



DUNEDIN CITY COUNCIL

# Dunedin Central City Plan

Enhancing the heart of one of the world's great small cities

dunedin



# Contents

Executive summary	1
How we got here and where to next	3
1. What is the Central City Plan?	4
1.1 About the plan	4
1.2 Implementation	4
1.3 Scope	4
1.4 Integration with other plans and strategies	6
1.5 Background	7
2. The big picture	8
2.1 Opportunities	8
2.2 Challenges	10
3. The strategic directions	14
4. Principles of the Central City Plan	15
5. The projects	18
5.1 The vision	18
5.2 The Quarters	18
5.3 Other central city projects and initiatives	26
5.4 Associated projects	29

# Executive summary

The Dunedin Central City Plan is designed to guide development of the central city area for the next 10-15 years. It establishes a vision for the central city area and an integrated series of initiatives and changes designed to work towards this vision. The vision is aspirational and aims to support the city’s goal of becoming “one of the world’s great small cities”. The DCC sees a prosperous, vibrant, exciting, and accessible central city as a key to this aspiration.

## The highlights for change

### 1. Quarters

The Central City Plan is a place-based plan that divides the central city up into “quarters”. These quarters are intended to reflect the different types of activities that occur in these parts of the city, encourage certain types of development into certain areas, and help to foster a distinctive character in each. The four quarters are:

- The Retail Quarter
- The Cultural and Entertainment Quarter
- The Creative Quarter
- The Warehouse Precinct

### 2. Key transformational projects

Within each quarter there are a number of key transformational projects. The projects include changes to the way public spaces like roads, footpaths, and reserves look and function. These projects are focused on improving the safety and accessibility of the city’s public spaces and creating compelling, attractive spaces where people want to spend time.





# Central City Plan

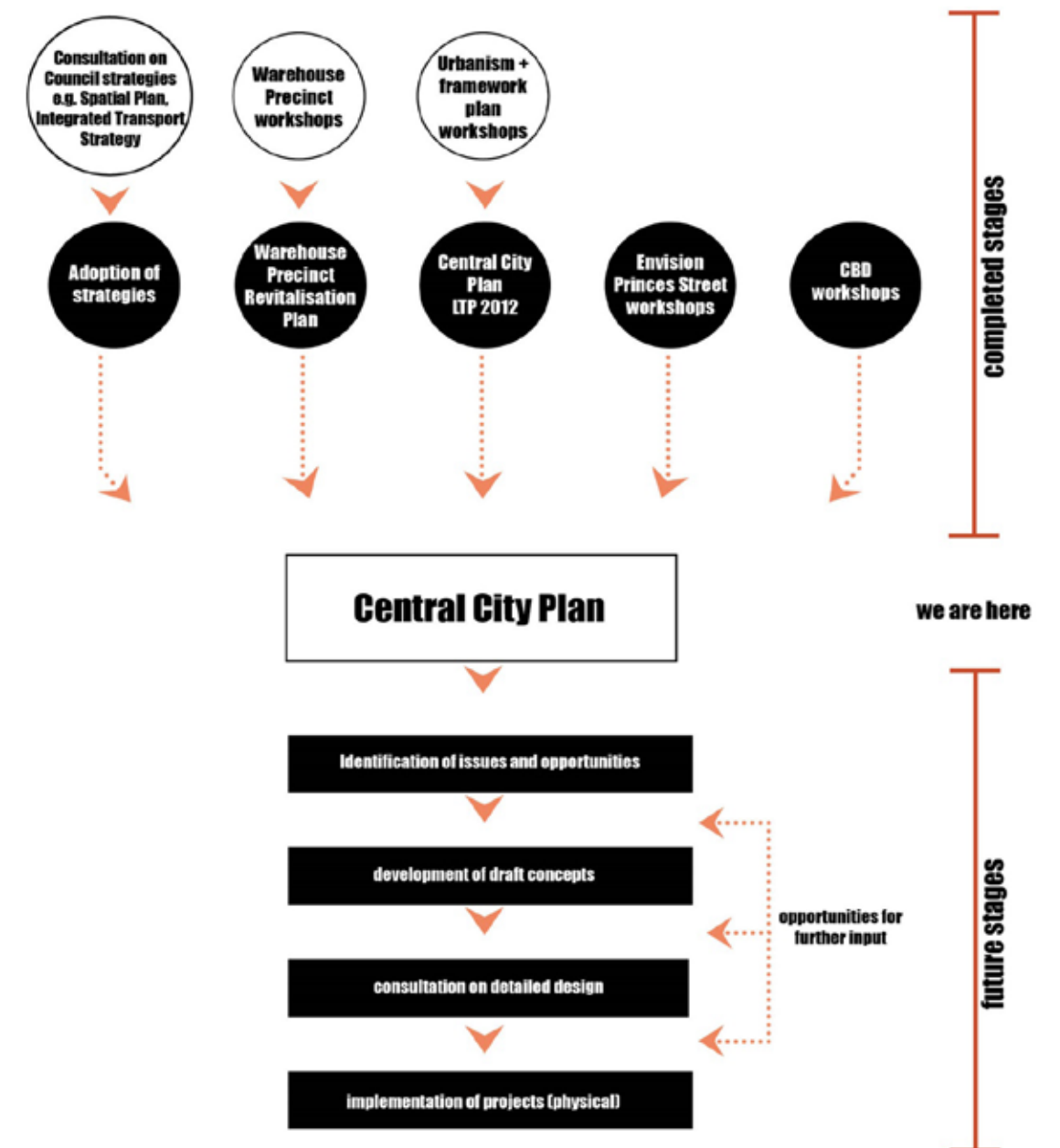
## Key transformational projects



# How we got here and where to next

The Central City Plan draws together research, initiatives, and feedback from a range of sources, including DCC plans and strategies, earlier consultation processes and numerous central city workshops held over the last four years. This information has formed the basis for the overall direction, vision, and high-level proposals in the plan.

The next phase of the CCP will focus on developing more detailed plans and concepts for the projects included in the plan. The Council has not decided on any specific design solutions for these projects. There will be further opportunities to input into these projects as they are being developed and they move from planning to concepts and then to more detailed designs. This planning, design and consultation will be the focus of the period between 2015 and 2018. Work on most transformational projects will not begin until after 2018 and it will then be staged over a 10-15 year period, subject to funding and other conditions.





# 1. What is the Central City Plan?

## 1.1 About the plan

The Dunedin Central City Plan is designed to guide development of the central city area for the next 10-15 years. It establishes a vision for the central city and an integrated series of initiatives and changes designed to work towards this vision.

The plan should be seen as a fluid framework that will evolve and respond to change and development in the central city as it occurs. While the DCC will be heavily involved in the provision of infrastructure and safety and amenity improvements, most of the investment and development will be driven by the private sector.

The vision is aspirational and aims to support the city's goal of becoming "one of the world's great small cities". It seeks to create a central city space that is vibrant and compelling, safe and accessible, environmentally sustainable and a hub for the community and economic activity. The plan aims to assist in the creation of a city centre of which Dunedin can be proud.

There are a number of benefits to having a strong, attractive and vibrant central city. These include:

- infrastructure and transport efficiencies
- agglomeration benefits related to the concentration of economic activity
- a strengthened sense of community and identity
- creating an environment that can attract visitors, students, new residents and investment in an increasingly competitive and globalised world.

Revitalising the city centre will in turn have a positive effect for the wider city of Dunedin, with flow-on effects for all of Otago.

The Plan integrates a range of different DCC work areas and projects into a coordinated programme within the central city. It provides direction for other public agencies working within the area, allowing them to coordinate their initiatives with the broader strategic vision for the space and to encourage efficient management of limited resources. It also seeks to provide guidance, inspiration, and confidence to private investors to encourage them to invest in the area and to align this private investment so these projects also contribute positively towards achieving the overall central city vision. The CCP recognises that achieving the aspirations of a vibrant, exciting, and attractive central city relies heavily on the range of different stakeholders interested in working together for mutual benefit. For this reason, the Plan is built on principles of encouraging cooperation and partnerships.

The plan includes a series of physical interventions aimed at transforming the way the central city functions. It also comprises operational changes to the way the spaces in the city are managed, maintained, and marketed. These interventions and changes are staged over a number of years and range in scale. To be successful, the recommended investments aim to be visionary and inspirational, yet practical and realistic in terms of their feasibility. The Plan is not only about the larger changes to public spaces, but also about coordination of other projects, such as essential underground infrastructure renewals. In addition, a range of low-cost trials and initiatives, aimed at experimenting with new ideas and giving the wider community the opportunity to contribute to their central city, are also included.

## 1.2 Implementation

The Central City Plan is a long-term document that envisages works being undertaken over a 10-15 year period.

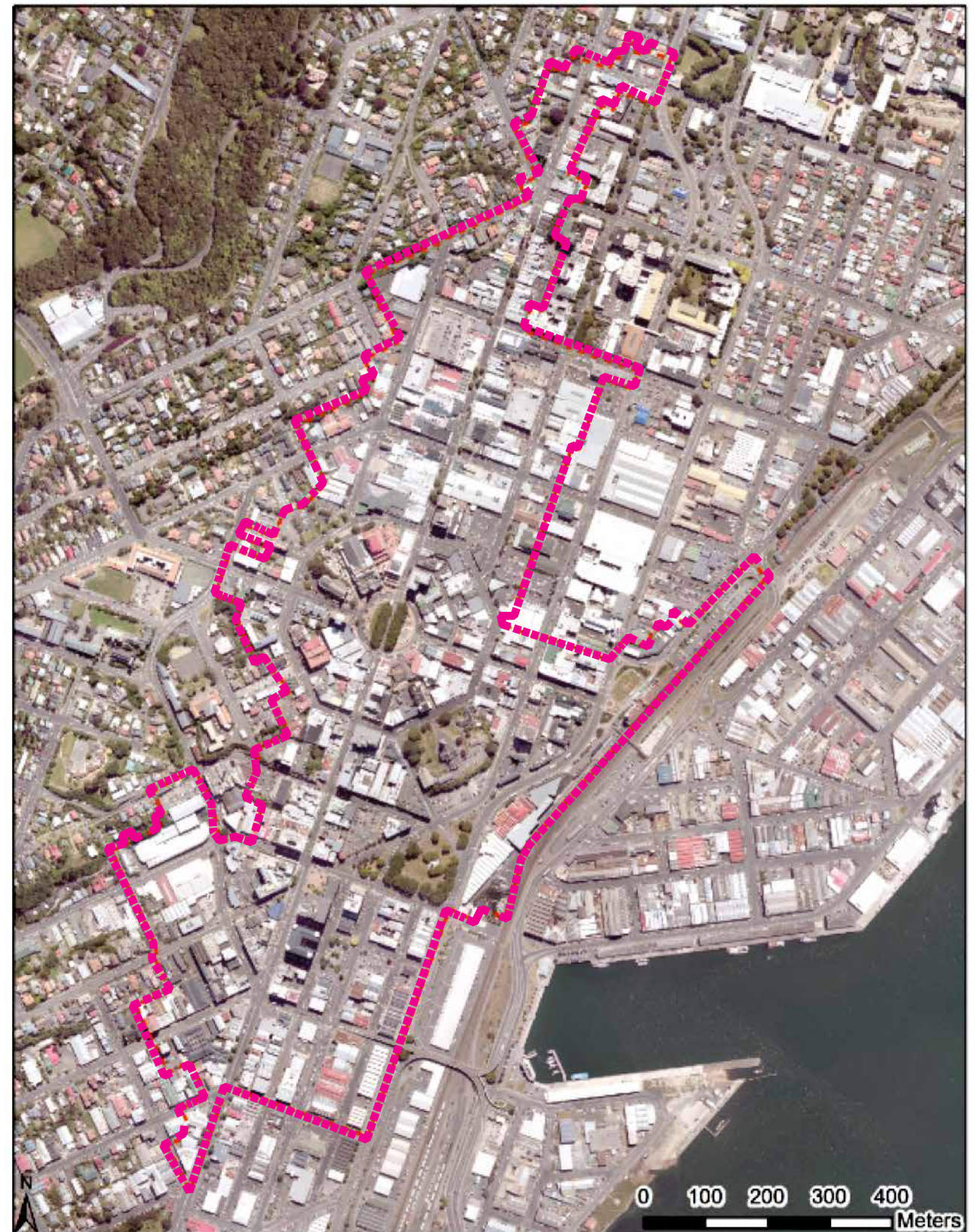
The programming of DCC-led projects will be determined by infrastructure requirements, strategic sequencing, and funding availability, including access to external funding through sources such as the NZTA. More information on the timing and proposed budgets for implementing the Central City Plan is available in the Long Term Plan (<http://www.dunedin.govt.nz/your-council/draft-long-term-plan-2015-2016>).

Between 2015 and 2018 the DCC plans to undertake an intensive planning phase to confirm the sequence of projects. Detailed consultation with stakeholders and the community will occur on specific upgrade projects during this time and as designs for upgrades are finalised. The implementation of physical changes is currently scheduled to commence in 2018, excluding in the Warehouse Precinct, where implementation of the Warehouse Precinct Revitalisation Plan will continue between 2015 and 2018.

Progress against the objectives of the Central City Plan will be reviewed on a three yearly cycle.

## 1.3 Scope

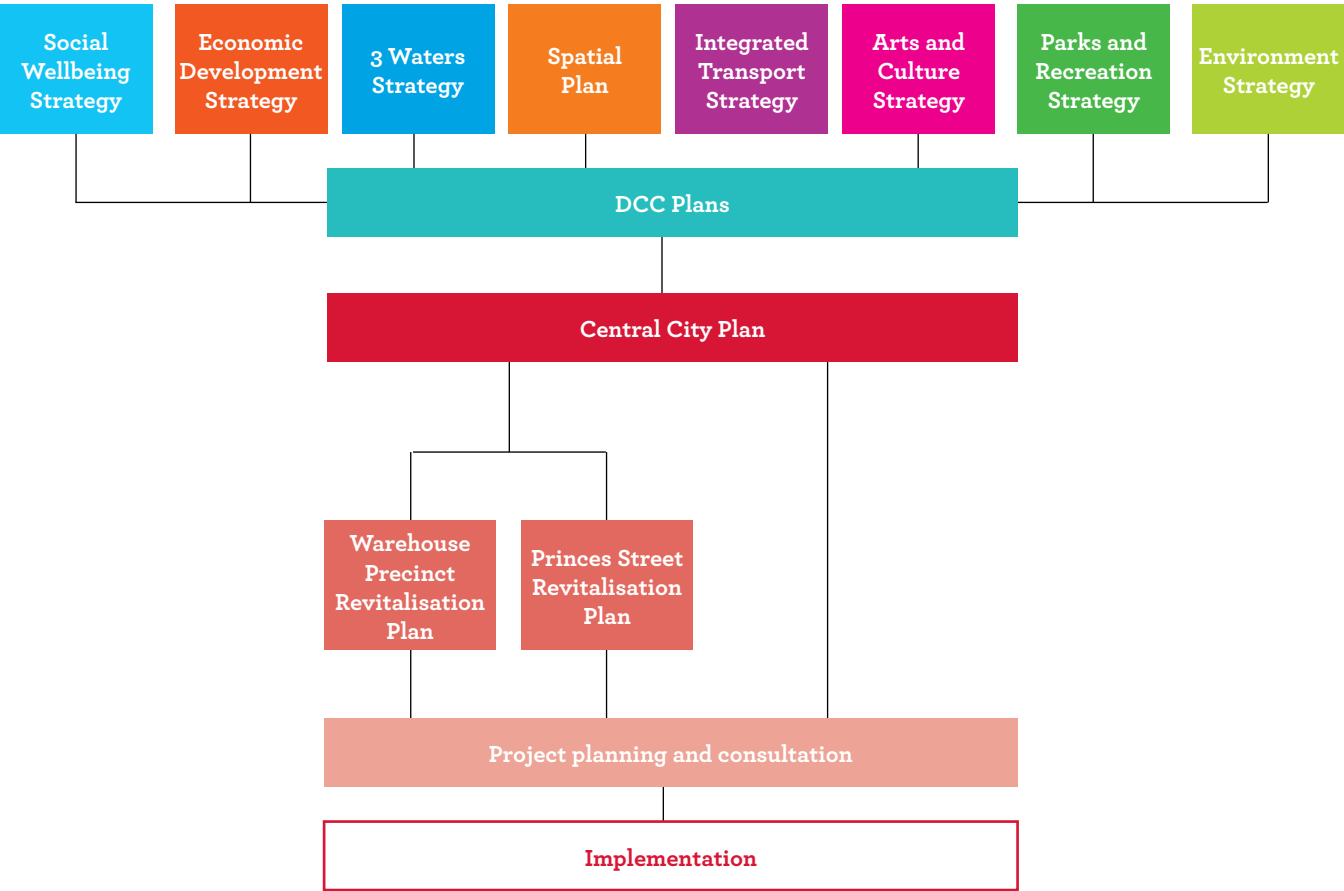
The map on the next page outlines the area considered by the Central City Plan. The area is bounded by the tertiary-medical quarter to the north, residential uses to the west, industrial and port activities to the east, and residential and industrial use to the south. It broadly incorporates the areas of the city zoned as the 'Central Activity Area' in the District Plan. However, the boundary should not be seen as a definitive line, given that improving connectivity and integration with surrounding areas is important in a number of spheres. Enhancing the central city will often rely on also making changes outside this boundary, particularly in terms of transport and infrastructure.





1.4 Integration with other plans and strategies

The Central City Plan is integrated with other strategies and plans developed by the Dunedin City Council as demonstrated in the image below. The Central City Plan draws together relevant projects and initiatives from these strategies and plans within a place-based approach, focused in the central city.



1.5 Background

The Central City Plan is based on the Central City Framework Plan developed by Urbanism+ urban design consultants in 2011. Urbanism+ developed the framework plan through an Inquiry-By-Design workshop process between May and August 2011. The process included key stakeholders such as the ORC and NZTA, key focus groups and an interactive public workshop. More information on this process is available in the Urbanism+ Central City Framework Plan.

This framework was presented to the Planning and Environment Committee in October 2011. It was referred to the Long Term Plan (LTP) process and a targeted plan was consulted on as part of the Long Term Plan in 2012. The draft Central City Plan received many submissions during the LTP consultation. The topic of changing the two, one-way State Highway 1 roads to one two-way state highway/ Warehouse Precinct traffic flow received 27 submissions and the Central City Plan/citywide amenity budget received 43 submissions. During deliberations, decisions on funding were deferred, given the budget issues Council was addressing at the time. As a result, the plan remained in draft form and was not formally adopted. However, a budget was included for amenity improvements in the Warehouse Precinct and for further investigation into reducing the one-way state highway system to one two-way state highway on Cumberland Street. This demonstrated the Council's support for the intended goals of the Central City Plan and specific support for the revitalisation occurring in the southern part of the central city.

Although the plan was not formally adopted, consultation concerning the future look and feel of the central city has continued. Interactive public workshops were held in order to develop the Warehouse Precinct Revitalisation Plan (May – June 2012). Similar interaction workshops have been held for Princes Street (August 2014) and the Octagon and George Street (October 2014). Information and feedback from these sessions has been incorporated into the revised CCP.

Feedback relevant to the Central City Plan from a number of other consultation processes has also been integrated within this document, including consultation on the Dunedin Spatial Plan, District Plan Review, Dunedin City Integrated Transport Strategy, Arts and Culture Strategy, and Annual Plan, for example.

# 2. The big picture

## 2.1 Opportunities

### 1. Compact size

Dunedin’s relatively compact urban form means much of population lives in close proximity to the central city. The city’s smaller size also has advantages in terms of reducing the costs of public space upgrades, infrastructure, and supporting vibrancy in the central city.



### 2. A Tertiary and medical city

The city’s tertiary institutions and the main student residential areas are all within walking distance of the central city, meaning the area is heavily frequented by students, particularly the northern end of the central city. The tertiary sector also fosters hubs of research and start-up enterprises that link the University and Polytechnic with the central city. The University has a significant capital works project over the coming ten years. A number of these projects are close to the boundary with the central city. Private sector investment around the campus remains active.

The location of the region’s main hospital on the boundary of the central city is a further bonus. The hospital is one of the city’s largest employers, an important teaching facility, and hub for numerous health-related services and technology businesses.

The location of these large institutions means that three of the city’s largest employers (the Dunedin City Council, the Hospital, and the University) are all located in or directly adjacent to the central city.

### 3. A destination for workers and shoppers

Unlike many cities around Australasia, Dunedin has avoided the hollowing out of its central city in favour of suburban malls and big box retail parks. While not all parts of the central city remained as busy as others, the majority of the city’s retail and office development remains within the CBD. Shoppers and workers have the potential to stimulate a lively and active central city. This continued centralisation is a strong starting point for the central city and something this plan seeks to protect and enhance. Other planning documents such as the Spatial Plan and District Plan manage commercial distribution in an effort to minimise out of zone retail and office development and the threat this presents to the viability of the city’s commercial heart.

Dunedin hosts approximately 2 million visitors per annum, an average of around 5,500 per day. A large number of these visitors come to the central city. Approximately 300,000 people visit the i-Site each year and 80,000 cruise ship visitors are delivered to the central city after their arrival to Dunedin. Many of the city’s highly visited attractions are located in, or directly adjacent to, the central city. These include Toitū Otago Settlers Museum (300,000pa), Cadbury World (100,000+pa), Dunedin Public Art Gallery (200,000pa). More than half of visitors to the city list ‘a walk in the central city’ as their number one activity during a visit to Dunedin.

There are more than **6,223** staff and **26,085** students at the University and Polytech



**22%** of Dunedin’s businesses and **29%** of employees

**36%** of the sales, **43%** of the employment and **51%** of the floor space of the retail and hospitality sector

**43%** of Dunedin’s office space was located in the central city in 2012

**74%** of Dunedin’s hotel rooms are located in the central city

### 4. More people living in the central city

Over the last few years, there has been a steady increase in the number of people living in the central city and this growth is expected to continue. This growing inner city population offers great potential and the need to develop a lively and diverse 24-hour urban environment to support them.

More than **50** new apartments built in the central city since **2011**

### 5. A unique and distinctive heritage character

The central city’s unique character is strongly defined by the large number of heritage and character buildings. In the past there has been a tendency 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 open air car parks or poor quality buildings that do not contribute to an attractive streetscape. In contrast areas like George Street show how successful re-use of heritage buildings for a modern purpose results in an attractive streetscape. Growing heritage-led regeneration in the southern part of the central city is further demonstrating the potential for defining a distinctive Dunedin character based on its heritage buildings to attract more visitors to the central city.

**217** scheduled heritage buildings in the central city

**28%** of Dunedin’s protected heritage buildings

### 6. Endowment of good facilities

Dunedin has a good number of civic facilities that would normally only be expected in a much larger city. Many of these facilities, like international grade sports facilities, entertainment venues, and conference facilities, are located in the central city or within close proximity to it.



### 7. Highly visible arts and cultural sector

The central city is home to numerous galleries, studios, theatres and other performance spaces. These cross a range of scales and degrees of professionalism, offering a wide range of arts and cultural experiences. An informal hub has gradually formed around the area south of the Octagon. The arts and cultural sector is motivated to further expand their presence in the central city.





2.2 Challenges

Challenge	Statistics
<p><b>1. Aging infrastructure and public realm improvements</b></p> <p>Much of the central city’s aging three water’s infrastructure needs to be replaced in the near future. The pavers in the central city also need renewal. These upgrades are a key driver for investment in the central city. Replacing this infrastructure will be invasive, but also offers opportunities to consider how the streets and footpaths should look in future. Coordinating these renewals with the Central City Plan also gives an opportunity to rationalise existing infrastructure to better meet the demands of today. The last upgrade of the city’s public spaces took place over 20 years ago and streets and other public areas are now looking tired in comparison to other centres around the country.</p>	<p><b>Water and Waste Services is forecasting the replacement of approximately \$14M dollars worth of Water, Wastewater and Stormwater infrastructure in the central city area</b></p> <p><b>18,000m<sup>2</sup> of paving requiring renewal</b></p>
<p><b>2. The challenges of a low growth environment</b></p> <p>Dunedin has experienced from low growth for many years. Many traditional industries and larger employers, including many central government departments, have left the city and external investment has lagged behind other main centres. Changes to the retail sector have created further challenges. The low growth environment has reduced local investor confidence and constrained building upgrades and new building activity. Attracting new business and residents, encouraging new activities, and reducing the leakage of office and retail activity in order to increase central city occupancy rates are key to improving this environment and protecting the preeminent role of the central city.</p>	<p><b>Projected population growth 2006–2013</b></p> <p><b>+ 5.32% NZ</b></p> <p><b>+ 4.47% Otago</b></p> <p><b>+ 1.32% Dunedin</b></p>

3. An unbalanced central city

While the central city has remained compact vitality has not been evenly spread. Over many decades there has been a gradual “northern drift” of economic activity, leaving more shops and offices vacant in areas south of the Octagon. This has caused the overall vibrancy and appearance of the southern part of the central city to decline. In recent years, the Council and business and building owners in the Warehouse Precinct and Princes Street have worked together to reverse this decline. A key goal of the Central City Plan is to ensure regeneration of one area is not at the expense of other parts of the central city, and both the northern and southern areas are successful.



Challenge	Statistics												
<p><b>4. A car-dominated environment</b></p> <p>Transport planning and provision in the past has been strongly oriented towards providing infrastructure for private motor vehicles, as car ownership has grown and land use planning has supported ‘urban sprawl’. This has encouraged more vehicles into the central city area, causing congestion and requiring increasing amounts of land to be dedicated to car parking. This focus on private motor vehicles has been at the expense of investing in facilities which create safe, convenient and attractive experiences for other transport modes like public transport and cycling. It has also negatively impacted the provision of an attractive, high-quality, healthy and safe environment for pedestrians. Today, Dunedin’s central city has one of the poorest safety records for pedestrians and cyclists in the country.</p> <p>Car dominant city centres also do not have positive benefits for the entire retail sector. While parking outside destination retailers may be convenient, it reduces the amount incidental spending and interaction encouraged by walking past multiple retailers. Parking supply contributes to the success of central cities, but this parking needs to be the correct type of parking in the right locations to ensure it serves demand without undermining the look and feel of the central city. Creating an easily accessible environment, which people are attracted to and want to spend time in is important to supporting retail in the central city.</p>	<p><b>Mode share travel for travelling to work in central city</b></p> <table border="1"><thead><tr><th>Mode</th><th>Share (%)</th></tr></thead><tbody><tr><td>drove</td><td>75</td></tr><tr><td>walk or jog</td><td>15</td></tr><tr><td>bus</td><td>10</td></tr><tr><td>bicycle</td><td>5</td></tr><tr><td>motorbike</td><td>2</td></tr></tbody></table> <p><b>In 2012 there were more than 8405 car parks in the central city area, made up of 2,814 on street car parks and 5,591 off street car parks.</b></p>	Mode	Share (%)	drove	75	walk or jog	15	bus	10	bicycle	5	motorbike	2
Mode	Share (%)												
drove	75												
walk or jog	15												
bus	10												
bicycle	5												
motorbike	2												
<p><b>5. Severance caused by the one way system</b></p> <p>The two parallel one-way streets that make up State Highway 1 bisect the central city, creating barriers for efficient, convenient and safe links for pedestrians and cyclists. They also reduce connectivity between different parts of the central city, particularly travelling west to east, isolate some of the city’s best attractions and impact negatively on environmental conditions and the look and feel of adjacent areas. Reducing the severance caused by the state highway network is necessary to improve the central city as a people-friendly space.</p>													
<p><b>6. Insufficient quality public open space</b></p> <p>The central city is a relatively dense urban city environment. There is a lack of large public open/green spaces within the central city. These few existing spaces are dated and uninspiring. Good pedestrian and physical links between spaces are also lacking. Pressure on existing limited spaces by groups with different needs creates tension between conflicting uses in the city’s main open space: The Octagon. Queens Gardens cannot currently reduce this burden due to its location and the design of the road network around it. Improving these major open spaces and the quality and supply of other smaller public spaces in the central city is important for making it a place people want to spend time.</p>													

Challenge

Statistics

**7. *Insufficient visitor infrastructure***

While the city has a number of attractions and a growing range of facilities to attract large events and conferences, the central city is not particularly well set up for visitors. During large events, there is insufficient visitor accommodation within the central city or further afield to accommodate the number of visitors who come to town. Although the management of cruise ship buses has improved, there is on-going debate about the best location for picking up and dropping off passengers in the central city. Similarly, there remains debate about where the central city’s i-site/visitor information hub would be best located. Visitor signage and interpretation remains basic and could be improved to make the city more interesting, convenient and accessible. The public transport system is not easy for visitors to the city to understand or use. There are insufficient public toilets throughout the central city at all times, though particularly at night. These issues were also identified as priorities in the Dunedin Visitor Strategy.



**8. *Areas of negative experiences***

Some parts of the central city are much less attractive than others. Demolitions and lack of investment in buildings have created pockets of low amenity and uninspiring and unattractive areas that cannot be easily avoided when moving about the city. The area around the city’s main hotels in the Exchange is particularly poor. The situation in the evenings is especially problematic, when there are few options of things to do, undermining the experience and safety of those using the city after dark.



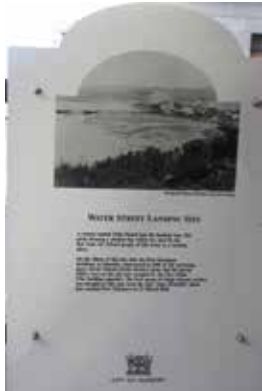
**9. *Changing retail patterns***

While the central city has long been Dunedin’s retail heart, changes in consumer behaviour and the rise of online shopping are seeing the competition for the retail dollar increase and impacting traditional retailers. While still relatively strong, areas like George Street that have previously been premium, in-demand retail strips are now experiencing greater vacancy rates than they have previously. The community is particularly sensitive to the perceptions created by vacancies on the main retail streets.

**10. *A lack of visibility of Ngāi Tahu cultural heritage***

Dunedin’s Ngāi Tahu cultural heritage is a distinctive element and needs to be better acknowledged. Currently more emphasis is given to the city’s Scottish and Chinese history than it is to its Ngāi Tahu heritage. There are few opportunities to have an authentic and meaningful experience of Ngāi Tahu historic and contemporary culture in the central city, for either visitors or local residents. For example, there are few references to Ngāi Tahu culture, values or kaitiakitanga in the design of public spaces or public buildings in the central city, there are few bilingual visitor or other signs, sites of significance have little or no interpretation, and there few examples of public art that celebrate Ngāi Tahu culture and arts within the central city.

Retail vacancy in Dunedin  
increased from **5.1%** to **8.0%**  
between **2011** and **2014**



Challenge

Statistics

**11. *Poor connections to the waterfront***

The city is disconnected from the Steamer Basin and the harbour by two busy state highways (above), a heavy freight route (Wharf Street), and the main trunk railway. Due to their width, design, and traffic volumes, these transport corridors present both a physical and mental barrier between the harbour and the city centre. The two existing pedestrian links do not cross all of the physical barriers, are inaccessible to the mobility impaired, and fail to deliver pedestrians or cyclists safely to the heart of the waterfront, where they want to go. Better connecting the central city to the waterfront has long been an aspiration of the city’s residents.



**12. *Resistance to change***

In spite of the changes listed above, many retailers, in particular, remain resistant to change, concerned that changes could weaken the central city, rather than improve it. They are fearful that unproven changes will affect their businesses negatively and want to minimise risk as much as possible. Working collaboratively through design phases and exploring a range of options for the different parts of the central city will be essential to providing confidence that changes and innovations will positively address the changing conditions and challenges outlined above.





# 3. The strategic directions

The Dunedin Central City Plan is guided by the Strategic Directions of the Dunedin Spatial Plan, refined to focus on the central city. These high level principles have guided the specific initiatives proposed in this Plan and are interwoven into the place-based action plans presented in section two. However, given the city is a dynamic area and will continue to evolve and change over the life of this Plan, they need to be flexible enough to guide and assess proposals for new projects that were not envisaged at the time the Plan was written. The strategic directions should also be considered by private and other investors when developing new proposals, to ensure these projects contribute as positively to the central city as possible. While there are six separate strategic directions detailed below, they are not mutually exclusive. They are interconnected and interdependent and should be considered collectively to deliver the best outcomes possible for the central city.

**A liveable city** - This strategic direction aims to improve the central city as a people-friendly place. Improving liveability will lead to a city centre with a range of different activities, a place where people work, shop, live, visit civic and cultural facilities, come to socialise and be entertained. It will be a place all people enjoy coming to day and night, feel safe and secure, and want to spend more time. It will be a place that is affordable and welcoming to a range of people, from students to families and young and old alike.

**An environmentally sustainable and resilient city** – this strategic objective aims to entrench the principle of guardianship by reducing the central city’s impact on the environment, for example through energy use, waste management, providing a healthy and attractive environment for people to spend time, the greater use of locally-sourced materials and species that support local ecosystems, and better preparing the city for the effects of a changing climate.

**A city that enables a prosperous and diverse economy** – this strategic objective seeks to strengthen the economic role of the central city. Constantly growing local employment in and around the central city will be crucial for this. So too will be providing an environment in which people are encouraged to invest, collaborate in new creative initiatives, where new businesses want to start-up, and established businesses feel confident investing further. Crucially, there are a huge range of lifestyle factors which also influence these decisions and creating stimulating places and spaces will work hand in hand with procedural and organisational improvements to create this environment of collaborative investment and growth.

**An accessible and connected city** – this strategic objective aims to make moving around the central city’s street network more attractive, convenient and safer, particularly for pedestrians and other more vulnerable road users like cyclists. Where past investment may have focused on private motor vehicles, this direction recognises that there needs to be a stronger focus on balancing the sometimes competing needs of the range of road users. There needs to be a particular focus on the pedestrian environment: a vibrant city centre encourages people to move around on foot to engage with activities and other people. In future, roads will be better differentiated according to their primary functions, adjacent land use, users, and place in the road hierarchy to ensure they are fit for purpose. Sufficient car parking will be available in the locations it is required, but it will not dominate the amenity of the city or detract from the pedestrian experience.

**A vibrant and exciting city** – this strategic direction recognises that the central city is competing with other centres around New Zealand to attract visitors, residents and investment. Providing quality facilities, an attractive street environment, and a cohesive network of open spaces which support socialising, exploring, and a range of successful events will ensure the central city becomes a more vibrant and exciting place.

**A memorable and distinctive city** – this direction focuses on creating a central city that fosters and exhibits a uniquely Dunedin character. It will help to create a central city renowned for its attractive natural environment and built architecture, protection and re-use of heritage buildings, and celebration of its diverse cultural heritage: a unique melting pot of Ngāi Tahu, Scottish, Chinese, English, Lebanese, and Jewish influences. The strong presence of Dunedin’s distinctive arts and culture community will be a key element in creating this compelling and unique central city environment

# 4. Principles of the Central City Plan

Part five discusses the specific projects and initiatives that make up the Central City Plan. The following principles have moulded the development of these projects and initiatives and should also guide their implementation.

## Place-based

The CCP takes a place-based approach. This means that it takes a more integrated approach to the central city, looking at how different conditions, stakeholders, and work programmes can work together collaboratively to influence the success of the central city. It looks at the way people experience an area. It recognises that people’s use and enjoyment of an area is influenced by a range of different factors and these need to be considered comprehensively. Focusing on one element (such as transport or parking) at the detriment of others (greater pedestrian space and an attractive environment, for example) can erode the overall success of the area in question, even where individually the element may be important. Place-based planning in this sense seeks to take a more holistic approach to areas to create places that function effectively, protect special character, and that people enjoy.

The Plan is also place-based in that it divides the central city up into “quarters” (see figure 2 below), each with a different primary focus or character. While each quarter will have a mix of activities within it, the quarters help to prioritise when there are competing demands from users in a specific area, focus complementary types of development into areas, adapt environments to best suit the needs and wants of the main users of that area, and differentiate and enhance parts of the central city with their own unique character.

Associated with this place-based approach, the CCP also incorporates two revitalisation plans. These revitalisation plans – based in the Warehouse Precinct and Princes Street – seek to reinvigorate these parts of the central city that have underperformed for a variety of reasons over the last few decades, in order that they contribute better to the overall economic vitality, liveability, sustainability, and vibrancy of the entire city.





Affordable

Dunedin is a small city with lower average incomes than most of the larger cities in New Zealand. It cannot afford the huge public realm, facilities and infrastructure investments that a city like Auckland can in its central city transformation. The initiatives in this plan necessarily have to be more modest to fit with Dunedin’s economic means. However, this does not mean they have to be any less exciting or that Dunedin should not aspire to having a great central city. Instead, it means that changes and initiatives will need to be more targeted, coordinated, and well-planned to ensure they present good value-for-money. Undertaking amenity improvements at the same time as required infrastructure improvements is one way of reducing costs of these improvements. Staging work will be another.

It also means that there will be a need to look at a range of different ways of paying for enhancements and require greater collaboration and cooperation. Partnering with the private sector or other agencies will be a key to achieving some initiatives.

Capitalising on external sources of funding, such as those available for transportation and safety improvements, will be important. Sponsorship, targeted rates and other financial mechanisms may also need to be considered.

It is also important to recognise that fiscal constraint need not always be negative. By driving collaboration and innovation, financial constraints can also lead to much better outcomes.

Sustainable

The CCP incorporates New Zealand best practice urban design principles in order to embed and deliver sustainability into built outcomes. It uses the five urban design principles of People + Places + Spaces (NZ Ministry of the Environment, 2002) to establish a robust, defensible ‘bottom line’. From these, five technical ‘themes’ have been identified, broadly aligned with the CCP’s strategic directions: community, land uses, movement, green and blue, and employment and economy.

Broad Urban Design principles in line with “People + Places + Spaces”	Consolidation and dispersal	Integration and connectivity	Diversity and adaptability	Legibility and identity	Environmental responsiveness
	Development patterns and intensity	Movement networks; building interfaces	Range of densities; mix of uses; flexibility of buildings	Urban form; visual character; special places	Ecosystems; green network; energy
Specific key aims for Dunedin Central City Framework	Community <ul style="list-style-type: none"><li>•A strong sense of local identity, ownership, participation, and pride in the city</li><li>•Buildings which resopond to the needs of ageing population and changing demographics</li><li>•A streetscape that caters for the various groups that use the central city streets and places</li><li>•Provisions for community and other facilities (including retail) as required to support the populations</li></ul>	Land use <ul style="list-style-type: none"><li>•Protecting and enhancing the city’s character buildings and places</li><li>•Increasing vibrancy and safety by combining complementing land uses with the city</li><li>•The city centre as a magnet for people and goods, harnessing the movement economy</li><li>•Enabling provision of higher density inner city living without adversely affecting existing land uses</li></ul>	Movement <ul style="list-style-type: none"><li>•Coordination between necessary road changes and land use activities</li><li>•Accessibility between precincts without undermining the efficiency of State Highway traffic</li><li>•Small urban blocks to facilitate walkability</li><li>•Easily understood layouts and legible routes</li><li>•Public transport where possible</li><li>•A range of interconnected networks to maximise the choice and viability of as many modes as possible</li><li>•Liveable and safe streets focused on pedestrians, and lower vehicle speeds encouraged on city centre streets</li></ul>	Green and blue <ul style="list-style-type: none"><li>•A high amenity interface between buildings and open spaces</li><li>•Parks and reserves within walkable distance of employment and residential areas</li><li>•Street trees and landscaping along key roads and wherever possible</li><li>•Low impact solutions to stormwater management</li><li>•Areas of native planting increased and improved to attract bird and insect life</li></ul>	Employment and economy <ul style="list-style-type: none"><li>•Buildings that cater for new and existing businesses</li><li>•A streetscape that caters for a better exchange between customers and businesses and among workers</li><li>•Encouraging both organisational physical connections between institutions to generate a wider range of employment opportunities than those currently available</li><li>•A variety of efficient movement connections</li></ul>

Dunedin-centred solutions

In order to be successful, it is important that the CCP responds to the Dunedin context. While the CCP draws on general urban design best practice and the experience of other cities, these are adapted to reflect the city’s specific conditions, character, identity, and aspirations to create Dunedin-centred solutions.

These tailored responses not only ensure that initiatives are fit-for-purpose, but also that they will assist in creating a city centre that is more uniquely “Dunedin”. Drawing on elements that differentiate Dunedin from other places, like its Ngāi Tahu, Chinese and Scottish heritage, its geography, its student culture, and even its climate can also help mould responses to challenges that build pride and a positive sense of community in the central city. They build on its strengths and uniqueness, rather than becoming a bland carbon copy of other cities elsewhere.

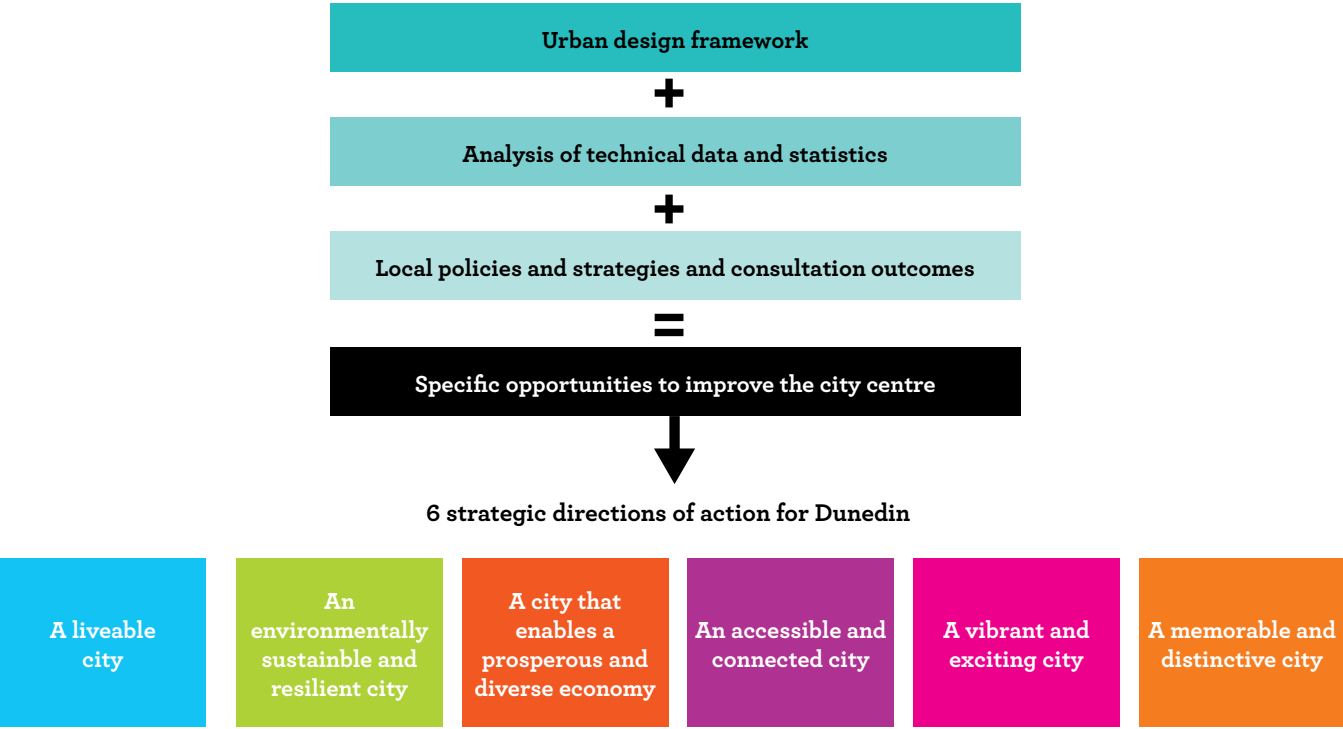
Fluid and responsive

The CCP needs to remain a living document, in that it should be seen as a document that can evolve and respond to changing dynamics and developments in the central city. Project priorities and sequences should not be set in stone. There is a need to remain nimble and responsive to external changes to ensure the best possible outcomes for the central city can be achieved. There are all manner of developments that could change the most appropriate sequencing or timing of projects.

These include:

- Large scale private investment that supports CCP goals and stimulates job growth that could benefit from public realm improvements
- Failure of infrastructure that requires immediate replacement and consideration of whether to upgrade street amenity or to replace like-for-like
- The opportunity to support revitalisation related to clusters of private investment and facilitate further development in neighbouring buildings
- The availability of new funding from external agencies: e.g. additional government funding for cycle ways, safety improvements, tourism facilities, etc.
- Changes to conditions, ownership, or policy which reduce or remove current blockages to the projects, e.g. city-harbour connection

Implementation of the Warehouse Precinct Revitalisation Plan has already demonstrated such responsiveness. The phasing of the amenity upgrades has changed in response to the initiation of additional heritage building re-use projects and the desire to support this private investment.





# 5. The projects

The following section outlines the projects that make up the CCP. It first presents the long term vision for the central city. The initiatives and projects follow, arranged under the “quarters” described in the previous section. Central city-wide projects and initiatives that are not specifically based within the quarters follow in a separate section. The final section outlines the implementation and timeframes.

## 5.1 The vision

Dunedin’s central city is a place focused on people. It will be vibrant, safe and attractive and a compelling destination to live, work, play, visit, learn and invest.

## 5.2 The Quarters

### 5.2.1 The Retail Quarter

The area around George Street is Dunedin’s key shopping area. The different retail styles on George Street and adjoining side streets, lanes and alleys include ‘strip retail’, malls, boutiques and department stores. These have been joined by a growing number of cafes and restaurants. Over time, changes have been made to the urban amenity, road layouts, public transport and parking to improve the look and use of George Street.

Different sections of George Street have gradually developed their own character and clusters of uses. The northern end, closest to the tertiary-medical quarter, has become heavily populated by cafes, bars, restaurants and boutique retail. The block between Hanover Street and St Andrew Street has consolidated as the heart of clothing retailing, anchored by the three interconnected “malls” – The Meridian, Golden Centre, and Wall Street. The southernmost section has a more mixed feel, but is most strongly influenced by the banking sector and the Dunedin City Council civic centre. Similarly, Filleul Street and Great King Street have both taken on different functions to George Street, with some more vehicle-based businesses such as supermarkets and bulkier goods retailers choosing to locate in these areas, attracted by the higher numbers of on-street and off-street car parks, lower rents and larger sites.

Within each of these different sections of the quarter, there are slightly different needs and challenges. Vitality also varies, with some subsections currently displaying lower occupancy rates and attracting less foot traffic than others. Ownership patterns, levels of investment, and macroeconomic conditions have influenced this equation, impacting the commercial viability of buildings and the types of businesses attracted to them.

### Strengths and weaknesses

George Street is still the busy heart of the city’s retail core with the city’s highest pedestrian counts. There are a number of strengths contributing to its continued success. These include the following.

- An attractive and welcoming environment.
- Visual interest of the heritage buildings lining the street.
- A sunnier and more sheltered microclimate than other parts of the central city.
- The proximity of the University and Hospital.
- The proximity to large amounts of off-street public parking.
- The continued agglomeration of retail activity.
- A topography that encourages ease of accessibility for a range of users.

However, there are currently a larger number of vacant shops than there has been in the past and the public realm in the area is looking tired and dated. The George Street commercial quarter faces a number of challenges and issues, as listed.

- The need to complete ‘three waters’ infrastructure renewals and paving upgrades.
- Changing retail patterns and the growth of online shopping.
- The lease costs of locating businesses on George Street.
- The cost of building upgrades.
- Further relocation of retail and services away from the CBD.
- Conflicting ideas related to the amount of space and priority allocated to different road users (e.g. cars, cyclists, public transport, pedestrians).
- High numbers of accidents involving vulnerable road users.
- Conflicting views over the amount, location and types of car parking.
- The effects of large numbers of buses using George Street (noise pollution, fumes, amount of space used for bus stops).
- Confusion between roads acting as a destination or a through route.
- Low levels of building maintenance and upgrading.
- A limited range of shop sizes.
- Limited amounts of public space and areas to rest along with the uninspiring nature of existing public areas, with limited public art and a lack of innovative design.
- The age and style of amenity improvements and street furniture making the area appear dated, contributing to a cluttered appearance.
- Too few public toilets.
- The difficulty of negotiating the area for those with disabilities.
- Uneven brick paved surfaces pose a safety concern, especially for the elderly.

### Key objectives

Protect and enhance George Street and associated streets as the city’s premiere retail destination for a range of commercial tenants.

- To make George Street a more attractive place for people to visit.
- Improve safety and accessibility for pedestrians and other vulnerable road users and reduce crash rates.
- Coordinate infrastructure renewals to limit the extent of any further disturbances in the period following the amenity and safety improvement works.

### Key transformational projects

*George Street amenity and safety upgrade*

This involves works to enhance safety and the ‘look and feel’ of George Street and the broader retail area, as well as the water main and paving renewals which need to be undertaken.

Looking to the future there are different ways George Street could be organised, so it remains a vibrant commercial hub. These range from minor ‘tweaks’ to the road and footpaths at one end of the spectrum to more substantial changes in the balance between pedestrians and vehicles, such as ‘shared space’ or creating a pedestrian only space, at the other. Each involves potential trade-offs between costs and benefits.

At this stage, the Council has not taken a position on the most appropriate future form for George Street. It wants to know how the community would like to see the area develop before it looks at detailed options. The images provided in this document represent examples of how this and other areas could change, but are not final design options and should be viewed as ideas for discussion rather than a preferred option.

It is proposed that any adopted streetscape enhancements will change the existing pavers and replica Victorian street furniture, using a more neutral colour palate for elements like paving and simpler, more contemporary design and materials for street lights, seats, and other street furniture. This design should take cues from the area’s heritage, but not necessarily use a strict replica style. This will help to give the quarter a “fresher” appearance. Modernising and rationalising street furniture should also help to reduce the perception of clutter in the area, making it more accessible to families, the elderly and those with disabilities. The use of sympathetic contemporary design and materials is consistent with heritage best practice, clearly differentiating old and new and authentic from modern additions. It should also refocus attention to the quality of the historic buildings in the street, allowing these buildings to shine.

### Central city bus hub

The development of a central city bus hub is identified in the ORC’s draft Regional Public Transport Plan, and is integral to the success of the proposed new network. The proposed location is in Great King Street, close to the intersection with Moray Place. This location will allow buses to be routed off parts of Princes Street, George Street and the Octagon, reducing the negative amenity and environmental impacts of buses in these spaces and creating opportunities for the space made available where bus stops would be removed or reduced in size in these streets. Additional investment from the DCC could see the hub enhanced to provide for other modes of transport such as inter-city buses and cycles, in order to create a broader central city transport hub.

### Other initiatives to investigate

	Initiative	New or existing
1	Encourage formation of retailers/ neighbourhood association to improve engagement between the DCC and businesses in the area.	New
2	Improved signage and real time information on the location and number of off-street parking spaces.	New
3	Identify suitable locations to install play equipment for children so families are encouraged to spend more time in the central city.	New
4	Consider opportunities to re-use the road space formerly used as bus stops following the construction of the central city bus hub with new uses such as “micro-parks”, seating areas, locations for public art, or cycle parking, in addition to reallocating it to on-street car parks.	New



5.2.2 The Cultural and Entertainment Quarter

The cultural and entertainment quarter includes the Octagon and lower Stuart Street along with the Railway Station and connections to Toitū Otago Settlers Museum. The area is the city’s civic, entertainment and tourism centre, providing a hub for visitors and locals alike.

The Octagon itself is Dunedin’s premier public open space and civic heart. The area features the Municipal Chambers, DCC offices, St Paul’s Cathedral, the Regent Theatre, the Dunedin Public Art Gallery, cinemas, large areas of public space, various bars, cafes and restaurants, offices and boutique retail. The place attracts a wide range of people, including workers taking a lunch break, students enjoying a night out, people attending arts and cultural events, and tourists photographing buildings or orienting themselves on a tour of the city. While the Octagon has become a busy and vibrant place, this vibrancy does not come without issues, and there are contested visions about how it should look and function. The idea of creating a pedestrian only space has been raised on a regular basis, with a range of different justifications. Opposition to the removal of vehicles from the Octagon is also strong.

The lower Stuart Street and Anzac Square area connects the Octagon to the Railway Station and Toitū Otago Settlers Museum. It is a busy commuter route for pedestrians walking into the city and a key tourist route linking key visitor destinations. Lower Stuart Street has become increasingly lined with cafes and restaurants to cater to this high foot traffic, making the area a destination in itself. However, the feeling of it being a cohesive area is reduced by the one way pair of state highways, which sever the area and reduces the quality of the pedestrian experience.

Strengths and weaknesses

The following factors have contributed to the popularity and vitality of the Octagon quarter.

- The popularity of the relaxed, grassed area in the upper Octagon for passive recreation.
- The vibrancy and popularity of the cafes and bars in the area.
- The presence of important arts and cultural institutions like the Dunedin Public Art Gallery and Regent Theatre.
- Adjacent attractions such as the Town Hall, St Paul’s Cathedral, City Library, and i-SITE.
- The impressive heritage buildings.
- It is the most attractive and suitable open space in the central city for events.
- It is an iconic and distinctively Dunedin setting.
- The important pedestrian route from the Octagon to the Railway Station and Toitū Otago Settlers Museum.

However, there are a number of issues in the quarter impacting on its attractiveness and convenience. Issues still needing to be addressed for the Octagon include the following.

- The Octagon does not function as one cohesive space. The streets around it and through the space create barriers between buildings and open space. This reduces the quality of the experience in the space.
- There is a focus on vehicle circulation and access at the expense of the pedestrian experience. The routing of buses and through traffic through the central carriageway reinforces the perception of the space as a place to travel through, rather than a destination.
- There are a higher number of crashes involving vulnerable road users.
- There is as lack of quality space for people to gather for tourists to admire the heritage buildings.
- Views through the Octagon and down Stuart Street are interrupted and views of some of the city’s most memorable architecture (the Railway Station, the Municipal Chambers, St Paul’s Cathedral) are blocked by elements in the public realm, such as the bandstand and the covered walkways.
- While the existing trees in the central carriageway strongly define its character, giving the space a soft and green image, displaying the seasons and attracting birds, they also strongly reinforce the street bisecting the space and block important views. The health of some of these trees has been of concern in recent years and a number have had to be removed.
- In the lower Octagon the footpath space is dominated by outdoor seating and patrons associated with bars and restaurants. Especially in the evening, passers-by conflict with people standing outside bars. This conflict can discourage some potential users from coming to the Octagon at night.
- The age and style of amenity improvements and street furniture making the area appear dated and contribute to a cluttered appearance.
- There is a lack of public toilets available after hours in/ near the Octagon, resulting in antisocial behaviour in surrounding areas such as the Library Plaza, Bath Street, and St Paul’s Cathedral grounds.
- Uneven brick paved surfaces in and around the Octagon pose a safety concern, especially for the elderly
- The lower, central area of the Octagon is less used due to its exposure to the elements and design that fails to suggest informal use outside of organised events.
- The heavy use of the Octagon for events results in a large number of road closures, which some retailers say impacts negatively on their turnover.

- Closures of the Octagon for events also impact on the bus network. During events, some buses follow an alternative route, resulting in confusion for visitors and other infrequent bus users.
- The need to complete ‘three waters’ infrastructure renewals and paving upgrades.

It is clear a number of these issues relate to differing visions of how the Octagon should operate and the mix of uses with competing requirements in the area. While it is acknowledged as important to protect this commercial vitality, parts of the community and other stakeholders have expressed a desire for greater community focus in the Octagon.

Elsewhere in the quarter the following challenges also need to be addressed.

- There is poor pedestrian connectivity between the Octagon, the Railway Station and Toitū Otago Settlers Museum. The state highway severs the area, with the speed, volume and size of vehicles impacting a pleasant walking experience. Crossing points to Toitū OSM are limited and can encourage dangerous risk taking on the state highway.
- Connections to other adjoining streets and open spaces, such as Harrop Street, Bath Street, St Paul’s Cathedral grounds, and the Library Plaza are not legible and do not encourage pedestrian movements. Opportunities to integrate these spaces into the broader Octagon quarter have not been capitalised on.
- There is competing demand for limited road space in lower Stuart Street, creating tension between different transport modes, increased public and pedestrian space and car parking.
- Uneven brick paved surfaces pose a safety concern, especially for the elderly.
- The need to complete ‘three waters’ infrastructure renewals and paving upgrades.

Key objectives

- Establish the Octagon cultural and entertainment quarter as a convenient and more attractive place for all people to visit.
- Protect and enhance the Octagon as the city’s premiere civic space destination.
- Better balance the various competing demands on the Octagon.
- Create an outstanding and iconic public space in the Octagon.
- Improve pedestrian connections between the Octagon, Railway Station and Toitū Otago Settlers Museum.
- Improve safety and accessibility for pedestrians and other vulnerable road users and reduce crash rates.
- 

- Ensure infrastructure renewals are coordinated to limit the extent of any further disturbances in the period following the amenity and safety improvement works.

Key transformational projects

Upgrade of the Octagon

The key transformational project in this area is the upgrade of the Octagon. This is primarily an amenity project, intended to enhance the Octagon as a vibrant, exciting, civic space, accessible by the widest range of users.

No final design has been developed for this space. Intensive engagement with the community and stakeholders over the first three years of implementing the Central City Plan will develop a plan for this upgrade. The images provided in this document represent examples of how this and other areas could change, but are not final design options and should be viewed as ideas for discussion rather than a preferred option.

Lower Stuart Street amenity and safety upgrade

This involves works to improve the safety and the ‘look and feel’ of lower Stuart Street and the area around the Railway Station and Toitū Otago Settlers Museum.

There are different ways Stuart Street could be organised to reflect its important pedestrian and growing hospitality functions. These range from minor ‘tweaks’ to the road and footpaths at one end of the spectrum to more substantial changes in the balance between pedestrians and vehicles, such as ‘shared space’ or creating a pedestrian only space, at the other. Each involves potential trade-offs between costs and benefits. There are also a number of different ways that safety and amenity around the Railway Station and Toitū Otago Settlers Museum could be improved. Changes in these areas may need to address how pedestrians and other vulnerable road users interact with the state highway running through the area.

At this stage, the Council has not taken a position on the most appropriate changes in these areas. It wants to know how the community would like to see the areas develop before it looks at detailed options.

As with the amenity improvements to George Street, it is proposed streetscape enhancements will change the existing pavers and replica Victorian street furniture in the Octagon entertainment and cultural quarter, in order to create a consistent look and feel between the two quarters.

Both of the above projects will be undertaken simultaneously with the renewal and upgrade of the aging ‘3 waters’ infrastructure and existing pavers, in order to reduce disruption and to provide cost and other efficiencies.

Other physical projects

1. Renewal of Bath Street ‘three waters’ infrastructure and associated safety and amenity enhancements, designed to reduce its use as a rat-run between George Street and lower Stuart Street.
2. Upgrade of Harrop Street and the Library Plaza to integrate these spaces better with the broader Octagon quarter.

Other initiatives

	Initiative	New or existing
1	Encourage formation of retailers/ neighbourhood association to improve engagement between the DCC and businesses and other stakeholders in the area.	New
2	Develop a community plan to address alcohol related harm in the central city at night, to make the area safer and more attractive to a range of people.	New

5.2.3 The Creative Quarter

The creative quarter occupies the area south of the Octagon and encompasses Princes Street, the southern half of Moray Place, the Exchange, south Princes Street and intersecting streets. While the area south of the Octagon and particularly around the Exchange was the early economic hub of Dunedin, over the course of the latter half of the 20th century it suffered a protracted decline as economic and retail activity shifted northwards in the city. The results of this shift were declining foot traffic, higher vacancy rates, higher turnover of businesses, reduced building maintenance, demolition by neglect, increasing numbers of empty sites, and a decline in overall look and feel and vibrancy of the area. Even the growth of hotel accommodation and continued location of the lion’s share of office space in the city in Princes Street could not reverse the growing negative perceptions of the area.

However, the greater affordability of space in the area also meant it became increasingly populated with smaller and more alternative retailers, creative industries, start-up businesses, galleries, and artists’ studios. Over time, these have contributed to some areas greater vibrancy, particularly around an arts hub of galleries and studios and local fashion designers in Moray Place and Dowling Street, a technology cluster around in the restored Bing Harris/Clarion buildings and a range of affordable ethnic food outlets between Moray Place and the Exchange. Each of these has a slightly different character which could be celebrated and expanded. In recent years, there have been other positive signs of the area being regenerated, with a number of historic buildings being

restored and large employers like Silver Fern Farms choosing to locate there. The DCC is currently developing a Princes Street Revitalisation Plan to sustain this positive momentum and facilitate further regeneration in the area.

Strengths and weaknesses

The creative quarter has a number of strengths which can contribute to continued revitalisation and a more positive future as part of a vibrant CBD.

- The location of most of the city’s large office blocks.
- The presence of the city’s main hotels.
- The open space of Exchange Square in the heart of the quarter.
- Visual interest of the heritage buildings lining the street.
- Emerging clusters of arts and creative industries.
- Affordable space for start-up businesses and creative industries.
- Growing residential activity in adjoining areas.
- Revitalisation in the neighbouring Warehouse Precinct.

However, there are also a number of weaknesses the area needs to address in order to become a successful part of the central city again. These include the following.

- The challenges of a changing retail environment and competition with George Street.
- A legacy of long term under-investment and low levels of building maintenance.
- The cost of building upgrades.
- Further relocation of retail and services away from the central city.
- Gaps in the streetscape where buildings have been demolished, particularly in places where these gaps are highly visible.
- Continued higher levels of vacancy.
- Demand for off-street parking. There are no public multilevel car parks south of the Octagon, constraining parking options and increasing incentives to demolish buildings for open air car parks.
- Conflicting ideas related to the amount of space and priority allocated to different road users (e.g. cars, cyclists, public transport, pedestrians).
- High numbers of accidents involving vulnerable road users.
- The need to complete ‘three waters’ infrastructure renewals and paving upgrades.
- The age and style of amenity improvements and street furniture making the area appear dated and contributing to a cluttered appearance.
- Uneven brick paved surfaces pose a safety concern, especially for the elderly.

- There is also a less attractive pedestrian environment caused by:
  - a lack of activity at ground floor and/or unattractive shop fronts
  - insufficient maintenance and investment in the public realm
  - the width of the roads and dominance of vehicles in the Exchange and south Princes Street
  - the size and intense use of the bus stops in the first block of Princes Street
  - wind tunnels and shading created by large buildings
  - the number, scale and appearance of open air car parks
  - too few public toilets
  - the difficulty of negotiating the area for those with disabilities.

Key objectives

- Revitalise Princes Street and associated streets to create a unique and vibrant mixed-use environment, clearly differentiated from George Street.
- Protect and enhance the area as a creative and arts hub within the central city.
- Establish Princes Street as a convenient and more attractive place for all people to visit.
- Improve safety and accessibility for pedestrians and other vulnerable road users and reduce crash rates.
- Coordinate infrastructure renewals to limit the extent of any further disturbances in the period following the revitalisation works.

Key transformational projects

Princes Street amenity and safety upgrade

This project involves works to improve the safety and the ‘look and feel’ of Princes Street and intersecting streets. These improvements will be undertaken simultaneously with renewal and upgrade of the aging ‘3 waters’ infrastructure and existing pavers, in order to reduce disruption and to provide cost and other efficiencies.

There are different ways Princes Street could be organised to help it become a more people-friendly, vibrant and unique environment. One area to focus on could be the road between the Exchange and south Princes Street, where it is particularly wide and barren. As on George Street, these changes range from minor ‘tweaks’ to the road and footpaths at one end of the spectrum to more substantial changes in the balance between pedestrians and vehicles, such as ‘shared space’ or creating a pedestrian only space, at the other. Each involves potential trade-offs between costs and benefits.

At this stage, the Council has not taken a position on the most appropriate future form for Princes Street. It wants to know how the community would like to see the area develop before it looks at detailed options. The images provided in this document represent examples of how this and other areas could change, but are not final design options and should be viewed as ideas for discussion rather than a preferred option.

Upgrade of Exchange Square

Exchange Square occupies the area in front of John Wickliffe House at the axis of Princes Street, Rattray Street and High Street. The square is an important urban open space in the southern part of the central city and is popular with office workers at lunch time due to its sunnier and more sheltered aspect than other parts of Princes Street. However, the space is underutilised outside of these times. Its current layout and form do not maximise the aspect or space available and the square fails to activate buildings at its edges or the area around it by encouraging more social uses. Its styling is confused and dated. There are also issues with subsidence in the square which require repair and create the opportunity for more substantial redevelopment.

The upgrade of Exchange Square aims to make the space more engaging and interesting, somewhere that will attract users day and night and act as a hub for the growing creative and economic activity in the area. It should connect more effectively with the broader Exchange area, Queens Gardens, and link the Warehouse Precinct into the broader southern central city creative quarter. The works will result in creating a central city plaza that expands usable open space in the central city and supports regeneration in the Exchange Precinct.

City to harbour connection

The city to harbour connection aims to link the central city more directly and safely to the Steamer Basin/Harbourside for pedestrians and cyclists. The form of this connection has not yet been confirmed, but it is most likely to be a bridge, given the costs and constraints of tunnelling and the difficulties of achieving a level crossing.

Connecting the city and the harbour more directly has been a focus for Dunedin residents for a long time. For a city built around the harbour, there are few direct access points for people in the central city to easily access the waterfront. Better access to the waterfront offers a number of recreation, tourism, health, environmental, and business opportunities. A direct connection at the previous Rattray Street crossing point would have substantial benefits for the southern part of the central city, making this area of town an even more attractive part of the city to be located in. The connection will also provide an important link between the Peninsula, harbour cycleways and the central city, allowing cyclists to cross Thomas Burns Street and the railway corridor safely and conveniently on journeys to and from the central city.



It is proposed that these streetscape enhancements will change the existing pavers and replica Victorian street furniture, using a more neutral colour palate for elements like paving and introducing new styles and materials for street lights, seats, and other street furniture. While currently Princes Street uses the same replica Victorian street furniture employed in George Street and the Octagon, these elements look out of place in many parts of the quarter where there is a greater mix of architectural styles and stronger contribution to the character of post-war and modernist buildings, such as John Wickliffe House, the Galloway Cook Allan building, the MLC building and Cargill House. Because part of the future success of this quarter relies on it being differentiated from other parts of the central city and making it a destination in itself, one of the ways this can be achieved is by adopting a different style of street furniture to reinforce a different “look and feel” in the area. It suggested more bespoke, quirky and edgy elements are chosen, to clearly differentiate the area from other parts of the central city and to reinforce the strong contribution of the arts and creative sector to the area. The adoption of more bespoke elements can also be used to strengthen the distinct identities of sub-areas within the quarter.

Other physical projects

- 1. Improving access and encouraging use of the Market Reserve.
- 2. Investigating the development of a multi-level off-street parking building.
- 3. Improving the safety and amenity for Dowling Street steps.

Other initiatives to investigate

	Initiative	New or existing
1	The primary initiative for the Princes Street area will be developing a revitalisation plan. This plan will outline a series of potential actions for encouraging the physical, social, and economic revitalisation of the area. It will focus on enhancing its existing arts hub, attracting creative industries and differentiating the area from George Street to help it develop an independent, sustainable future which contributes to the overall vitality of the central city. Developing a revitalisation plan for the neighbouring Warehouse Precinct has proved successful and it is hoped a specific area-based plan for Princes Street will have similar positive outcomes.	New
2	Encourage formation of retailers/ neighbourhood association to improve interaction between the DCC and retailers/other businesses in the area.	New
3	Identify suitable locations to install play equipment for children so families are encouraged to spend more time in the central city.	New
4	Improve interpretation and recognition of sites of significance to Ngāi Tahu at Toitū stream and the Princes Street reserve.	Existing

5.2.4 The Warehouse Precinct

The Warehouse Precinct incorporates the area bounded by Queens Gardens, Police Street, Princes Street and Cumberland Street. The area was once the hub of Dunedin’s commercial and industrial growth, but declined in the second half of the 20th century. In the last few years, business and residential investment in the area has increased. This has started to revitalise the area, leading to re-use and restoration of the area’s historic buildings. These buildings create a distinctive identity for the area due to their scale, materials, style and layout.

In 2012 the DCC began working with building owners in the area to develop a revitalisation plan which supports changes to make sure this important historic area becomes a vibrant and successful part of the central city, once again. This revitalisation plan includes a detailed list of initiatives which are being implemented by a range of stakeholders in the area. These include actions related to amenity and public realm improvements, building upgrades, policy and planning frameworks, investment in arts and creative endeavours, events, and transport changes. The DCC’s staged amenity upgrade works in the area started in 2013. Significant investment and upgrade work in the buildings in the area has seen the number of people living and working in the area grow rapidly, with flow on benefits to neighbouring parts of the southern central city. The area is now developing into a creative inner city neighbourhood.

This plan is a fluid framework able to evolve and respond to change and development in the Warehouse Precinct as it occurs. This was identified as the most appropriate approach to recognise the dynamic private investment and development occurring in the Precinct. For more detail, see the Warehouse Precinct Revitalisation Plan:

http://www.dunedin.govt.nz/\_\_data/assets/pdf\_file/0006/291930/Warehouse-Plan-2013.pdf

Strengths and weaknesses

A number of strengths in the area have assisted the interest in revitalisation in the Warehouse Precinct. These include:

- interesting and unique heritage buildings
- suitability of buildings for a range of different activities
- attractive location for residential activity adjacent to central city
- existing strong private-sector investment in regeneration
- willingness of owners in area to work together
- strong public interest in revitalisation in this area.

There are also a number of weaknesses and issues needing to be addressed to further revitalise and successfully reintegrate the area into the central city. These include:

- restrictive land use zoning
- severance from the central city caused by one-way state highway network
- dominance of the road network
- continued dereliction of specific individual buildings
- competition for limited on-street parking resource and lack of large off-street parking options
- leasehold land
- low level of street amenity which is incompatible with the new uses occurring in the area
- the need to complete ‘three waters’ infrastructure renewals.

Key objectives

- Facilitate the revitalisation of the Warehouse Precinct as a hive of creative employment and residential activity building on its heritage resource, robust character and attractiveness for urban living.
- Protect and develop the Warehouse Precinct’s distinct identity as an edgy, interesting, and compelling place for people to live, work, create and play.
- Re-integrate the Warehouse Precinct within the central city physically and economically.
- Coordinate infrastructure renewals to limit the extent of any further disturbances in the period following the revitalisation works.

Key transformational projects

Amenity improvements to Vogel Street and Bond Street  
This project involves improving the appearance of Bond, Vogel and adjoining streets to recognise growing residential activity in the area and provide a compelling environment for creative and business activity. They also aim to improve pedestrian safety and convenience and to make the area safer for other modes of transport, particularly cyclists in Vogel Street, which is part of the Strategic Cycle Network. The upgrade works aim to encourage more people to work and live in the area as well as to visit and support new businesses. They are staged to work alongside private sector investment in the area.

As noted above, the first stage of amenity improvements to Vogel Street have already been completed. The programming of the other stages will depend on the pace and location of further investment in the area. Currently these are programmed for the years 2015/2016 - 2017/2018.

*Queens Gardens upgrade*

This project aims to improve Queens Gardens as both a commemorative and recreational space. Queens Gardens houses Dunedin’s pre-eminent WWI site of commemoration. It is also one of the largest open green spaces in the CBD and an important recreation space for the growing number of local workers and residents. However, its ability to function successfully in either role is highly constrained at present, due to the dominance of the road network around it and the erosion of the amount of open space to these roads. Changes to Queens Gardens will aim to make the area a more attractive place to spend time. Associated works will also make improvements to adjoining areas in an effort to make pedestrian and cycle access to visit Queens Gardens easier. This will also help to connect it to the areas around so it acts as a connection between the Warehouse Precinct and the rest of the central city, rather than feeling like an isolated island in the middle of the state highway corridors.

*Strategic Corridors: Warehouse Precinct accessibility improvements.*

This project aims to reduce the severance between the Warehouse Precinct and rest of the central city caused by the one way state highway network on Crawford Street and Cumberland Street. Currently this road network dominates the area and places constraints on making the area a more attractive, safe, and convenient place to move about, particularly for pedestrians and cyclists. Where the state highway functions to transport vehicles efficiently through the area, it also creates barriers to move across in an east-west direction and is hostile to more vulnerable road users like pedestrians and cyclists. It also channels heavy vehicles through the heart of the Warehouse Precinct and on either side of Queens Gardens.

This project will consider a full range of possible interventions to improve pedestrian and cycle safety and enhance amenity in the area. These range from rationalising the state highway from both Crawford Street and Cumberland Street to only Cumberland Street and returning Crawford Street to the function of a local road, at one extreme, to introducing more pedestrian crossing opportunities at the other.

All of the above projects will be undertaken simultaneously with renewal and upgrade of the aging ‘3 waters’ infrastructure, in order to reduce disruption and to provide cost and other efficiencies.

As with the Princes Street/Exchange creative quarter, the new street furniture being installed in this area seeks to differentiate the Warehouse Precinct from other parts of the central city. Street furniture has focused on innovative modern interpretations of historic themes, rather than replica styles. Wherever possible, furniture and infrastructure designs have been stripped back and simplified to reflect the industrial character and avoid cluttering the streets and pavements, but also to allow the architectural quality of the

historic buildings in the area to shine through. The street furniture already installed has a distinctly contemporary feel through the LED lights, modern recycling bins and bespoke seats. Quirky, creative touches have been welcomed to provide a distinct sense of place and to reflect the current and future uses and users of the area. Art and design is seen as an integral part of the streetscape and the streetscape in area is expected to be more experimental than that of the retail or cultural and entertainment quarters. This approach will be continued throughout the amenity improvements to the rest of the Precinct as they occur.

***Other physical projects***

Improving amenity of the area under the Cumberland Street over bridge including an art installation to provide a point of interest.

- Improve of the amenity in Bond Street’s ‘No Name Alley’.
- Make better use of existing connection between the Warehouse Precinct and the Steamer Basin over the Cumberland Street over-bridge.

***Other initiatives to investigate***

For a full list of the other initiatives within this area please see the Warehouse Precinct Revitalisation Plan: [http://www.dunedin.govt.nz/\\_\\_data/assets/pdf\\_file/0006/291930/Warehouse-Plan-2013.pdf](http://www.dunedin.govt.nz/__data/assets/pdf_file/0006/291930/Warehouse-Plan-2013.pdf)

**5.3 Other central city projects and initiatives**

A number of additional projects and initiatives associated with the Central City Plan are not specifically place-based. While they will undoubtedly impact certain places, they either have a whole of central city impact or are not currently spatially focused. These projects are listed below.

***Projects***

*Pocket parks*

Expanding public spaces in the central city is not reliant only on purchasing new reserves or upgrading existing ones. Another way is to create smaller spaces throughout the central city where people can spend time and relax. These spaces can complement the larger flagship spaces of the Octagon and Queens Gardens, by creating a network of smaller outdoor areas for local residents, workers, visitors and passers-by to enjoy.

*Play equipment and opportunities for children and families*

The only outdoor public play equipment for children in the central city is at the periphery of the area on the Market Reserve. Identifying opportunities for additional play equipment and safe spaces for children to play in the central city will improve the experience of the area for families. The availability of other infrastructure such as public toilets/ restrooms, seating and parking also contribute to making the central city a more convenient and attractive place for families with children and their specific interests will also need to be considered in amenity and safety upgrades.

*Strategic Pedestrian Network*

The Strategic Pedestrian Network is a programme for improving pedestrian accessibility and safety on key pedestrian routes in the central city. Changes may include renewed/ improved footpaths, crossing points, lighting, and safety at intersections, through to area-wide speed limit changes, etc. The network is illustrated in the Integrated Transport Strategy: <http://www.dunedin.govt.nz/whats-on/transport-strategy-2013>

*Strategic cycle network – Central City and North East Valley*

The Strategic Cycle Network - Central City and North East Valley is a programme for improving cycle accessibility and safety within the central city and North East Valley, connecting suburban and commuter routes to safe routes through and around the central city. The network is illustrated in the Integrated Transport Strategy: <http://www.dunedin.govt.nz/whats-on/transport-strategy-2013>

*Central City safety improvements*

The central city safety improvements programme aims to improve safety for all users in the central city and particularly at identified high risk locations (high risk corridors and intersections). It involves investigating a range of changes such as speed limit restrictions, threshold treatments, traffic calming, shared spaces etc. These have been discussed for each quarter where relevant, but there may be times when safety improvements in the central city are pursued independently of other amenity improvements, for example where they are minor changes, where there are no amenity improvements to be made, or the need for the improving safety means it should be completed before the amenity works are programmed. For more information see the Integrated Transport Strategy: <http://www.dunedin.govt.nz/whats-on/transport-strategy-2013>

*Central City Parking Review*

Car parking is one of the most heavily contested issues within Dunedin’s central city. The amount of parking provided, the split between on-street and off-street parking provision, time allocations, and costs are all frequently the topic of debate. The Central City Parking Review will evaluate parking provision in the central city. If required, changes may be made across the central city or as part of area-based plans in more restricted areas.

*Central City paver replacement*

Over the next 10-15 years, most of the pavers in the central city require renewal as they are at the end of their functional life. Replacing these pavers will be staged over multiple years, in conjunction with water and waste upgrades and amenity and transport safety improvements, to reduce disruption and for cost and other efficiencies. These renewals will predominantly occur in conjunction with the place-based upgrades described above. The need to replace the pavers also offers the opportunity to choose a different paver style and/or colour, in order to reduce maintenance costs, improve the pedestrian experience, and transform the look and feel of the central city.

*LED lighting rollout*

Over the next two years, the DCC is proposing to upgrade around 12,000 of street lights across the city with more sustainable and energy efficient LED lights. In the central city wherever possible this upgrade will occur at the same time as other amenity improvements. In some parts of the central city this will also result in the replacement of the street light poles and fixtures with new designs. In others it will simply involve a change to the bulb itself.

*Three waters infrastructure renewals – central city*

This involves the on-going programme to upgrade the city’s aging three waters infrastructure throughout the central city. Wherever possible these works will be undertaken in conjunction with other transport or amenity related works. However, there is the possibility that failures of aging infrastructure may require more immediate action in certain areas. For more information see [http://www.dunedin.govt.nz/\\_\\_data/assets/pdf\\_file/0014/132800/WWS-3-Waters-Strategy-2010-2060.pdf](http://www.dunedin.govt.nz/__data/assets/pdf_file/0014/132800/WWS-3-Waters-Strategy-2010-2060.pdf)

*Central city recycling*

Pending final Council approval a pilot recycling project extending kerbside collection services, two neighbourhood drop facilities and a hosted back of house collection service is being trialled in the central city in 2015-2016. This trial will influence how recycling is managed in the central city, where there is growing demand for recycling from businesses and the expanding number of residents in apartments.

*Second Generation District Plan*

The development of a new District Plan for Dunedin will affect the central city, given the District Plan deals with matters such as land use, building form, parking requirements, utilities, etc. The development of the District Plan and Central City Plan in tandem has allowed the two plans to “speak” to each other comprehensively and for issues and ideas raised through consultation and the development of both to influence the thinking in the other. For more information see: <http://www.dunedin.govt.nz/whats-on/2gp>



Initiatives

Initiative	New, proposed, or existing
Investigate and determine locations for provision of new and upgraded public toilets, to be installed during other amenity enhancement projects.	New
Encourage the freeholding of leasehold land in the central city.	New
Consider optimal locations for the i-SITE within the central city and consider future relocation to improve accessibility to this site for a range of visitor types.	Existing (Visitor Strategy/Economic Development Strategy)
Improve directional signage and interpretation for visitors throughout the central city.	Existing (Visitor Strategy/Economic Development Strategy)
Encourage more public art in the central city.	Proposed (Arts and Culture Strategy)
Develop a plan for encouraging greater diffusion of events across central city open spaces (Exchange Square, Queens Gardens, Market Reserve, Vogel and Bond Streets, for example), in order to reduce reliance on the Octagon and encourage vitality throughout the central city.	New
Investigate a community plan to encourage non-drinking activities in the evenings within the central city.	New
Encourage night-sky sensitive architectural, building, and creative lighting throughout the central city.	Proposed (Energy Plan)
Investigate the desired and most effective model for a central city retail management body to represent retailers’ interests and improve communication between the DCC and retailers.	New
Support and promote the DCC’s “red carpet” approach to large/strategic projects in the central city.	Existing (Economic Development Strategy)
Work with Enterprise Dunedin to develop a central city prospectus to attract and expand businesses in the area.	New
Encourage upgrade to increase the availability of “A grade” office space throughout the central city.	New
Encourage earthquake strengthening of buildings throughout the central city.	Existing (Spatial Plan, Heritage Strategy)
Support and facilitate the re-use of heritage and character contributing buildings throughout the central city.	Existing (Spatial Plan, Heritage Strategy),
Promote high quality architecture throughout the central city and the redevelopment of vacant sites.	Existing (Spatial Plan, District Plan/2GP)
Facilitate the re-use of vacant office and other commercial space for residential developments to increase the number of permanent residents in the central city.	Existing (Spatial Plan)
Encourage ground floor tenancies to have “active” frontages to improve the experience for pedestrians on the street.	Existing (District Plan/2GP)
Undertake an analysis of the central city with children and family advocacy groups to identify issues and areas for improvement in developing better amenity and safety.	New
Undertake an accessibility analysis of the central city with disability advocacy groups to identify issues and areas for improvement in developing better amenity and safety.	New

Initiative	New, proposed, or existing
Undertake an analysis of the central city with advocacy groups for the elderly to identify issues and areas for improvement in developing better amenity and safety.	New
Work with Ngāi Tahu to identify sites of significance throughout the central city that require greater recognition and interpretation.	New
Work with Ngāi Tahu to integrate and promote the inclusion of Kāi Tahu values, kaitiakitanga, arts, language and history into the design and interpretation of public spaces, public and civic buildings and bilingual signage.	New

5.4 Associated projects

Some projects occurring in areas adjacent to the central city will have impacts on what is trying to be achieved in through the central city plan. These projects are listed below.

*The Western Bypass*  
The Western Bypass project consists of Manse Street – Rattray Street – Smith Street – York Place – Filleul Street – London Street to George Street. It seeks to improve the convenience of the route around the central city for those traversing Dunedin rather than travelling through it. Reducing the amount of through traffic not intending to stop in the central city will expand options for improving safety and amenity of vulnerable road users.

*The Eastern Freight Bypass upgrade*  
The ‘Eastern Bypass’ freight route consists of Strathallan Street – Portsmouth Drive – Wharf Street – Thomas Burns Street – St Andrew Street to Anzac Avenue. A project to improve this strategic freight corridor is considered a high priority by DCC and the NZ Transport Agency. There are two key drivers for this project. Firstly, designating a priority freight route with minimal conflict with vulnerable road users enables a higher level of service to be provided for freight movement, supporting efficiency and economic wellbeing. Secondly, this also supports the central city upgrades discussed above, as making this route more attractive for freight vehicles will reduce the number of freight vehicles using the one-way system in the central city, offering opportunities to improve safety and amenity.

*Tertiary Streets Improvement Plan*  
There is a strong desire from the tertiary organisations to see an improved pedestrian and cycling environment around the tertiary area which has resulted in the development of a Tertiary Streets Improvement Plan. This has come through as a priority for the Tertiary Sector Steering Group, which is a partnership between the DCC, University of Otago, the Otago Polytechnic and Southern District Health Board. Analysis has also identified a number of safety and accessibility issues in the transport network around the tertiary area and wider North Dunedin area. This includes sections of street and intersections on Albany Street, Clyde Street, Forth Street and Union Street, in particular. Safe and convenient connections between the central city and tertiary-medical quarter are a key component of this plan.

*Steamer Basin upgrade*  
The development of a bridge or other crossing between the central city and Steamer Basin will expand use of the area. Future enhancement of the area should focus on providing sheltered and attractive opportunities for people to spend time there and allow direct connections to the water, including the ability to safely enter/exit the water for recreational users. Enlarged or new public open spaces in the broader harbour side area could help to offset the limited options for expanding public open space in the central city, particularly if there are easy, good quality connections between these spaces and existing spaces in the central city.

