

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



strategic directions

SECTION 5

Strategic Direction:

6

A Memorable and Distinctive City

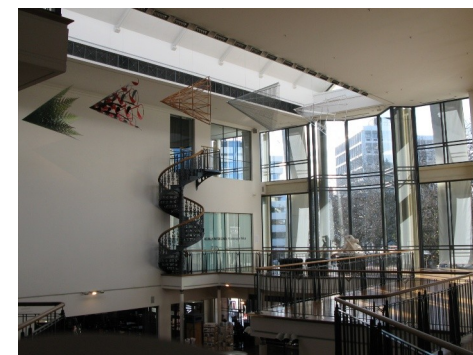
Strategies aimed at protecting and enhancing Dunedin's unique building quality

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.

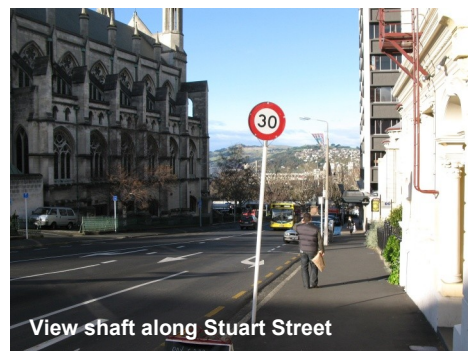
PROPOSITIONS

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.



View shaft along Rattray Street



View shaft along Stuart Street

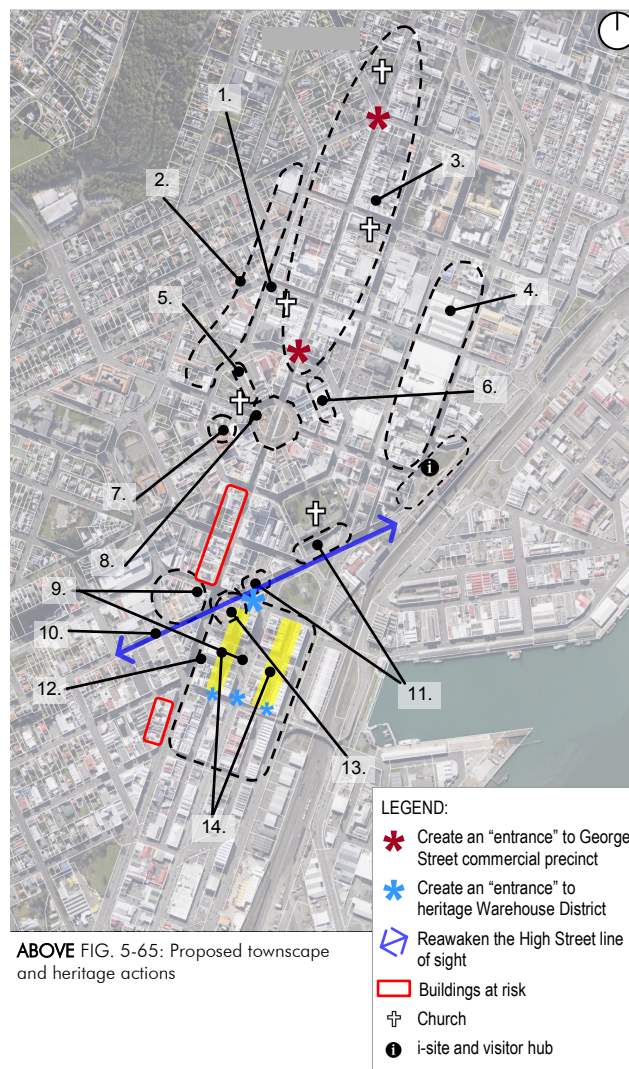


ABOVE FIG. 5-64: Assessment of the heritage value and redevelopment potential within the study area

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.

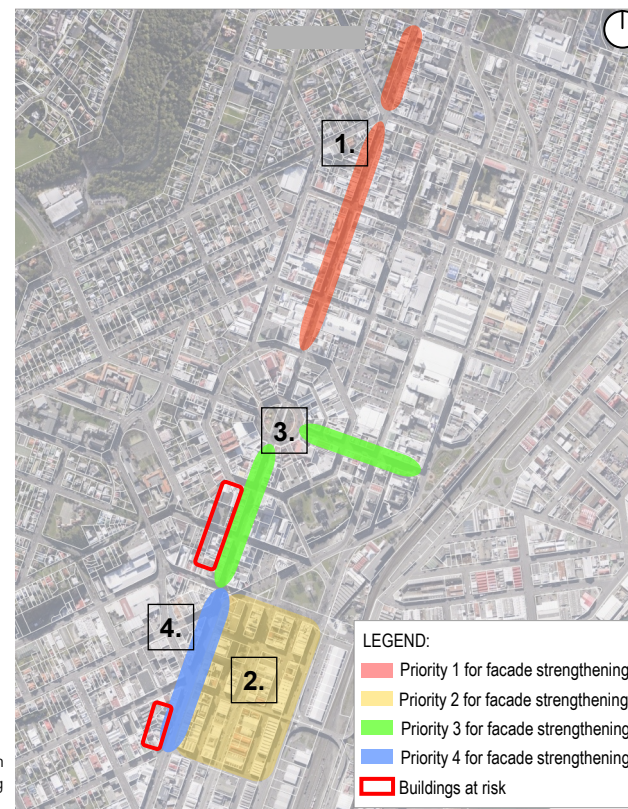


ABOVE FIG. 5-65: Proposed townscape and heritage actions

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.

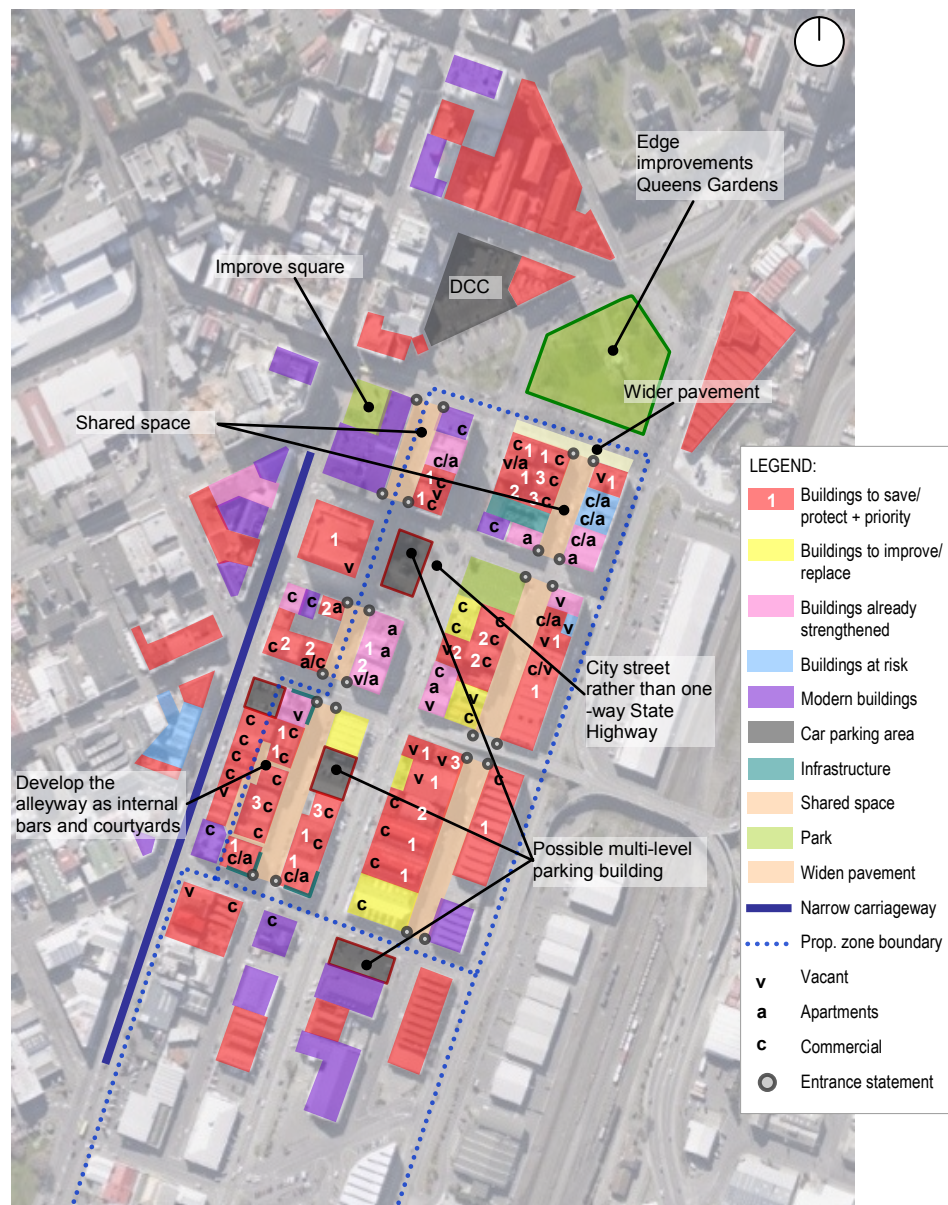
Building development / redevelopment

- 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.

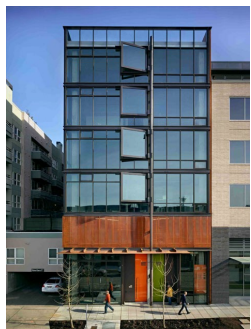
Uses / zoning

- 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 500m² 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

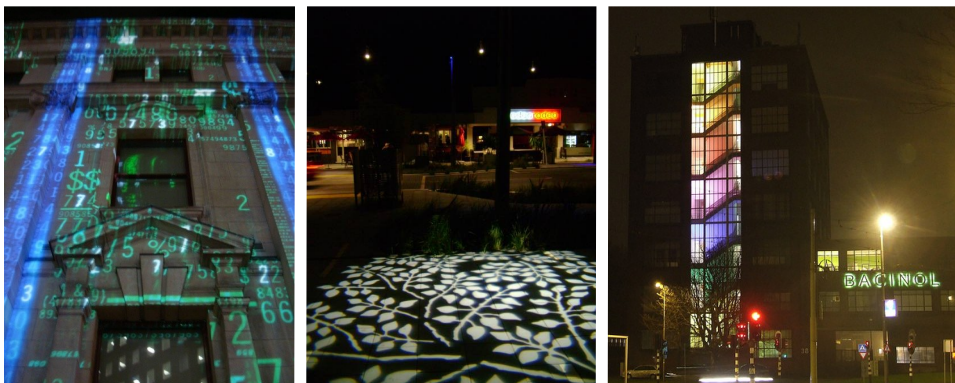
5.6.6 Lighting on building facades

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"> → Upgrade is required before re-use can go ahead → Low return on investment post – strengthening (people will not pay a premium for strengthened space) → Increases per m² rate needed to break even 	<ul style="list-style-type: none"> → Council investments and incentives → Allow staging and a clear process for doing it 	<ul style="list-style-type: none"> → Department of Building and Housing
District Plan constraints	<ul style="list-style-type: none"> → Zoning too restrictive → Rules eg. Parking make re-use too expensive or difficult 	<ul style="list-style-type: none"> → Review District Plan → Make consent processes “easier” to negotiate 	
Parking	<ul style="list-style-type: none"> → Lack of parking for businesses / apartments → Hard to provide parking in existing buildings 	Build multi level car park with dedicated space for businesses and apartments to lease	<ul style="list-style-type: none"> → Private sector
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"> → Building owners
Council focus	<ul style="list-style-type: none"> → Dependency on Council funding to invest in key interventions and ongoing maintenance → Lack of coordination between Council departments 	<ul style="list-style-type: none"> → Increase / redirect funding → Coordinate between Council departments → align Council initiatives / programmes in one area for common outcomes 	
Service from Council	<ul style="list-style-type: none"> → Lack of focus on customer service → Uncoordinated / conflicting messages on “supporting heritage re-use” 	<ul style="list-style-type: none"> → Coordinated ‘one-stop-shop’ → improve customer service 	<ul style="list-style-type: none"> → NZ Historic Places Trust

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

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