

## 3. Area Issues

### 3.1 Introduction

The purpose of this section of the Streetscape Strategy is to look at each of the towns in the Gore District, to identify the various needs of those areas and any issues that have arisen in the past or are foreseen in the future.

Policies are identified for each town in order to provide a framework managing activities within the legal streets and on adjoining land. Actions are also listed, being those matters which the Council will fund over time.

### 3.2 Gore Area Issues

For many years, the town of Gore tightly constrained commercial and industrial activities to distinct areas. In recent years however pressure on the periphery of the central business area has resulted in a mixing of activities, particularly of commercial and industrial uses on the land between the railway line and Mataura River. Industrial and commercial servicing activities have also sought to expand into land zoned for residential use, for example, along Hokonui Drive. These changes reflect a shortage of land zoned for commercial and industrial purposes in the town and this is an issue that the Council will need to consider with some urgency.

Figure 3 shows the commercial, mixed use and industrial areas of Gore. The commercial area is divided into two parts, being:

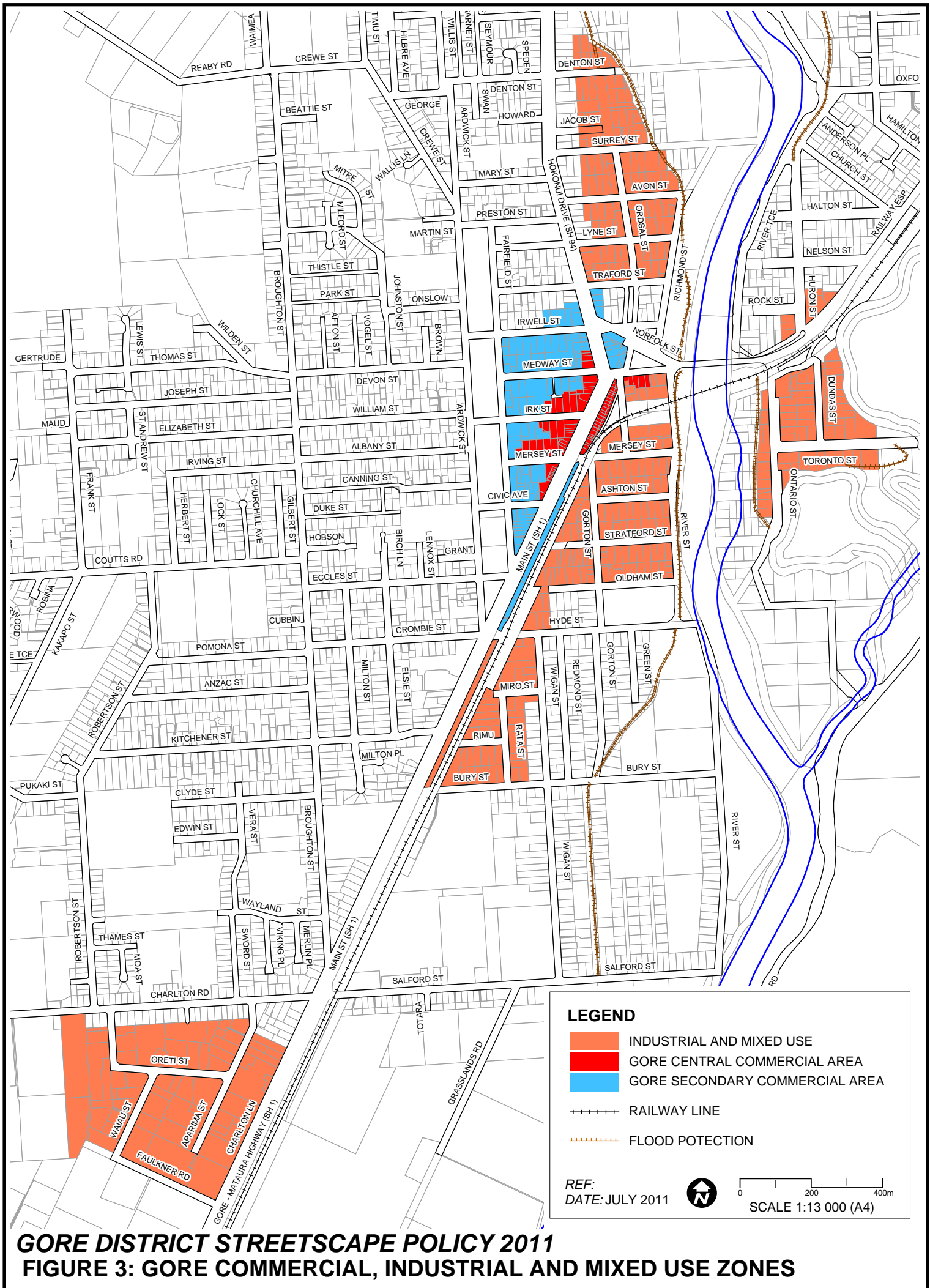
- The central commercial area, which is the heart of the town and areas where the needs of pedestrians are paramount; and
- The outer or secondary commercial area, containing the larger retail shops with associated parking areas and within which pedestrians are provided with a lower level of amenity.

Each of the main areas of Gore are considered below, outlining relevant issues, the Council's policy framework and proposed actions.

#### 3.2.1 Gore Commercial Areas

Colourful street plantings at roundabouts, centre plot landscaping, roadside planters and hanging baskets provide an attractive setting for the Gore commercial areas, enhanced further with view shafts to the Hokonui Hills, the historic Cremoata building and the town clock tower.

Many of the buildings in Main Street are recognised as being of heritage significance while the precinct as a whole is of townscape importance. While not wishing to curtail changes within the area, the Council considers that it is vitally important to retain the character of this central area, both for the residents of the District and for the tourists that travel here.



**GORE DISTRICT STREETSCAPE POLICY 2011**  
**FIGURE 3: GORE COMMERCIAL, INDUSTRIAL AND MIXED USE ZONES**

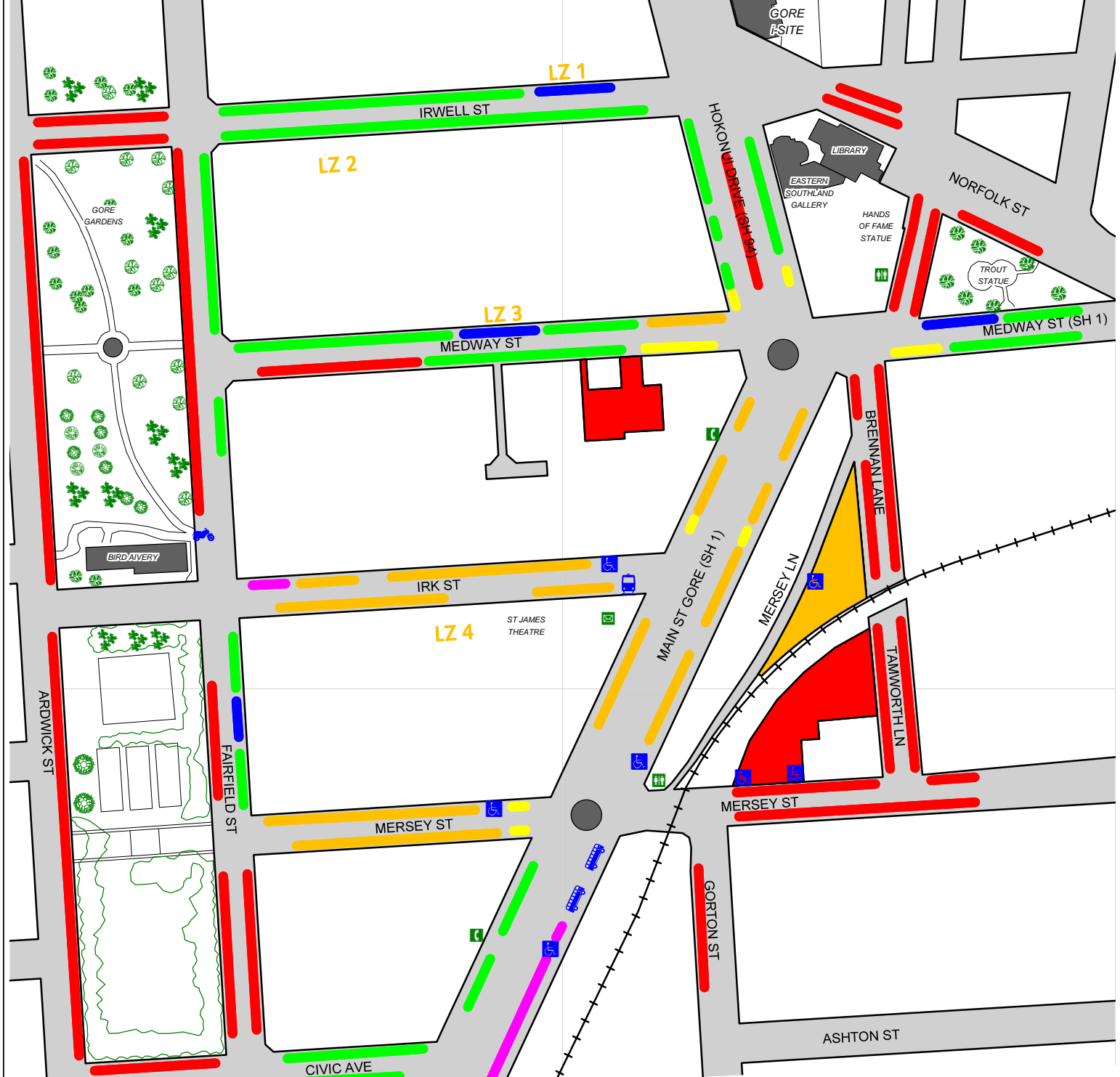
Main Street is also a main traffic route, being State Highway 1. In 2005 the Council constructed, without government funding, a roundabout on Medway Street (State Highway 1) at the intersection of Norfolk and River Streets on the town side of the Mataura River Bridge. The purpose of this work was to encourage heavy traffic to use River and Hyde Streets as a southern bypass and Richmond and Avon Streets as a northern bypass, thereby excluding heavy traffic from the central business area. This has reduced conflict with vehicles entering and leaving roadside parking spaces and enhanced the amenity of the central area.

**Policy 1 The Council will:**

- (a) Retain Norfolk and River Streets and Richmond and Avon Streets as a heavy traffic bypass for through vehicles and carry out improvements over time to that route should these be required, either because of increases in volumes or changes in the type or size of vehicles using that route.**
- (b) Continue to comply with the existing Gore Main Street Median Plantings Management Plan to ensure the safety of pedestrians at pedestrian crossings.**



The Council maintains an active role in providing parking within the Gore commercial areas. This includes on-road parking and the setting aside of land in Medway Street and adjacent to the railway line between Mersey Street and Tamworth Lane which is also available for such use. The majority of parking provides for small vehicles such as cars and vans, with dedicated areas set aside for use by the mobility disadvantaged and taxis. Some areas are reserved for use by motorcycles while other areas for available for buses. Much of the central commercial area is subject to restrictions on the length of time vehicles can use parks, with locations of highest demand being metered. The current layout of public parking areas within the Gore commercial areas is shown on Figure 4.



**LOADING ZONE SCHEDULE:**

LZ 1	P10	9:30am - 3:00pm	LZ 3	P10	9:30am - 3:00pm
	LZ	6:00pm - 6:00am		LZ	6:00pm - 6:00am
		6:00am - 9:30am			6:00am - 9:30am
		3:00pm - 6:00pm			3:00pm - 6:00pm
LZ 2	P60	8:30am - 6:00pm	LZ 4	LZ	24hrs
	LZ	6:00pm - 8:30am			

**FIGURE 4  
GORE CBD PARKING**  
Current as at May 2011

**LEGEND:**

- BUS PARKING
- DISABLED
- MOTORCYCLE
- TAXI STAND
- P5
- P10
- P15
- P30
- P60
- P120 (METERED)
- UNRESTRICTED (FREE)
- GDC RESERVED
- UNRESTRICTED (CARPARK)
- P120 (CARPARK)
- PUBLIC TOILETS
- POST OFFICE
- PUBLIC PHONE

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To assist in the upgrading and maintenance of public parking areas the District Plan enables the taking of a financial contribution where developers within the Gore commercial areas do not provide required on-site parking.

- Policy 2** The Council will within the commercial areas of Gore:
- (a) Provide public vehicle parking for use by private motor vehicles; and
  - (b) Review as required the extent of such parking and any restrictions applying to it, including length of stay and whether parking fees will be charged.

The Council recognises that in recent years there has been pressure for commercial activities to expand beyond the commercial hub of Gore. This has been reflected in retail businesses seeking resource consent approval to locate within areas generally identified in the District Plan as suitable for industrial activities, particularly that area between the railway line and the Mataura River. The Council has responded to this by amending the District Plan to create a mixed use zone in that area, within which retailing is permitted. The Council is mindful that this is a stop-gap measure and that the relocation of retail activities in this way indicates a shortage of appropriately zoned commercial land within Gore.

- Policy 3** The Council will assess the extent of the areas set aside for commercial activities within the Gore township, with a view of ensuring that sufficient land is available for such purposes to provide for the needs of the town for the foreseeable future.

The central commercial area runs along Main Street from the roundabout at the northern end to Civic Avenue on the western side and Mersey Street on the eastern side. This area includes those parts of corner sites that project into side streets. It is the heart of the township, with buildings generally of two storeys in height providing a continuous street frontage with verandahs for shelter.



The Council's objective within the central commercial area is to give priority to pedestrians, where this is practical. The following policies are designed to achieve that. At the same time it is recognised that vehicles are used by those who shop and visit the central area, and that delivery vehicles are needed to enable retailers provide service to their customers. The Council seeks to achieve a balance between the necessary movement of vehicles and the high pedestrian amenity it seeks to provide. The Council recognises that ongoing consultation is required with businesses as well as the general public.

**Policy 4 Within the central commercial area of Gore, the Council will:**

- (a) Enable, subject to appropriate controls:**
  - (i) Installation of street furniture by commercial operators, such as tables and chairs.**
  - (ii) Busking and other street forms of entertainment.**
  - (iii) Erection of signage boards.**
  - (iv) Use of mobility scooters.**
- (b) Require:**
  - (i) Buildings to provide continuous frontage to the street, with blank walls avoided where practical.**
  - (ii) Provision of verandahs along the entire street frontage with appropriate under-verandah lighting provided and maintained by the adjoining land owner.**
  - (iii) Building heights of two storeys to retain a consistent building height, openness and sunlight.**
  - (iv) Screening of outdoor goods and waste storage areas.**
  - (v) Deliveries of goods to and from stores between 5:00 p.m. and 10:00 a.m. the following day where access is required direct from Main Street by vehicles that are too large to use parking spaces provided.**
  - (vi) Creation and use of shared service lanes to provide access to the rear of buildings.**
  - (vii) Undergrounding of infrastructural services, including power and communications.**
- (c) Prohibit**
  - (i) Vehicle crossings direct from Main Street to adjoining properties.**
  - (ii) Skateboards, rollerblades, scooters or similar forms of recreational mobility.**
- (d) Provide and facilitate:**
  - (i) An environment of high amenity value for shoppers, including full berm width footpaths, street furniture associated beautification works (including planting, trees and hanging baskets).**

- (ii) Provision for the needs of cyclists, including cycle stands as demand dictates.
- (iii) Provision for the safe crossing of roads by pedestrians and the mobility impaired in locations convenient for them.
- (iv) Effective lighting during hours of darkness.
- (v) Rubbish bins for use by shoppers, but not commercial businesses.
- (vi) Toilets for use by shoppers and visitors.

The secondary commercial area of Gore includes the various streets connecting to Main Street along which there is retailing, offices and entertainment activities. This includes portions of Medway Street, Irk Street, Mersey Street and Civic Avenue, together with both sides of Main Street at its southern end and part of Hokonui Drive. This area includes supermarkets, fast food outlets and a service station with associated vehicle accesses and open-air car parks immediately adjoining the road edge. Generally, verandahs and street gardens are not provided. The overall level of amenity provided for people in the secondary commercial area is less than within the primary commercial area.



**Policy 5** Within the secondary commercial area of Gore, the Council will:

- (a) Encourage:
  - (i) Buildings to be located to the front property boundary and an absence of blank walls where practical.
  - (ii) Provision of verandahs along the street and/or building frontage.
  - (iii) Creation and use of shared service lanes to provide access to the rear of buildings.
  - (iv) Provision of cycle racks for use by staff and customers.

- (b) Require:**
  - (i) Minimising of the number and width of vehicle accesses to properties along frontages within the secondary commercial area.**
  - (ii) Landscaping within open areas visible from secondary commercial streets used for vehicle parking.**
  - (iii) Screening of outdoor goods and waste storage areas.**
  - (iv) The forward movement of vehicles both onto and from sites.**
- (c) Prohibit skateboards, rollerblades, scooters or similar forms of recreational mobility.**
- (d) Assess the implications of managing the timing of deliveries by large commercial vehicles during business hours when such vehicles utilise legal roadways for loading and unloading purposes, and if appropriate implement controls to manage such loading and unloading.**
- (e) Provide:**
  - (i) An environment of moderate amenity value for shoppers, including footpaths of a width commensurate to pedestrian numbers.**
  - (ii) Short term parking for vehicles along the street edge.**
  - (iii) Effective lighting during hours of darkness.**
  - (iv) Rubbish bins for use by shoppers, but not commercial businesses.**

### 3.2.2 Gore Industrial and Mixed Use Areas

The key industrial and mixed use areas in Gore are located:

- Between the railway line and River Street, from the Matura rail bridge to Hyde Street.
- At the south end of town from Charlton Road to Falconer Road.
- North of the main centre between Hokonui Drive and the Matura River to Denton Street.
- South of the railway line in East Gore, centred on Ontario and Toronto Streets, but with some land on the opposite side of the highway fronting that road and Huron Street.

Within these areas, highest priority is given to the industrial activities and the servicing of them. Buildings are permitted to be built to property boundaries and no restrictions are in place over the location of parking and manoeuvring areas on the site. Other than on arterial roads, vehicles are able to reverse onto the roadway from properties.

While limited retailing takes place within these areas, most travel is by motor vehicles. Along some streets footpaths are present only on one side, and that is adequate for the needs of pedestrians in those areas. Overall amenity is lower than in the commercial areas, with little or no street-side planting. Where properties



front Charlton Lane adjacent to the State Highway the Council has required provision of roadside landscaping to provide a more attractive appearance. This provides a model of what can be achieved elsewhere, and over time it is hoped that a better streetscape appearance can be provided in these industrial and mixed use areas. The Council recognises that any such beautification requires joint input from both the Council and adjoining land owners.



**Policy 6 Within the industrial/mixed use areas of Gore, the Council will:**

- (a) At the time of subdivision or redevelopment, require provision of landscaping to enhance the visual appearance of a site where properties adjoin arterial roads and residential areas.**
- (b) Encourage land owners to undertake work on their land to improve the appearance of the streetscape in that locality.**
- (c) Assess options for enhancing the appearance of legal roadways and in consultation with adjoining property owners undertake works, with priority given to arterial roads.**

### 3.2.3 Gore Residential Areas

Gore is the dominant residential hub of the District. Over time, the Council's policy has not been to restrict expansion of residential activities on the periphery of Gore and as a result, four distinctive groups of housing has evolved:

- (i) The original homesteads and cottages built between the time of settlement in the 1880s through to World War 1 (1914). These areas tend to be on the flat adjoining arterial traffic routes, industrial and commercial areas. Most of these sites are of the 1,012 square metre size.
- (ii) The areas of suburbia, with the majority built from the 1940s until the 1970s. Again these are predominantly 1,012 square metre lots. By location this development expands across available flat land and onto the adjoining hills. Much of East Gore was developed at this time.
- (iii) Redeveloped areas on the flat, ongoing since the 1970s, predominantly west of the state highways extending to Broughton Street from Mary Street in the north to Kitchener Street in the south. Subdivision of earlier lots has seen townhouses built on sections ranging in size from 300 – 600 square metres, providing accommodation mainly for the elderly, reinforcing the role of the town as a retirement centre.

- (iv) Recent creation of larger lots on the elevated rural land on the periphery of the town with high quality, large homes built there. In part this has occurred because of a shortage of serviced smaller lot residential land elsewhere, and a perception by developers that this is the type of land that is in demand.

Each of these areas has different needs. However, the prime aim of the Council in all residential areas is to protect and enhance the residential amenity of those areas so that they are pleasant to live in, and safe and attractive to move within, regardless of whether travelling by foot, cycle or vehicle.

There are many variations of street layouts within the residential areas, depending on whether they have footpaths, edges of grass or gravel, trees or kerbs.<sup>1</sup> Where grass areas are present, the Council requires the adjoining property occupier to mow and otherwise keep the area tidy.

The width of seal and the form of many roads creates an environment where priority is given to motor vehicles. This Streetscape Strategy encourages the community to have input into the form and layout of their roads in the future.

Where it is determined that higher priority than present should be given to non-motorised transport then a range of planning controls and traffic calming techniques can be adopted.<sup>2</sup>

Safety of pedestrians is also a prime objective. That requires reduction of conflict between people and vehicles where practical, including controlling the movement of vehicles across footpaths where they can create a hazard.

**Policy 7 Within residential areas of Gore, the Council will:**

- (a) Seek to provide a high level of amenity.
- (b) Having regard to the function of streets give as much priority as practicable to non-motorised forms of transport.
- (c) Create pedestrian environments residents feel safe using, including allowing children to use the road environment.
- (d) Ensure lighting creates a safe environment during periods of darkness, without undue glare beyond the locality.
- (e) Manage traffic movements and speeds on any street so that they are commensurate with the function of that street and appropriate for the environment.
- (f) Consider restricting overnight parking by large commercial vehicles where this creates an adverse effect within the locality.
- (g) Encourage the design of new residential subdivisions to:
  - (i) Create attractive and interesting living environments.
  - (ii) Enhance movement by pedestrians and cyclists.
- (h) Restrict the use of mountable kerbs to only those locations where they are required for use by turning vehicles, such as in small cul-de-sacs.

<sup>1</sup> Refer to section 6.2 for details and examples

<sup>2</sup> Refer to section 6.3 for details

- (i) Control the construction of garages to avoid reverse movements by vehicles directly from or to footpaths.
- (j) After appropriate consultation, undertake traffic calming works to reduce the speed and volume of traffic along those roads where it is appropriate.
- (k) Maintain footpaths and roads to a standard appropriate for the number and range of people that use them.

### 3.3 Mataura Area Issues

Mataura was originally developed as the first bridge crossing point for the mid Mataura. The Old Coach Road between Mataura to Clinton for many years was the key road route between Southland and Otago. The importance of that route was re-established in the 1980s with the gradual sealing of the route, upgrading of bridges and declaration as a state highway. Long haul heavy vehicles travelling north and south use the route in preference to State Highway 1 through Gore because of its shorter length and faster travel time.

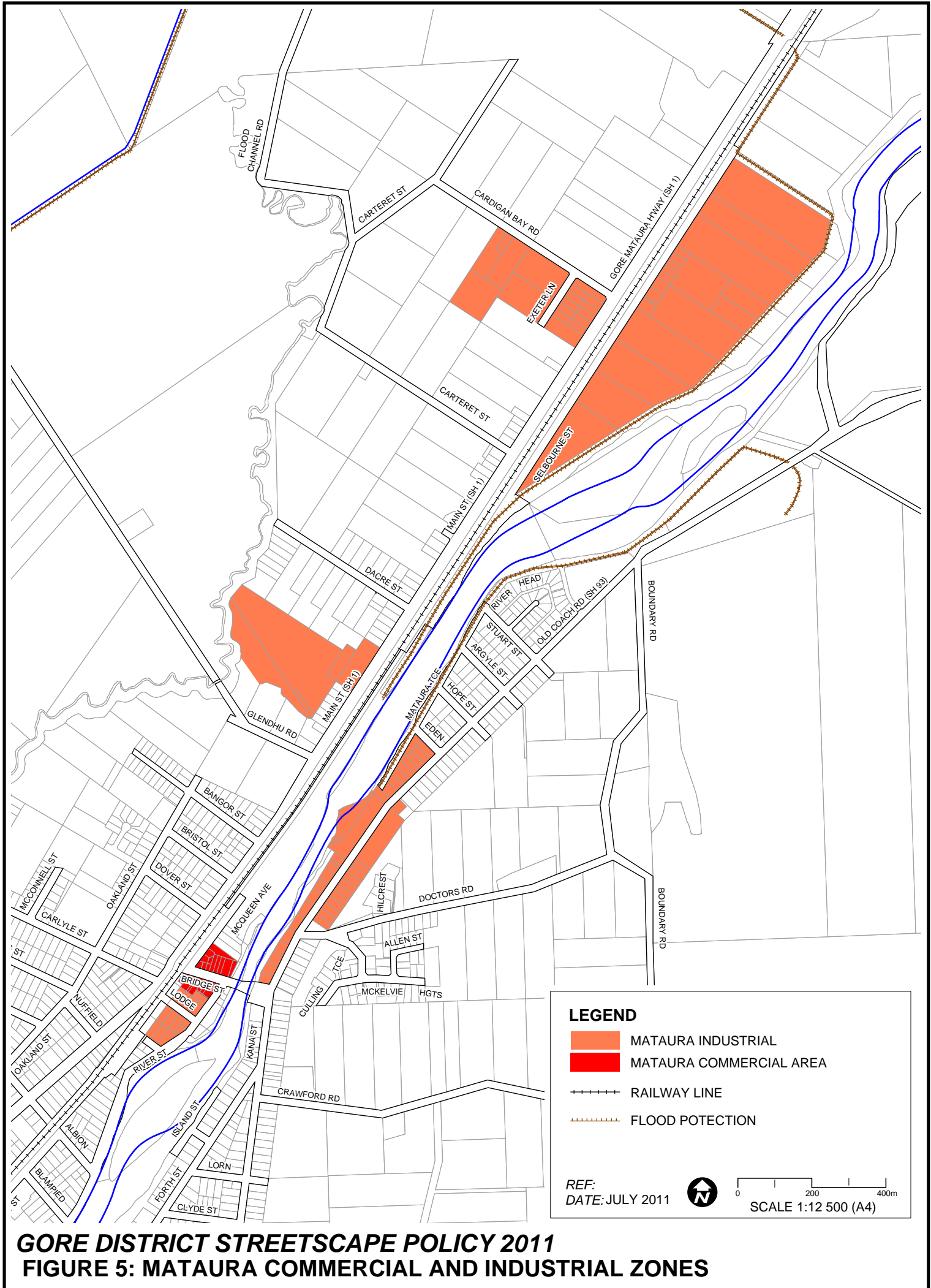
In its early years, Mataura was a significant industrial town, with a paper mill and freezing works providing employment. The closure of the paper mill and a down-sizing of the freezing works labour force have resulted in a declining population in the town. The current Mataura Community Board is looking at initiatives to reverse this trend.

Figure 5 shows the commercial and industrial areas of Mataura.

#### 3.3.1 Mataura Commercial Area

The commercial area of Mataura is centred on Bridge Street, running from the Mataura River bridge to the railway line. This area is characterised by a number of generally small shops serving the needs of local residents and through traffic. Many of the shops are currently vacant. However, the owner of these shops has over recent years, been undertaking upgrade work in an attempt to revitalise the area.





**GORE DISTRICT STREETSCAPE POLICY 2011**  
**FIGURE 5: MATAURA COMMERCIAL AND INDUSTRIAL ZONES**

Bridge Street is also a state highway, with State Highway 93 connecting Matura and Clinton. As a consequence, heavy traffic passes through the main commercial area to the detriment of the amenity. The proximity of shop fronts to the carriageway exacerbates the impacts of the through traffic. One option to overcome this impact is to divert heavy traffic to and from the south along an alternative route such as River Street and Albion Street. This would also assist in resolving some of the traffic safety issues that are present on that portion of Bridge Street between the railway line and State Highway 1. Particular concern arise with regard to large vehicles wishing to turn right from Bridge Street onto the highway.

The Matura commercial area also includes the public library situated on the corner of Bridge Street and McQueen Avenue, with the Community Centre adjacent to the library in McQueen Avenue. These are important community facilities and a focal point for the town.

Until such time that the large number of empty shops in Matura are leased and occupied it is considered difficult to obtain a sustainable revitalising of the Matura commercial area. New public toilets are required and provision is needed for formal school and public transport bus stops and for heavy truck and trailer parking in order to encourage people back into the area. Where such facilities should locate is an issue requiring consideration and action.

The railway runs parallel to Main Street (State Highway 1) and these features provide a significant barrier that divides this part of Matura. On the opposite side of the highway to the commercial area is a service station and hotel. There is some pressure from developers to allow an expansion of commercial activities in this location.

**Policy 8 Within the commercial area of Matura, the Council will:**

**(a) Encourage:**

- (i) Buildings to be located to the front property boundary and an absence of blank walls where practical.**
- (ii) Provision of verandahs along the street and/or building frontage.**
- (iii) Creation and use of shared service lanes to provide access to the rear of buildings.**
- (iv) Provision of cycle racks for use by staff and customers.**

**(b) Require:**

- (i) Minimising of the number and width of vehicle accesses to properties along frontages within the commercial area.**
- (ii) Screening of outdoor goods and waste storage areas.**

**(c) Prohibit skateboards, rollerblades, scooters or similar forms of recreational mobility.**

**(d) Provide:**

- (i) An environment of moderate amenity value for shoppers, including footpaths of a width commensurate to pedestrian numbers.**



- (ii) Short term parking for vehicles along the street edge.
  - (iii) Effective lighting during hours of darkness.
  - (iv) Rubbish bins for use by shoppers, but not commercial businesses.
  - (v) Toilets for use by shoppers and travellers passing through the town.
- (e) Investigate:
- (i) Options for improvements to the amenity of the Mataura commercial area.
  - (ii) Additional areas that could be zoned for commercial use.
  - (iii) Provision of new public toilets.
  - (iv) Facilities for the parking of heavy vehicles and trailers.

### 3.3.2 Mataura Industrial Areas

In Mataura, industrial activity is centred upstream of the Mataura River bridge, with the Alliance meat processing plant on the western side and the former Paper Mill on the eastern side. These large buildings dominate the local landscape. So too do the parking areas immediately adjacent to the State Highway associated with the Alliance plant worker parking area and the Mataura swimming pool.



- Policy 9** Within the industrial areas of Mataura, the Council will:
- (a) At the time of subdivision or redevelopment, require provision of landscaping to enhance the visual appearance of a site where properties adjoin arterial roads and residential areas.
  - (b) Encourage all land owners to undertake work on their land to improve the appearance of the streetscape in that locality.

- (c) **Assess options for enhancing the appearance of legal roadways and in consultation with adjoining property owners undertake works, with priority given to arterial roads.**

### 3.3.3 Mataura Residential Areas

Residential areas in Mataura tend to be separated from commercial and industrial activities. Worker accommodation provided the need for residential development in Mataura. With the closure of the Paper Mill and a reduction in worker numbers at the meat processing plant demand for residential land in Mataura has been low for a number of years. The flood prone nature of much of the township has exacerbated that trend. The town is therefore characterised by older housing stock, predominantly on quarter acre (1,012 square metres) sections originally created when the town was first surveyed. With rising expectations of future large scale industrial development utilising lignite resources south of Mataura, it is anticipated that the role of Mataura as a housing area for workers will be reignited.

The layout of streets in the residential area of Mataura differs from Gore. Streets are generally wider, with less frequent use of curbing and channel, and less roadside planting. This Streetscape Strategy encourages the community to have input into the form and layout of their roads in the future.

State Highway 1 divides the main residential area to the south of Mataura and is characterised by a very wide carriageway that creates a significant barrier for pedestrians and cyclists to cross. It also creates an open environment encouraging drivers to exceed the posted 50 kph speed limit. Council recognises the important role of the road as part of the state highway network, but also the need to assess options to create an area of high amenity and to enhance safety to all road users. North of Mataura on the state highway this could include the construction of a lane parallel to the highway to provide safe access to adjoining land.

**Policy 10 Within residential areas of Mataura, the Council will:**

- (a) **Seek to provide a high level of amenity.**
- (b) **Having regard to the functions of streets, give as much priority as practical to non-motorised forms of transport.**
- (c) **Create pedestrian environments residents feel safe using, including allowing children to use the road environment.**
- (d) **Ensure lighting creates a safe environment during periods of darkness, without undue glare beyond the locality.**
- (e) **Manage traffic movements and speeds on any street so that they are commensurate with the function of that street and appropriate for the environment.**
- (f) **Consider restricting overnight parking by large commercial vehicles where this creates an adverse effect within the locality.**
- (g) **Encourage the design of new residential subdivisions to:**
  - (i) **Create attractive and interesting living environments.**
  - (ii) **Enhance movement by pedestrians and cyclists.**

- (h) Restrict the use of mountable kerbs to only those locations where they are required for use by turning vehicles, such as in small cul-de-sacs.**
- (i) Control the construction of garages to avoid reverse movements by vehicles directly from or to footpaths.**
- (j) After appropriate consultation, undertake traffic calming works to reduce the speed and volume of traffic along those roads where it is appropriate.**
- (k) Maintain footpaths and roads to a standard that is safe and appropriate for the number and range of people that use them.**
- (l) Provide roadside planting in residential areas as opportunities arise, such as when sealing renewals or service upgrades are undertaken.**
- (m) Work with the New Zealand Transport Agency to improve the amenity of Main Street and create a safe environment for all road users, while at the same time retaining the function of the road as a through route.**

### **3.4 Issues In Other Towns**

All land in the townships of Waikaka, Mandeville and Pukerau is zoned “rural”. This reflects the mixture of residential, light industrial and commercial activities that take place in these towns.

Historically these towns have functioned as rural service towns and places of retirement for farming families who have lived in the area. With improved transport over time and a trend towards centralisation by retail and servicing businesses into Gore, the role of these towns has reduced. However, their role in servicing the people of their local districts is still important and is recognised.

Mandeville has evolved as a hub for heritage activities, focused on aviation and rail. This sets itself aside as from most other rural towns and provides it with an opportunity to develop a distinctive character.

Waikaka is reticulated with sewerage, whereas Mandeville and Pukerau are not. The Council recognises that in the mid-term, reticulation of all these towns will be required, for health reasons and to facilitate continued growth and development.

State Highway 1 passes through Pukerau and State Highway 94 passes through Mandeville. While the through-route function of these roads requires recognition the traffic volumes that result provide opportunities for development of these towns to take advantage of their strategic locations.

Other than within the heart of Waikaka there are no sealed footpaths or kerb and channelling of roads. The perception has been that this is the way the people want it. However, consideration is now required as to whether that should continue, and if it is the wish of these communities to provide for a higher level of service and amenity in the future then planning for it and implementation should now start.



Mandeville

Waikaka

Pukerau



**Policy 11** Within the townships of Waikaka, Mandeville and Pukerau the Council will:

- (a) Encourage:
  - (i) Commercial and industrial developments to locate within particular areas that are suitable for such development.
  - (ii) Provision of landscaping where industrial properties adjoin arterial roads or residential areas to enhance the visual appearance of the site.
  - (iii) All land owners to undertake work on their land to improve the appearance of the streetscape in that locality.
- (b) Investigate the need for infrastructural servicing and whether such servicing should be provided.
- (c) Assess the appropriate means of providing for future growth and development in each township and changes that could occur to Council documents and plans to provide for that.
- (d) Assess the desirability of providing sealed footpaths, together with curb and channelling in areas of high pedestrian and vehicle use.
- (e) Provide street lighting at an appropriate standard to ensure safety of residents within the townships during periods of darkness.