

Appendix 6

CITY CENTRE
URBAN DESIGN
GUIDE

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a6.1 GUIDE STRUCTURE

PURPOSE OF CITY CENTRE URBAN DESIGN GUIDE

- a6.1.1 **The Urban Design Guide (“The Guide”)** details the District Plan’s urban design objectives for the Central City Area with some specific detail for key development precincts. The Guide provides the background behind the Plan’s provisions and communicates what they are seeking to achieve. The Guide provides guidance for applicants assessing planning and decision matters by defining what urban design elements will meet a permitted activity standard or will be matters used as assessment criteria for discretionary activities.
- a6.1.2 **The Guide is based on Rotorua District Council’s (Council) CBD Revitalisation Strategy and Urban Design Framework.** The Design Objectives section summarises the main design objectives from these two studies. The Guide focuses on a number of key development precincts to encourage concentrated change in focused areas and achieve the maximum benefit rather than dispersing new development around the city centre.

STRUCTURE OF CITY CENTRE URBAN DESIGN GUIDE

- a6.1.3 This section provides an introductory narrative and explains the key urban design objectives for the City Centre.
- a6.1.2 This section contains an overarching City Centre Guideline and an Urban Design Plan which locates elements referred to in the Guide. The City Centre Guideline is divided into urban design elements with each section containing a general discussion, criteria to meet permitted activity status and criteria to meet discretionary activity status. Failure to meet either of these standards is likely to place the application into another planning status.
- a6.1.3 This section contains a Plan and Guideline specific to each development precinct. The City Centre zones **are in large part, aligned with the Guide’s development precincts. Each Precinct Guideline Section outlines** specific design objectives followed by a general discussion. This is followed by criteria to meet permitted activity status and criteria for discretionary activity status assessment. Failure to meet either of these standards is likely to place the application into another planning status.
- a6.1.4 Section 4 contains a glossary and references.

URBAN DESIGN OBJECTIVES

- a6.1.5 In 2006 Council prepared a CBD Revitalisation Strategy that identified issues facing the city centre and outlined a series of studies and projects. An Urban Design Framework (UDF) was one of the recommended studies and the UDF organises the project list into a city centre wide strategic plan. The UDF underpins the Guide. Key objectives from the UDF are listed in this section

Activity Intensification

- a6.1.6 The most important objective from the Revitalisation Strategy and UDF is that of activity intensification development precincts. The city centre has generous public spaces and streets but the lack of activity makes it appear empty which discourages visitor and local patronage. Therefore it is important to identify economically feasible activities that can be intensified and clustered in nodes rather than diluted across the city centre.

a6.1 GUIDE STRUCTURE

Investment Opportunities

a6.1.7 It is Council's aim to encourage development by making public space investments in the development nodes. Tourism was identified as the most likely private investment area in the short to medium term so encouragement of City Centre Lakefront and Lakefront Tourism (previously Resort A) zone development is a focus. Currently there are few mixed use and apartment developments in Rotorua as the city centre is not seen as a desirable place to live. Creating busy and vibrant streets along with retail and entertainment businesses will encourage inner city living. Guideline sections on mixed use are included in anticipation of this longer term trend.

Precincting

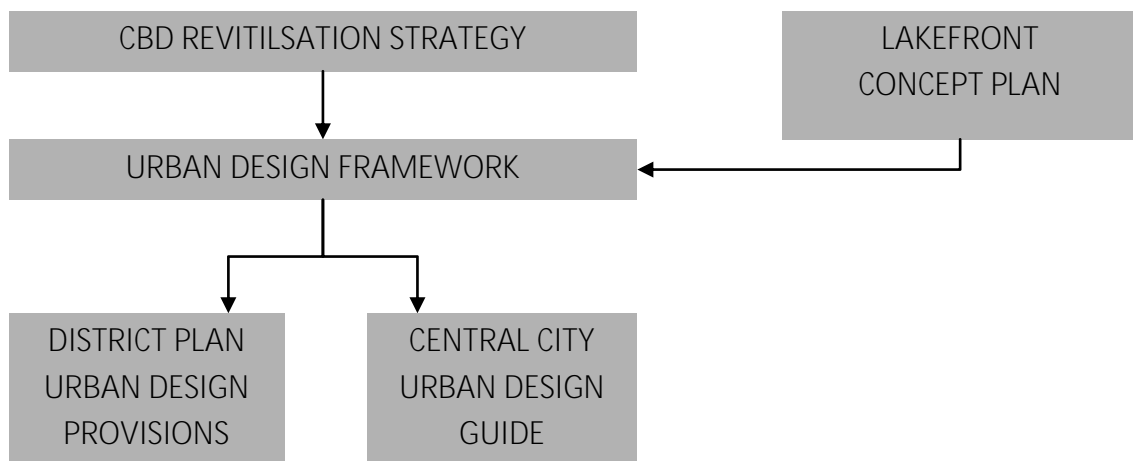
a6.1.8 The UDF Plan identifies the nodes where activity intensification is planned. These are included in the District Plan and Guide where specific objectives, design criteria and spatial plans are developed for each development precinct. The Lakefront Concept Plan was integrated into the UDF and Guide as the lakefront is a key development precinct.

Compact City Centre

a6.1.9 The boundary between central city activities and residential areas is blurred in the southern and western areas by home offices and fragmented commercial growth. Defining a stronger boundary will organise central city growth and protect inner city residential neighbourhoods. The Victoria Street Arterial project will be designed to suit both this planning role as well as an important transport function. Rezoning inside the Victoria Street Arterial route will be staged to manage commercial land supply. A stronger city centre boundary and compact city centre supports the goal of activity intensification.

Walkable City

a6.1.10 Rotorua is a tourist city so encouraging visitors as well as locals to walk around the city centre is good for central city businesses. A Pedestrian Oriented Street type is added to the road hierarchy and is detailed in the Central City Guide. These streets have been selected as they connect the main retail area with key tourist destinations. Building line and street massing guidelines concentrate on these streets to encourage walking by providing pedestrian priority, high quality streetscapes and active ground floor frontages.



a6.2 CITY CENTRE GUIDE

a6.2.1 URBAN DESIGN PLAN

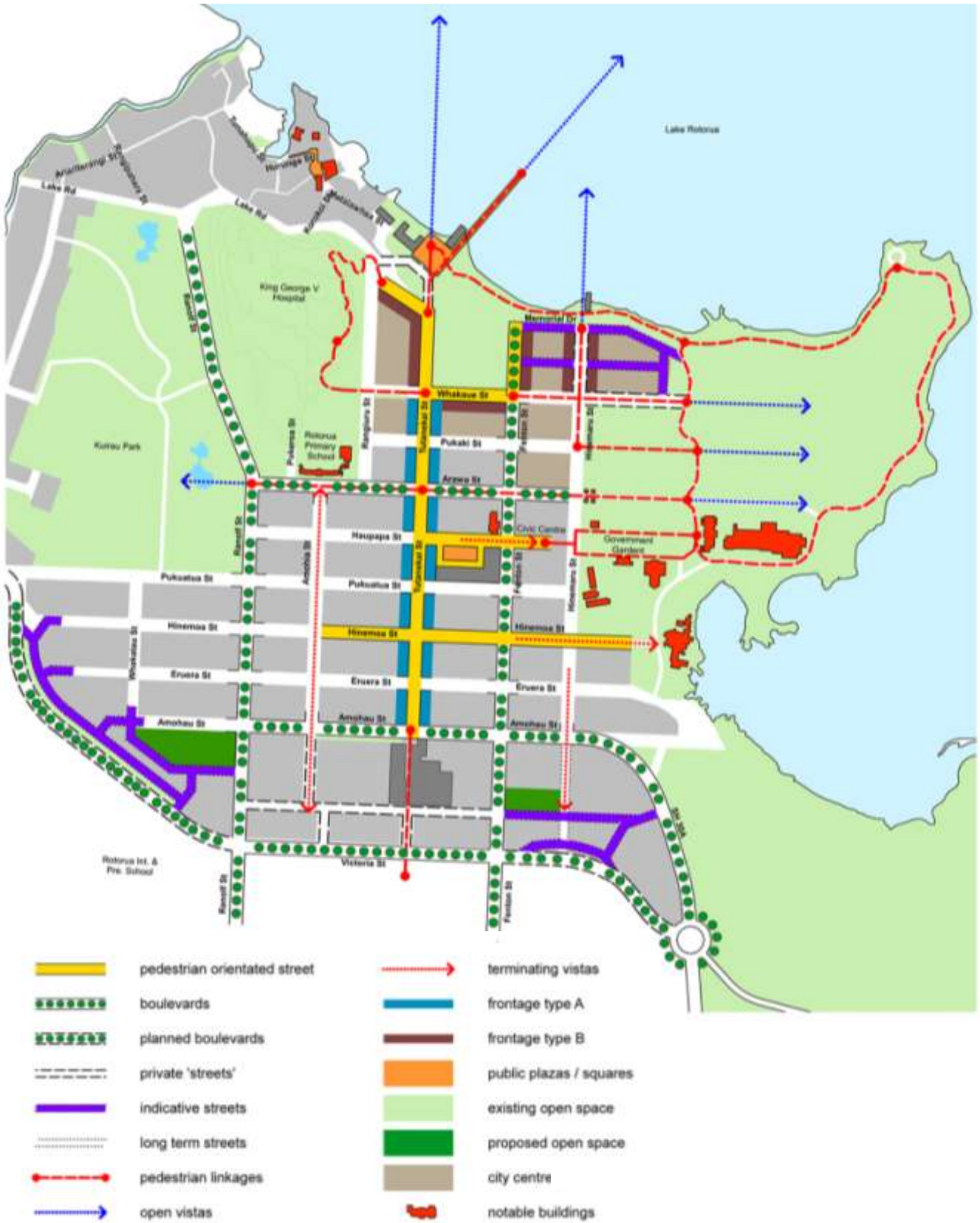


Figure 01: Urban Design Plan Refer Section a6.3.1 page 34 for Precinct Plans

a6.2.2 URBAN STRUCTURE

DESIGN OBJECTIVES

a6.2.2.1 This section applies mainly to the Lakefront and Southern Edge Precincts where new streets and land amalgamation or subdivision will take place (Refer Section a6.3.1 page 33). However it will apply to any site development that provides new streets, service lanes, public open space and pedestrian connections.

The term urban structure refers to the pattern or arrangement of development blocks, streets, buildings, open space and landscape which make up urban areas. It is the interrelationship between all these elements, rather than their particular characteristics that bond together to make a place. Urban Design Compendium page 33

a6.2.2.2 Connected streets and pedestrian linkages that encourage walking and cycling. Connecting to existing street alignments is preferable.

a6.2.2.3 Ranolf, Arawa, Fenton, Amohau and Victoria Arterial are highlighted as entry boulevards through a consistent streetscape and landscape strategy. Continuing the existing strategy of pin oaks in a planted central median seems a sensible strategy

a6.2.2.4 Block sizes that are similar to the existing city centre blocks i.e. 200 metres maximum east west direction and 80 metres maximum north south direction.

a6.2.2.5 Lot shapes that encourage active ground floor frontages and internal or rear site carparking areas to provide high quality streetscape amenity. Sites that are too narrow and deep lead to 'pan-handle development' (Figure 02) with long right of way driveways and off-street buildings.

a6.2.2.6 Slip lanes and appropriate lot shapes along Victoria Street Arterial that encourage building fronts facing the new road (Figure 03).

a6.2.2.7 Extension of Hinemaru north to the lakefront and south to Victoria Arterial is an important urban design element. The northern extension is required as part of a Lakefront Overlay Plan. The southern extension will only be possible when the existing supermarket moves from the site south of Amohau Street.

a6.2.2.8 Street and building layouts protect the important open vistas shown on the Urban Design Plan (a6.2.1).

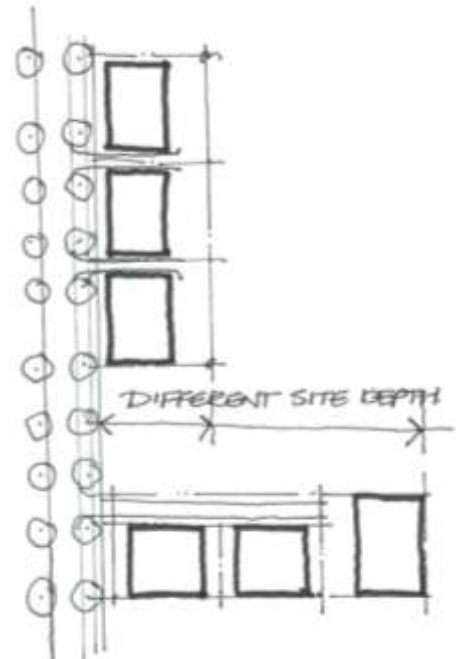


Figure 02: Narrow front and long depth site (bottom) with rear buildings accessed off right of way compared to single building depth sites (top) all facing the street.

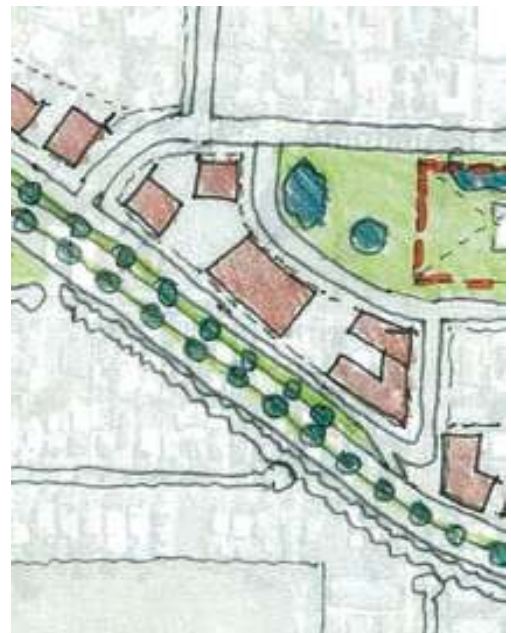


Figure 03: Slip lane and building frontage concept on Victoria Street Arterial

a6.2.2 URBAN STRUCTURE

PERMITTED ACTIVITIES STANDARD

- a6.2.2.9 Street and block patterns that follows the Urban Design Plan (a6.2.1 Figure 01)
- a6.2.2.10 Streets that are connected with other public streets with no cul-de-sacs. New streets align with existing streets.
- a6.2.2.11 Streets are vested with Council to form public space.
- a6.2.2.12 New streets provide suitable urban amenity including 3 metre minimum width footpaths, adequate pedestrian crossing facilities and trees on both sides of the street.
- a6.2.2.13 Block depths are 200 by 80 metres maximum widths to match the existing city centre block pattern.
- a6.2.2.14 Lot shapes with wide frontages and shallow depths to encourage buildings to have street frontages and carparking located to the rear. Figure 02
- a6.2.2.15 All unit titles and ground floor commercial tenancies to have direct public street frontage.
- a6.2.2.16 That site, street and building layouts protect the open vistas shown on the Urban Design Plan a6.2.1.

DISCRETIONARY CRITERIA

- a6.2.2.17 The application presents an urban design analysis to demonstrate that varying the requirements of the Urban Design Plan will better achieve the objectives of the Urban Design Guide.
- a6.2.2.18 The application demonstrates that reasonable traffic design or planning requirements preclude a connected street drawn on the Urban Design Plan. In this situation the pedestrian connection should match the width of the adjacent street reserves (Figure 04)
- a6.2.2.19 The application demonstrates that a cul-de-sac street is the best solution to maximise lot frontage given property shape, planning constraints and topography. Cul-de-sacs are to be reasonably linear in plan and a maximum 200 metres in length. (200 metres is chosen as the typical block dimension in the city centre).
- a6.2.2.20 The application demonstrates that block dimensions greater than 200 by 80 metres provide a better street network and lot shapes than the Urban Design Plan (a6.2.1).
- a6.2.2.21 The application demonstrates that the common space access for unit titles and ground floor commercial tenancies meets the Car-parking Guideline (Section a6.2.8) and objectives of the Urban Design Guide. These are intended to encourage Large Format Retail development to provide 'internal street frontages' between carparks and buildings.

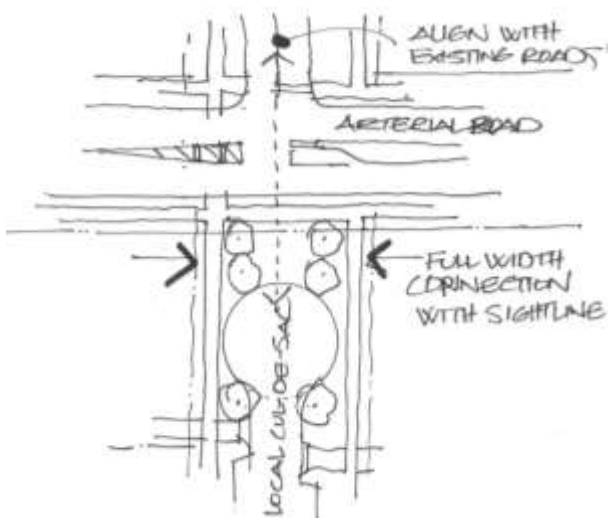


Figure 04: Full width street reserve connection where a local road cannot connect to a limited access major road

a6.2.3 BUILDING LINE and STREET MASSING

DESIGN OBJECTIVES

Introduction

- a6.2.3.1 Development should be located on the street boundary or an existing building line so that the street has spatial definition and enclosure. This is fundamental to achieving **the ‘activity intensification’ objective by giving streets a better human scale and activating the street edge.**

The detailed design of urban space means attending to the building line and three-dimensional mass that helps create the character of streets

Urban Design Compendium page 86

- a6.2.3.2 Flexibility is desirable for minor variations in building lines and upper floors to avoid a monotonous built form. This section outlines variations that will still meet the design objectives (Figure 05). This flexibility allows buildings to mark key points such as corners (Figure 06), termination of vistas and to provide visual interest.

Application

- a6.2.3.3 This section primarily applies to the pedestrian oriented streets as they have a zero front yard, City Centre 1, City Centre 2 and City Centre 5 zones where continuous active frontages are most important. It also applies to all sites with important vistas and corners.

Building Lines

- a6.2.3.4 **The ‘pedestrian oriented streets’ (refer a6.2.10) have a zero front yard rule that locates the lower floors on the street boundary. This is to provide street spatial definition and activity intensification on key walking streets. This also helps ensure new development is properly integrated into an existing street.**
- a6.2.3.5 To provide reasonable flexibility in other areas, building lines can follow existing setbacks in close proximity to the site. Sites to the west of Amohia Street and along Hine-maru Street have deeper setbacks than those in the City Centre 1 and City Centre 2 zones.
- a6.2.3.6 Some modulation and variation of the building front, such as recessed pedestrian entrances and projecting bays for emphasis, is encouraged to avoid architectural monotony provided that the overall continuity of the frontage is not compromised.
- a6.2.3.7 Front yard carparking is prohibited in the City Centre 1,



Figure 05: Steps in the façade and the roofline create projecting bays that break down the scale of a long building face

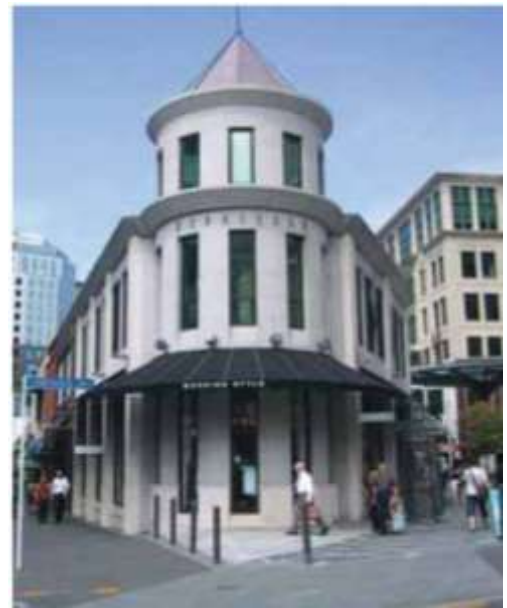


Figure 06: Steps in building form allow the corner rotunda to be seen more clearly.



Figure 07: Continuous active frontage and street enclosure interrupted by carparking in front yard

a6.2.3 BUILDING LINES and STREET MASSING

City Centre 2 and City Centre 5 zones to avoid interruptions to active street frontages in the key pedestrian areas (Figure 07). Therefore buildings in these zones will only be permitted to step back from an existing building line or zero front yard where the resulting open space conforms **to the Guide's objectives, is open to the public at all times, has active frontages and provides a high amenity area public open space.**

Street Massing

a6.2.3.8 Flexibility for the design of upper floors (especially in the streets with zero front yards) is also allowed to avoid architectural monotony. Refer to the Permitted Activities Standards and Discretionary Criteria.

a6.2.3.9 Two Frontage Rules are shown for pedestrian oriented streets in City Centre 1 and 2 (Type A Frontage) and City Centre 5 (Type B Frontage). The Type A Frontage allows buildings to be built to the boundary or set back at the upper floors in the core urban streets. The Lakefront requires more open streetscapes so in Frontage Type B the upper floors are setback 6.0 metres to match existing residential front yards (Refer Urban Design Plan a6.2.1).

Daylight Controls

a6.2.3.10 Appendix C from the previous District Plan required upper floor setbacks that were intended to protect sunlight admission to streets. However shading studies (Figure 08) show a building with and without the 45 degree setback cast similar shadows on the opposite footpaths. Removing this restriction allows greater freedom with building design.

Views, Vistas and Public Open Space

a6.2.3.11 Street massing such as higher rooflines, recessed or projecting entries should be used to terminate vistas and shape views (e.g. Rotorua Primary School at the end of Amohia Street and Rotorua Museum at the end of Government Gardens). Strong building lines help define large public open spaces. (Figures 9 and 10)

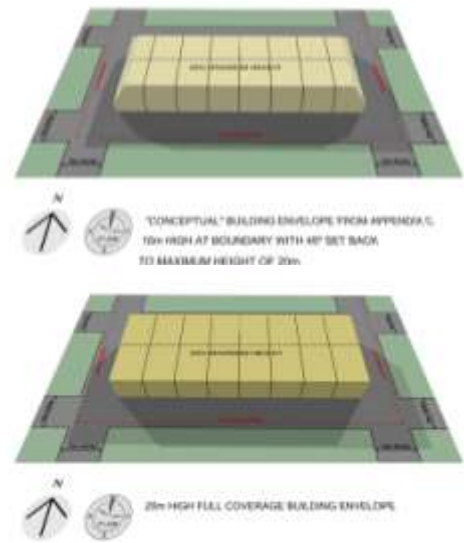


Figure 08: Shadows from building complying with Appendix C cover footpaths on east, west and south sides (top). Shadows from 20 metre high building are longer but shade similar footpath areas.

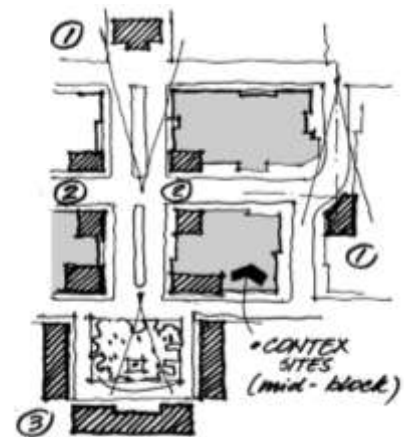


Figure 09: Terminating Vistas (1), Corner Sites (2) and sites framing open spaces (3)



Figure 10: Terminating vistas in Rotorua

a6.2.3 BUILDING LINES and STREET MASSING

PERMITTED ACTIVITIES STANDARD

Building Line

a6.2.3.12 The lower floors in pedestrian oriented streets with Frontage Type A or B must be built to the street boundary with a zero front yard. Refer to the Urban Design Plan a6.2.1 for extent of Frontage Type A and B.

a6.2.3.13 Based on a review of existing buildings the maximum width for a recessed entry should be 4 metres and the maximum depth to a glazing line 3 metres. The maximum depth for steps in a building form similar to Figure 06 should be 500 millimeters or the leftover space at street level becomes too big (Figure 11).

a6.2.3.14 Openings can be wider if the floors above extend out to the street boundary or building line to create a recessed colonnade, but the maximum depth should be 3 metres (Figure 09).

a6.2.3.15 In other streets new developments can follow existing building lines in close proximity except for sites that have existing front yard carparking.

a6.2.3.16 Refer to the Carparking Guide (Section a6.2.8) for drop off and porte cochere areas.

Street Massing

a6.2.3.17 In pedestrian oriented streets in the City Centre 1 or City Centre 2 zones the first three floor levels have to be built to the street boundary to create a good scale of street enclosure. The fourth floor or higher floors can be built to the building line or setback to allow projecting or recessing bays to highlight corners or terminating vistas. Refer to Figure 12 overleaf. The extent of Frontage Type A is shown on the Urban Design Plan (a6.2.1 Figure 01).

a6.2.3.18 In pedestrian oriented streets in the City Centre 5 zone the first two levels have to be built to the building line. Higher floors are required to be set back six metres in the City Centre 5 zone to create a more open streetscape and building type compared to the City Centre 1 and 2 zones. Refer to Figure 13 overleaf. The extent of Frontage Type B is shown on the Urban Design Plan (a6.2.1 Figure 01).

a6.2.3.19 Buildings have features to terminate important vistas shown in the Urban Design Plan a6.2.1. These may include stepped roof lines, projecting or recessed bays and variation in windows or entrance treatment.

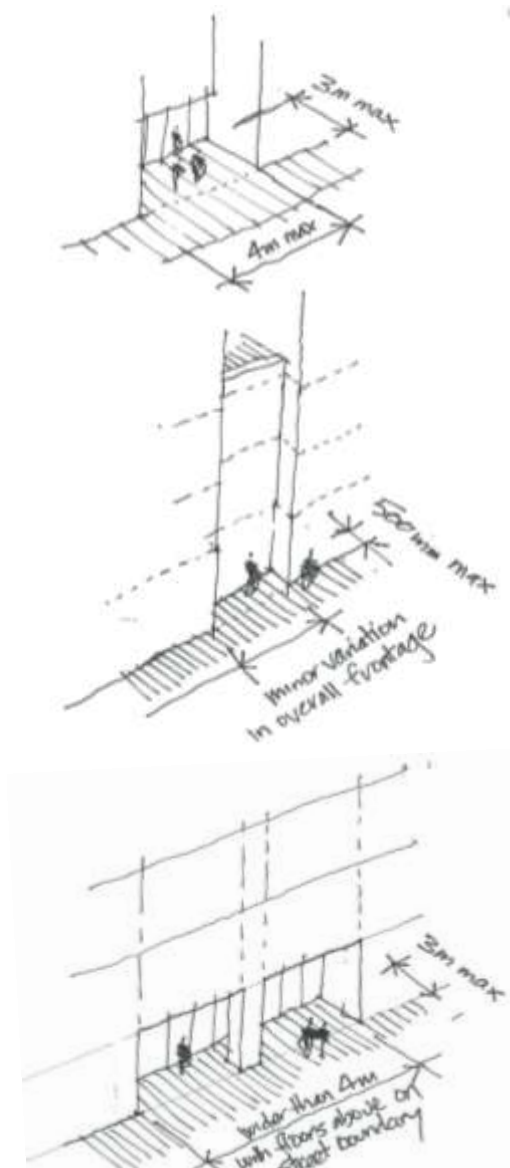


Figure 11: Sketches showing acceptable recesses and steps in the building line

a6.2.3 BUILDING LINES and STREET MASSING

DISCRETIONARY CRITERIA

a6.2.3.20 For pedestrian oriented streets the application presents an urban design analysis to demonstrate that varying the zero front yard requirement meets the design objectives of the Guide, will not detract from street spatial definition, is open to the public, has active frontages and provides a high amenity open space area.

a6.2.3.21 The applicant demonstrates that providing recessed openings wider than 4 metres, stepped building forms deeper than 500 millimeters and recessed opening deeper than 3 metres, creates open space that conforms to the design objectives of the Guide, is open to the public, has active frontages and provides a high amenity open space area.

a6.2.3.22 For City Centre 5; Frontage Type B the application demonstrates that varying the height of lower floors, or reducing the six metre setback for higher floors suitably encloses the existing streetscape, does not dominate existing neighbouring buildings and provides a better massing relationship between the podium and upper floors of the development. Three dimensional modelling or renderings will be required to compare complying and proposed development.

a6.2.3.23 For other streets in City Centre 1, City Centre 2 and City Centre 5 the applicant demonstrates that the building has to be setback behind a building line due to internal functions or site topography reasons. New carparking areas will not constitute a reason and should be located to the rear of the site and ideally accessed from a service lane.

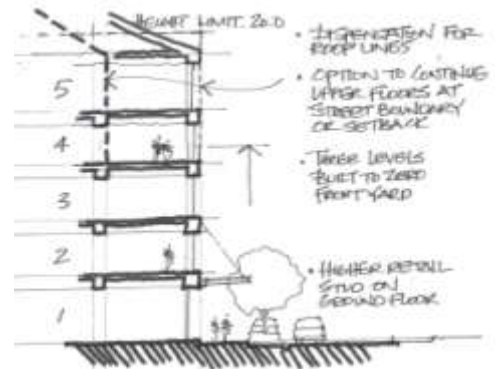


Figure 12: Street massing for pedestrian oriented streets in City Centre 1 or 2; Frontage Type A

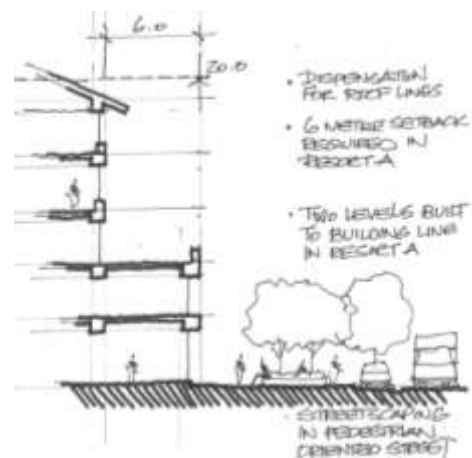


Figure 13: Street massing for pedestrian oriented streets in City Centre 5; Frontage Type B.

a6.2.4 STREET CORNERS

DESIGN OBJECTIVES

- a6.2.4.1 Corner sites were traditionally the location for the important buildings in a city. Strong corner buildings make **important contributions to a city's character**. For example, the plaza in front of the District Court is not large enough to become a meaningful public square so all the setback creates is a weak corner given it is on the main street of Rotorua (Figure 14). The empty corner at Tutanekai and Pukaki Streets weakens the entry to Eat Street (Figure 15).
- a6.2.4.2 Corners should be emphasised by incorporating prominent entrances at ground floor. Changes in the building form, special windows and roofline elements should be used on a corner building. Traditionally turret, tower or gabled forms were used to highlight corners and the two street frontages to each side can be designed differently to reflect their context.
- a6.2.4.3 These building elements should be used to reflect the corner location. The white panels in Figure 16 emphasise each face but do not highlight the corner location. In contrast the corner turret in Figure 17 is stepped back from the adjacent walls and is higher to successfully emphasise the corner.

Applicability

- a6.2.4.5 This will apply to all corners in the City Centre Zones 1, 2, 3 and 5. Particular attention will be applied to the pedestrian oriented streets with aero front yards.
- a6.2.4.6 The intersections of the boulevards will also be covered by the Guide. Buildings lines are less defined but the corners are important for the entry appearance of the City Centre. Therefore buildings will be encouraged to be sited on the road boundary with carparking to one side of the site. If carparking or internal driveways are located on the corner substantial landscaping mitigation will be required.



Figure 14: Plaza in front of courthouse



Figure 15: An empty corner detracts from the amenity of Eat Street .



Figure 16: Building designed for elevations not the corner



Figure 17: Higher turret marks corner clearly.

a6.2.4 STREET CORNERS

PERMITTED ACTIVITIES STANDARD

- a6.2.4.7 The building complies with the Frontage Rules for the pedestrian oriented streets. For other streets it matches an existing building line.
- a6.2.4.8 For boulevard corners (refer Urban Design Pan a6.2.1), carparking is located to the side or rear of a site so that the building is located on the corner.
- a6.2.4.9 The design of buildings on corner sites should emphasise the corner through the use of vertical forms, vertical building details or recessed ground floors and strong rooflines in a building with horizontal proportions and design elements.
- a6.2.4.10 The building elements can include a separate corner volume (Figure 18), stepped forms, different window treatment or a change in materials to make a feature of the corner location (Figure 19).
- a6.2.4.11 A main entrance should be located on the corner at street level and highlighted as an integral part of the corner.

DISCRETIONARY CRITERIA

- a6.2.4.12 If a building on a boulevard corner is set behind carparking or internal driveways then substantial landscaping mitigation is provided. This should create a planted street wall through large trees at the time of planting or dense ground cover.
- a6.2.4.13 The application demonstrates that functional requirements mean a building's entry cannot be located on the corner, but the ground floor corner has an active frontage with transparent glass shopfronts.
- a6.2.4.14 The applicant demonstrates that the architectural concept for a building requires that it does not have any secondary volumes, stepped forms, material changes or change in roofline but it is built out to the street boundaries throughout the full height of the building. The application demonstrates that the simple form creates a strong corner through high quality materials, façade design and an active ground floor frontage.
- a6.2.4.15 If the roofline is unchanged at the corner the building has a strong roofline that is consistently extended along both frontages e.g. a recessed top floor and overhanging roof. A simple flat parapet line is not an acceptable solution (Figure 20).



Figure 18: The tower at the Information Centre creates a landmark at the intersection of Fenton and Arawa Streets

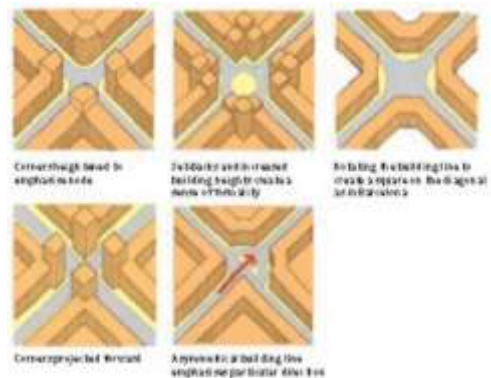


Figure 19: Corner massing options; Source: Urban Design Compendium.

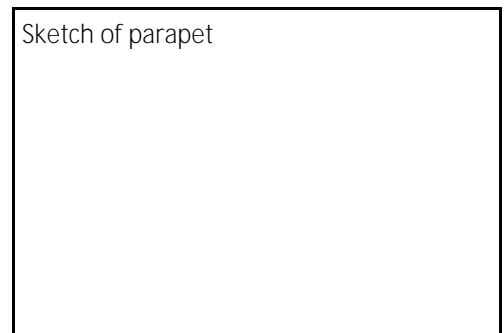


Figure 20: Sketch explaining a simple flat parapet statement in a7.2.4.15.

a6.2.5 ACTIVE FRONTAGES

DESIGN OBJECTIVES

- a6.2.5.1 Active street frontages are critical in achieving the activity intensification and walkable city objectives. Blank walls or opaque windows at street level detract from street vitality which in turn discourages pedestrians. Making frontages **'active'** adds interest, life and vitality to the public realm. This requires frequent doors and shop windows with few blank walls at ground level and transparent windows that look over the street or public space (Figure 21)
- a6.2.5.2 Active frontages provide passive surveillance to streets and public spaces. Mirror glass is strongly discouraged as **it does not create a sense of 'eyes on the street'** to discourage crime.
- a6.2.5.3 Passive frontages include spaces such as lobbies and stairwells. Lobbies should be kept to a minimum if they do not seek to make a major architectural statement and contribute to the streetscape amenity. Street frontage stairwells and fire exits should be minimised and instead discharge into the main lobby designed as part of an internal protected path.
- a6.2.5.4 Loading docks and carparking interrupt active frontages (Figure 22) so are prohibited in the main pedestrian/retail zones; City Centre 1, City Centre 2 and City Centre 5. Use of service lanes is encouraged.
- a6.2.5.5 Roller grilles are discouraged in pedestrian oriented streets. Long stretches of roller grilles may protect businesses from burglary but they create a **'hostile'** streetscape after hours and discourage pedestrians. CCTV protection is preferred with open weave grilles as a compromise solution (Figure 24).
- a6.2.5.6 Narrower building fronts create a more vertical proportioned street frontage. This creates a more human scale than wide buildings with no vertical divisions.
- a6.2.5.7 Where site amalgamation occurs, or large sites enable the development of an extensive street frontage, that frontage should be visually broken up through building separation and/or variation in building height, form and/or design to avoid monotonous building facades as viewed from streets and public open space.

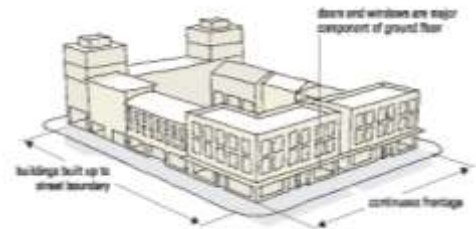


Figure 21: Continuous ground floor frontage with shop windows and entries. Windows at upper levels looking over street.



Figure 22: Site planning that creates a rear motel wall and service bay entry on the footpath. Both have major effect on street amenity and provide no passive surveillance.



Figure 23: This side wall has some openings but for a public building presents a largely blank face to the street.



Figure 24: Long expanses of roller grilles create a hostile afterhours streetscape

a6.2.5 ACTIVE FRONTAGES

PERMITTED ACTIVITIES STANDARD

a6.2.5.8 Frontage Type A

80% of the street frontage has transparent windows preferably to retail premises or lobbies with high quality design that contributes to the adjacent streetscape or public open space amenity.

More than 6 premises or visually separate tenancies every 100 metres of shopfront.

No access driveways on the street frontage.

a6.2.5.9 Frontage Type B

50% of the building frontage has transparent windows preferably to retail, dining and common spaces with activity, or lobbies with high quality design that contributes to the adjacent streetscape or public open space amenity. The building frontage measure is reduced to account for porte cochere and manoeuvring spaces in hotel entries.

The number of premises for every 100 metres criteria is waived for tourist accommodation but the design should use architectural features and building separation to minimize unbroken street frontages.

Dining terraces are accepted as street frontage in the City Centre 5 zone if they have an active frontage (usually the dining room) in the space behind. Any barrier to the street must be low level so that a pedestrian can see into the dining terrace.

a6.2.5.10 Building frontages at street level must contribute to pedestrian vitality, interest and public safety by using a variety of architectural detail, maximising doors and transparent window openings facing streets and public open spaces. Upper floors have windows with transparent glazing and balconies facing streets and public open spaces is desirable.

a6.2.5.11 Mirror glass or opaque film is prohibited on the ground floor in pedestrian oriented

streets.

a6.2.5.12 Building entrances should be visible and easily identifiable from the street and directly accessible from street level.

a6.2.5.13 Front yard carparking and loading is prohibited in the City Centre 1, City Centre 2 and City Centre 5 zones. For other zones front yard carparking is discouraged to increase the extent of active frontages.

a6.2.5.14 Other than Frontage Type A access driveways should be kept to the minimum number and width allowed by the District Plan.

a6.2.5.14 The width of lobbies and other passive frontages are minimized or designed to provide visual amenity for the adjacent streetscape or public open space.

a6.2.5.15 Minimise the number of stairwells and fire escape paths that discharge directly to the street with a blank door.

a6.2.5 ACTIVE FRONTAGES

DISCRETIONARY CRITERIA

- a6.2.5.16 The applicant demonstrates that any variation to the active frontage rules for Frontage Type A or B still meet the design objectives and other permitted activity standards of the Guide
- a6.2.5.17 For large tenancies that cannot comply with the Permitted Activity Standards the street frontage should be broken down in scale through recesses and variation in height/ materials and details to meet the minimum premises number for every 100 metres. Flush material changes is discouraged as it does not provide a strong visual differentiation.
- a6.2.5.18 The applicant demonstrate why a building entry cannot be at street level and show how the stairs and ramps contribute to a high quality active street frontage.
- a6.2.5.19 For zones outside of City Centre 1, City Centre 2 and City Centre 5 the applicant must demonstrate that locating new carparking areas away from the front yard is not possible because of existing building placement or topography.
- a6.2.5.20 Fire exits and other access separate to the main entrance are clustered and designed to minimise inactive frontage.
- a6.2.5.21 The applicant demonstrates that roller grilles are unavoidable on pedestrian oriented streets. Applicants should detail why alternative security features are not possible.
- a6.2.5.22 The applicant demonstrates that there are no alternatives to blank walls at the upper floors of a pedestrian oriented street frontage to meet the functional requirements of a building e.g. cinemas and theatres. The blank wall must have modulation, surface treatment, high quality materials, landscaping or artwork to mitigate the visual effects.

a6.2.6 ARCHITECTURAL DETAILS

DESIGN OBJECTIVES

Introduction

- a6.2.6.1 Encouraging new buildings to fit into or respond to their context and thereby creating interesting streetscapes and public open space edges is a fundamental urban design concern. One approach is to complement the context through similar features, structural bay proportions and finishes. The other is to respond with a counterpoint design that varies from the context.
- a6.2.6.2 Public discussion of buildings frequently talks about style and colour. Architectural styles are not inherently good or bad, and colour is a highly subjective measure of a building's quality.
- a6.2.6.3 It is better to use some fundamental architectural elements to guide and evaluate building design. This section identifies architectural elements that are important to enable buildings to respond to their context and contribute to interesting streetscapes.

Applicability

- a6.2.6.4 This section applies to all City Centre zones.

Scale and Size

- a6.2.6.5 Flat planes or blank facades devoid of modulation, relief or surface detail can make a building seem larger by removing human scale elements (Figure 25). A common architectural approach is to design a building with a bottom, middle and top (Figure 26). The bottom section of a building (typically the ground floor street frontage) responds to the street's scale and rhythms, the middle section is frequently downplayed visually and the top can be the roof, parapet or treatment of the top floors. This creates different sections that respond to footpath, street and city scales and allows a building to work at human and city scales. The divisions also become an area to articulate the building frontage e.g. rusticated bases (Figure 27) and recessed balconies or substantial cornices at the top of a building.
- a6.2.6.6 The top of taller buildings should consciously contribute to the urban skyline. Shorter buildings should consider the 'fifth elevation' or what the rooftop looks like from taller buildings. This includes the integration mechanical and electrical equipment into the overall rooftop design



Figure 25: Flat mirror glass faces give no sense of scale or internal activity



Figure 26: The Novotel is a large building but the base, middle and top of the building are differentiated along with stepped roof forms to relieve what could have been an overpowering building in the Rotorua context.



Figure 27: Rusticated base highlighted on the Chateau

a6.2.6 ARCHITECTURAL DETAILS

so that they are not visible from outside the site.

a6.2.6.7 A new development should respond to the proportions, structural modules and solid/void relationship of neighbouring buildings. Frequently the structural module and floor heights decide the proportions of a building. Generally buildings in Rotorua city centre have vertical proportions, and attractive street frontages are more difficult to design in horizontally proportioned buildings (Figure 28). Good reasons must be presented to allow long undifferentiated horizontally proportioned elevations especially next to narrower vertically proportioned buildings.

a6.2.6.8 Solid/void ratio relationship describes how window to wall area ratios give buildings character and human scale. Flush glazing is not prohibited but it has to be used carefully and windows in walls is an easier solution in terms of matching most contexts.

a6.2.6.9 Figure 29 shows how it is possible to match other buildings by responding to adjacent building heights, roof and cornice lines.

Height

a6.2.6.10 Maximum building height rules can deter interesting and varied rooflines if applicants simply seek to maximise floor levels within the height limit. This approach results in flat roof box forms with little architectural treatment at the roofline.

a6.2.6.11 Extensions through the height limits will be considered if it results in a much improved roofline in a prominent location that can be seen from streets and public spaces.

Adaptive Reuse

a6.2.6.12 Design should consider adaptable building form, encouraging the reuse and conversion of building spaces over time. Ground floor spaces in particular should be suitable for conversion to retail in the future even if it is not practical in the short term.

Verandahs

a6.2.6.13 Storey high verandahs are discouraged on two or three storey buildings as they make the building disappear and are repetitive in appearance so do not respond to the proportions and solid/void ratios in the street (Figure 30).



Figure 28: It is more difficult to make an interesting streetscape from two or three level buildings with long horizontal proportions.



Figure 29: This building is reasonably large but the pilasters change the overall horizontal proportion to a vertical proportion to match neighbouring buildings. Note how the parapet line meets the cornice line of the building to the right, and the change of materials and capping creates a good top to the simple parapet structure.



Figure 30: Storey high verandahs that detract from the streetscape by hiding the building and highlighting a repetitive element.

a6.2.6 ARCHITECTURAL DETAILS

Materials and Colour

a6.2.6.14 Much of the Guide is based on complementing or making an argument for contrasting with the existing context. In Rotorua some parts of streets exhibit clear characteristics in terms of building line, height, building proportions and solid/void ratios. No street in Rotorua has a dominant material or colour palette so stating that a building should respond to a colour or material context is meaningless. However material and colour selection is important so some guidance is required. Therefore the assessment criteria is based on the following approach;

- If a site is adjacent to a heritage or notable building then complementary materials and colours should be selected.
- If the project is an alteration to an existing building then material and colour selection should be appropriate to the era of the original building.
- Generally recessive colours are a safer option with stronger colours highlighting building features. This is not to discourage appropriate use of strong or bright colours in a composed design.
- The colour palette from the previous Rotorua City Design Principles is maintained as a suggested option (Figure 31).
- Use of local artists and craftsmen is encouraged. A key element of Rotorua's Edwardian architecture was the cooperation between artists and architects to produce highly decorated and flamboyant sculpted figures, relief work and friezes.

a6.2.6.15 **The desire to respect Rotorua's heritage should not result** in inappropriate or overuse of historic styles. For example **use of the turrets spurred by Council's building is an example** how a motif can be devalued through overuse (Figure 32). Edwardian architecture is difficult to apply to modern buildings given the large window openings needed for commercial and retail space. Writing rules to guide such an approach is just as challenging. Therefore **adherence to the guideline's structural rules on massing and relationship to the public realm, combined with creative interpretation of Rotorua's cultural context is the better approach.**



Figure 31: Sample of recommended colour palette from previous Design Principles document.



Figure 32: The turrets at Rotorua Central are not bad in their own right but overuse throughout the City Centre will devalue the form.

a6.2.6 ARCHITECTURAL DETAILS

PERMITTED ACTIVITIES STANDARD

General

- a6.2.6.16 The rhythm and scale of architectural features, solid/void ratios, structural bay proportions, finishes and colour harmonises with and complement the streetscape context.
- a6.2.6.17 Architectural detail and design is used to provide visual clues to the building's overall scale and size and to avoid flat planes or blank facades devoid of modulation, relief or surface detail, where visible from streets and public open space. Examples are division of a frontage into a bottom, middle and top, or expressing the structure in the elevation.
- a6.2.6.18 Blank side walls include creative architectural solutions that provide interest using modulation, relief or surface detailing.
- a6.2.6.19 Recessive colours are used with stronger colours allowed to highlight building features. **The Design Principle's colour palette is a suggested option.**
- a6.2.6.20 Verandah roofs on buildings less than two stories high do not substantially conceal the top floors

Base, Middle and Tops of Buildings

- a6.2.6.21 Building frontages at street level must respond to the scale of adjacent street frontages and contribute to pedestrian vitality, interest and public safety.
- a6.2.6.22 Building facades at middle levels provide visual interest and modelling of building elements. This includes architectural detail and balconies fronting streets and other public spaces.
- a6.2.6.23 Roof profiles are designed as part of the overall building form and contribute to the architectural quality of the skyline as viewed from both the ground level and surrounding higher buildings. This includes the integration of mechanical and electrical equipment into the

overall roof design.

Heritage Buildings

- a6.2.6.24 The scale, form and design of new development has regard to significant heritage elements and the built form of any scheduled heritage items abutting or in close proximity to the site. This does not mean a rigid adherence to the height of a scheduled heritage item, but it does require careful consideration to minimise the effects of dominance on the scheduled heritage item.
- a6.2.6.25 Building elevation design, materials and colour complements an adjacent scheduled heritage building.

DISCRETIONARY CRITERIA

General

- a6.2.6.26 The applicant details why the rhythm and scale of architectural features, solid/void ratios, structural bay proportions, finishes and colour can contrast with the existing streetscape context in a complementary manner. Reasons could include the importance of the **building's function, terminating vistas etc.**
- a6.2.6.27 The applicant details why side walls and/or front walls with blank undecorated sections greater than 50% of the surface area, that are visible from a street or public space, are **unavoidable and contribute to a building's architectural integrity**, and contribute to a good streetscape.
- a6.2.6.28 Extensions of roofs through height limits will be considered if it results in a much improved roofline that is highly visible from public streets and open space. The enclosed roof space should not form habitable spaces.
- a6.2.6.29 The applicant details why a storey high verandah improves the streetscape through detailed and varied design, and does not obscure the building behind.

a6.2.6 ARCHITECTURAL DETAILS

a6.2.6.30 The applicant details why a bright colour dominates the design to suit streetscape amenity or a strong architectural composition. Corporate branding requirements will not be sufficient reason on its own.

Heritage Buildings

a6.2.6.31 The applicant demonstrates that building design, elevation design, materials and colour can complement by contrast rather than replicate any patterns or elements existing in the scheduled heritage building.

a6.2.7 CAR PARKING

DESIGN OBJECTIVES

- a6.2.7.1 **Basement car parking is impossible given Rotorua’s geothermal ground conditions and building above ground car parking buildings is expensive.** Therefore car parking is generally provided at ground level even in the city centre. This however creates breaks in continuous retail frontages and detracts from streetscape amenity when the carparking is in the front yard (Figure 33).
- a6.2.7.2 Perimeter block development is an urban design term describing a group of buildings built on the street boundary with a central courtyard that may be shared across titles (Figure 34). Perimeter block development can be **combined with completion of Council’s Service Lane Plan** to provide a good form of development that accommodates ground level car parking.
- a6.2.7.3 Vehicle access from service lanes in the centre of the block means less driveways across retail frontages. Differently owned sites can then develop carparking on ground level or additional spaces at higher levels if required (Figure 35).
- a6.2.7.4 Council will encourage the vestment of service lanes as it supports car parking provision and urban design objectives.
- a6.2.7.5 Carparking in the front yard is not allowed in City Centre 1, City Centre 2 or City Centre 5 zones so provision of shared service lanes will be more efficient for properties in these zones.
- a6.2.7.6 In City Centre 1, City Centre 2 and City Centre 5 zones where pedestrian priority is more important, pedestrian amenity is more important than the vehicle crossing. Therefore the footpath will remain level rather than be graded to suit vehicle crossings and narrower crossings are encouraged to slow vehicles entering sites.
- a6.2.7.7 Large expanses of car parking in Large Format Retail developments can detract from urban amenity. Tree planting, footpaths between car parking aisles for vulnerable pedestrians to use are design measures that can improve their appearance and usability.



Figure 33: Ground level carparking breaks active frontages and streetscape enclosure on corners.



Figure 34: Perimeter block development. Source: Good Solutions Guide Mixed Use Development, North Shore City Council

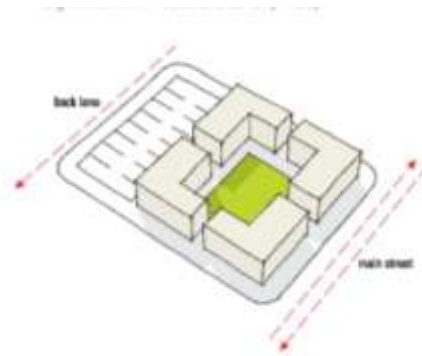


Figure 35: Carparking accessed from a service lane; Good Solutions Guide Mixed Use Development, North Shore City Council

a6.2.7 CAR PARKING

 PERMITTED ACTIVITIES STANDARD

- a6.2.7.8 Front yard car parking is prohibited in City Centre 1, City Centre 2 and City Centre 5 zones.
- a6.2.7.9 Buildings must use service lanes for all vehicle movements if they are available.
- a6.2.7.10 In City Centre 1, City Centre 2 and City Centre 5 zones pedestrian amenity is more important so footpaths must remain level and the kerb crossing is narrow to slow vehicle speeds .
- a6.2.7.11 Street frontages are designed to avoid interruptions to frontage continuity because of unnecessary multiple service and access
- a6.2.7.12 Street front driveway access is not allowed on Frontage Type A sites.
- a6.2.7.13 Driveway entry widths and front yard manoeuvring areas on Frontage Type B sites are kept to a minimum street frontage width by running along a side boundary.

DISCRETIONARY CRITERIA

General

- a6.2.7.14 If vehicle manoeuvring areas are located in a front yard on Frontage Type B sites the applicants must demonstrate that there are no alternatives i.e. no service lanes or through site link possibilities.
- a6.2.7.15 If carparking and manoeuvring areas are visible from the street a landscaped front yard maintains street amenity.

Large Format Retail

- a6.2.7.16 Carparking in Large Format Retail developments includes substantial tree planting and dedicated footpath routes for vulnerable pedestrians.
- a6.2.7.17 Landscaping should be substantial in size and depth where a car park abuts a public street.
- a6.2.7.8 **'Street edges' along building fronts with footpaths, trees and kerbside parking are encouraged.** Carparking is located inside the streets with separating planted traffic islands, good pedestrian access and dedicated footpaths on important pedestrian desire lines.

a6.2.8 MIXED USE

DESIGN OBJECTIVES

- a6.2.8.1 Encouraging Mixed Uses is a common trend in urban design and city planning. Cities with large suburban shopping centres and little central city residential find that the central city continues to lose vitality and the exodus of retail and commercial accelerates.
- a6.2.8.2 Rotorua is fortunate that retail is focused in the city centre but proposals for peripheral commercial business parks are a concern. Encouraging tourist accommodation and residential development in the central city enables activity to be extended beyond daytime office and shopping hours.
- a6.2.8.3 Vertical mixed use refers to commercial and/or residential development above retail. This is a likely form of development in the existing City Centre 1, City Centre 2 and City Centre 5 zones. Horizontal mixed use is another option that is possible in the southern edge (City Centre 7) areas. Commercial development can be located along the major road with residential behind on minor streets or service lanes. This allows freehold terrace live work that is different to apartments in vertical mixed use. Work/live development will be a good use in City Centre 7 (Figures 36 and 37).
- a6.2.8.4 It is not possible to address all apartment design issues in detail, but key outcomes are avoiding apartments with only a south facing outlook and anticipating outlook distance to a possible blank party wall on the adjacent boundary (Figure 39). 15 metres minimum is a rule of **thumb for outlook distance**. **North Shore City's Good Solution Guide for Apartments** can be used as a reference to prepare apartment design submissions.

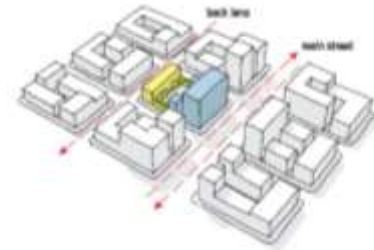


Figure 36: Commercial development on the major road (blue) and residential on the minor road or lane (yellow); Good Solutions Guide Mixed Use Development, North Shore City Council

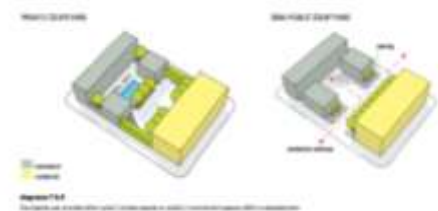


Figure 37: Courtyards and carparking used internally on a site to buffer residential and commercial uses; Good Solutions Guide Mixed Use Development, North Shore City Council

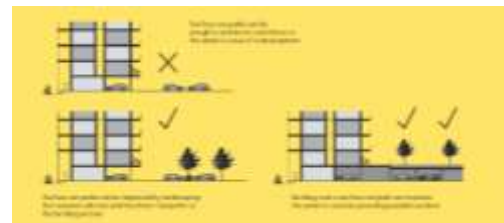


Figure 38: Tree planting improves outlook over carparking courtyards, but a full deck can provide a courtyard to improve outlook amenity and pricing of the surrounding perimeter block development; Good Solutions Guide Apartment Development, North Shore City Council

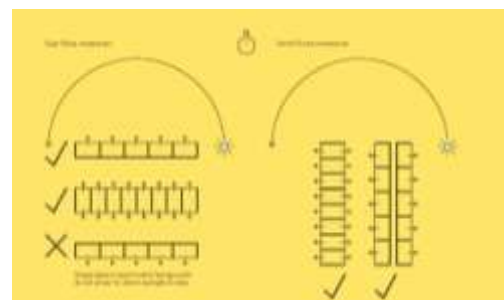


Figure 39: Apartment outlook orientation; Good Solutions Guide Apartment Development, North Shore City Council

a6.2.8 MIXED USE

 PERMITTED ACTIVITIES STANDARD

- a6.2.8.5 Encouraging mixed use and residential/retail mixed use developments in particular is important to intensify activity and improve public **amenity for Rotorua’s city centre.**
- a6.2.8.6 Horizontal mixed use development is proposed where ground floor retail is not viable or desirable. Commercial development faces the busier major street and residential or work/live uses are located to the rear of a site on a local street.
- a6.2.8.7 Courtyards and/or landscaped carparking areas are used to buffer residential uses in horizontal mixed use.
- a6.2.8.8 Acceptable outlook distances are available from habitable rooms to the nearest office or habitable room in another apartment, or potential location of a blank party wall.

DISCRETIONARY CRITERIA

- a6.2.8.9 The applicant demonstrates how residential private open space and general amenity is maintained without a courtyard or carparking buffer in horizontal mixed use development.
- a6.2.8.10 The applicant demonstrates how outlook and private open space amenity is acceptable if the distance to a potential blank party wall or another building on the same site is less than 15 metres.

a6.2.9 PEDESTRIAN ORIENTED STREETS

DESIGN OBJECTIVES

a6.2.9.1 Ensure streets within the city centre are designed to promote and serve the needs of pedestrians and cyclists and develop legibility and wayfinding strategies.

URBAN DESIGN DISCUSSION

a6.2.9.2 If activity intensification is the fundamental urban design objective then encouraging people to walk or cycle around the city centre is an obvious requirement. It is important to encourage locals but another focus for the Guide is to encourage tourists to explore the city centre on foot.

a6.2.9.3 This led to the 'pedestrian oriented street' being added to the transport road hierarchy. Pedestrians will have higher priority than cars in these streets and street frontage controls are implemented to contribute to a high quality walking or cycling street. Pedestrianisation of streets is not supported as there are insufficient pedestrian numbers to support the street spaces. Therefore the overall approach is to achieve a high level of accessibility for pedestrians while continuing to provide a shared environment for cars.

a6.2.9.4 The top plan in Figure 40 shows the previous District Plan's special street category for sections of Hinemoa and Tutanekai Streets. The lower plan shows where this has been revised and extended to include;

- The full extent of Tutanekai Street to reinforce its position as Rotorua's Main Street. Improving pedestrian amenity from the lakefront to Rotorua Central is the objective.
- Haupapa Street from Tutanekai Street to the Council Building. This forms a 'civic street' that links Tutanekai Street, the proposed bus interchange and on to Government Gardens.
- Whakaue Street from Tutanekai Street to Fenton Street, Fenton north of Whakaue Street to link Eat Street to the QE site and lakefront.
- The proposed Hinemaru Street extension north of Whakaue



Figure 40: Existing street hierarchy (left) and proposed street hierarchy (right)

Legend	
—	Major Arterial
—	Minor Arterial
—	Collector
—	Local – Industrial/Commercial
—	Special Pedestrian Oriented Streets

a6.2.8 PEDESTRIAN ORIENTED STREETS

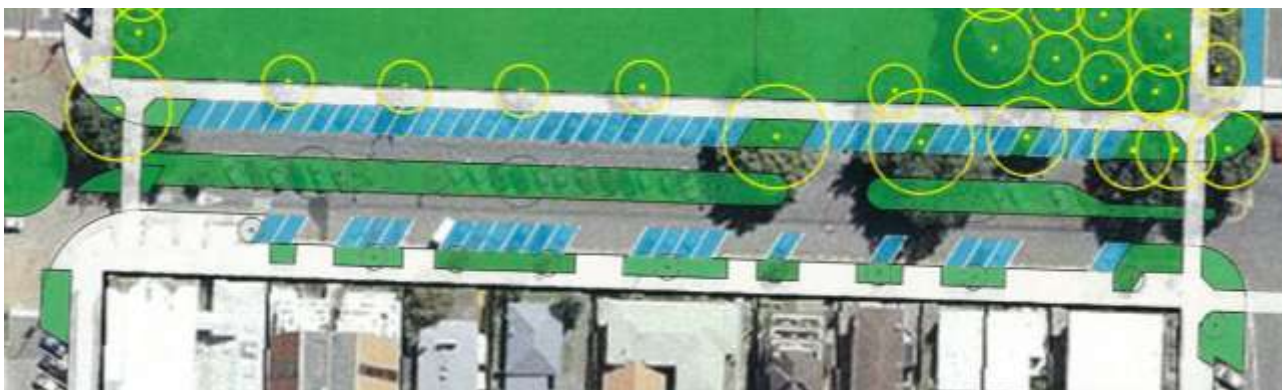


Figure 41: Whakaue Street existing (top) and With central planted median replacing existing central carparking (bottom)



Figure 42: Whakaue Street with parking concentrated on northern side of street to create a landscaped southern side to the street.

a6.2.9.5 Hinemoa and Whakaue Street have three rows of parking with the centre parking creating a car dominated streetscape. Replacing the centre car parking with a planted central median will be a cheaper option as the existing kerblines and stormwater drains can remain largely unchanged. But a landscaped centre median does little to improve the walking experience (Figure 41).

a6.2.9.6 Relocating the parking and travelling lanes to the northern side of the street leaves more space on the sunnier southern side of these streets (Figure 42). This places the pedestrian amenity alongside development sites in Whakaue Street.

a6.2.9.7 The images of North Terrace in Adelaide (Figure 43) are an example of pushing the road to one side and an arrangement of seating and landscaping to provide pedestrian amenity on the sunny side of the street



Figure 43: North Terrace in Adelaide

a6.2.8 PEDESTRIAN ORIENTED STREETS

a6.2.9.8 Detailed changes to Tutanekai Street are outlined in the Tutanekai Street Guideline a6.3.2 and those for Fenton Street north of Whakaue Street are contained within the Lakefront Proposal a6.3.4. Detail elements to consider in applications on pedestrian oriented streets;

- Keep driveway crossings to a minimum with single crossing widths preferred.
- Design to slow cars down as they enter and exit properties with tight radii and shallow crossings. Consider speed bumps to slow traffic down.
- The footpath will be flush on pedestrian oriented streets so cars slow down, rather than pedestrians having to negotiate dished footpaths to suit vehicle access.
- Coordinate verandah requirements and utilities access with Council landscaping proposals.
- Consider floor and footpath level transitions at shop-front doors.

a6.2.9.9 **Rotorua's city centre has a strongly gridded street network** so it is reasonably easy to navigate by foot or vehicle. By making some streets obviously more important pedestrian streets they will become wayfinding devices in themselves.

a6.2.9.10 Figures 44 and 45 show the intended changes;

- Reinforce Tutanekai, Hinemoa, Haupapa and the lakefront as the paths to important destinations.
- Reinforce Tutanekai as the main street
- Continued implementation of central medians and planting so that Ranolf, Arawa, Fenton, Amohau and Victoria Arterial become the entry boulevards.

a6.2.9.11 Permitted Activity Standards and Discretionary Criteria for Pedestrian Oriented Streets are covered in other sections of the City Centre Guides Section a6.2



Figure 44: Existing street trees



Figure 45: Street trees on existing corner and mid-block kerb extensions in Tutanekai St.

a6.3 PRECINCT GUIDES

PURPOSE OF PRECINCT GUIDES

The Urban Design Framework encourages change in concentrated areas to maximise benefits of activity intensification and amenity. A number of development precincts were identified and this section outlines the urban design issues and objectives for each precinct. Relevant Permitted Activity Standards and Discretionary Criteria are contained within the City Centre Guides.

a6.3.1 PRECINCT PLAN



Figure 46: Precinct Plan

a6.3.2 TUTANEKAI STREET

DESIGN OBJECTIVES

a6.3.2.1 The following design objectives are from the Urban Design Framework;

“Encouraging higher density development along Tutanekai Street”.

“Encourage a “northern tourist leisure anchor (with improved linkages south to Rotorua Central)”.

“Link north and south parts of street through a sequence of spaces, features & events.”

URBAN DESIGN DISCUSSION

Higher Density Development

a6.3.2.2 The CBD Revitalisation Strategy design objective focused on development ‘around the spine of Tutanekai Street’. Currently there is limited commercial growth in Rotorua’s city centre and most of that is on the periphery. Therefore the Guide is more closely focused on Tutanekai Street alone. The first step focuses on reinforcing Tutanekai Street as Rotorua’s ‘main street’ and therefore a commercial destination.

a6.3.2.3 Encouraging people to use Tutanekai Street for more than shopping is part of the answer. More people will lead to more retail and subsequently to commercial development ‘around the spine of Tutanekai Street’. Experience in other New Zealand cities shows vibrant retail/entertainment nodes become a focus for mixed use commercial development.

a6.3.2.4 The first step is the street space itself. Rotorua citizens identify Tutanekai Street as their ‘main street’, but visitors do not necessarily make the same observation. The reason is that Tutanekai Street does not stand out above other streets. The footpaths are wide, streetscape paving, seating and mid-block crossings are all well designed elements but the spatial containment is poor. Amohia Street is the same width as Tutanekai Street but the liquid amber trees (Figure 47) reduce the street scale making it more human scaled and generally attractive.

a6.3.2.5 Compare this with Tutanekai Street in Figure 48. Trees have been planted in the corner and mid-block crossings but they are too small to have any visual impact and do not contain the street space as in Amohia Street. The plane trees between Haupapa and Arawa are an exam-



Figure 47: Amohia Street



Figure 48: Tutanekai Street



Figure 49 Tutanekai Street existing (top) and with larger trees (bottom)

a6.3.2 TUTANEKAI STREET

ple of what can be achieved with careful design. Therefore using the existing corner and midblock landscape areas for larger trees is a simple solution which maintains the wide footpaths and the carpark numbers that are vital for retail. The only loss will be a reduction in the amount of seating in the corner areas, but new seating along the footpath edge will be sufficient replacement.

a6.3.2.6 Figure 49 is a computer model view of existing Tutanekai Street and the same view with the proposed tree planting. Figure 50 is an existing plan of Tutanekai Street to the right and a proposed plan showing larger tree planting to the left.

a6.3.2.7 Over time Council will develop plans to;

- Examine options for small squares, art installations along the length of Tutanekai Street.
- Integrate City Focus into a redesigned Hinemoa Street in line with the pedestrian oriented street type.
- Investigate options to improve sightlines through City Focus to connect the northern and southern sections of Tutanekai Street.
- Improve pedestrian connections to Rotorua Central once Victoria Arterial is constructed and traffic is reduced on Amohau Street.

Building Development

a6.3.2.8 Intensified activity will encourage building development on Tutanekai Street which will add to street space containment and further intensification. This section discusses urban design issues for appropriate building development.

a6.3.2.9 **The previous District Plan's Commercial A zoning between Haupapa and Whakaue Street is 25 metres deep which was too narrow to encourage development. Taller buildings require setbacks from neighbouring sites to allow glazing for daylight admission. The Zen Centre's floor plate is 25 metres wide and the building sits on a 50 x 35 metre site with a rear service lane allowing extensive glazing. The old Post Office is a narrow building but sits on a large site extending through a block. This allows win-**



Figure 50 Tutanekai Street existing (right) and with larger trees (left)

a6.3.2 TUTANEKAI STREET

dows on the northern rear face as well as the Hinemoa Street face. The building at 1192 Hinemoa Street is eight levels high but has minimal glazing to the side and rear boundaries because of its small site. This site is 20 metres deep and even if new glazing was added to the rear face it can be potentially built out.

- a6.3.2.10 The existing depth of zoning should remain in Eat Street to preserve the smaller scale restaurant precinct but deeper City Centre 1 zoned sites between Arawa and Pukaki Streets and on the western side between Haupapa and Arawa Streets will encourage development. Development on these sites can also facilitate completion of some service lanes (Figure 51).

Corner Sites

- a6.3.2.11 Corner sites are fundamentally important in making Tutanekai Street a special street in Rotorua. The north-south dimension of the blocks along Tutanekai Street is reasonably small at 80 metres. Therefore increasing the lot depths between Pukaki and Haupapa Streets creates two good sized potential corner sites on each block.

Height & Street Massing

- a6.3.2.12 Tutanekai Street (from Whakaue to Amohau Streets) is zoned City Centre 1 which allows 20 metres maximum height. This allows a five level building which is sufficiently high to achieve good street space enclosure. Appendix C from the previous District plan is removed to encourage more varied building form and allow the flexibility for strong corner massing.
- a6.3.2.13 The first three floors of any building proposal has to be built to the front boundary to reinforce the street space. Higher floors can be setback further if desired but extending the street corner higher will be encouraged. Dispensations for increased height on corners, terminating vistas and key sites will be considered for non-habitable space if they create strong rooflines.

Active Frontages

- a6.3.2.14 **Tutanekai is a 'pedestrian oriented street' so all street frontages are required to have a minimum of 80% clear glazing unobstructed by opaque film. Where some functions require blank facades these should be located internally on the site or be wrapped by surrounding retail space.**



Figure 51: Commercial Zone A extensions in Tutanekai Street

a6.3.2 TUTANEKAI STREET

Pedestrian Destinations

a6.3.2.15 Council initiated the 'Eat Streat' project over summer 2008-9 to encourage visitors to the city centre. The project entailed the vehicular closure of the restaurant precinct in northern Tutaneikai Street. Restaurant, cafes and bars experienced increased patronage in a safe and pleasant environment. Eat Streat is successful in summer but does appear empty in winter. Council are planning to upgrade the streetscape finishes to provide flexibility in allowing some winter traffic and a more compact outdoor seating area (Figure 51).



PERSPECTIVE VIEW FROM WHYMAIKI ST LOOKING SOUTH DOWN TUTANEIKAI ST



AERIAL VIEW FROM PUKAKI ST LOOKING NORTH UP TUTANEIKAI ST

Figure 52: Eat Streat summer/winter configuration concepts

a6.3.3 HAUPAPA PRECINCT

DESIGN OBJECTIVES

a6.3.3.1 The following design objectives are from the Urban Design Framework:

“Creation of an Arts Precinct in the vicinity of Arawa and Haupapa Streets”.

“Link the Council Offices, Information Centre, Community Building, Library, Public Transport Node and Park into one precinct”.

“Adapt local and regional tourist transportation,...., and relocate local bus stops to Haupapa Street”.

“Develop pro-youth facilities around the public transport and entertainment node”.



Figure 53: Haupapa Civic Corridor



Figure 54: Existing park and carpark on Haupapa Street.

URBAN DESIGN DISCUSSION

Interchange Planning

- a6.3.3.2 Council transport planners have confirmed a preference for a central interchange that combines tourist, regional and local buses into one location. Tourist buses are unlikely to be relocated given the iconic status of the Tourist Centre, so Haupapa Street (Figure 53) is the preferred location. The Council owned carpark and small park provide space for a comprehensive plan (Figure 54).
- a6.3.3.3 The UDF recommended an on-street interchange in preference to an off-street location. This follows best practice urban design and transport planning on the basis that the volume of bus movements can be safely and conveniently accommodated in Haupapa Street. Off street bus locations generally have more passive surveillance, CPTED and graffiti problems.
- a6.3.3.4 On street interchanges have more passing vehicle and pedestrian traffic which deters anti-social behaviour and values bus patrons as part of the city centre. Bus patrons also add to street vibrancy and activity intensification which is the core objective of the Guide and UDF.
- a6.3.3.5 However, retailers generally do not want bus stops immediately outside their shopfronts due to anti-social behaviour and blocking of access to their business. This is why Haupapa Street is the best interchange option from an urban design perspective. Bus stops can be located near the small park so that they are overseen by

a6.3.3 HAUPAPA PRECINCT

passing vehicles and pedestrians but they will not be located immediately outside shop frontages.

a6.3.3.6 Development of the buildings on the Haupapa/Pukuatua block to the south of the existing park becomes a retail opportunity with the added benefit of increased surveillance to the proposed interchange.

Haupapa Civic Corridor

a6.3.3.7 The interchange can become part of a wider vision that extends from Tutanekai Street to Rotorua Museum and clusters civic, arts and the public interchange activities along the Haupapa Street corridor. Wayfinding signage and inviting public spaces should encourage visitors to explore the library, tourist centre, convention centre, council offices and on to Government Gardens. Attracting theatre, cinema and galleries to reinforce the precinct will be a long term plan. Long term issues for the precinct include;

- Connecting Haupapa Street visually across Fenton Street so extending the grid of trees in front of Council may be an advantage,
- Improving pedestrian facilities to cross Fenton Street,
- **Improving sightlines to the Council building's lobby so retaining the central trees in front of Council's lobby** may be reviewed,
- **Adding a pedestrian crossing between Council's building and Government Gardens,**
- Adding active frontages to the police building, RSA and convention centres
- Connecting the public transport interchange and Tutanekai Street with an open space. This may be in conflict with maintaining the heritage building on the corner of Haupapa and Tutanekai Streets.

a6.3.3.8 Council is encouraging development around the future bus interchange to activate frontages, increase surveillance and encourage art and entertainment into the area. The key sites are the group of buildings between the existing carpark, Pukuatua and Fenton Streets.

a6.3.3.9 The bus interchange will be safer and more pleasant if the **current 'back doors' of adjacent businesses can be**

a6.3.3 HAUPAPA PRECINCT



Figure 55: Haupapa Precinct

changed into building fronts. Dual frontages are not preferred by many retailers so redevelopment with two tenancies facing toward Pukuatua Street and the interchange may be preferred. This will involve changes to storage and loading arrangements. Therefore Council is interested in new service or public lanes (blue arrows in Fig 55) or comprehensive redevelopment.

a6.3.3.10 The interchange will be designed inside a low speed street running around the perimeter of the existing park with bus stops on the inside kerb and car parking on the external kerb. Shops will need some convenient carparking to survive while the bus stops can operate on the other side of the street with improved surveillance. The retail space is north facing so the shopfronts and footpaths will be sunny. Ideally upper floor commercial or residential accommodation will improve surveillance of the interchange while gaining a sunny northern aspect.

a6.3.4 LAKEFRONT PRECINCT

DESIGN OBJECTIVES

a6.3.4.1 The following design objectives are from the Urban Design Framework;

“Encouraging built form to connect town & lake”.

“Review the Resort A Zone revisions of District Plan”.

“Examine feasibility of Hotels/Spa on QE site”.

URBAN DESIGN DISCUSSION

a6.3.4.2 The Lakefront Concept Plan (Figure 56) proposes a redevelopment of park and urban spaces to accommodate a broad range of tourism and recreation activities. The Urban Design Plan (a6.2.1 Figure 01) links the Lakefront Concept Plan with the City Centre by allowing intensified development in the adjoining landholdings. Most of this land was zoned Resort A with the exception of the Reserve A zoning for the QE Hospital site (Figure 57). The Resort A zone was located along the northern and eastern edges of the city centre so that higher floors can have lake views.

a6.3.4.3 However more hotel development is occurring outside the city centre given previous dispensations in Fenton Street and similar District Plan development allowances at Whakarearewa (Figure 58). Therefore the District Plan Review rezones the QE site to City Centre 5 and increases the maximum height to match the 20 metres allowed in the City Centre 1 zone. The intention is to encourage tourism development that will activate the area and link the lakefront with the city centre. Urban design controls are outlined to ensure public amenity is maintained or improved, and development is consistent with the Lakefront Concept Plan.

a6.3.4.4 Attractive streets and buildings that encourage walking between the lakefront and the city centre are the primary aim of the assessment criteria. Therefore it is important to refer to both the Lakefront Precinct Guide and the Pedestrian oriented Street Guide.



Figure 56: Lakefront Masterplan



Figure 57: Previous District Plan Zoning



Figure 58: Location of hotels (green) and backpacker hostels (blue) in Rotorua.

a6.3.4 LAKEFRONT PRECINCT

City Centre 5 Zone

a6.3.4.5 The Resort A Zone from the previous District Plan had suburban type sunlight admission controls that constrain development potential. The boundary daylight planes create a stepped building form as seen in Whakaue Street (Figures 59 & 60). The stepped floors decrease development yield and do not allow vertical stacking of structure and services. The daylight plane starts at 3 metres above ground level precluding a two level podium. Therefore no street spatial containment is possible and currently there are no active frontage controls.

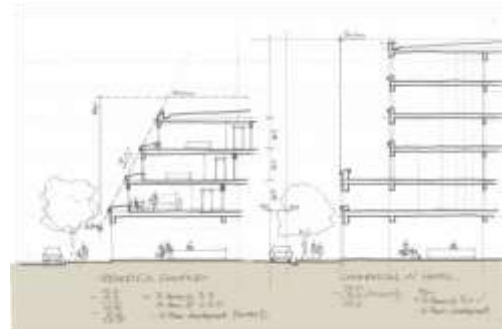


Figure 59: Effect of daylight planes in City Centre 5 zone.

Pedestrian Oriented Streets & Street Massing

a6.3.4.6 Tutanekai Street, Whakaue Street (between Tutanekai and Fenton), Fenton Street (north of Whakaue) become **‘pedestrian oriented’ streets to link the Lakefront, QE site and city centre.**



Figure 60: Whakaue Street looking from the Village Green.

a6.3.4.7 On these streets a two level podium has to be built on the street boundary or current building line (Refer Section a6.2.3) to contain the streetscape and create active frontages. Higher floors must be setback 6 metres so that they do not overly dominate the street space. This varies from the City Centre 1 provisions to create a different street type in the Lakefront Precinct and to avoid visually dominating the remaining two storey residential/motel development (Figure 61).

a6.3.4.8 The same guidelines will be encouraged but not enforced on streets not listed as pedestrian oriented streets. The intention is to allow site planning flexibility but to encourage carparking and service areas to be located in rear yards away from streets. At-grade carparking is inevitable in the City Centre 5 zone but applicants must demonstrate that internal carpark courts and service areas were not possible if front yard parking is proposed.

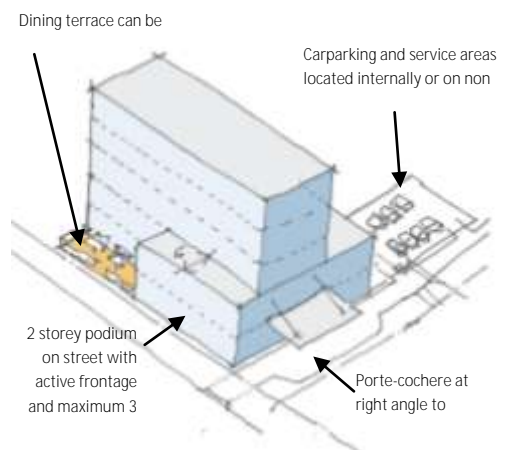


Figure 61: Sketch of City Centre 5 massing guidelines

Active Frontages

a6.3.4.9 Glazing to 50% of the street frontage is required on pedestrian oriented streets in the City Centre 5 zone. It is pointless to have a podium development on the street boundary if it is a blank wall. Hotel lobbies, restaurants, office space and gymnasiums can be considered as active spaces. Exterior dining terraces that are visible from the street will be acceptable as active frontage. Large hotel

a6.3.4 LAKEFRONT PRECINCT

porte-cochere and vehicle manoeuvring spaces can **destroy streetscapes, but the hotel's 'front door' has to be on the pedestrian oriented street.** Therefore applicants will be encouraged to design these entry areas at right angles to the street to minimise active frontage gaps. If a development has a porte-cochere parallel to the street frontage then it must be demonstrated that no other option existed due to no through site linkage and site shape etc. High quality paving, well designed canopies, highly visible lobby spaces and landscape areas will be required as mitigation.

QE Site

- a6.3.4.10 The Queen Elizabeth Hospital (QE) site has the most potential as it is the closest developable site to the lakefront and the northern edge could make an attractive restaurant boardwalk with hotel accommodation setback behind so that it does not overly dominate the lakefront.
- a6.3.4.11 The overall site is rezoned City Centre 5 but an agreed Overlay Plan will be required to allow development to protect public amenity. The QE Hospital Site is named Block A and the other part of the site is called Block B in the Overlay Plan.
- a6.3.4.12 Development of Block A will require the extension of Hinemaru Street to the lakefront to be vested as a public street. It is proposed to include a strip with a 1 metre height limit on the northern edge of Block A to allow a restaurant dining terrace. Behind this is a second strip with a 9 metre high limit allows for restaurants and some hotel functions. The 20 metre high zone for the hotel rooms is set back further.
- a6.3.4.13 Massing studies were developed to assess the possible bulk of hotel developments on the QE site. Two 200 bed hotels were used for the studies as the bigger building has more visual effects. Smaller boutique hotels are possible but would have less effects.
- a6.3.4.14 The massing studies have been used to determine a maximum allowable Floor Area Ratio within the height envelope that avoids an inappropriate **'wall to the lake'** with total development of the envelope. The proposed Floor Area Ratio (FAR) for Block A is 4:1, but this will be confirmed in the development of the Site Overlay Plan.

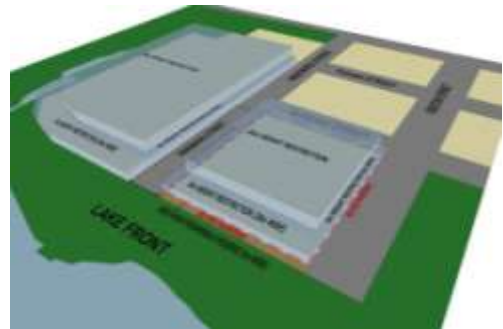


Figure 62: QE Site City Centre 5 Zone controls.

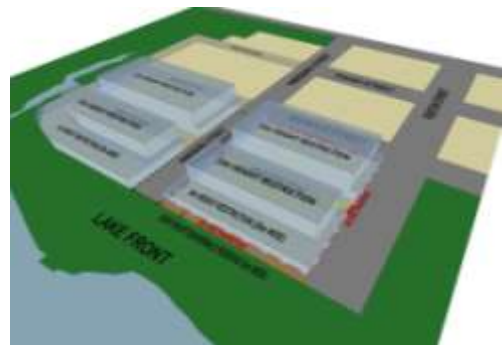


Figure 63: QE Site Bonus Height option.

Block A & B text

a6.3.4 LAKEFRONT PRECINCT

- a6.3.4.15 The 20 metre height limit will allow a higher lobby floor (4-5 metres) and five hotel floor levels. A 200 bedroom hotel will have 5 floors of 40 rooms each. These floors will be approximately 80 metre long or half the length of the Fenton Street face of Block A. This length building will block views to the lake and the scale will not be in keeping with the context.
- a6.3.4.16 Therefore a bonus height of three metres is proposed as an option for development with the extra floor reducing the hotel floor length. The seven floor development option is the same height as the existing Novotel. The Urban Design Plan contains an indicative east-west road drawn across Block A that will visually link the Village Green to Government Gardens. Use of the bonus height provision will require vestment of this indicative road across Blocks A and B. The FAR of 4:1 remains the same to encourage a more slender building.
- a6.3.4.17 Block B has the lower 9 metre strip along the northern lakefront and eastern stream edge to reduce the scale of development close to public open spaces. This area will have a lower FAR of 3:1 to reflect the context.
- a6.3.4.18 Development of Block B can be designed to the 20 metre height limit with the vestment of Hinemaru Street, or use the 3 metre height bonus with the east-west street from the Village Green to Government Gardens and the extension of Whakaue Street to the lakefront as shown on the Urban Design Plan a6.2.1.

Carparking

- a6.3.4.19 The geothermal site conditions means basement parking is not an option. Car parking in the front yard is allowable on streets that are not pedestrian oriented streets, but the massing studies confirmed there is sufficient size in Blocks A & B to locate buildings on the perimeter and car parking internally.

Tutanekai Street

- a6.3.4.20 The northern section of Tutanekai Street links Eat Street to the lakefront. Shelter structures along the eastern edge of Tutanekai Street are proposed as part of the Lakefront Concept. Tutanekai Street is a pedestrian oriented street and the land on the western side of Tutanekai Street is zoned City Centre 5. Therefore any new de-

a6.3.4 LAKEFRONT PRECINCT



Figure 64: Lakefront Precinct Concept Sketch.

velopment on this block will be required to build to the street massing controls with a two level podium along the site frontage.

a6.3.4.21 The concept sketch above (Figure 64) shows a new block screening the carparking on the Novotel site, and a perimeter building solution and internal carpark court for the site to the north. The future objective is a good walking street linking the lakefront with the city centre, one side with interesting hotel spaces and retail/restaurants and covered walkways along the Village Green on the other side.

a6.3.5 SOUTHERN EDGE PRECINCT

DESIGN OBJECTIVES

a6.3.5.1 The following design objectives are from the Urban Design Framework;

“Create a central city southern boundary along the Victoria Arterial route”.

“Manage land supply within the Victoria Arterial route to keep a compact city centre as to intensify activity”

“Integrate Rotorua Central with the City Centre”.

URBAN DESIGN DISCUSSION

a6.3.5.2 The city centre has clear northern, western and eastern boundaries because of Kuirau Park, Pukeora Hill, Government Gardens and Lake Rotorua. Within these topographical constraints there is a clear central city boundary.

a6.3.5.3 The previous District Plan zoning map and existing street network (Figure 65) show there is no such pattern on the southern boundary of the city centre. Previously Amohau Street and the railway land was the defining boundary but Rotorua Central and the spread of home occupations and commercial activity into neighbouring neighbourhoods has blurred this line.

a6.3.5.4 It is proposed to design the road as a landscaped boulevard to present a good face for the city centre. However landscaped buffers are insufficient if they are only masking tagged back fences. Long stretches of blank concrete walls on the back boundaries of commercial properties will make an even uglier face for the city centre.

a6.3.5.5 It is important that the city centre presents an attractive face for people travelling to and from the airport along the southern edge. This encourages people to explore the city centre and lakefront. Concrete tilt slab walls and tagged fences will encourage people to stay in their **motels and hotels on Rotorua’s periphery and not contribute** to a vibrant urban atmosphere.

a6.3.5.6 One option to prevent this happening are slip roads to encourage active frontages and provide pedestrian and cycling routes away from the noise and fumes of the main road. The slip lanes then connect to existing local roads keeping a connected street network to disperse traffic and encourage walking and cycling. The slip lanes make a wider road but if designed properly they create



Figure 65: Existing zoning



Figure 66: Context Plan.

a6.3.5 SOUTHERN EDGE PRECINCT



Figure 67: Southern Edge Concept Sketch.

buildings with front doors facing the arterial road across the quieter slip road. However they are an expensive addition to a single carriageway road and will require financial and environmental evaluation.

a6.3.5.7 These Guidelines cover the City Centre so apply only to the northern side of Victoria Arterial.

Compact City Centre

a6.3.5.8 Another method for intensifying activity is to keep the city centre area as compact as is practical. One issue with defining Victoria Arterial as a central city boundary is that it is adding more area. The revised District Plan plans for Victoria Arterial as a city boundary but manages commercially zoned land supply inside the Victoria Arterial alignment.

Western Section

a6.3.5.9 Reorganization of landholdings split by Victoria Arterial from Pukuatua Street to Ranolf Street aims to create building fronts along the proposed slip lane. A proposed street linking Pererika and Whakatau Streets reconnects neighbourhoods severed by Victoria Arterial and the Town Belt. This street combined with enhanced street connections through Rotorua Central and longer term road proposals in the Ti Street area aim to create a con-

a6.3.5 SOUTHERN EDGE PRECINCT

nected local road network inside Victoria Arterial. This allows local trips to be made without needlessly congesting the arterial and the cross town traffic route maintains its capacity.

Rotorua Central

a6.3.5.10 Rotorua Central already has blank concrete walls facing Victoria Street so the design of Victoria Arterial should try to keep the existing cherry trees and extend them in front of the existing open area.

Eastern Section

a6.3.5.11 Council will undertake a Structure Plan for the triangular block of land between Fenton, Amohau and Ti Streets to ensure an appropriate urban structure evolves as the area changes from the existing light industrial activity. This may include slip lanes and active frontages to Victoria Arterial and connected local roads to the Amohau Street.

a7.4.0 GLOSSARY

Articulation:	The layout or pattern of building elements including walls, doors, roofs, windows and decorative elements including cornices and belt courses.
Building Base:	Lower portion of a tall building, designed to “provide definition and support at an appropriate scale for adjacent streets, parks and open spaces, integrate with adjacent buildings, minimize the impact of parking and servicing uses.”
Building Line	Line along main section of building frontage
Building Middle (Shaft):	Mid portion of a taller building with the floor plate size and shape located and oriented on the site to form an appropriate relationship to the building base and adjacent buildings.
Building Top:	The uppermost part of tall building, designed “to contribute to the skyline character and integrate roof top mechanical systems into the design.”
Existing and Planned Context:	The existing context of any given area refers to what is there now. The planned context refers to what is intended in the future.
Good Street Proportion:	Good street proportion will be determined by studying the existing conditions, street and open space width, existing building heights and the planned intensity of development and expectations for the character and quality of the streets and open spaces in the future.”
Mixed Use	Mixed-use development is the practice of allowing more than one type of use in a building or set of buildings. In planning zone terms, this can mean some combination of residential, commercial, industrial, office, institutional, or other land uses.
Modulation	Expression of structure and materials to give profile and depth in a building’s elevation. For example the depth of widow reveals or curtain wall glazing mullions creates shadows and visual interest in a modulated elevation.
Pedestrian Amenity:	Architectural and landscape elements including, lighting, trees, decorative paving, seating, water features, etc. that promote the safe and comfortable use of streets and open spaces.
Outlook Distance	The distance between the external windows of a habitable room (living, dining, kitchen or bedroom) to the nearest habitable room or commercial space.
Pillasters	Columns or false columns that stand proud of wall panels to each side in a building elevation.
Street Proportion:	The ratio of height of buildings along the edges of the street and the width of the street between the buildings.
Street Verandahs:	Continuous pedestrian weather protection in form of canopies, overhangs or colonnades along the base of a building
Tall Building Form:	Three part building design consisting of Building Base, Middle (Shaft) and Top.
Vertical Rhythm	The comparative horizontal width of separate building sin a street, or structural bays in a building elevation.

REFERENCES

Urban Design Compendium	English Partnerships, Home & Communities Agency, United Kingdom 2007
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