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1. FINDINGS

1.1 General

The Central Area is the area of most intensive land use within Auckland, where industry, wholesaling, warehousing, offices and retailing dominate the land use patterns (see Fig.1). Each day:

- 60,000 people come to work in the area
- 25,000 people come to shop and do business
- 25,000 people come for entertainment, education and other purposes

The pattern of land use in the Central Area represents a complex economic equation in which the value of land is a basic factor. Retail and office uses are concentrated on the most central, most valuable land, while industry, warehousing and wholesaling are located on less valuable land. Although the location of various activities generally follows the zoning pattern, the broad range of activities permitted in most zones, together with the existence of many activities which do not conform to the zoning, results in a great variety of activities over most of the Central Area.

Activities such as storage, offices, services and parking are increasing in importance, while others such as residential, manufacturing and selling have decreased. Trends which are expected to affect future activity patterns are discussed for each of the activities below.

1.2 Employment

The number of people working in the Central Area increased from 58,500 in 1962 to 64,000 at the present time. Fig.2 shows how total employment is distributed amongst different activities. It is projected that the number will continue to increase by an average of approximately 1.3% per year, resulting in between 20,000 and 27,000 more people working in the Central Area by the end of the century.

There is expected to be a large increase in office employment, only a small increase in retailing employment, and a decrease in industrial employment. The trend will be for increases to be at the executive, rather than a clerical level, and for skilled, rather than unskilled workers, as computers and other automated machines take over more routine operations.

There will be a demand for new, well equipped office buildings, a demand for better access by car and by public transport, and generally an expectation of higher levels of service and amenity.

1.3 Industry

Central Area industry is very varied - ranging from the small manufacturing jeweller or dressmaker to large-scale service and manufacturing industry. Apart from industries connected with the port, industry relies on rapid communcations and either good transport or close sales outlets. While most types of industry are scattered throughout the Central Area,

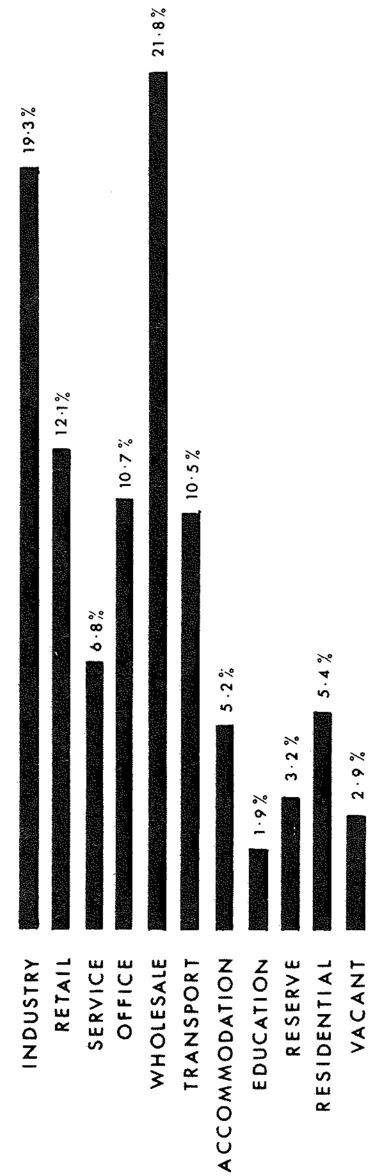


Fig. 1 Use of Central Area floorspace

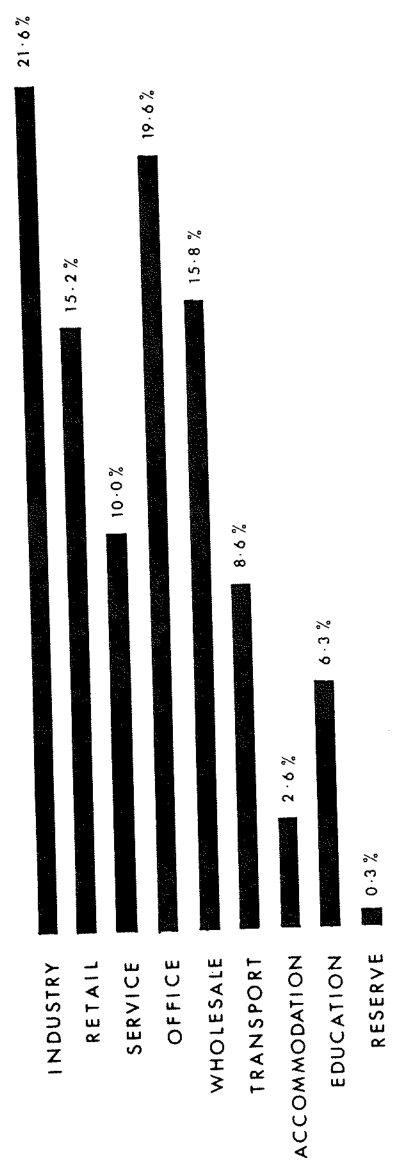


Fig. 2 Central Area Employment

large-scale industry is confined to the 220 acres of industrially zoned land.

Analysis shows that true manufacturing industry is decreasing in the Central Area, but that service industry - panelbeating, marine servicing, household appliance servicing, etc. - is on the increase.

Because of strong competition for land, traffic congestion, and the relatively low land/productivity ratio of industries, it is unlikely that any large-scale new industry will locate in the Central Area. It is also unlikely that any major addition to Central Area floor space to accommodate manufacturing will be necessary in the future, and it appears that warehousing and offices may, in time, dominate the areas already set aside for manufacturing. Changes in the *quality* of Central Area manufacturing (in value added, personalised and unique goods, and personal services) and the type of person employed, are more likely than marked changes in *quantity* of floor space or the number employed.

1.4 Shopping

Retailing in the Central Area is at present concentrated in Karangahape Road and Queen Street. The amount of shopping floorspace in the Queen Street valley area is gradually increasing, and Karangahape Road has changed little since 1964. With the exception of these two major concentrations, and the area near the Farmers Trading Company, shopping appears to be declining in the Central Area.

Shops in the area are becoming increasingly specialized: Queen Street is no longer a place to come to for everyday shopping, as it was in the 1950's.

Two main problems face the future of Central Area shopping:

(a) Competition from other shopping centres in the region. While the Central Area still has four times as many shops with twice as many functions as its nearest rival, shopping has shown a relative decline. Despite the growth of Auckland in the last 20 years and a higher general standard of living, the amount of Central Area shopping floorspace has shown little change.

In 1950 the Central Area accounted for 50% of Auckland's retail trade, with peak selling times in the morning and afternoon. Now it accounts for little more than one third of the total, and most sales are made to local employees in lunch hours. (Overseas experience has shown Central Area shopping to stabilize at approximately a third of total regional turnover.) A major expansion in shopping in the Central Area cannot be expected, although a gradual increase is likely as the city and Central Area employment grow.

(b) Competition for ground floor floorspace in main streets from offices, travel agencies, banks, etc., breaks up the shopping frontage and tends to make shopping in the Central Area less attractive for the pedestrian shopper than shopping in suburban centres which have continuous shop window frontages.

1.5 Offices

Although not the largest users of floor-space in the Central Area, offices are the fastest expanding activity, with a 23% increase in floorspace between 1964 and 1970. In the *heart* of the Central Area, over half of the total floorspace is used for offices.

There are four main types of Central Area office. Central and Local Government offices are the largest class, followed by business offices, professional offices and finally a large group of small offices and agencies with various functions. Most are highly specialized, and are the only one of their type or their firm in Auckland.

At present, offices are expanding relative to other activites, because of:

(a) the increasing organisation and communication necessary for everyday living, and the increasing specialisation of skills and knowledge which can be disseminated only through office organisation;

(b) centralisation of management control into a few major centres, Auckland being one;

(c) greatly increasing trade through the port of Auckland;

(d) the population growth of the region (to approximately 1.3 million by the end of the century) which will ensure a demand for professional and financial services, most of which are in the heart of the city;

(e) Government office functions and existing firms involved in insurance, industry, and building, which are expected to grow as the country develops.

With Auckland being New Zealand's largest and fastest growing city, and with the benefits which offices gain from proximity to other offices, the existing hub of office development in Auckland's Central Area must be expected to grow. Prestige is becoming an important factor in office location and building, and this adds to the concentrating factors. Some decentralisation is already evident, but this is not expected to affect Central Area office growth greatly.

In 1964, the demand for extra office floor space in the Central Area was estimated at 120,000 sq.ft. per year. In actual fact, office floor space has grown at the rate of 140,310 sq.ft. per year. Within the next three years, 840,000 sq.ft. (or 280,000 sq.ft. per year) will become available in new office buildings in the Central Area at present under construction or planned. It is projected that between 4 and 5.6 million extra square feet of office space (i.e. 80% of the additional floor space projected for all activities) will be required by 1996, i.e. between 154,000 and 215,000 sq.ft. per year.

There are few direct problems associated with the growth of offices within the Central Area. Indirectly there are two causes for concern.

Offices are "highest and best" land uses and can afford to displace almost all other activities in the heart of the city.

This is evidenced by the intrusion of ground floor offices into the Queen Street shopping frontage, and the movement of offices into manufacturing and residential zones. Redevelopments for offices are tending to force out other important and interesting Central Area activities.

The second problem associated with office expansion is associated with the nature of the developments. New office blocks have been built to plot ratios of 14 : 1, and if whole blocks are so developed, problems of access, environment, uniformity of development and reduction of interest in the city's heart could arise. As yet this is only a potential problem.

1.6 Warehousing/wholesaling

These activities are the largest users of Central Area floorspace and are permitted uses in most Central Area zones. Their location and efficiency are determined by accessibility (as large volumes of traffic may be generated), by the availability of large areas of floorspace at, or close to, ground level, and by proximity to major retail or industrial outlets.

At present there are four groups of wholesaling/warehousing in the Central Area. The City Markets (close to the Lighter Basin); textiles, clothing and fabrics warehousing (which are moving further west from the Elliott Street-Strand Arcade area with rising land values); port-associated warehousing and wholesaling (west of Nelson Street and around Beach Road); and warehousing and wholesaling of various types scattered throughout the Central Area.

Opposing factors will determine the future of warehousing and wholesaling in the Central Area. On one hand there is the growth of the port (turnover is expected to double in the next 20 years) bringing in goods for distribution, and motorway construction which should make access to other parts of the region easier.

On the other hand, there is increasing traffic inside the Central Area and resulting congestion, rising land values, competition for space from "higher" uses, and the probability of small growth of industry and retailing (two of the main wholesale/warehouse outlets) within the Central Area.

It is unlikely in the next 30 years that the actual floor space used for wholesaling and warehousing within the Central Area will decrease in area, but its importance as one of the largest users of Central Area floorspace will be overtaken by other activities.

Currently noted trends are for a change from wholesaling to warehousing, and of an increasing tendency for wholesaling to leave the heart of the Central Area and concentrate in the fringe of the Central Area.

Many buildings at present used as warehouses are obsolete and due for redevelopment, and it is probable that "wholesale-service", "wholesale-industry", and even "wholesale-office" buildings (with lower floors for wholesaling and warehousing, and upper floors for something else) may take their place.

Problems associated with future warehouse development are largely ones of traffic. Warehousing of particular types (especially that associated with containerisation) has high generating capacities for certain types of traffic. Major concentrations of warehousing in any part of the city could cause considerable traffic and amenity problems.

1.7 Accommodation

Accommodation is a minor activity in the Central Area, and is provided by licensed hotels, hostels, boardinghouses, private hotels, and motels. It provides basically for businessmen and tourists.

There has been little change in the amount of floorspace used between 1964 and 1970; the increase in floorspace created by the construction of the South Pacific and Intercontinental Hotels has been balanced by a decline in private hotels and boardinghouses.

With the completion of the tourist hotel-motel complex of 200 suites in the Downtown Redevelopment project, accommodation facilities will probably satisfy the demand for Central Area tourist needs for some time.

There is potential future demand for short-term accommodation for business people within the Central Area, but probably no more than 200,000 or 300,000 sq.ft. above what already exists will be required within the foreseeable future.

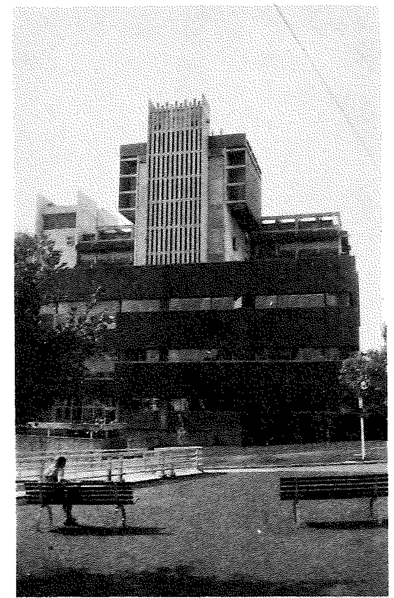
1.8 Residential

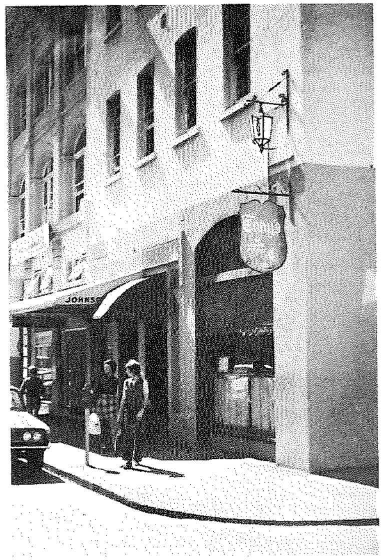
Residences take up a small and declining proportion of Central Area floorspace as most of the original houses have now been demolished for industrial, motorway and university development. A considerable number of people reside in high density apartment blocks and specific residential institutions in the Central Area and, in addition, there are a few penthouses and dwellings attached to shops and warehouses.

The current Central Area employment is 64,000 people. For traffic reasons alone it is desirable to have as many employees as possible living within walking distance of their jobs. In addition, a resident population can provide colour and interest in the city at times when it is "dead" - late at night, early in the morning, and in the weekends. The type of people who normally prefer to live in the Central Area has been shown from overseas experience to be childless couples of young or middle-age, and single people of all ages. The Central Area residential zones are close to areas of open space, and the Central Area, if enough suitable accommodation was available, could attract a much larger resident population than it has at present.

1.9 Education

The two major educational establishments are the University and the Auckland Technical Institute, which dominate the eastern part of the Central Area; both are close to maximum rolls, but major building developments are still planned.





Educational floorspace has grown considerably since 1964, although it is still a minor activity.

1.10 Entertainment and cultural facilities

The Central Area is the entertainment and cultural heart of Auckland, and a great variety of public and private facilities is provided - ranging from art galleries and libraries to restaurants, taverns and gymnasiums.

The role of the Central Area in the entertainment and cultural field is vital as far as the atmosphere of the living heart of the city is concerned. Entertainment and cultural activities bring people to the city at all times of the day, and it is people who bring the city to life.

It is most desirable that redevelopment proposals include space for a variety of eating and entertainment venues, as most of those existing at present are in old buildings with low rents, and will be lost from the city if this type of floorspace becomes unavailable.

1.11 Vacant land

In 1964 there were 109.5 acres of land not covered by a street or a building. It is made up of parks (66 acres), vacant building sites (used for car parking or open storage), open space around buildings (drives, lawns, light wells, etc.)

Much of the vacant land is inviolate in public ownership; part of it is undevelopable; but the future of the rest depends on the aims and desires of individual owners and developers of land in the Central Area, and future building trends and patterns.

There is the need to make economic use of the land (with rising land costs and rates) but there is also an increasing awareness of the desirability of small areas of vacant land (other than that used for car parking) from anenvironmental and aesthetic point of view.

1.12 Transport

(a) Roads: Roads occupy 26% of the total Central Area land and give rise to major businesses and industries. Major trucking firms exist, particularly in the Beach Road area, and bus transport occupies much land and much kerbside space.

(b) The Port: The port of Auckland is an important and integral part of the city and has been the prime reason for its development.

The present complex involves ten major wharves and over 500,000 sq.ft. of storage and equipment sheds.

Future port development could create problems with respect to traffic on Central Area streets. The large areas of reclaimed land necessary for modern cargo handling could make the waterfront remote and inaccessibe to the public.

(c) The Railways: The New Zealand Railways occupy 89 acres of Central Area land, much of which is open space for loading and transferring freight, and rail sidings, but there are also over 250,000 sq.ft.of storage and warehouse space.

Future plans could involve commercial redevelopment of part of the area for both office and warehouse purposes, and developments for an updated transportation policy.

2. PROPOSALS

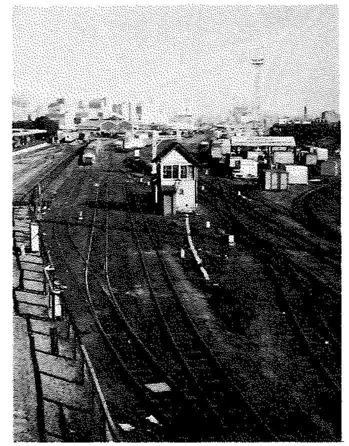
Activities in the Central Area are controlled by zoning. However, the existing zoning is basically a rationalisation of the distribution of uses that existed before the area was zoned. This distribution of uses has now been consolidated by the existing zoning. However, there are wide overlaps between the uses permitted in the Code of Ordinances for each zone, which generally results in a desirable flexibility for the development of the Central Area.

Because the basic distribution of activities has already been determined and consolidated by the present zoning, it would require very strong reasons to make any change to the present zoning. It is considered the following proposals are more in the way of adjustments or refinements of the existing situation.

Figs. 3 and 4 show the present zoning and the proposed changes.

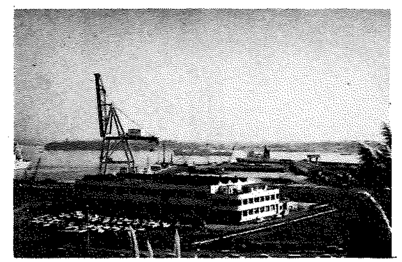
2.1 Manufacturing proposals

(a) The land available for manufacturing in the Central Area is adequate both in area and distribution, but some rationalisation of use is necessary. The existing manufacturing ordinances are about 20 years old and are outdated. Many new industries and new processes have been developed which are not provided for in the uses scheduled for each zone. Also, some uses permitted in Central Area manufacturing zones, including aeroplane assembly and testing, slaughtering, boiling down and fertilizer manufacture, are hardly appropriate in the Central Area.



The Council has already resolved to review and update these schedules. This is a mammoth task and can only be realistically done with the assistance of the Town & Country Planning Branch of the Ministry of Works on a national basis.

In addition to updating the manufacturing ordinances, it is proposed that a revision be made of the boundaries between manufacturing and commercial zones, and the uses permitted in these zones. For example, the appropriateness of the manufacturing zoning around the western end of Wakefield Street is questioned, particularly with regard to the planned Quadrant Road in this area.



(b) There is limited land available for manufacturing close to the port, and this should be retained for industries

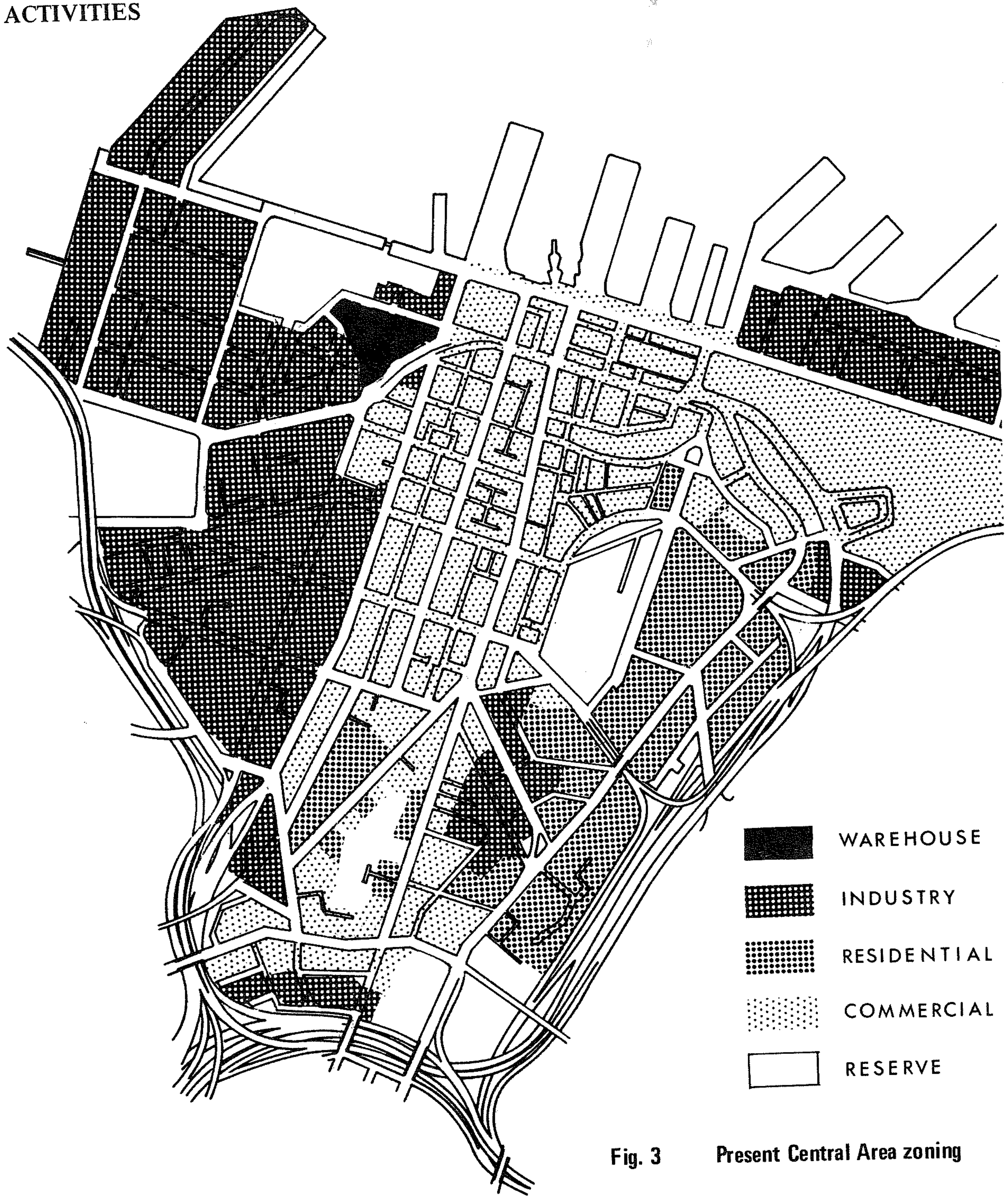


Fig. 3 **Present Central Area zoning**

which depend on proximity to the port for their existence.

In the recent review of the District Scheme, the Harbour Board objected to the zoning of their land north of Fanshawe Street and Quay Street and requested that the area be made a Port Transportation Zone. The Board did not proceed with their appeal on the understanding that this proposal would be given consideration in the Central Area plan.

The development of a Port Transportation Zone is discussed later in relation to port development, but it is considered that part of the area suggested should be zoned for port industries. It is therefore proposed that land to the north of Fanshawe Street, and to the south of Jellicoe Street be zoned "Port Manufacturing Zone" in which uses would be of a similar character to those there at present, with the additional requirement that these uses relate to the activity of the port.

(c) The two Auckland newspapers are presently located in the commercial core of the Central Area. This is a colourful activity, but one which can create traffic problems. It is proposed that the printing and distribution of newspapers should be made a conditional use in C.4 Zones.

2.2 Shopping proposals

Shops are currently permitted as either a

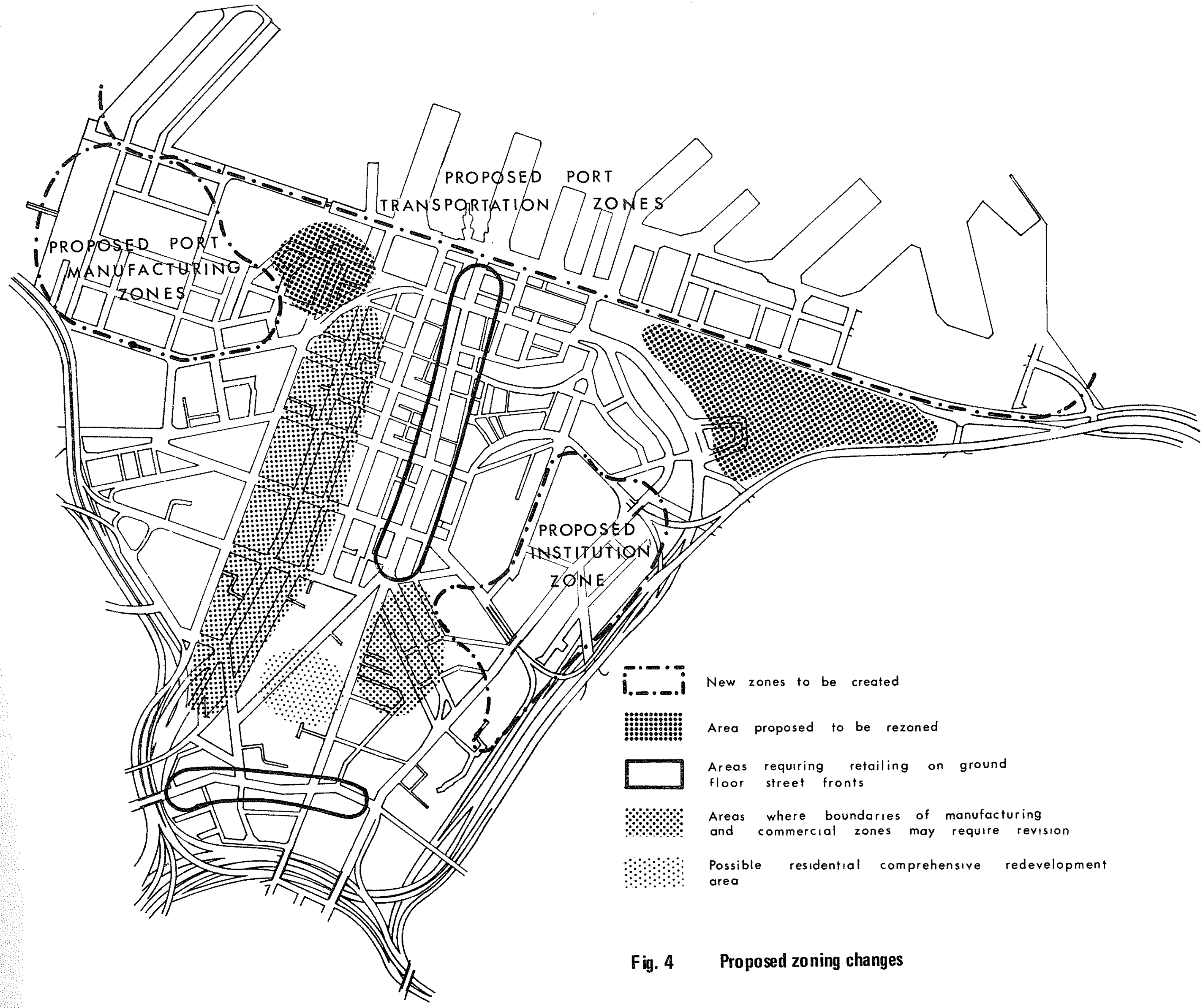


Fig. 4 **Proposed zoning changes**

predominant or conditional use throughout the Central Area. In order to retain the attractiveness of the centre of the city as a retail centre in face of competition from suburban centres, it is proposed to maintain the continuity of the retail frontage in the main shopping streets in the Queen Street valley, and in Karangahape Road, by limiting ground floor activities to those having a retail character.

2.3 Offices proposals

Offices are currently permitted in every zone in the Central Area. This is considered appropriate as offices are generally a desirable form of development and landuse However, there is concern that most recent development in R.7 zones has been for offices rather than residential (see Residential Proposals) and that offices are intruding at ground-floor level into shopping streets (see Shopping Proposals).

In light of the anticipated demand for additional office development, it is important that other desirable activities should not be lost. Extensive office development has resulted in "dead" centres in some overseas cities. These problems are discussed elsewhere in the sections on Development, Activities, and Character (pages 19, 27-35, 40).

2.4 Warehouse proposals

Warehousing for goods which are not noxious, dangerous, or likely to create smells or other nuisances, is permitted throughout most of the Central Area at present. This is acceptable because of the close relationship between warehousing, wholesaling and retailing. However, it is proposed that large warehousing establishments be made conditional uses in some parts of the present C.4 Zone, where they could cause interference with other activities, such as shopping, or create traffic or servicing problems.

A warehousing W.2 zone has been specially created in the recently reviewed District Scheme for the City Markets. The City Markets are an interesting activity, and have not yet created significant traffic problems outside of the market area. However, it is possible that, in the future, they would be better located away from the Central Area. It is proposed that the W.2 Zone should be rezoned to an appropriate manufacturing zone, which would still include the market activities as predominant uses.

The current introduction of container handling of cargo requires large container depots for stuffing and de-stuffing, assembly and despatch. It is not necessary and not desirable that such activities be developed in the Central Area. It is unsound to have a concentration of trucking activity in the most congested part of the city. It is proposed that container depots and break-bulk depots should, therefore, be excluded from manufacturing, warehousing and port transportation zones in the Central Area and container depots be made conditional uses in appropriate zones outside the Central Area.

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2.5 Residential proposals

The demand for high rise Central Area apartments in Auckland has not resulted in their construction over recent years, as it has in Wellington, despite the eminent suitability of land currently zoned for residential development.

At present, administrative and professional offices are permitted as a predominant use in Central Area residential zones, and all but one of the few buildings recently constructed in these zones have been for offices. It is proposed that office development be limited in Central Area residential zones, possibly by permitting not more than a certain percentage of the floor area of any building to be for offices.

The current residential ordinances in R.7 Zones do not limit density, and it is considered that the daylighting, outlook and landscaping requirements must be retained. However, to encourage residential development, it is proposed that consideration be given to reducing the parking requirement for apartments in R.7 Zones in streets where kerbside parking is controlled.

The most direct method of getting residential development in the Central Area is for the Council to construct some itself. It is proposed that consideration be given to making land zoned R.7 in Greys Avenue, Queen Street and Vincent Street into a comprehensive redevelopment area, or in other ways obtaining subsidies for the construction of apartment buildings by Council or private developers.

It is further proposed that ordinances be created to permit apartments to be constructed above shops or other appropriate commercial activities in parts of some C.4 zones, such as in Karangahape Road.

2.6 Education proposals

The main educational institutions in the Central Area, the University and Technical Institute, are designated and have an "underlying" residential R.7 zoning. It is proposed that consideration be given to creating a special "Institution" zone for such activities.

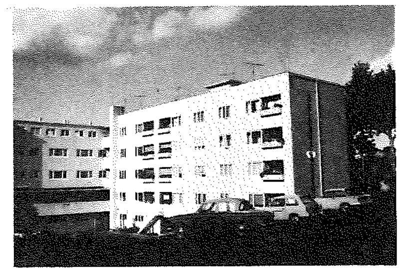
2.7 Entertainment, social and cultural proposals

The Council is actively engaged in providing social and cultural facilities such as the new library and the proposed Centennial Hall.

To encourage private developers to make provision for activities which add richness and life to the Central Area, it is proposed that consideration be given to excluding theatres, galleries, etc., from any plot ratio requirement.

2.8 Vacant land proposals

While vacant land is generally desirable in the Central Area, the use of vacant sites for parking must be considered in terms of the Council's parking policy (see "Parking").



2.9 Future port development

(a) Activities: There is a number of activities in the Port area in addition to the main cargo handling function, which should be allowed for in future development plans. These include:

(1) facilities for ferries to Devonport and the Gulf Islands, charter launches, etc.,

(2) passenger ship and associated terminals,

(3) fishing boats and associated industry now established in the Lighter Basin area, and

(4) access to the harbour from the city for pedestrians.

(b) Future Cargo Handling: Within 20 years further major Port works will be required to handle the increasing volumes of cargo. It is anticipated that this will include a number of berths, with facilities for roll-on, roll-off cargoes, containers, and bulk cargoes. This will require a substantial area of back-up land (up to 100 acres) and will require first-class road and rail access. The existing conventional wharves will become outdated and redundant.

A reclamation has recently been authorised at the Captain Cook and Kings Wharves for roll-on, roll-off facilities, but additional facilities for containers can be expected to become necessary in a relatively short time. There is a number of possible locations

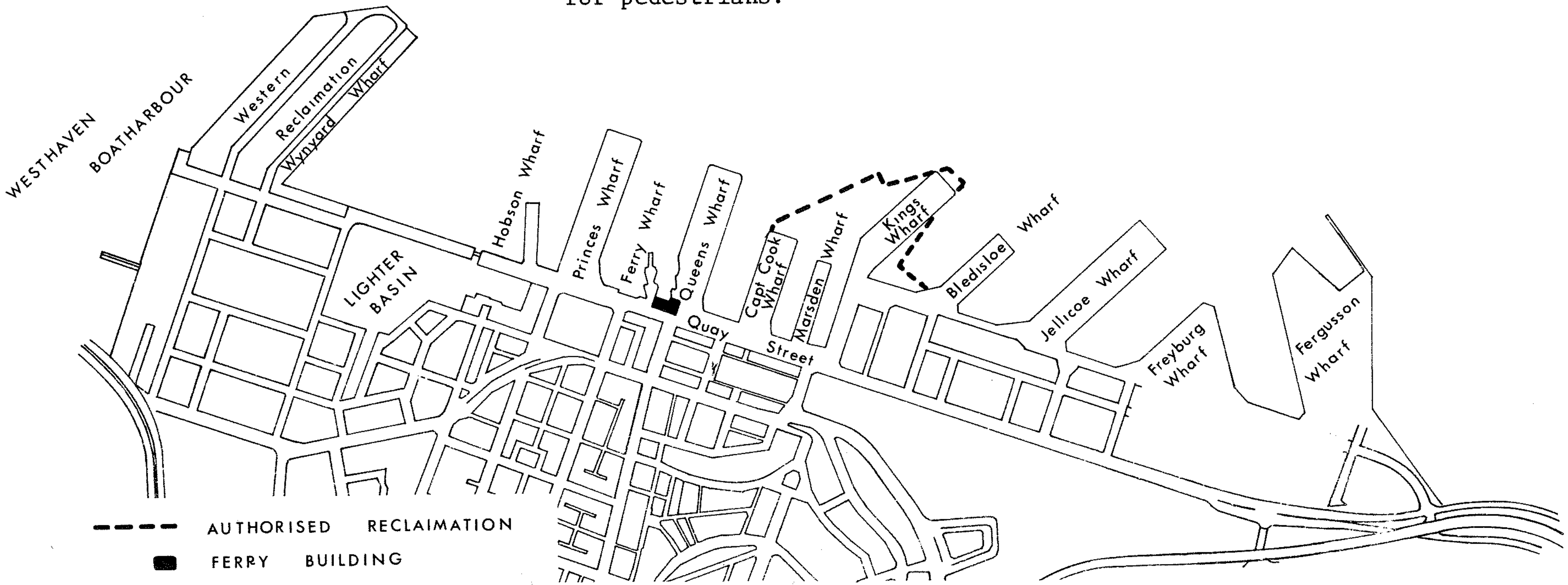


Fig. 5 Locations of possible future port development.

for future development of this type on the Central Area foreshore (see Fig. 5).

(1) Conversion of existing wharves from Kings Wharf to Fergusson Wharf: This is considered to be the most acceptable location with regard to access through, and loss of amenity to, the Central Area. However, it could require finding another location for bulk cargo handling, and unless extensive reclamation was undertaken, the capacity of future container or roll-on, roll-off facilities would be limited by an inadequate area of back-up land.

(2) East of the eastern tide deflector: This is to the east of the existing Port and would require considerable reclamation outside Tamaki Drive. This is unacceptable from the amenity aspect.

(3) Redevelopment in the Queens Wharf-Princes Wharf area: This would involve reclamation and filling in of the existing basins at Queens and Princes Wharves. Rail and road access and connection to reclamations further east would be possible.

However, the existing passenger terminal and ferry facilities and open water basins would be removed. It is considered that these facilities must be located at the bottom of Queen Street for passenger connection with the city. The open basins between Princes, Queens and Captain Cook Wharves form an important link with the harbour, and no further reclamation should take place in this area.

(4) Reclamation seaward of existing Lighter Basin: This reclamation could be carried out with less serious loss of amenity, but this area and areas further to the west have poor road and rail access.

Rail access at present is via Quay Street and is causing increasing operational problems. The only alternative rail access would require a rail to the north of Quay Street, possible removal of the Ferry Buildings, and reclamation in the Queens-Princes basin, which would not be desirable.

Road access to this area is either via Quay Street, already heavily loaded, or across Fanshawe Street which is committed to Harbour Bridge traffic. The traffic generated by any further reclamation in this area could well overtax the surrounding road system.

(5) Redevelopment of Wynyard Wharf area: With the removal of some oil storage, substantial areas of land could be available in this area, and this could be used, in conjunction with Wynyard Wharf redevelopment, to handle more cargo in this area. Possibilities are, however, limited due to inadequate rail access and possible roading problems.

(6) Westhaven Area: It is conceivable that major developments could take place in the Westhaven area. This area has the same access problems as (5) and, in addition, development would interfere with existing shipbuilding and pleasure-boating facilities.

There seem to be no other possibilities for Port development adjacent to the Central Area.

Apart from adaptation of the area between Kings and Fergusson Wharves, the most feasible of the alternatives is development outside the Lighter Basin, but this would require high-class rail access across the Princes/Queens/Captain Cook Basin, which is not desirable. Also, road accessibility is not good and will deteriorate.

It appears desirable that urgent consideration be given by the Auckland Harbour Board, Auckland Regional Authority and Auckland City Council to investigating alternative Port locations away from the Central Area.

(c) Proposed Council policy for Future Port Development:

(1) The Princes/Queens/Captain Cook basins be retained with their close proximity to the city, as an amenity for the city.

(2) No further major Port development take place west of Captain Cook Wharf unless it can be shown that this can be adequately serviced by road. It is undesirable that rail access be perpetuated as pedestrian access to the waterfront would be impaired.

(3) No Port development take place beyond the present eastern limits of the Port.

(4) The passenger terminals, ferries, and launch facilities be retained in close proximity to Queen Street.

(5) The Ferry Building be retained.

(6) The Lighter Basin be retained to service the fish processing industry.

(7) The Westhaven Boat Harbour be retained as a boat harbour.

(8) The area at present used by oil facilities on the Western Reclamation be retained for Port associated activities, and not made available for general industrial use.

(9) All land north of Quay Street be zoned as a Port Transportation Zone and uses be restricted to essential Port functions.

(10) In anticipation of Queens Wharf becoming outdated and redundant for future cargo handling, the Council offer to co-operate with the Harbour Board in developing this wharf as an amenity area. It is proposed that it should be freely accessible to people wishing to relax near the water's edge and

observe other Port activities, and that facilities such as a swimming pool could be built for sun-seeking summer lunch-time crowds.

2.10 Railway land proposals

The current C.4 "underlying" zoning of the Railway land is considered to be unrealistic. It is proposed that, apart from some land fronting Beach Road and Britomart Place, the Railway land be zoned M.1.