are too many empty buildings for too small a population, need to attract more population.
- Dunedin should work on attracting retirees.
- The city should be promoted to both Dunedinites and outsiders.

- Tourism could lead to the attraction of people when they discover the quality of life and the amenities in Dunedin.

### **Heritage, planning and policy**

- There is need for faster Council processes, including consenting.
- There is a need for community boards that have discretionary funds and the authority to move quicker.
- There is a need to continually look at District Plan rules.
- The disconnect between the authority that operates the bus system and determines the routes (ORC) and the authority that is in charge of planning for the city (DCC) is not good.
- Heritage buildings should be preserved and enhanced, flexible use arrangements should be allowed, parking requirements adjusted, and other development incentives should be provided.
- The university has developed a masterplan for the campus. This should be integrated with the Central City Strategy.
- Many of the heritage buildings are too small to feasibly upgrade. However it may be possible if several factors align.
- Vandalism threatens heritage buildings that are not redeveloped.
- Earthquake strengthening requirements make viable redevelopment difficult.
- There is generally an opportunistic attitude towards the city and its buildings, which does not lead to sustainable development.
- Building owners should not be allowed to let buildings deteriorate and become car parks.
- Earthquake strengthening should be made tax deductible.

### **Open Space**

- The experience of The Octagon underwhelming and misses vibrancy. There should be more regular events, without closing it down for vehicles.
- The live music stage should be put back in The Octagon.
- There should be a focus on public places in the central city with ease of access.
- There is a need for inner city play spaces and pocket parks.
- There should be more art in public places.
- There should be more trees and green soft spaces in the central city to enhance biodiversity, and permeable surfaces and roof top gardens to reduce storm water run-off.
- Open spaces within the Warehouse District should be used.
- Existing green spaces within the central city should be exposed.
- There should be a better maintenance regime for the central city streetscape.

### **FINDINGS OF THE PUBLIC MEETING**

On 14 June a public meeting was organised to exchange ideas between the general Dunedin public, Council staff and the consultant team. About 90 members of the community participated. This meeting generated spatial and non-spatial ideas and suggestions for the Dunedin Central City and its context. As the public constituted a wide range of people, sometimes contradictory ideas and opinions were raised for consideration in the project:

#### **General**

- There should be a focus on the connection between The Octagon and the railway station, Queens Gardens, The Exchange, and the Steamer Basin.
- Cafes should be attracted to the Steamer Basin.
- Heritage buildings in the Warehouse District should be retained and should accommodate mixed-use with residential uses in different market brackets. There should also be more green spaces.
- Market Reserve could provide amenity to the possible future residents in the Warehouse District.
- Some buildings in the Warehouse District could be replaced by green spaces.

#### **General movement including pedestrians**

- Better connections should be made to the harbour to bring people to the water near Wharf Street through pedestrian bridges.
- Connections between the city centre and the suburbs should be improved.
- The railway line and the State Highways form barriers in the central city and make redevelopment not attractive.
- The State Highway traffic through the central city should be calmed and dispersed.
- Alleyways should be better utilised. Bath Street has great potential to be improved to an attractive street.
- The area around The Exchange should be revitalised with the surrounding traffic calmed and a rebalance between the space for pedestrians and cars.
- (Parts of) George Street should be pedestrian-only (half of the group only).
- The Octagon should have pedestrian-only parts.
- More space should be provided for pedestrians.
- There should be another pedestrian crossing across the railway line. Alternatively under grounding of the railway.
- There should be an increase in shared spaces.
- The Central City should have a ring road.
- There should be dedicated bus and cycle lanes through the central city.
- The Steamer Basin should be redeveloped and a ferry should link the central city with outlying areas, such as Waverley and Port Chalmers.
- The new stadium should be easily accessible by bus in addition to the car.
- Foot traffic through the central city should be further encouraged.
- The 'one-way pair' should be two-wayed.



- Heavy traffic should be diverted onto the movement network on the eastern side of the railway line.
- There should be a free bikes system.
- Moray Place should act as a roundabout with a clock-wise one-way system.
- Stuart Street should be improved for pedestrians.
- George Street should have a light rail system.
- The area around the Chinese Gardens is suitable for free parking.
- The pedestrian connections from The Octagon to Queens Gardens, The Early Settlers Museum and the Exchange should be improved.
- The connection to and from South Dunedin should be improved.

### **Passenger Transport**

- The passenger transport system should be rationalised into a dumbbell figure: one spine with multiple loops.
- Electric trams or buses should replace the current buses that emit fumes and are noisy. A tram would be a tourist attraction in addition to being a transport utility.
- An electric tram should link the retail area, the university and the Botanic Gardens.
- Bus stops should provide shelter against wind, rain and sun.
- There should be free buses around the university.
- Smaller buses should replace the current buses through the central city.
- Passenger transport should be made more affordable or free.
- The historic cable car should be brought back into High Street.

### **Parking**

- Parking should take place outside the central city with people walking between their car park and their workplace.
- Free period parking should be reinstituted. Paid parking puts people off.
- Another public car park should be provided, possibly underground.
- Parking should be removed from the main retail areas in George and Princes Streets.
- Others: street parking should be kept and free period parking.

### **Economy**

- Smaller local businesses rather than big ones should be promoted.

### **Planning**

- Backs of buildings should not be exposed to the public realm.
- Vitality of the central city should be promoted through concentration of a mix of activities.
- Possible new buildings in the Warehouse District should be kept to its current scale.
- Opportunities for inner city living should be improved, particularly near The Exchange. The possible mix of uses there should include studios, galleries and apartments.
- Historic facades in the central city should be retained and where needed, improved.

### **Open Space, landscape, environment**

- Public spaces should be designed with consideration to the microclimate, including either exposure or protection to the sun and shelter to wind and rain.
- The access to Queens Gardens and the First Church grounds should be improved.
- There should be more spaces for artists and musicians.
- There should be more central city green spaces, green roofs and more trees, including fruit trees. Urban bee keeping should be promoted.
- Queens Gardens should be connected to The Exchange area.
- Princes Street needs more trees that could act as windbreakers.
- Inner city recycling should be facilitated and promoted.
- The Octagon should be pedestrianised, the covered walkways extended, and a live music stage should be constructed.
- George Street should become shared space.
- Queens Gardens should accommodate fruit trees.

### **Retail**

- New and bigger tenants should be attracted to the central city.
- Large format retail should be limited or prohibited.
- Mixed-use should be encouraged with retail on the ground floor.

## APPENDIX 2

### Economic and employment opportunities

Background report by Derek Kemp, *Prosperous Places*, Brisbane

#### 1. Dunedin's Economic Strengths, Weaknesses and Future Prospects

The Dunedin economy has experienced significant 'structural adjustment' over the last decade, with the loss of traditional manufacturing jobs and transition to a more knowledge based services economy<sup>1</sup>. This has seen major food and engineering companies close their manufacturing operations in Dunedin, extending to a major meat works and Fisher & Paykel (although their R&D section has remained with 130 staff in the Central City). Other manufacturers, such as the other meat works, cereal manufacture and the railway workshops, may also be at risk.

These closures in turn, have put at risk the clusters of related specialist manufacturing support services and component manufacturers. This is resulting in the very real risk that the critical mass of local manufacturers may no longer be sufficient to sustain these local supply chain businesses. The solution to falling local demand for these businesses rests on increased product specialisation in building, supplying and servicing tailored, application specific and niche market products and services.

Dunedin is clearly doing this with the growth in its specialised machinery and equipment manufacturing, including Scott Technologies (robotic assembly lines and high temperature super conductivity), Milmeq (robotic chain lines and conveyor systems), Farra Engineering (specialised high capability mobile equipment), DC Ross (fine blanking, machine tools and car parts), Escea (high efficiency, quality gas fires).

However, the main saviour of the Dunedin economy, resulting in Dunedin's recent reasonably good economic and employment performance, has been the growth in the secondary and tertiary education; medical and related research sectors<sup>2</sup>. It is questionable whether this economic stimulus can continue to grow at the same rate to support Dunedin's future economic and employment growth.

<sup>1</sup>Manufacturing lost 1,090 jobs in the 9 years between 2000 and 2009 when manufacturing share of employment fell from 13% to 9% of Dunedin's total employment (The economic impact of this decline is far greater because of the cascading losses to incomes and employment in support services)

<sup>2</sup>Healthcare and social assistance, and education and training, each account for 14 to 15% of Dunedin's employment (although their contribution declined marginally between 2000 and 2009) Professional, scientific and technical services grew strongly in employment in the same period and provided the greatest increase in quarterly earnings of any sector from 2000 to 2008 (increasing by 101% \$19.4 m in just 8 years, rising from 6.2% to 7.4% of total District earnings) (Source: DCC *Industrial Lands Needs Report* March 2011)

The tertiary education and health sector has an enviable record for quality education and applied research. However, it is facing the difficult decision between quantity, with increasing student and staff numbers and an emphasis on quality that will reduce future employment and student growth. The university, medical and health research emphasis is also presently oriented towards developing intellectual property and products that are more likely to be realised by large international organisations, rather than small local businesses.

However, Dunedin has the advantage of advanced computer based software and creative technologies that provide Dunedin with a competitive advantage to grow computing based creative businesses. This provides the best opportunity to grow new, future-oriented, high value, high growth businesses providing high skilled, high-income employment that can drive the future Dunedin economy.

What presently sets Dunedin apart is this computing based creativity applied to:

- Task and product specific engineered products;
- Computer controlled machinery and equipment;
- Advanced medical research and sports analysis;
- Architecture, engineering and design professions; and
- Film, animation, post-production and special effects.

There may be significant opportunities to further benefit from these existing 'competitive advantages' by:

- Attracting new businesses that can benefit from the existing technology and intellectual property;
- Encouraging graduates, academic, hospital and technology staff to establish their own businesses in Dunedin;
- Attracting experienced former Dunedin residents to return to found their own businesses in Dunedin;
- Turning highly skilled sporting, recreational and holiday visitors into future Dunedin residents and future Dunedin business founders;
- The application of creative computer technology to sports performance, the performing and fine arts, and events;
- The application of advanced computing technology to business, product, property, tourism, visitor and events promotion and management;
- Providing training and short courses in these advanced computer systems, applications software and applied computer based creative technologies;
- Providing certificates of competency especially for those with experience but no formal qualifications in these and other fields; and
- Providing opportunities for thinking visitors to learn skills and partake in short courses and experiential learning activities in their personal interests.

The present economic strengths and weaknesses of Dunedin apparent to this external observer can be summarised as follows.

### Dunedin's Present Economic Strengths

- The cluster of foundries and advanced engineering and manufacturing support businesses;
- Existing specialised engineering companies supplying advanced, application specific machinery and equipment;
- The quality secondary and tertiary education and sporting facilities important to attracting talented people with scarce skills who can live wherever they wish;
- The reputation and advanced research capability of the University of Otago recognised as New Zealand's top research university;
- The Hospital with its associated medical research and medical training;
- 43 professional health research centres, including 5 of the 8 National Crown Research Institutes;
- The Otago Polytechnic with its advanced applied research, design and software development;
- The University and Polytechnic based research, design and innovation centres;
- Leading edge academics and businesses attracting leading edge visitors;
- The University, hospital and Otago Polytechnic academics, staff, software, intellectual property and technologies that provide the basis for new businesses;
- The attraction of the university and the Otago Polytechnic to students and their parents as visitors and potential future residents and future business founders;
- The availability of affordable incubation space and new business and small business advice and support services;
- The stock of Heritage Buildings and Streetscapes attractive to residents and visitors;
- Investment in the sporting Stadium and the attraction of conferences and events;
- The attraction of major sporting events and increasing cruise liner trade;
- A world class natural environment on the tourist route around the South Island;
- Distance from other major centres that minimises leakage of local expenditure to other centres and maximises Dunedin's potential as a visitor stop;
- The compact, walkable City Centre and residential areas conveniently close to all major family facilities; and
- The safe, convenient family life style with facilities and visiting performances, entertainment and attractions normally only expected in a larger city.

### Dunedin's Present Economic Weaknesses

- Low population growth – resident population only projected to grow by 10,350 (8%) over the next 40 years (with fewer working aged residents until after 2031);
- Projected growth in agricultural production that is unlikely to drive significant new employment – with limited prospects to grow the local food processing industry (that was very important to Dunedin's past manufacturing);
- University and medical research emphasis is oriented towards intellectual property and products realised by international rather than local businesses (with limited prospect to locally grow Dunedin's pharmaceutical and veterinary products industry –

- both areas with high growth potential elsewhere);
- No visible clusters of 'new economy businesses' - they are scattered and out of sight on upper floors and in the back of commercial buildings;
- No obvious specialised professional, business and visitor clusters - apart from the cafes and bars around the south of the Octagon;
- Jaded and poorly maintained Central City commercial properties - apart from those in the retail heart;
- The short time visitor overnight stay in the City Centre - with typically only two night stays;
- The reliance on the natural attractions and the heritage built environment as the main visitor attractions;
- The lack of obvious free family recreational attractions in the Central City - that will attract residents and visitors to spend longer and return more frequently to the Central City;
- Vacant heritage, warehousing and character buildings - including the Rail Station and substantial office and warehousing buildings;
- Poor quality surface car parking on vacant sites - depressing the nearby local environment and creating the impression of abandonment and decline;
- Perceived and real personal security issues in the City Centre – especially on week day winter evenings, at night and weekends;
- Poor quality of cycling and pedestrian connections including from nearby residential areas to different parts of the Central City;
- Lack of shelter and pleasant sheltered outdoor spaces to spend time and socialise in the Central City; and
- Lack of long-term visitor, campervan, coach and tour operator parking in the Central City.

### Implications for Planning for the City Centre

Planning for the Dunedin Central City should seek to build on these strengths, overcome the weaknesses and help realise the opportunities identified in this report.

## 2. The Greatest Present Economic Growth Opportunities

At this time, the greatest economic opportunities are in:

1. Advanced educational, medical and research excellence;
2. Advanced computing and design led creative businesses;
3. Advanced software and intellectual property driven business services;
4. Heritage property restoration and design led building fit-outs;
5. Advanced, application specific and computer controlled engineering; and
6. Creative and experiential learning - targeting the short stay visitor market.

The first four of these have a Central City focus, the fifth a nearby Port Lands /



Carisbrook focus, and the sixth could be anywhere in Dunedin, including the Central City.

Given these 'future oriented' economic growth prospects the City may wish to market and promote its self around the theme of: **Creative Excellence.**

### Promoting and Growing These Opportunities

The difficulty Dunedin faces is that these existing strengths are not obvious and are hidden from view.

Also, there is not a strong promotional approach to land use planning that guides businesses and investors to places where particular businesses can best benefit from existing and future business clustering.

Consequently:

- Businesses are more dispersed and scattered than they should be.
- There is less synergy, symbiosis and opportunities for collaboration.
- There is less prospect of sharing capability and spare capacity.
- There is less prospect of 'spinning off' new businesses.
- There is less opportunity to attract and create new businesses.

There are significant prospects to create new business opportunities from businesses able to benefit from existing specialist capability, software, access to archival and copyright material and the intellectual property of existing leading edge businesses that do not want to realise these further business opportunities themselves.

Initiatives that could both expose and showcase these existing, future-oriented economic strengths, and help grow Dunedin's reputation and Dunedin's attractiveness to these businesses, could include:

#### a. Promoting Dunedin as having different 'Quarters'

Identified in planning and promotional documents, visitor and investment guides:

- The *University and Research* Quarter (embracing the University, Poly and Hospital)
- The *Creative Computing and Design* Quarter (embracing the southern Octagon and northern part of the Warehousing District)
- The *Port and Advanced Engineering* Quarter
- The *Heritage Building Restoration* Quarter

Referring to these Quarters could be made in everyday language, the media, in Council and Government documents, publications, letters and communications.

The Retail and Visitor Sectors may wish to promote other additional business attracting quarters, such as the:

- *Jewellery, Fashion and Ceramics* Quarter (Moray Place)
- *A Gallery* Quarter (Dowling Street)
- *Performing Arts* Quarter
- *Café, Bar and Hospitality* Quarter (around the Octagon)
- *A Tourism and Transport* Quarter (around the Railway Station, Early Settler Museum and Chinese Gardens)
- *A Visitor Accommodation* Quarter (Rattray St, Dowling to Jetty Streets)
- *The Shopping and Entertainment* Quarter (around the Octagon)
- *The Boutique Retailing* Quarter (further north along George Street)
- *The Sporting and Events* Quarter (at the Stadium)

These could be complemented by:

- *Heritage Experience* Circuits
- *Arts and Culture* Circuits
- *Sports and Fitness* Circuits
- *Family Adventure* Circuits
- *Natural Experience* Circuits (Walking and biking around the Harbour Foreshore and walking and mountain biking the Town Belt -from Bracken's Lookout to the Montecello Grounds)

These Quarters could be visibly identified and promoted by:

- Distinctive signage in each Quarter (including on buildings);
- Differences in lighting at night (with illuminated buildings and features, walking and fitness trails attractive to visitors);
- Differences in landscaping and street furniture;
- Difference in the type of public art in each Quarter;
- Distinctive street sculptures on these different themes; and
- Different street activities and events in each Quarter.

#### b. Using existing leading edge businesses and locally applied new technologies to promote Dunedin as creative environment for 'leading edge' computer and design based businesses.

This could be done by showcasing recently created quality modern designer and heritage business spaces in restored heritage buildings – similar to the quality space that creative new businesses would wish to occupy. Another way of doing this is by using the opportunity to identify and promote the creative business already occupying these spaces, their special capabilities and identifying the Dunedin businesses that designed, built and led the restoration.

Possibly adding interest, celebrating and promoting the capability of existing innovative local software and computing businesses by creating virtual 3D tours of the building and enabling creative people to design and add their own people, business environment and décor to real heritage business spaces (For instance, by using the Areo, Areoscan 3-D model software).

The visitor industry may wish to pursue a similar creative approach to interesting visitors (that also showcases local creativity, computing and software capability) by creating on-line opportunities for visitors to depict themselves (or outline characters of typical family members) in:

- Real Dunedin visitor attractions (such as the Chinese Gardens – that suffers from what it offers being hidden from view);
- Natural areas (such as the peninsula or walking the Town Belt);
- Recreational, and entertainment venues (in The Stadium watching an event that interests them); and
- Surfing or wind surfing (another hidden attraction where Dunedin has an exceptional advantage).

#### **c. Promote 'leading edge' companies and their exceptional products and capabilities of businesses established in Dunedin.**

This would include an invitation for both young and experienced people with relevant and related skills to contact these businesses (or Council's Economic Development Unit) if they are interested in working or setting up their own business in Dunedin in these, similar or related fields.

The visitor industry may wish to contribute to this skills and innovative business attraction by finding ways to identify and engage with local businesses in identifying and filtering these people from the annual visitor stream, visitors with exceptional creative design, computing, advanced Intellectual Property (IP) and business service research and development or computing skills who may be interested in starting their own business or joining a leading edge Dunedin organisation.

The Dunedin community and service organisations and interest groups could add value and contribute to these skills and innovative business attractions by finding ways to identify and engage visitors with these skills or interests in setting up their own business from visitors whose personal or recreational interests bring them into contact with that club or organisation.

Attention could also be given to extending this type of business person hosting activities from the Rugby World Cup, so that it is an on-going, permanent feature of what Dunedin does to attract these people as possible future residents and future Dunedin business founders.

An additional useful initiative could be to form a creative excellence club where local creative business people and visiting people with similar interests could come to recreate

and spend time. This could be best located in a heritage building in the *Creative Computing and Design Quarter*.

#### **d. Promotional and Performance Based Planning Initiatives.**

This would be in order to provide greater investor and business certainty and promote the clustering of similar and complementary activities and support services.

Promotional planning recognises and promotes each quarter, with exciting visions for different precincts with examples of desirable uses and building and development forms. This would be contrasted by clearly identified undesirable uses and undesirable scales, styles and types of development (including opposition to mock modern heritage buildings as opposed to designer premises and fit-outs).

Performance Based planning provisions would state desired objectives and acceptable solutions but give designers, end users and development proponents the opportunity to demonstrate innovative and new design solutions to achieve the same objective.

Consider adopting the same approach to encouraging live/work developments and home based businesses (recognising these as viable incubators for creating a cascade of new businesses for Dunedin).

### **3. A Focus on 'Creative Computer Based Design Businesses'**

Dunedin has a number of leading edge creative computer based Information and Communication Technology (ICT) businesses including:

- Cymicon/ARL (sports IP animation evaluation and software);
- AD Instruments (laboratory data recording hardware and software);
- Animation Research (translating digital data into pictures);
- ClockTower/Areo (3D modelling, visualisation and animation);
- Orasphere (3D educational technologies for dentistry);
- New Media Medicine (e-learning for the health industry);
- Daestra/ TracMap (real time GPS guidance and tracking systems);
- DevWorks (IT management and procurement);
- 1000Minds (decision making and alternative evaluation software);
- Silicon Coach (video analysis software);
- Big Picture Learning/Maths Tech (personalised learning and tuition); and
- Straylight (interactive game development).

Their characteristics include:

- These businesses do not form a formal cluster of similar and related businesses. Each tends to operate in its own specialised field.
- These businesses are not obvious, being dispersed and often on upper floors between the Octagon and the northern parts of the Warehouse District.
- Most of these businesses do not depend on local custom. Their growth prospects and focus is on distant clients.
- These businesses are mostly founded on people brought up in Dunedin and by

former students and staff from the University (and to a lesser extent the Polytechnic).

Their best economic prospects will come from:

- New businesses founded by former university, Polytechnic and hospital students and staff;
- Attracting returning experienced former Dunedin residents;
- Attracting people who want to work close to the intellectual leaders in a small leading edge company in their field;
- The natural and lifestyle attraction of Dunedin, especially for those wishing to start or bring up families;
- Promoting the quality cultural, sporting and entertainment events that Dunedin attracts that are exceptional (more than expected for a provincial city); and
- Promoting Dunedin as a compact central city with the convenience of being able to walk between business, recreational and home destinations.

The most productive opportunities to grow this sector may be in:

1. Attracting new creative businesses linked to the capabilities of existing leading edge businesses (using their capabilities in fields that these companies themselves do not wish to exploit or expand into);
2. Attracting successful former Dunedin residents to return to Dunedin (especially those with the ability or wish to found new businesses);
3. Continuing to incubate and support new businesses founded by students and staff from the university, hospital and polytechnic; and
4. Turning recreational visitors with exceptional experience and skills into future residents and new business founders.

Implications for Planning for the City Centre

The main implications for the Central City Planning are:

- a. Provision of affordable start up space – this is likely to be on upper floors of existing buildings (given new buildings and refurbished, earthquake proofed heritage buildings may be too expensive to meet this need);

- b. Retaining an 'edgy', bohemian, quirky and interesting 'rear lane' experience (with coffee shops, restaurants and bars away from the main student and visitor hub);
- c. Improving the quality of the streetscape, pedestrian and cycling environment (especially to nearby entertainment and green spaces, the waterfront and nearby residential areas where these people will live and walk to work);
- d. Focussing on creating vibrant active interesting and entertaining places where these creative people will want to work and socialise (during the day, evenings and into the night); and
- e. Creating safe attractive lanes and rear building opportunities as interesting places for specialised shops, cafes and business support services that can not afford a high profile, street frontage (that add interest and the unexpected into the built, business and local retail environment).

#### 4. Potential Demand for Central City Office Space

Three realistic scenarios were used to investigate the potential future demand for industrial land and business space in the Dunedin Central City:

1. The *Dunedin Existing Economy Scenario* – where future employment growth corresponds to the existing Dunedin Economy.
2. The *Highest of Dunedin or South Island Scenario* – which recognises that Dunedin has somewhat lower employment ratios in a few sectors than the rest of the South Island (excl. Christchurch with its greater regional role) and future employment growth in these sectors will match the higher ratio taking place elsewhere.
3. A *Creative Economy Scenario* – where additional employment is created in creative, design based businesses.

##### Potential Office Space Demand

Quality of Central City Office Space	Dunedin's Existing Economy	Highest of Dunedin or South Island		Additional Creative Economy Offices*		Potential Dunedin Central City Demand <sup>3</sup>	
<i>Prestige</i>	1,600 m <sup>2</sup>	1,800 m <sup>2</sup>	16%	4,200 m <sup>2</sup>	10%	6,000 m <sup>2</sup>	11%
<i>Medium Quality</i>	4,200 m <sup>2</sup>	4,400 m <sup>2</sup>	39%	16,800 m <sup>2</sup>	40%	21,200 m <sup>2</sup>	40%
<i>Good Quality Affordable</i>	4,500 m <sup>2</sup>	5,200 m <sup>2</sup>	45%	21,000 m <sup>2</sup>	50%	26,200 m <sup>2</sup>	49%
<b>Total Central City</b>	<b>10,300 m<sup>2</sup></b>	<b>11,400 m<sup>2</sup></b>	<b>100%</b>	<b>42,000 m<sup>2</sup></b>	<b>100%</b>	<b>53,400 m<sup>2</sup></b>	<b>100%</b>
Central City Offices requiring <i>retail frontage</i>	580 m <sup>2</sup>	765 m <sup>2</sup>					
<i>Additional Office Space in Other Areas</i>	2,850 m <sup>2</sup>	3,500 m <sup>2</sup>				3,500 m <sup>2</sup>	

<sup>3</sup>Dunedin has a particular additional competitive advantage which will enable it to attract, develop and grow 'computing based creative businesses' better than elsewhere - therefore this additional economic and employment potential (Scenario 3) needs to be added to the normal growth (Scenario 2).



\* Based on likely additional 'creative business' office demand averaging 600 m<sup>2</sup> pa for the next 5 years (3,000 m<sup>2</sup>). Increasing to average 900 m<sup>2</sup> pa from 2016 to 2026 (9,000 m<sup>2</sup>). Increasing to 1,200 m<sup>2</sup> pa after 2026 (30,000 m<sup>2</sup>, 2026 to 2051). Resulting in prospective demand for 12,000 m<sup>2</sup> over the next 15 years, rising to 42,000 m<sup>2</sup> by 2051<sup>4</sup>.

The potential additional demand for office floor space between 2011 and 2051 in the Dunedin Central City is projected to range from:

- 10,300 m<sup>2</sup> - based on the *Existing Economy Scenario*, to
- 50,000 m<sup>2</sup> - based on the *Creative Business Scenario*.

The demand for office space would obviously be orders of magnitude greater if substantial offshore oil and gas exploration and production came to fruition. This would necessitate new planning initiatives, but this would not necessarily compromise the realisation of the *Creative Business Scenario* with its implications for future planning of the Octagon and Warehouse District.

The following distribution of additional office space could be considered if it were proposed to plan for the effective realisation of the *Creative Business Scenario*:

Quality of Central City Office Space	Projected Dunedin Central City Demand	Warehouse District Additional Office Space		Octagon Precinct Additional Office Space		Exchange Precinct Additional Office Demand	
Prestige	6,000 m <sup>2</sup>	3,400 m <sup>2</sup> *	56%	1,700 m <sup>2</sup>	29%	900 m <sup>2</sup>	15%
Medium Quality	21,200 m <sup>2</sup>	14,300 m <sup>2</sup> #	68%	4,300 m <sup>2</sup>	20%	2,600 m <sup>2</sup>	12%
Good Quality Affordable	26,200 m <sup>2</sup>	12,300 m <sup>2</sup> ^	47%	11,300 m <sup>2</sup>	43%	2,600 m <sup>2</sup>	10%
<b>Total</b>	<b>53,400 m<sup>2</sup></b>	<b>30,000 m<sup>2</sup></b>	<b>56%</b>	<b>17,300 m<sup>2</sup></b>	<b>33%</b>	<b>6,100 m<sup>2</sup></b>	<b>11%</b>

#### Implications for Planning for the Provision of New Office Space

For these reasons, it is considered that the Council should not be too concerned about any adverse market effects of allowing office uses into the northern part of the Warehouse District. There may also be positive competitive pressures resulting from allowing offices

<sup>4</sup>Based on an average of 2 additional new businesses 'starting up' and 2 existing businesses expanding each year up to 2016, with these numbers doubling for the following 10 years and doubling again for the subsequent 15 years as the reputation and attractiveness of Dunedin increases for such businesses.

into the northern end of the Warehouse District that encourages existing building owners in the vicinity of the Octagon to improve and refit their existing buildings (which they are under no pressure to do at present because there are no rival good quality affordable premises on offer).

Having said that, the immediate future demand for the next 15 years is only likely to be for 4,550 m<sup>2</sup> of office space under the *Existing Economy Scenario* (based on the existing economy, without any further external stimulus such as that from creative businesses, the resources industry and from oil and gas exploration and production):

Quality of Central City Office Space	Additional Central City Office Demand <i>Existing Economy</i> 2011 to 2026	%
Prestige	730 m <sup>2</sup>	16%
Medium Quality	1,850 m <sup>2</sup>	41%
Good Quality Affordable	1,970 m <sup>2</sup>	43%
<b>Total Central City</b>	<b>4,550 m<sup>2</sup></b>	<b>100%</b>

#### Implications for Office Development in the harbourside area

Long-term future office demand may be for as little as 11,400 m<sup>2</sup> of additional Central City office space (with 45% of this demand being for affordable office space). On this basis it is difficult to envisage any significant economic advantage from the development of an additional 10,000 m<sup>2</sup> of Harbour Side new office space in the immediate future, given that this would pull employment further away from existing office precincts and away from the emerging *Creative Business Quarter*, and away from the retail heart of Dunedin.

It is difficult to envisage any significant demand for large-scale new office space that is not government, or resource exploration driven at this time, especially considering the risk that larger, footloose new office activities are likely to have a choice of alternative new premises from the rebuilding of Christchurch.

The additional office demand under the *Creative Business Scenario* is best accommodated in the Octagon and the northern end of the Warehouse District.

However, future office based development in the harbourside area could feature in long-term planning for integrated community, business, visitor, recreational proposals for the southern part of harbourside (possibly including an international standard hotel, a larger, state of the art conference centre and apartment living).

## 5 The Warehouse District

The existing planning provisions only really support apartment use of the existing heritage buildings.

Existing planning appears outdated by:

- Zoning only for very large bulky goods retailing (the existing new developments were smaller than permitted and therefore needed consents, the larger ones intended have located even further south possibly for site amalgamation and freehold reasons).
- Making office uses Not Permitted and clearly undesirable uses (although possible through lengthy and expensive resource consent open to unreasonable objections for anti-competitive reasons).
- Making retail uses Not Permitted and clearly undesirable uses (although possible through lengthy and expensive resource consent open to unreasonable objections for anti-competitive reasons).

Other major disincentives to invest are:

- Premises without car parking (especially heritage buildings); and
- Leasehold (rather than freehold properties) – reducing investor and lender interest, preventing owner occupiers, introducing ground rent uncertainty and uncertainty of negotiations with ground lease owners.

In combination, these make the area unattractive for many investors and businesses.

However, the advantage of these disincentives has been the retention of an area of largely intact heritage buildings that may have been demolished in other circumstances. Here Dunedin has similarities to Katoomba, in the Blue Mountains outside Sydney, where the planning regime, particularly its car parking requirements, inadvertently benefited retention of its heritage buildings and streetscapes.

For these reasons the Council may not want to lightly abandon its existing bizarre zoning in all or part of the warehousing district, even though its intention and proposed used are inappropriate and outdated. However, more appropriate planning provisions could possibly achieve the same benefits.

Buildings are presently cheap to purchase (\$350,000 to \$650,000)

The cost and difficulty of earthquake proofing and fire rating may be over emphasised. However, they are presently costly enough to prevent development by those needing to also make a developer / builder profit (or borrow, pay commercial builder and sale profit). These costs are sufficient to require reasonably high rents. This means there is less prospect for these heritage buildings to provide all the necessary cheap 'start-up' and incubator space.

Therefore new start up, low cost businesses are likely to remain or require cheaper upper floor space in vicinity of the Octagon. However, there will still be strong latent demand for such space in existing buildings in the Warehouse District, and in small new infill developments.

### Economic Prospects and Opportunities

The following opportunities present themselves for the Warehouse District having regard to the economic and business prospects and creative business opportunities identified earlier in this Report.

#### Northern End (The Exchange to Jetty Street)

- Residential (including creative space and live/work opportunities)
- Small high value creative business space - likely average demand 300 m<sup>2</sup> pa for the next 5 years to 2016 (1,500 m<sup>2</sup>), increasing to 600 m<sup>2</sup> pa to 2026 (6,000 m<sup>2</sup>) and average 900 m<sup>2</sup> pa from 2026 to 2051 (Potential demand at least 7,800 m<sup>2</sup> over the next 15 years, increasing to 30,000 m<sup>2</sup> by 2051)<sup>5</sup>
- Design and display showrooms – combined with client hospitality and interactive design space (focusing on professional, décor, designer and interactive design of bespoke products for home, hospitality and business premises)
- Boutique cafes, restaurants, bars – located away from permanent living (impact of late night revellers/patrons leaving on residents)
- Modern in-fill developments that reflect contemporary interpretations of the area's character

#### Central Section (Jetty St to Jervois Street)

- Retain as automotive and service trades (especially in Bond Street) because:
  - No better immediate use
  - Nowhere else central for these small service businesses to relocate
  - Need to future proof Dunedin and not prematurely cut off possibilities for these more utilitarian future uses
  - This area is the centroid (the natural centre) for businesses serving the whole Dunedin Region
  - The area will be in high demand for small and independent support services to creative businesses as this cluster grows
  - The area will be in very high demand for small support services to the oil & gas industry if it proceeds (including smaller operations displaced from the port lands)
- Likely demand 1.4 ha 2011 to 2051 based on existing economy (without any major technology or oil or gas exploration drivers)<sup>6</sup>
- Encourage indoor gyms, sports and fitness – including dance and martial arts studios (possible upper floor uses) to:
  - Increase vibrancy and activities in evenings, at night and week ends

<sup>5</sup>Based on the Warehouse District attracting 2 to 3 additional new businesses up to 2026, with an average of 2 successful existing businesses expanding into more space each year from 2015 to 2026. With these numbers increasing to 3 to 5 new businesses and up to 3 existing businesses expanding each year from 2026 to 2051 as the reputation and attractiveness of Dunedin increases for such businesses.

- Make this part of the city more appealing to technology and design based businesses and their employees
- Make this part of the city more attractive to young singles, couples and higher end residents of the apartments (including heritage buildings)
- Make this part of the city feel safer with more passing pedestrians and eyes on the street
- Allow night clubs (especially between Crawford and Cumberland Streets) and in basement venues elsewhere) – providing not proposing to permit residential uses nearby
- Encourage boutique cafes, restaurants, bars – providing not proposing to permit residential uses nearby

#### Other opportunities:

- Ageing in Place – opportunity to combine new and existing buildings to provide different types of ‘independent living’ opportunities and different levels of ‘supportive care’ accommodation for older Dunedin residents (NB bringing increasing ageing population close to inner city facilities and the hospital)
- Major Institutional land user – using combinations of new and/or heritage buildings (possibilities of Regional Council, other?)

#### Queens Gardens

- Retain some part as clear open space for:
  - Nearby businesses and staff to celebrate successes
  - Techno geeks to play touch football, kick a ball, throw a frisbee and play volleyball
  - Nearby businesses to launch and temporarily display products (including erecting a tent)
  - Visiting teams accommodated nearby to throw a ball and do team fitness exercises, as The Oval may be too far away.
- Create some compact sheltered spaces for people to sit, meet and socialise
- Consider creating safe places for families with young children
- Consider a safe adventure playground for young children (nearest alternative is hidden at back of Market Reserve that visitors unlikely to see, find or use)

#### Car Parking

- Consider increase street parking by angled street parking in Bond Street
- Consider increase street parking by angled street parking in Vogel Street
- Consider angled street parking in Crawford Street and west side of Cumberland Street (if overcome these as one-way Highway doublet)
- Consider structured car parking (with dedicated spaces for permanent lease to businesses and residents –who won’t leave competitive spaces for fear of no space left when they return)

<sup>6</sup>Based on the Warehouse District taking 50% of the light industry and service trades demand under the Dunedin ‘Existing Economy’ Scenario (without taking any of the additional 0.2 ha required for automotive repair and services).

- Require street trees and on-site landscaping of all surface car parks (also all vacant land and other sites)

#### Pedestrian and Cycle Links

- Improve quality of pedestrian and cycle links to nearby residential areas – between Princes Street and the Town Belt where new business owners and employees with families are likely to want to live (within walking distance of work - close to schools, family recreation and other needs)
- Improve pedestrian and cycle links to the University, Polytech and Hospital Precincts and the Stadium – minimising gradients but not necessarily using Princes / George Street or passing through the heart of the Octagon and the retail heart
- Overall improvement of the walking environment - Dunedin prides itself on being compact, with all things within walking distance but the walking environment is poor (poorly maintained, unclean, glass strewn, poorly lit with dark buildings, limited landscaping and street furniture, with long delays for pedestrians crossing streets with signals sequenced to delay not enhance walking)
- Improving visitor pedestrian experience is equally important – with a need to focus on pedestrian experience from the rail station to the Octagon and the University / Polytechnic / Hospital precinct (especially if the rail station / jail precinct becomes the coach / cruise ship visitor transport, campervan, visitor car parking and mini-tour operator terminus)

#### Potential Demand for Office Space in the Warehouse District

The potential additional demand for office space in the northern part of the Warehouse District is projected to be at least 30,000 m<sup>2</sup> by 2051 under the *Creative Business Scenario*:

[continued overleaf]

Quality of Central City Office Space	Potential Dunedin Central City Demand		Potential Warehouse District Office Demand		Notes	Warehouse District Share of Central City
Prestige	6,000 m <sup>2</sup>	11%	3,400 m <sup>2</sup> *	11%	80% of additional demand from creative economy	56%
Medium Quality	21,200 m <sup>2</sup>	40%	14,300 m <sup>2</sup> #	48%	80% of additional demand from creative economy 20% of additional demand from other growth	68%

[continued from previous page]



\* Based on high profile creative economy businesses requiring prestige office space

Good Quality Affordable	26,200 m <sup>2</sup>	49%	12,300 m <sup>2</sup> <sup>^</sup>	41%	50% of additional demand from creative economy 35% of additional demand from other growth	47%
Central City	53,400 m <sup>2</sup>	100 %	30,000 m <sup>2</sup>	100 %		56%

wanting to locate where other creative businesses cluster in the Warehousing District

# Recognising restoration and refurbishment of heritage buildings will result in higher price space

<sup>^</sup> Recognising other locations' ability to supply affordable space -with some affordable space available in heritage buildings, other older buildings in the Warehousing District and new small 'in fill' developments in the Warehousing District.

#### Potential Demand for Showroom Space in the Northern part of the Warehouse District

The potential additional demand for showroom space in the northern part of the Warehouse District could be expected to be at least 1,500 m<sup>2</sup> between 2011 and 2051 under the *Creative Business Scenario*.<sup>7</sup>

#### Potential Demand for 'Light Industry Space' in the Northern part of the Warehouse District

The potential additional demand for small utilitarian non-office based R&D space could be expected to be at least 750 m<sup>2</sup> for the northern part of the Warehouse District between 2011 and 2051 under the *Creative Business Scenario*.<sup>8</sup>

#### Potential Demand for Cafes and Restaurants in the Northern part of the Warehouse District

The potential additional demand for cafe and restaurant space could be expected to be at least 1,000 m<sup>2</sup> for the northern part of the Warehouse District between 2011 and 2051 under the *Creative Business Scenario*.<sup>9</sup>

### 6 The Octagon

<sup>7</sup> Double the 15% of the 4,400 m<sup>2</sup> of warehousing and showroom space that the Warehousing District could expect to attract that Dunedin would generate under the *Existing Economy Scenario*.

<sup>8</sup> Equivalent to 60% of the 1,660 m<sup>2</sup> of additional café, restaurant and take-away food space that Dunedin would generate under the *Existing Economy Scenario* (noting the quantum increase in office employment projected for this district, the opportunity for increased visitor attraction and the limited existing provision beyond the Exchange at present).

<sup>9</sup> Equivalent to 20% of the 3,660 m<sup>2</sup> of light industry, machinery and equipment assembly and repair space that Dunedin would generate under the *Existing Economy Scenario*.

From an economic perspective, the Octagon is clearly the centre of the city and the place where 'town and gown' and the 'community and government' meet.

#### The Likely Office Market

The upper floors of buildings near the Octagon provide valuable low cost incubator space for new start up businesses (including computer based creative businesses that already occupy many spaces and other creative businesses that can not initially afford renovated heritage building space in the Creative Computing and Design Quarter). This area is also the best location for larger new owner-occupied office buildings.

The area in the lower eastern part of the Octagon could provide particularly good prospects for attracting such developments.

- Industry intelligence is that there are three major office users presently looking to locate 1,200 m<sup>2</sup> of office space in the Dunedin City Centre.
- Some 6,000 m<sup>2</sup> of additional high quality, prestige office space is projected for Dunedin between now and 2051 (under the *Creative Business Scenario*).
- An additional 21,200 m<sup>2</sup> of good medium quality office space is projected for Dunedin between now and 2051 (under the *Creative Business Scenario*).
- There will also be potential demand for at least 26,200 m<sup>2</sup> of good quality affordable office space in the Dunedin Central City between now and 2051 (under the *Creative Business Scenario*).

The Octagon precinct still has considerable potential to meet at least a third of this potential demand.

Overall it is projected that the Octagon area will need to provide suitable locations for the following amounts and types of additional office space by 2051:

#### Opportunities for Stuart Street

Quality of Central City Office Space	Octagon Potential Demand For Additional Office Space	
Prestige	1,700 m <sup>2</sup>	10%
Medium Quality	4,300 m <sup>2</sup>	25%
Good Quality Affordable	11,300 m <sup>2</sup>	65%
<b>Total for Central City</b>	<b>17,300 m<sup>2</sup></b>	<b>100%</b>

Stuart Street has three major additional advantages within the context of the Central City:

- The connectivity and attractive direct pedestrian route it provides between the railway station and the centre of the Octagon (offering additional benefits if coach, tour and

longer term visitor parking and an I-site is provided in the vicinity of the railway station)

- The outstanding streetscape and vistas it provides past the clock towers framing the rail station (something that Central City could further benefit from)
- The east/west alignment which provides north and south facing street frontages (aspects that could be promoted for day time cafes on the north facing side, and bars and restaurants benefiting from the setting evening sun on the south facing frontages)

### **Bus and Car Parking Issues In and Around the Octagon**

There are a number of existing visitor coach, bus and car parking issues in the vicinity of the Octagon. These appear to include:

- No places for visitors to park near the existing I-site;
- No long-term visitor parking for visitors wanting to shop and/or have a meal;
- No parking for campervans near the Octagon;
- No obvious place for coaches from the cruise ships and mini-busses taking visitors on local tours to set-down, exchange passengers and lay-over; and
- Bus queues in front of shops and waiting bus passengers interacting poorly with passing visitors.

It may be possible to address these issues by:

- Providing long-term visitor parking, coach and mini-bus set downs and campervan and coach parking in the vicinity of the Railway Station and Early Settler Museum (thereby further activating and benefiting from Stuart Street);<sup>10</sup>
- Exploring the possibility of moving some Princes and George Street bus stops to the northern part of the Octagon circuit; and
- Moving longer distance commuting and regional bus/coach stops to the vicinity of the Rail Station and Early Settler Museum (thereby further activating and benefiting from Stuart Street and increasing personal safety - especially for weekday evenings, at night and weekends).

### **End Note**

The above report includes 'place based strategies' that are suited to the local economy and an evaluation of business opportunities in the local context. These recommendations are therefore specific to Dunedin. The proposed uses build on and reflect the types of creative and designer businesses that are already beginning to populate the Dunedin Warehouse District.

However some lessons can be drawn from similar situations elsewhere. The most effective adaptive re-use of a warehousing district close to a CBD in a smaller port city is Fremantle in Western Australia. This may be close to the Dunedin context and include

designer workshops and adaptive re-use for an overseas university campus - Notre Dame, without turning it into a retail or residential district.

There are warehousing districts converted to other uses in Brisbane in the CBD, in Fortitude Valley, in James Street Precinct and at Teneriffe. These are transitioning from designer showroom areas to residential and associated personal services and retailing (the latter does not fit as comfortably with Dunedin context).

In larger cities there good examples in Vancouver, Canada - also near China Town, San Francisco, and the old Meat District, Manhattan.

There are residential conversions with some higher level designer retailing in Pyrmont Sydney, Melbourne Docklands and East Perth - also east Adelaide CBD.

Formal Parks with open spaces used for business displays and community events include Queens Gardens, and King George Sq and to a lesser extent Roma Street Forum, Roma Street Parklands, South Bank Parklands in Brisbane, and also the paved City Plaza.

<sup>10</sup> NB particular attention may need to be given to how best to isolate visitors from the undesirable aspects of the nearby Law Courts (Lower Hutt faced a similar difficulty with its Art Gallery)

## APPENDIX 3

### Retail and retail related issues

Background report by Mike Cullen, *Urbacity*, Sydney

#### Context & Key Principles

The city has few of the retail role conflicts that beset other cities in New Zealand. Its CBD is dominant in the retail environment with suburban centres largely confined to a convenience or local centre role as opposed to a role that threatens the health and vitality of the CBD. This is an important economic issue as retail vitality in an urban (as opposed to a mall) environment unlocks a broader range of social and economic activity. The retail environment in the city appears to be relatively strong and healthy.

The retail core of the city lies to the north of the Octagon, which generally acts as a full stop to the potential for a healthy and organic spread of retail stores to the south along Princes Street. It is important for the economic health of a city that specialty or fine grained retail (as opposed to large format or anchor stores) has a relatively free reign in contiguous street front locations around the city centre. This encourages a range of retail activities at a range of price points and stimulates business formation and entrepreneurship. That said we see no benefit in modifying the Octagon in order to change this dynamic. Rather retail south of the Octagon and within the Creative Quarter should develop its own role, qualities and character and not compete directly with the retail core to the north.

The development of additional retail in and around Princes Street is desirable if it acts to inspire a broader range of employment and revitalization of the wider Warehouse (Creative) District. Retail south of the Octagon is therefore seen as a subsidiary service mechanism for wider economic endeavour and not as an alternate to the retail core that sits to the north. However given the characteristics and intent of the proposed Creative Quarter, retail that is a product of on-site or Otago-based design activity should be encouraged. It would be ideal if design-based retail became a major feature of the precinct. Such retail could be in the fashion, homewares, accessories or furniture and furnishings categories but could also include the visual arts.

The Steamer Basin is largely severed from the City Centre due to the interventions of the State Highway, the heavy traffic bypass and the rail line. Even with the most effective pedestrian devices that could assist people to cross these barriers the site is a separate place from both the core CBD and the neighbouring Creative Quarter. For this reason its retail role needs to be carefully managed. Food service retail would be expected to be the dominant activity in the Basin, with other retail categories as ancillary. The objective for retail at the Steamer Basin should be for it to be a subservient use to other activities. There is possibly one exception to this being a fish market. However it is unknown as to

what capacity exists for such a use that expands existing sea-based activities and facilities. In other words we would accept a retail use that expanded on the economic relationship with the sea, but not a use that is well provided for elsewhere and which through its location elsewhere generates wider economic benefits and effects.

#### Large Format Retail

The current provisions in the District Plan provide for large format retail in the area known as the "Warehouse District" (now the proposed Creative Quarter). Some smaller versions of this activity have sprung up on the east side of Cumberland Street, but generally the market has not required this area for the purpose for which it was intended. Large format retail is amongst the lowest economic yielding activity in any city. To largely quarantine an entire area of the basis of a possible future change in the retail market is not ideal. The city is well served by a range of retailers in the general "large format" category and the likelihood of replicating or adding additional large format stores is low. Despite industry preferences to co-locate such stores into major centres this would be almost impossible within this precinct due to heritage constraints (even if such an outcome was considered desirable). Furthermore the urban qualities of the "Warehouse District" are exceptional and ideally suited to creative industry, which offers a much higher economic return to the city and better fits with the "Wealthy Community Vision" as outlined in the LTCCP. Given the evolution of businesses out of and around the tertiary education sector, this precinct seems ideally suited to intensification and provides an adaptable and flexible platform for a variety of clean and creative industry activities as well as inner city living. The qualities of the precinct could be further improved by public realm works that softened the street edges and modified traffic behaviour in streets such as Vogel and Bond Streets. These streets could be seen as shared spaces, but it would be important to retain as much of the parking as possible so as to lessen the effects of higher levels of visitation and activity.

#### The Proposed Creative Quarter

The former warehouse district has strong urban qualities through the way buildings relate to and address streets. This is common for late 19<sup>th</sup> century buildings, where on site car parking was not considered necessary. Consequently the built form has the ability to provide an active street scene ideally suited to the preferences of the creative set. Some "hi tech" activities are currently scattered around the precinct and it is expected that with continued involvement from the Economic Development Unit (EDU) these activities could be expanded. This unit may also wish to be involved in the transformation and public realm works that should be undertaken as early as possible to provide a basis for the Unit's targeted approach to new businesses for Dunedin city. Currently the EDU is working with industry and the tertiary sector to assist business formation in the City. With the transformation of the Creative Quarter and a newly created attractive working environment the Council may wish to be more proactive in seeking businesses from outside the city. The EDU are ideally suited to such a task, but we understand at present that such a role is not within their scope of work.



### **The Creative Quarter and the “Creative Business Scenario”**

Based on historic employment trends by industry sector and projecting forward for growth, Dunedin is expected to be required to deliver around 10,300 square metres of employment space in the CBD by 2051 at around 250 square metres per year. This represents a business as usual approach with the city not actively taking advantage of or exploiting its key strengths. If the city is able to successfully promote its existing creative capacity and strength and grow capacity it may be able to create demand for 53,400 square metres of office space demand, most of which is within the creative industry sector. The characteristics of the style of space that appeals to the creative industry sector are found within the buildings of the Warehouse District. The “Creative Business Scenario” provides for 30,000 square metres of this space, with the Exchange area proposed to provide an additional 6,100 square metres of space. The balance of projected demand under this scenario (17,300 sqm) is suitable for buildings generally gathered around the Octagon.

The “Creative Quarter” is therefore the major asset in an employment growth strategy for the city and represents around 67% of the employment space requirement to 2051. As noted earlier retail has an important part to play in providing the settings for business formation in the Creative Quarter. The city will achieve a much higher employment yield in the quarter if retail is an important part of the mix. As stated earlier this precinct is not to compete with the retail core to the north of the Octagon, but has plenty of scope to provide the type of urban environment suited to kick-starting the employment strategy in the area by attracting food services and design-based retail.

### **Regional Retail Picture**

The wider metropolitan area shows a relatively stable population base and an appropriate distribution of supermarkets for this population. In addition most of the major “large format stores” are present in the market and also in numbers suited to the population base. The possible arrival of new entrants and the ability to find sites for such activities is we believe a relatively minor issue as the catchment is well served by such activities already. Adding another major store will not materially add to the economic capacity of the city, especially when it is viewed against high value employment opportunities that add to the wealth of the city (proposed for the Creative Quarter). The issue therefore for the Creative Quarter is one of opportunity cost and wealth creation tied to the LTCCP.

### **Regulatory Framework**

The other issue that relates to the location and role of so-called large format stores is the regulatory environment of the city and regulation’s ability to promote higher or optimum economic performance. Recently (since the advent of the RMA) such stores have been able to find inexpensive, out-of-centre locations on the basis of promoting the benefits of competition and its effect on price to the consumer. However any well balanced regulatory environment would seek to ensure that all costs and benefits (including

externalities) were considered in determining overall retail (or more appropriately) centres policy.

We know that retail, if located in stand-alone locations (such as large format centres), has no wider economic benefit than that of the price of goods sold. Such retail simply serves the day-to-day needs of the consumer and is at the bottom of the economic wealth spectrum. We also know that retail when integrated into an urban environment inspires a wider economic and social activity pattern, which increases the economic performance of a city. Indeed research undertaken by these consultants on all centres in Perth, Australia showed that urban retail (retail in streets) inspired five times the number of non-retail jobs within a centre than large format centres or malls. The ability for retail to inspire higher economic performance and act as a catalyst to such performance is not an issue that has been well understood or documented in Australia and New Zealand. However the courts in both countries have generally accepted the economic rationale as the basis for such controls.

The most effective method by which to facilitate higher economic performance from retail development is through design controls. This means buildings in centres must be retail-capable on the ground floor and be required to address the street and not car parking (unless the car parking is in the street). This design emphasis results in the public realm becoming the key focus for activity, as is the manner by which our centres were built prior to the First World War. In order to make the retail work, developers must build visually attractive buildings as the street environment is less “efficient” for retail as the mall. Attractive streets attract wider economic and social activity. They also act to inspire increased levels of walking, both within the centre and to it. As a consequence of buildings with retail addressing streets it removes the need for a hierarchy that seeks to control the relative relationships between centres and retail. Built form controls should not be confined to the CBD but should apply to centres in the suburbs. Universal controls over the way buildings address streets do two things for the CBD:

1. It levels the playing field, requiring all centres to behave the same way.
2. It reduces the risk of over-scaled retail-only projects in the suburbs.

Built form controls should be stronger than design guidelines and have the same weight as zoning within the District Plan. Such controls do not seek to limit architectural expression but seek to regulate the important interface between buildings, activities and the public realm.

Retail proposed for industrial land should also be carefully monitored as industrial land generally sits higher up the economic wealth scale (as in economic wealth for the city and nation) than retail land and is very hard to get back. Typically it is also needed in advance of demand – and therefore has characteristics more aligned to infrastructure than property. In the absence of strong growth within the Dunedin region any industrial site converted to retail is more likely to take expenditure from other centres, which would

reduce its perceived “need” in economic terms. Use of industrial land is therefore an economic opportunity cost issue where the benefits of gaining retail need to be weighed against the loss of industrial opportunity.

### City Management & Economic Development

Successful cities typically have place-based management models that facilitate change and improvement in their city centres. This model is missing in Dunedin city. Such organisations are usually retail-dominant and actively involved in marketing and public realm works along with civic lobbying and facilitating deals between new tenants and landlords. However, most management entities operate in a competitive environment with the suburban centres challenging their role. This dynamic doesn't exist in Dunedin. This begs the question as to whether the city would perform better with centralised management that was exclusively focused on the city or whether it is needed at all. In retail terms possible benefits to the city would lie in the following areas/activities:

- Focused marketing to regional residents and visitors.
- Coordinated public realm maintenance.
- Proactive promotion of the city to new or desired retail tenants.
- Active lobbying of central city/retail issues to the Council.

However in the absence of growth that might precipitate a change in the retail or economic dynamics of the city and in the absence of a challenge to the city's retail role, the benefits of such an entity are not overwhelming. Furthermore the city has an Economic Development Unit, a rare and welcome entity within a Council. This Unit is charged with improving the economic circumstances of the city and assisting with Council's “Wealthy Community Vision” as outlined in the LTCCP. This vision is described as “A City that encourages strong local business and employment growth, and attracts increasing numbers of new businesses and tourists.” If the Council wishes to increase the average income of its residents it will need to look to businesses that attract income from outside the region (either nationally or internationally). Such a task is outside of any retail management model and sits much higher in the economic scale than retail.

The task of the EDU could be slightly expanded to have a better handle on the availability and type of space within the CBD and in particular the emerging “Creative Quarter”. This enables the Unit to more effectively deal with prospective new businesses by reducing the barriers to entry – such as whether the city has appropriate space for the target businesses.

In relation to retail's position within the ambit of the LTCCP, the two graphics following set the relative status of economic priorities with respect to wealth creation.

Retail is at the bottom of the economic productivity scale. However as any city centre manager will tell you city centre retail management takes an enormous amount of time. This is not to say that city centre retail management is not important. Rather it is to say



Image source: Derek Kemp



Image source: Derek Kemp

that the level of work and commitment required to make a centre management entity effective would distract the EDU from their primary tasks related to the wealth creation objectives as stated within the LTCCP.

In summary therefore the city would benefit from a centralized city centre management entity but most of its work would be involved on the retail aspects of the city centre. Ideally such an entity would be predominantly funded by a special rate collected from the businesses within an identified area and turned over to the management company. In such a model the entity would sit outside the Council, but with the Council representation on it. If the Council entirely funded the management entity, then it should most appropriately sit within a division of the Council. We did not however pick up any strong signals that the city needs such an entity. The city is in a relatively unique position in New Zealand in that it does not have major competition for its role from the suburbs. The city would benefit from a centralized manager, but for us it does not sit high on the list of priorities. Given the higher economic tasks of the EDU and its importance in assisting to deliver the “Wealthy Community Vision” it should not be distracted from this task by being the city centre manager.

#### **Council Lands / Civic / Library**

The potential effect of organisations like local government authorities relocating to the Princes Street area and work as a catalyst for the revitalisation of that area has been raised in the past. The City Council is currently located at the northernmost edge of the Octagon. It is assumed that the current building is suitable for Council occupation or put another way, the adequacy of the building itself would not drive any push to re-locate the Council.

The current location sits alongside the thriving core retail area of George Street. Council employees would contribute to the vitality of this area for food services and mainstream retail throughout the day. However it is reasonable to say that Council employees are a minor component of the trade of the core retail area. This of course begs the question as to whether the overall economic performance of the city centre would be enhanced if the Council were to be located elsewhere in the city. Could an institutional tenant or the Council itself “switch on” a different part of the city improve the performance of this area?

There appears to be a compelling need to improve and expand the library. We are informed that the current library is within a building that is now unsuited to the modern requirements of such a facility. The library has been mentioned as a potential occupier of the old Post Office building.

Moving the library and Council to the Princes Street area would assist in improving the economic performance of the Princes Street area. Moving the Council on its own would facilitate a limited amount of additional ground floor activity in the precinct, by increasing demand for food services. Council offices generate substantial foot traffic to and from the buildings, not just from Council staff but from members of the public visiting the Council

for services and payments etc. Adding the library would meaningfully change the operating environment for this part of the city, with substantial number of people walking to and from the building and around the wider precinct. This would also add value and inspiration to the proposed “Creative Quarter” with this area possibly evolving as a design and food and beverage precinct (on ground floor). The benefit of this duality is shown in the drawing.

So an institutional use moving to this site or area would have benefits in terms of switching on the wider precinct. However the costs and benefits of such a move are wider than issues relating to simple place dynamics. The costs would be high and, in the case of the City Council, could be offset by the sale of other Council property.

#### **Car Parking**

This section on parking is written in terms of the broader economic performance of the city, not by transport planners.

It is important that car parking in the city is not concentrated in one area but is scattered throughout the city centre in order to establish a balanced system of origin and destination walking paths. It is also important for city centre parking to be charged as charging increases the effective supply of spaces by increasing turnover. Despite what retailers may say, all available evidence on the performance of retail before and after charged parking shows that retail performance improves with charged car parking. If the Council wishes to associate car parking with public realm improvements it can use the collections from parking revenues for streetscape and public realm improvements in an area.



## APPENDIX 4

### Climate change mitigation and peak oil actions

NB. The following is not yet reported to or endorsed by the Council

Area	Sub-area	Potential Actions	Council status
<b>CARBON SEQUESTRATION</b>	Increase Tree Planting	Plant more exotic forests and link with ETS	Work currently being done on ETS obligations and involving City Forests (DCC owned)
		Increase Native Forest Regeneration	Under consideration
	Biochar Production	Produce Biochar from Exotic Forest Waste	Will look at as part of the Climate Change Mitigation/Peak Oil Response
		Encourage rural sector to produce biochar from waste biomass	Will look at as part of the Climate Change Mitigation/Peak Oil Response
<b>ENERGY SUPPLY</b>	New Buildings	Eco Design Advice (eg Passive Solar, Ventilation)	Will look at as part of the Climate Change Mitigation/Peak Oil Response
	Increasing Energy Efficiency - Retrofits	Business & Home Resource Efficiency Assessments	May incorporate into Targeted Rates Scheme approach at later stage.
		Upgrading technology	Investigating a Targeted Rates Scheme approach to help increase uptake of clean heating (heat pumps, log burners)
		Insulation - ceiling	Investigating a Targeted Rates Scheme approach to help increase uptake
		Insulation - floor	Investigating a Targeted Rates Scheme approach to help increase uptake
		Insulation - wall	May incorporate into Targeted Rates Scheme approach at later stage.
		Double-glazing	May incorporate into Targeted Rates Scheme approach at later stage.
	Increasing Renewable Energy - Retrofits and New Buildings	Solar Hot Water	May incorporate into Targeted Rates Scheme approach at later stage.
		Solar PV	Will look at as part of the Climate Change Mitigation/Peak Oil Response
		Microwind	Will look at as part of the Climate Change Mitigation/Peak Oil Response
		Microhydro	Will look at as part of the Climate Change Mitigation/Peak Oil Response
		Biomass - wetback, cooker, heater - efficient woodburner	Investigating a Targeted Rates Scheme approach to help increase uptake
		Biomass - commercial wood boiler for heating	DCC developing a implementation plan for increasing woodchip used for commercial heating purposes of initially Council-owned buildings. (Neville Auton)
	Public Space/Embedded Energy		

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Area	Sub-area	Potential Actions	Council status
FUEL SUPPLY	Biofuel technology	Ethanol - Micro distilleries	Will look at as part of the Climate Change Mitigation/Peak Oil Response
		Ethanol - Engines designed to optimise for ethanol	Will look at as part of the Climate Change Mitigation/Peak Oil Response
		Biodiesel - Investigate all potential production methods	DCC working on a strategy for Biodiesel (Neville Auton)
		Biodiesel - Engines designed to optimise for biodiesel	DCC working on a strategy for Biodiesel (Neville Auton)
	Electric vehicles	Scooters/motorbikes	Will look at as part of the Climate Change Mitigation/Peak Oil Response
		Cars	Will look at as part of the Climate Change Mitigation/Peak Oil Response
		Public Transport	ORC run this service
	Reducing car usage	Increase usage of Scooters/Motorbikes	DCC looking at potentially developing a Scooter/Motorbike Parking Strategy (E. Yeoman)
		Increase usage of bicycles	DCC working on Bicycle Parking Strategy and Increasing Cycleways all over Dunedin
		Car-pooling	Will look at as part of the Climate Change Mitigation/Peak Oil Response
		Work from home	Central Govt strategy to improve internet access to all areas
	Ferries	Connection for Otago Peninsula to Port Chalmers to Dunedin City	Will look at as part of the Climate Change Mitigation/Peak Oil Response
WATER SUPPLY	New Buildings	Eco Design Advice	Will look at as part of the Climate Change Mitigation/Peak Oil Response
	Increasing water efficiency	Business & Home Resource Efficiency Assessments	May incorporate into Targeted Rates Scheme approach at later stage.
		Upgrading technology	May incorporate into Targeted Rates Scheme approach at later stage.
		Increasing greywater usage	May incorporate into Targeted Rates Scheme approach at later stage.
	Rainwater collection		Looking at installing rainwater collection system on Moana Pool. May incorporate into Targeted Rates Scheme approach at later stage.

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Area	Sub-area	Potential Actions	Council status
<b>FOOD SUPPLY/ SECURITY</b>	Community Supported Agriculture (CSA)	Linking nearby rural food growers with city/ urban people	Will look at as part of the Climate Change Mitigation/Peak Oil Response
	Indoor food growing	Helping city/urban people grow some food indoors through creating artificial climates, using soil-less media etc.	Will look at as part of the Climate Change Mitigation/Peak Oil Response
	Farmers Markets	Increase frequency, size and number of Farmers Markets in Dunedin	Will look at as part of the Climate Change Mitigation/Peak Oil Response
	Identify appropriate spaces for Community Gardens	Utilising un-used appropriate land (e.g. Council-owned, Schools, Private)	Will look at as part of the Climate Change Mitigation/Peak Oil Response
<b>WASTE MINIMISATION</b>	Organic Waste (City Collection)	Providing a commercial collection for organic waste in the city	DCC have developed a Waste Minimisation Strategy for the Community (Cath Irvine)
	Worm farms / Bokashi Systems	Ensuring space available for Worm farms (eg Balcony)	DCC have developed a Waste Minimisation Strategy for the Community (Cath Irvine)
	Recycling & Organic Waste Collection	Ensuring space available for Recycling and Organic waste collection available (eg for High-Rise Buildings)	DCC have developed a Waste Minimisation Strategy for the Community (Cath Irvine)
	City items sold are reusable, recyclable or compostable (eg coffee cups)	Working with suppliers and businesses to improve items sold to be reusable, recyclable or compostable (e.g. coffee cups)	DCC have developed a Waste Minimisation Strategy for the Community (Cath Irvine)



## APPENDIX 5

### Relevant background information

The Council has made the following background studies available to the consultant team:

#### Policy and planning

- DCC Population Growth Projections, Rationale Limited, November 2009
- Inner-City Living Study, Dunedin City Council District Plan Monitoring Series Report 2006/2
- Dunedin City Housing Choice, Dunedin City Council District Plan Monitoring Series Report 2007/1
- Dunedin Tertiary Students Residential Distribution 2008, City Development, Dunedin City Council, August 2009
- Potentially Earthquake Prone Buildings and Areas, Dunedin City Council
- The Warehouse District of Dunedin visions for the future, Jessica White & Michael Findlay - Applied Sciences, University of Otago, 2011

#### Social, cultural and community

- 2010 Quality of Life Survey: Eight Cities Report, Quality of Life Survey Team, 2010
- 2010 Quality of Life Survey: Dunedin, Quality of Life Team, 2010

#### Environment

- Climate Change: Impacts on Dunedin, prepared for the Dunedin City Council by Professor Blair Fitzharris, Final report, March 2010

#### Transport and pedestrians

- Central Dunedin Speed Impact, Health Impact Assessment, Ministry of Health, 2010
- Pedestrian counts George Street and Princes Street 2002-2011 - Dunedin City Council 2011
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