

# Central City Transformation Plan



PREPARED FOR  
The Urban Design Manager City Transformation Group Hutt  
City Council (HCC)

APPROVED BY  
Hutt City Council

DISCLAIMER  
The views expressed in this document have been developed  
in collaboration with stakeholders and regulatory bodies and  
take the longer term view towards the future of Hutt City's  
central area. Implementation of significant projects is  
expected to involve further consultation with community and  
affected parties.

CONSULTANT TEAM  
McIndoe Urban, Urbacity, GHD, Ian Bowman.

Supported with advice from HCC, GWRC, Wellington Water,  
HNZC, NZTA, Regional Public Health, Healthy Families, Urban  
Plus Ltd, Heritage NZ, Blue Rocket Consulting, Abley, Stafford  
Strategy, Stuart Niven Urban Design, Public Voice, and Space  
Syntax UK.

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# Executive Summary

## EXECUTIVE SUMMARY

Lower Hutt has a unique provenance as the site of New Zealand's first European settlement. Its identity is diverse with sites of Maori significance, early 19th and 20th century habitation patterns, and natural landscapes comprising hills, sea and river. The central city of Lower Hutt occupies a river-front location but does not engage with this natural asset. Planned development of the river corridor (Riverlink) will partly address this issue, while the Central City Transformation Plan (Transformation Plan) seeks to fundamentally connect the river with a revitalised mixed-use core.

Forming part of the Wellington metropolitan area, Lower Hutt is the second largest city in the Wellington region (and seventh largest nationally), however its centre does not offer a comparable level of amenity or service. With very low levels of inner city living, a largely vehicular-based environment and a poorly defined, dispersed core, the centre does not provide a setting that attracts people, investment or high levels of economic activity. The close proximity of Petone's heritage-oriented centre competes with Lower Hutt's centre and necessitates a strategy built on the central city's point of difference.

Significant planned regional infrastructure initiatives (road and rail) that form part of Riverlink will fundamentally change the dynamics of accessibility into the central city. Reconsideration of bus services and the bus interchange location will also help trigger changes in the way people use the centre.

The Transformation Plan integrates with the Riverlink project and establishes a comprehensive strategy for the

coordinated development and design of Lower Hutt's central city and immediate environs. It reflects community aspirations for the future of the area, helping to guide development, build consensus and provide clarity to private interests and public sector bodies. Specifically, it recommends a direction for development according to a spatial framework and set of key principles in order to provide both expression and definition of the various Hutt City Council (HCC) Strategies, Plans and Vision as well as local stakeholder aspirations.

The Transformation Plan has been developed in accordance with nine spatial planning principles and within the integrated framework provided by the various Transformation Plan strategies such that the Transformation Plan achieves:

1. A step-change in central city accessibility, way-finding and overall townscape quality.
2. A central city that fully engages with Hutt River, shifting the river towards the new centre of gravity rather than consigned to an outer edge.
3. A coherent urban form and streetscape of clearly defined, permeable blocks, reconciling the northern commercial area with the southern core.
4. An authentic central city experienced through enhanced cultural expression of both Maori and later settlement patterns and stories.

5. An intensified, improved retail network that is more closely contained within the southern core enlivened by new east-west links, transport connections and a street-based mall offering.

6. A new east-west laneways structure offering an intimate, quality pedestrian experience distinct from the primary street network.

7. A new residential offering enabling a range of opportunities for living in the centre. Leveraging off high value landscape edges and creating a positive street interface with the eastern housing fringe.

8. An activated and enlivened urban riverfront, visible and accessible to all and well-connected back into the city's commercial core.

9. An enhanced southern city gateway that creates a quality city entrance, simplifies access and makes the most of the civic gardens and river boundaries.

10. An improved Civic Precinct setting that removes barriers and brings the civic functions into contact with the commercial core.

## KEY FINDINGS

### 1 Transformation Plan Principles

The baseline analysis and engagement with stakeholders has resulted in the identification of a set of nine key principles that will inform the future Transformation Plan. Each principle is explained at section 8.7 of the report. These are:

Principle 1. Consolidate the City's Core

Principle 2. Turn to Face the River

Principle 3. Residential Frame

Principle 4. A Highly Legible Route Between the Two Bridges

Principle 5. Transverse (East-West) Links

Principle 6. A Park-Like Extension to the Civic Precinct

Principle 7. North Central

Principle 8. Leafy Suburban Fringe

Principle 9. Gateway Experiences

## 2 Multi-Cultural Identity

Lower Hutt has a diverse history that includes Maori habitation patterns, European settlement and subsequent communities. Therefore a story that transitions across time reflecting diversity in city development is needed.

Engagement with Taranaki Whanui highlighted a lack of Maori cultural expression within the City Centre including along the river (Te Awakairangi). Future planning should address Maori principles of: Mauri (life force); Wairua (spirit); Tapu (sacred); Oranga (support, protect, provide); Rangatiratanga (leadership, self determination); and, Manaakitanga (enabling quality of life). Opportunities exist to provide design expression within Riverlink and to enrich the Transformation Plan through layers of information on signifiers of place (Po).

Lower Hutt went through considerable growth in the period following WW2 and in the late 1940s, 50s and early 60s Lower Hutt was at the forefront of architectural development in New Zealand, adopting the Modern Movement style. The council was the first in New Zealand to employ a town planner (R D H Hill) and a complete rejuvenation of the central city was initiated.

The Transformation Plan seeks an authentic expression of its history to provide a clearer sense of identity and rationale for planning initiatives.

## 3 Economic Vibrancy and Development

Economic Implications for the Transformation Plan have been assessed and underpin a strategy for economic renewal.

The central city has lost 1,700 employees since Making Places (2009) and population growth has continued to be modest. The Transformation Plan will need to specify how growth will occur, and the initiatives to be employed that will result in this growth facilitating central city renewal.

Making Places suggested that the central city should become a “hive of residential, employment and commercial activity.” It did not specify what actions would achieve this goal other than describing the settings that would enable this to happen. These did not exist in 2008 and do not exist today. At present, developer interest in the Hutt is low. Most developers do not consider the Hutt a development market (other than refurbishment) and are generally not aware of the future dynamics of that market as a consequence of Riverlink.

Developers observed the poor-quality retail offer in the central city and its effect on the ability to develop apartments. Queensgate was seen as a problem in terms of its effect on the vitality of the street scene, which they consider as a necessary pre-condition to housing demand and sales values. (Statistics indicate that over time Hutt central city has lost economic capacity as a consequence of the dominance of Queensgate). Council should establish a targeted marketing and awareness program around development in the Hutt, linked to possibilities around Riverlink, which is seen by most developers as a potential game changer.

## 4 Major Planned Infrastructure

Lower Hutt and particularly its City Centre will benefit from a number of major and inter-related initiatives planned to occur over the next 10-15 years. To capture this benefit the Transformation Plan will identify how the proposals integrate with the urban structure and movement systems of the centre, and the opportunities to form connections with future economic hubs including new inner city living along the river edge.

Riverlink is a complex multi-party infrastructure project involving Greater Wellington Regional Council (GWRC), NZ Transport Agency (NZTA) and Hutt City Council (HCC). Each party will deliver various components of Riverlink requiring a high degree of coordination and integration of design and implementation.

At the time of writing, NZTA were reviewing three new bridge alternatives to connect the City Centre to a new SH2 interchange. Of these, the option aligned with Queens Drive offers greater benefit to the centre, supporting compaction of the core, generating more legible movement patterns and supporting economic vibrancy.

GWRC will coordinate the river flood protection works that will create new river bank topography and including to the interchange areas. To enable the new interchange it is necessary to relocate Melling Station further south on the Margaret Street alignment, requiring a new pedestrian bridge to be built by HCC. Various mixed-use development opportunities exist to both west and east banks.

## 5 Planning Regulation and Strategies

A comparative assessment of the Hutt City Council District Plan and the various city strategies including Making Places (2009) was undertaken in relation to the CBD Vision 2030. A number of important findings are described in section 6 that the Transformation Plan will influence through District Plan (DP) Changes.

A feature of the DP that deserves scrutiny involves the boundaries between permitted building heights and activity types that typically correspond to streets. While this makes the DP legible, it can produce a less coherent public realm where one side of a street has a different character from the other. Examples include Bloomfield Terrace and Cornwall Street, where the thresholds between “Core”, “Residential Transition” and “Residential” produce a bifurcation of the street in terms of scale and function.

Queensgate is something of a “blind spot” within policy and strategy provisions. The DP absorbs the shopping centre within a larger commercial “Core” and in its present format detaches itself from its surroundings. Without more targeted planning objectives, Queensgate is likely to remain an autonomous entity that contributes little to the physical, social and commercial fabric of the central city.

Regulation controlling the Commercial Core area allows a range of commercial activities at the ground level. Whilst this assists the low value of retail and lack of demand, stricter adherence to the Central Commercial Activity Area Design Guide would enable better street-level quality and vibrancy especially for non-retail functions.



PART 1

# A INTRODUCTION

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# 1 About the Transformation Plan

## 1.1 Introduction & Background

The Central City Transformation Plan (Transformation Plan) establishes a comprehensive strategy for the coordinated development and design of Lower Hutt's central city and immediate environs. It reflects community aspirations for the future of the area, helping to guide development, build consensus and provide clarity to private interests and public sector bodies. Specifically, it recommends a direction for development according to a spatial framework and set of key principles in order to provide both expression and definition of the various Hutt City Council (HCC) Strategies, Plans and Vision as well as local stakeholder aspirations. Initial engagement with community, Iwi, developer, and regulatory stakeholder groups is described earlier in Part 1 and further consultation on the CCTP is described in Part 2.

The Transformation Plan updates Hutt CBD - Making Places 2030, a design framework developed in June 2009. The current plan process has reviewed the proposals within Making Places in light of present day conditions, updated the status of the various projects and taken forward those aspects of Making Places still relevant today.

Hutt City Council (HCC) commissioned McIndoe Urban in late 2017 to prepare the Transformation Plan supported by Urbacity (economic advice), GHD (access and movement) and with heritage advice from Ian Bowman. This project is presented in two parts - Part 1 includes a baseline analysis of the study area. This identifies issues, constraints and principles, including a comparative assessment of existing HCC documents. Part 2 develops the final Transformation Plan including strategies for managing growth and change.

## 1.2 The Plan Boundary

The Lower Hutt Central Commercial Area as defined in the operative District Plan forms the core of the study area. The immediate environs of this core area were evaluated as part of a boundary review, resulting in the proposed central city + environs Transformation Plan boundary at Figure 1.1 opposite.

The central city commercial area plan boundary comprises some 56Ha that includes the Civic and Riddiford Gardens. In addition, the plan includes the zone of land between the western banks of the Hutt River and State Highway 2 (SH2) that is envisaged to accommodate the new Melling Station (potentially to be known as Hutt Central Station) and associated development, two new pedestrian bridges and the planned SH2 Interchange and vehicular bridge. To the east of the centre along Cornwall Street a narrow zone of medium density housing is identified to mediate between the traditional suburban areas and the central city.

## 1.3 Purpose & Objectives

In summary, the Transformation Plan:

- Defines the development and design context for Lower Hutt City Centre and its immediate environs
- Acts as a frame of reference for both public and private sector that can inform negotiations over development, infrastructure and change
- Provides a framework which expresses the desired spatial form and structure of the area
- Identifies the important physical/spatial components across the area with suggestions on how these might be changed, adapted, or retained
- Provides nine overarching principles to guide the plan
- Identifies areas of special focus where significant change is anticipated and provides conceptual development proposals to ensure the potential of the area is captured and managed effectively
- Integrates the planned Riverlink proposals with the city centre and western river bank area
- Is informed by community, Iwi, developer/investor and officer input to ensure a robust approach to the centre's future
- Assists HCC to identify the potential for housing growth, co-ordinate development pressure, assess development proposals, and identify public realm improvements.

## 1.4 Structure & Outputs

The Transformation Plan is structured as follows:

### Part 1

#### A Introduction

Introduces the Transformation Plan setting the context, study boundary and overall purpose of the document.

#### B Understanding the Place

Sets out the wide range of physical and economic analyses undertaken including the movement systems and statutory planning context.

#### C Engagement Outcomes

Presents the findings from a range of consultation with Officers from HCC, GWRC, Wellington Water and NZTA and from workshops with stakeholders including community, Iwi (Taranaki Whanui), and developers/investors.

#### D Constraints and Key Principles

Summarises the principal physical/spatial constraints to the study area and proposes nine key principles to guide the future plan.

### Part 2

#### E The Plan

Introduces the Transformation Plan and its elements, identifying the key plan proposals.

#### F Moving Forward

Details individual project initiatives to realise the plan and sets out the broad parameters for implementation.



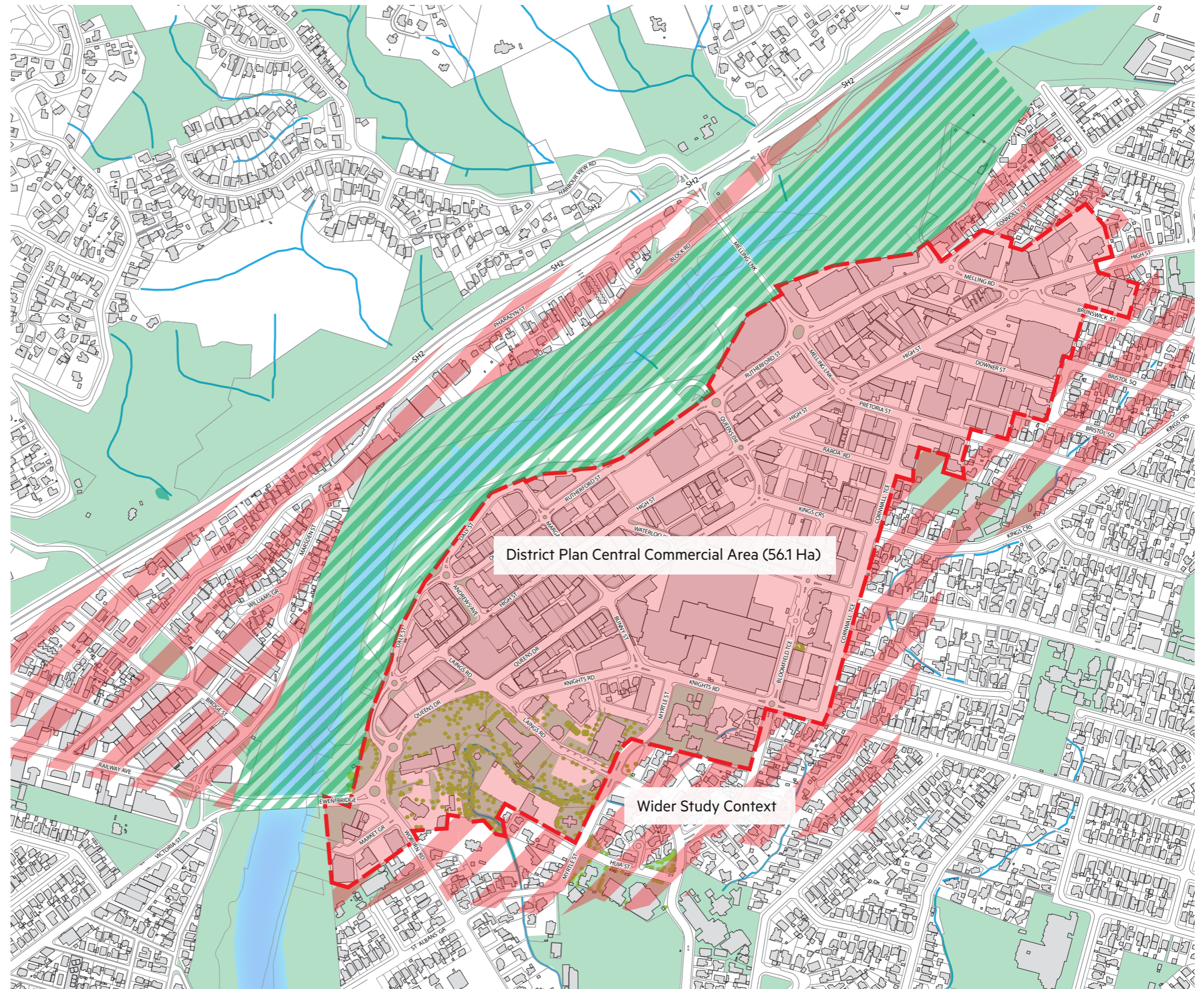


Figure 11: Transformation Plan Study Area

## 1.5 District Plan Activity Areas Context

Hutt City Council's Operative District Plan (DP) includes provisions that describe activity areas across the city. Those that apply to the City Centre (Central Commercial Area) and its immediate environs are shown in Figure 1.2. Detailed analysis of the DP is provided at section 6.

The predominant activity is Central Commercial that provides a permissive approach to development, allowing a wide range of permitted activities, including commercial, residential, entertainment, cultural and civic. The intention is to create an attractive and vibrant place and, as the Plan says, not just a CBD. Reconciling incompatible activities (e.g. service station, light industrial) has been considered through the creation of Precincts and a northern Commercial Precinct is identified as distinct from the Core Precinct. The reality on the ground is less marked and there is a blending of development types along High Street, Raroa Road and Queens Drive.

The Plan includes a General Recreational Area at Civic/Riddiford Gardens with a Heritage overlay. This area borders the southern end of the City Centre study area and provides a full stop to commercial activity. This transition is less clearly demarcated on the ground with a mixed setting around the Laings Road / Knights Road corner. River Recreation defines the western city edge. Elsewhere the boundaries to the central city are contained by General Residential Areas clearly distinguishable along the different sides of Cornwall Street or in the abrupt transitions (commercial to residential) along Pretoria Street. The Operative District Plan also includes a Medium Density Residential overlay to areas around the centre.

At the time of writing, Plan Change 43 (PC43) was being consulted upon (submissions closed 9th March 2018). It proposes targeted areas for housing intensification as either Suburban Mixed Use or Medium Density Residential. The Lower Hutt CBD Edge was initially identified in a supporting study by Jacobs for development of up to 10m / 3 storeys. However, this area was been removed from the consultation version and did not form part of the council's proposals. The Transformation Plan will further review the suitability of housing at the central city edge in Part 2 of the report

The Central Commercial Activity Area is described in the District Plan as a series of Precincts. Analysis of the city centre is presented throughout this Part 2 report and observes:

**Core** - this area covers the larger portion of the City Centre and presents a wide variety of activities and development types from the comprehensively planned internal Mall (Queensgate) to car sales yards, supermarkets, office buildings and independent retailers.

**Riverfront Core** - a narrow and tightly defined area along the river corridor including Daly Street. At present the area has weak townscape definition and does not optimise its river edge setting and includes generally low grade commercial space.

**Riverfront Commercial** - bounded by the river corridor and Rutherford Street. Currently includes large format,

car-oriented retail with poor townscape outcomes.

**Commercial** - currently a large area of low-grade commercial/light industrial activity with interspersed smaller retail. Dominant car-based character with visible on-site parking and servicing areas to street edges.

**Residential Transition** - running along the eastern interface with General Residential areas (Cornwall Street). A generally commercial environment prevails with low-grade development of mixed character and weak streetscape interface that creates a poor relationship with existing housing opposite.

The General Commercial areas along Queens Drive and the southern end of Knights Road exhibit a poor interface with the General Recreation Area to the south, resulting in an abrupt transition between commercial and civic character. The District Court exacerbates this sense of a barrier. The Stevens Grove/Knights Road block may benefit from a deliberate extension of the Civic Gardens character to towards the Commercial Core.

General Residential with Medium Density Residential overlay along the eastern edge of the Commercial Core/General Rec (e.g. Bristol Square, Myrtle Street, Woburn Road) exhibits developed, mature housing areas, some with an older character from the early 1900s. Higher density multi-unit or rear infill is appearing across the whole area (see Fig 3.2) making efficient use of the proximity to City Centre.



District Plan Precincts

**ACTIVITY AREAS**

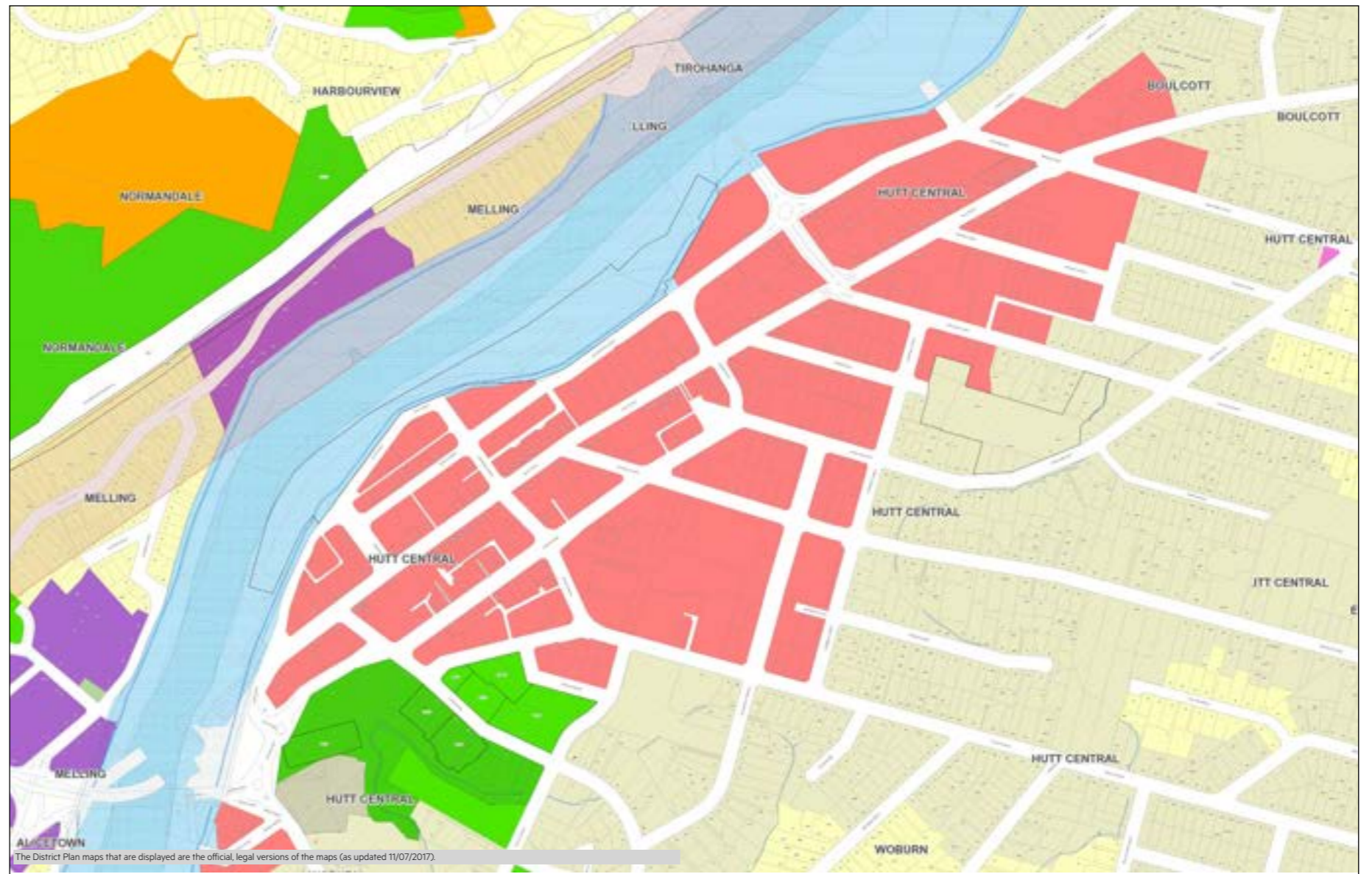
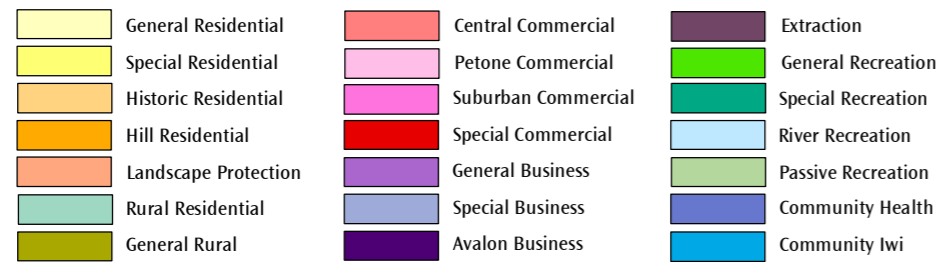


Figure 12: District Plan Activity Areas



# B UNDERSTANDING THE PLACE

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# 2 Urban and Spatial Structure

## 2.1 Origin of the Central City Street Pattern

This study shows how Lower Hutt's present-day form has been shaped by historical development patterns. Six street plans have been compiled, using old maps and aerial photographs. These diagrams depict the city at approximately 20-year intervals between 1909 and 1995. During a century of growth, Lower Hutt has been transformed from farmland to New Zealand's seventh largest city. The pace and direction of change can be read from the increasingly intricate street pattern and from the colours on the plans. Light blue indicates areas that are still undergoing change. Dark blue identifies streets and blocks that have acquired their current size and shape.

### 1909

In 1909, Lower Hutt was a village on the eastern approach to what is now the Ewen Bridge. Business premises hugged High St, which ran parallel to the river and provided access to the north. Continuous cross-valley routes such as Waterloo Rd and Pretoria St were already in place. Otherwise, there was very little connectivity between the widely-spaced country roads. Apart from High St and Kings Crescent, there were no "north-south" streets running up and down the valley.

### 1922

Just thirteen years later, the plan looks very different. A much finer network of streets has appeared, and several areas already have their current block pattern. These changes accompany the subdivision of land into suburban

residential lots. However, although the changes are extensive, it is clear that no overall plan exists. New streets are introduced in a piecemeal fashion, with only pockets of order such as the uniform block widths between Raroa Rd and Knights Rd or the symmetrical relationship of Downer St and Bristol Square. This ad hoc arrangement is very different from the formally-planned "garden suburbs" being laid out along the eastern side of the valley.

Cornwall Street and the start of Bloomfield Tce represent an early attempt to improve north-south connectivity. However, the plan remains strongly directional. Most streets run east-west and terminate at High St, which still provides the only direct route up and down the valley. Towards the river, the western side of High St remains undeveloped.

### 1941, 1958

The next 20 years are a period of stasis, corresponding to the Depression and the start of World War II. However, by 1958 the pace of change increases again, and approximately half the study area has acquired its present street layout. The area between Pretoria St and Knights Rd is now fully subdivided as residential lots. Within the town centre, the most dramatic intervention is the addition of Queens Dr - the first real alternative to High St for north-south travel. New blocks also appear on the western side of High St, towards the river. Together with the advent of Queens Dr, construction of Andrews Ave, Daly St, Dudley St and

Margaret St creates a tight commercial grid centred on High St. With its distinct scale, "grain" and orientation, this street pattern is easily distinguished from that of older residential blocks to the east.

### 1977

By 1977, Lower Hutt's street system appears fully evolved. Extensions to Myrtle St and Bloomfield Tce increase permeability on the eastern side of the town centre. Rutherford St has a similar effect on the western side of High Street. Approaches to the Melling Bridge are streamlined. This includes the continuation of Queens Dr across High St.

### 1995

During the next 20 years, there are only two significant developments. One is the construction of the Melling Link. This offers direct access between Melling Bridge and Pretoria St. The other notable change is the aggregation of blocks bounded by Waterloo Rd, Bloomfield Tce, Knights Rd and Bunny St to form the site of Queensgate. The shopping centre reverses a 50-year trend towards greater permeability within the central city. The resulting "superblock" bears no resemblance to the finely scaled High St grid. In terms of size and orientation, Queensgate is more like a rural parcel of land. In a sense, this portion of Lower Hutt's street plan has reverted to its pre-urban 1909 configuration.

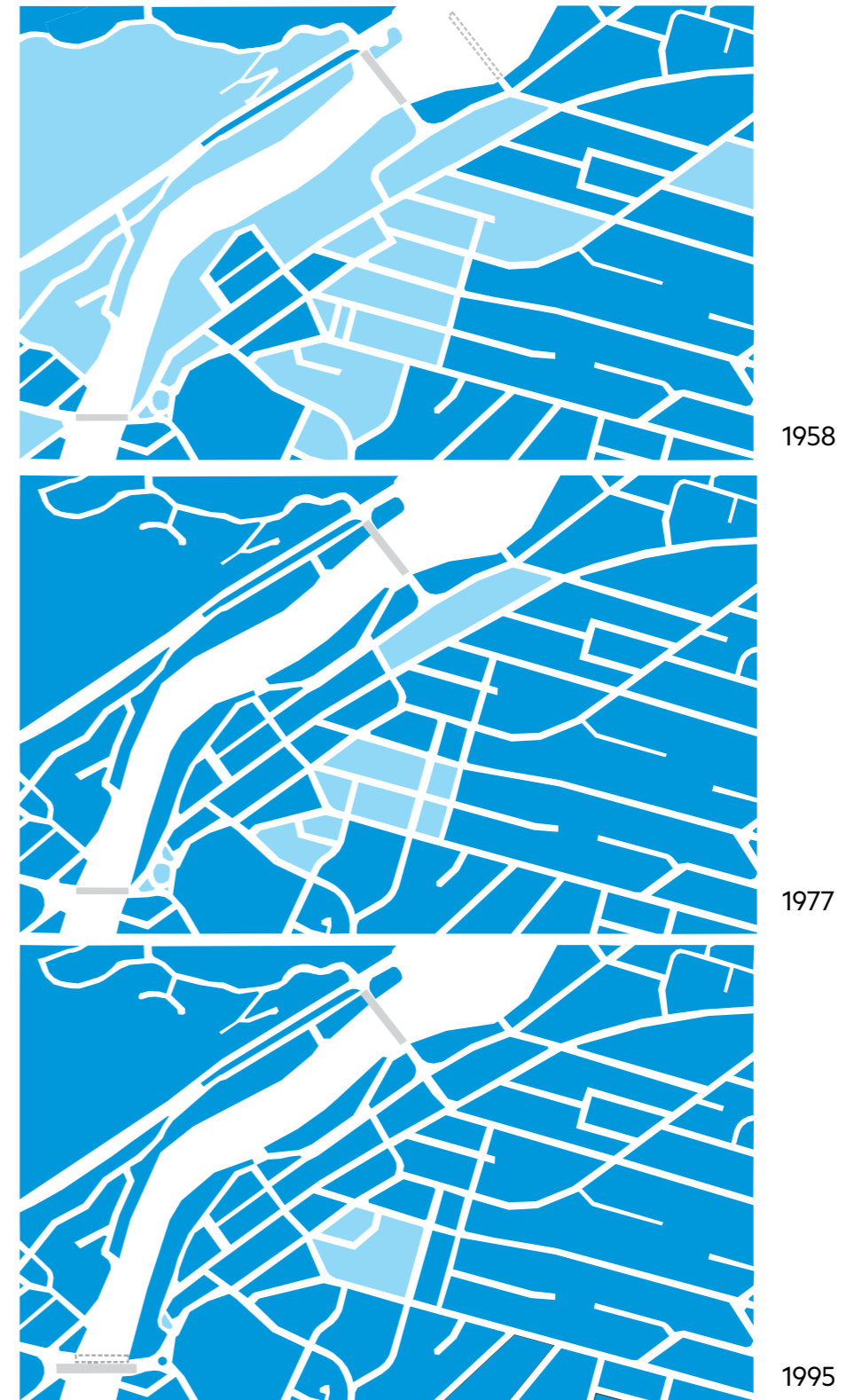
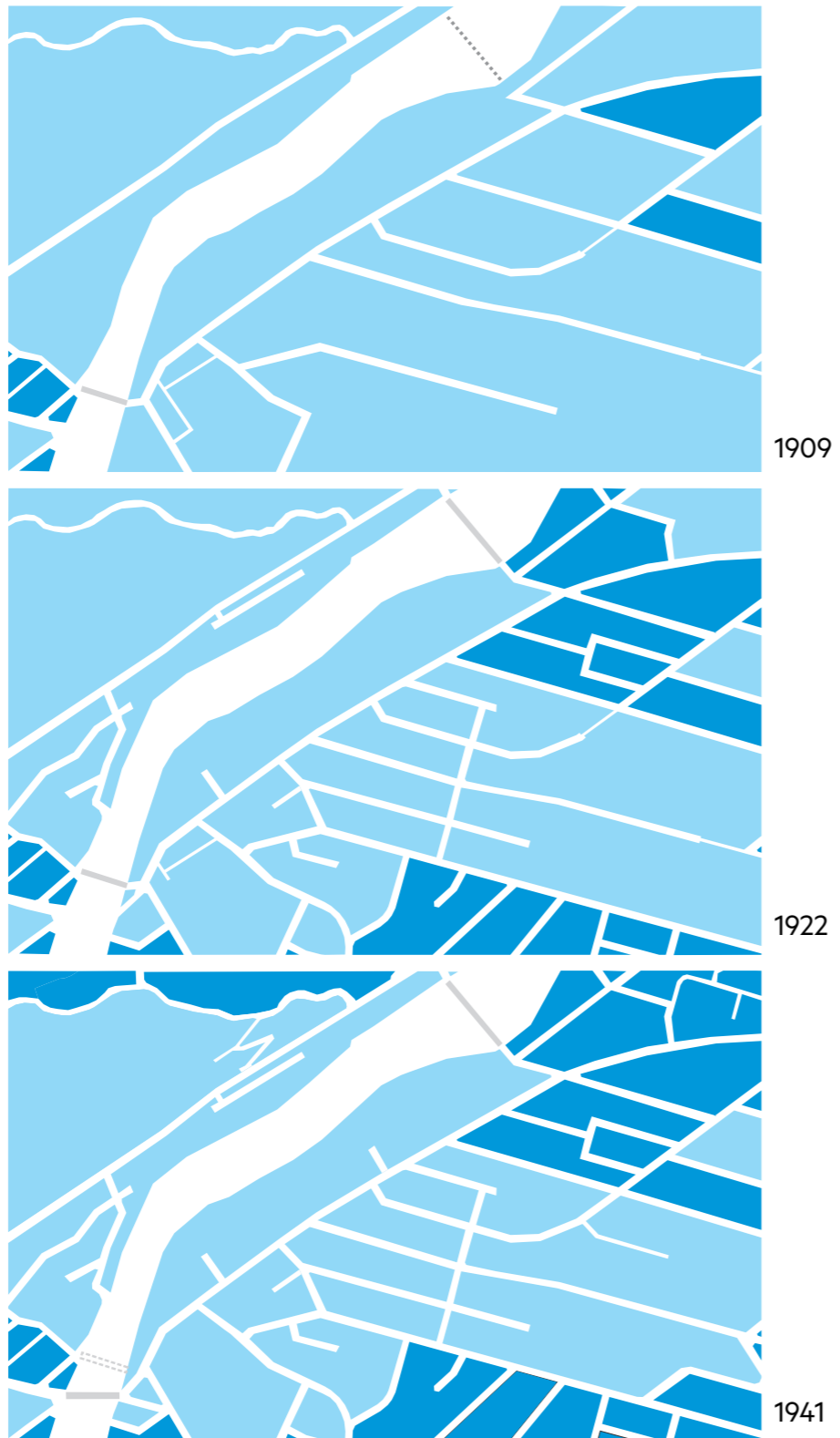


Figure 2.1: Historic Development Patterns

Another series of diagrams (Figs. 2.2, 2.3) shows the origin of Lower Hutt's skewed streets. During the 1840s, New Zealand Company surveyors subdivided the valley into 100-acre farms. Property boundaries (and future roads) were fixed by two sets of parallel lines. However, these lines did not intersect at right angles, as they would in a conventional cadastral plan. Instead, the grid was skewed, and the two sets of lines described a series of giant parallelograms.

This Geometry reflects the line of the western hills and the Wakefield St / Whites Line boundary with Petone. However, within today's central city, the parallelograms appear somewhat arbitrary. One set of lines approximates the course of the Hutt River, because this section of the waterway follows the western escarpment. But the transverse boundaries seem curiously out-of-place.

Over time, each set of parallel lines gave rise to a separate orthogonal street pattern. In the west, a single "longitudinal" boundary provided an origin for the High Street grid (Grid A). In the east, four transverse boundaries provided the basis for a coarser but more extensive network of residential streets (Grid B). The two patterns intersect in the Northern Commercial area. Here, the alignment of streets, lots and buildings is particularly complex.

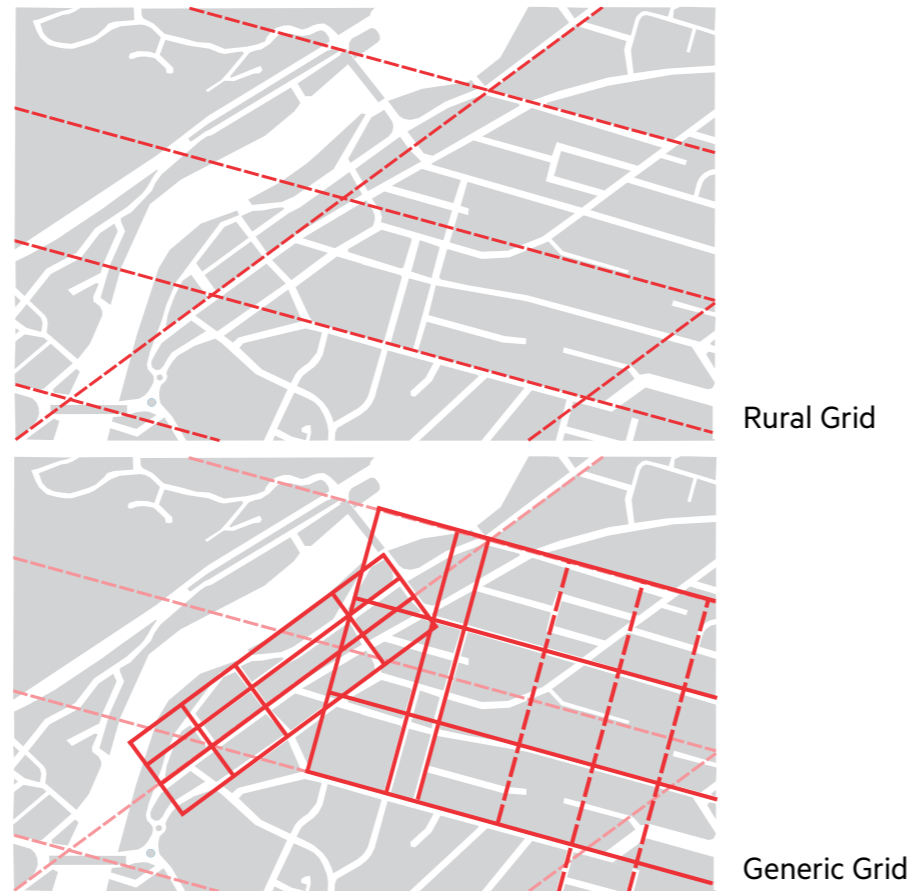


Figure 2.2: Origin of street grid

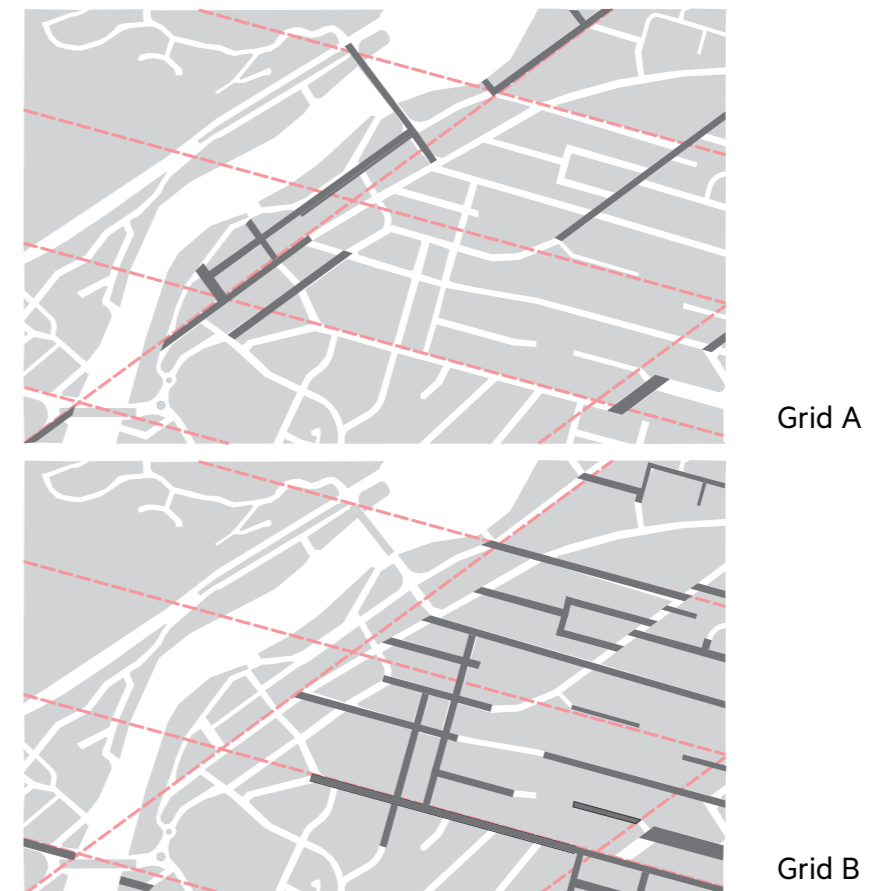


Figure 2.3: Grid elements

Building Orientation



The final series of diagrams (Fig. 2.4) highlights the evolution of a finer, more permeable street grid around High St. This transformation is consistent with escalating property values and intensified land use. Smaller, more regular blocks increase commercial frontage and accommodate densely packed multi-storey buildings. Small blocks are also more “walkable”. In Lower Hutt, the advent of a traditional urban “Core” required the construction of a more intricate street system.

There is much less change in the Northern Commercial precinct. Here, the coarser grain of rural roads and early residential subdivisions suited the advent of industrial sheds, “big-box” retail outlets and expansive car parks.

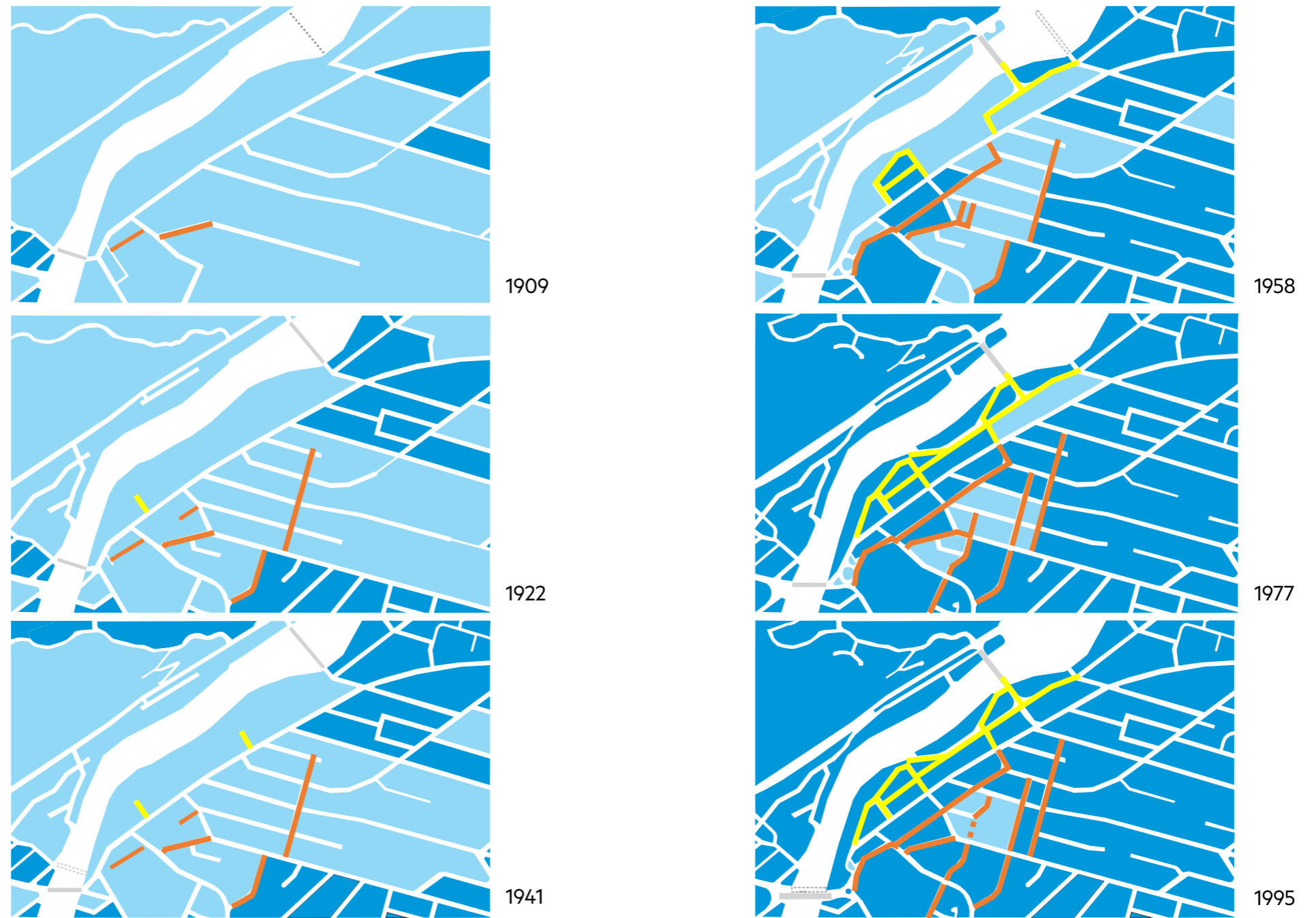


Figure 2.4: Evolution of Lower Hutt's street grid

## 2.2 Heritage

### **Hutt City – the NZ capital of mid-century modern architecture**

The Transformation Plan study area includes a number of heritage assets and listed buildings comprising a combination of residential, educational, religious and commercial structures. Industrial growth in the post war years saw the design and construction of a number of factories, among which are some of the Hutt's most significant buildings, however, these are outside the study area.

#### **Historic housing**

The earliest building in central Hutt is the house at 60 Penrose Street, which was built in 1872 and designed in a simple Neo-Georgian style. Apart from the gatehouse at 75 Woburn Road (1870s) and 132 Kings Crescent (1887) most other houses in the area were built in the first quarter of the twentieth century. A number of these were substantial such as Vogel House and 19 Myrtle Street reflecting the popularity of the area for wealthy and noteworthy residents. The houses were built in styles popular at the time including the Stick, English Domestic Revival, Queen Anne and Italianate and represented the best local and national architects such as Helmore and Cotterill, Frederick de Jersey Clere, Crichton and McKay.

While these house styles and those who commissioned them are not untypical of other cities throughout New Zealand, where Lower Hutt unique is in the consistency of the architecture of the mid-century.

### **Modern Movement in the Hutt**

In the late 1940s, 50s and early 60s Lower Hutt was at the forefront of architectural development in New Zealand. Little building activity during the war and a large influx of returning soldiers after the war saw the need for rapid construction of residential, educational, industrial and commercial buildings in the city. Lower Hutt City Council, led by visionary Mayor, J W Andrews, responded with a large scale building programme and the first non-governmental town-planning scheme. It became the largest non-government developer in the country with the Maungaraki subdivision.

The council was the first in New Zealand to employ a town planner, R D H Hill, and with the Mayor, they planned a complete rejuvenation of the central city, starting with replanning roads and construction of an urgently needed new civic centre. Private and government building owners followed suit, building new office buildings, schools and railway infrastructure.

The style exclusively chosen for these new buildings was the Modern Movement.

Architects who served in the armed forces in Europe were able to study Modern Movement buildings first hand and brought back an enthusiasm and respect for the style. European émigrés such as Ernst Plischke and Freddie Ost, who were already practised in the style, designed buildings in Lower Hutt. Clients of both the New Zealand

and European architects also wanted to express the optimism and confidence of the age, considered a “brave new world”, through the architecture of their buildings.

Setting the scene for the profusion of nationally significant Modern Movement buildings in the central Hutt was the Post Office on the corner of Andrews Ave and High Street. It was built in 1940 and designed by the most influential architect of the time, Government Architect JT Mair.

The next major building project was the Hutt Civic Centre, designed by Structon and King Cook and Dawson and is the jewel in the crown of Modern Movement buildings in the Hutt. This complex was built between 1956 and 1959 and was the only such civic centre to be completed in New Zealand. It was stated at the opening ceremony:

“we are now in the proud position of a city with a focal centre in which a group of magnificent buildings symbolises a highly developed sense of civic pride”.

The siting of the buildings in Riddiford Park was a deliberate decision to create a civic centre within a park environment. The park was created in the 1920s when the Council purchased the area for recreation purposes. It was named after the Riddiford family who donated £9,000 to build a swimming pool in the park. The park was altered when the Council rationalised the roading network by building Queens Drive. The park was expanded east to Myrtle Street in the 1960s in part to ameliorate disquiet



- Key
- 📍 District Plan - Heritage Buildings and Structures
  - District Plan - Heritage Area
  - 📍 Heritage New Zealand (HNZ) listed buildings also DP listed
  - 📍 Heritage New Zealand (HNZ) listed buildings not DP listed

Figure 2.5: Heritage assets

about the land taken for Queens Drive. Andrews Avenue, and Daly, Dudley and Margaret Streets were built to open up the west of the city for commercial development.

Commercial buildings that exemplify the style followed soon after. Gummer and Ford designed the five storey State Fire and Accident Insurance Office in 1956 in Andrews Ave, and Structon designed the four storey CML building in 1957 in Laings Road. The NIMU building on Laings Road, designed by James T Craig, was completed in 1958. Most buildings on the west side of Dudley Street were designed by Freddie Ost in the late 1950s. Within this Modern Movement precinct, is the Structon designed the RSA building completed in 1952.

Although of less architectural quality there are a number of buildings of a similar design style that contribute to the consistency of the Modern Movement style in central Lower Hutt. These include:

- 105 to 137, 204, 215, 217-229 High Street;
- 1-11 Andrews Ave;
- 9 Margaret Street;
- 89, 91-97 Queens Drive.

Non-commercial buildings were also constructed at the time. At the southern end of the Civic Centre is St James Church. This gold medal-winning church was designed by Structon in 1953. It was lauded internationally and the

style of the building was embraced by the Vicar of the time. The simplicity and lack of decoration of the style was compared with Christianity.

“We are not dealing with any soft religion...Christ stands amidst a work-a-day world, in work-a-day clothes, to challenge it in every part to take His Way”.

In 1945 the Ministry of Works designed Hutt Intermediate School, considered then, the most modern in New Zealand. In 1957 Bill Toomath designed a new two-storied classroom block at Hutt Valley High School. Architects Mitchell and Mitchell designed the Lower Hutt Central Fire station, which was completed in 1955 and included residential quarters for the firemen and their families.

The railway line was extended between Lower Hutt and Silverstream in the late 1940s, early 1950s. Railway stations, such as Melling, signal cabins, substations and goods sheds were all designed in the Modern Movement style.

### Key issues for heritage

Given the national uniqueness of the central city's architecture, the following actions are recommended:

- Identify and consider listing significant buildings not currently listed
- Consider listing Modern Movement areas such as Dudley Street, Andrews Avenue and Lower High Street, and the railway group
- Promote and celebrate Modern Movement architecture in the Hutt through the long term plan and annual plan, write website information, organise events, research and publications, create architecture student scholarships to study Hutt City's architecture, the Council become an institutional member of DOCOMOMO, arrange for rates relief for strengthening, repainting and repairs etc. to listed buildings and areas
- Prepare design guidelines for conserving Modern Movement buildings and areas
- Retain Riddiford Park and expand, where possible, e.g. land opposite the Memorial Library
- Implement the conservation plan policies for Riddiford Park (L. Beaumont) which include preparing and following a management plan, managing the park as a cultural landscape with a horticultural emphasis, listing the Park, maintain bedding displays, retaining all significant vegetation
- Restoring a 1950s park landscape design and aesthetic, including rock gardens, rock plants, carpet bedding and patterning.

DP + HNZ Listings



149-151 High St



64 Knights Rd



61 Woburn Rd



132 Kings Crs



2 Queens Dr



155 Waterloo Rd (PC52 proposed for DP Listing)



75 Woburn Rd



19 Myrtle St



Laings Rd - Town Hall



49 Pretoria St



14 St Albans Grove (not DP Listed)

## 2.3 Urban Form Overview

American urban planner Kevin Lynch identified five basic components of urban form: “edges”, “paths”, “districts”, “nodes” and “landmarks”. Lynch used these elements to draw “conceptual maps” of cities and neighbourhoods, i.e. the mental images that people have of the places where they live and work. This construction is telling, because it contains only the most vivid features. Good conceptual maps are dense with remembered elements. Moreover, these components connect with one another in a coherent manner.

When Lynch’s analysis is applied to central Lower Hutt, the resulting map is quite sparsely populated. Features are clustered in just two locations: the High Street/Queens Drive spine and the Civic Centre. From a “Lynchian” perspective, these are the most successful pieces of the central city.

Arguably, Queensgate also contains a district, a node and a weak landmark. However, these features are not all visible from the street. So, it is more difficult to see the shopping centre as an integral part of the central city.

Other parts of the map are completely empty. North of Waterloo Road, the central city lacks any defining features. The area’s only source of urban structure is its arterial roads. Even this is deficient, because Queens Drive’s connection with the Melling Bridge is poorly articulated.

There is another troubling “void” right in the heart of the central city. Within a loosely triangular area bounded by Laings Road, Myrtle Crescent and Knights Road, the only conspicuous feature is a well-travelled vehicle pathway (Knights Road). The triangle provides good sightlines to more “imageable” areas on its perimeter. But, internally, the area has no clear structure. This is significant because – at this point – a more legible urban form would help to connect the central city’s three “districts”.

The central city’s main vehicle routes are not equally prominent. Some routes read clearly, like Queens Drive and Waterloo Road. The latter is enhanced by a lengthy view shaft, which seems to link the two sides of the valley. However, the so-called “Western Access Route” is less distinct, having been cobbled together from High Street, Daly Street, Dudley Street and Rutherford Street.

Elsewhere, pathway duplication causes ambiguity. Bloomfield Terrace and Cornwall Street are easily confused. Similarly, motorists entering Lower Hutt on the Melling Bridge are presented with two equally unattractive “dog leg” connections: one to Queens Drive (via Rutherford Street) and the other to Cornwall Street (via Melling Link and Pretoria Street). The resulting uncertainty further detracts from a section of the central city that is formally and spatially indistinct (see above).

The central city’s strongest features are its edges. Unsurprisingly, the Hutt River presents the most conspicuous boundary. It is encountered locally as a grassed stop bank and, from more distant viewpoints, as a belt of trees that merges visually with the backdrop of the Western Hills. The importance of the riverbank is reinforced by upper and lower pedestrian pathways. These routes lack legible connections to the centre. However, they are memorable because of their north-south continuity and their congruence with other landscape features.

The eastern edge of the central city is less dramatic. Nevertheless, there is a distinct threshold between commercial and residential urban fabric. Frequently, vegetation provides the clearest indication of a change in use. Street trees and leafy gardens tend to stop abruptly, wherever a thoroughfare enters the centre. The Civic Centre also appears verdant, and this substitutes for a residential boundary on the southern flank of the central city.

Aside from riverbank walkways, Lower Hutt’s pedestrian paths are short, fragmented and confined to the High Street district. Few of these routes stretch more than a single city block. For the central city’s urban form to be effective, all three districts need to be linked by legible pathways. Presently, this is not the case. Circuits are lacking; “dead ends” abound; and not one of the paths crosses a district boundary.

The Transformation Plan adds a sixth component to Lynch’s inventory of urban form. Be they view shafts or vistas, visual connections help to structure a city. Lower Hutt’s most memorable vistas are those which encompass Civic Centre landmarks, i.e. the Library and the Town Hall clock tower. Three particular views have been identified in the analysis. However, the district’s open landscape means that civic buildings are prominent from many locations. View shafts on long straight streets provide another memorable feature. In this case, parallel routes create similar pictorial effects. Thus, Andrews Avenue and Margaret Street both frame near views of the Western Hills. Equally, Knights Road and Waterloo Road each offers an extended cross-valley sightline.



Figure 2.6: Figure Ground

Key

- |  |                   |  |            |
|--|-------------------|--|------------|
|  | Edge              |  | District   |
|  | Path (pedestrian) |  | Landmark   |
|  | Path (vehicle)    |  | Vista      |
|  | Node              |  | View Shaft |

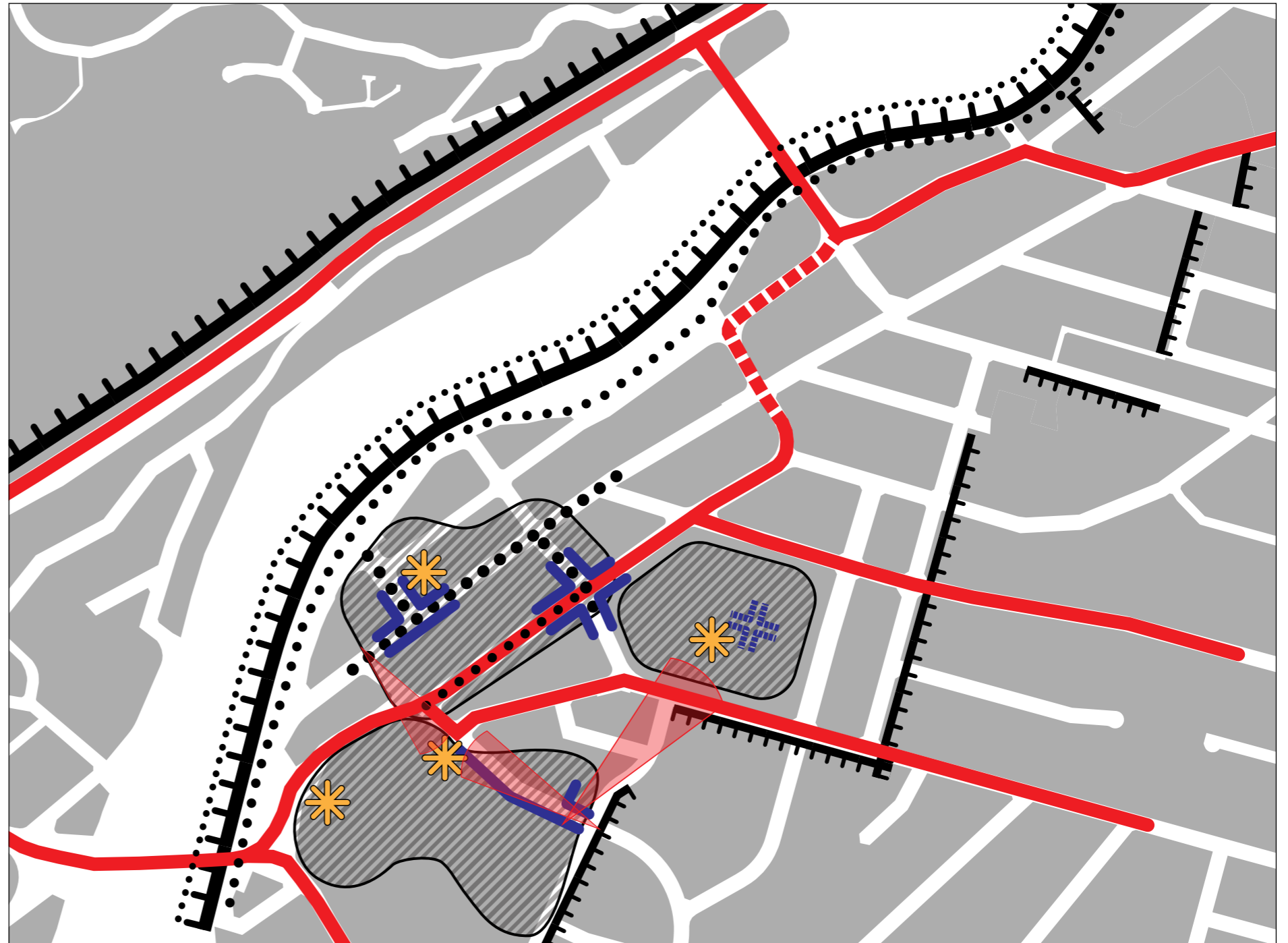


Figure 2.7: Legibility and Townscape

## 2.4 Public Open Space

The central area is relatively well positioned for amenity being within 800m (10min) walking distance from the Hutt River Corridor, a strategic city-wide space with significant areas of public open space.

This study has looked to UK guidance to provide a robust approach to categorising playable space provision in the centre. These categories (see fig 2.9) define the type of space and their residential catchment.

Fig 2.9 shows a reasonable level of provision for Strategic, Youth and Neighbourhood playable spaces if the residential population were to grow in the central city. However, the provision of Doorstep playable spaces, particularly equipped play spaces, is lacking.

This analysis has assumed school grounds and playgrounds to be available for public use outside of school hours and the majority of provision identified includes these spaces. If these were to be removed there would be large areas of the centre with no provision of open space other than the river corridor.

Additionally, while this analysis shows provision in terms of catchment, there are no urban open spaces (with the exception of Andrews Ave and Dowse Square) provided within the core area. This limits the quality of the pedestrian environment, and does not provide sufficient residential amenity to support growth both of the residential population. Below is an analysis of the four existing public open spaces not including school grounds (see fig 2.8).

### Hutt River Corridor

#### Positives:

- Natural landscape qualities, attractive setting
- Large scale, contiguous open space and paths
- Provides access along length of the central city
- Easy and abundant parking in close proximity

#### Negatives:

- Visual and physical stop bank barriers to centre
- Poor E-W links from river edge to centre
- No active edge / cafe provision
- Absence of dedicated (equipped) play facilities
- No interpretative information
- Safety at night

### Riddiford & Civic Gardens

#### Positives:

- Recently upgraded, attractive, high quality,
- Mature planted landscape / natural setting
- Range of facilities, activities, equipped play spaces
- Good visibility from Queens Drive
- Overlooked, activated by buildings
- Multiple connections to and through

#### Negatives:

- Visual, perceptual presence limited from core central city areas
- Physical barrier of Queens Drive and Knights Road
- Doesn't connect well to river corridor space
- Landscape quality breaks down north of Laings Road

### Dowse Square

#### Positives:

- Visible from Laings Road and linked to Civic Centre
- Acts as front door space to the Dowse
- Recently constructed, well maintained
- Aquifer points well used

#### Negatives:

- Level change to cafe limits engagement/occupation of the square edge with cafe spill-out
- Lack of activation along southern, northern western edges
- Lack of building enclosure, appears exposed/poorly defined. Ambiguous edges
- Lack of material/colour variety - appears too grey
- Lack of planting to provide sun shading/shelter

### Andrew's Avenue

#### Positives:

- Urban open space within core/street network
- Grassed areas provide relief from tarmac

#### Negatives:

- Wind swept / lack of shelter / open to west
- Lacks high quality design / materials
- Needs better buffer against car parking / carriageway
- Not well activated by adjacent buildings
- No mature street tree structure
- No dedicated facilities / toilets / WiFi

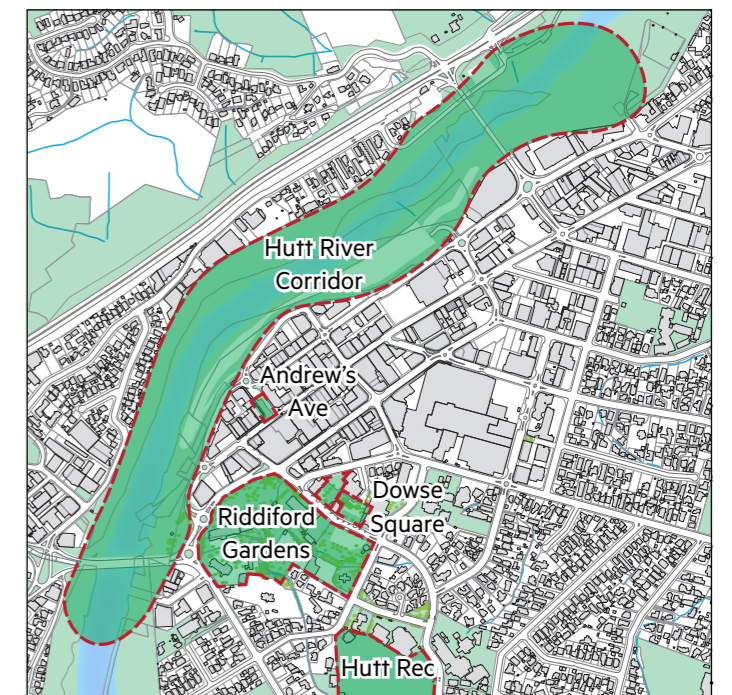


Figure 2.8: Key public open spaces in the central city





PAOS (June 2013) Review of Valley Floor Reserves

- Areas with a reserve shortfall - it takes longer than an 8.5 minute walk to a flat valley floor reserve
- Areas with access to more than one reserve within the 8.50 minute walking threshold
- Local/Neighbourhood
- Community/Suburban
- City/District
- Region

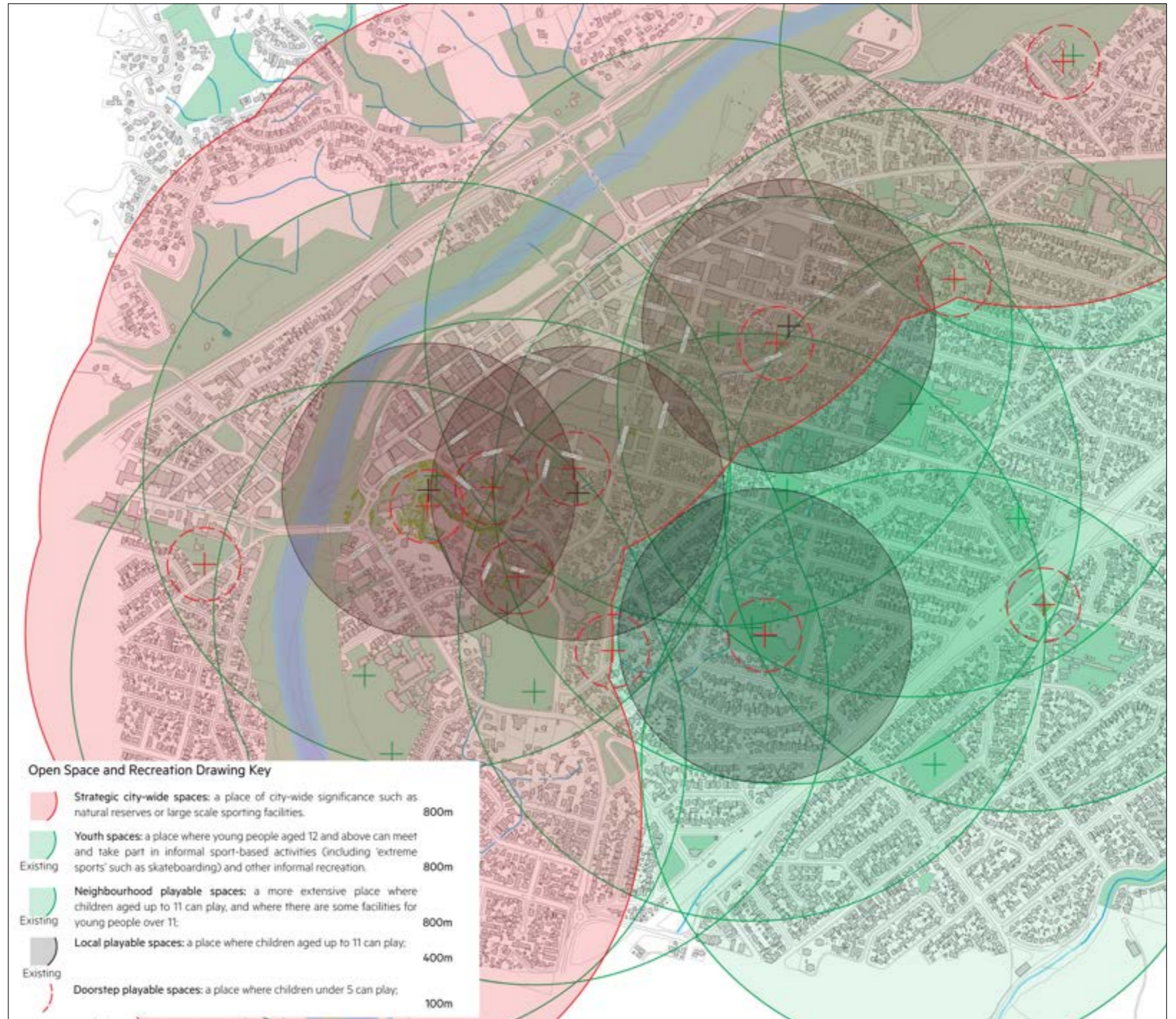


Figure 2.9: Open space and recreation

## 2.5 Visual Quality Assessment

### Street Quality

A street quality assessment was undertaken as part of the wider Visual Quality Assessment (Appendix D). Street quality is based on a visual rating scale, relative to the study area. In many cases the long range views to the western and eastern hills improve the quality of the environment in a street.

The diagram (fig 2.10) presents an overall picture of low quality street environments within the central city. The area of retail around High Street, bounded by Dudley Street, Queens Drive, Laings Road, and Waterloo Road is generally of a higher quality than the rest of the central city and this is due to HCC focused investment in streetscape upgrades. A lower quality area is identified and generally coincides with a break down in the urban grid and includes a coarser development grain. The land use in this area begins to give way to offices, larger format retail and light industrial.

To the north around Melling Road, Downer Street, Rutherford Street and the end of Pretoria Street is a cluster of the lowest quality street environments. This northern area has a high concentration of open lots, light industrial and vehicle based servicing to the road edge.

The section of street between Ewen Bridge and Laings Road is of a low quality and presents an unattractive gateway into the city. On Queens Drive, a split character is apparent with a poor quality environment to the western side of the street and the high quality landscape of Riddiford Gardens to the east. This split character is also present on Cornwall Tce, with a low quality environment to the west and a higher quality environment to the east at the residential threshold of the city.

Residential streets surrounding the central city tend to be of a higher quality, in particular Queens Grove and Kings Crescent. These areas display a high level of street tree planting, planted berms and mature on-site planting.

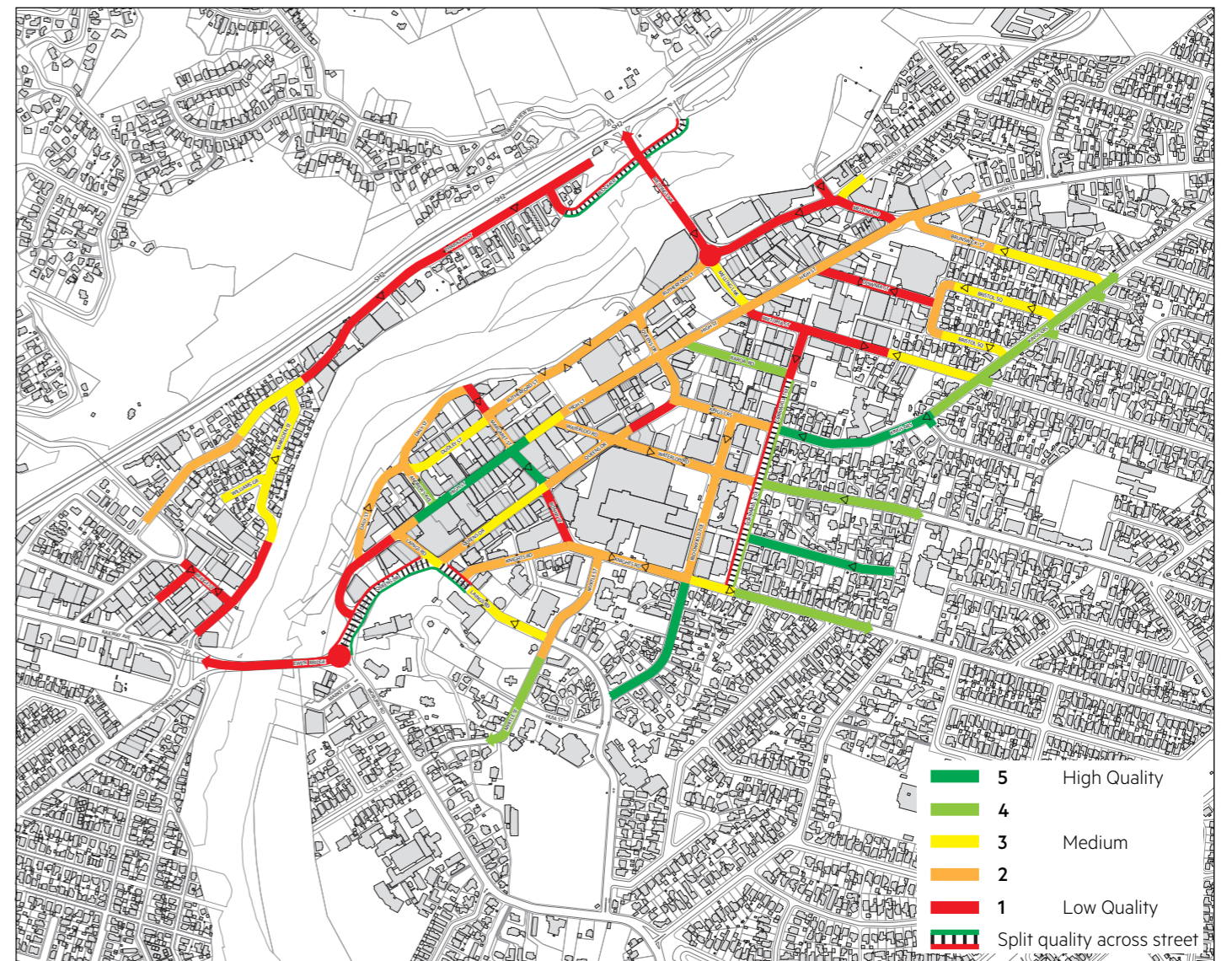


Figure 2.10: Street Quality

### Building Quality

The diagram (fig 2.11) shows there is little in the way of a pattern to building quality other than the overwhelming number of low quality buildings and a concentration of higher quality buildings in the residential threshold area to the east of the central city. These buildings are predominantly residential detached dwellings. It is noted the area is experiencing a high degree of rear infill and a growing number of multi-unit typologies.

To the south, by the Ewen Bridge, the Civic Precinct buildings are of a high quality, particularly the Memorial Library, Little theatre, Town Hall, Events Centre and Civic Administration Building.

In addition to these high quality areas on the outskirts of the centre, a small core of higher quality buildings exists on High Street, between Andrews Ave and Margaret Street.

Lower quality buildings are evident in the northern commercial area due to the nature of industrial and service-oriented activities, open lots and parking at the street edge.

Of particular note is Queensgate which inhabits a mega-block and presents low quality edges and façades to all adjoining streets.

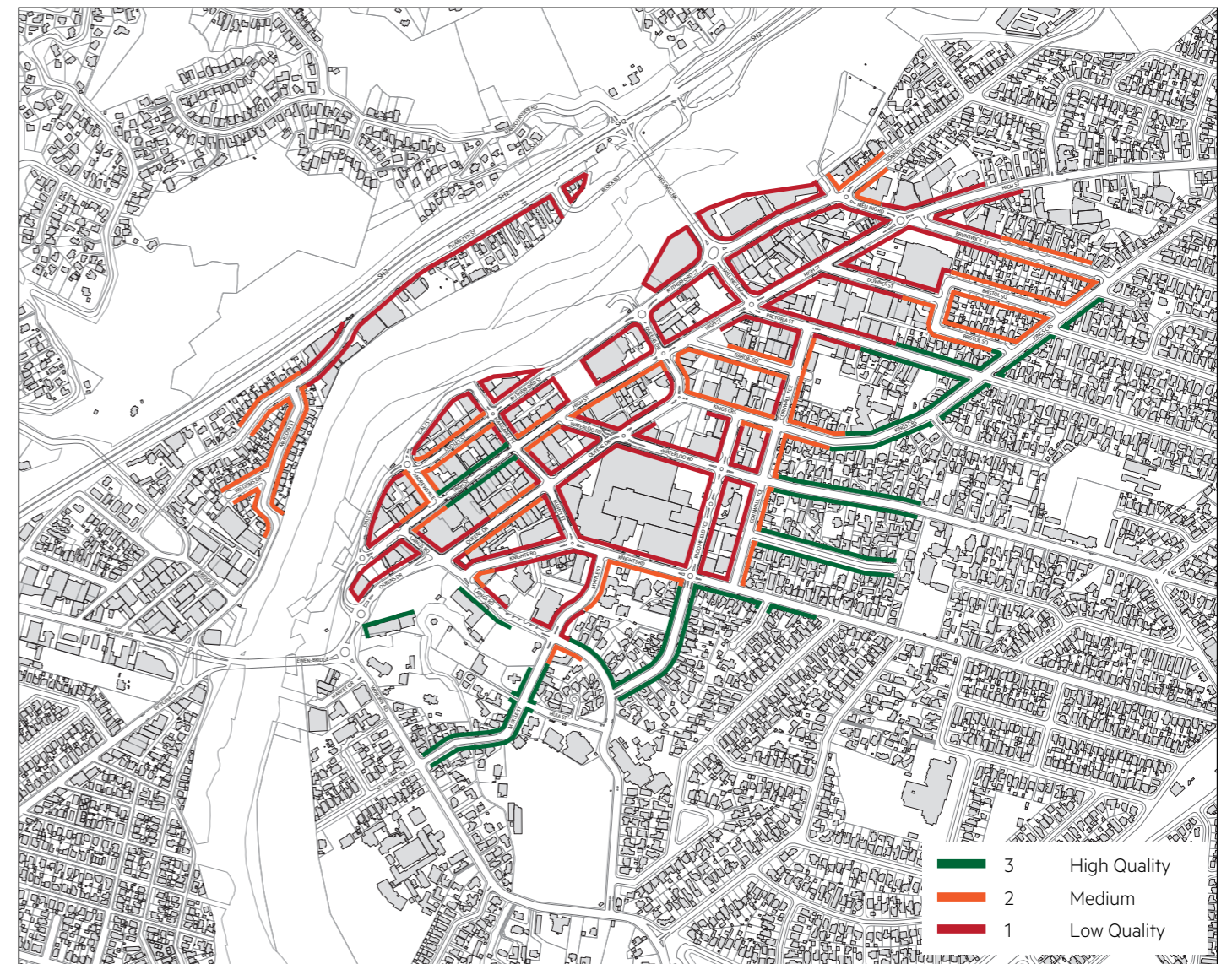


Figure 2.11: Building Quality

### Overall Visual Quality

Figure 2.14 shows the street and building quality assessments overlaid to give an overall picture of the central city environment. This is based on the field record sheets provided at Appendix D (see fig 2.13 for an example of a field record).

A pattern of a central core of higher quality (pedestrian) space around High Street, Dudley Street, and Queens Drive emerges. Surrounding this is a transition zone with lower quality buildings and street environments. This transition zone sees the gradual fracturing of the main High Street grid, with the introduction of the Knights Road and Pretoria Street grids (see section 2.1) as well as a change in urban grain to a coarser pattern.

To the north / northwest side of this transition zone is a low quality area around Melling Road, Downer Street and the northern end of High Street. This lower quality area also extends over the river to Pharazyn Street and encompasses the entrance to the city at both Melling and Ewen Bridges and the blocks directly adjacent.

To the south / southeast is an area of high quality streets and buildings creating an attractive pedestrian environment. Figure 2.12 illustrates the central core / higher quality area, surrounded by a mid-quality area, with low quality to the north and west, and higher quality to the south and east.



Figure 2.12: Visual quality overview

MUTY CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	High Street
BLOCKS	Between Daly and Margaret Sts

STREET CORRIDOR	CONSISTENCY High / Mid / Low
	QUALITY High / Mid / Low

RIGHT HANDSIDE STREET ENVIRONMENT - PARKING  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 LOW QUALITY PARKING - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 STREET TILES NOT MAINTAINED - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES

BUILDINGS	CONSISTENCY High / Mid / Low
	QUALITY High / Mid / Low

CONTEMPORARY BUILDING - HIGH QUALITY BUILDING  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES

ON-SITE OPEN SPACE	CONSISTENCY High / Mid / Low
	QUALITY High / Mid / Low

ON-SITE OPEN SPACE - LIMITED TO SUBSTANTIAL OPEN SPACE  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES

WIDER CONTEXT	QUALITY High / Mid / Low
---------------	-----------------------------

WIDER CONTEXT - LIMITED TO SUBSTANTIAL OPEN SPACE  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES

OVERALL CHARACTER/QUALITY HIGH  MID  LOW

DISPERSED CORE (CONTEMPORARY) BUILDINGS AND STREET TILES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES  
 PARKING SPACES - PARKING SPACES AND STREET TILES

McIndoeUrban

Figure 2.13: Field study record example

- Key**
- Overall Character Quality**
- █ 5 High Quality
  - █ 4
  - █ 3 Medium
  - █ 2
  - █ 1 Low Quality
  - Split quality across street
  - ▵ View to distant hills
- Building Quality**
- █ 3 High Quality
  - █ 2 Medium
  - █ 1 Low Quality

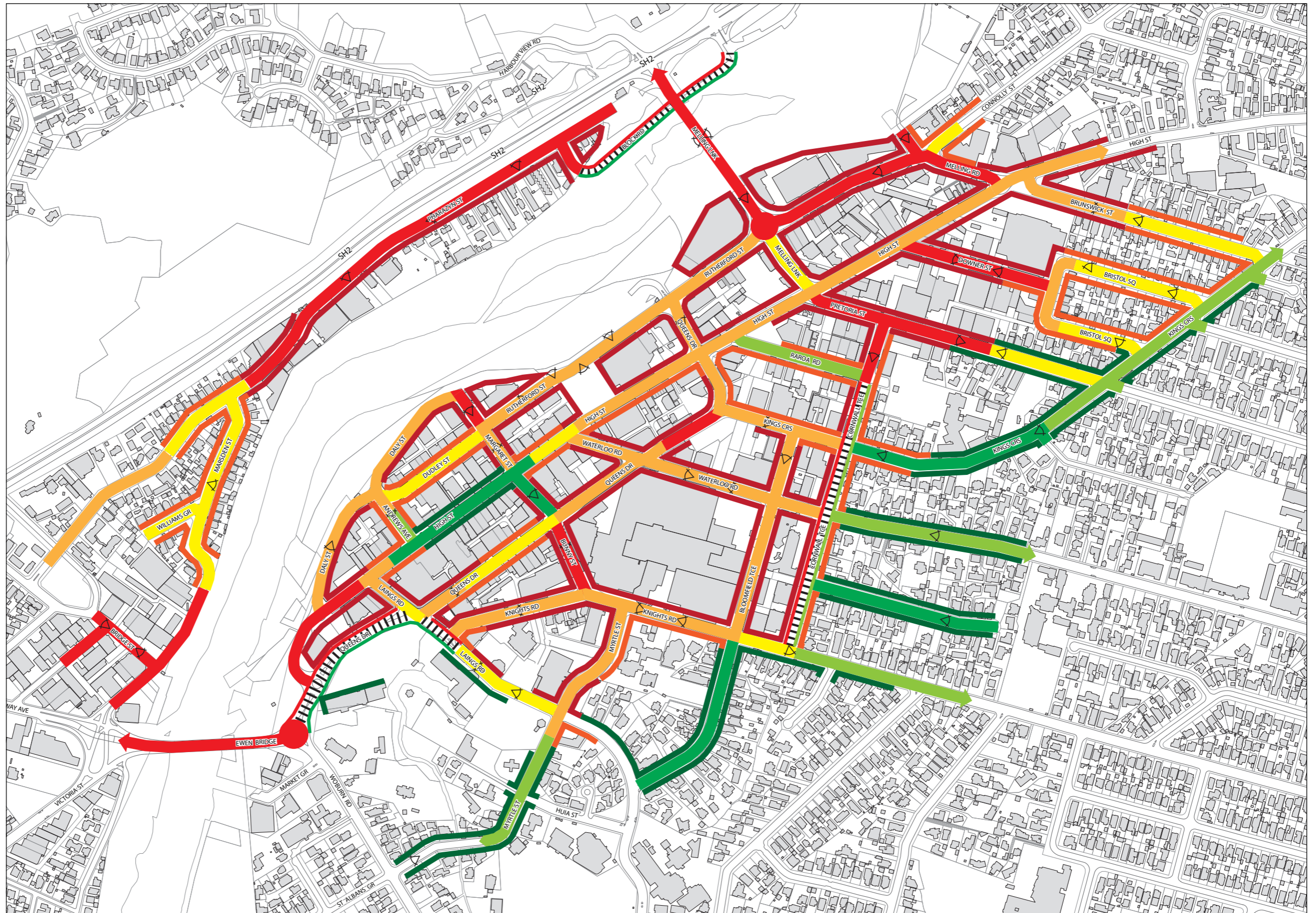


Figure 2.14: Visual quality assessment

## 2.6 Active Frontages

An assessment of active frontages within the central city has been carried out. The purpose of this assessment is to identify the areas where retail and other buildings present successful active frontages, or conversely inactive or blank walls to the street. The assessment is based on the definitions of each category provided in the key to Figure 2.15 and in the adjacent examples.

Activity along frontages specifically focuses on the ground level of buildings where they most influence the pedestrian experience. Transparent, glazed frontages with visible activity beyond combined with other facade articulation is more interesting and encourages pedestrian movement. Buildings with blank walls or long sections of unrelieved glazing are visually monotonous and do not encourage interaction between the street and the building.

Figure 2.15 indicates frontages in the core area are mainly semi-active (cool) and inactive. As with the street and building quality assessments above, there is a small core of active and semi-active (warm) frontages around High Street, Queens Drive and Dudley Street between Andrew's Ave and Margaret Street. Outside of this core area there are small pockets of active frontage along High Street, however these are not continuous or concentrated enough to provide a positive pedestrian experience.

Frontages in the northern commercial area are primarily inactive due to the service nature of the land use. However we do see small patches of active frontage suggesting there is some demand for retail or food and beverage in this area to support the industrial employment areas.

Queensgate inhabits a mega-block between Bloomfield Tce, Waterloo Road, Knights Road, and Queens Drive. The nature of the internalised mall model results in this block presenting inactive frontages to all streets, with the exception of the mall entrance and some shopfronts (Semi-active, cool) at the intersection of Queens Drive, Bunny Street and Margaret Street.



— Active



— Semi-active (warm)



— Semi-active (cool)



— Inactive

**Key**

- **Active**
  - Successful street definition / frontage built to back edge of pavement
  - Transparency, visible activity
  - Narrow and frequent frontages
  - Regular entrances (e.g. Gehl: 13-20 doors per 100m)
  - Diversity of frontages, not the same but complementary
- **Semi-active (warm)**
  - Frontage generally at street edge
  - Some areas of blank wall
  - Large and small units
  - Less frequent entrances/openings (6-12 doors per 100m)
  - Few blind or uninteresting units
  - Reasonable façade relief
- **Semi-active (cool)**
  - Lack of definition, building frontage pulled away from the street
  - Low levels of transparency
  - Infrequent entrances/opening (2-5 doors per 100m)
  - Excessive uniformity of frontage
  - Many blind or uninteresting units
  - Small FFL separation from street
  - Isolated or single unit / minimal positive street-wide effects
- **Inactive**
  - Blank wall or service character
  - No visual transparency
  - Large units, few or no doors
  - No visible variation in function
  - Open parking
  - Parking structure visible at ground
  - Large ground floor height separation



Figure 2.15: Active frontage assessment

# 3 Land Use and Amenities

## 3.1 Overview of Land Use Patterns

The following section sets out the current condition and assumptions towards provision of various land uses across the study area (commercial, retail, civic, community, education, housing), particularly where these have a bearing on future spatial planning parameters. These are derived from on-site analysis and background studies.

Lower Hutt's central city and its immediate environs is characterised by an abrupt change from commercial to residential at the fringes, and a general absence of housing in the centre. It has no distinct or overriding pattern of land uses, but presents a rather disorganised mix of generally commercial office space or retail (large format retail, car sales yards, independent small scale). The Queensgate Mall complex is of course a notable, coarse-grained anchor in the city and heavily weighs the retail balance towards the east.

The southern arrival point at Ewen Bridge presents a sparse/under populated part of the city with very little commercial or residential activity. There is a clear separation or disassociation between arrival point and city core destination. Strengthening the connection between the core and the arrival is a key matter to address.

To the northern area, particularly between High Street and Rutherford Street, and the river bank, pockets of industrial activity exist that are interspersed with other retail uses. This distinguishes the northern part of the centre from the southern though the interface around Queens Drive is 'fuzzy'.

The central city is however notable for its accommodation of large scale civic and cultural functions, which distinguish it from the nearby centre of Petone. These functions sit within generous open space but create a mono-functional zone in as far as they exclude other commercial activities.

The river front is poorly utilised at present with office and large format retail, however the introduction of higher intensity mixed use (cafe, bar, housing) through Riverlink will see this area change in the future. Equally, the shift in Melling Interchange and bridge location will influence changes to the northern end of the city's river front.

Residential activity includes an increasing proportion of multi-unit and rear infill, especially around the central city fringe, and the river banks will change dramatically through planned stop bank renewal and new development. It should also be noted that there is no social housing provision in the centre, or in the fringe areas. Any HNZA or city housing (Urban Plus Ltd.) stock is located to the east beyond any reasonable walk distance to the centre. This is a matter of concern for these agencies and HCC to address.

## 3.2 Provision of Amenities

Figure 3.1 describes the provision of amenities across the central city. This records the range of services, facilities, shops and recreational spaces including public transport access.

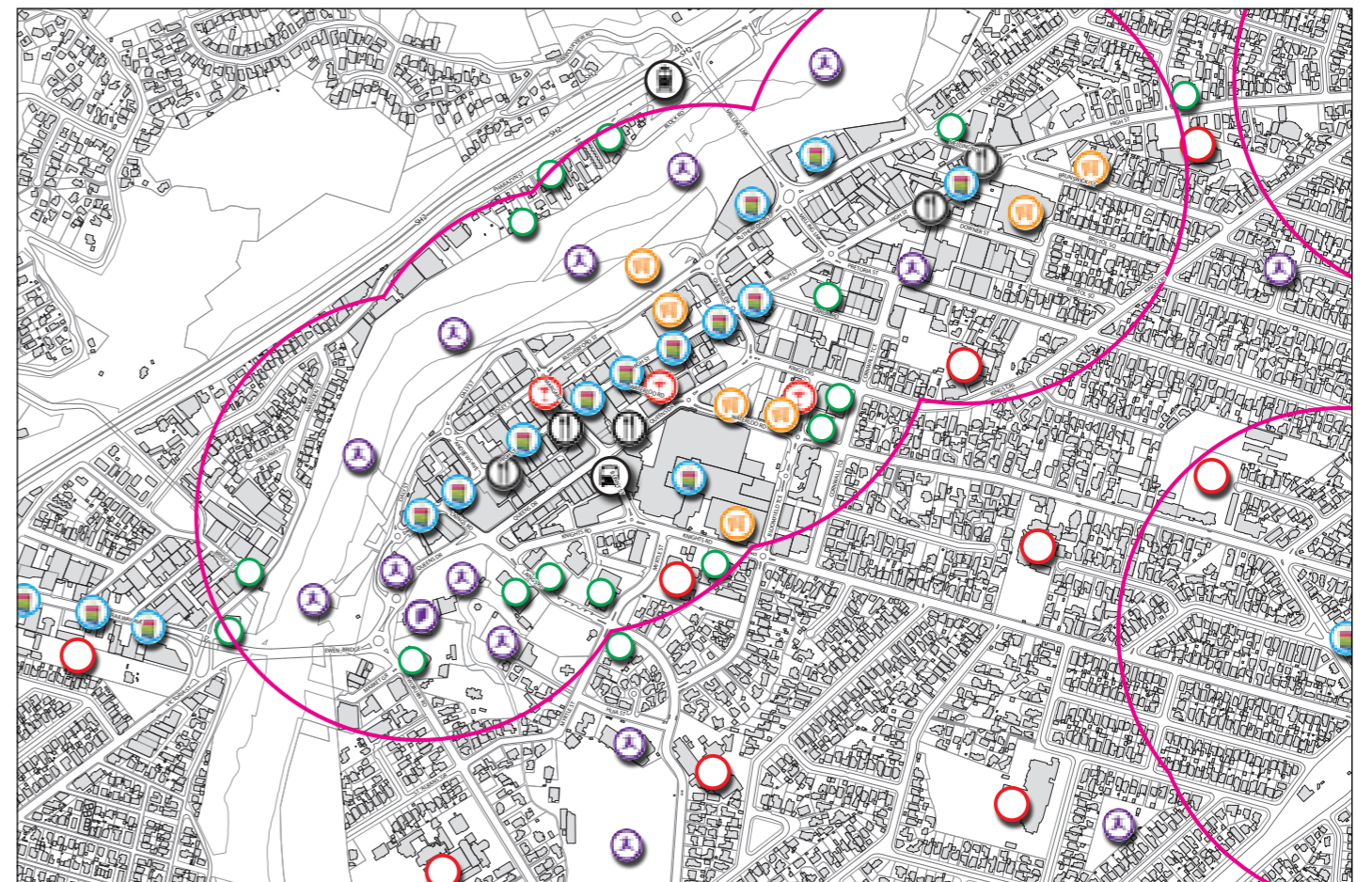
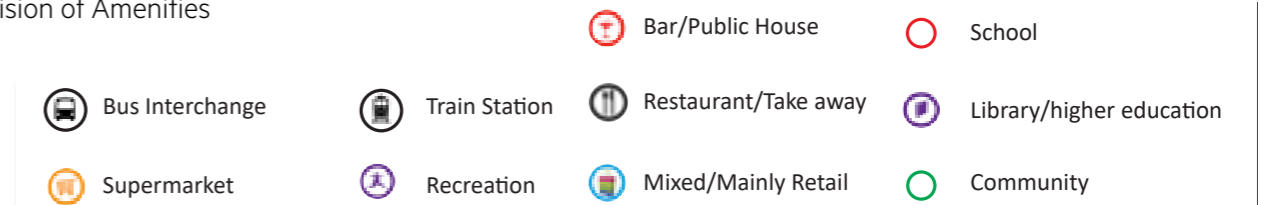


Figure 3.1 Provision of Amenities



The general picture is of a spine of retail extending SW to NE and that exists along High Street and Queens Drive. This provides easily accessible walkable opportunities (400m/5mins) for surrounding residential areas. The dearth of riverfront amenities is worth noting, as is the sparsity of amenities at the southern arrival point and the northern intersection of High St and Brunswick Street.

The river clearly presents a barrier for access. Child care

facilities exist along Pharazyn Street on the western river bank, suggesting a demand from local residents in close proximity to Melling Station and close to the centre.

The provision of open spaces, notably the river corridor and Riddiford Gardens provides generous recreational facilities for residents and visitors, though connections to both these areas could be vastly improved and the river corridor could include more active / equipped spaces.





Figure 3.3 Social Housing Provision



Figure 3.2 Existing Land Use Distribution

### 3.3 Land Use Types Overview

#### Civic and community

The majority of civic and community facilities are concentrated in the Civic Precinct, a block located to the south and east of the core retail area, bordered by Laings Road, Queens Drive, and Myrtle Street and including:

- Lower Hutt Town Hall
- Lower Hutt Events Centre
- Dowse Art Museum
- War Memorial Library
- Little Theatre
- Hutt Valley District Court

These facilities are set amongst the Riddiford Gardens which cover 3.2Ha and contains playgrounds, memorials, Gibbes Watson Conservatory and other open spaces.

Buildings are variable in both age and style and most are of high quality with the exception of a number of buildings within the block north of Laings Road. Large open spaces are severed from the retail core by major traffic routes and inactive building edges.

#### Positive character attributes:

- High quality buildings particularly mid-century modern Library and Town Hall
- Mid-century 'Garden City planning' around Riddiford gardens
- Good provision of facilities

#### Negative character attributes:

- Poor connectivity and visibility between the Civic Precinct and the wider central city
- Civic Precinct located too far from the centre failing to capitalise on proximity to retail
- Poor threshold with the city, high quality open space gives way to inactive spaces and unattractive uses such as the District Court
- Low quality buildings such as the Emergency Management Centre, district court and private buildings between Stevens Grove and Knights Road.



#### Residential

Within the study boundary residential activity is primarily located to the fringes beyond the central city area, and on the western bank of Hutt River (Pharazyn / Marsden Streets). There is some scattered residential activity in the centre itself with the most notable being the recently converted post office building. Other housing in the core tends to be of a low quality.

Planned housing includes higher density 5-8 storey apartments along the riverfront as part of the Riverlink project.

The fringe residential area to the east is characterised by primarily detached housing. Lots are typically narrow and deep (circa 12m wide and 35/45m deep), with evidence of substantial subdivision and rear infill (see fig 3.2). Increasingly, multi-unit types are evident in this area and where these occur there is a loss of mature tree planting.

On the western bank of the river a large area of residential is to be demolished as part of GWRC flood protection works. Some housing will remain on Pharazyn St west of Marsden street and is a mix of single detached dwellings and short stay accommodation.

#### Positive character attributes:

- High quality housing in eastern fringe area
- Quality streetscape with mature street trees and on-site planting
- Post office building setting a standard for high quality residential in the core
- Potential for high quality riverside apartments as part of Riverlink

#### Negative character attributes:

- General lack of residential in the central city and what exists is poor quality (except Post Office apartments)
- Lack of quality urban open space amenity to support residential in the centre



## Commercial Office

Commercial office space in the central city typically forms part of mixed use buildings meeting the DP's ground level retail requirement. The main focus of this area is on High Street and Queens Drive between Andrews Ave and Waterloo Road. The mixed-use area is encircled by buildings that are office-only, on Daly Street and Queens Drive. Some taller buildings are evident here up to 9 storeys.

In the Northern Commercial area office space is provided either as stand alone buildings, (such as the block bounded by Kings Crescent, Cornwall Tce, Raroa Road, and Queens Drive) or above industrial premises.

### Positive character attributes:

- Core office space provides activity in the centre supporting retail and food & beverage
- Taller buildings allow variation in height avoiding visual monotony
- Office activity alongside industrial increases footfall and lifts the quality of those areas

### Negative character attributes:

- Typically low quality buildings with poor connections to the street
- Stand alone office blocks on the fringe of the core area have little connection into the main city grid



## Commercial Retail

Much of the high value retail activity takes place within Queensgate Mall and lower quality activity spills out onto High Street and Queens Drive. The core retail streets tend to be of a traditional (low) scale and narrow frontage width, however much of the traditional built fabric has been replaced with lower quality buildings. Effort has been put into the streetscape treatment of the areas along High Street and Queens Drive, however the result of multiple treatments leads to overly busy and visually confusing outcomes. Shop front treatments are generally poor due to the 'low rent' nature of the majority of retail activity.

### Positive character attributes:

- Generally narrow frontages, traditional 'high street' scaling
- Potential for upgraded and new laneways

### Negative character attributes:

- Low rent retail activity
- Angle parking negatively effects frontage visibility and pedestrian amenity
- Traditional built form has been replaced over time by lower quality buildings
- Ambiguity about the roles of High Street and Queens Drive, 'where is the main retail destination?'
- Multiple streetscape treatments fragment the area



### Commercial / Large Format Retail (LFR)

Large format retail in the central city is focused around Melling Bridge and Rutherford Street. The largest development is the Harvey Norman building which also houses Smiths City and Pet Centre. This three-storey development is atypical for LFR with less land-take for the same GFA than a warehouse type structure. However, this may also limit its opportunity as a 'land bank' for future development. Across the road is a block of low-quality single storey large warehouse type structures containing Baby City, Carpet Court and Repco.



Lower Hutt's central city also has four supermarkets with large areas of surface parking that erode street edges.

#### Positive character attributes:

- Traditional LFR can be seen as a 'land bank' for future development and change
- Less land take than traditional LFR for the Harvey Norman development



#### Negative character attributes:

- Large internally focused buildings located on the river edge with poor street interfaces
- Primarily vehicle focused with poor pedestrian entrances or links to the rest of the city
- Large areas of parking to service the use



### Commercial Industrial

Light industrial activity occurs in the Northern Commercial area north of Osborne Place. The blocks between Brunswick Street, Pretoria Street, and High Street are regular and have produced a pattern of larger footprint buildings with open lots accommodating the irregular geometry at the intersection of High Street.



To the west (blocks bounded by Rutherford Street, Queens Drive, Melling Road, and High Street) an irregular pattern has developed with smaller building footprints, generally narrow frontages and areas of open lot created by the leftover spaces between the buildings.

#### Positive character attributes:

- Local employment, generally 'busy'
- Strategically important due to a regional shortage of this type of activity close to a centre
- Low levels of capital investment in land provide potential as a 'land bank' for future development



#### Negative character attributes:

- Vehicle dominated area with frequent vehicle crossings and high concentration of service vehicles
- Untidy street frontages caused by irregular geometries and building alignments
- Inconsistent / broken street frontages creating unpleasant pedestrian environment
- Generally low quality buildings and shed structures
- Large areas of open visible off-street parking



### Commercial open lot

Primarily car yards and other car intensive uses have a significant impact on the Northern Commercial area. These uses are located along High Street north of Queens Drive. Exceptions to this include large areas of open lot on the corner of Kings Crescent and Queens Drive, and large areas of carparking around the Countdown Supermarket on High Street.

Open lots are generally located in front of large format stores such as supermarkets, malls, and other space intensive, car-focused activities. Open lots are alternatively accompanied by low quality shed type buildings such as car yard offices.

#### Positive character attributes:

- High demand for space
- Little available land of this type close to a centre in the region makes this valuable

#### Negative character attributes:

- Poor definition or visual containment of the street with built form
- Patched asphalt surface treatments visually unattractive
- Environment is unfriendly for pedestrians as it privileges vehicle movement and multiple crossings



### Queensgate

Queensgate is an internally focused mall environment that provides extensive retail activity. The internal focus means that the exterior environment it creates is of either blank walls or service/parking entrances. As such the mall does not integrate with the rest of the city and has its own (poor) street character.

The primary pedestrian entrance to the mall is located on the intersection of Bunny Street, Margaret Street and Queens Drive. This entrance is small and not visually prominent, combined with a lack of active frontage and visible activity it creates a poor threshold and connection to the rest of the city's retail core.

Vehicular access is prioritised and almost half of the site area is utilised for parking and vehicular access. While this allows for the facility to bring a wide range of customers from around the region, it centres activity on the mall and does not encourage movement or access to the remainder of the city.

#### Positive character attributes:

- Regional retail destination, bringing people into Lower Hutt from Wellington and the rest of the Hutt Valley

#### Negative character attributes:

- Lack of connection into the rest of the city
- Internal environment
- Blank façades and no active edges
- Large areas of parking structure at ground level



# 4 Economic Context and Opportunity Assessment

## 4.1 Introduction

This economic assessment utilises a range of documents supplied by HCC and data primarily sourced from Statistics NZ (all data sources are referenced).

Documents sourced include:

- Making Places 2030 (Urbanismplus)
- Vision CBD 2030 (Hutt City)
- Economic Development Plan 2015-2020 (Hutt City)
- Infrastructure Strategy 2015-2045 (Hutt City)

Generally these documents focus on an integrated vision for the CBD and include a range of place-based built and regulatory initiatives designed to improve the CBD's cultural and economic performance.

This assessment will review the economic initiatives proposed within these documents, consider their relevance and efficacy given the passages of time and movements in the market, as well as offer alternate options and paths that inform the Transformation Plan overall analysis.

The key strategy document for central city growth, which had a series of initiatives and options, was Making Places 2030. Since that document was produced in 2009, a number of initiatives have been undertaken by Council and the economic picture of the central city has evolved. Also, since 2009 there is greater certainty over what is now known as the "Riverlink" project and this could allow the Transformation Plan some greater capacity to assist with central city renewal.

## 4.2 The Urban Context of the Central City

### Planning Policy

The core basis for planning is to improve the human condition. Failure of place and failure to develop supporting mechanisms that improve or support the human condition results in a range of social and economic costs across the widest spectrum of human endeavour. Often these costs result in subsidy compensation from government. These costs include increases in:

- Social isolation and depression
- Crime
- Disease
- Travel
- Unemployment

and decreases in:

- Civic engagement and pride
- Health
- Volunteerism
- Happiness.

Planning should seek to reduce isolation and increase civic pride and social engagement. The benefits include improvements in health (mental and physical), and individual economic performance. Research shows that this requires the development of attractive and safe visual environments to destinations that are walkable - such as town and village centres. It is not only the destination that is important, but also the quality of the journey.

Cities, towns and villages have until recently formed the basis of community life. With the replacement of local retailers and businesses by national and global corporations, and towns and villages by shopping centres, our associations with place have been uprooted and connections between local people have become tenuous and temporary. The result is social isolation and loneliness. This replacement has been made possible through greater reliance on the motor car (facilitated by current planning and design practices), cheap fuel and free car parking. Evidence shows that this loss of association with place and reliance on the motor vehicle is making us sick. We are now able to travel great distances to hunt and gather for the necessities of everyday life. Time spent in the motor car is also positively correlated with obesity and with social isolation.

### Public Health

Planning began life as a public health discipline. Zoning was one of its effective tools designed to separate essentially dirty industry from worker's housing. Setbacks were born out of the need to reduce the spread of disease and were originally designed on the calculated basis of the distance of a sneeze. There is a growing body of research that is now showing that the physical composition and intimacy of the built environment is also material to mental health.

In terms of centres planning, recent data published by the Australian Bureau of Statistics (2013-2014) shows that less than one in five Australians walk for exercise. A lack of physical exercise is one of the most significant causes of death in New Zealand, and a national action plan is needed to increase Kiwis' everyday levels of activity.

The New Zealand College of Public Health Medicine says physical activity should be designed back into Kiwis' everyday lives through changes to transport policy, urban and building design, and through measures as simple as employers installing standing desks and having walking meetings.<sup>1</sup>

The principle here is that we should not need to walk for exercise. Rather, this indicates that we do not provide enough of a safe and visually interesting journey to walkable destinations (such as centres designed for pedestrians to walk to and through). People should want to walk, not for exercise but for the pleasure of the journey. This is an important marker for centre planning. Centres should seamlessly integrate into the surrounding community, whether it's a village, town or city. As zoning is used by most council's as the primary method of control, regulation is almost exclusively directed at land use. In town centres, land use is mostly an irrelevant consideration as the market will determine what works best where. The quality of buildings is more important in town centres than land use. Hutt central city generally suffers from poor building quality. Consequently the objectives and policies of District Plans are subject to interpretation that tends to reduce quality in existing urban environments, and fails to inspire quality in new ones. This failure of course reduces the desire to exercise.

<sup>1</sup> Press Release: NZ College of Public Health Medicine; Thursday, 26 February 2015

USA and Australian studies are showing a high correlation between high amenity areas, and improved physical and mental health and mortality rates. High amenity areas promote and encourage walking. Sociologist James House concluded that positive contributions to health made by social integration and social support rival in strength the detrimental contributions of well-established biomedical factors such as cigarette smoking, obesity, elevated blood pressure, and physical inactivity.

Consequently, in the wellbeing of people and communities it is important to recognise that a nexus exists between well-performing urban areas, where interaction and community transactions are at optimum, and health and happiness. Town and village centres are at the nexus of community contact and exchange. Good places generate a variety of benefits including a more active and vibrant public realm, greater investment return over the life cycle of a project, more efficient movement patterns, less crime and increased workforce productivity. A consequence of well-performing places is improved health and welfare, less social exclusion, reduced maintenance costs and cash savings for the public purse. Social activity occurs as a consequence of people moving about in the same space. The more time people spend outdoors, the more frequently they meet and the more they talk. Urban centres are most important places for such meetings.

Hutt central city generally is not a “well-performing urban area” and this impacts on the wellbeing of Hutt residents.

### **The Public Realm**

An underlying philosophy of most councils’ policies is the value of the public realm, yet regulations tend to ignore it. The public realm is an asset that is owned by the community and is managed for the community by councils, and is often overlooked as a moderator of development activity. Public “infrastructure” or space is found in roads and streets, parks and squares, public utilities, community services and facilities, and informally in heritage. Private infrastructure is generally found in the application of land use to site (buildings). Often where towns work well, the community values the natural fit between private and public infrastructure investment in terms of their admiration of a place. Such a place becomes a place that they own. Good private and public infrastructure is regarded as heritage, in the broadest sense, as it defines who and where we are. Good buildings are ultimately seen as community assets, as heritage items, or pieces of public infrastructure, despite being privately owned. Such places tend to perform well socially and economically. Such places will be more economically robust than the more utilitarian environments such as malls and poor quality central cities.

It is in the application of buildings to site that development can deplete or enrich public infrastructure and enhance or reduce public domain performance. Reduced private transport use is a feature of high public realm performance, especially in centres.

Town centres with good public spaces, buildings and streets, are geographically rooted in place and democratic. Town centre streets provide an ideal base for mixing all sectors of society. Guarantees exist in such places for free speech, freedom of association and democracy. Where good streets exist, these democratic ideals are enhanced.

### **Trip Costs and Motor Cars**

In sprawling cities of developed countries that are dominated by the car, urban journeys can cost as much as 15% of GDP. This figure drops to 5-7% in cities where more than half of all journeys are made either by public transport, bicycle or on foot.

The importance of appropriate development, which provides the inspiration for intensification and which promotes changes to travel behaviour, is well documented.

Town centres in the Wellington region represent a wide mix of businesses, of which a number of businesses and employees is retail-based. Retail is a subservient element of the economic composition of towns and its role is to retain as much local spending as possible. However, it is a relatively low value economic activity in that it does not typically attract regional, national or international inflows of investment. Retail’s greater economic value is that it facilitates demand for higher order economic activity as a consequence of it triggering a high amenity, urban (street-based) condition. Finding a path to such an outcome in the central city is a core issue for this study.

Centre planning is closely associated with residential planning and the two should seamlessly integrate so that it is difficult to determine where a town starts and finishes. Again, this will be a core issue for this study.

In terms of movement, for Hutt central city the focus in the past would appear to be weighted in favour of mobility, rather than accessibility. Traffic management decisions pre and post Making Places have progressively made the central city less accessible. Typically, cities that are made less accessible need offsetting mechanisms to survive. Today’s central city has few if any of these available to it. However, this may be about to change with the opportunity afforded by Riverlink, and accessibility will be a vitally important component of Riverlink’s performance and its ability to inspire an economic response throughout the wider central city.

### **The Role of Retail**

Retail as a motivator of walking in the central city is an important factor in terms of the central city edge composition. However, central city retail is not trading at levels that deliver “vibrancy” and so numbers of people walking is reduced. This means that the extent of retail activation in the central city is limited and at current turnover levels is not attracting new businesses to the central city or inspiring investment in new or existing building stock.

Evidence shows that high levels of public realm vitality,

largely created by high performing retail and food and beverage services in streets, are attractors of non-retail businesses in town centres. It follows therefore, that low performing retail in streets or streets with moderate to high levels of retail vacancies will not result in the attraction of non-retail businesses to a town and will result in the departure of existing non-retail businesses from town. This is the case with Hutt central city.

A reduction in retail performance reduces public realm vitality, which flows through to a reduction in numbers of non-retail businesses in town. Retail performance levels are therefore an important pre-condition to higher economic output in town centres. In the context of Council wishing to improve the economic base of the region it is necessary to recognise the higher economic status of a centre such as Hutt central city over any retail-only destinations in the region.

Unfortunately, much of the retail vitality that would create ideal settings for wider investment in the central city has been given to the Queensgate mall. It is largely responsible for a fall-off in central city retail performance and a corresponding decline in investment in the wider central city. This has come at a cost to Hutt central city vitality and consequently to its economic performance. The primary retail space in the central city is within private space and the building that houses it undermines the urban quality of all the streets that it faces. This further compromises the urban qualities and amenity of the centre.

### The Economics of Urban Centres

In considering economic output, studies undertaken by

Urbacity on over 100 centres in Australia and New Zealand show that on average shopping centres generate 1 non retail job per 2 retail jobs, whereas urban town centres generate 5 non retail jobs per 2 retail jobs. Town centres also generate more jobs in higher income levels than shopping centres even when the retail floorspace is the same for both. In Hutt central city the ratio is 4.3 non retail jobs per 2 retail jobs.

Statistics NZ publish average weekly wages for each industry sector. The latest of these was published in November 2017. The Labour Force Statistics provides the employment mix of Hutt central city and Melling (the generally defined study area). We have estimated the employment mix of Queensgate as a shopping centre based on the average mix of retail, food and beverage and non retail employees of such a centre. This gives us a sense of the relative economic status of the central city compared with a large retail mall (Queensgate) as defined by employee wages.

Area	Average Weekly Earnings
New Zealand	\$ 1,013
Wellington RC Area	\$ 1,123
Retail NZ	\$ 637
Food & Beverage NZ	\$ 495
Queensgate (estimate)	\$ 590
Petone (Central, Esplanade & Wilford)	\$ 1,087
Hutt CBD <sup>1</sup>	\$ 998

Sources: Statistics NZ, Earnings and Employment Survey, 2017; Average Weekly Wage by Industry Type, Nov 2017; Urbacity

<sup>1</sup> Note: Average weekly wages by industry type (ANZSIC) weighted by numbers of workers per industry type for Hutt CBD and Melling for the November 2017 Quarter. This figure is all wages (including those of Queensgate).

The statistics above indicate that over time Hutt's central city has lost economic capacity as a consequence of the dominance of the Queensgate mall. The centre in New Zealand that is closest to Hutt central city in these characteristics is Henderson in Auckland.

The obvious conclusion from the data is that in order to be a high wage destination, high quality urban amenity is a necessity. For Hutt central city, the most likely source of future vibrancy is the Riverlink project as the pre-conditions do not exist at present for comprehensive redevelopment of the existing central city environment.

### Built Form/Architecture

The terms "vibrancy" and "activation" of the public realm are relevant to central city economic performance. The level to which the central city is vibrant is a reflection of the numbers of people walking in public space and the time they spend in that space. Vibrancy is both a response to the functional environment as well as to the physical environment. Unless buildings engage meaningfully with the public realm then "vibrancy" and "activation" will be poor.

Motivations to walk are affected by physical features that influence the quality of the built environment (form) and the attraction or pulling power of the walk-to destination (function). However form and function are empty without

meaning. Meaning is weighted heavily toward design - great buildings and great spaces that are culturally or emotionally connected to its constituent community. Function is enhanced or diminished by the level or lack of quality in design.

The core central city is composed of streets, a contrived but quite weak square (Andrews Ave) and a riverside edge that is not visible from the urban elements of the central city. Buildings within the core central city mostly address streets but are lacking in detail, proportions and elements that are attractive to pedestrians. In addition the ground floors of buildings are also poorly detailed and most shops are over-glazed. As a consequence the visual panorama for a pedestrian in the central city is dull and uninteresting.

That is not to say that there are no elegant buildings within the central city, rather that for walkability there are not enough of them in a line to deliver the extended visual cues that promote walking. Whilst it might seem incongruous, in an environment where investment in refurbishment or redevelopment is low, to suggest that Council improve its requirement for future central city architecture to be more pedestrian focused, pedestrian focused architecture will be an important part of the success of renewal. Making Places also recognised the issue of poor built form in its "Identity, Character and Future Development Quality" assessment.

Hutt central city walkability in relation to built form can be contrasted with Jackson Street in Petone. The buildings in



Petone are of a domestic scale and inexpensive, whereas those in the central city are institutional and expensive, yet due to the simple detail of the buildings in Petone, Jackson Street is more interesting to a pedestrian than any street in Hutt central city.

In summary there are two issues that flow from the functional and physical environment in the central city:

1. The functional environment (the reasons why there might be lots of people in streets) is compromised by Queensgate.
2. The physical environment does not provide any compensating benefit to offset the loss or material reduction of the functional role of the central city prior to Queensgate.

### Centres as Urban Entertainment and Leisure

Council should seek to further partnerships between retail businesses, city centre events, food and beverage services and hospitality and the arts. This kind of fusion should be squarely aimed at enhancing retail performance and establishing Hutt central city as a value monopoly experience in the region (no other place is able to compete on this message). The spatial pattern of activity becomes an important component of this story. Making Places sought to connect The Dowse to the central city and the river. Whilst this has not happened, it is important that the relationship between The Dowse and the river is established.

Retail-only strategies are less likely to bring increased visitation to the central city. Hybrid retail, arts and culture

and entertainment strategies need to be bolted on to the central city retail story and the focus of new development should be to improve the qualities of the central city and grow the central city market. It can do this in three ways:

1. Hybrid retail strategies linked to other activities, events and Council's public art, heritage and river interaction and interpretation strategies.
2. Promotion of central city inner city living and the central city as a great place to work (also linked to the Riverlink project).
3. Regulation requiring better buildings in the central city where renewal and redevelopment occurs and this regulation is heavily design focused on improving the pedestrian experience within the central city (not just planning rules). International research shows that this means buildings should have dominant vertical proportions and more visual detail as that is attractive more to pedestrians than stripped back modernistic buildings with lateral facades.

Other cities have strengthened and expanded their market base through inner city living. However, it is unlikely that this will be at a cost to employment levels in the central city (as inner city living strategies often change the development feasibility fundamentals resulting in the conversion of occupied commercial space to residential). Inner city living numbers will need to be meaningful in order to materially influence retail performance in the central city. This will be an issue for Riverlink. The yield of inner city living from this



project will be fundamental to Hutt central city renewal. Also important will be the quality of these apartments. This issue is discussed in more detail later in this document.

Ultimately, a Council events program should adopt a "lifestyle precinct" banner that reinforces the differentiated experience of a visit to the central city. The marketed experience of a visit should cover the entire value system provided by and within the boundaries of the city. It would include performing arts, visual arts, heritage and built form, interpretive elements within the public realm, stories, retail, events and a place to work.

In behavioural economic terms the links should promote Hutt central city as a place to "do stuff", which is why the river is to become most important. Shopping centres can keep the mantle as places "to get stuff". This contrast in motivation provides economic cues for Council and for regulation. Growing research into the differences between "doing things" and "having things" also reinforces that "doing things" makes us happier than "having things",<sup>2</sup> which sits well with the marketing emphasis on lifestyle in Hutt. At present though the experience of "doing stuff" in the central city is not apparent.

Research shows that the total customer experience of a town centre is key to its success. The total experience is not simply about what customers do when they arrive and are on foot in the town centre, but all the experiences (positive

<sup>2</sup> Van Boven & Gilovic; Journal of Personality and Social Psychology, American Psychological Association, Inc. 2003, Vol. 85, No. 6, 1193-1202

and negative) of getting there. The higher the number of negative experiences in getting there, the higher the reward for effort required from the town centre.

The advent of internet retailing provides an additional complexity to the retail dynamic in the region. In 2014, 56% of New Zealanders shopped online spending an estimated \$4 billion<sup>3</sup>. Internet retailing is still growing and so is likely at an early adolescent lifecycle stage. The market share of internet retailing in New Zealand is estimated at around 7%<sup>4</sup>. Many store-based retail businesses are now operating internet platforms in order to cover all forms of possible sale. However the desire for the tactile or sensory experience will not go away. Recent studies recognise that a range of activities and cultural relevance are factors in retail performance. If experience is a factor in the decision to shop, then places that offer more than just shops will be preferred.

Retail surveys internationally have also shown that the most successful retailers are those that rate highest in terms of customer satisfaction. Surveys of consumers by the IBM Institute for Business Value found that out of a total point score of 500, some 394 points were allocated to “person to person experience” (272 points) and to “store experience” (122 points). Price and value rated a lowly 47 points.

A large part of the “value” of shopping should therefore be focused on the experience. There are opportunities for growth in food and beverage services in Hutt central city but some work will need to be done in partnership with the

3 <http://www.nielsen.com/au/en/insights/news/2014/kiwis-online-shopping-spree.html>

4 StatisticsNZ Retail Trade Survey 2013

private sector to unlock it. At present there is no distinctive dining precinct in the central city and the central city has a short activity cycle, largely ending at 5:30pm. Facilitators of such precincts are largely missing or poorly presented.

**Economic Implications for Transformation Plan:** The future Riverlink project offers the potential to change the current utilitarian condition, subject to the need to reflect this dynamism back into the core central city. For Riverlink to act as a catalyst there will need to be structural interventions that improve pedestrian links between the core central city, the river and across it to Melling and Alicetown. Also, the ability for the first Riverlink projects to deliver an active edge is more likely to come from movement - not from the market created by development itself. This raises the need to evaluate vehicular movement at the interface between the development and the stop banks as well as pedestrian connections that make the grade transitions between Riverlink projects and the central city as seamless as possible.

However, Riverlink, in terms of its relationship with the central city, has been considered predominantly an “east bank” project. With the proposal of at least one pedestrian bridge across the river, the central city will be able to colonise the “west bank” as a part of the centre. So, future diagrams of the central city should include the west bank component of the Riverlink project and thereby include the river as a unifying and central element of the central city and not an edge.

An additional benefit of this wider central city definition is the subsequent requirement to design the river banks, on

each side of the river, as inspirers of urban activity within the adjacent commercial component of the central city. This means that the river banks, rather than remaining as soft linear edges to the river itself and promoting movement along river, should be designed almost as the city’s new town square and promote movement between the river and the central city.

#### Extending the Activity Cycle

Currently the central city’s evening economy appears weak, which indicates a lack of critical mass of food and beverage service destinations. Research indicates that a primary reason for a visit to a region when planning leisure activities is to “purchase food and drink.” This suggests that an effort to improve the range and quality of the dining out experience in the central city aligns with the key regional motivation to visit places in the region (by regional residents). In this respect Hutt central city’s competitors are found throughout Wellington, Wairarapa and Petone. The design of Riverlink and the spaces between the edge of the central city and the river (east and west side) will be an important (and new) component of the future Hutt central city.

The urban qualities of Hutt central city in future can drive central city dominance in the categories of food and beverage services (cafes and restaurants), entertainment (clubs, pubs, bar restaurants and cinemas) and in creative retailing aimed at the lifestyle category. These kinds of retailers in the central city would be largely free of the general merchandise and chain store fashion competitive tensions flowing from Queensgate Mall in the central city.

Economic Implications for Transformation Plan: Some of

major chain stores, smaller designer stores and one off stores, especially in fashion may ultimately prefer Hutt central city locations rather than any big box centre as for many their market position suits the urban environment, not a mall. This will become more evident as the regional entertainment market grows as projected and when Riverlink reaches an adolescent stage. The ability therefore to offer a “lifestyle” attraction initially based around a dynamic and vibrant waterfront primarily with a food and beverage focus may ultimately drive a desire for such retailers to come back to the central city. But the sequence is important. The Riverlink project needs to be vibrant and the links to the central city made clear and easy before such retailers would consider a central city store.

#### The New Dowse Link to River, Library and a New Civic Square

The Dowse was seen, along with civic facilities, as an inspirer of east west movement through the central city. This proposed link was tied to an extension of Laings Road. Making Places considered the possibility of a civic facility (generally thought to be the library or Council’s offices) at the intersection of the Laings Road extension with High Street, and the creation of a new civic square approaching and colonizing the river bank. Since 2009, the Council’s offices have been extended and upgraded and the library appears to be settled in its current location. This initiative was seen in Making Places a major anchor point for High Street giving a major activity boost at the southern end of High Street. There is little doubt that with appropriate design of these proposed facilities, High Street would have been able to leverage off this/these anchor activities to grow its retail and lifestyle story. What is important here is not a new civic square, or a linear reinforcement of High Street, but rather the importance of a link between the Dowse, Civic and Riverlink.

### 4.3 Central City Post Making Places

**Economic Implications for Transformation Plan:** Without a key anchor development, the development proposition is no longer feasible, however the potential economic benefit of more activity in the central city as a consequence of improved east west movement due to an extension of Laings Road remains. The integrity of such a link would be substantially improved by a new pedestrian bridge across the river at the end of the Laings Road extension across to Alicetown. This bridge would also enable the central city to colonise a substantial part of Alicetown as its walkable catchment. At present the Ewan Bridge as a major barrier to pedestrian interaction between the central city and Alicetown. This new pedestrian bridge would change for the better the dynamics of the relationship between the central city and Alicetown.

#### **Margaret Street Bridge Link, Hutt Central Rail Station, Riverside Promenade and Park**

In 2009 the proposition of redeveloping the river bank with taller buildings along Daly Street was integrated into and accepted in the Making Places report. Like today, the desire to raise the stop banks and create new links (pedestrian and vehicular) across the river was real. The new Hutt Central Rail station (relocated Melling Station) is proposed to be moved to the general area shown in the Making Places report, along with a proposition for a pedestrian bridge on the alignment with Margaret Street.

**Economic Implication for Transformation Plan:** This proposition in general is still live and should be a major feature of the transformation of the central city.

#### **Putting the “high” back into High Street; Roundabouts/**

#### **Traffic Management, Cyclists, Pedestrians**

Making Places proposed a redistribution of traffic entering the central city by suggesting an increased load in High Street to improve retail performance. This is the “movement economy” effect, where exposure and movement together offer a more dynamic street environment within which retail often flourishes. This desire also drove the recommendation for the Margaret Street bridge. The effect of the two was to add substantial movement energy to the immediate area of the former retail core, centred on High Street. However, movement energy on its own was not seen as the inspirer of renewal for High Street and the central city, it was simply one part of a wider suite of recommendations. In any event, the re-orientation of roundabouts and intersections to add more traffic to High Street has not occurred, but Council has instead invested heavily in street improvements (mainly high quality pavement, furniture and lights). This means that the physical component of the public realm in High Street is of excellent standard, but such improvements are generally ineffective if the quality of the buildings that relate to the street are poor - as is the case with High Street.

The further issue of the dominance of roundabouts within the central city has not been addressed since the report.

**Economic Implication for Transformation Plan:** It is unlikely that support exists for the movement prioritisation of High Street, given that other accompanying initiatives are needed to make High Street more viable. There is little apparent officer or political support for this change. In addition, the parking regime in High Street (angle parking

at the southern end) tends to reduce the capacity of the street to perform the role proposed in Making Places. This demonstrates perhaps a tension between the function of the street as a destination rather than a through route. **At this point, our view would be that the Transformation Plan should seek alternative means of revitalising the central city.**

With respect to roundabouts, this needs to be revisited in the Transformation Plan. There is no doubt that pedestrian connectivity is compromised by the number and location of roundabouts in Hutt central city and in particular east-west connectivity.

#### **Exploiting the Proximity of the River**

Making Places recognised the attraction of the river and images of possible development along the river were used in the report. The report made a point of the future edge providing for “frontage, activity and safety”. This theme existed in various places throughout the report under a range of headings.

**Economic Implication for Transformation Plan:** The recommendations of the report are still relevant for the Transformation Plan. However, the report did not suggest or show the possibility of a street interface along the Riverlink/stop bank edge as a means of future proofing access within the central city. This means that the objectives of “frontage, activity and safety” may be at risk - especially until the project reaches critical mass. Access modelling undertaken for the project by Space Syntax London has shown that at present, the benefit of multi modal access along Riverlink is limited, and that new

east west links across the city to the river are far more important. However, the model tested current access conditions, not existing or future land use nor any future changes in travel. We consider it important that the city future proof access on Riverlink by building in the capacity for the edge to be capable of all modes in future.

#### **Increasing the Useability and Safety of Riddiford and Civic Gardens**

The recommendations of the report have largely been incorporated into Council’s redevelopment of this area, including the expansion and additional development of Council offices.

#### **Wayfinding Improvements**

Many of the recommendations around wayfinding are integrated into the wider Making Places plan, some of which have not and will not be achieved. A “high quality landscaped streetscape” has been delivered post Making Places in High Street. The result in the public realm is as good as seen anywhere, but the core issue of renewal is not just a function of public realm quality. Renewal requires the economic settings to change and at present an admirable and quality public realm investment is of itself not enough to effect this change.

**Economic Implication for Transformation Plan:** The report’s principles are relevant today and need to be incorporated into the Transformation Plan.

#### **Car Parking**

Making Places highlighted the possible loss of parking within the central city, but recognised that parking in

numeric terms was adequate for the central city at present. The report suggested the development of “one or two” new structured car parks in the future. However, some of this possible loss was as a consequence of projects proposed by Making Places that are no longer likely.

**Economic Implication for Transformation Plan:** Charging for parking is usually a mechanism to more effectively use parking assets as a consequence of high parking occupancy rates. Such rates in the central city do not appear to be at that point at present, so charging is unlikely to make a difference to its performance. Charging is usually beneficial when demand to be in the central city is high.

What might be interesting and useful is to consider the possible pedestrian movement rates between the future (moved) Hutt Central Station and the central city. It would appear counter-intuitive to central city performance to allow commuter parking in an area (such as the Melling side of the river) that results in little increase in central city pedestrian traffic. The dynamics of parking and the new station might be a consideration for the Transformation Plan.

#### Growth

Making Places recognised that population growth will be modest and suggested “finding the maximum way to leverage off Hutt City’s expected residential and employment growth...” as a key priority. However, the report did not specify what initiatives or processes the Council should use to achieve this outcome. The Transformation Plan prioritises population growth within the central city

and on both sides of the river via the Riverlink project and a proposes a new pedestrian bridge to connect Alicetown with the central city.

**Economic Implication for Transformation Plan:** The central city has lost 1,700 employees since the Making Places study and population growth has continued to be modest. The Transformation Plan should specify how growth will occur in or around the central city and the initiatives to be employed that will result in this growth facilitating wider central city renewal.

#### Employment

Making Places suggested that the central city should become a “hive of residential, economic, employment and commercial activity.” It did not specify what actions would achieve this goal other than describing the settings that would enable this to happen. These settings did not exist in the central city in 2008 and do not exist today. As mentioned above the central city has lost substantial employment since 2008 (with 1,700 jobs leaving the central city). Making Places suggested a precinct-based employment strategy for the central city (see Figure 4-4.2 Making Places 2008).

**Economic Implications for Transformation Plan:** The ability to begin renewal through redevelopment of existing buildings in the central city is negatively affected by market demand for space and achievable rents. This is the same position as when Making Places was undertaken in 2008. Making Places endeavoured to use community

assets (new Town Hall or new Library) as the inspiration for renewal, not the redevelopment of existing commercial assets due to the same issues that this study is dealing with today.

We do not recommend a precinct-based employment strategy for the central city as it tends to over-simplify the central city. Currently the central city has under-utilised buildings in the core area (described in Making Places as “Corporate and Civic Offices”). Given low retail rental levels there is a case for encouraging non-retail commercial ground floor uses as already permitted in the DP. However non-retail should still deliver activation of the street - principally in the way the activity is managed around its (current) shop windows. This will be an issue for future review of the Central Area Design Guide criteria.

#### Employment Dynamics

The employment story for the Central City shows some stability over the period from 2000 to 2018, but little

**Businesses and Employees Hutt Central Area**

Year	No. Businesses	No. Employees
2000	1533	9600
2001	1491	9800
2002	1485	9700
2003	1500	10000
2004	1587	10200
2005	1590	10100
2006	1617	10700
2007	1635	11400
2008	1638	11700
2009	1689	11200
2010	1665	11400
2011	1668	11000
2012	1689	10500
2013	1746	10100
2014	1779	10100
2015	1821	10200
2016	1857	10000
2017	1896	10000

Table 4.1: Employment data 2000-2017

#### Businesses Demographics Hutt Central City Area

	2000	2017
A Agriculture Forestry and Fishing	0.0%	0.1%
C Manufacturing	1.3%	1.8%
D Electricity Gas Water and Waste Services	0.0%	0.0%
E Construction	2.0%	1.6%
F Wholesale Trade	4.1%	3.0%
G Retail Trade	19.8%	21.5%
H Accommodation and Food Services	6.3%	9.2%
I Transport Postal and Warehousing	0.8%	1.1%
J Information Media and Telecommunications	4.5%	1.3%
K Financial and Insurance Services	4.0%	4.2%
L Rental Hiring and Real Estate Services	1.6%	2.8%
M Professional Scientific and Technical Services	8.2%	8.1%
N Administrative and Support Services	13.5%	6.8%
O Public Administration and Safety	12.5%	16.5%
P Education and Training	6.5%	8.6%
Q Health Care and Social Assistance	8.6%	8.9%
R Arts and Recreation Services	1.4%	0.8%
S Other Services	4.6%	3.5%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>

Table 4.2: Business demographics 2000 and 2017

growth in total employment numbers.

The adjacent Table 4.1 indicates three main conclusions available from the data.

1. The loss of 1,700 employees in the Central Area since 2008, or the year that data was available for Council's Making Places study.
2. The growth in business numbers in the Central Area between 2000 and 2017 and a reduction in employees per business over the same period (from 6 employees per business to 5).
3. The relatively stable total number of employees between 2000 and 2017.

Business demographics have not changed markedly, as shown in Table 4.2.

#### River Markets

Making Places suggested moving the weekend market into Dudley Street and Andrews Ave to "inject more activity into the central shopping area." Whilst moving the market would assist with some weekend retail performance (mainly food and beverage) in the central city, it is likely that the relationship with the river is a key component of the market's appeal. The market may need to move



Riverbank Markets Lower Hutt

#### 4.4 Economic Upscaling and Design

anyway, with the Riverlink project and giving it an urban edge as a consequence of developing buildings on the edge of the stop banks will likely improve its future appeal.

**Economic Implications for Transformation Plan:** Moving the markets into the central city is unlikely to be a popular move and despite the recommendation in Making Places no apparent interest exists in doing so. Simply moving the markets on its own is unlikely to materially affect the performance of the central city to the point at which it generates increased rents, capital investment and renewal.

The core central city suffers from lack of investment, lack of renewal and lack of pedestrian interest and quality. The basis for this status is both functional and physical. Pedestrian interest is mostly a physical thing, but places with high pedestrian counts also appear visually interesting and vibrant even if the physical environment (buildings and footpaths) is poor. This is where functionality can override physical form.

The functional environment in the central city is characterised by low pedestrian numbers. This is caused by the central city's small geographic area (resulting in a low feed of office workers to the streets) and secondary and tertiary retailers. The central city has no flagship retailers outside of Queensgate Mall and we are advised by leasing agents that ground floor rents are very low.

Making Places makes a number of objective statements aimed at improving the functional performance of

the central city such as “encourage and put in place measures...” and “providing new, quality spaces for people...”, and “showcasing Hutt”, etc., but either provided no step by step basis for delivering on these objectives or relied on outcomes that are no longer in play.

**Economic Implication for Transformation Plan:** The Transformation Plan, whilst recognising the objectives of Making Places must spell out actions to facilitate improved central city performance. A benefit for this process over that of Making Places is greater certainly over decisions around the Melling bridge, a new Central Rail Station and investment in the stopbanks. These projects are together categorised as the Riverlink project. Subject to appropriate design and architecture, the Riverlink project’s interface with the central city provides one basis for future investment and offers the possibility of a flow-on benefit to the core central city.

In order to identify wider functional characteristics of the central city we need to look at its wider context. The central city’s retail catchment is regional, however the mix and characteristics of the retailers in the core means that whilst many are destination retailers, their draw is specific and visitations are occasional. The major regional retail destination sits inward within Queensgate Mall. As a building the Mall has been designed with its backs to every street. This design approach is normal to malls, but comes with the following problems for a central city:

- It offers very little functional relationship outside of the mall and not enough to compensate for the trade it takes from a central city
- It reduces amenity in surrounding streets
- It reduces land value of sites opposite by virtue of its poor interfaces
- It reduces visitation levels in the public realm by out-competing central city retailers, many of whom close down or move to the mall
- It increases traffic in the central city, accessing mall car parking, but the central city sees little benefit from this increase in traffic.

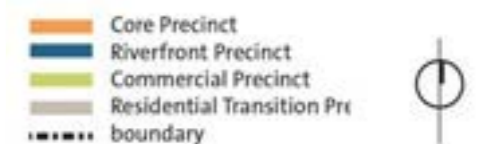
Council has for planning purposes, identified a number of central city precincts (fig. 4.1), being Core, Riverfront, Commercial and Residential. We have split the area (black lines) into “north” and “south” sub-areas as the characteristics of the central city change beyond Waterloo Rd. These precincts and the split are shown below.

For the purposes of evaluating the dynamics of the Central Area’s business zones, we have loosely split what we call the “Old City” and “North Central” into two separate zones as shown in Figure 4.1. North Central is composed of a loose configuration of large format retail, car yards and other destination but mostly non-urban businesses. The “Old City” represents the traditional business heart of the city or central city.

Area/Zone	Year	No’s Businesses	No’s Employees
North	2000	456	2750
North	2017	684	3150
South	2000	1080	6800



Figure 4.1: District Plan (Precinct areas)



South            2017    1215            6800

The data shows that the Old City has remained constant in employee numbers over the period but with more businesses, and North Central has added 400 new employees as well as increased in numbers of businesses.

The overall conclusion of all of this data suggests a more dynamic North Central area, an increase in smaller businesses across the Central Area as a whole, and in general little overall growth.

What may also be apparent in the data is a growing mismatch between a reduction in the size of businesses in the Central Area and the suitability or otherwise of conventional Central Area office space to cater to the dynamic of smaller sized Central Area businesses. Typically, smaller businesses are more suited to flexible office space, shorter and less formal leases and vibrant urban environments. The Central Area may well suit a suitably configured conversion of standard office space into shared co-work space to cater to the evolving smaller business dynamic. The Central Area's stock of office and retail space appears poorly positioned to cater to businesses that are growing out of home, or new and existing businesses seeking more flexible, yet contemporary and easily adaptable spaces on mixed but generally shorter lease terms.

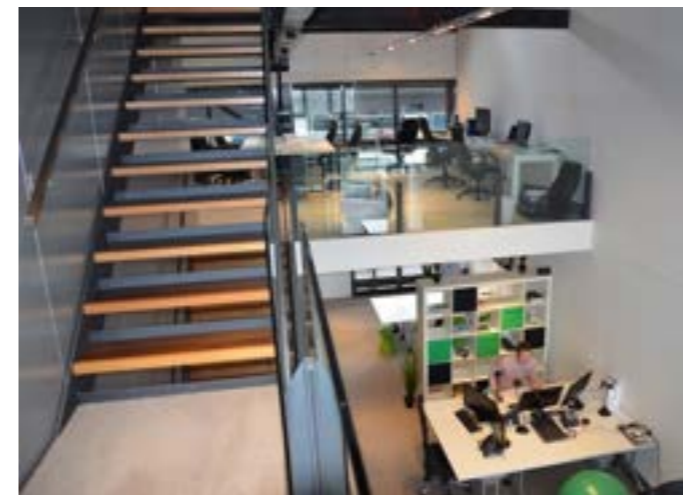
**Future-Proofing for Vibrant Commercial Activity on**

**Ground Floors**

Whilst the DP allows a wide range of commercial, buildings in the core central city must remain "retail-capable" as the central city evolves and adapts over time. The central city of today should not be seen as a fixed-in-time version of the future. Retail has changed substantially over the past decade with fewer entrants and physical stores, and the diversion of spending from physical space to virtual space.

However, unlike shopping malls central city's should not be seen as merely functional machines. As discussed earlier successful central cities are cultural and recreational destinations where shopping is a complementary element of the total experience. By focusing as much on the physical environment as the functional (land use) it is possible to change perceptions of the central city and visitation patterns. Retail will be a beneficiary of that change but of itself should not be seen as a generator of change. As a "retail centre" the central city comes a distant second as a competitor to Queensgate. It is our opinion that the future of the central city should not be tied to a retail-only or a retail-dominant strategy. Council should seek to uplift the experience of being in the central city through approving a range of quality commercial ground level outcomes.

We are informed that rents in semi-industrial locations north of Queens Drive are higher than some retail rents in the core central city. This means that tenants in the core could be categorised as simply "space occupiers" that contribute very little and are there in the absence of alternatives due in part to provisions in the District Plan.



Such low rent tenants do not add to the required elevated status that is so important to successful central cities.

Section 5A of the DP allows a range commercial functions at ground, not just retail. However we suggest that buildings in the central city need to remain “retail-capable” on ground floor (irrespective of use) and that more life and activity may come from small and innovative firms occupying ground floor space. This space could be co-work or other creative sector jobs.

The nature of most commercial buildings within the central city is not conducive to smaller and innovative and perhaps mixed tenancies, despite the formation trend to smaller businesses in New Zealand. Many of these small businesses may happily locate in the central city but would prefer not to be located within a formal, upstairs, office settings. It may also be appropriate to allow building modification to facilitate mezzanines for such ground floor non-retail businesses.

However, in order to ensure that potential new activities that can energise the central city do not face inward, the activity or land use requirement will need to be accompanied by a mandatory design control over the way the detail of the window and doors present to the street - this may call for minor adjustments to the current Central Commercial Area Design Guide. Even with predominantly retail on the ground floor of the central city, the effect is not a stimulating, visually rich environment.

### Visual Detail and Glazing at Ground Level

The ground floors and shop window presentation in the Core central city is generally poor. A part of the reason for this is a well intended requirement for transparency and high levels of glazing, as follows:

“(d) Building Frontages and Display Windows:

For sites within the area identified in Appendix Central Commercial 3 – Verandahs, Building Frontages and Display Windows, the following building requirements shall be met:

- (i) All buildings shall be built to the front boundary of the site; and
- (ii) Any parts of a building fronting a street, pedestrian mall, pedestrian walkway or other public space shall have at least 60% transparent glass display windows for the ground floor façade surface on each façade.”

The design notion of “transparency” is the core basis for the glazing provision, but often the outcome is an over-glazed street that is visually dull. This condition abounds in Hutt central city and unlike Jackson Street (Petone) is partly responsible for its poor retail performance. In Jackson Street the buildings are rich enough to compensate for some poor ground floor shop presentations.

The images opposite show shops that comply with the 60% minimum glazing requirement (on the left hand upper side of the images) against those that don't.

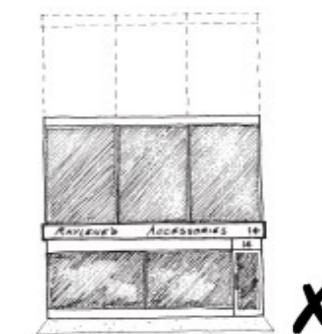
These images indicate that the glazing provision on its own can reduce visual complexity and detail and when many of these responses combine together (as they do generally in High Street and Queens Drive), the result is an endless sequence that is visually simple and not visually rich enough for pedestrians. The provision is designed to achieve the right objective, but the primary factor should be the visual composition of the doors and windows and their elements.

Windows and doors are at the interface of public and private realms. They provide opportunity for transparency as through them pedestrians can see into buildings (the basis for the glazing provision). In walkable streets there is a need to ensure that transparency does not come at a cost to complexity. Doors must be distinguishable from windows.

Ideally doors should be recessed and/or framed to give definition to the entrance to a building and celebrate the transition from public to private. Framed doors and windows are a component of complexity, as opposed to glazing, which reduces complexity but provides an element of transparency. Transparency however can be suggested and oblique. Traditional architecture tends to deliver the appropriate detail needed to switch on pedestrian interest and program them to walk down a street (as shown in the image below).

This is not to say that fully glazed shopfronts are universally inappropriate as many successful central cities have these

treatments in an occasional building. However, in most cases they are a feature of an otherwise highly complex series of buildings heavily laced with facade elements (and so the glazing acts in relief to this heavy detail). Also important for Hutt central city is the fact that the majority of the central city is heavily canopied, which increases the importance of the pedestrian's long view under the



Hutt City District Plan - design guidance for frontages along Jackson Street, Petone





canopy. In older cities, as shown in the images earlier, the pedestrian view is wider and more complex (there is more to see). Canopies contain the view and therefore the total building is not a component of the visual canvass.

**Economic Implications for Transformation Plan:** The District Plan already supports non-retail activity for ground floors but additional design controls (added to the Central Commercial Activity Area Design Guide”) that prioritise facade treatments that add to visual complexity should be considered. All buildings in the central city should remain retail capable at ground.

#### Central Cities and Online Shopping

In the last 5 years particularly the retail market has experienced both a reduction in retail spending growth and a loss of trade by conventional retail stores as a consequence of the growing influence of online shopping. The growth of online shopping is likely in its infancy.

Price Waterhouse Cooper projects growth in online shopping in NZ to increase from \$2.68 billion in 2011 to \$5.37 billion in 2016 (a compound annual growth rate of over 14%). Three different polls in New Zealand identified that between 54% and 55% of New Zealanders shopped online in 2012. Nielson estimated that in 2013 New Zealanders will have spent \$4.0 billion in online retail sales. The 2011 spend is equivalent to 6% of all retail sales and rising.

The major driver (over 50%) of online shopping is price, but many also see convenience of shopping from home as a major factor in their decision to shop online.

The response from local retailers has been to grow or create online portals as a complementary element to their retail stores. However unlike in the past, the competition or comparison retail story is not simply domestic but international. Shoppers are comparing prices of the same product types across a number of international locations before making the decision to purchase.

Some municipalities have assumed that cities need to compete on the same competitive line as the shopping centres in the suburbs. This is the wrong approach. Cities will never be as convenient as the suburban centres and they don't need to be. Cities are more effective economic and social transaction locations if they concentrate on the value of the visit to the central city. It is that value (“return on time invested”) that encourages the decision of residents to drive past their suburban centre to the city. A part of this “experience” is the increasing role of events in central cities.

#### Events

Events that exploit the qualities of the central city can also be strong contributors to retail trade, as shown by post event analysis by Marketview for events such as “Light Nelson”, where the evening-based activity rolled into spending uplift during daylight. Retailers and events staff

should be actively partnered to use events such as this as leverage for increased retail trade. Issues such as location of event, time of year, access, servicing and parking are fundamental to this type of hybrid marketing strategy in the central city.

Major retail trends and the influence of online shopping suggest that “experience”, which includes a package of things in the central city is the most effective means by which to offset the wider competitive influences of the internet and utilitarian, price-based competition in places such as Queensgate. Improving customer enjoyment of the central city environment and shopping must be a key focus for Council in order to support its retail and non retail businesses. This means a regulatory focus on better buildings and improved public realm. It also means that the public realm environment is the city’s ongoing canvass for events and activities.

The events program is an important component of the health of the central city if it is well targeted to link to retail activity.

Nelson has one of the most active and sophisticated events calendars of any city of comparable size. In discussions with Council officers associated with events as well as business event participants in the central city there appears to be good coordination between central city businesses and events staff. This cooperation is a

model for Hutt, as the future retail environment of the central city is enhanced by close coordination between retailers and Council events staff and a key objective of this partnership should be improved retail performance of the central city. In this respect the most effective strategy for these programs is linked to central city merchandise themes (and not just food). Given growth in the catchment there needs to be close coordination between the Council, business, owners and leasing agents (this may already be happening) so as to promote the central city as the quality location of choice for major fashion and other stores yet to arrive in Hutt. The future Riverlink project provides a wider opportunity to grow the amenity of the central city.

### Riverlink

Riverlink provides a once-in-a-lifetime opportunity for Hutt central city. This Transformation Plan sees Riverlink as a two-sided project with the river as the centre. The public sector investment in this project offers a renewal path for the entire central city by creating new and highly attractive edges to the river. The river is currently an obscure feature of the central city and is an informal recreational resource with a weak relationship with the central city. Riverlink offers the possibility of bringing the river into the central city. It also offers a clear high-density housing and possibly also an office opportunity at the river’s edge on both sides of the river.

With a pedestrian bridge at the Laings Road extension, a meaningful relationship is also possible with Alicetown.

Alicetown would then become a part of the central city fringe.

The Riverlink project sits within a notionally under-performing and relatively depressed central city and may require some pump priming in terms of risk offsets for the first project. The ability for the first project to add both market quality (in terms of the price points and market profile of the apartments) and a vibrant edge should be a fundamental factor in Council’s requirements from Riverlink. This means two things for the project and Council:

The project must be of such a scale as to change market perceptions of Hutt central city. The project must consider future proofing Riverlink in terms of multi modal means of travel.

At present, the proposed design for access is for pedestrians and service vehicles only. Given that this facility should remain for decades if not longer, it would be poor planning if Riverlink access was not future-proofed to enable multi-modal access in future.

**Economic Implications for Transformation Plan:** Riverlink’s ability to unlock value for a new and high value residential market in the central city is fundamental to its renewal. Council will need to consider how it might use its resources (land ownership, primarily) to underwrite the project’s ability to alter perceptions about Hutt CBD.



Riverlink Preliminary Design (source: HCC)



# 5 Movement and Access

## 5.1 Street Hierarchy

The Hutt Central City District roading network generally has a north-south grid structure parallel to the Hutt River. North-south corridors through the centre intersected by east-west road connections perpendicular to the river provide local access and connectivity.

Existing roads in the Hutt City District Plan Central Commercial Area are classified under the One Network Road Classification (ONRC) described in Table 11 and are listed in Appendix Transport 3 of the District Plan. Any road not listed in Appendix Transport 3 is defined as an Access Road. Any change to Appendix Transport 3 to add or reclassify a road requires a Plan Change.

The District Plan sets out primarily the levels of general traffic road hierarchy throughout the central city. The road hierarchy presently does not place any emphasis on different priorities for different modes. The roading network aims to provide for access into, across and around the city in a safe, convenient and efficient manner. The roading hierarchy also provides a mechanism for control of property access and parking.

The District Plan outlines objectives for the Hutt City road network. The approach is to identify a transport network hierarchy, promote the integration of land use with the transport network and specify key standards for the design and construction of transport network infrastructure. Specifically these are:

- A safe, efficient, resilient and well-connected transport network that is integrated with land use patterns, meets local, regional and national transport needs,

facilitates and enables urban growth and economic development, and provides for all modes of transport.

- Adverse effects from the construction, maintenance and development of the transport network on the adjacent environment are managed.
- Reverse sensitivity effects on the transport network from sensitive activities are managed.
- Adverse effects on the safety and efficiency of the transport network from land use and development that generate high volumes of traffic are managed.
- Adverse effects on the safety and efficiency of the transport network from onsite transport facilities (vehicle access, parking, maneuvering and loading facilities) are managed.

In the District Plan, the road network is categorised under a road hierarchy, which outlines the predominant functions and activities. There are six road hierarchy categories following the ONRC as follows:

1. National
2. Regional
3. Arterial
4. Primary Collector
5. Secondary Collector
6. Access (including low volume roads)

### Regional Road – State Highway 2

In the Hutt City District Plan and under the ONRC, SH2 is classified a 'Regional Road'. These roads make a major contribution to the social and economic wellbeing of a region and connect to regionally significant places, industries, ports and airports. They are major connectors

between regions and, in urban areas, may have substantial passenger transport movements.

In the immediate vicinity of the central city is SH2. SH2 is a New Zealand Transport Agency owned and operated road classified as a National Strategic Route. SH2 carries high volumes of traffic, particularly during morning and evening peak periods. SH2 also provides an important connection between Wellington, Hutt Valley, and the Wairarapa and is a key freight route in the Wellington region.

### Arterial Road

These roads make a significant contribution to social and economic wellbeing, linking regionally significant places, industries, ports or airports. They may be the only route available to important places in a region, performing a 'lifeline' function.

In the central city the following roads are classified as Arterial under ONRC:

- Melling Link (Melling Bridge)
- Melling Bridge (Melling Link from SH2 to Rutherford Street) provides a key access point spanning the Hutt River to the Hutt City CBD to/from State Highway 2. The Bridge provides a gateway connection for both local and regional traffic.
- Block Road – Pharazyn Street to SH2
- Connolly Street – Melling Road to Harcourt Werry Drive
- Ewen Bridge (incl. on and off ramps) – Railway Avenue to Queens Drive
- High Street – Queens Drive to Eastern Hutt Road

- Pharazyn Street – Marsden Street to Block Road
- Queens Drive – Ewen Bridge to Rutherford Street
- Railway Avenue – Hutt Road to Ewen Bridge
- Rutherford Street – Connolly Street to Margaret Street
- Waterloo Road – Queens Drive to Oxford Terrace
- Whites Line East – Randwick Road to Wainui Road
- Woburn Road – Ewen Bridge to Bellevue Road

### Primary Collector

These are locally important roads that provide a primary distributor/collector function, linking significant local economic areas or population areas. For Hutt City they provide access from suburban areas into the central city such as from Epuni or Woburn, or provide additional east-west links in the central city area such as Margaret Street.

- Bloomfield Terrace – Laings Road to Kings Crescent
- Bridge Street – Parliament Street to Marsden Street
- Bunny Street – Queens Drive to Knights Road
- Cornwall Street – Knights Road to Pretoria Street
- Daly Street – High Street to Rutherford Street
- Dudley Street – Margaret Street to Andrews Avenue
- Kings Cres – Queens Drive to High Street
- Knights Road – Laings Road to Oxford Street
- Laings Road – High Street to Bellevue Road
- Margaret Street – Rutherford Street to Queens Drive
- Melling Road – High Street to Rutherford Street
- Myrtle Street – Knights Road to Woburn Road
- Marsden Street – Victoria Street to Pharazyn Street
- Pharazyn Street – Block Road to Melling Link and from Bridge Street to Marsden Street

On the western side of the Hutt River, Pharazyn Street enables a connection from SH2 to Railway Avenue and suburbs in southern Hutt City, west of the Hutt River.

- Waterloo Road – High Street to Queens Drive

#### Secondary Collector

These roads link local areas of population and economic sites. They may be the only route available to some places within this local area. Links classified as secondary collector roads in the Hutt Central City area include:

- Andrews Avenue – High Street to Dudley Street
- Brunswick Street – High Street to Kings Crescent
- Harbour View Road – SH2 to Viewmont Drive
- Huia Street – Myrtle Street to Bellevue Road
- Market Grove – Woburn Road to end of Road
- Pretoria Street – High Street roundabout to Kings Crescent
- Raroa Road – High Street to Cornwall Street
- Tirohanga Road – SH2 to Matuhi Street

#### Access Road

These roads link local areas of population and economic sites. They may be the only route available to some places within this local area. This is often where your journey starts and ends. These roads provide access and connectivity to many of your daily journeys (home, school, farm, forestry etc.). They also provide access to the wider network.

All formed roads not listed in the district plan schedule ONRC classification are classified Access Roads.

#### Eastern and Western Access Routes

In the existing local road network, through the central city,

Daly Street, Dudley Street and Rutherford Street provide a 'Western Access Route' function for access and circulation. On the eastern side of the central city the 'Eastern Access Route' comprising of Knights Road, Cornwall Street and Melling Link provides an alternative corridor for access and circulation.

The two 'Access Routes' enable cross-city, circulation and access for traffic between Ewen and Melling Bridges with feeder connections to the wider Hutt City network. These enable avoidance of High Street, which has a higher pedestrian amenity and shop frontage, and Queens Drive utilised as a key Public Transport connection into the CBD.

#### Pedestrian Streets

Prior to District Plan Change 39 in 2018 (affecting chapter 14A – Transport) the District Plan classified three sections of road as 'Pedestrian Roads':

- High Street between Daly Street and Laings Road
- High Street between Andrews Ave and Margaret Street
- Laings Road between Knights Road and Myrtle Street (Civic precinct)

These road sections currently provide higher levels of pedestrian amenity. In the central city the section of High Street between Andrews Avenue and Margaret Street provides a high level of amenity and commercial shop frontage. The southern section between Daly Street and Laings Road is transitional from Daly Street to Laings Road with a local car-centric small shopping centre land use with off-street customer car parking.

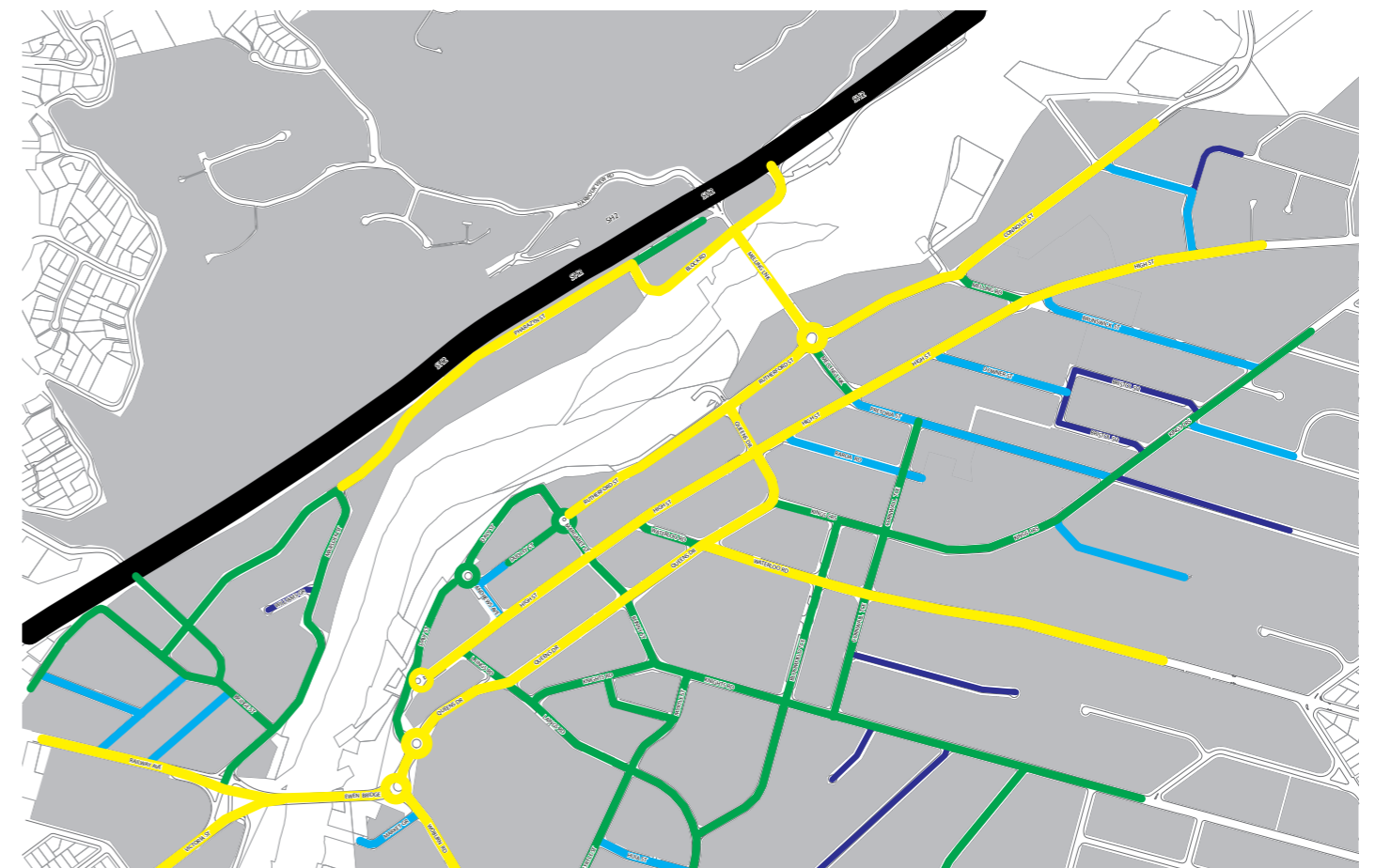
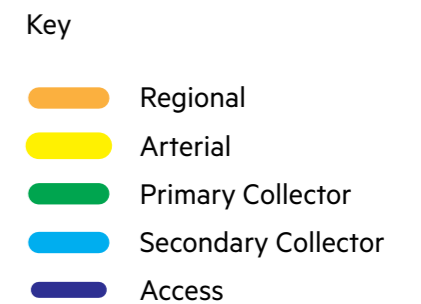


Figure 5.1 District Plan Road Hierarchy (One Network Road Classification)



## 5.2 Planned Infrastructure

### Riverlink

The Riverlink project aims to deliver improved flood management, better lifestyle and improved transport links for the people of central Lower Hutt. The project involves a collaborative approach to improvements across three areas of investment:

### Better flood protection

Upgrading flood protection on the stretch of river between Kennedy Good and Ewen bridges through provision of new stopbanks.

### Enhanced lifestyle

Incorporating the 2009 'Making Places' plan to provide an exciting opportunity to better connect central Lower Hutt with the Te Awa Kairangi / Hutt River, contributing to a more vibrant city centre.

### Melling Transport Improvements project

The agreed transport objectives are:

1. Safer journeys for all road users
2. More efficient and reliable travel in peak periods and on weekends
3. Better access to transport choices in the vicinity of Melling by improving the quality, capacity and safety and connectivity of the network for non-car based travel
4. Improved security and availability of the road network by reducing the number of crashes and flooding events that impact on the network

### SH2 Melling Efficiency and Safety Improvements

NZTA are looking at ways to reduce congestion and improve access and safety on State Highway 2 at the Melling and Block Road intersections, and consider how this links to the flood management and urban design development being investigated by the Greater Wellington Regional Council and Hutt City Council (Riverlink project).

### Hutt City East Access Route

The central city east access route project looks to provide a more efficient trip for motorists to travel from the Ewen Bridge to High Street north of the central city. The improvements aim to reduce through traffic in the central city by encouraging vehicle traffic onto roads such as Knights Road and Cornwall Street on the central city fringe. This will allow for High Street (and Queens Drive) between Laings Road and Kings Crescent to function as a 'High Street', making the central city a more desirable location

for the community and provide additional functionality for public transport, walking and cycling.

Cycleway Network Development for Ngauranga to Melling. Cycleway Network Development for Ngauranga to Melling seeks to construct and upgrade cycle connections to Petone to incorporate the central city into the wide cycle network under development. This is part of enabling the central city to be a connected and attractive location for cyclists to travel.

Project Name	Current Estimate	Description	Governance and scheduling	Current status
Riverlink: CBD promenade development	\$39.8m allocated for the promenade development.  About two thirds of this budget is anticipated to be relevant to modes of transport.	The project includes promenade development, a pedestrian bridge over the river, and upgrading Andrews Ave, Margaret St and Dudley St, in addition to the required property acquisition and riverbank parking replacement (to compensate the lost carparks due to stopbank relocation work.) Decision required on the need for any replacement carparking in the CBD and its configuration.	Decision to be made in partnership with Hutt Valley Flood Management Subcommittee (HVFMSC) by April 2018.  Construction expected to be commence 2021-22.	Decision includes approving the scale of the work, share of costs to be funded by each organisation, and timing of the construction.
Melling Bridge Replacement	\$20-80m (estimated)	\$6.5m allocated for a new bridge that aims to alleviate congestion and reduce flooding risk a replacement bridge is being considered. The bridge may be funded jointly in line with the Riverlink project (TBC).  Decisions will need to be made on the timing, funding provision, location and design elements for the proposed bridge.	Decision to be made by 2018  Replacement commenced by 2024	Discussions are under way between HCC, GWRC and NZTA to investigate the project in conjunction with the Riverlinks preferred options for Hutt River stopbank realignment and upgrades in the CBD.

Source: Draft Infrastructure Strategy 2018-2048 (for CPC 20 Feb), Attachment 2

### 5.3 Public Transport Provision

There are two forms of Public Transport services to and within Lower Hut's central city. These include transport by rail and bus.

#### Rail transport

In the Hutt Valley, there are two rail lines that provide services to destinations near the central city. The Melling Line terminates at the Melling Station adjacent to SH2 on the western side of the Hutt River, accessed via the Melling Bridge. The Melling station has park and ride facilities and cycle racks for cyclists. Services operate at increased frequencies during the peak periods for commuter traffic to/from Wellington, Hutt central city and the southern Hutt Valley area.

The Hutt Valley Line provides access to the central city via the Waterloo Railway Station and continues north to Upper Hutt and the Wairarapa. Waterloo station is located approximately 1 km east of the central city along Knights Road. As such, this connection is a less desirable option than buses for access to Queensgate.

#### Bus transport

There are 12 bus services operating within the Hutt central city, ten of which are funded by Greater Wellington Regional Council (GWRC), Route 91 and Route 97 are privately operated. Of these ten GWRC routes:

- 3 services are High Frequency (bus frequency less than or equal to 15 minutes at midday on a weekday),
- 2 services have a bus frequency of an hour or more at midday on a weekday.

GWRC places the following numbers of people within 400m of a bus stop:

- 118,000 people on routes through the central city.
- 115,000 people on routes with weekday midday frequency less than one hour.
- 65,000 people on High Frequency routes.

Bus services come into the central city on Melling Link (one route), High Street (three routes), Kings Crescent (two routes), Waterloo Road (two routes), Knights Road (three routes), Woburn Road (two routes), and Railway Avenue (six routes).

Bunny Street and Queens Drive outside of the Queensgate Mall have multiple routes and act as a Bus Hub / Interchange. Waterloo Station also operates as a hub for public transport. However, Waterloo caters to intra-regional trips rather than trips between locations in the city. Current metlink bus route service numbers: 145, 97, 110, 120, Airport Flyer (91), 121, 160, 170, 130, 150, 83, 154.



Figure 5.3 GWRC bus routes and population within 400m of a bus stop (source: GWRC)

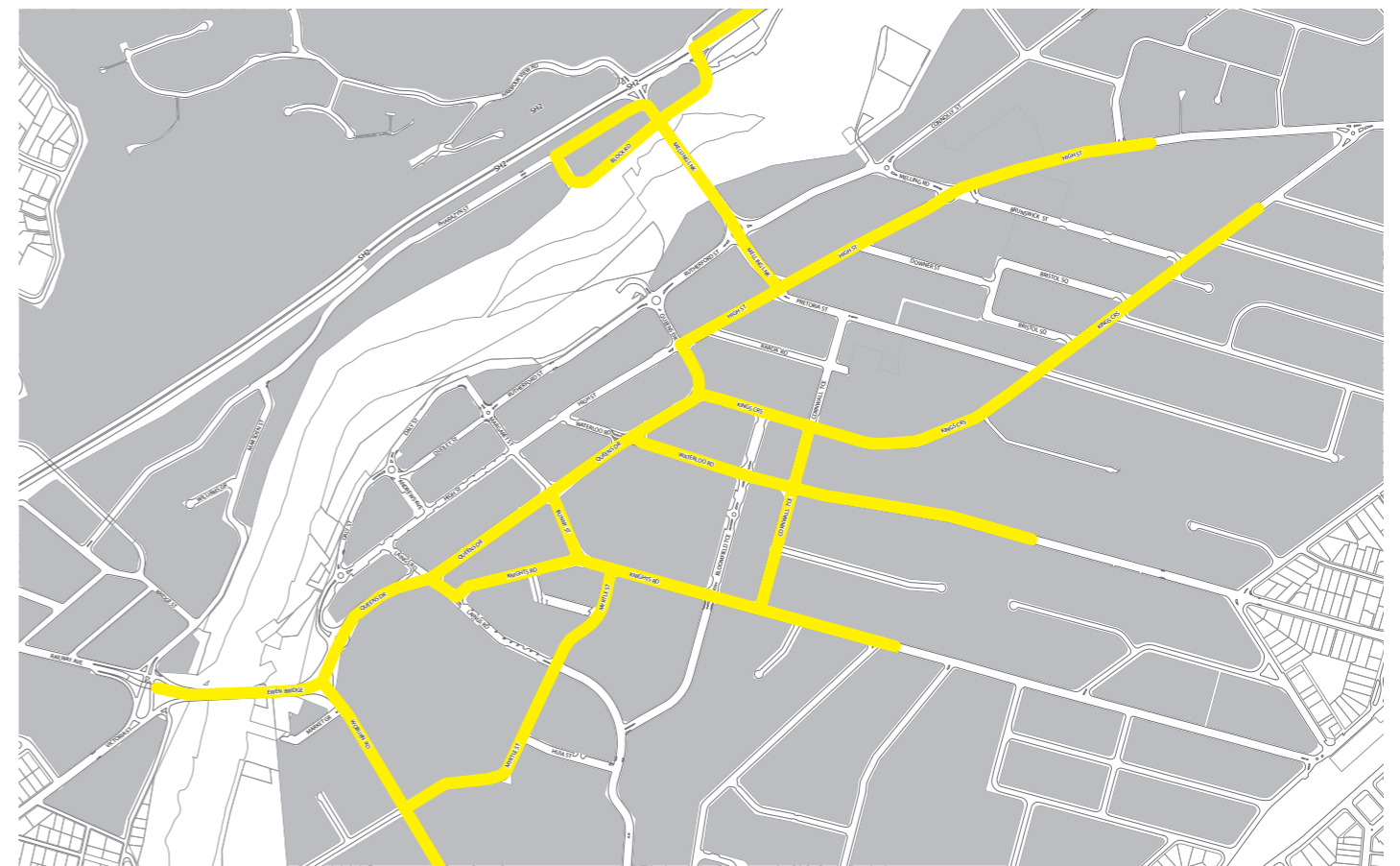


Figure 5.2 Bus routes through the central city

## 5.4 Walking and Cycling

### Walking

Pedestrian movement is the primary mode for travelling within the central city. It provides access to workplaces, shops, cafes, and public amenities including various transport modes. Making Places 2030 aimed to create a high quality public space along the riverfront reserve (a place for 'people and enjoyment'); provide opportunities for a high quality built edge to the stopbank for frontage, safety, and activity; and re-energise southern High Street into a pedestrian based civic, commercial and residential zone.

Routes designated as Pedestrian Streets and Roads provide pedestrian access with only limited vehicle access. These are roads whose purpose is to support pedestrian movements. In the central city they are:

- High Street between Daly Street and Laings Road, and Andrews Avenue to Margaret Street.
- Laings Road between Knights Road and Myrtle Street.

In addition to these pedestrian streets, there are numerous pedestrian shopping arcades. These provide enhanced through-block pedestrian circulation. They are currently located between Queens Drive, High Street Road, Dudley Street and Rutherford Street. They also access the riverbank and the current riverbank carpark.

Melling Bridge is an important pedestrian connection between the Melling Station and Hutt central city, Knights Road is also an important link from the central city to the Waterloo Station interchange.

### Cycling Journeys

The 2013 Census showed that 23% of trips in Hutt City included a walking component and 1% including a cycling component on census day. There has been an increase in the number of people cycling to work, and the perception of services to pedestrians continues to improve. Around 2,600 trips were undertaken by active modes on census day. Reasons for higher use include: health and fitness; convenience; lower costs compared to private cars and public transport; and greater awareness of environmental impacts of other modes.

Cycling has the potential to provide for local trips between the central city and nearby residential areas, including west of State Highway 2. This could include trips for employment, trips for shopping, and trips for recreation.

The Waterloo train station and bus terminal is less than 2 km from the promenade, and cycling may become a significant way to link these locations. This cycling connection would also provide a cycling link to the Pohutukawa/Oxford Terrace and Cambridge Terrace arterial routes.

### Hutt River Trail

Running the length of the Hutt River, the Hutt River Trail provides for recreation walking and cycling, and commuter cyclist trips through the Hutt Valley, connecting schools, transport hubs, the central city, community centres, and residential areas. The promenade could become a notable stopping/gathering point for cyclists, with nearby parking and shopping, and the potential for cyclist amenity facilities.

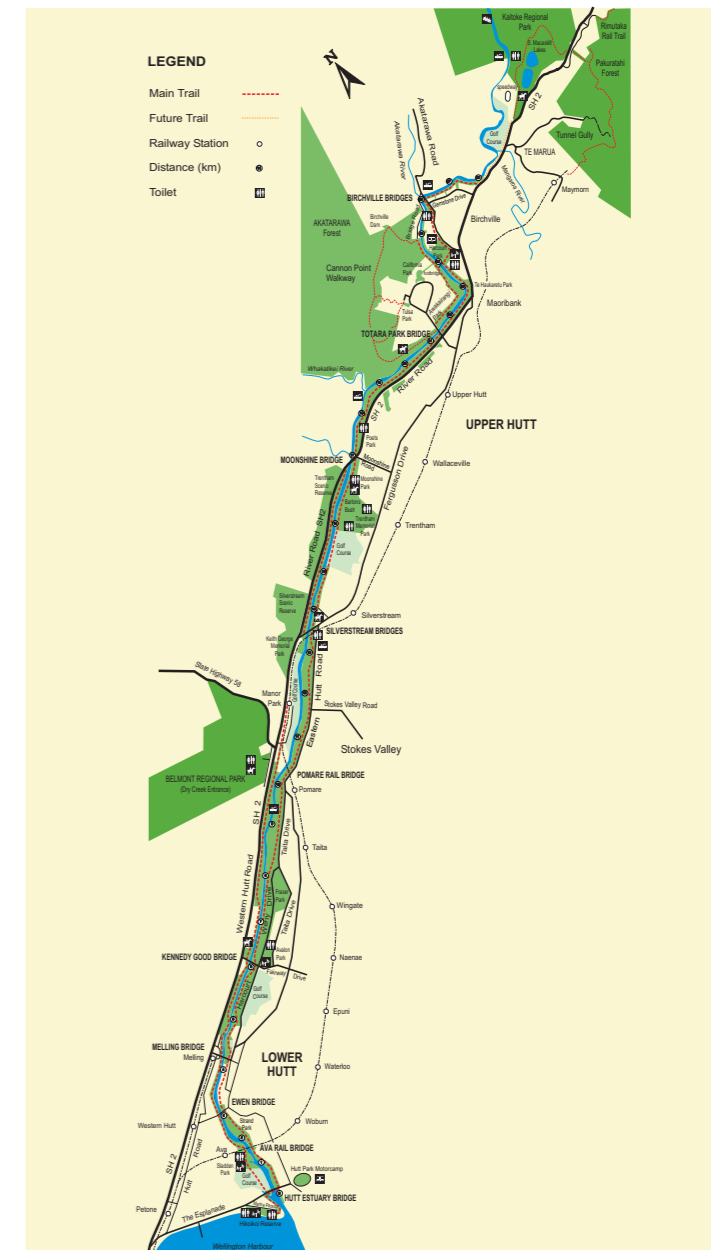


Figure 5.4 Hutt river trail map



## 5.5 Car Parking

### Type

On-street parking in the central city is predominantly parallel, with some areas of angle parking (60 degree). The angle parking is mainly towards the outside edges of the central area, at the north and south ends of High Street, and Laings Road/Queens Drive areas. This acts as traffic calming and encourages a high turnover of parking space use, whilst also discouraging through traffic. This type of angle parking creates side friction and intermittent delays to passing traffic whilst vehicles manoeuvre to and from spaces. There are some isolated areas of perpendicular (90 degree) parking space, these are located in isolated pockets mainly located on local access roads.

Queensgate mall has large areas of open and covered multi-storey private car parking. Parking is time-limited and enforced by private parking operators. Use is restricted to mall visitors only.

There are public off road car parks within the central city, the larger of these is the Riverbank Car Park, and the car park adjacent to the Council Offices. Both these car parks are uncovered car parks laid out in 90-degree format. The Riverside Car Park largely caters for rail commuters and workers in the central city, whilst the council car park is mainly used by visitors to the Council. In addition to these car parks there is a park and ride facility for rail commuters on the west side of the Hutt River, again this is an open car park and it should be noted that it is outside the central and outer areas.

In the central city, parking is controlled by time-restricted pay and display metering. The metered area includes Market Grove (at the southern end of the central city) to Downer Street (at the northern end), bounded by Cornwall Street and the Riverbank car park. After 5pm and at weekends, parking is generally free in the central city. A 2 hour limit applies to parking on Saturdays in certain zones.

Public parking outside the central city is generally free and there is no residents' parking scheme in Lower Hutt. There are a small number of 15 and 60 minute parking spaces provided free of charge throughout the metered areas in the central city.

### Parking Policy (December 2017)

In December 2017, Hutt City council adopted the current Parking Policy. The main priority is safety. The policy sets out a road space hierarchy approach to manage demand and use of the city's roadspace as shown in the adjacent table.

ROAD HIERARCHY		ROAD-SPACE HIERARCHY		
NZTA ONE NETWORK	NZS4404			
ROAD CLASSIFICATION				
National Road		No parking		
Regional Road	Major arterial			
Arterial	Minor arterial	Live and Play (Residential and Parks)	Shop and Trade & Work and Learn (Retail and Services & Offices and Schools)	Make, Grow, and Move (Agricultural, industrial, and warehouses)
Primary Collector	Connector/Collector			
Secondary Collector	Connector/Collector			
Access	Local Road			
Access (Low Volume)	Lane			
1	No stopping zones	No stopping zones	No stopping zones	No stopping zones
= 2	Existing property access	Existing property access	Existing property access	Existing property access
	Public transport stops	Public transport stops	Public transport stops	Public transport stops
	Mobility parking	Mobility parking	Mobility parking	Mobility parking
	Active modes – including provision for removing car park spaces for walking and cycling infrastructure	Active modes – including provision for removing car park spaces for walking and cycling infrastructure	Active modes – including provision for removing car park spaces for walking and cycling infrastructure	Active modes – including provision for removing car park spaces for walking and cycling infrastructure
3	Drop off/ pick up zones (schools/ rail)	Amenity - inc. landscaping and/or adding street furniture	Drop off/ pick up zones (schools/ rail)	Drop off/ pick up zones (schools/ rail)
4	Residential parking	Drop off/ pick up zones (schools/ rail)	Loading Zones	Loading Zones
5	Short-term parking	Loading Zones	Motorcycle/scooter parking	Motorcycle/scooter parking
6	Loading Zones	Short-term parking	Local employee parking	Local employee parking
7	Amenity - inc. landscaping and/or adding street furniture	Motorcycle/scooter parking	Short-term parking	Short-term parking
8	Motorcycle/scooter parking	Residential parking	Amenity - inc. landscaping and/or adding street furniture	Amenity - inc. landscaping and/or adding street furniture
9	Residential visitor parking	Local employee parking	Residential parking	Residential parking
10	Local employee parking	Residential visitor parking	Residential visitor parking	Residential visitor parking
11	Commuter car parking	Commuter car parking	Commuter car parking	Commuter car parking

The top five uses of space are the same across all areas and reflect road safety and efficient movement, and Council's aims of improving access to the city by public transport and active transport.

The difference between local employee parking and commuter car parking is as follows: Commuters are those who park their vehicle before boarding another form of transport e.g. bus or train to their place of work; local employees are those who park their vehicle before travelling a short distance, most likely on foot, to their place of work. The effect of both uses is the same – all day occupancy of parking spaces – and therefore, apart from in Make, Grow and Move, the hierarchy does not provide for a significant difference in the priority given to these categories.

[Note: The following has been sourced from 'Section 3 – Road Space Hierarchy' in the Parking Policy]

The hierarchy is a guide to assist Council in making consistent decisions and ensure that parking serves the main purposes and land-use of areas in the city. Without effectively managing demands for on-street spaces parking resources become saturated and their usefulness diminishes.

The hierarchy adopts the land use types from New Zealand Standard 4404: 2010 – Land development and subdivision infrastructure, rather than using Hutt City's District Plan Activity Areas (also commonly known as zones). Groups of users and movements are then given priority within the land-use areas identified. The District Plan Activity Areas have clearly defined boundaries and are used to define and control the activities permitted in those areas. By using the more generalised land uses adopted in NZS4404 when considering the use of road-space, Council will be better able to consider areas with mixed land use types, such as where shops are located within residential areas, or apartments are located within commercial areas.

In Live and Play his needs to be balanced against the needs of short-term customer parking for local shops, services, community facilities, schools and educational institutions. Parking for local employees and, to some extent commuters, can also be accommodated in these areas if possible.

In Shop and Trade, and Work and Learn areas on-street parking is a key resource to support access for customers

to shops, restaurants, and social opportunities. It is also important to provide good access to public and active transport provision, suitable mobility parking spaces close to key destinations, and that pick-up and drop-off spaces and loading zones are available to service the areas. For example, short-term parking for shoppers receives high priority in order to contribute to the performance of businesses in the area. Commuters and employees may still be able to find spaces in these areas however those users looking for longer-stay parking may need to park in areas further away from centres or in off-street parking areas. Road-space could be reallocated in these areas to improve amenity, create people-friendly spaces and encourage travel by other transport modes, e.g. by creating outdoor dining areas, by contributing to Riverlink, and by enabling the provision of infrastructure to improve access to destinations by cycling or walking.

In Make, Grow and Move areas on-street space is important to enable effective movement of goods in and out, as well as links and access to the areas by public and active transport. Some priority is also given to short-term parking for clients or customers as well as to local employee parking in these areas to avoid some of the overspill of longer-term parking to adjacent areas.

Common priorities across different street uses include:

- Ensuring existing property access
- Providing adequate supply of mobility parking to provide good access for people with impaired mobility
- Prioritising road space for improving connections to

the city by public transport and active transport to assist with transport choice and managed parking demand.

It recognises that “a strategic approach to parking can make a city a more attractive and healthier place to live, as well as playing an important part in supporting its economic performance.” The policy was informed by a parking demand study in June 2017.

#### **Parking Demand Data**

A parking demand study was completed in 2017 when surveys were undertaken between 27th June and 1st July 2017 on weekends and weekdays for the central city area. The surveys captured occupancy and turnover data and the results of this are summarised as follows:

#### **Occupancy Surveys – Lower Hutt**

There were approximately 1500 parking spaces in the survey area. Maximum demand was between 1200 and 1400 hrs on both survey days. On Tuesday maximum demand reached 1052 vehicles (30% spare capacity) and on Saturday was 923 vehicles (40% spare capacity).

#### **Turnover Surveys – Lower Hutt**

- Queen's Drive weekday & Saturday = up to 5 minutes, 15-20 minutes and 25-35 minutes. The 85th percentile was between 40-45 minutes on a weekday and 60-65 minutes on a Saturday.
- High Street Saturday = 42% of vehicles staying for 5 minutes. The 85th percentile was 50 minutes. Weekday data is not available.
- Waterloo Road weekday = 70% of vehicles staying for

- up to 25 minutes. The 85th percentile was 55 minutes.
- Waterloo Road Saturday = 15% of vehicles stayed for up to 10 minutes, 60% up to 30 minutes with the 85th percentile at 80 minutes.
- Rutherford Drive weekday = 70% of vehicles staying for 10 minutes on a weekday. 20% of vehicles stayed for over 95 minutes.
- Rutherford Drive Saturday = 50% of vehicles stayed for up to 60 minutes, 35% for 2-4 hours and 15% for more than 4 hours.
- Riverbank Car Park weekday = 8% of vehicles parking for less than one hour. Approximately 60% of vehicles remained for up to 4 hours with the 85th percentile being up to 6 hours.
- Riverbank Car Park Saturday - 85% of vehicles remained for 20 minutes or less, possibly reflecting the use of the car park for the local market, further observations on trip purpose would be necessary to check this assumption.

**Regulatory – Operative District Plan**

The District Plan identifies Inner and Outer parking districts in the Central Commercial Activity Area. This district has no on-site parking requirements for activities other than residential, which requires 1 parking space for every 2 units. The Outer Central Area Parking District does require on-site parking provision as follows:

**Retail**

- Less than 500m<sup>2</sup> GFA - Nil
- More than 500 - 1500m<sup>2</sup> GFA - 1 space per 100m<sup>2</sup> GFA
- More than 1500 - 3000m<sup>2</sup> GFA - 2 spaces per 100m<sup>2</sup> GFA
- More than 3000m<sup>2</sup> GFA - 3 spaces per 100m<sup>2</sup> GFA

For developments that involve a range of different activities (for example, Integrated Retail Developments) the car parking requirement must be determined on an aggregate basis. These are determined by High Trip Generator Thresholds, for example any residential development or subdivision enabling more than 60 dwelling houses.

**Key**

- Parallel parking
- Angle parking
- Perpendicular parking
- ▨ Areas of visible / comprehensive off street parking



Figure 5.5 Survey of on street parking and open parking areas

NB: parking structures not included in parking spaces survey

# 6 HCC Planning Policy and Strategies

## 6.1 Documents Overview

This survey examines eight of Lower Hutt's policy or strategy documents (see below), identifying spatial planning issues that affect the central city:

- CBD Vision
- Integrated Vision
- Urban Growth Strategy
- Leisure and Wellbeing Strategy
- Environmental Sustainability
- District Plan
- Making Places

Four of the documents have a city-wide perspective: Integrated Vision, Urban Growth Strategy, Leisure and Wellbeing Strategy and Environmental Sustainability. Policies and strategies from these sources tend to be quite abstract and lack a clear spatial footprint. The District Plan is pertinent to the Transformation Plan, because it deals with the physical environment. This document contains some generic material but also devotes a section to the central city. As its name suggests, the CBD Vision deals exclusively with the central city. However, few of its aims and objectives are place-specific. Making Places has the greatest relevance to the Transformation Plan. It focuses solely on the central city, and most of its initiatives have a tangible effect on the central city's physical fabric. As a result, Making Places has been examined separately. Whereas the other five documents have been subject to a text-based content analysis (see appendix A), Making Places has been mapped to show the distribution and relationship of its proposals (see section 6.3).

Both the District Plan and Making Places divide the central city into distinct sub-areas or precincts. While there is some parity between these two documents, nomenclature and units of subdivision vary. This makes comparison difficult. Typically, Making Places provides a more fine-grained breakdown of character and function. Importantly, it includes both Queensgate and the Civic Centre as discrete areas. Accordingly, this document provides a basis for the six precincts that organise this analysis of policy and strategy. Each precinct appears as a two-page table with the precinct's name at the top. The final pages of the table address the central city as a whole.

Across all three documents, precincts correlate as follows:

District Plan	Making Places	Transformation Plan
Core	Central Southern	High St Spine Queens Dr Spine
	Westfield	Queensgate & Environs
Commercial	Northern	Northern Commercial
Riverfront (core) Riverfront (Commercial)	River	River Corridor
Residential Transition		Neighbourhood Interface
	Civic	Civic Centre & Gardens

The policy/strategy survey is also organised thematically. The CBD Vision provides five strategic objectives that serve as categories of analysis for each CBD precinct:

1. Liveability
2. Identity
3. Connectedness
4. Growth & Productivity
5. Sustainability

## 6.2 Key Findings

### Central City as a Whole

The city's Growth Strategy relies on the central city to accommodate new housing. Under-utilised commercial sites in low-impact locations with good local amenities mean the area is ripe for high-density residential development. Urban apartment buildings help to correct a shortfall in affordable dwellings. New apartments also diversify the Hutt's housing stock, offering modestly-scaled low-maintenance homes that appeal to key demographic groups, e.g. young professionals and the elderly.

In keeping with this objective, the District Plan permits residential development anywhere within the central city. To date, the policy has been manifest through adaptive reuse rather than new-builds. Specifically, a number of older office buildings have been converted to apartments. However, this pattern may change, as some parts of the central city – such as Riverlink – are slated for comprehensive redevelopment.

Riverlink is the City's most advanced central city housing initiative. Although not exclusively a residential development, this project anticipates a row of high-end, multi-storey apartment blocks overlooking the river.

Complementing Riverlink is a belt of low-rise, medium-density development forecast for the eastern margin of the central city. Suitable for smaller "walk-up" apartment blocks and townhouses, this area creates a so-called

"Residential Transition" zone between the commercial "Core" and neighbouring streets of detached single-family houses.

To the south, the Civic Centre and associated gardens provide an attractive buffer between established commercial and residential activities. The Civic precinct offers a high level of amenity. However, there is currently little scope for multi-unit housing here, because surrounding residential fabric has special architectural and landscape character. Intensive residential development can occur within the adjacent commercial area.

The central area is described as the city's commercial, civic and social "heart". So, it is anomalous that several policies and strategies make few specific references to the area. The Leisure and Wellbeing Strategy and the Infrastructure Strategy are almost silent on this subject. The Environment Strategy and the Integrated Vision contain only high-level objectives, few of which relate exclusively to the central city.

As noted above, these deficiencies are corrected by two studies that relate exclusively to the central city. These are the CBD Vision, now ten years old, and the more recent Making Places. However, gaps in strategic thinking are seen to persist when parts of the central city are examined separately. For example, Queensgate remains a "blind

spot" whenever the future of the central city is envisioned.

### River Corridor

There is general agreement that the river is emblematic of Lower Hutt, but its potential has not been realised. If developed successfully, the river corridor can be the catalyst for further central city investment. The waterway offers a point-of-difference that can attract jobs and residents to the central city.

This aspiration manifests itself in two different ways. The first is an "urban" riverfront comprising a public promenade, commercial frontages and multi-storey apartments. The second champions ecological repair and the amenity value of improved open spaces. The two visions are broadly compatible, especially given the great length and width of the river corridor. In some cases, both aspirations benefit from the same modifications to urban infrastructure, e.g. improved linkages with the rest of the central area. However, "urban" and "ecological" versions of the river's future also evoke different development priorities. Whereas Making Places anticipates an intensely built-up edge and a more "engineered" approach to flood control, the CBD Vision prefers low-profile buildings and a "soft" response to natural hazards. In the latter scenario, events and open-space quality are what attract people and activity into the area.

The river corridor is the only central city precinct to be

mentioned in every policy or strategy document. This level of attention confirms the area's importance and reveals a widely-held conviction about the benefits of waterfront development. By comparison, redevelopment intentions for some other parts of the central city are quite sparse. Queensgate and the Northern Commercial precinct are two locations where the City's ambitions seem relatively modest. These preferences are understandable, but they carry a down side. Given its peripheral location, successful riverfront development has the potential to syphon growth from elsewhere in the central city. Alternatively, if riverfront projects fail to excite the market, the whole central city could suffer because an "eggs-in-one basket" approach has meant that other development opportunities are neglected.

Riverfront improvements should remain a priority. However, the central city's potential is more likely to be realised if these initiatives are joined by other catalytic projects that span the central area. Furthermore, the benefits of redevelopment will become more widely distributed if these sites are well connected. For this reason, a new riverfront promenade should be augmented by improved east-west pathways, such as Andrews Ave and Margaret St. Similarly, thoroughfares like Dudley St and Rutherford St need to be transformed into desirable destinations. Giving attention to these routes will help to ensure that the inland edges of riverfront sites are just as urbane and

pedestrian-friendly as the more privileged river frontage.

### High Street Spine

Historically, High Street has been an essential feature of Lower Hutt's place-based identity. Yet, beyond a desire to "put the 'High' back into High Street", the City harbours few specific aspirations for this part of the central city.

Policies and strategies describe not one but two CBD's, each with its own advantages and limitations. The City's documents differentiate between the traditional, closely-packed commercial blocks around High Street and the coarser, more irregular fabric found north of Waterloo Road, the so-called "Northern Commercial" area. In this pairing, the older precinct is fine grained, characterful and more attractive for pedestrians. It offers a combination of heritage buildings, quality streetscape and – in the south, at least – a backdrop of civic gardens and public buildings. Conversely, the newer area to the north is more prosaic and makes a direct appeal to the motorist.

Policies and strategies also establish a kind of parity between the centre of Lower Hutt and Petone's Jackson Street. Both places concentrate the public realm and offer destinations of the highest order. The City's documents are less instructive about points of difference. What would make High Street more appealing than Jackson Street as a place to shop, spend leisure time and do business? None of the documents provides a satisfying answer.

Policies and strategies are clear on one point. High Street is less vibrant than either of its urban "alter egos". Jackson Street is attracting new investment in the form of big-box retail (at Korokoro) and adaptive re-use (within the heritage retail precinct). The Northern Commercial

area offers modern flexible low-cost premises and the convenience of off-street parking. Meanwhile, as the Growth Strategy records, traditional shopping streets like High Street and Queen's Drive struggle to remain competitive with malls, mega centres and online sales. The demand for office space is also weak. So, unless a market develops for multi-storey apartments, an urban form concept based on a central spine of tall buildings seems optimistic and outmoded.

The CBD Vision offers a partial corrective for laggard growth. The vision statement advocates diversification into creative community-based activities. In lieu of shops and businesses, the Vision foresees "grassroots street culture" occupying High Street's characterful yet under-utilised buildings. Community services, educational facilities and entertainment are all part of this offering. Together, these activities attract a younger demographic to the town centre. In doing so, they help Lower Hutt to retain its youth. One of the vision's limitations is the fact that these activities generally do not support significant capital investment.

### Civic Centre and Riddiford Gardens

The Civic Centre is the most carefully considered of the CBD's six precincts. A cluster of landmark buildings and open spaces provide signature images of Lower Hutt. The Civic Centre is a "cultural landscape" shaped by Garden City ideals and mid-century experiments with urban structure and architectural imagery. These attributes are well-documented in the **Integrated Vision**.

The City continues to invest heavily here. The Dowse Museum, Riddiford Gardens, Laings Road landscape and municipal office building have all benefited from recent

improvements. Currently, a strengthened and retrofitted Town Hall is being joined by a new events centre. Within the city's public realm, there is no more privileged location.

However, as the CBD Vision notes, the Civic Centre is poorly integrated with the rest of the CBD. The precinct's southern position means that the area is peripheral to the business life of the city. Riddiford Gardens provides an effective transition to high-quality residential neighbourhoods along Myrtle Crescent and Woburn Road. Yet, the interface with High Street and Queens Drive occurs in an area of depressed commercial property values - some distance away from a viable pedestrian-oriented core.

It is questionable whether the City should continue to concentrate its public assets at this "premium destination". Many development decisions have already been made. For example, the Dowse Gallery and the new convention centre establish a clear cultural nexus on Laings Road. However, as new projects emerge, consideration should be given to spreading the benefits more widely.

For example, a new public library could help to revitalise a section of High Street or reinforce a new cross-town connection to the river. As the residential population of the central city grows, some form of community hub may become attractive. This might be seen as a needless duplication of municipal services. But a local-serving hub would enhance the centre's status as a "Residential Village", to quote the Integrated Vision. It would also allow the Civic Centre to retain its focus on governance and citywide services.

At the same time, the City might encourage high-quality private development to be leveraged off the Civic

Centre's unique visual and recreational amenities. In other words, a park-facing address could become the inland equivalent to the waterfront apartments within Riverlink. Although existing leafy residential neighbourhoods need to be protected, there is scope to introduce multi-storey residential blocks along some of the precinct's less sensitive edges. The proposed hotel and apartment block on Queens Drive provide welcome precedent for this form of development.

### Queensgate and Environs

Queensgate is something of a "blind spot" within Lower Hutt's policy and strategy documents. Even the District Plan absorbs the shopping centre within a larger commercial "Core". To some extent, this lack of differentiation is admirable. Queensgate should be thought of as an integral piece of the wider central city.

However, in its present format, the shopping centre detaches itself from its surroundings. Without more targeted planning objectives, Queensgate is likely to remain an autonomous entity that contributes little to the physical, social and commercial fabric of the wider CBD. There is one exception to the dearth of development objectives for this part of the central city. Public transport planning focuses on locating a bus interchange within the CBD. It is unclear whether this should comprise a cluster of on-street bus stops (as presently occur along Bunny Street and Queens Drive) or a purpose-built bus station (akin to that in Christchurch). Whatever form it takes, the bus interchange has a synergy with Queensgate, because many bus patrons also visit the mall. However, proximity between buses and shops is not the only consideration. Because they enhance mobility, transport interchanges make good sites for high-density housing. So, the

development potential of surrounding properties needs to be taken into account. Moreover, placing the buses at a modest distance from Queensgate, could be a mechanism for increasing foot traffic, e.g. supporting Margaret Street as a “transverse” pedestrian spine that complements the “longitudinal” High Street axis.

Over the years, central Lower Hutt has sacrificed much for sake of the Wellington region’s only real “alpha mall”. The shopping centre has reduced north-south connectivity and increased traffic congestion. Its great bulk has an uncomfortable visual relationship with surrounding urban fabric. Perhaps the greatest cost is the accelerated demise of High Street and Queens Drive retailing. However, Queensgate is also a significant asset. It provides a point-of-difference in relation to neighbouring cities. Not even the Wellington CBD offers the same heightened retail environment or mix of brands. Accordingly, Queensgate draws visitors from a regional catchment.

Queensgate’s benefits are more likely to be shared, if the shopping centre becomes physically integrated with its surroundings. Some of the impetus for change will come from “internal” forces; new retail practices that stress authenticity and a more memorable shopping experience. Other change agents will be “external” to the mall, such as improved connections to the river or a compact network of streets and lanes that features specialist shops and character buildings.

#### **Northern Commercial**

The Northern Commercial precinct is larger than High Street and Queensgate combined. Nevertheless, Lower Hutt’s policies and strategies are almost silent about this

portion of the central city. The District Plan calls for tidy parking lots and improved streetscape. However, none of the other documents singles the precinct out for special mention. At most, the area is subject to central city-wide aspirations, such as the Vision’s call for better walking and cycling routes. Lack of content may indicate that there are lower expectations for the Northern Commercial precinct. Alternatively, the absence of targeted policies and strategies may be a sign that this end of the central city is functioning successfully.

The Northern Commercial precinct is home to large-format retailers in stand-alone buildings. Invariably, shoppers arrive and circulate by car. Motorists are welcomed by large signs, easily recognised corporate liveries and an abundance of off-street parking. These attributes do little to improve the streetscape. However, they provide convenience and enhance legibility within a complex street pattern.

The Northern Commercial area lacks charm and – tellingly – has failed to acquire a proper place name. Yet, it is dynamic, adaptable and holds its own against competition from Queensgate and Petone’s mega centre. Indeed, it complements other parts of the central city by clustering “drive-in” businesses at a single location and offering a type of retail experience that is not widely available in the Wellington region.

#### **Neighbourhood Interface**

With leafy streets, spreading villas and well-groomed private landscapes, surrounding neighbourhoods epitomise Lower Hutt’s image as a family-friendly

green and pleasant place to live. If sensitively designed, targeted infill and redevelopment can occur. However, the cumulative effect of new building should remain modest, and the merits of individual developments must be assessed on a site-by-site basis. For the most part, the inner city’s established residential fabric is highly valued and not receptive to change.

Preservation of residential character creates a familiar planning dilemma. Inner-city neighbourhoods are not just picturesque. They enjoy particularly good access to jobs, schools, transport and recreational opportunities. Proximity to central city shops and services confers further advantages. Not surprisingly, this type of location is also eminently well-suited for medium or high-density residential development. In many ways, it would be sensible to replace existing single-family homes and gardens with townhouses and apartments. Eventually, the city centre would acquire a ring of built-up residential blocks capable of housing a much larger population within easy walking distance of the core.

The answer to this dilemma is compromise and careful planning. Intensified residential development can occur on redundant commercial land around the perimeter of the central city. Low and medium-rise construction might also be permitted in residential areas where existing character is compromised. Examples include Cornwall Street and parts of Myrtle Terrace, where one side of the street already has a distinctly commercial or institutional flavour. In this approach, the central city still gains a ring of urban housing. But the armature contracts, drawing itself more tightly around the core and encroaching less on the

surrounding neighbourhoods.

Ideas about urban intensification are linked to urban form concepts that place the tallest buildings along the High Street/Queens Drive spine or within the Riverlink project on the western margin of the central city. Development envelopes are more modest north of Waterloo Road, where a looser low-rise “big-box” fabric has evolved. Heights are also lower in the east, where the District Plan’s “Residential Transition” zone requires a reduction in scale on sites closest to traditional residential neighbourhoods.

Given limited development pressure, height limits of 12, 18 and 30 metres are unlikely to constrain or direct growth. Indeed, land values and geotechnical issues are more likely to determine the heights of new buildings.

One feature of the planning regulations deserves further scrutiny. Boundaries between permitted building heights and “Activity Types” typically correspond to streets. While this makes the plan perfectly legible, it can also produce a less coherent public realm where one side of a thoroughfare has a different character from the other. Examples include Bloomfield Terrace and Cornwall Street, where the thresholds between “Core”, “Residential Transition” and “Residential” produce a bifurcation of the street in terms of scale and function. The beautifully landscaped Raroa Road is another case in point. It straddles the boundary between the CBD’s “Core” and “Commercial” zones where, in theory, building height might drop abruptly from 18m to 12m.

### 6.3 Making Places

Making Places 2030 (2009) builds on HCC's Vision CBD 2030 and is structured around 5 Strategic Priorities, namely: Environment; Community; Employment; Movement; and, Planning/Regulatory. Each priority has Strategic Themes (25 in total) and each theme has Initiatives and Actions. Some 119 initiatives are put forward overall. It was envisaged that a Hutt CBD Design Framework would be prepared following the Making Places study. That Framework did not eventuate, however given both the strategic focus and complexity of Making Places, any further development of this work would seem unnecessary. Simplification of the overall anticipated outcome for the central city would be beneficial and is a goal sought in the current Transformation Plan.

Making Places documents existing conditions and future opportunities through an array of projects, illustrative design studies and tabularised implementation issues. Articulation of how all 119 initiatives come together into a single, coordinated central city masterplan is not obviously captured and therefore the relative contributions of each project to the whole is unclear. The diagram at Figure 6.1 attempts to simplify Making Places into a single plan. In reviewing Making Places the following key spatial moves were identified:

#### Overall plan focus

No overall masterplan drawing is provided, however a series of Precincts are defined at the central city-wide scale. These do not form a structuring basis for the document and rather the plan is organised around themes. It is apparent that there is a significant focus on the southern end to the central city and a concentration of investment around the Civic Centre and Gardens and how these

connect to the river corridor along Laings Road. Perhaps a good example of the need to look to the bigger picture is evidenced by the proposals for both a new Laings Rd-to-river connection close to the Andrew's Ave enhanced connection and conflicts in priorities / legibility that could occur.

The plan is largely devoid of guidance / investment initiatives for the northern parts of the central city as is the case on the eastern edges and the Queensgate mall block. Given the importance/size of Queensgate relative to the central city and the very poor streetscape provided along its edges, it would merit a stronger focus in the plan.

#### Margaret Street new interchange and road bridge

The plan proposed the new Melling Interchange to be located along the Margaret St alignment with a new road bridge, elevated connections and off-ramps (subsequent work by NZTA no longer favours this proposal). How this new road bridge connects into the Eastern Access is unclear and the implications for pedestrian amenity would need to be explored. The new 'Hutt Central' rail station is shown near the interchange but not defined. Large areas of car parking are shown on either side of the new bridge/interchange. These would create a poor quality 'place'.

#### Riverfront improvements

The plan considers the need for GWRC flood improvements and proposes a new riverfront edge for the city to engage with the river. These proposals are now overtaken by the Riverlink project though many of the principles remain the same. These include: a new pedestrian promenade; space atop the stopbank to the east bank; new recreational routes

and cycleway at the lower level near the river edge; new wetlands areas; a market place and public art installations; car parking provision; and mixed use residential/commercial development fronting the promenade.

#### Riverfront Development

The interface between the city and the river is proposed to be reconfigured with Daly St removed and development extending up to the new stopbank. Mixed use buildings containing retail/café/F&B front both High St (to the east) and the new upper-level pedestrian promenade. Other commercial/residential activities are envisioned above. Lower-level undercroft car parking areas are created against the stopbank. Connections east-west through the development step between the promenade and Dudley/High Streets. A similar approach is proposed in the recent Riverlink work. HCC-owned buildings are identified. Riverlink also advocates acquisition of sites to facilitate development such as the (then) proposed new HCC Council building at the southern end of High St.

#### Community Facilities

The plan sought to relocate the Library (community services hub) to another location within the 'Southern Precinct' to help energise the retail core. Eight alternative sites were considered. The Library has remained in the (now refurbished) War Memorial building. Similarly, the plan considered new locations for the Council building that has also now remained in its original location.

Other community facilities including youth services were

envisaged to 'fill up' vacant commercial premises along High Street including to upper levels above retail.

#### General recreational areas / heritage area – A Landscape Precinct Plan'

A wide range of proposals were suggested for the Civic Centre / gardens including north of Laings Rd through to Knights Rd. The thrust of these was creation of enhanced, usable open spaces including the memorial space (now completed to the front of the Library), play spaces, event spaces, biodiversity projects along Opuhu Stream, aviary and orchid houses refurbishment and so on.

Changes to the 'quad' block bounded by Laings/Myrtle/Knights were proposed with a possible new library/council development and new pathways. But generally, the approach is light touch and suggests screening off the courthouse from Laings Rd rather than recognising the fundamental flaws with the area and the need for comprehensive redevelopment. This remains the case today and even the new Dowse Square lacks activation and shelter. It is perceived as a hard/grey urban space.

#### Arts Axis

An 'arts axis' is proposed along the Myrtle St corridor with an arts frontage onto Myrtle St. Critically this arts edge does not appear to extend north towards Knights and fails to address the weak 'quad' block noted above.

#### Movement and Access

An Eastern Access route is indicated using existing road corridors. However, This has not been implemented to date. Current issues include a car-dominated threshold to the City Centre (3 roundabouts) with no appreciable



improvement to movement along High St. Making Places proposes removing 5 No. roundabouts and replacing these with signalled junctions (11 remaining). However none of the '5' are within the dedicated 'slow speed zone'. Slow speed zones extend into the northern commercial area – potentially too far.

There is no explicit reference to Daly St closure. Nor is there discussion around movement along High St. Connections along Margaret St to the eastern Access are not discussed, despite the proposed road bridge.

#### Street trees

High, medium and low priority tree planting is indicated with very limited high priority areas. No tree planting is proposed to connect central city streets with the central city fringe 'heritage garden streetscape' areas. This results in a disconnect and an urban barrier.

#### High Street

The southern end of High Street is identified as future specialty retail / fashion with potential for community and youth facilities. This maintains the primacy of retail at ground though the DP permits other commercial activities at ground to support vibrancy. Northern High Street is not considered other than as part of the wider commercial activity. Tree planting is not a priority, however improved pedestrian amenity should be considered along with the general greening of the centre.

#### Queensgate

The Mall is generally not addressed. Superficial proposals exist for a digital façade technology. However, this fails to

#### Key

- Possible Public Building (Library?)
- Riverfront Residential Development
- Arts Precinct / Creative Edge
- Community Services / Youth Amenities
- CBD "East Access Route"
- Public Transport Spine
- Major Riverfront Pathway (Stopbank)
- Minor Riverfront Pathway (Lower level)
- Heritage "Garden" Streetscape
- High-Priority Street Tree Planting
- Medium-Priority Street Tree Planting
- Low-Priority Street Tree Planting
- Market
- River Edge Open Space Opportunity
- Open Space Opportunity
- Waterway / Wetland Opportunity
- Public Art Opportunity
- Relocated Melling Station
- Signalisation of Roundabouts
- Technology facade
- Landmarks

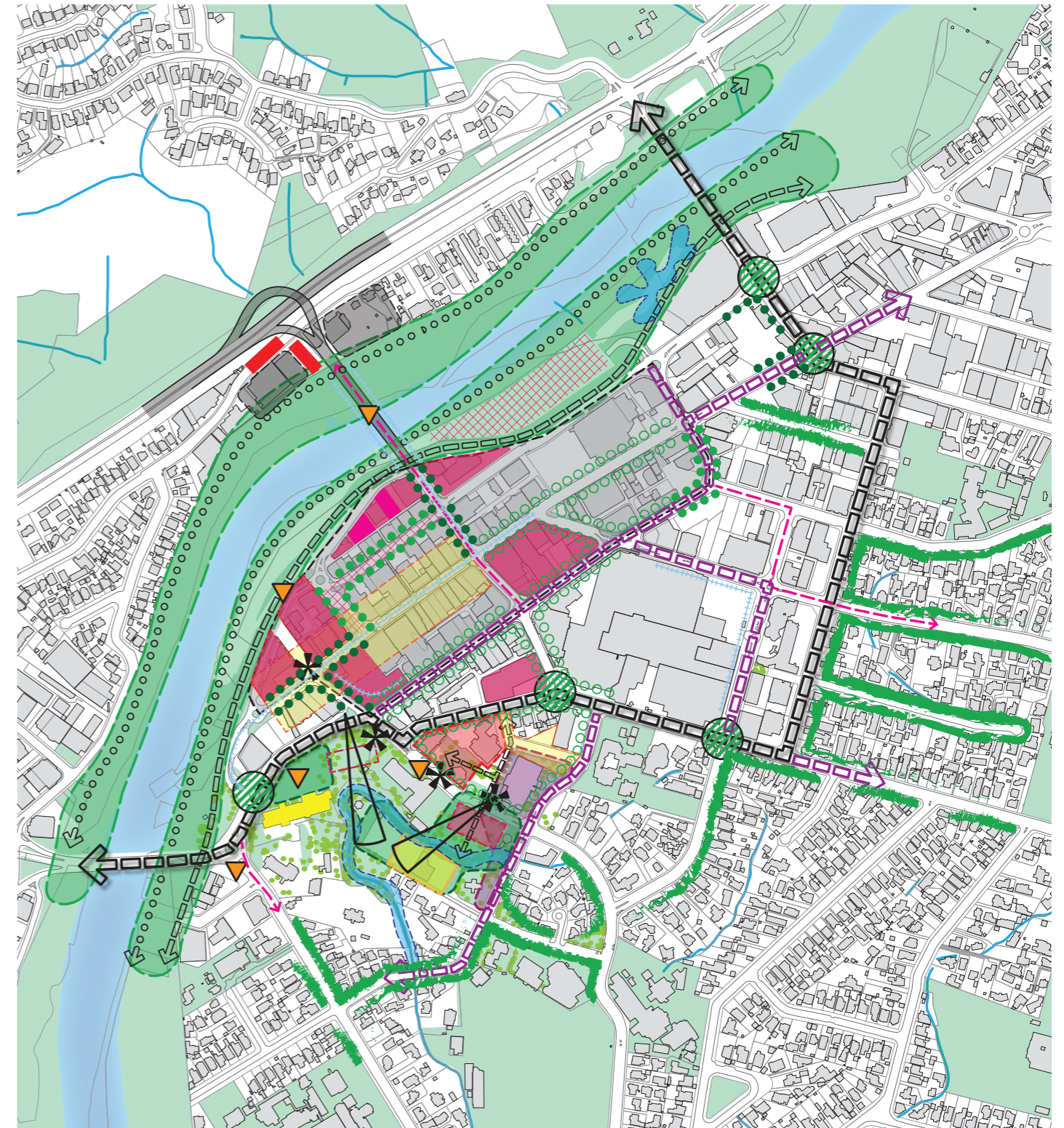


Figure 6.1 Making Places - simplified projects diagram

## 6.4 Making Places Stocktake

This stocktake drawing has been produced based on the Making Places overview drawing above (Fig 6.1). The drawing identifies the key strategic themes and initiatives from Making Places (2009) and identifies their current status, whether they are completed, partially completed (or in planning stage), or not yet actioned. This stocktake is based on a piece of work completed by Hutt City Council in November 2017, therefore the status of each project is as of this date.

Many initiatives in Making Places are not spatial in nature and therefore do not appear on this drawing. Some of these initiatives are event or strategy based and have since been completed.

As with the Making Places overview drawing we can see a concentration of activity towards the southern end of the city, primarily around the civic precinct area. The majority of completed projects are in and around this area. A major project here has been the earthquake strengthening and upgrading of the town hall and civic administration buildings as a home for Hutt City Council in addition to the new events centre. This impacts the civic precinct as well as the wider city because other options for the location of these activities are no longer relevant. Investment in open space upgrade has also been centred in this area specifically the Riddiford Gardens and Dowse Square projects have both progressed.

The northern section of the city has little in the way of initiatives in Making Places. Fig 6.2 shows that the few initiatives proposed here such as the eastern access route, signalisation of roundabouts, and street tree planting have not been actioned.

Several initiatives have been incorporated into or are dependant on the Riverlink project. As such, these are marked as partially completed because Riverlink is still in the planning stages.

In some cases the themes and initiatives proposed in Making Places will no longer go ahead, or will be altered significantly because other factors have changed since the document was completed in 2009. One example of this is the bridge location at Margaret St. This location is no longer being considered for a traffic bridge. Instead, the current NZTA Melling interchange project proposes a bridge either on the Queens Dr alignment or to either side of the existing Melling bridge. A pedestrian bridge at Margaret St is proposed in combination with a relocated Melling train station. These initiatives have been marked as black and red as they will not be progressed as proposed in Making Places. However, the general intent will still be realised if a bridge on the Queens drive alignment is progressed.



Redeveloped Town Hall & Civic Administration building



Margaret Street vehicle bridge - Making Places 2009

- Key
- A** Riddiford Gardens
    - LANDSCAPE PLAN + UPGRADE
    - AVIARY + PLAY AREA
  - B** River Trail
    - EASTERN + WESTERN BANK
  - C** Wetland Opportunity
  - D** Biodiversity & Biological Planting
    - PARTIALLY ACTIONED BY RIVERLINK
    - PLANTING HUTT REC + SCHOOLS
  - E** Dowse Square
    - DOWSE SQUARE COMPLETED
    - TELECOM EXCHANGE
    - REDEVELOPMENT OF I-SITE
    - PED WALKWAY TO CIVIC CREATIVE SPACE
  - F** Lanes / Alleyways / CPTED
  - G** Extend Laings Road
  - H** New Urban Civic Square
    - DEPENDANT ON RIVERLINK
  - I** Weekend Market Location
  - J** New Hotel / Conference Centre
  - K** New Margaret Street Bridge / Railway Station
    - MARGARET ST NO LONGER CONSIDERED FOR BRIDGE LOCATION
    - BRIDGE AT QUEENS DR, STATION AT MARGARET ST PED BRIDGE
  - L** Ewen Bridge Traffic Changes
    - DIRECT LIBRARY ACCESS FROM WOBURN RD
  - M** Cycle / Shared Lanes
    - HUTT CITY CYCLE STRATEGY
  - N** Public Transport Interchange

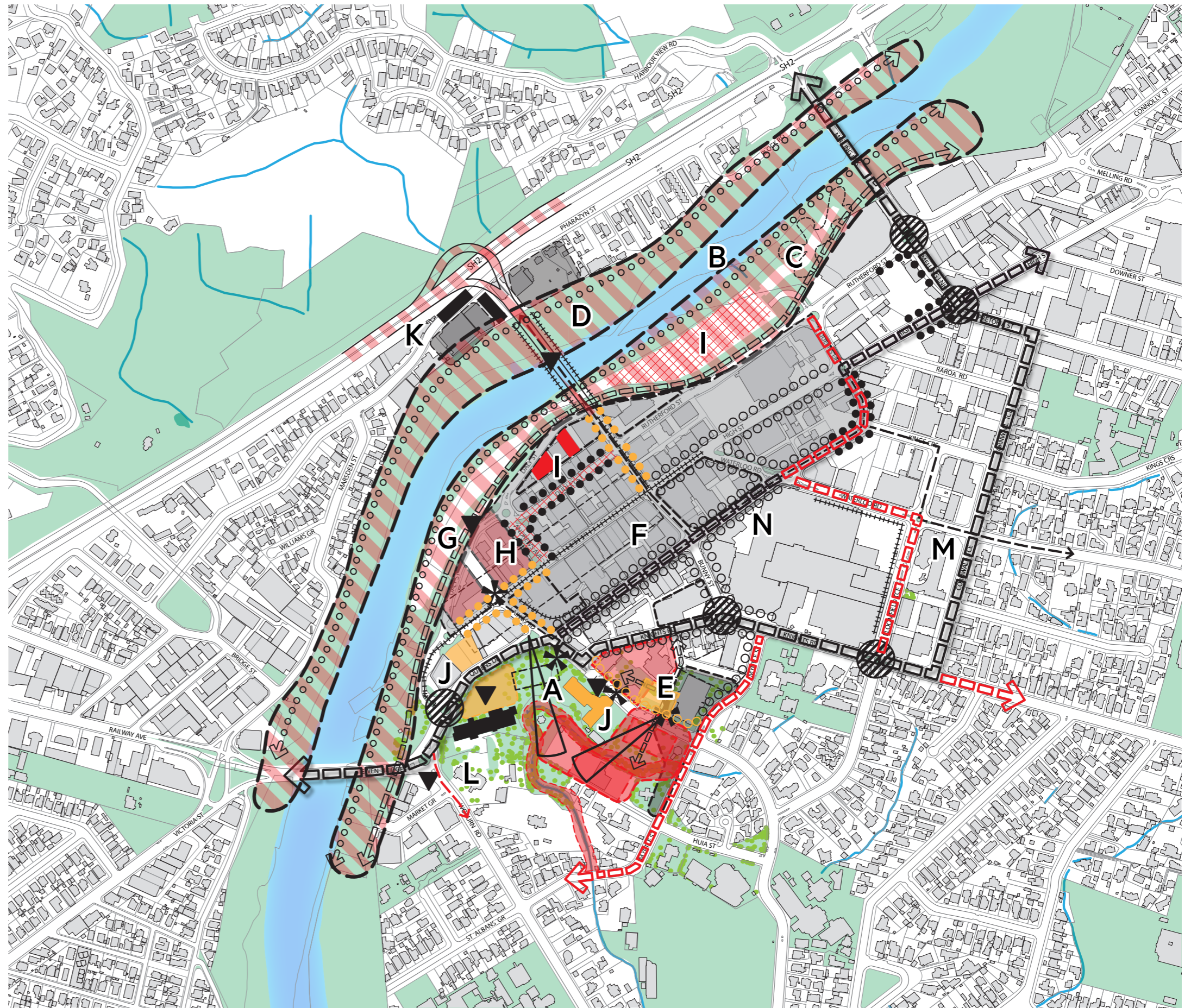


Figure 6.2 Making Places stocktake



# C ENGAGEMENT OUTCOMES

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# 7 Stakeholder Engagement

## 7.1 Officer Engagement

The project has engaged with the relevant regulatory bodies including Hutt City Council (HCC), Greater Wellington Regional Council (GWRC), New Zealand Transport Agency (NZTA) and Wellington Water (WW). Discussions have taken place primarily through three officer workshops held between December 2017 and January 2018. Continued engagement through further workshops and technical discussions are planned for the remainder of the project.

### Workshops

11/12/2017 - Officer Workshop 1, General Matters

16/01/2018 - Officer Workshop 2, Policy and Development

19/01/2018 - Officer Workshop 3, Transport

## 7.2 Workshop 1 - General Matters

Workshop 1 involved themed presentations by various officers across HCC, GWRC, NZTA, and WW. The consultant team facilitated a plenary discussion and recorded the outcome. A detailed workshop report was prepared and included findings such as:

### Growth and Demand

- Development growth is incremental and slow, with very low employment growth
- A transformative project (such as Riverlink) is needed to stimulate investment and generate residential demand
- The southern central city is an important area for change

### Strategic Policy (HCC)

- Proposed growth - 6000 dwellings and a population of 110,000 by 2032. Historically 0.2% growth per year for 15 years. 1.3% in last 12 months
- Important to understand the relationship between people, connectivity, and productivity – connectivity is linked to productivity
- Resilience is the reason to focus on the central city

### Riverlink (HCC)

- Joint project between GWRC, NZTA, HCC
- HCC's concern is activating the city, providing a new promenade space and built new environment
- Current 20yr growth projection for Riverlink is for 2,000 residents, 2,000 workers. 40yr view may be 10,000 more residents, 10,000 more workers

### Flood Protection (GWRC)

- Hutt Valley is an old flood plain, evident in the residual watercourses

- GWRC about to undertake river-widening and raising of stop banks to protect the city
- Riverlink plans to construct two levels of car parking behind the stop banks edged with retail (avoid resi at lower levels)

### Public Transport (GWRC)

- 482,000 customers for October (trips there & back) on the Hutt Line (4.5% increase)
- Bus service has been flat over that last year, but edging into growth (0.8% growth year to date)
- Genesis of a new Melling station is around the new interchange. Melling station would be rebuilt regardless, therefore can rebuild on a larger site with additional amenity
- Timing for the new station is dependent on Riverlink as is funding for a new pedestrian bridge (HCC)

### Melling Interchange (NZTA)

Making traffic work better – easier to get into and out of the central city: **Traffic safety** – high number of crashes (few major), **Resilience** – (around crashes) and flooding causing gridlock on roading network, **Connectivity** – highway creating a barrier between hill suburbs/central city

- The further south you build the interchange the more space / efficiency for traffic movement

### Transport Network

- Question around future of network, provision of eastern and western access routes
- Margaret St as primary ped route from civic centre, across new ped bridge to the new Melling station
- Traffic engineering to follow masterplanning and urban design

### Three waters

**Waste water** is at capacity now

- Upgrades required downstream to the treatment plant to increase capacity.

**Stormwater** issues exist in the area - unable to 'build our way out of this'

- Opportunities to be more creative (attenuation etc.) around storm water
- Sacrificial areas (parking)
- Projects to address storm water as part of Riverlink

**Water supply** Issues currently around quality

- Work is being done around land use and the effect on the aquifer
- Immediate growth would not be ideal from a capacity perspective, however over time then WW can address this and plan for it

### District Plan (HCC)

- District plan should give effect to the Transformation Plan
- Cautious about precinct regulation that may hinder development – wanting to remain permissive within the central commercial area
- Zoning changes will come out of Riverlink, project

### Parks and Reserves, Infrastructure contracts (HCC)

- Central area of the city - actively managed open space is lower per population than NZ average (Hutt River corridor not included in this statistic)
- As the level of workers/residents increases, will need to increase provision of public open space
- Strategy to plant 300 trees per year – currently only doing 150

### 7.3 Workshop 2 - Policy and Development

A continuation of the planning discussion held as part of workshop 1. This workshop had a particular focus on District Plan, Development pressure, and resource consenting. A smaller group of officers attended with expertise in this area.

#### Development pressure and patterns

- There is little development pressure in the central area / few applications - primarily retrofitting commercial space into apartments / accommodation
- Concern around proliferation of low quality accommodation lowering perceived quality of central city
- Minimal/no demand for student housing due to transport costs

#### Development Economics

- Need to demonstrate to investors/developers that developing here will have more return than elsewhere
- Public-Private partnerships may be the only way to generate some movement in the market
- Price points in Petone are growing, however Hutt central city does not have the established market rent levels that Petone is starting to see with increased demand
- Cross-over point where underlying land values determines the density of residential development

#### District Plan

- Important question on where the destination street/area is located (may distinguish rules for Queens Dr/High St). Less active frontage / non-retail allowed
- Apartment development on the west bank adjoining the new rail station

### 7.4 Workshop 3 - Transport

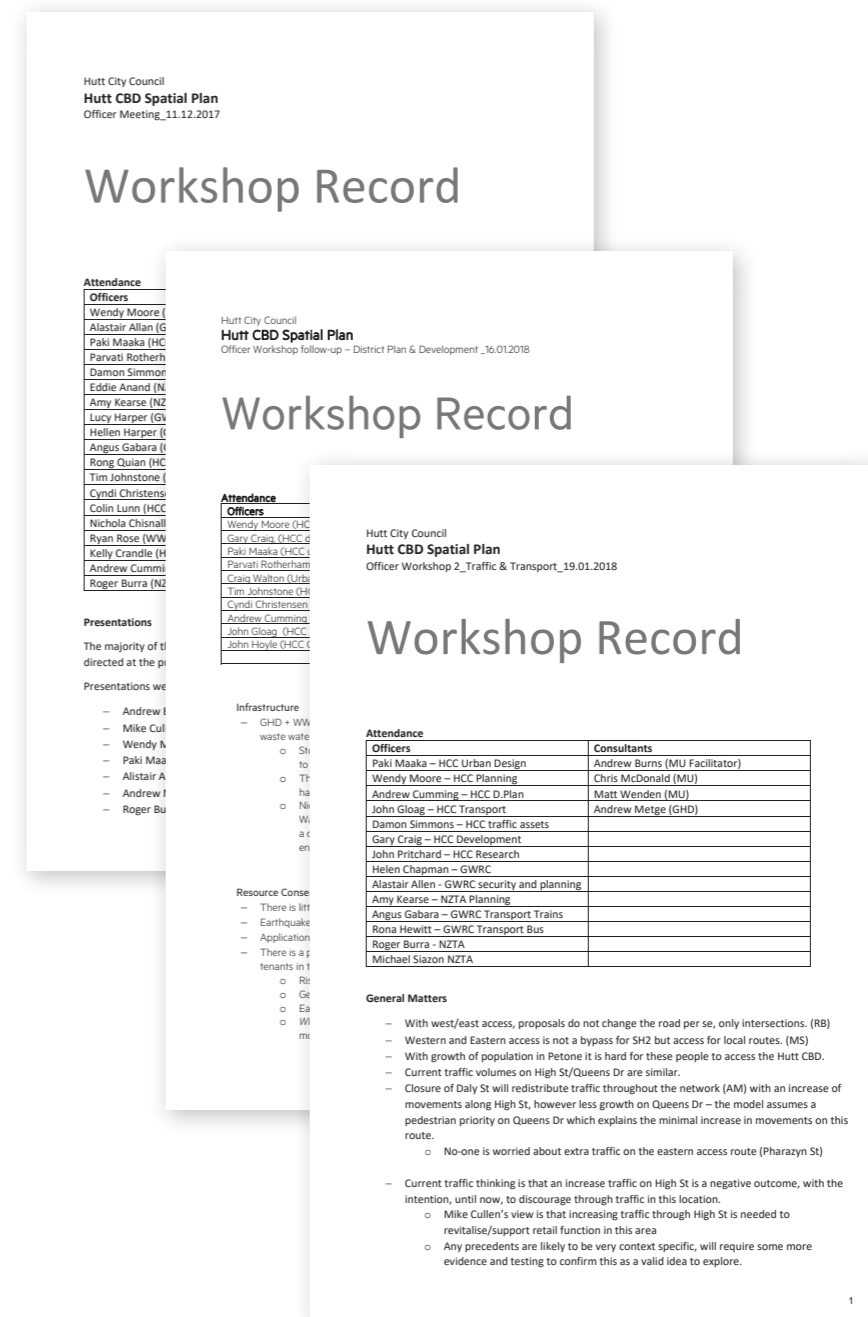
This discussion focused on the transport network, Pedestrian, Cycling, Public Transport and Traffic.

#### Transport Network

- Closure of Daly St for Riverlink will redistribute traffic throughout the network - calls into question role of eastern / western access routes
- Current thinking is that an increase traffic on High St is a negative outcome. Suggestion for this project is to increase traffic to support retail activity
- Desire to re-plan intersections between Ewen bridge and High St to achieve higher quality gateway
- Current parking provision is fit for purpose. Awaiting Transformation Plan outcomes to identify future need

#### Public Transport

- Need to identify if the relative share of Ped/Cycle/PT in the transport network will increase over time
- Potential Barrier for the relocated Melling Station is the (new) uncovered bridge across the river
- New pedestrian bridge needs to be a destination in itself
- Bus station/interchange location needs to be addressed. There is currently an issue around space/capacity for the operation of the buses



## 7.5 Summary of Key Issues

Initial analysis and field study undertaken by McIndoe Urban has been combined with outcomes from officer engagement workshops resulting in a series of key issues for the central city.

These key issues deal with both existing problems and challenges as well as possible approaches to address these in the future. The key issues have helped to structure discussion with the community and will inform future Transformation Plan options development.

### 1 Identity

Recognisable elements of a place, landmarks, prevailing character of the area, arrival points, and wayfinding characteristics / hierarchy of public space network.

Districts/Places

- Laings Road / Kings Crescent quadrant

Gateway + Wayfinding

- Arrival
- Hierarchy
- Activity Hubs

Townscape Quality

- River as edge or centre

Points of Difference

- Lower Hutt river front
- Distinct from Petone
- Civic Precinct and Gardens
- Queensgate



### 2 Planning Approach

Regulatory and District Plan approach to achieving the desired urban form, mix of activity and new growth within the city and surrounding areas. Need for Functional differentiation across the central city?

- Southern / Northern areas & nature of interface

Character Precincts & Guidance

- Review precinct approach, address inconsistencies

Retail Circuit

Residential

- New / type
- Quality
- Relationship to central city fringe
- Relationship to Riverlink
- Interface between North & South
- Leverage value from green edges



### 3 Traffic & PT

Includes all modes of transport - pedestrian, cycling, public transport, and vehicular traffic. These modes and their relationships influence the way in which we move around the city and the access areas of most activity.

Public Transport

- Role / Priority of PT in the wider network
- Bus interchange location?
- Bus routing
- Melling Station

Movement Systems

- Eastern & Western access routes
- Roles of High St and Queens Dr
- Melling Interchange location

Riverlink Promenade

- Level & type of movement
- Promenade connections back down to the city

Modal conflicts

- East / West ped vs. North / South vehicular movement

Parking

- Type of provision
- Location
- Leverage change at Melling Station

Margaret St as principle East / West amenity spine

Establish a system of laneways





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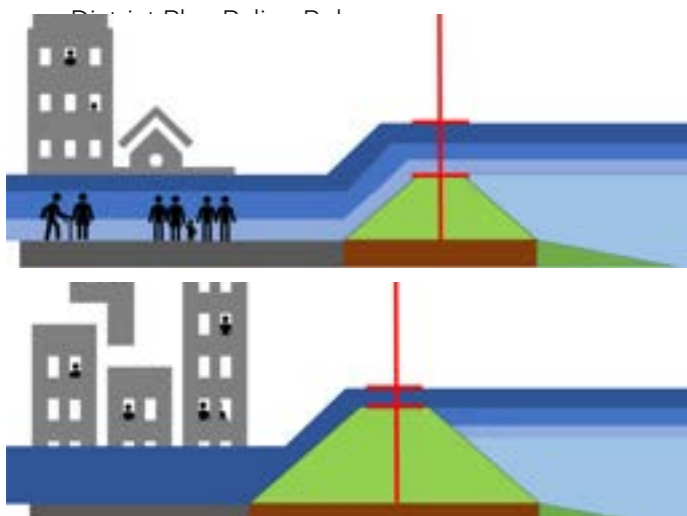
### Natural Hazards

Natural Hazard risks affect the way in which cities develop. Mitigation strategies and identification of acceptable levels of risk determine the form this development takes.

Flood protection

- Stop banks, river widening

Seismic



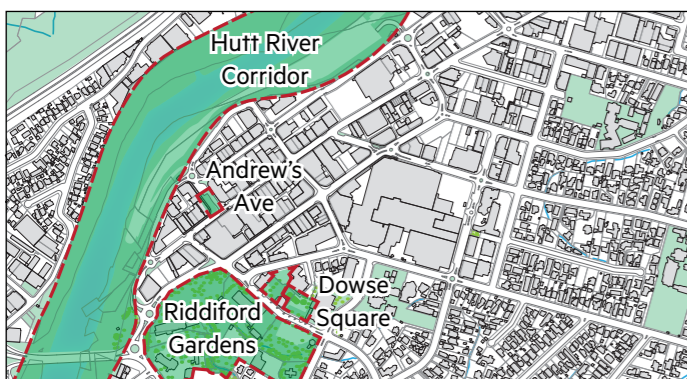
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### Open Space

Open space structure in and around the city, providing recreation, amenity and play space.

Consider provision of new urban public space(s)

- Residential needs quality spaces
- Street trees continuing green image into the centre



6

### Riverlink

Riverlink has potential to 'switch-on' the centre. The project includes flood protection, new bridges, interchange at Melling, relocated station and pedestrian bridge, and development along the river

Must connect N-S & E-W

- Comprehensive front & back approach
- Counter-balance Queensgate
- Draw centre of gravity towards the west
- Define best level of movement along promenade
- To support land use / vibrancy
- Consider fine grain / laneways
- Critical issue for ped access and new city places



7

### Melling Station & Environs

A relocated Melling Station and pedestrian bridge lands in an area where stopbank works will demolish existing buildings, providing opportunity for new masterplanned areas of housing.

Create a positive place

Bridge as a destination in itself

- Optimise relationship to river & City Centre
- Connect to local streets
- Adjacent housing & mixed use
- Accommodate 400 car parks
- Connect to western hills

8

### Queensgate

Queensgate is an internally focused mall environment located to the edge of the central city. District Plan controls and other regulatory documents are 'silent' on the treatment of this area.

Fails as an integrated 'piece of the city'

- Need to open up routes through
- Reduces central city connectivity
- Undermines wider central city vibrancy
- Low amenity street interface
- Driving bus interchange location issues
- Parking limits potential of street edges



9

### Demand / Development Interest

With high levels of demand change is more readily achieved and controlled. Without this level of demand controls alone will not achieve change and need to be delivered alongside a strategy to encourage growth.

Current development in central city

- General lack of demand
- Limited types of development
- Unclear what future change will look like



An initial round of consultation was undertaken as part of this Part 1 report. This included an online survey (by Public Voice) testing whether CBD Vision 2030 is still relevant as a vision today. An initial targeted stakeholder consultation event was held looking at the central city as it is now (issues, concerns) and seeking participants aspirations for the future.

Further community consultation is planned through the next stage of the project to develop and test options and ensure local consensus on a way forward is achieved.

A workshop was held on the 15th of February 2018 with a targeted group of community stakeholders. The purpose of this workshop was to raise awareness of the scope and purpose of the Transformation Plan and to seek input and feedback on issues facing the central city and environs. The workshop consisted of an introduction and presentation of initial findings, a 'post-it' note exercise aimed at recording participants' questions, aspirations and ideas for the central city, and finally a group working exercise to spatially record 'what works, what doesn't work, and what opportunities exist'. The drawings opposite show the results of this exercise for each group. The diagram at Figure 7.2 summarises the outputs of that exercise, collated into one drawing.

Feedback from the 'post-it' note exercise included:

- Central city to be all-inclusive for all ages, cultures, voices and abilities
- Central city to be an attractive destination for families, tourists, young people.
- Central city a place where people socialise – bars, food, social enterprise etc.
- Incorporate Queens Drive and High Street into Riverlink for continuity and flow of movement
- More residential / high rise accommodation in the centre
- Engage with Te Awakairangi as per Riverlink
- Create an 'eat street' along High Street in the core area
- Create lanes as atmospheric/niche 'eat' environments
- River environment as a spine, natural feature, recreational link, eateries, community activity, markets
- Turn [part of] High Street into pedestrian precinct
- Relocate bus hub away from Queensgate to where you want activity to be

A number of questions were asked by participants, some of which included:

- How does the central city see itself in relation to Petone?
- Is Riverlink going to address the entrance to the city?
- How will ideas be prioritised?
- What is the project timeframe, 20-40yrs?
- Why are pedestrians so disregarded?
- How is future technology to be incorporated in the Plan?





## Key

### What works well:

- 1** High Street
  - In part, provides a focal point
  - Human scale / low rise buildings, attractive character
  - Good axial spine for vehicle traffic
  - Some good shops
- 2** Civic Centre
  - Seen as positive green space, provides public amenity
  - Play spaces
- 3** River Corridor
  - Green space amenity for the city
  - Recreational corridor
- (a) - Market
- 4** Select Buildings
  - (a) - New Birthing Centre / medical facility north end High St
  - (b) - Westpac provides large employer
  - (c) - Converted PO building is good example
- 5** Supermarkets
  - Good provision (4 supermarkets) of food in central city
- 6** Queensgate
  - Provides shopping destination / reason to visit
- 7** - Creates activity and anchor
  - Fringe housing areas
    - Quality and character of older suburban housing at CBD fringe
- 8** - Mature tree planting / green character sheets
  - Open Space
    - Andrews Ave

### What doesn't work well:

- 9** High Street
  - Overall does not provide good enough core shopping environment
  - Lack of quality retail
  - Too long / distributed
- 10** Civic Centre & Dowse
  - Seen as too far away from the central city core shopping
  - Monopolises public buildings/activity. These should catalyse and activate the 'real' centre
- (a) - Dowse Square doesn't work. No activity, hard/grey, no shade.
- 11** Townscape / Legibility
  - (a) - Southern gateway to centre (nr Ewen Bridge)
  - (b) - Northern gateway to centre (nr Melling Bridge)
- 12** Select Buildings
  - (a) - Big box retail (Harvey Norman etc.) undermine river/street experience
  - Footprints too large for boutique operations
  - (b) - Corner building Queens / Laings very poor
- 13** Arrival
  - Poor first impressions / southern gateway weak / no identity just 2 roundabouts
  - Ghost town to southern end
  - Various poor / blank façades
- 14** Movement
  - Poor E-W Links
  - Several poor junctions discourage pedestrian movement
- 15** Queensgate
  - Poor quality / negative street edges
  - Parking / service dominates some façades
  - Undermines smaller street-based retail in central city

### Opportunities:

- 16** - High Street
  - Develop as an 'Eat Street' as part of core retail circuit
  - Rationalise southern end road / better alignments
  - Interface with PT (bus route)
  - Priority to tie in with Riverlink
  - Stronger brand / identity needed
  - Reinforce quirky Hutt character
  - Artistic, sophisticated, modern urban tech
- 17** Civic Centre
  - Extend civic area to include the quadrant at Laings/Myrtle/Knights
  - Enhance as the central city's green space
  - Brand as the 'Mahy Playground'
- 18** Civic Hubs
  - Create a series of 'hubs' - Cultural Hub (a), Entertainment Hub (b), and Interchange Hub (c)
- 19** River Corridor and Bridges
  - (a) - Create attractive tree-lined Boulevard
  - Make green spaces along river vibrant/active
  - (b) - Support the market (servicing/parking/size)
    - Theme/brand the river promenade e.g. Whare Waka Walk
    - Create a 'spirit of the bridges' theme for the three bridges
  - (c) - Vibrant, cafe, eateries, housing
  - (d) - Connect Petone 'river-to-sea'
    - Must provide parking
- 20** Residential
  - (a) - Utilise western banks of river for higher density housing / taller apartments
  - (b) - Integrate planning of western area with new bridge, station, parking and street layout
  - (c) - Develop housing in the centre between Queensgate and river
    - Develop housing in blocks along Cornwall Street, Kings Crescent, Waterloo, Raroa Road
  - (d) - Secondary/late stage residential in northern commercial area along Rutherford/High Streets

- 21 Cinema**
  - Locate new cinema in the central city not in Queensgate
  - Use Light House model (i.e. quality)
- 22 Queensgate**
  - Improve street edges
  - Improve entry/exit/wayfinding
  - Create clearer internal streets with better connection to public streets.
- 23 Public transport**
  - (a) - Relocate bus interchange to west (away from Queensgate)
  - (b) - Introduce light rail / guided bus loop from Waterloo to central city along Knights Road
  - (c) - Support new Melling Train Station
- 24 Margaret Street and Ped Bridge**
  - (a) - Margaret St as primary pedestrian E-W spine. Quality. Investment.
  - (b) - Redevelop landmark site at western end/termination on Knights Road
  - (c) - Support new pedestrian bridge to new station
  - (d) - Bridge must have two destinations - at either end
- 25 Movement network**
  - (a) - Create new lanes network linking E-W
  - Create better links from Civic Centre to the core and river
  - (b) - Rationalise roading at southern end High Street
  - (c) - Create well-designed, celebratory 'gateway' bridges at (new) Melling on Queens Drive alignment and Margaret Street
- 26 Sport / Hutt Recreation Ground**
  - Relocate Phoenix to the Hutt Rec
- 27 Specific buildings**
  - Create interactive/digital (or green?) Facade to eastern end of new conference centre onto car park

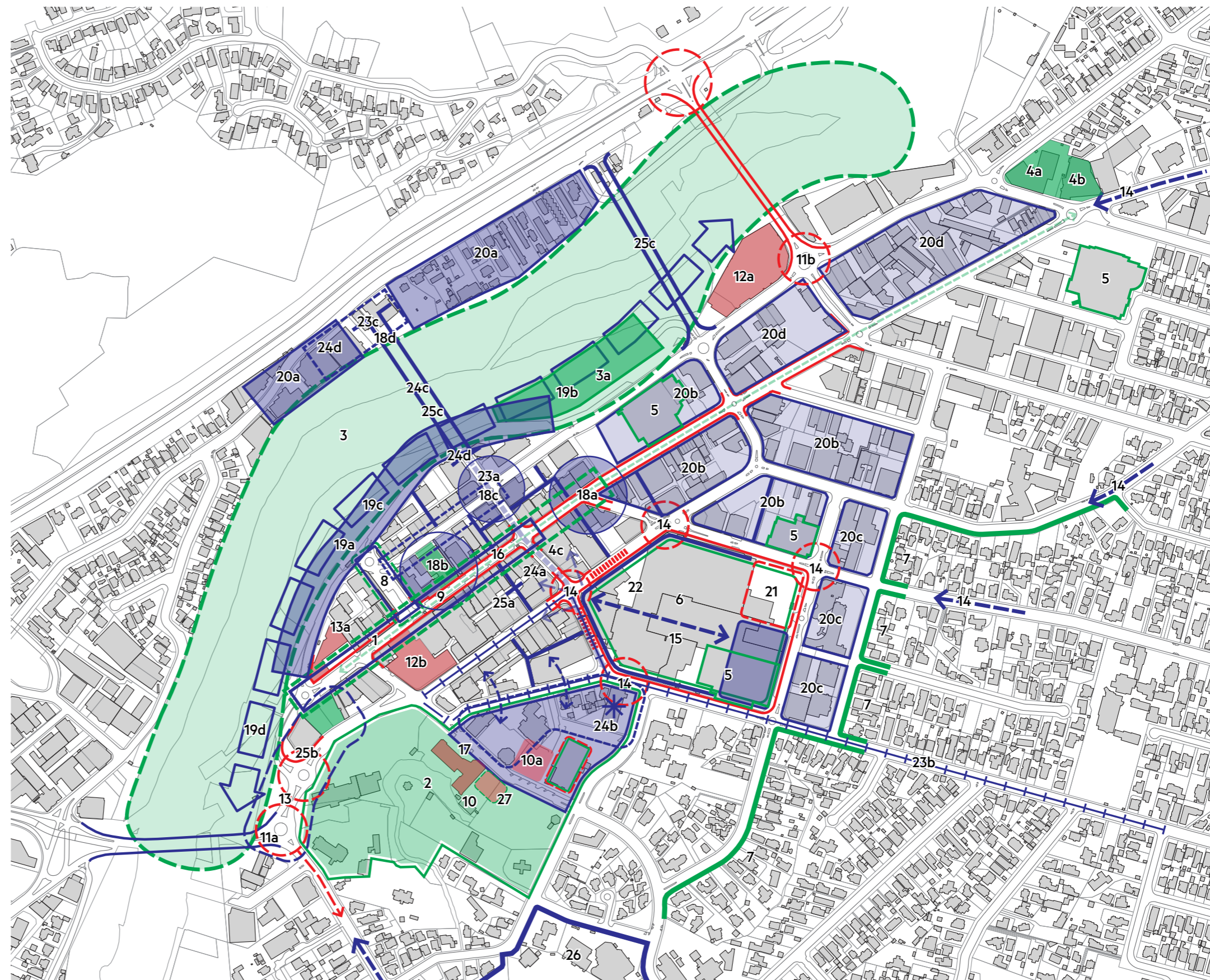


Figure 7.2 Community engagement summary diagram

## 7.7 Taranaki Whanui Engagement

An initial round of engagement with Taranaki Whanui was held on the 28<sup>th</sup> March 2018 to; invite input and direction from Taranaki Whanui on issues facing the City Centre and environs, introduce the scope and purpose of the Transformation Plan for Lower Hutt, and identify aspirations and focus for the Transformation Plan.

The workshop was structured around an introduction and presentation of some of the consultant teams initial findings and analysis and a group working exercise to record; What is important / valued / the important stories? / are these spatially located? What conflicts with these values / stories? What is missing in Lower Hutt now / what should emerge? The feedback from this exercise and the general discussion throughout the workshop was recorded and will continue to inform the development of the Transformation Plan.

Some of the key issues and opportunities raised were;

- That there is a distinct lack of cultural elements within the city
- 'Light-up' key areas e.g. the River, High Street
- A long-term view of development and future (providing for our children's children)
- Names (place names) are important
- The Awa is important to people, the ability to see and interact with the river on a daily basis
- Introduce wetlands and planting that treat stormwater and improve water quality
- It is important to support and encourage an environment for birdlife.

- Include mātapono (principles) that are driven from Taranaki Whanui;
  - Mauri – life force
  - Wairua - spirit
  - Tapu (ha Tapu te wai) - sacred
  - Oranga – support, protect, provide
  - Rangatiratanga – leadership, self determination
  - Manaakitanga – enabling quality of life,
- Iwi want responsibility in terms of identifying significant areas:
  - A Hui needs to be held to discuss aspirations for the area - this process needs to be at Marae and Hapu level, not Port Nicholson Trust
  - Authentic approach, rather than superficial
  - Because of the urban-ness of our area, there is need for a story that transitions across time, through Maori inhabitation, European settlers, and development of the city.



## 7.8 Developer Engagement

### Developer Interest in the Hutt

Developer interest, obtained by interviews of a number of developers of varying size in Wellington and the Hutt is low. Most developers did not consider the Hutt a development market and many were not aware of the future dynamics of that market as a consequence of Riverlink. The developers interviewed would not presently consider anything other than refurbishment in the central city. Existing central city “refurbishment and renewal” developers regarded the margins as narrow as a consequence of “unrealistic” land value expectations of current owners.

However, some developers would consider residential development in Hutt central city if they could establish a risk minimisation arrangement with a third party (obviously Council). Generally, though even with free land thrown in most believed that development costs would be no lower than in prime markets but that Hutt sales values would struggle to justify construction cost (let alone land and construction cost).

### Conclusion:

No interest in office market development at all in Hutt central city. Some interest in refurbishment for residential rental accommodation. Some interest in future high-density housing in Hutt, but developers believe that sales values would not be at a level to allow recovery of construction costs.

### Potential Responses:

Low awareness or consideration of Hutt as a development market suggests that it may be worthwhile for Council to establish a targeted marketing and awareness program around development in the Hutt. This might be linked to regular updates and future possibilities around the Riverlink project, which is seen by most developers as a potential game changer for Hutt central city. However, this project is likely at least a decade away and other strategies and processes need to be employed to get on with other opportunities in and around the central city. Due to general developer disinterest in the central city and the expressed preference for development opportunities in the wider Wellington region, such opportunities are unlikely to be realised without some form of pro-active engagement from Council.

This raises the issue of the role of Council and its organisational structure in relation to development partnerships. At present Council does not appear to have the appropriate organisational entity to act as a development partner for market housing. Such an entity might be created as a hybrid from Urban Plus (and Council's property division), but at present is not Urban Plus. Other NZ councils have development organisations that take this catalyst role. The most obvious example is Panuku Development in Auckland.

### Office Market Hutt Central City

The Wellington region has suffered from loss of high grade (“A” Class) office stock as a consequence of the Kaikoura earthquake, with around 100,000sq.m of stock out of circulation in the central city since late 2016. Secondary and tertiary stock on the fringes of Wellington central city has seen no growth and many of these buildings are being recycled to other uses – mainly residential. This means that lower grade office stock is suffering weak demand and there appears to be no cross over to lower grade office stock as a consequence of falling vacancy rates and increased rents in A Class office space.

An additional conclusion from this analysis is that A Class stock demand is not transferring to proximate but lower quality fringe central city sites as these sites have not seen growth since 2016. For the Hutt the likely lesson is that any sequence of outward expansion for office space from Wellington would normally include a drop in vacancy rates and a rise in occupancy around the fringes of the central city and then likely a look geographically wider (that would include Hutt central city) for accommodation. A possible variation on this trend is conversion of warehouse or previous industrial buildings for ICT tenants. This trend is continuing and offers clues for Petone and possibly Hutt central city, especially for more flexible workspaces such as co-work. This trend to co-work is also evident in changes in firm size in Hutt central city since 2000, now at 5 employees per business down from 6 in 2000 (Wellington central city average business size is 14). This

suggests that large, institutional office buildings may be a mismatch in terms of the evolution of businesses currently in Hutt central city. These smaller businesses would typically require more flexible workspaces and in many cases a sharing of resources to reduce costs, as in many co-work environments.

Employment in Hutt central city has reduced from 11,700 in 2008 to 10,000 in 2018, however the number of central city businesses has increased by 258 (+16%) over the same period.

The level to which current office stock in Hutt central city can convert to more efficient, open plan and resource-sharing floorspace would largely depend on each landlord. However, Council as an owner may be able to act as a catalyst to the private sector with a co-work offer within the central city.

In terms of office space demand in any sector, a value pre-cursor is a vibrant public realm as a consequence of a strong central city retail and food and beverage environment that continues into an evening economy. This environment is missing in Hutt central city and this contributes to the largely price-driven nature of the office market.

From developer interviews there were no developers interested in developing offices in Hutt central city. There was general agreement between these developers that

developing new or refurbished offices in Hutt central city was not feasible in the Hutt within the foreseeable future.

#### Potential Responses:

A primary focus on office development within Hutt central city as a revitalisation or renewal emphasis is unlikely to succeed. This does not mean that Council should not seek or explore options with future tenants and government agencies in relation to Hutt central city. What it does mean is that unless there is a major shift of offices from other places (generally away from Wellington), these efforts will be incremental and not transformative in terms of inspiring wider renewal. Or put more simply, one major office tenant shifting to Hutt central city will not of itself assist with wholesale renewal in the central city as it is unlikely to be followed by others. In addition, the retail (and food and beverage) spend capacity of a single new office project is not of a scale to improve retail and food and beverage performance in the central city to the point of vibrancy.

However, Council might get traction from developing a co-work environment as a response to changing work patterns and reduced business sizes, if it owns suitable central city property.

Clearly residential development offers more feasible development options and wider development opportunities than office. The spend capacity of residents is far higher per individual than that of office workers.

### Retail & Entertainment Market Hutt Central City

Developers generally lamented the poor-quality retail offer in the central city in terms of the inspiration to develop central city apartments/housing. Queensgate was seen as a problem in terms of its effect on the vitality of the Hutt central city street scene, which they consider as a necessary pre-condition to central city housing demand and sales values. Some developers would consider developing a component of the ground floor condition necessary to engender market demand as a part of a major housing project. There are therefore issues of critical mass in this respect, with smaller, boutique-style projects less likely to have enough critical mass for an active ground floor, and without an active and vibrant ground floor then the project would be less likely to succeed. Ground floor activation examples mentioned by developers included cafes, restaurants and craft breweries.

#### Potential Responses:

Council will need to consider a range of development options in relation to future ground floor development. In fringe central city sites (outside the core central city), active ground floors may not be necessary. However, for developers with a larger capacity there may well be a case for consolidating a number of sites and developing an integrated project with its own ground floor story as a





# D OPPORTUNITIES

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# 8 Development Opportunities

## 8.1 Development Opportunity Areas

Key development opportunity areas are significant in the context of the Transformation Plan as they represent potential areas of change. These were identified through site analysis; Officer workshop discussions with Hutt City Council, Greater Wellington Regional Council, NZTA and Wellington Water; with community stakeholders including Taranaki Whanui; and a review of the 2009 Making Places Masterplan and other relevant Hutt City policy and strategy documents.

Some of the identified areas present opportunities for new development whilst others are more suitable for refurbishment or other site improvements. A limited number of sites have extant consents, other sites are in pre-planning stages, others are not subject to any known planning discussions.

The key development opportunity areas are described in Figure 8.1 and in the table opposite.

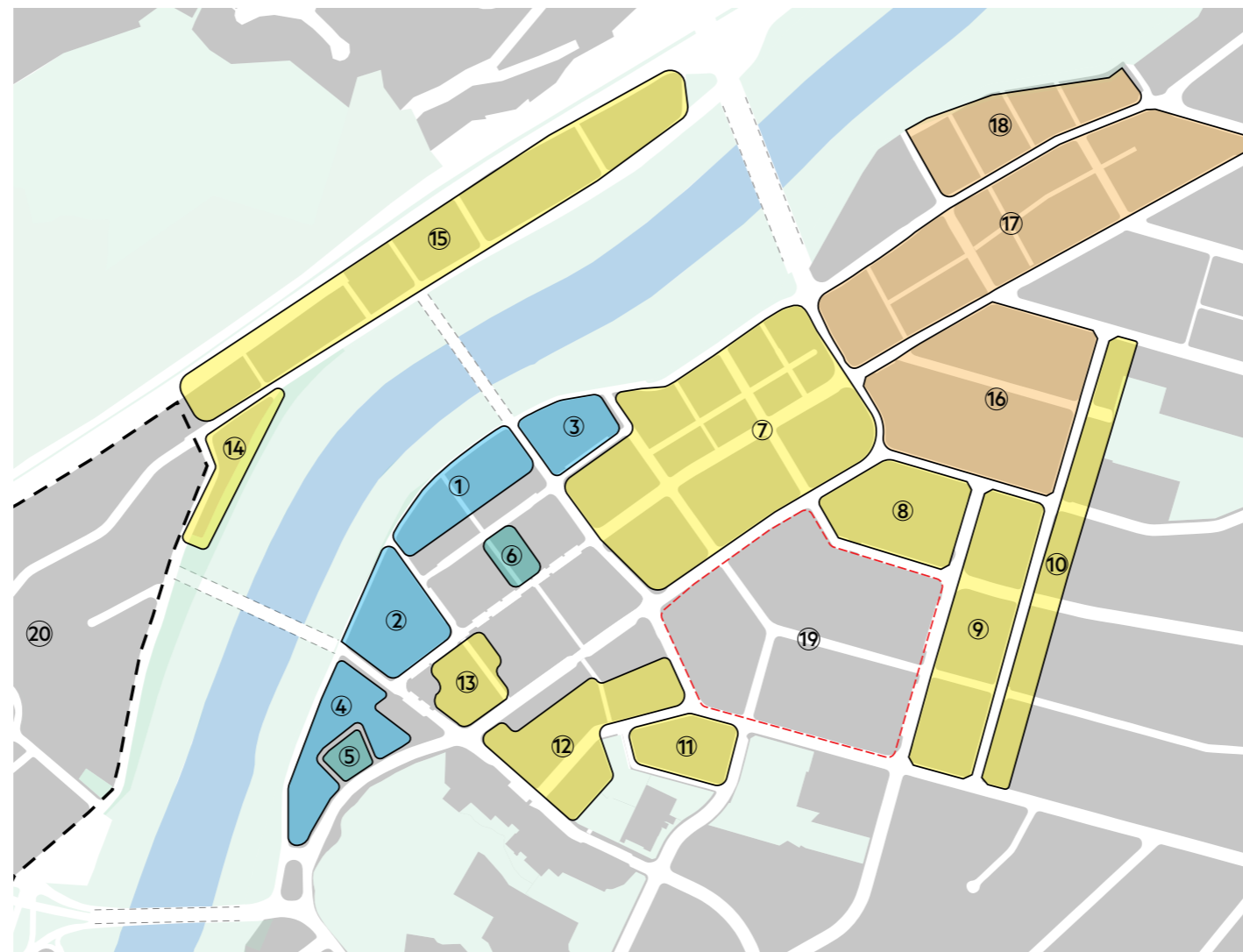


Figure 8.1: Opportunity Areas

### Key

#### Development Opportunity

- Riverfront Development (Riverlink)
- Residential / mixed use development
- Future 'Northern Central' development
- Sites under development
- Future Incremental (market) development
- Large format, single ownership remodelling

#### Development Blocks

1. Riverlink - main block
2. Riverlink - southern block
3. Riverlink - northern block
4. Re-developed Fraser St block
5. New Hotel development
6. 177 High Street
7. Re-developed Rutherford block
8. Residential armature block
9. Cornwall/Bloomfield block
10. Residential fringe
11. Rutherford Gardens extension
12. Re-aligned Knights Rd block
13. New High St-Queens Dr through link
14. Pharazyn St block
15. Westbank station residential / mixed use
16. Raroa Rd block
17. High St North Central block
18. Riverfront Rutherford block
19. Daylighting Queensgate
20. Melling

Site Ref (#)	Status	Location / Description	Size / Dims
1	Primary Riverlink development, HCC project	Riverfront, mixed use on promenade. Commercial ground/ resi over 3-4 development blocks, 5-6 storeys, undercroft parking Connects to city centre (east) via ramped and stepped access	Gross area: <b>1.07Ha</b> <b>170m x 75m</b> overall Single main block
2	Potential new private dev area	Riverfront, mixed use on promenade. Commercial ground/ resi over 3-4 development blocks, 5-6 storeys, undercroft parking Connects to city centre (east) via ramped and stepped access	Gross area: <b>0.87Ha</b> <b>100m x 90m</b> overall Single main block
3	Potential new dev area	Riverfront, mixed use on promenade. Commercial ground/ resi over 3-4 development blocks, 5-6 storeys, undercroft parking Connects to city centre (east) via ramped and stepped access	Gross area: <b>0.52Ha</b> <b>90m x 62m</b> overall Single main block
4	Potential new dev area	Riverfront , Mixed use, Commercial on promenade level, undercroft parking. Realigned street connections with Laings Rd extension an discontinuing High St.	Gross area: <b>1.14Ha</b> <b>90m x 200m</b> overall Single main block
5	On-going development	New Hotel Development, currently under Resource consent at time of publication.	Gross area: <b>0.18Ha</b> <b>44m x 40m</b> overall Single main block
6	On-going development	Property purchased by The Wellington Company, at time of publication development is in consent application phase.	Gross area: <b>0.18Ha</b> <b>35m x 60m</b> overall Single main block
7	Potential new residential mixed use dev area	Residential frame development, primarily residential with some mixed use and retail towards the core. Re-aligned street grid alters some blocks and connects more directly with the central city grid pattern.	Gross area: <b>4.27Ha</b> <b>180m x 320m</b> overall Individual blocks of: <b>63mx87m, 78mx87m, 86mx115m, 77mx115m, 90mx90m, 74mx95m</b>
8	Potential new dev area	Residential frame development, primarily residential with some mixed use. Transitioning from 6-8 storeys down to 4-6 storeys away from the core.. Readjustment of street layout provides more direct connection to Queens Drive.	Gross area: <b>1.21Ha</b> <b>95m x 140m</b> overall Single main block
9	Potential new residential dev area	Residential frame development, primarily residential. Transitioning from 4-6 storeys down to 2-3 storeys towards Cornwall Street..	Gross area: <b>1.78Ha</b> <b>310m x 65m</b> overall Individual blocks <b>92mx65m [x3]</b>
10	Residential Infill intensification	The front row of lots facing Cornwall Street. Residential only, allows an additional 2m height limit to help transition to higher development to the west.	Gross area: <b>1.99Ha</b> <b>520m x 50m</b> overall Individual blocks <b>90mx50m [x5]</b>
11	Potential new dev area	Primarily residential, with some community or civic uses. 4-6 Storey development frames a civic garden extension.	Gross area: 5.65Ha 100m x 62m overall Single main block
12	Potential new dev area	Mixed use block, 5 storey development. Re-aligned knights road provides a more legible access onto Laings Rd.	Gross area: 1.45Ha 210m x 50m overall Individual blocks of: 50mx210m, 55mx100m
13	Intensification / land-bank development	Potential for high quality landmark building to mark entrance to retail core and Queens Dr. Existing Large Format Retail development provides potential for redevelopment.	Gross area: 0.52Ha 76m x 80m overall Single main block

Site Ref (#)	Status	Location / Description	Size / Dims
14	New site created by stopbank works.	Small pocket of development area that is created between the re-aligned Marsden Street and stopbank. Direct access from Laings Rd bridge. Complex geometry of the site and sloping of Pharazyn St lend this site to comprehensive residential development	Gross area: 0.32Ha 170m x 30m overall Single main block
15	New raised site created by stopbank works.	Riverfront development, primarily residential and Train Station, some station related and possibly convenience retail for the wider area. Access from Margaret Street pedestrian bridge. Park and ride for 400 vehicles. Existing sites are demolished and replaced with raised development area at stopbank level.	Gross area: 1.54Ha 660m x 40m overall Individual blocks of: 40mx80m, 45mx60m, 50mx80m, 50mx125m
16	Potential infill / new dev area	North central commercial area, potential for infill and redevelopment to accommodate future 'overflow' residential demand from the residential frame. New development or infill/intensification is possible in this location.	Gross area: 3.10Ha 185m x 165m overall Individual blocks of: 76mx150m, 95mx200m
17	Potential infill / new dev area	North Central commercial area. Currently a strong small scale commercial and industrial area. Potential to redevelop either continuing this pattern or accommodating residential sites as overflow from the primary residential frame. Complex lot structure limits large format redevelopment.	Gross area: 4.08Ha 515m x 90m overall Individual blocks of: 90mx170m, 100mx160m, 95mx130m
18	Potential new dev area	Riverfront, mixed use on promenade. Connects to city and river, providing opportunities for commercial or residential development in the future. Existing large format buildings provide opportunity for redevelopment.	Gross area: 1.57Ha 75m x 253m overall Single main block
19	Shopping centre intensification / development site.	Future intensification and modernising of the Queensgate site provides an opportunity to maximise street and retail frontage to the city as in modern mall developments internationally.	Gross area: 2.62Ha 205m x 265m overall Individual blocks of: 160mx95m, 96mx200m, 85mx120m
20.	Melling	Large neighbourhoods on the west side of the river, technically outside of the Transformation Plan boundary. With the new Laings Rd bridge these areas become significantly better connected to the centre and provide justification for investment in the new bridge.	

## 8.2 The Riverlink Project

### Overview

Riverlink is a partnership project between the Greater Wellington Regional Council (GWRC), Hutt City Council (HCC), and the New Zealand Transport Agency (NZTA) to deliver improved flood protection, transport links, and lifestyle along a section of the Hutt River. An integrated design approach allows for each agency to take advantage of aspects of the other projects, leveraging better outcomes from increased infrastructure spending and avoiding duplication.

### Roading and parking

Current design thinking for the riverfront promenade is for a pedestrian/cycling only space with a variety of ramps/stairs to connect it back into the main street network. Investigation as part of this project is ongoing as to the viability of including slow 'walking' speed vehicular access along this promenade to support future food, beverage and retail activities in this areas.



Figure 8.2 Access from central city to stopbank top promenade (HCC supplied)



Figure 8.3 Access from central city to stopbank top promenade (HCC supplied)

Existing parking in the riverside park will be reduced as part of the river widening and flood protection. Some additional parking will be re-provided on the western bank alongside the relocated Melling Station. Accommodating the market is an issue to be resolved.

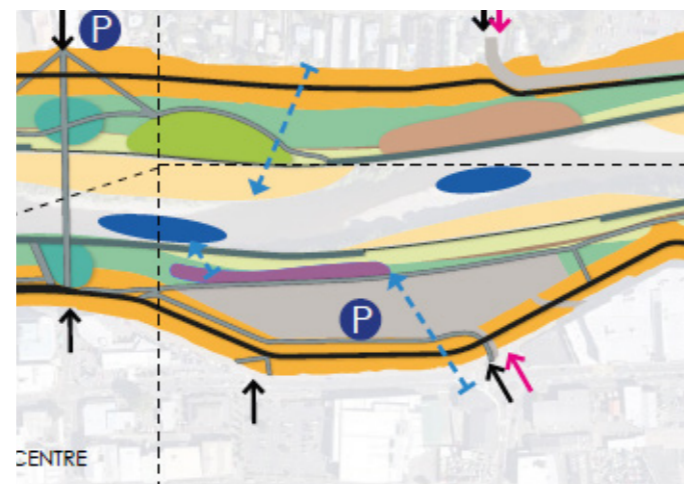


Figure 8.4 Section of Riverlink design (HCC supplied)

### Flood protection (river corridor widening/stopbanks)

The Riverlink project was initiated primarily around the need to improve the Hutt Valley's resilience to flood hazard. This is achieved through widening the river channel to accommodate a 2800cumec flow, and raising the stopbank height to protect from a 1:440 year return period event. The river channel design is for 90m wide where practicable and 70m in constrained areas, with 4m high stopbank heights (raised by ~1m) and allowing for a wider, 20m berm where practicable.

### Built development

New development, particularly residential, is anticipated along the riverfront edge to revitalise the city centre and turn development to face the river. In addition to this, a riverfront promenade will be created as a raised space at the top of the stopbank. Activities at the promenade level will include cafes, restaurants and other active uses that optimise the river setting. The promenade will connect back into the central city pedestrian network, and into the park/landscape of the river.

### Interface with infrastructure projects

NZTA is investigating improvements to the Melling intersection and bridge. State Highway 2 (SH2) at Melling has conflicting highway and local access movements creating an unsafe and inefficient environment. The Melling Transport Improvements project is considering how intersection improvements can be integrated with a replacement for the current Melling Bridge, which reduces the resilience of the city centre to flooding events.

Relocating the Melling train station further to the south alongside a new Margaret Street pedestrian bridge is being considered to facilitate the new SH2 Melling interchange. This will provide a new station that can achieve better amenity for users, as well as connect to the central city and northern hills more effectively.

### West bank

Development opportunities exist on both sides of the river. On the west bank, land acquisition is underway to support the river channel widening and Melling Interchange/station works. This area however provides an opportunity for an attractive destination next to the train station and river, providing a counterpoint to the development on the east bank of the river. This area will also incorporate increased parking to support the park and ride functions of the relocated station.

### Ecology/landscape

Improving stormwater quality, biological and landscape diversity is an important aspect of the riverlink project. A Wetlands area is proposed to treat urban storm water and to increase local biodiversity. Plants are predominantly native and can cope with periodic flooding and provide a consistent landscape character and habitat. Features aimed at assisting aquatic habitats have been incorporated into the design of the river channel alongside the requirements for flood capacity. These address variation of the water velocity, substrate, and depth, (pool, riffle, run dynamic).



Figure 8.5 Illustrations of Riverlink concept (HCC supplied)



Figure 8.6 Concept landscape design (HCC supplied)

### 8.3 Melling Interchange & Melling Station

Coordination between NZTA and GWRC is required.

Two potential locations for the interchange are under consideration (Figure 8.7). These options provide the following:

- Move Melling Railway Station to make space for on and off-ramps
- allow for connecting with a new replacement bridge at Melling (two promising locations) full connectivity to SH2 from the interchange
- Connection between Hutt City Centre and Harbour View Road over the top of State Highway 2
- Keep the road connections with Pharazyn Street, Harbourview Road & Tirohanga Road
- Improve conditions for pedestrians and cyclists

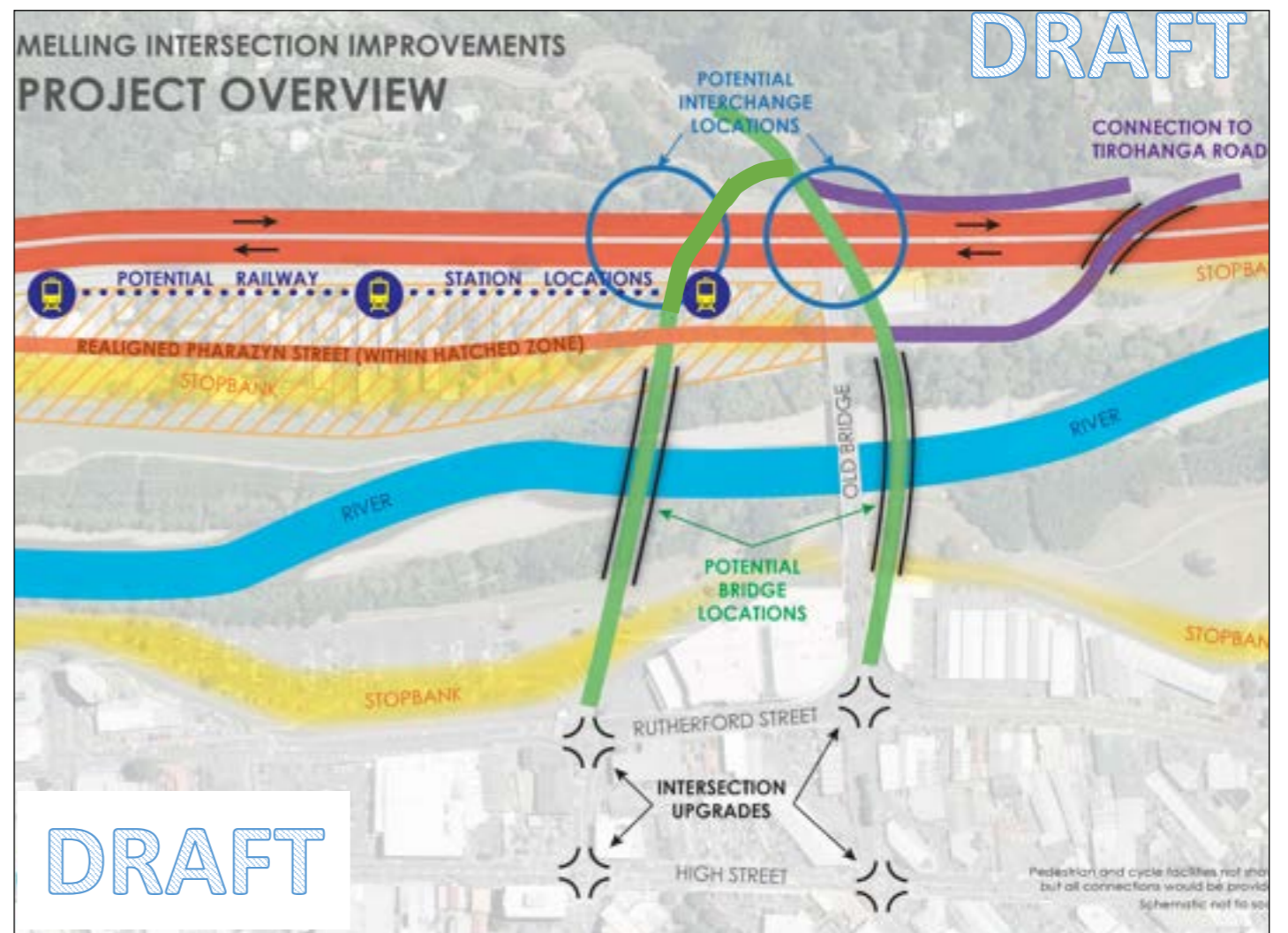


Figure 8.7 Melling Interchange Draft Options (NZTA)

Melling Station is proposed to be located southwest some 450-500m to sit generally opposite Margaret Street on the western bank of the river. A new pedestrian bridge will connect Margaret Street to the relocated station.

GWRC officers have advised that they will consider extending the hours of operation of the Melling Line (evenings and weekends). This is intended to increase the level of service provided by the line, anticipating increased capacity to better cater for closer connections to the central city (increased patronage) and to cater for Riverlink's new residential populations.

Key considerations for the new Melling Station and its environs are:

- Create the new station area as a positive, attractive 'place' in itself
- Design of the new pedestrian bridge as an quality experience and destination
- Ensure connections into the local street network are accessible, safe, attractive, easy to navigate. Avoid multiple levels of infrastructure and connect the pedestrian bridge into streets as seamlessly as possible
- Provide a mixed use setting of housing with some at-grade station-related commercial activity
- Provide for car parking in a manner that does not visually dominate the station as a place
- Ensure connections to the western hills

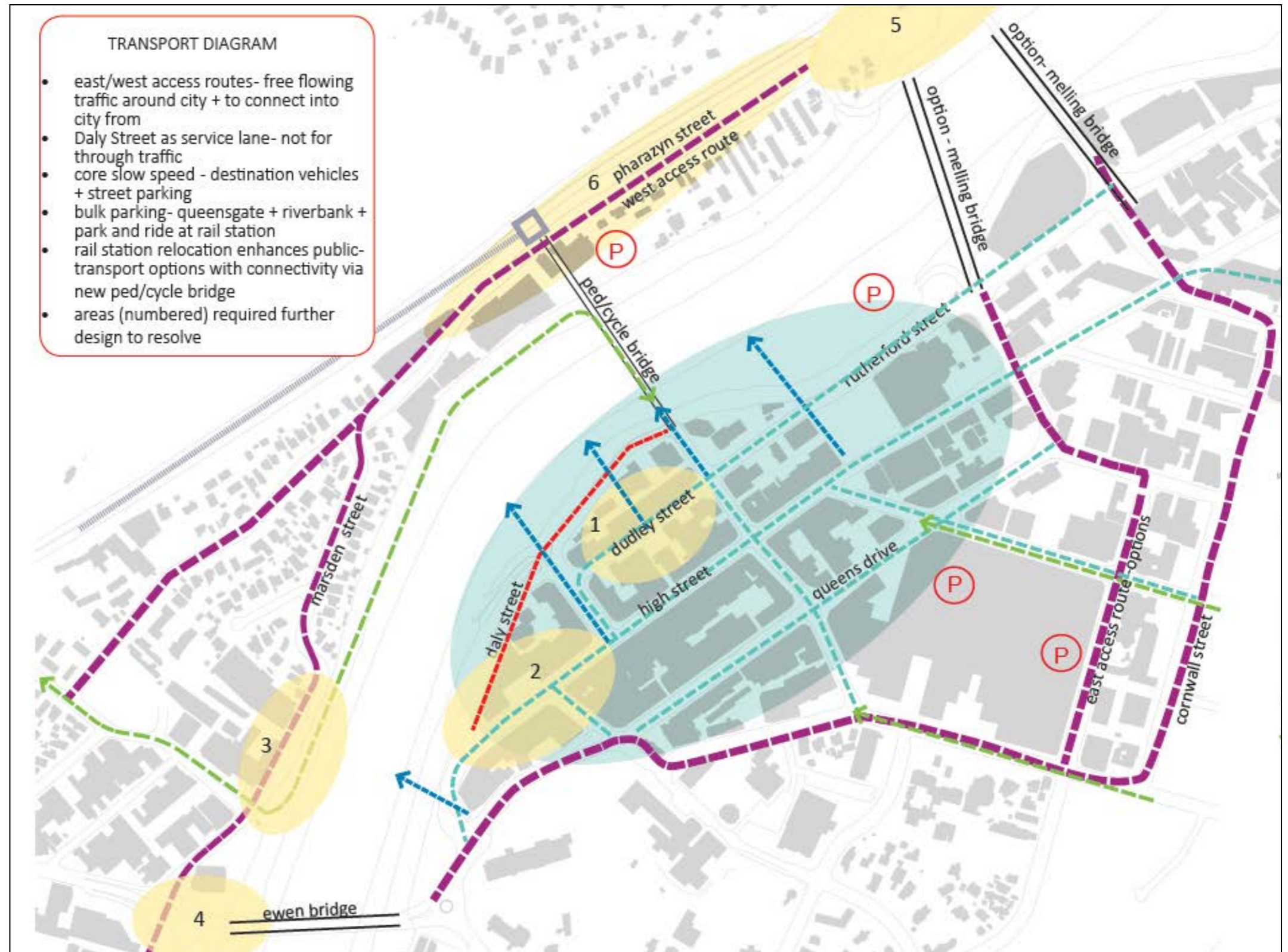


Figure 8.8 Melling Interchange Draft Options (NZTA)

# Central City Transformation Plan

# PART 2







# PART 2

PREPARED FOR  
The Urban Design Manager City Transformation Group Hutt  
City Council (HCC)

APPROVED BY  
Hutt City Council

DISCLAIMER  
The views expressed in this document have been developed in collaboration with stakeholders and regulatory bodies and take the longer term view towards the future of Hutt City's central area. Implementation of significant projects is expected to involve further consultation with community and affected parties.

CONSULTANT TEAM  
McIndoe Urban, Urbacity, GHD, Ian Bowman.

Supported with advice from HCC, GWRC, Wellington Water, HNZC, NZTA, Regional Public Health, Healthy Families, Urban Plus Ltd, Heritage NZ, Blue Rocket Consulting, Abley, Stafford Strategy, Stuart Niven Urban Design, Public Voice, and Space Syntax UK.

ILLUSTRATIONS  
All illustrations have been prepared by the consultant unless otherwise stated.

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# 9 The Transformation Plan

## 9.1 Introduction & Background

The Central City Transformation Plan (Transformation Plan) establishes a comprehensive strategy for the coordinated development and design of Lower Hutt's central city area. It reflects community aspirations for the future of the area, helping to guide development, build consensus and provide clarity to private interests and public sector bodies. Specifically, it recommends a direction for development according to a spatial framework and set of key principles in order to provide both expression and definition of the various Hutt City Council (HCC) Strategies, Plans and Vision as well as local stakeholder aspirations. Initial engagement with community, iwi, developer, and regulatory stakeholder groups is described earlier in Part 1 and further consultation on the Transformation Plan is described at section 9.6.

The Transformation Plan updates Hutt CBD - Making Places 2030, a design framework developed in June 2009. The current plan process has reviewed the proposals within Making Places in light of present day conditions, updated the status of the various projects (Part 1) and taken forward those aspects of Making Places still relevant today.

Hutt City Council (HCC) commissioned McIndoe Urban in late 2017 to prepare the Transformation Plan supported by Urbacity (economic advice), GHD (access and movement) and with heritage advice from Ian Bowman. This project is presented in two parts - Part 1 includes a baseline analysis of the study area. This identifies issues, constraints and principles, including a comparative assessment of existing HCC policy and strategy documents. Part 2 develops the final Transformation Plan including strategies for managing growth and change across the City Centre.

## The Plan Boundary

The Lower Hutt Central Commercial Area as defined in the Operative District Plan forms the core of the study area. The immediate environs of this core area were evaluated as part of a boundary review, resulting in the proposed central city + environs Transformation Plan boundary at Figure 9.1 opposite.

The commercial area comprises some 56Ha that includes the Civic and Riddiford Gardens. In addition, the plan includes the zone of land between the western banks of the Hutt River and State Highway 2 (SH2) that is envisaged to accommodate the new Melling Station (potentially to be known as Hutt Central Station) and associated development, two new pedestrian bridges and the planned SH2 Interchange and vehicular bridge. To the east of the centre along Cornwall Street a narrow zone of medium density housing is identified to mediate between the traditional suburban areas and the city centre.

## Purpose & Objectives

In summary, the Transformation Plan:

- Defines the development and design context for Lower Hutt City Centre and its immediate environs
- Acts as a frame of reference for both public and private sector that can inform negotiations over development, infrastructure and change
- Provides a framework which expresses the desired spatial form and structure of the area
- Identifies the important physical/spatial components across the area with suggestions on how these might be changed, adapted, or retained
- Provides nine overarching principles to guide the plan
- Identifies areas of special focus where significant change is anticipated and provides conceptual development proposals to ensure the potential of the area is captured and managed effectively
- Integrates the planned Riverlink proposals with the city centre and western river bank area
- Is informed by community, iwi, developer/investor and officer input to ensure a robust approach to the centre's future
- Assists HCC to identify the potential for housing growth, co-ordinate development pressure, assess development proposals, and identify public realm improvements.

## Structure & Outputs

The Transformation Plan is structured as follows:

### Part 1

#### A Introduction

Introduces the Transformation Plan project and background, setting the context, study boundary and overall purpose of the document.

#### B Understanding the Place

Sets out the wide range of physical and economic analyses undertaken including the movement systems and statutory planning context.

#### C Engagement Outcomes

Presents the findings from a range of consultation with Officers from HCC, GWRC, Wellington Water and NZTA and from workshops with stakeholders including community, iwi (Taranaki Whanui), and developers/investors.

#### D Constraints and Key Principles

Summarises the principal physical/spatial constraints to the study area and proposes nine key principles to guide the future plan.

### Part 2

#### E The Plan

Introduces the Transformation Plan and its elements, identifying the key plan proposals.

#### F Moving Forward

Details individual project initiatives to realise the plan and sets out the broad parameters for implementation.

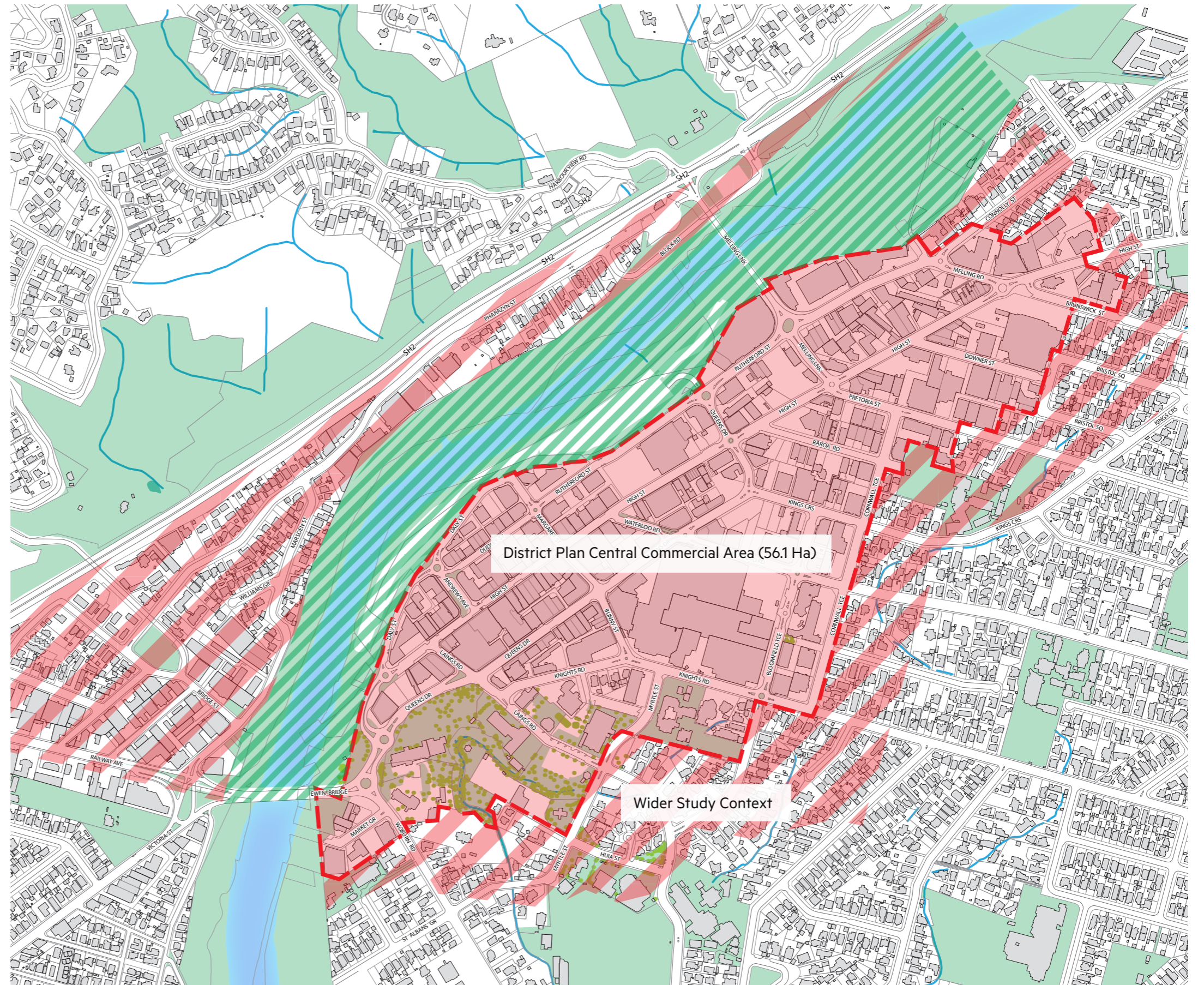


Figure 9.1: The Transformation Plan study area

## 9.2 The Transformation Plan in Context

Lower Hutt's Economic Development Plan (EDP) 2015-2020 anticipates the central city to contribute to the wider growth picture for Lower Hutt, providing 110 new dwellings / 200 residents, accompanied by 1000 new jobs to 2020 (EDP, 2015-2020). This is a relatively small component of the 6,000 new homes envisaged city-wide by 2032 (UGS, 2012-2032) and it is noted that the central city has lost 1700 jobs since the 2009 Making Places study and any residential development has involved small scale re-purposing of existing buildings rather than any new build. The HCC Business Case (2017) for Riverlink reports that in a medium-growth scenario the project would be the catalyst for some 49,000sq.m of commercial space, enabling 2700 people to work in the central city, as well as 1330 apartments (2600 people). In order to meet and further extend this anticipated growth, the Transformation Plan suggests the central city undergoes transformation through redefining its relationship to the river, expanding its inner-city living experience, improving its public transport and road infrastructure connections, expressing its cultural provenance as both a Maori settlement and 'mid-century modern' character and pursuing the urban renaissance of the central city that will allow it to meet the demands of a larger population.

As the second largest city in the Wellington region and seventh largest nationally, the council's EDP strategy seeks to "rejuvenate" the central city and ensure it is a focus for new retail, residential and employment development. In the light of the significant change anticipated by the Riverlink

project alone and wider growth for the central city, this Transformation Plan sets an overarching framework to guide the future successful growth and transformation of the city centre. It is intended to be a flexible plan through which growth can take place in the 'right way' whilst not slowing the momentum of delivery. There is real potential to attract new investment, businesses, residents and visitors through a thoughtful, strategic and integrated plan that guides both physical and economic change in the central city.

A Masterplan for the central city (Making Places) was published in 2009 and this study refreshes that work, developing a Transformation Plan for the centre and its immediate environs. The plan is underpinned by a Baseline Analysis (Part 1), which establish the current conditions in the central city and its immediate environs as at March 2018, and which informed the development of the Transformation Plan principles and projects. An Implementation Plan at Section F has been prepared which explores broadly how the proposals in this plan can be delivered.

The Transformation Plan is intended to inform changes to the Operative District Plan. Further links with the statutory planning process may be established if the Council endorses the Transformation Plan as non-statutory planning document, or if individual elements of the Plan, such as Principles or specific Initiatives, are taken forward as a Guidance or Structure Plans.

## 9.3 The Transformation Plan

An illustrative version of the Transformation Plan is provided opposite (Fig. 9.4). This plan is then described across a series of strategy diagrams that focus on key elements, such as land use, movement, street hierarchy and so on. The illustrative plan and associated strategy diagrams encompass all key development opportunity areas for the project. The Transformation Plan provides a long-term vision for the central city to ensure that key strategic opportunities are not overlooked. For example, the opportunity to connect the new Riverlink development back into the central city, or to establish comprehensive new eastern housing edges or to reform the southern gateway area could easily be undermined if provisions for it are not reflected in future consent applications, i.e. 'future-proofed'.

The Transformation Plan drawing is not a blueprint for the future of the central city and is illustrative only - an example of the way in which the Transformation Plan Principles might be interpreted across the project area as a whole. It cannot be predicted with sufficient reliability what proposals will come forward and for which sites in the future, and it is therefore important to maintain design flexibility whilst ensuring proposals are consistent with the principles, thematic strategies and broad design intent of the project initiatives.



Figure 9.2: Rutherford Street block alternative



Figure 9.3: Southern Gateway alternative junction



Figure 94: The Central City Transformation Plan

The Transformation Plan diagrams include an indication of possible future land uses that best support a transformed central city, but it should be noted that the Central Commercial Area as defined in the ODP includes a permissive and wide range of activities. In some cases existing buildings have been removed and a change of use is anticipated to the area. For example, it is proposed to demolish the Courts and relocate them from their current building on Knights Road to a new facility elsewhere. A new use will be required therefore for this area adjacent to the Dowse. It is also anticipated that the ground level of buildings within the commercial core area may transition to non-retail commercial functions where lack of occupancy demand is noticeable.

Where development is indicated, this can imply refurbishment as well as redevelopment. For example, the regeneration of High and Dudley Streets must acknowledge that there are a number of attractive, 'mid-century modern' buildings that should be retained within any future redevelopment scheme. This will help to preserve the best of those streets' existing character and provide appropriately sized retail units, suitable for independent and niche retailers as well as the larger format units sought by national operators.

The Transformation Plan at Figure 9.4 indicates the preferred balance of existing built fabric to be retained (white) contrasted with new development. The drawing

demonstrates the significant but directed potential for change to specific locations across the central city. In the context of this potential change, the importance of retaining existing buildings of quality within the city centre southwest core area (Dudley Street / High Street / Queens Drive) is clear.

#### 9.4 Transformation Plan Proposals

The Transformation Plan for Lower Hutt's central city includes an array of interlinked projects (initiatives), described at Section 12 of this report. Together these have the potential to deliver the vision and transform the centre into a vibrant and high-quality area, capturing the best of the centre's distinctive mid-century modern character.

The proposed project initiatives have been developed in accordance with the principles and within the integrated framework provided by the various Transformation Plan strategies such that the Transformation Plan achieves:

1. A step-change in central city accessibility, way-finding and overall townscape quality.
2. A central city that fully engages with Hutt River, shifting the river towards the new centre of gravity rather than consigned to an outer edge.
3. A coherent urban form and streetscape of clearly defined, permeable blocks, reconciling the northern commercial area with the southern core.
4. An authentic central city experienced through enhanced cultural expression of both Maori and later settlement patterns and stories.

5. An intensified, improved retail network that is more closely contained within the southern core enlivened by new east-west links, transport connections and a street-based mall offering.

6. A new east-west laneways structure offering an intimate, quality pedestrian experience distinct from the primary street network.

7. A new residential offering enabling a range of opportunities for living in the centre. Leveraging off high value landscape edges and creating a positive street interface with the eastern housing fringe.

8. An activated and enlivened urban riverfront, visible and accessible to all and well-connected back into the city's commercial core.

9. An enhanced southern city gateway that creates a quality city entrance, simplifies access and makes the most of the civic gardens and river boundaries.

10. An improved Civic Precinct setting that removes barriers and brings the civic functions into contact with the commercial core.

## 9.5 The Transformation Plan Vision

A wide range of stakeholder - regulatory, iwi, developer and community - engagement has identified a set of core themes that together comprise the Transformation Plan vision for Lower Hutt's city centre and immediate environs.

Iwi engagement highlighted a distinct lack of cultural expression across the city centre, the potential for greater use of iwi-relevant place names, and the desire for the plan to embody mātāpono (principles). The role of the Awa (river) is critical and the ability for people to see and interact with the river on a daily basis is an underlying driver of the plan.

Engagement with representatives from the local community identified the following aspirations:

- Enhance the city centre as place to socialise and to form an attractive family destination
- Introduce inner city living and create a high quality city centre fringe-to-housing interface
- Develop the river edge as an active promenade
- Extend the Civic Centre area north across Laings Road integrating with the Dowse Square and Knights Road
- Create east-west laneways and the concept of 'eat-streets' to broaden the city centre's offer
- Enhance the face of public transport including an improved and relocated the bus interchange
- Address the poor quality of buildings generally across the city centre
- Develop the west bank of the river 'centre west' as a new quality residential neighbourhood supported by a relocated Melling Station - 'Hutt Central Station'

### COMMUNITIES OF CULTURE:

Taranaki Whanui mātāpono

A story that transitions across time - Maori to European.

An authentic response reflecting local community diversity.

Local neighbourhoods who use the city support a vibrant centre.

### AN ATTRACTIVE & ACTIVE URBAN RIVERFRONT:

A river edge promenade that engages with the city centre street system.

Easy access to recreational networks.

A high quality visual setting.

Publicly relevant activities - food & beverage, retail, commercial.

### A MID-CENTURY MODERN IDENTITY:

Hutt City - the NZ capital of mid-century modern architecture.

The first town to plan complete city centre rejuvenation.

A profusion of nationally significant Modern Movement buildings.

### A LIVEABLE CENTRE:

A high amenity residential environment.

Access to good schools.

Excellent Public Transport in close walking distance

A river corridor on the doorstep.

A vibrant evening economy offering a range of food and beverage.

## TRANSFORMATION VISION

The City Centre is a catalyst for new development, offering sustained prosperity and a competitive investment location in the Wellington region. A transformed City Centre with a strong riverside identity that manifests Maori and subsequent settlement culture, and that reinforces the Hutt as a location of choice. An attractive, vibrant and liveable centre that embraces change through promoting new business, housing, recreation and enterprise opportunities.

### A VIBRANT CENTRE:

A successful range of street-based retail leverage off an integrated Queensgate Mall. Local businesses offering a diversified employment base. Residential neighbourhoods with a sense of ownership of the city centre.

A vibrant night time economy extending the activity period of the centre.

### INVITING & USABLE SPACES:

An enhanced and active river corridor.

An interconnected system of open spaces.

High amenity streets with mature tree planting.

A range of open space types including play spaces for young children.

### A COMPETITIVE & DIVERSE ECONOMY:

The river as a new urban park and centrepiece to a redefined central city

A wider and more dynamic range of business settings

A new focus on a 24-hour economy and inner city living

New east-west links within the city

### A SUSTAINABLE CITY:

A resilient city capable of adapting to change.

Walkable lifestyle patterns with reduced vehicle trips.

City centre greening and street trees.

Utilise latest building technologies.

Low carbon buildings, energy efficient.



## 9.6 Engagement on the Transformation Plan

Stakeholder consultation took place during production of the final Transformation Plan. A series of workshops were held with:

- Taranaki Whanui
- Public agencies (officers from GWRC, LHCC, NZTA and Wellington Water)
- Community representatives (drawn from Lower Hutt's "Citizen Panel")
- Lower Hutt Chamber of Commerce

As well as raising awareness of the project, these events tested concepts and gauged support for various proposals within the plan.

The agencies' workshop consisted of a project update followed by round-table discussion. After this event, some attendees provided supplementary feedback in written form. Officers' concerns centred on two issues: (i) upgrading stormwater capacity and (ii) the traffic implications of proposed changes to the street network. In response to feedback, the plan contains optional layouts for the Southern Gateway and the Rutherford Street area. Also, Part 2 acknowledges a long-term need for additional stormwater pumping stations near the eastern stop bank.

The other three workshops all had a common format. After a presentation of the Transformation Plan content, participants formed small groups. With the help of a facilitator, comments were recorded as annotations on copies of the draft Transformation Plan drawing. As in

Part 1, three prompts were used to elicit responses: What works well? What doesn't work well? What additional opportunities are there? Annotations were colour-coded (green, red and blue) to assist interpretation. At the end of each workshop, responses were discussed in a plenary session. Afterwards, the annotations were aggregated and expressed as a standardised summary drawing. These summaries are included at Figure 9.5, 9.6 and 9.7 along with a written record of the issues raised.

A salient feature of the summary drawings is the preponderance of green and blue annotations. The graphics indicate broad support for the plan (green) along with a long list of possible additions (blue). Typically, the additional items are of a detailed nature, e.g. a proposal to flood light a section of the riverbank for active recreation after dark. Although suggestions like this fall outside the scope of the Transformation Plan, they help to "flesh out" sections of the plan—providing site-specific initiatives for future implementation. Among the "What works?" responses, there is widespread agreement on the following points:

- Riverlink Promenade
- Family-friendly recreation spaces along the riverbanks.
- New pedestrian/cycle bridges and a more accessible train station
- Opening Queensgate to the sky and the city
- Small business in the "Old City" offering an alternative to Queensgate

Although negative comments (red) are in the minority, several groups expressed reservations about an "urban spine" along Queens Drive. For some respondents, this concept suggested a "wall of vehicles" creating further east-west severance within the central city. Other commentators feared that the "spine" would force motorists onto a single congested north-south thoroughfare. Neither of these perceptions accurately reflect the plan's intention that Queens Drive becomes a destination street rather than a through route. Nevertheless, stakeholder feedback suggests that this message needs to be communicated more effectively. The Eastern Residential Fringe also attracted some negative feedback. Concern focuses on proposed 6 storey buildings along Bloomfield Terrace and the prospect that multi-unit housing will compromise the character and amenity of adjacent neighbourhoods. However, attitudes to the Residential Fringe are mixed, with several groups of respondents expressing support for graduated heights and medium-density housing.



## Taranaki Whanui

### What works well:

1. Queens Drive spine
2. Opening Queensgate to the sky and the city
3. Margaret Street / Bunny Street upgrade
4. Laings Road extension and new pedestrian/cycle bridge
5. Recreation-oriented retail edge to Riverlink Promenade
6. New central train station
7. Provision for on-street or off-street bus hubs

### What doesn't work well:

1. Additional traffic lights on Queens Drive
2. Busy Queens Drive / Laings Road intersection

### Opportunities:

1. Floating stage and amphitheatre on stop banks
2. Lanes as linear event space linking Hutt Rec. with river
3. Areas of "tame" water for play
4. Riverbank garden with kids' play area
5. Bridges as sculptural objects
6. Night lighting of riverbank – safe outdoor recreation 6pm till 12
7. "Handshake" across the river – chain of belvederes
8. Continuous Riverlink Promenade extended to north and south
9. "Bohemianised" retail quarter
10. New urban open space (approx. location)

11. North Central local retail
12. Special commercial opportunities (within Eastern Residential Fringe)
13. Shared pedestrian/vehicle space on Margaret Street
14. Highly visible landmark location at bend in Queens Drive
15. General: River corridor as a "journey of play". Cultural material included along river pathways.

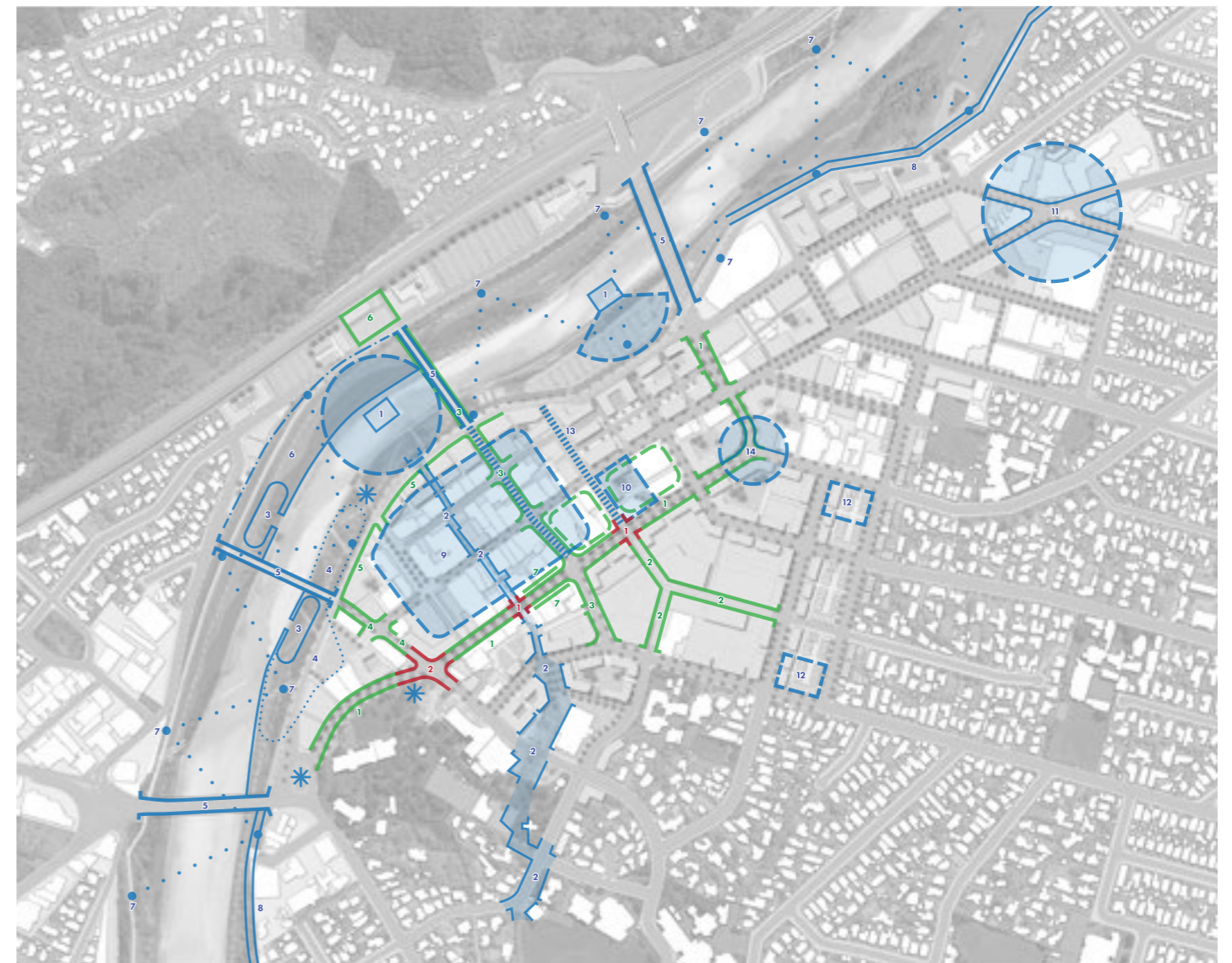


Figure 9.5: Taranaki Whanui consultation

## Community Stakeholders

### What works well:

1. Riverlink Promenade
2. Reconfigured Southern Gateway
3. "Old City" / Queens Drive (allows High Street to be different)
4. Retaining current businesses in North Central
5. Residential Fringe housing provides alternative to apartments
6. Opening Queensgate to the sky and the city
7. Provision for on-street or off-street bus hubs
8. New train station and Margaret Street pedestrian/cycle bridge
9. Centre West: Housing over parking. Parking can support central city
10. New bridges / upgraded east-west links
11. Safer connection to SH2
12. 177 High Street redevelopment
13. Community space along riverbank
14. Realignment of Marsden Street to accommodate wider stop bank
15. Reconfigured intersection at Ewen Bridge / Queens Dr / Woburn Rd
16. Riverbank parks and play areas – both sides of river between bridges
17. Existing laneways upgraded
18. General: Early wins. Building confidence. Establishing clusters of activities

### What doesn't work well:

1. Queens Drive / Dowse Square lane unlikely to be used (alternative routes more attractive)
2. 5-6 storey buildings too tall on Bloomfield Terrace – commercial space not appropriate here
3. Southern Gateway could become a dead end
4. Andrews Avenue / Dudley Street wind tunnel – not a good location for public open space
5. Insufficient priority for Knights Road / Bunny Street / Margaret Street cycle route

### Opportunities:

1. Explanation of Queen Drive's new role / character
2. Waterplay (e.g. "splash pad") on riverbank
3. Safe location for kids' and young adults' activities, e.g. skate park
4. Local retail in North Central
5. Underground public transport hub adjacent to Queens Drive
6. Entrance sign at Ewen Bridge / Queens Drive / Woburn Road intersection
7. Covered pedestrian/cycle bridges

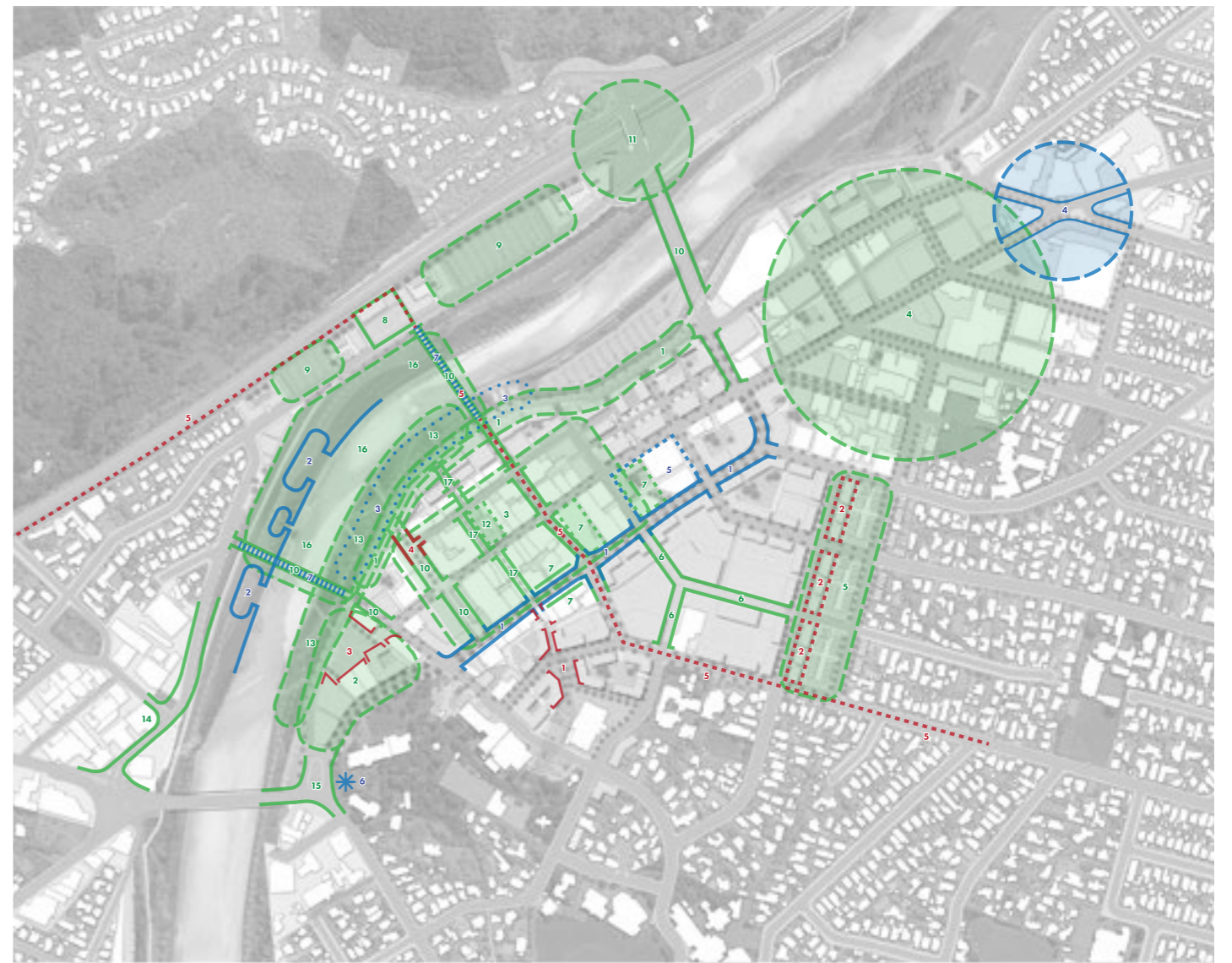


Figure 9.6: Community stakeholder consultation

## Hutt Valley Chamber of Commerce

### What works well:

1. Centre West:
  - New train station
  - High-density housing
  - Housing over car parking
2. New pedestrian/cycle bridges.
3. East-west connections.
4. Riverlink Promenade
  - Better dining opportunities
  - High-density housing
  - 6-storey height limit
5. Transitional scale at Eastern Residential Fringe.
6. More pedestrian-friendly Queensgate.
7. High-density housing at Melling.
8. Mid-block/off-street public open spaces.
9. "Old City" – more than just retail.
10. Queens Drive as a destination street.
11. Keeping leafy suburbs intact.
12. More attractive pedestrian/cycle route to Alicetown.
13. Grade-separated SH2 interchange.
14. Removal of District Court / Dowse Square reconfiguration:
  - Family-friendly multi-use space
  - Good venue for events
15. De-cluttering of North Central.
16. General: More trees on central city streets. Inner city housing. "A lot of really good stuff."

### What doesn't work well:

1. Eastern Access Route is too indirect
2. Too many car parks lost to make way for trees on Queens Drive

3. Dangerous intersection where Ewen Bridge meets Queens Drive and Woburn Road
4. High density housing in Eastern Residential Fringe detracts from leafy neighbourhoods
5. Centre West residential development is too exposed to noise from SH2 and trains
6. Train station is still too far away
7. Andrews Avenue has never "taken off" (so further public space is not warranted)
8. Too many traffic lights, congestion and lack of route options for journeys to/from the north.
9. Congestion at the intersection of Rutherford Street, Melling Road and Connolly Street
10. Lack of clarity about the role of Queens Drive – High Street is already the No.1 route
11. General: Not enough that is unique to Lower Hutt. Need to better understand and resolve car parking issues

### Opportunities:

1. Floating sound shell – riverbank events venue
2. Riverbank market needs a new home, e.g. special events space opposite Promenade
3. Make fourth (Laings Road) bridge a vehicle route.
4. Reconfigure Ewen Bridge / Queens Drive / Woburn Road intersection
5. New pedestrian/cycle bridges:
  - Provide shelter
  - Treat bridges as signature features
  - Widen bridges to accommodate activities as well as movement
6. Flexible wind/weather shelter along Riverlink Promenade

7. Greening laneways and adding green walls to laneway buildings
8. More cultural/entertainment facilities in Queensgate
9. Central square/focal point (approx. location)
10. Shelter along Margaret Street / Bunny Street – canopy over Queens/Margaret intersection
11. New school (on Knights Road within Civic Precinct Extension)
12. Sustainable building test project (indicative location)
13. Additional traffic lanes on new Melling Bridge
14. Make Queens Drive a better through route
15. Community-friendly activities on river bank (picnic areas, water play)
16. More trees in "Old City" and in new east-west streets off Queens Drive
17. High-density housing at Melling
18. Greenspace as buffer between Queensgate and Eastern Residential Fringe
19. Local cinema (approx. location)
20. Covered decks at Dowse Museum
21. New green connection between Civic Gardens and river bank
22. Future proof plan to make long-term provision for trains on the east side of river
23. General: Activation strategy – walking maps, fitness trail, music

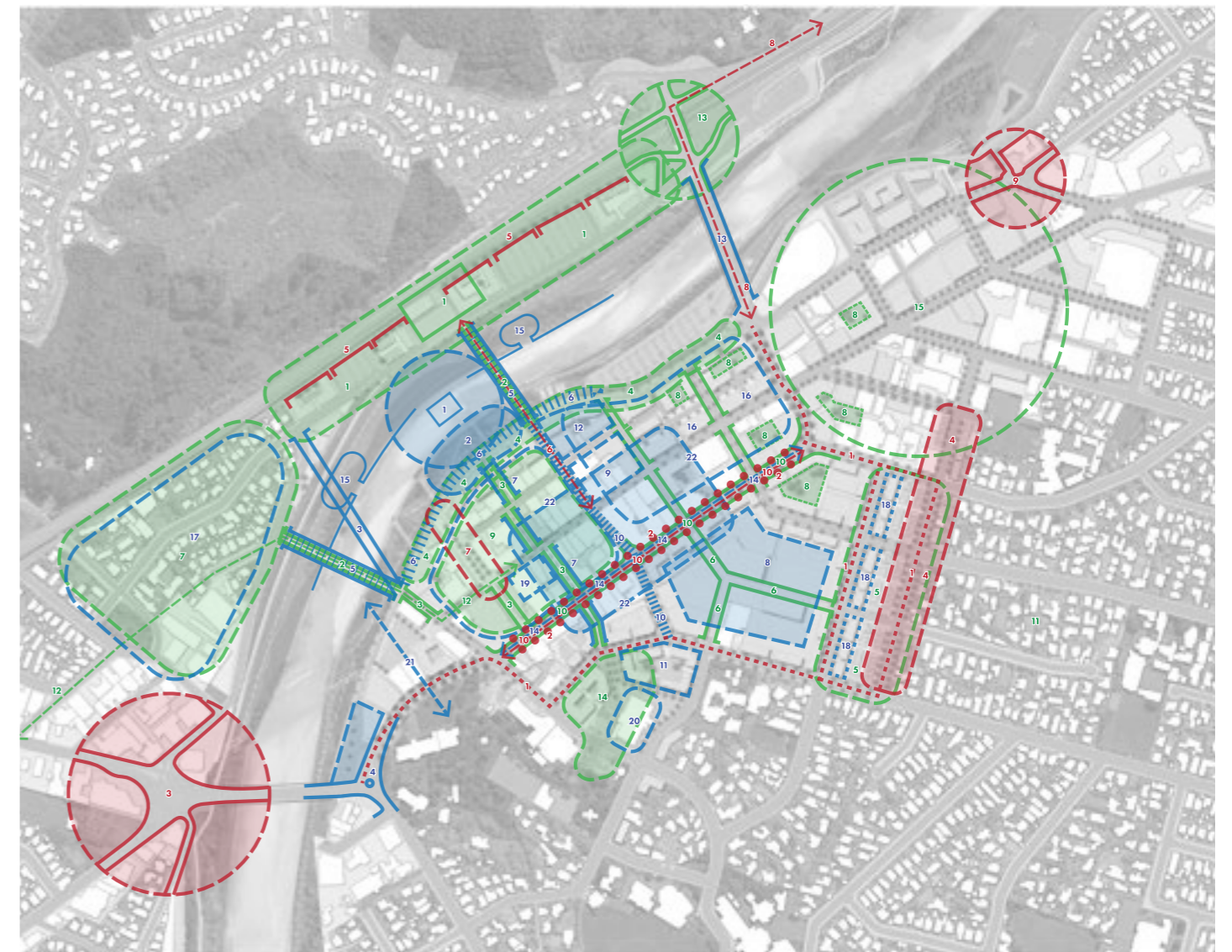


Figure 9.7: Chamber of Commerce consultation

9.7 Transformation Plan Principles

The adjacent diagrams set out nine design principles established for the Transformation Plan. These principles emerged as a design response to the key issues facing the area and through consultation with stakeholders including regulatory bodies and agencies. The principles provide a coordinated frame of reference for development of the city centre and simplify the overall approach taken to transformation.

The nine Principles are:

PRINCIPLE 1: CONSOLIDATE THE CITY'S CORE

PRINCIPLE 2: TURN TO FACE THE RIVER

PRINCIPLE 3: RESIDENTIAL FRAME

PRINCIPLE 4: A HIGHLY LEGIBLE ROUTE BETWEEN THE TWO BRIDGES

PRINCIPLE 5: TRANSVERSE (EAST-WEST) LINKS

PRINCIPLE 6: A PARK-LIKE EXTENSION TO THE CIVIC PRECINCT

PRINCIPLE 7: NORTH CENTRAL

PRINCIPLE 8: LEAFY SUBURBAN FRINGE

PRINCIPLE 9: GATEWAY EXPERIENCES

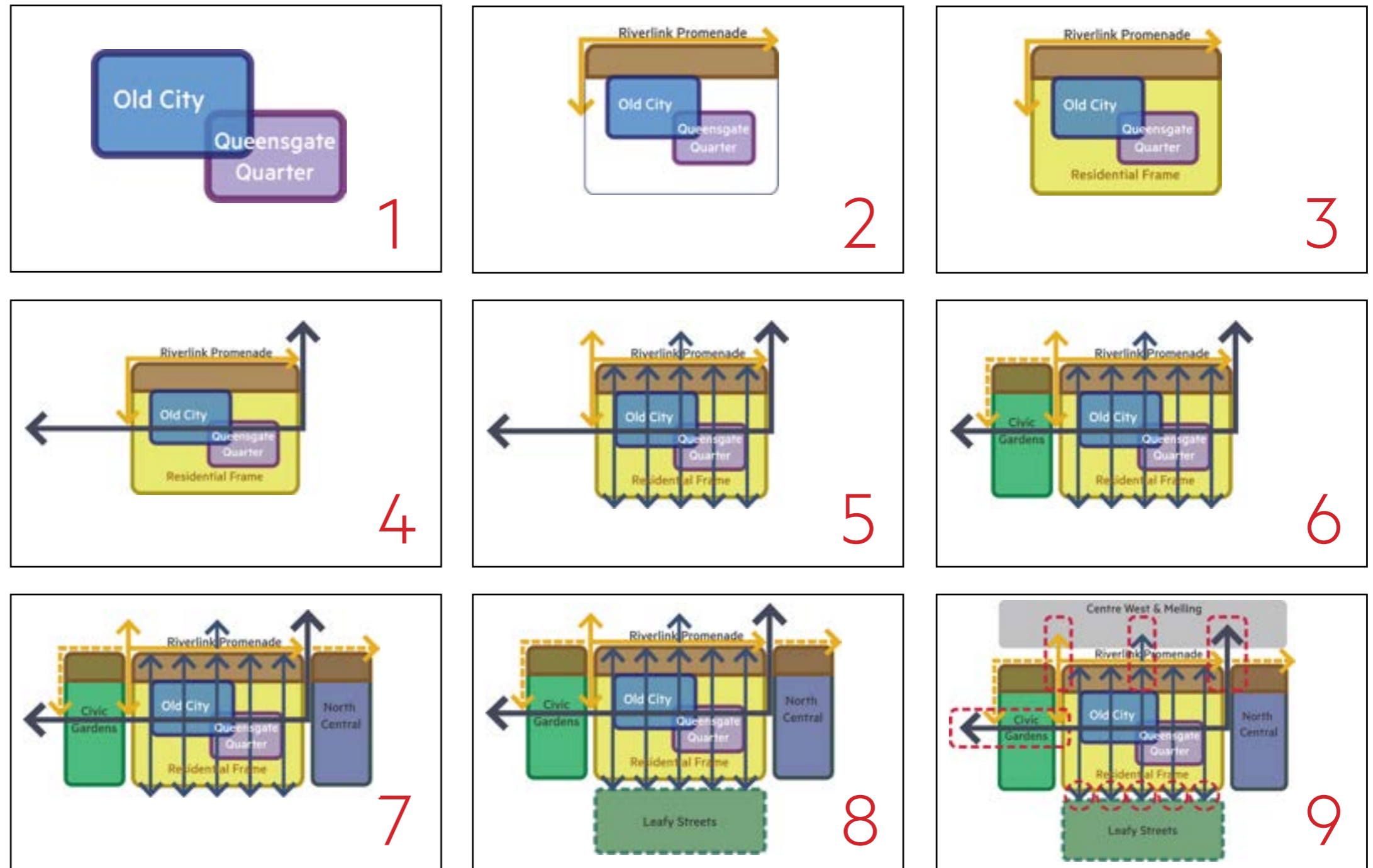


Figure 9.8: The nine Principles

## PRINCIPLE 1: CONSOLIDATE THE CITY'S CORE

Lower Hutt's central city is too large. Changes in retailing and employment mean that the area of commercially zoned land far exceeds present or foreseeable demands. As a result, there has been little recent investment in commercial property. Traditional on-street shopping is spread too thinly and fails to create the variety and intensity that characterize successful city centres. Recognising this, the Transformation Plan introduces strategies for "managed retreat". The Plan consolidates on-street retail activity within a 300m x 300m area bound loosely by Dudley Street, Margaret Street, Queens Drive and Laings Road. Inside this urban core, pedestrians experience choice, amenity and authenticity. Complementing nearby Queensgate, this is primarily "a place to do things" rather than "a place to get things". The core's blend of ethnic food outlets, "indie" retailers and local "maker culture" means that street frontages are activated by a combination of shops and workplaces. For the most part, these enterprises are housed within existing structures. Building regeneration allows cheaper rents, but also supports a "Mid-Century Modern" narrative that evokes Lower Hutt's hey day as a "city of the future" circa 1950. The principal physical change to the area is a finer grid of streets and lanes. These enhance connectivity, especially for pedestrians. The new thoroughfares also open up the centres of large city blocks, bringing new commercial opportunities to older buildings with excessively large floorplates.

- Concentrate retail activity within a pedestrian-oriented area defined by Dudley Street, Margaret Street, Queens Drive and Laings Road
- Introduce a finer network of streets and lanes including new transverse (east-west) connections that open the core up to the river corridor
- Develop a "Mid-Century Modern" narrative that encompasses building refurbishment, place-making and promotional events

1

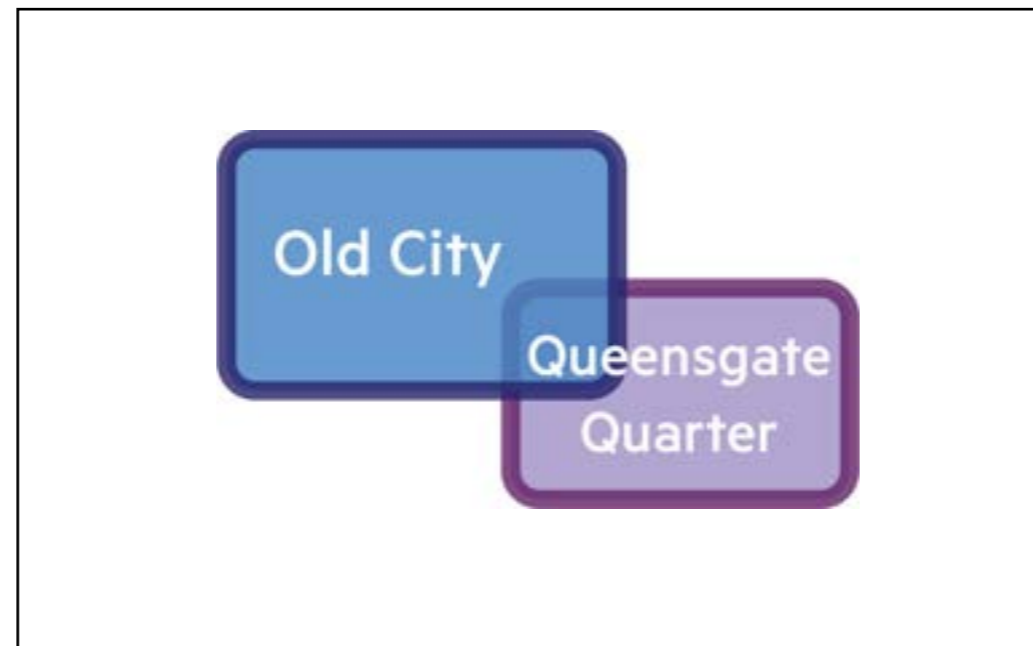


Figure 9.9: Principle 1

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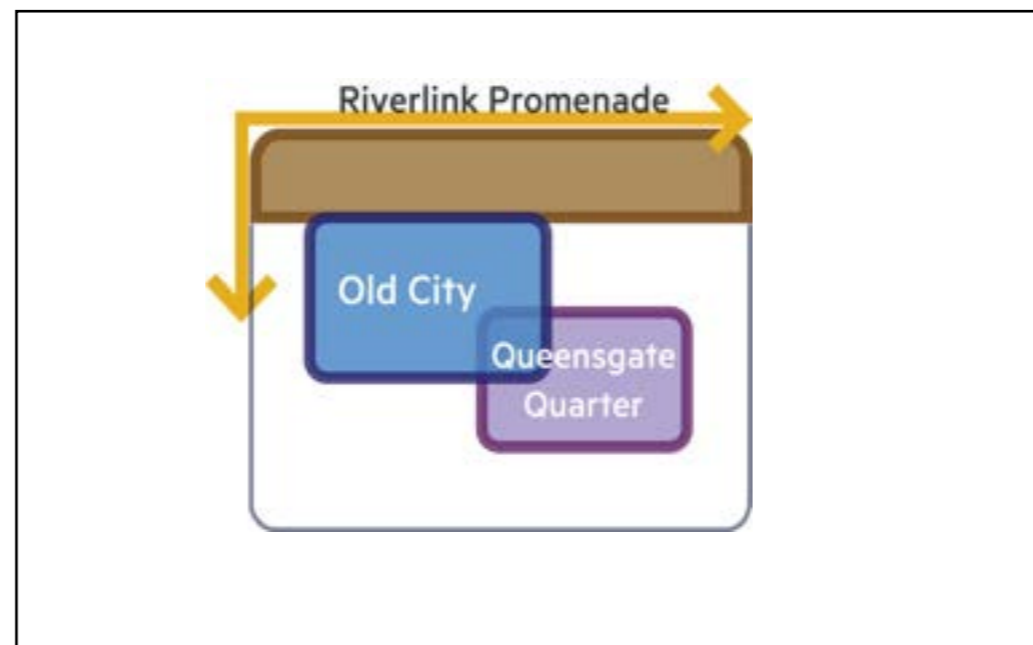


Figure 9.10: Principle 2

## PRINCIPLE 2: TURN TO FACE THE RIVER

Te Awa Kairangi is the origin of the Hutt Valley and all its communities. Yet, historically, Lower Hutt has turned its back on this great river. Commercial development has focused on High Street and Queens Drive and an historic planning focus on north - south movement continued to reinforce the river as an edge to the city. Stop banks have contained the river and reduced the risk of flooding. However, they have also separated the city's urban core from the Hutt's identifying landscape and main open-space amenity. If the two places can be effectively joined, via a new series of east-west links, the city acquires a more distinctive character and a significant competitive advantage with the river as a new focal point. Lower Hutt can style itself as a genuine river city, and new waterfront sites can provide the catalyst for much-needed property investment. Fortuitously, the need for enhanced flood protection provides an opportunity to re-think the city's relationship with the river. Known as "Riverlink", the new interface was first conceived as an elevated pedestrian promenade lined with multi-level apartment blocks. The Transformation Plan extends this idea by introducing a slow street to the top of the stop bank. Unambiguously a public space, the new thoroughfare activates adjacent frontages with a combination of foot traffic, cyclists and slow-moving vehicles. Fully integrated with the local street grid, Lower Hutt's unique waterfront route helps the central city to turn and face the river.

- Provide a high amenity walkway atop the new stop bank between Ewen and Melling bridges
- Encourage high-quality, mixed-use development along the walkway's edge
- Ensure buildings lining the walkway edge can accommodate cafes, bars, restaurants retail, and other activity
- Provide frequent connections to transverse (east-west) streets and lanes to the walkway

### PRINCIPLE 3: RESIDENTIAL FRAME

Residential development offers the best prospect for investment and economic growth in the centre of Lower Hutt. High-density central-city apartments can provide Lower Hutt residents with additional lifestyle choices. This form of housing can also help the city to meet its population targets. The Transformation Plan identifies a smaller commercial core – of 6 or 7 blocks compared with the current 19-block area. Under present market conditions, the “surplus” commercial land is more likely to continue to attract lower value retail than comprehensive development of new office buildings. However, the extra land is suitable for housing and adding residential populations to this area will assist to support the integrity of the urban retail component of the Central Area in future. Some privileged sites have views over the river, the Civic Centre and Riddiford Gardens. Elsewhere, a peripheral location means proximity to high-value traditional neighbourhoods and good schools. All the surplus blocks are well-placed for public transport, recreational open space and a wide range of services. For these reasons, the Plan foresees current commercial land acquiring a predominantly residential character, albeit with multi-storey apartments that match the scale and density of existing commercial buildings. Commercial activity would be welcomed, though it is more likely to occur within a mixed-use development that includes apartments on its upper levels.

- Encourage the development of multi-storey apartments on surplus commercial land around a consolidated urban core
- Promote the inclusion of residential accommodation in any future redevelopment of Queensgate
- Maximise the value of edge locations where there are views over the river, the Civic Centre and Riddiford Gardens
- Where relevant, adjust the height and bulk of new residential buildings to ensure a positive relationship with traditional residential neighbourhoods

3

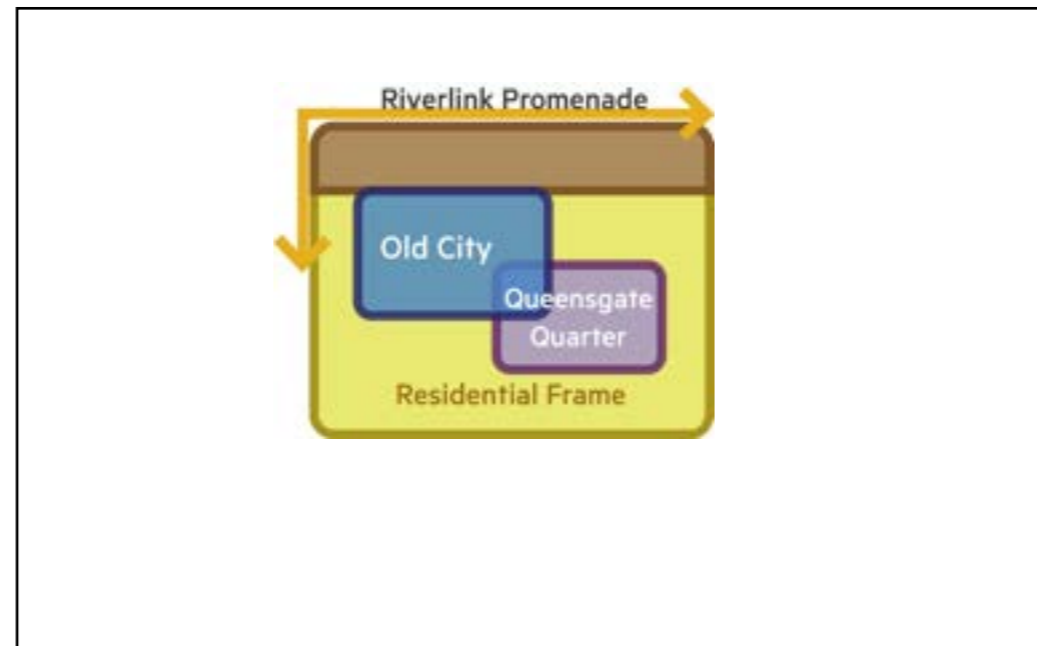


Figure 9.11: Principle 3

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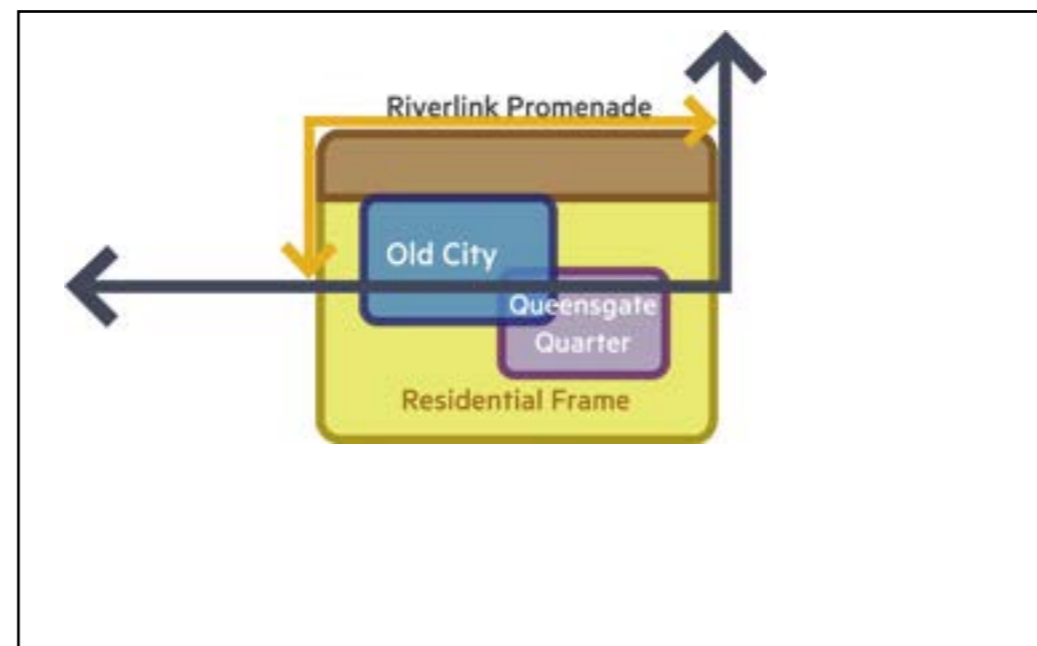


Figure 9.12: Principle 4

### PRINCIPLE 4: A HIGHLY LEGIBLE ROUTE BETWEEN THE TWO BRIDGES

Lower Hutt’s central city street pattern evolved piecemeal from a collection of country roads. As a consequence, the area has none of the elegance and cohesion of Garden Suburb layouts on the eastern side of the valley. To this day, central Lower Hutt presents locals with a weak spatial character and confronts visitors with confusing changes in direction. The Transformation Plan corrects these deficiencies by introducing a legibly direct route between the Ewen and Melling bridges. To some extent, Queens Drive already serves this function. However, the Plan reconfigures intersections to give this street visual primacy over High Street and Laings Road. Importantly, the new Melling Bridge is placed on a southern alignment, where it feeds directly into Queens Drive. These changes will not transform Queens Drive into a fast through route. On the contrary, with a multi-modal function and a high degree of “friction” along its edges, Queens Drive will be a slow stop-start street, which is less attractive for through-traffic than unimpeded “access roads” skirting the city centre. Aside from its legibility, Queens Drive will have another attractive quality. Its middle blocks – Laings Road to Waterloo Road – will provide an unmistakable sense of being at the centre of things.

- Create a legibly direct route along Queens Drive between Ewen Bridge and a new Melling Bridge
- Reconfigure the intersection between Queens Drive and Laings Road to give greater visual continuity to the former street
- Locate a new Melling Bridge on a southern alignment that feeds directly into Queens Drive
- Manage pedestrian-vehicle conflict at Margaret Street and other transverse streets and lanes
- Use the central portion of Queens Drive (Laings Road to Waterloo Road) to showcase Hutt Valley events

**PRINCIPLE 5: TRANSVERSE (EAST-WEST) LINKS**

Central Lower Hutt’s street pattern has been shaped by repeated attempts to increase longitudinal (nominally “north-south”) connectivity. Most rural roads ran east-to-west across the valley and, before widespread urbanization occurred, High Street was the only route offering direct travel parallel to the river. Over time, new north-south streets were introduced to correct this anomaly. Dudley Street, Rutherford Street, Queens Drive, Myrtle Street, Bloomfield Terrace and Cornwall Street are all products of this endeavor. In some ways, the reconfiguration of central Lower Hutt was too successful. Today, the centre’s highly directional grid facilitates north-south movement. However, east-west routes are less numerous, and very few cross-town streets continue all the way to the river. Transverse pathways become more important as the city “turns to face the river” (see Principle 4). Cross streets provide access to the river corridor, and they help bring the benefits of waterfront development to less favourable inland sites. Accordingly, the Transformation Plan introduces new east-west connections that divide High Street’s elongated blocks into a more effective grid. Permeability increases, and the smaller blocks are more receptive to residential development. Crucially, new routes connect Queensgate with Riverlink, forming a stronger association between two of Lower Hutt’s premier visitor attractions.

- Introduce new transverse (east-west) streets and lanes to the central city grid
- Respect the existing orthogonal geometry and, wherever possible, treat the new routes as extensions to existing rights-of-way
- Future-proof the central city by anticipating the location of new streets within the curtilage of the Queensgate “superblock”

5

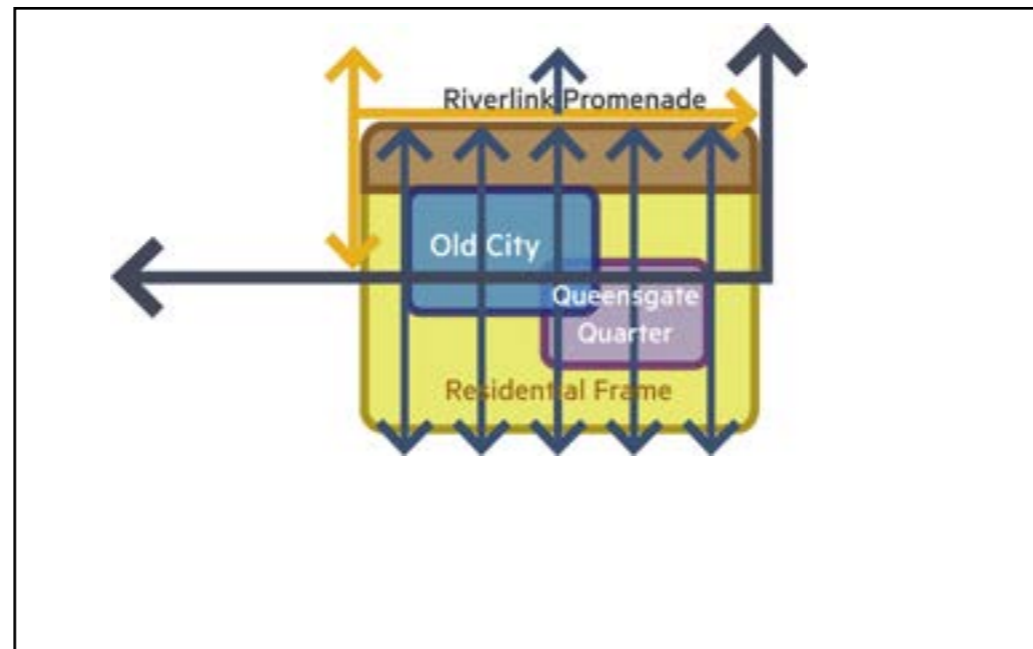


Figure 9.13: Principle 5

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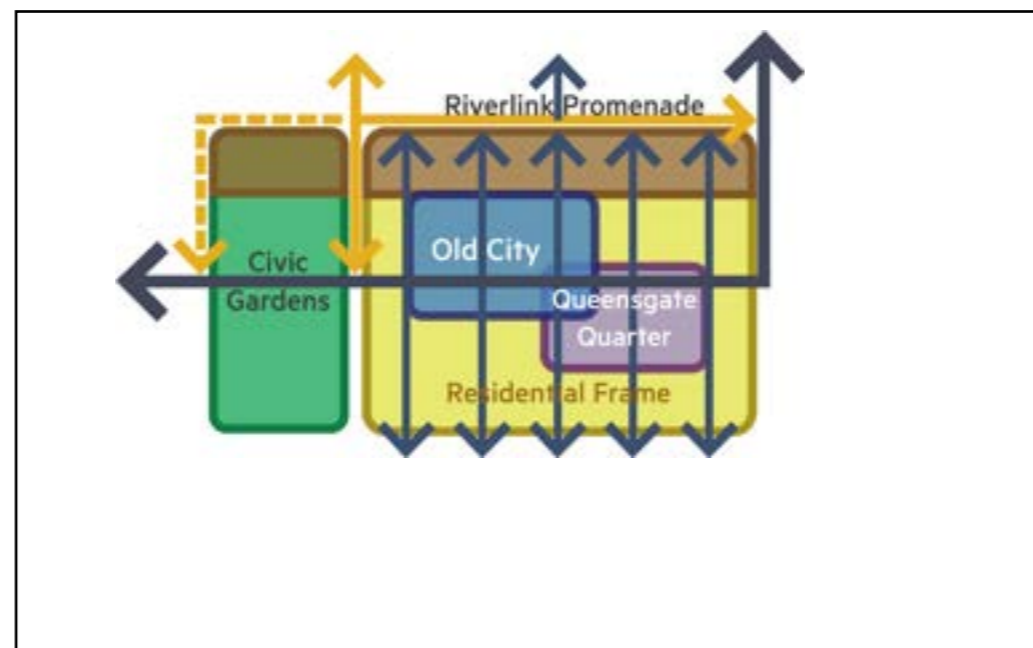


Figure 9.14: Principle 6

**PRINCIPLE 6: A PARK-LIKE EXTENSION TO THE CIVIC PRECINCT**

The Civic Centre and Riddiford Gardens are two of Lower Hutt’s greatest assets. They are emblematic of the city, and they provide high-quality amenities for residents and visitors alike. However, the Civic Centre is peripheral to the Central City. It is poorly connected to Queensgate and almost invisible from traditional retail streets including High Street and Queens Drive. Dislocation is increased by a centrally located but awkwardly shaped block formed by Laings Road, Knights Road and Myrtle Crescent. Here, a disparate collection of civic and commercial buildings produces a confusing “no man’s land” at the meeting point of three Central City precincts. The Transformation Plan aims to clarify spatial structure at this critical location. In conjunction with Consolidation (see Principle 1) and the Residential Frame (see Principle 5), the Plan reconfigures the Knights Road block and extends a park-like character north towards Queensgate and the city’s core. In a complementary gesture, new development sites bring a more built-up urban fabric to face the Events Centre, the Town Hall and the council’s Administration Building. The result is an enlarged Dowse Square, which has well-defined active edges and strong links to the city’s laneways.

- Realign the western end of Knights Road, separating Knights Road’s intersection with Laings Road from Laings Road’s intersection with Queens Drive
- Frame an enlarged Dowse Square with residential apartment buildings; provide a generous open space connection to Knights Road, aligning this with the central city lane network
- Consolidate redevelopment sites in the enlarged city block bounded by Queens Drive, Laings Road and Knights Road



## PRINCIPLE 7: NORTH CENTRAL

The northern half of the central city has a distinct character. In contrast to Queensgate and traditional shopping streets in the city's core, "North Central" is a vehicle-oriented environment that is home to large-format retailers and low-rise offices. Both uses include ample off-street parking, so the urban fabric is much less dense than that found elsewhere in the central city. The northern area also has an unusually complex street pattern. Lower Hutt's two grids meet along High Street, and the shift in orientation results in skewed frontages and awkwardly shaped intersections. In combination, these factors give North Central an untidy appearance. Road markings, corporate logos, chain-store liveries and other forms of commercial signage provide greater legibility than conventional organizing devices such as spatial containment and clear public-private boundaries. However, allied to this seemingly chaotic streetscape is a commercial vitality that is missing from the city's core. Rents are often higher, and recently the area has attracted more investment than other parts of the central city. The Transformation Plan allows this activity to continue and recommends only modest changes to North Central's spatial structure – at least in the short-to-medium term. In the longer term, North Central becomes more intensively developed and begins to look more like the rest of the central city.

- Following the relocation of Melling Bridge, roundabouts are removed and Melling Link becomes fully part of the local street grid
- A comprehensive street tree planting programme improves spatial definition at the edges of public rights-of-way; visual amenity is increased by extending the leafy character of adjacent residential streets
- Greater emphasis is placed on strip shopping at the intersection of High Street, Brunswick Street and Melling Road; this local retail hub provides the nucleus for a future urban village
- Long-term development potential is maximised by securing the location of new thoroughfares

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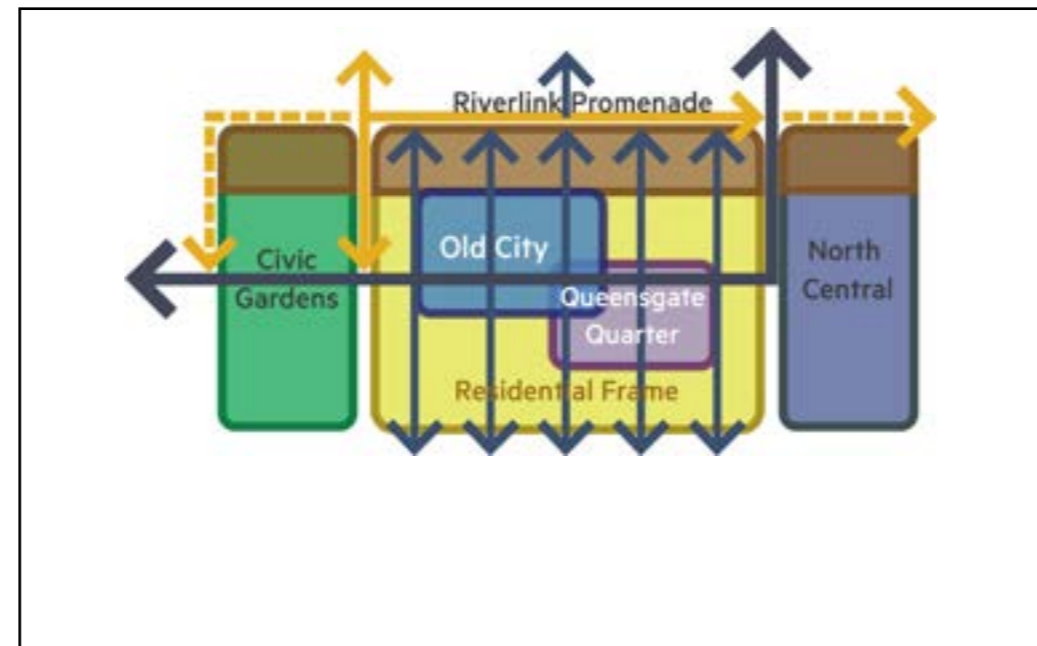


Figure 9.15: Principle 7

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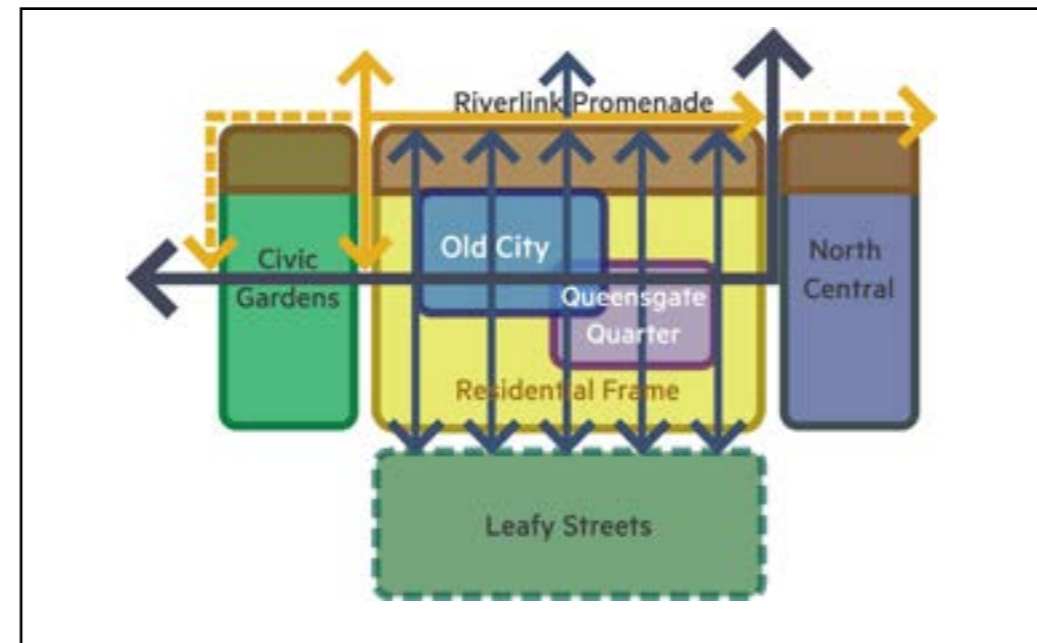


Figure 9.16: Principle 8

## PRINCIPLE 8: LEAFY STREETS

Lower Hutt's Central Commercial Activity Area has a close context of traditional residential neighbourhoods. These areas are valued for their leafy gardens, character houses and well-regarded schools. The Transformation Plan aims to keep the neighbourhoods intact. Rather than surrounding the centre with medium-density housing, the Plan accommodates growth by encouraging apartment living within the central city. This approach has two advantages. It supports the redevelopment of "surplus" commercial land, and it protects the character and amenity of existing neighbourhoods. The Residential Frame gives a predominantly domestic character to much of the central city (see Principle 5). So, in terms of activities, the contrast between Central Commercial and General Residential is less acute than previously. However, there is a pronounced difference between high and low-density fabric, and this interface is carefully managed. Where the two zones meet, new housing has a transitional scale that mediates between multi-storey apartment blocks and detached single-family dwellings. The transitional fabric also gives greater symmetry to routes like Myrtle Street and Cornwall Street. As the border between activity areas, these streets have suffered from the urban equivalent of a "split personality". The Project corrects this condition by assigning similar scale and character to buildings on both sides of the thoroughfare.

- Reduce contrasts between commercial and residential areas; use continuous corridors of foliage to connect central city streets with those in surrounding neighbourhoods
- Use vegetation to denote the importance of continuous east-west links; introduce regularly spaced street trees to thoroughfares connecting leafy inner suburbs with the river
- Develop a contemporary landscape theme for streets on the eastern perimeter of the central city; allow buildings to become more similar on both sides of the right-of-way

## PRINCIPLE 9: GATEWAY EXPERIENCES

The central city has several strongly defined edges. These deliver memorable arrival experiences, especially for people entering from the south and west. Bridges provide the most legible access points. With improved approaches, the Ewen Bridge and the new Melling Bridge “bookend” Queens Drive and the Riverlink Promenade, confirming the pre-eminence of these routes within the central city street pattern. Although smaller in scale, the proposed pedestrian/cycle bridges afford equally vivid encounters with the city. They offer direct exposure to the river, then they plunge users into the busiest parts of the urban core. The Civic Centre and Riddiford Gardens create a high-quality park-like environment along the southern flank of the Central Commercial Activity Area. Entering the city centre from this direction, visitors pass through a carefully groomed landscape that is framed by new apartment blocks and populated with signature civic buildings. In each of these locations, arriving in the central city involves an extended spatial experience rather than a single threshold or marker. The Transformation Plan preserves and strengthens these sequences and relationships, recognizing that the best gateways are rooted in urban context and structure. However, the Plan is more proactive on the other side of the central city, where gateways are inherently more low-key. Here, measured changes in streetscape and building type denote passage between the commercial and residential areas.

- Treat the four bridges as landmarks, allowing each structure to have a distinct identity
- Reserve development sites in the Southern Gateway for high-quality buildings that complement Riverlink and the Civic Gardens
- Use a contrast between formal and informal streetscape to mark thresholds between the city centre and the neighbouring residential areas
- Change perceptions of the western riverbank, ensuring that Centre West and Melling are viewed as central city precincts

9

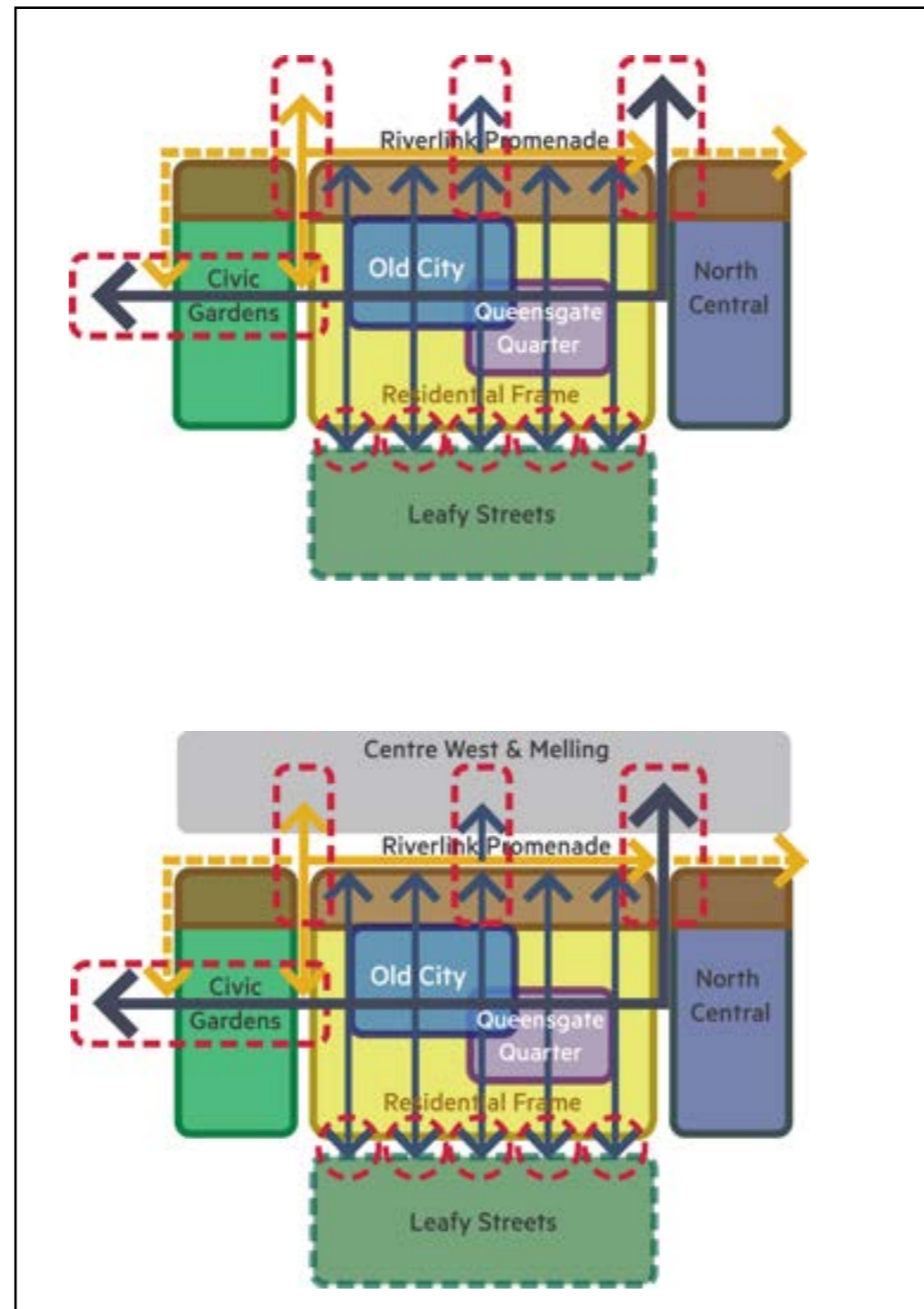


Figure 9.17: Principle 9

## 9.8 Economic Transformation

The Transformation Plan is intended to be a guiding document at a strategic level, identifying transformative actions to improve the economic, social, cultural and environmental performance of the city centre. The Plan has an economic and social agenda focused around bringing new life and more people to live and play in the central city.

Many of the proposed Plan initiatives are structural, seeking changes in the way the city is organised. Part 1 of this document showed how the city evolved with the river at its edge and with two historic grids colliding within the city's north creating difficulties in wayfinding. Movement through the city was further compromised by various traffic management practices and the loss of direct connections from the south to the city's former main street, High Street. Making Places sought to correct this by prioritising north-south movement through the city, but most of the initiatives it proposed to effect this change were not taken up by Council.

A major shift in this Plan is to better connect some of the city's recognised assets in the east with the river, and in so doing, embrace the river as the new centrepiece of the city centre. This single action changes the definition of the central city. To date, the central city has been defined with the river as its western boundary and prioritising north-south movement reinforced the river as the city's edge. With stronger east-west movement as proposed in



this Plan, along with bridge crossings at Margaret Street, the extension of Laings Road, and the development of the Riverlink project, the central city engages with and jumps the river. When the network elements of this Plan are implemented the centre's new western boundary will not be the river, but State Highway 2.

This Plan has a long term focus and vision, but proposes a number of shorter term actions. The Plan shows that transformation of the city is not possible with only short term actions or interventions in a single place or within a single market. The shorter term actions are predominantly those required of government to unlock or facilitate private sector investment that may not otherwise occur.

Longer term outcomes, (such as a more urban structure for the proposed North Central Area) anticipate a more intensely developed central city as time goes by.

The capacity of Riverlink to change the way the central city works is a consequence of major government investment but also a belief in the city's ability to transform in the manner outlined in this Plan. Riverlink must be transformative, but can only be so if civic control over outcomes promotes a highly attractive, intimately designed urban park and river, with the highest quality and pedestrian-friendly buildings at its edges (on both sides of the river).

Walkability, and a vibrant edge to the city, are



fundamental to Riverlink's ability to anchor east west movement through the central city. Walkability is not just a matter of "active edges" on ground floors. Contiguous retail in the ground floors of its buildings will not occur in Riverlink as there is not enough demand to maintain retail or food and beverage services tenants on the ground floors of every future Riverlink building. This means that the notion of a pedestrian-friendly building must be built into the architecture of these buildings, through the use of dominant vertical proportions and higher levels of detail in the composition of the building facades and through use of natural materials. It is likely that these buildings will be no taller than 6 storeys. 6 storeys has been defined in surveys as being inherently pedestrian friendly in terms of height. This issue is dealt with in more detail in a subsequent section of this report.

### **Build a 24 Hour City:**

The Plan is housing-dominant in its product focus. Housing is considered to be the most effective means by which to convert the central city from a "place to get stuff" to a "place to do stuff." Housing comes with the prospect of a 24 hour city with meaningful numbers of people living in the city centre. As a consequence of Riverlink, the city has the benefit of inheriting one greenfield site (Centre West) and one largely brownfield site on the east bank. However, to make the transformation, housing needs to occur at scale.

Excluding the North Central housing area there are

six sites that will influence capacity of the central city to perform at a higher level with a decent night time economy. They are:

Riverlink (Promenade) = 1,000 units +/- capacity  
Riverlink (West Bank) = 550 units +/- capacity  
Melling = 1,800 units capacity  
Laings Rd/Civic Gardens extn = 300 units capacity  
Civic Dowse Square = 300 units capacity  
City Fringe East = 300 +/- units capacity

These sites together provide additional housing capacity for around 10,000 people living in the central city compared to 420 residents now. Additional capacity also exists in the proposed North Central Housing area.

Whilst the intent is to create a living city through a housing-dominant strategy, the longer term benefits are likely to include more demand for retail and for office space in the central city.

#### **Central City Office:**

The evolution of office space development is indicating a trend away from the types of office buildings that currently exist in Hutt's central city. In a peri-metropolitan centre, the office market is dominated by the city of Wellington, and conventional corporate-style office buildings outside of dominant cities like Wellington are becoming more difficult to lease and/or develop. The

Plan therefore seeks to anticipate demand for some office areas on the fringes of the core city centre to be converted to apartments with office and/or retail-capable ground floors. The current trend for office space is for more flexible workspaces, various floorplates and dynamic layouts often with shared cafes and games areas designed to promote social exchange and a more informal attitude to work. Many of these facilities like to establish in vibrant urban environments. A substitute for urban vibrancy could include immediate proximity to a rail station (Riverlink's west bank) and/or an urban park and river overlook setting (Riverlink's east bank).

The Plan does not preclude the development of new, purpose-built or redeveloped office buildings for office use. Rather the focus is on Transformation and the new and emerging markets that will drive the central city to re-invent itself. Therefore, a focus on transforming the central city through comprehensive and meaningful redevelopment of office buildings is regarded as a high risk and an unlikely-to-be-successful strategy.

#### **Central City Retail & Entertainment:**

In order to become a 24 hour city, the central city must grow and improve its food and beverage services offer. Mainstream retail is shrinking due to the combined effects of online shopping and lower numbers of retail stores and brands. Food and beverage services though is growing strongly. In order to grow a food beverage

services economy, there are two fundamental elements needed:

1. A proximate urban population (catchment).
2. A stunning setting or vibrant urban environment

The central city currently lacks the second precondition. Riverlink has the capacity to change that. In addition, Riverlink, the new 'Hutt Central' Station and the new bridges across Hutt River offer the potential for a substantial on-site central city residential market that will create demand for an the elements that drive an evening economy. That population, an evening economy and a consequent new vibrancy in the city centre will create demand for new mainstream retail shops. The sequence is important. More people living in the central city, a design focus on the city as a place to "do stuff", will also create the demand for the city as a new place to "get stuff."

In this sequence, the central city will also become more attractive as a place to set up business, and so demand for office space is likely to increase. The new business start ups seek to prefer environments where availability of choice offers bars, restaurants and cafes with extended activity cycles.

At the interface between buildings adjacent to the stopbanks in the Riverlink project is a proposal for a pedestrian promenade. Whilst this study recommends future-proofing the site for all modes, the current proposition is for a pedestrian-only space. As the urban proposition is for people to walk along Riverlink adjacent to a wall of new buildings, the buildings must be required to be pedestrian-friendly and act together to enhance the regional appeal of the walk and the central city. As stated earlier, building designers will not be able to simply assign a retail ground floor use and claim the building is pedestrian-friendly. The buildings must act as common in conversation with each other and promote movement along the Promenade by virtue of their pedestrian friendly design.

In essence, the urban qualities of the Promenade and therefore its destination appeal must sit alongside the appeal of its adjacent, (to be) well designed urban park and the river. The qualities of the urban edge are a key marker to setup a pedestrian relationship with the rest of the central city. This relationship is to be enhanced by east west links through the central to Riverlink and the Promenade. As humans are essentially wall huggers it is important that the qualities of the wall encourage intimacy and spatial continuity. For pedestrians moving at pedestrian speed this means dominant vertical proportions in the buildings and some level of detail in the building elements so that these buildings cannot be

read at a single glance (as is the case of buildings with no detail and dominant horizontal proportions). The buildings must capture and hold the eye.

A study by Reid Ewing and others in 2006 "Identifying and Measuring Urban Design Qualities Related to Walkability" audited and measured building elements that contribute to walkability. These results confirmed the range of qualities found in historic streets preferred by pedestrians.

Research also undertaken by Lawrence Frank (2003) showed that highly walkable streets resulted in a 40% drop in people overweight.

The principle of "walkability" has been well defined by Southworth<sup>1</sup> M (2005) as: "Walkability is the extent to which the built environment supports and encourages walking by providing for pedestrian comfort and safety, connecting people with varied destinations within a reasonable amount of time and effort, and offering visual interest in journeys throughout the network."

Ewing's study stated "Physical features of the built environment influence the quality of the walking environment both directly and indirectly through perceptions and sensitivities of individuals." The study identified 5 major factors in walkability and these

<sup>1</sup> Southworth. Designing the Walkable City. Journal of Urban Planning & Development, 131(4), 246-257

represent the basis for what we regard as the required design response for Riverlink:

1. Imagability - the quality of a place that makes it distinct, recognizable, and memorable. Imagability also includes the notion of "coherence", which will be an important issue for Council with Riverlink to get buildings to work together requiring sensitive management of different developers for different sites with different designers.
2. Enclosure - refers to the degree to which streets and other public spaces are visually defined by buildings, walls, trees, and other elements.
3. Human Scale - refers to the size, texture, and articulation of physical elements that match the size and proportions of humans and, equally important, correspond to the speed at which humans walk. Human scale in terms of height is generally agreed by extensive surveys as buildings up to 6 storeys. Over 6 storeys buildings generally require other moderating features (such as stepping back at the upper levels).
4. Transparency - refers to the degree to which people can see or perceive what lies beyond the edge of a street or other public space and, more specifically, the degree to which people can see or perceive human activity beyond the edge of a street or other public space. However the principle of transparency needs to consider appropriate levels of detail,

depth & facets and strong solid vertical elements, otherwise "complexity" is compromised. An example of "transparency" compromising "complexity" would be a fully glazed ground floor - a "building floating on glass." Such treatments compromise walkability.

Complexity - refers to the visual richness of a place and at the pedestrian scale, small scale detail. Complexity is to be considered as a feature not only of the front-on view, but also of the linear view along the facade. Council regulations that seek "transparency" often overstate the level of glazing required (often required minimums of 60%).

Various studies and methods have been used to determine a financial value attributable to walkable places including Space Syntax (London) and Transport for London's Pedestrian Environment Review System (PERS). Both have a strong evidence base of land value uplift as a consequence of the built environment being walkable, and use known land values and rents to determine baselines and value uplift. The PERS system scores environments on two paths being the score of moving through a space and the score of staying in a space, whereas Space Syntax assesses global and local connectivity together. An economic analysis<sup>2</sup> of a sample of neighborhoods in the Washington, D.C. metropolitan area using walkability measures found that:

<sup>2</sup> Leinburger, C, & Alfonso, M, 2012, Walk this Way, The Economic Promise of Walkable Places in Metropolitan Washington D.C. Brookings Institute

- More walkable places perform better economically. As the number of environmental features that facilitate walkability and attract pedestrians increase, so do office, residential, and retail rents, retail revenues, and for-sale residential values. This will be an important factor in shifting the market from a current view of relatively poor sale values in apartment development (the view of the market now in relation to Wellington) to a value set comparable to Wellington. The future train ride from Hutt Central Station will be around 15 minutes.
- Walkable places benefit from being near other walkable places. On average, walkable neighborhoods in metropolitan Washington that cluster and form walkable districts exhibit higher rents and home values than stand-alone walkable places. This is in part why it is important for the Promenade development to integrate with the rest of the city centre, and why the residential frame of the city is so defined in the Plan. Riverlink and the Promenade will be catalysts to residential development around the central city. However, early residential development within the city centre is likely to be triggered by the promise of Riverlink and the Promenade. Important in this will be a commercial inspiration that is likely to be triggered by the early building of the Margaret Street bridge. The market will interpret this public

investment in infrastructure as a commitment to Riverlink and then notion of certainty is a key factor in development decision making.

- Residents of more walkable places have lower transportation costs and higher transit access, but also higher housing costs. Residents of more walkable neighborhoods in metropolitan Washington generally spend around 12 percent of their income on transportation and 30 percent on housing. In comparison, residents of places with fewer environmental features that encourage walkability spend around 15 percent on transportation and 18 percent on housing. With the development of Hutt Central Station, inexpensive public transport and time and cost savings will occur as a consequence of living in Hutt city centre and working in Wellington. This can change the market profile of future buyers and opens up the Hutt apartment market to be an adjunct of Wellington CBD.
- Residents of places with poor walkability are generally less affluent and have lower educational attainment than places with good walkability. Places with more walkability features have also become more gentrified over the past decade. However, there is no significant difference in terms of transit access to jobs between poor and good walkable places.

The value of Riverlink as a highly attractive riverfront Promenade sits within the context of it as a catalyst to a transformed city centre. Riverlink is not a project that looks inward, or a project that can stand alone from the city centre.

A key objective of the Riverlink development is to assist to transform the city centre. It can do this by creating an urban edge Promenade composed of visually interesting buildings at pedestrian scale, as that is an outcome that sets up the Promenade as a destination. The Promenade as a destination within the city centre sets up the condition for the Promenade to integrate into and enhance the social and economic condition of the city centre and not stand alone from it.

In conclusion, it is important that future Riverlink buildings go through an evaluation process that scores them on visual cues and detail relating to walkability factors described above. As government or Council will be a partner in the facilitation and development of Riverlink, it is considered appropriate that it mandate a process where walkability and pedestrian interest are primary factors in the approval of individual building design.

# 10 Plan Elements

## 10.1 Urban Form + Structure

The Urban Structure diagram (Fig. 10.1) gives the Transformation Principles a more explicit footprint. Essentially, it re-draws the city's map to show how central Lower Hutt has been re-configured by a series of "big moves". The final position and extent of many interventions must remain uncertain. However, the Urban Structure diagram achieves maximum coherence and connectivity by optimising the location of new streets and lanes and the content of the diagram is therefore aspirational.

The Urban Structure diagram is accompanied by a pair of "figure-ground" drawings (Fig. 10.2 and 10.3), which show built form and open space. These before-and-after depictions suggest a gradual evolution towards a more intensively developed centre where continuously built-up street frontages provide a clear distinction between public and private realms.

The Transformation Plan reduces emphasis on High Street. Traditional strip shopping remains important, but attention shifts to a compact grid of six short street segments. Collectively, these define the "Old City", a walkable core which complements the similarly-sized but newer "Queensgate Quarter".

The Old City is bounded by Queens Drive and the Riverlink Promenade. Conceptually, these routes pass uninterrupted between the Ewen Bridge and the new Melling Bridge. The simplicity of this arrangement helps visitors to navigate the centre. It also offers locals a stronger place-based identity. Each route has a singular character, and together they epitomize arrival at the heart of a river city.

The Plan aims to re-orient central Lower Hutt towards the

river. To this end, transverse streets and lanes are added to the centre's rudimentary grid. To optimize permeability, these new routes should be spaced regularly at intervals of no more than 60-70m. However, it is also essential that the new thoroughfares connect seamlessly with the existing street pattern.

New thoroughfares create smaller city blocks that are better suited to intensive mixed-use development. This change is most evident south of Melling Bridge. Here, a fine mesh of streets and lanes is conducive to walking and provides attractive addresses for small businesses and residential apartments. In North Central, blocks are bigger and streets are further apart. Nevertheless, some new rights-of-way are necessary to accommodate the subdivision of large sites and a encourage a broader range of building types.

The central city grid projects across the river to the site of a new Lower Hutt railway station. Here, the principal organizing elements are the pedestrian/cycle bridge and a re-aligned Pharaoh Street. Although building sites are tightly constrained, the Transformation Plan gives downtown a foothold on the West Bank. Rail travellers and pedestrians are welcomed by a well-defined public space with a modest retail presence. The arrival experience is enhanced by views of the river corridor and the proximity of Lower Hutt's urban waterfront.

Compared with the existing shopping mall, the Queensgate Quarter looks more like the rest of the town centre. The present superblock is split to allow stronger east-west connectivity and improved integration with local streets. The internal mall space is daylighted and transformed

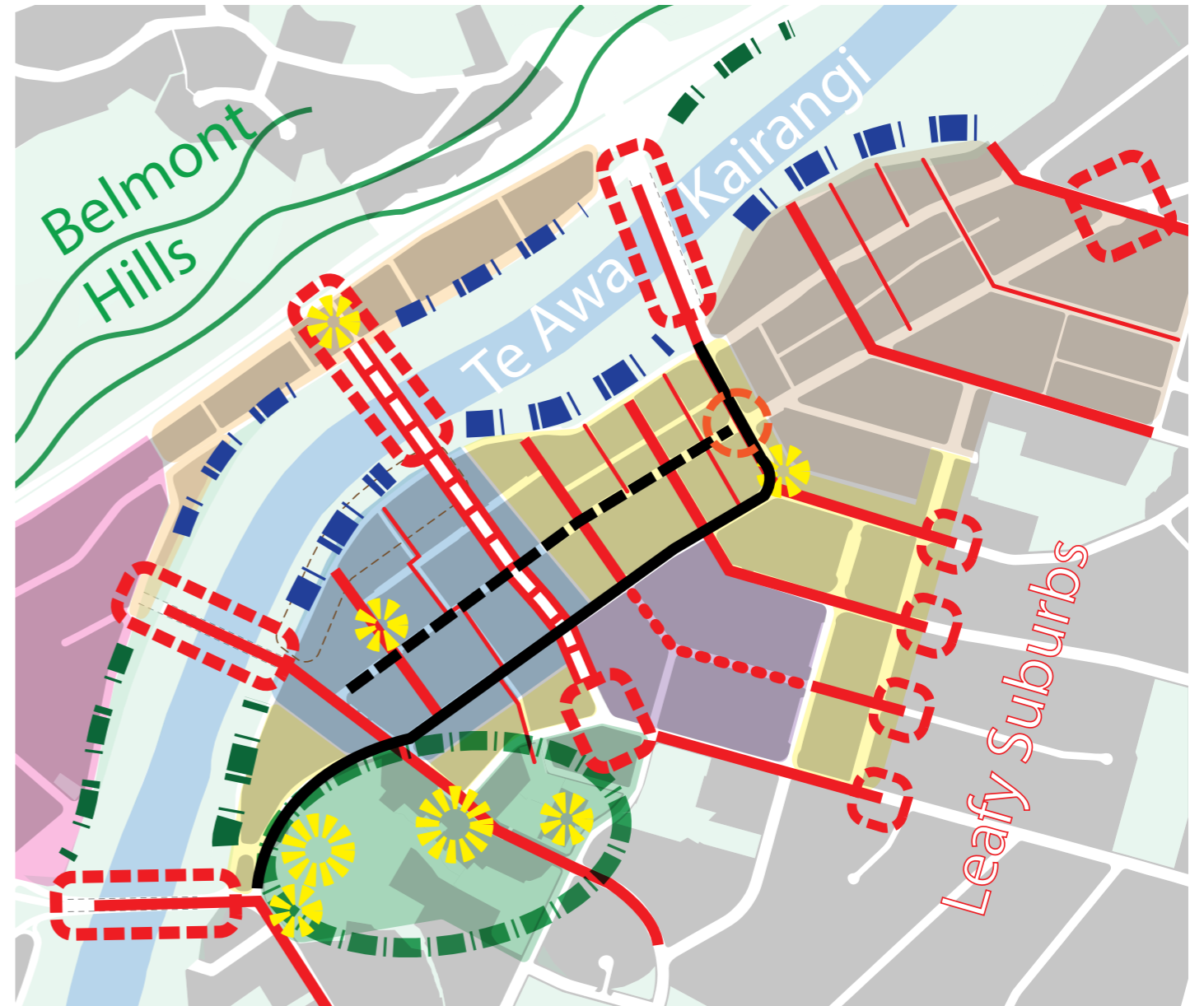


Figure 10.1: Urban Form + Structure

### Key

	Old City		Centre West		East-west axis		Gardens district
	Residential Frame		Riverfront developm		East-west link		Hilly green backdr
	Civic Precinct		Melling		Legible spine		Urban river edge
	North Central		Gateway		Old City grid		Green river edge
	Queensgate Quarter		Temporary gateway		Landmarks		

into something like a public thoroughfare. The whole retail complex is sleeved with inhabited outward-facing buildings, which give Queensgate the appearance of conventional city blocks.

New development has a multi-storey mixed-use character, albeit with a large component of housing. There is a marked contrast between the densely built-up centre and the surrounding residential neighbourhoods, which by-

and-large retain their traditional leafy appearance. The change in scale is carefully managed with form-based development controls. Five and six-storey apartment buildings give way to two and three-storey terraces, but the transition zone is never more than two or three lots deep.

A different edge condition exists at the central city's southern margin. Here, continuously built-up blocks

yield to an array of free-standing buildings in a park-like landscape. This area derives its unique character from the Civic Centre and Riddiford Gardens. The Transformation Plan extends this treatment across Laings Road towards Knights Road as the setting for new commercial and/or residential developments. Potential also exists for a western expansion between Queens Drive and the Riverfront Promenade. This would replace the southernmost block of High Street with an enclave of "buildings-in-grounds"

that is visually contiguous with the civic precinct.

In combination, these elements and relationships produce a memorable spatial structure; one that is dense with nodes, edges, districts and pathways. It corrects the deficiencies in existing urban fabric (see Part I), including the voids and ambiguities that currently prevent central precincts from cohering.



Figure 10.2: Existing Figure Ground



Figure 10.3: Proposed Figure Ground



## 10.2 Precincts / Sub-areas

The Transformation Plan divides the central city into five Precincts, none of which is entirely new. The city centre already contains several recognizable sub-areas, and the Plan merely reinforces their character and clarifies their extent. In diagrammatic form (Fig. 10.4), the precincts resemble a jigsaw with all the pieces fitting neatly together. (The only exceptions are the Old City and the Queensgate Quarter, which overlap at the intersection of Margaret Street and Queens Drive.) In reality, precinct boundaries are often porous and indistinct. Walking north on High Street, an observer does not encounter explicit thresholds between one sub-area and the next. Instead, he or she has a seamless experience which includes mediated transitions from Old City to Residential Frame to North Central. This continuum reminds us that the precincts are something of an abstraction, and the real city is both more uniform and more variable than the diagram suggests.

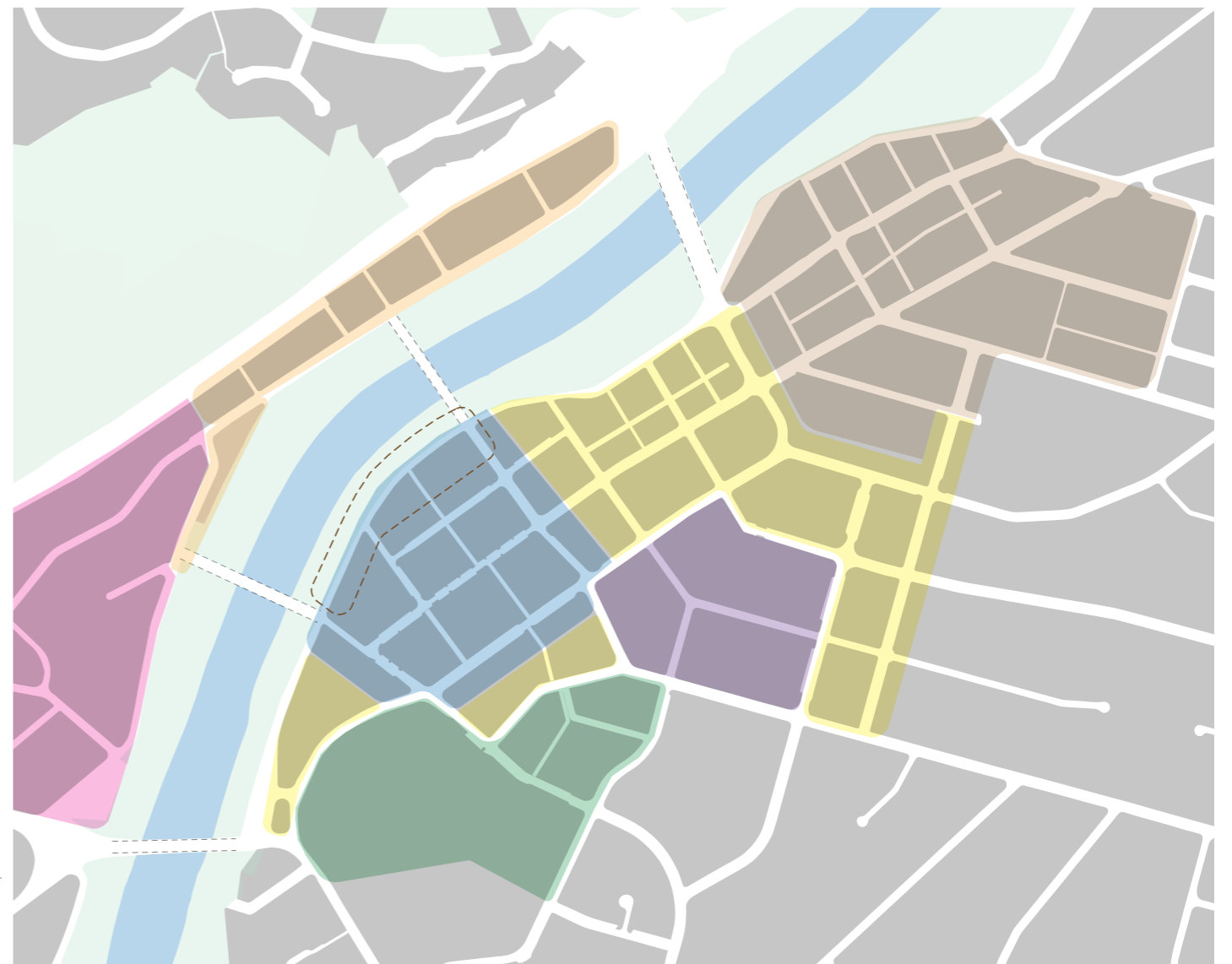
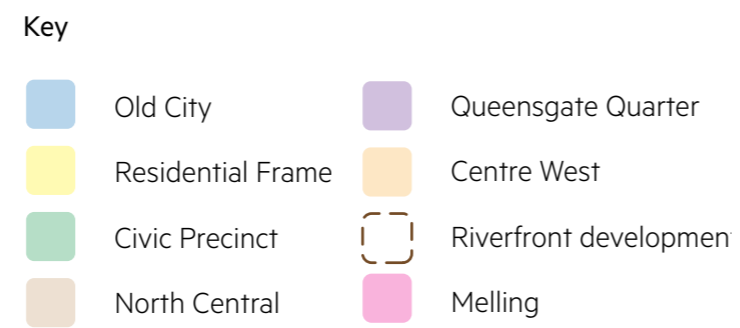


Figure 10.4: Precincts / Sub-areas

### **Old City**

The Old City is the symbolic heart of Lower Hutt. When people imagine themselves at the centre, this is the area they picture. Although new buildings are welcomed here, the precinct's physical fabric does not need to change very much. Street frontages are already continuously built up, and existing structures offer low rents, retro character and a pleasing human scale that suits indie retailers and other small businesses. Under the banner of a "Mid-Century Modern Revival", buildings are renovated and strengthened. However, it is possible that the most noticeable change in the Old City is the enhancement of city lanes. New or improved pathways increase connectivity with the river and open up the centres of large city blocks. Some of the Old City's most popular destinations are to be found along these routes.

### **Queensgate Quarter**

The name "Queensgate Quarter" suggests that the present shopping mall evolves into something more like the surrounding city blocks. Ideally, the internal mall space is daylighted and reconfigured to connect with local streets. Queensgate retains its high-end retailers and continues to attract shoppers from around the region. However, the chain stores are sleeved with residential apartments and/or mixed-use commercial development so that street elevations are more attractive and the whole area becomes socially and functionally more diverse. The shopping centre is privately owned, so the Transformation

Plan cannot force these changes to occur. However, the Plan can improve conditions within the vicinity of Queensgate, so that it becomes beneficial for the mall to address its surroundings.

### **Civic Precinct and Gardens**

The Civic Precinct and Gardens is the most widely recognized of Lower Hutt's precincts. Ongoing investment in buildings and landscape has created an emblematic environment of national significance. The Transformation Plan aims to expand Civic Gardens and attract high-density residential development to its perimeter. A northern extension continues the park-like setting to the intersection of Bunny Street and Knights Road. This addition removes a confused mixture of shops, institutions and remnant housing, replacing it with a more coherent building layout that is focused on an enlarged Dowse Square. Expansion towards the river is also possible. In this direction, the Gardens might replace the rump of High Street with a collection of buildings-in-grounds. This would create a verdant southern gateway and allow motorists on Queens Drive to enter the city centre on a new parkway.

### **Residential Frame**

Unlike other precincts, the Residential Frame is not a single contiguous zone. It comprises four or five discrete areas, which vary considerably in size and character. Conceptually, the Frame wraps high-density housing around the Old City and the Queensgate Quarter. In fact,

the armature is incomplete. In the north, a new apartment district (never less than one-and-a-half blocks deep) provides a clear separation between North Central and the city's core. Elsewhere the Frame fragments into pockets of residential development. These occur along Knights Road and at the southern end of High Street. High-density housing also extends onto the west bank of the Hutt River (Centre West).

### **North Central**

To some extent, North Central represents the second phase of the Transformation Plan. Although it suffers from an untidy appearance, the area functions well as a commercial strip where big-box retail and ample off-street parking provide a popular shopping option. If Lower Hutt's population growth exceeds projections, North Central will develop into an urban village with a modest hub containing local-serving shops and services. In the meantime, the Plan aims to future-proof the area, by securing locations for new streets. If development intensifies, these thoroughfares will be needed to increase access, open up new frontages and support the subdivision of large sites.

### **Centre West**

Development of a new identifiable precinct to the west side of the river will be triggered by Riverlink and the NZTA Interchange Improvement Project. Integral to this is a relocated Melling Station linked to the centre via a new pedestrian and cycle bridge. The station, bridge, western

river bank promenade street and the river itself will lend amenity and character to this area that is otherwise envisaged to emerge as a high density residential area. The close proximity of the centre - a short 3-4min walk and the wide array of services and facilities provided therein will help make this a successful and attractive place to live and do business. In the longer term the adjacent Melling area is likely to experience growth pressure that would be enabled and supported by the new Laings Road bridge, offering greater connectivity to the centre.

### 10.3 Land Use, Retail & Amenity

The Transformation Plan describes a possible distribution of future land uses that best supports a transformed City Centre. As previously noted, the Central Commercial Area allows for a wide range of activities and it is not intended that the diagram at Figure 10.6 leads to land use Plan Changes to the ODP (other than a relaxing of ground level commercial functions). Rather, the land use patterns illustrate one way in which the transformation of the City Centre can occur. The key features of this strategy include:

#### The Core Area

The analysis of the current Core area of the City Centre reveals an extensive 'Primary Frontage' designation that extends north east to Queens Drive / Rarora Road, yet downgrades aspirations (i.e. Secondary Frontage) along the key east-west Margaret Street / Bunny Street link, Dudley Street and taking in the retail anchor of Queensgate. Given the challenges in demand for quality retail (Part 1, Economic Analysis) and the necessity for a higher quality core retail experience, it was considered important to redefine a core retail area.

In designing the Transformation Plan, a key principle has been the consolidation of the prime retail area to promote and intensify the central city experience. This is achieved by promoting a more tightly defined, distinct retail network with a laneway system connecting east-west. The route provides frontage for retail and leisure uses and (with design controls) also facilitates other commercial

office functions at ground. The network opens up the Queensgate quadrant as a street-system addressing its current introverted arrangement.

The core retail network (Fig. 10.5) includes the new riverfront promenade to the north west, Margaret/Bunny Streets to the north east, Laings Road to the south west and Queens Drive and Queensgate to the south east. Achieving integration of the Queensgate quadrant as part of the core area's street-based retail network is critical. This will rely upon the completion of street and laneway network proposals and the change of priority for Margaret and Bunny Streets described at section 10.6. If the retail network is extended to the riverfront promenade, it is important that active, retail-capable frontages are provided both along this route and along connecting routes to maintain footfall and vitality. Any future redevelopment of Queensgate and its frontages will need to incorporate ground level, street-facing retail. Indeed, the redevelopment of this area and the promenade sites may act as a stimulus to the core area' retail network.

The Transformation Plan illustrates the ultimate long-term, potential extent of the retail network, and as drawn will be dependent on large-scale redevelopment in the northwestern part of the city centre (promenade and adjoining blocks). The conservative extent of the revised retail network is flexible in that it can be extended once demand increases and as major sites come forward

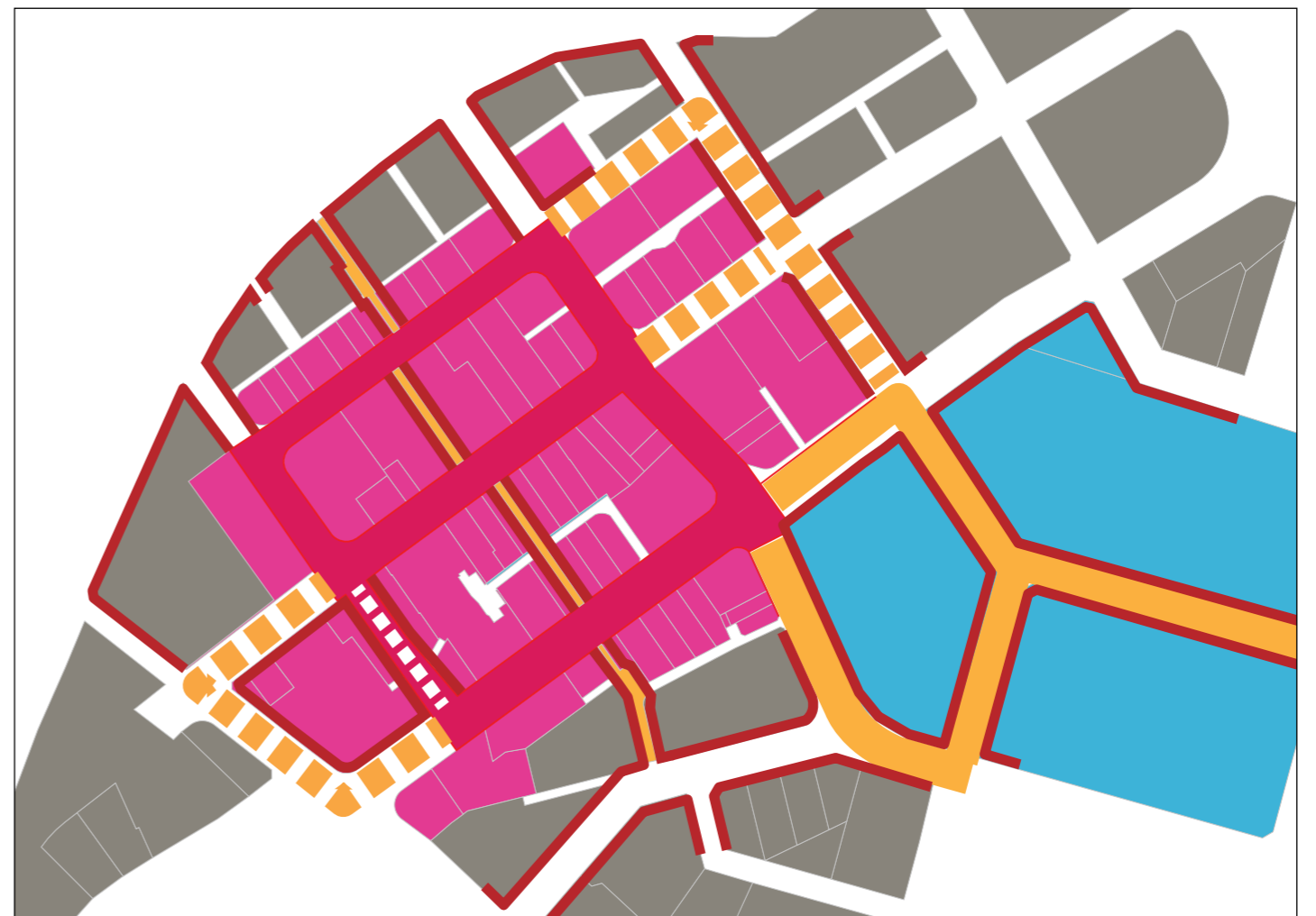


Figure 10.5: Illustrative Retail Circuit



Key

- Residential (detached dwellings)
- Multi-Unit Residential
- Civic, Cultural, Recreation
- Retail Core with other commercial
- Riverfront - Mixed Use Residential
- Public Transport & Mixed Use
- Structured Parking
- Queensgate Quarter + Residential
- Residential Frame & Mixed Use
- Predominantly Commercial
- Northern Commercial Mixed Use
- Local service / convenience retail
- Melling Commercial

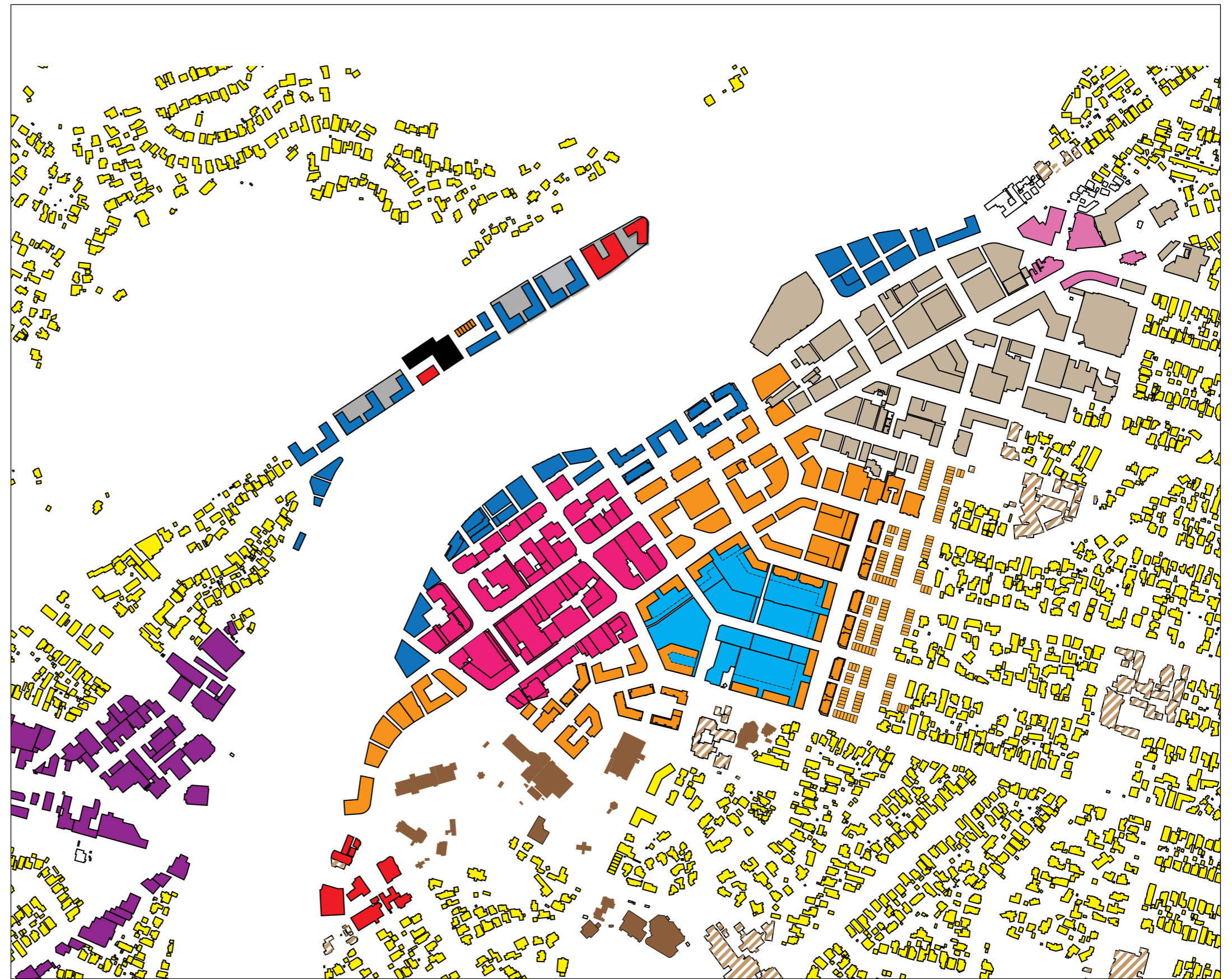


Figure 10.6: Illustrative land use

for more intensive development (e.g. Countdown on Rutherford Street).

The public realm for the core area and promenade should be designed to be compatible with the more recently completed parts of the city centre (quality natural stone, granite) with a contemporary design and allowing the promenade to have its own distinctive identity. This will include bespoke street furniture and lighting. Feature of key buildings in the core area should be considered and the intensity and colour of light designed to further distinguish the retail network.

The creation of active frontages along Queensgate, onto the promenade and throughout the new laneway system is a key objective, and opportunities to achieve this through the redevelopment or remodelling of blocks will be encouraged. Active ground-floor uses may include retail, leisure and with frontage design controls community and other commercial office uses.

The Civic Precinct and gardens retains a primary civic / open space purpose as identified in the ODP. The civic extension area north of Laings Rd allows a greater mix of activities set within a more generous landscape character that relates to the Civic Precinct.

The Northern Commercial area will gradually subdivide and intensify over time as land values change and the

desirability of the centre increases. The proposed finer grain block structure in the plan future-proofs the area to ensure optimal connections occur. Commercial / light industrial activities will continue with a greater mix in the long term once the southern core areas, new housing and promenade generate confidence in the centre's future.

#### **Living in the Centre**

The Part 1 analysis highlighted the very limited provision of housing in the central city. This dramatically limits the activity period of the centre and provides a disconnect to the traditional suburban areas that abut the centre's eastern fringe and to the future residential areas along the riverfront.

The plan introduces a considerable new residential element addressing the centre's housing shortage, providing a range of living alternatives that benefit the wider commercial and amenity environment of the centre. These include:

- Predominantly residential development (potentially 3 storey terraced housing types up to 12m in height) fronting Cornwall Street with mixed commercial / residential apartments fronting Bloomfield Tce (14m limit)
- Fine grain intensification along the lots facing Cornwall Street (east side) of up to 10m in height. This will require amalgamation of lots or infill as sites become available

- Mixed use residential (apartment) development along the riverfront promenade of up to 18m height measured from top of stop bank. Also new predominantly residential development to the western river banks (mix of housing types)
- The potential for apartment living is introduced above a reformed Queensgate block to the street-facing edges and potentially opening onto the new lanes/ street system through the block
- Mixed use residential / commercial to the residential frame along Waterloo Road / Kings Crescent connecting the eastern suburban areas to the riverfront (18m / 30m)
- Housing fronting onto the Civic Gardens to the southern gateway area (18m)



### Civic Precinct & Gardens

Very high quality city-wide open space co-located with the Library, Events centre, council buildings and other civic and cultural facilities.



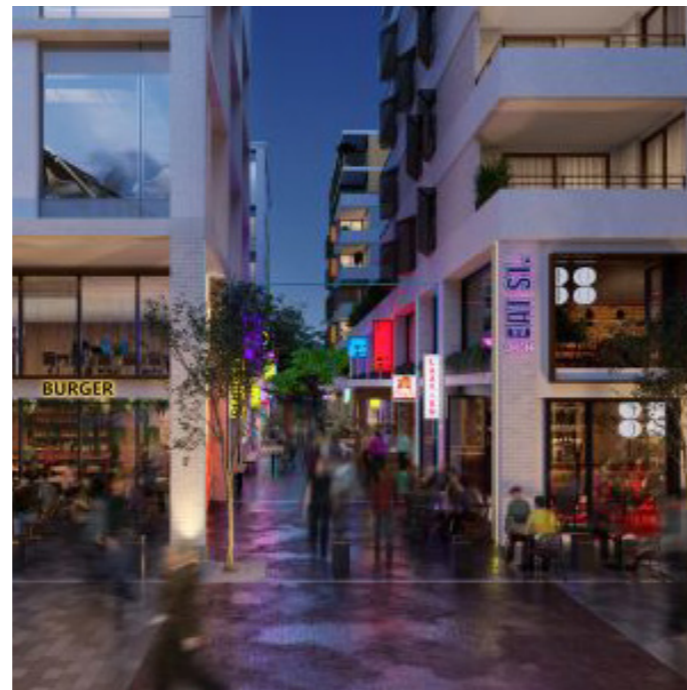
### River, promenade, bridges, station

Te Awa Kairangi (Hutt River) at the heart of the central city, upgraded landscape and recreational spaces. Accessed via a quality promenade connected into new bridges.



### Commercial Core and laneways

A vibrant mixed use and retail core offering 'Old City' boutique charm, attractive laneways and eat streets, supported by quality inner city living, offices and larger format national retailers.



### Hutt Rec, Schools and facilities

No less than eight quality schools within walking distance of the centre. A regional-scale sports facility (Hutt Rec) on the doorstep and a wide range of city centre services.



## 10.4 The Public Realm

An analysis of the provision of open space across the city centre is described in Part 1. This highlights the generally high level of open recreational space along the river corridor and the high quality of hard landscape and green space within Riddiford Gardens and the wider Civic Precinct. The analysis noted a reasonable level of provision for 'Strategic', 'Youth' and 'Neighbourhood' playable spaces were the residential population within the central city to grow. However, the provision of 'Doorstep' playable spaces for young children and toddlers, particularly equipped play spaces is lacking. It was also noted that the centre has limited provision of quality urban spaces other than The Dowse Square. Andrew's Ave is a poor quality urban street space.

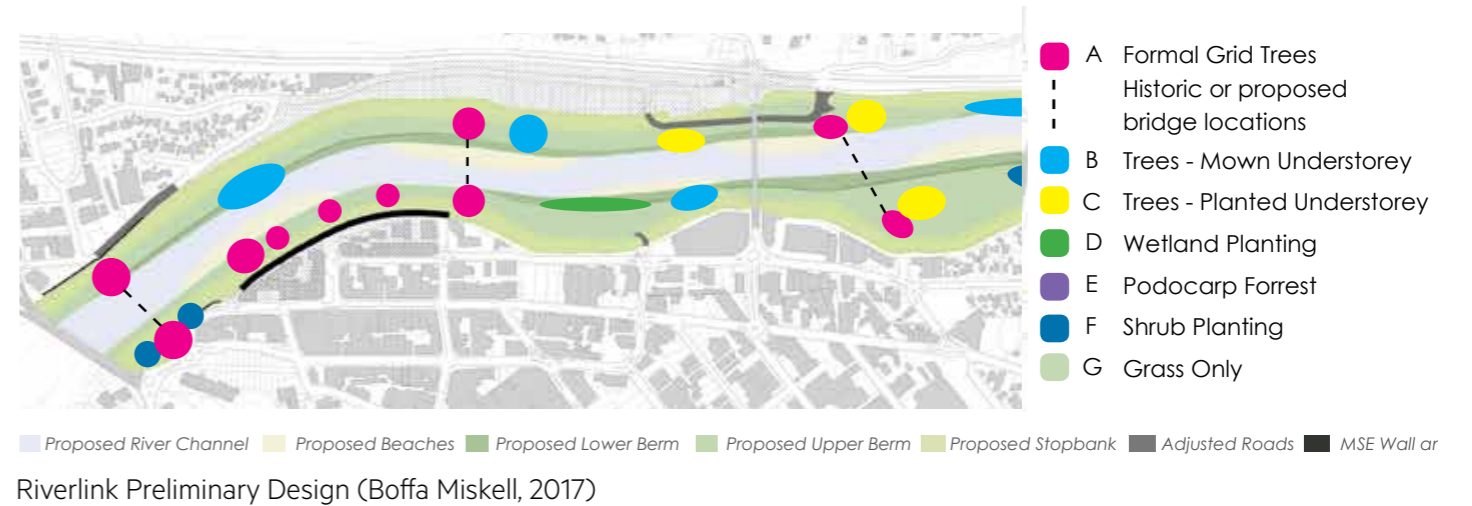
Riverlink will provide significant new high quality open spaces catering for different ages and activities, and is readily accessible from the centre. In addition to Riverlink, key objectives of the Transformation Plan are to provide comprehensive new street tree planting, a re-designed Andrew's Ave urban space, an extended Civic Precinct north of Laings Road, and at least seven new pocket park opportunities.

The northern commercial area (North Central) is particularly devoid of tree cover (except for Raroa Road) and open space is non-existent. The Transformation Plan describes the approach to general street character and tree planting (section 10.5) for this area, and also recommends a number of small open spaces

are developed, discussed further under Open Space Provision below.

In contrast to the river corridor, the central city provides an urban context for landscape complemented by fantastic views to eastern and western bush-clad hills. In the centre, the buildings generally define open spaces and streets (in a suburban setting the reverse is generally true, with the informal landscape providing the context for buildings). Outside of the river corridor, the Transformation Plan proposes high quality, robust hard landscape with street trees and other formal low planting as opposed to informal shrub planting that is more suburban in character. It is noted that continuing the stronger street tree pattern found in the traditional suburban areas (east of Cornwall Street) into the centre is a key outcome, reducing the 'hard' interface between commercial and residential areas.

Areas of existing planting are to be retained as much as possible and introducing new localised green areas into street settings will generally be encouraged. HCC Ecology noted development of urban spaces often limits biodiversity of the inner city due to fragmentation but providing areas that include keystone and iconic native plant species can provide refuge for native fauna, and also serves to increase public awareness and appreciation of local ecosystems. Such spaces include 'pocket parks' are recommended to be introduced in relation to new development or public realm works.



Pocket park interventions should include small landscaped spaces.



Re-vegetation of the river corridor with native species



Figure 10.7: Public realm strategy and proposals



### Open space provision

Figure 10.8 identifies the range of open spaces proposed by the Transformation Plan across the central city.

The provision of Strategic open space that will support active recreational activities for all ages is notably high. The river corridor is planned for significant upgrade as outlined in the Riverlink Preliminary Design study (June 2017), while Riddiford Gardens has recently been completed as the city's premier civic garden setting and includes an equipped children's play area. Hutt Hutt Recreation Ground provides for a wide variety of sporting codes and is a short walk from the centre.

The Transformation Plan outlines the need for additional small urban spaces in the form of pocket parks and presents a strategy for the development of some seven new parks and a larger Hotel Park. These are shown on Figure 10.8 along with a 100m (circa 1min) walking catchment.

Pocket parks are small landscaped areas open to the general public. They are frequently located on vacant plots or on irregular pieces of land. Critically, they can supplement play space requirements (currently lacking in

the centre) and can provide places of respite for people to sit and linger outdoors.

Key ingredients of pocket parks in the centre include:

- Sense of enclosure: quiet and intimate in scale
- Native plant species
- Plenty of seating
- Elements of interest, informal play equipment
- Areas of sun and shade
- Inexpensive to develop and maintain



Figure 10.8: Open space provision

## 10.5 Street Character

The Transformation Plan identifies six street types based on their contributions to urban form. The plan aims to strengthen these differences, thereby adding legibility and amenity to the central city:

1. Queens Drive Spine
2. Riverlink Promenade
3. High Street Grid
4. East-West Links
5. North Central Streets
6. Green Streets on the Residential Fringe

Distinctions are based on character rather than transport capacity, so the classification differs from conventional street hierarchies. Equally, the present analysis does not attempt to provide a detailed streetscape specification. That task falls outside the scope of a spatial plan and might be addressed within a subsequent public realm strategy. The six categories differ in size and extent. Streets like Queens Drive and Riverlink Promenade are unique. Conversely, “North Central” includes six similar routes as well as a section of High Street. “High Street Grid” and “East-West Links” sit part-way between these extremes. Each “type” contains named identities such as Andrews Avenue and Margaret Street. At the same time, all members of a category share important features like connectivity and orientation. In each case, the common trait is location or some other spatial property relevant to the Transformation Plan.



Figure 10.9: Street character



### Queens Drive Spine

Queens Drive is a busy multi-modal urban boulevard with an emphasis on pedestrians and public transport. It is both a thoroughfare and a destination: a conduit for information and social contact as well as movement. Short-term parallel parking provides convenience and a buffer between pedestrians and through traffic. However, on-street parking is less important than generous footpaths, frequent crossways and a rhythmic street tree layout. Landscape acts as “background” rather than “foreground”: consistent treatment of the public right-of-way helps to integrate a wide variety of buildings. Yet, streetscape is distinctive in its own way: Queens Drive is set apart by the quality of its paving and street furniture.



### Riverlink Promenade

The most conspicuous feature of the Promenade is its asymmetry. Like many esplanades, it has a built-up inland edge and an expansive water-frontage. The contrast brings together diverse uses such as cafe dining and active recreation. At its core, the Promenade is a hard-paved shared surface for shoppers, pedestrians and cyclists. From time-to-time, it also becomes an event space, e.g. an auxiliary site for the riverfront market. The Promenade’s attractiveness as a pathway depends on spectacle rather than speed, because there are faster routes elsewhere on the riverbank. So, it is acceptable to have some give-and-take between alfresco dining, cycling and strolling. Vehicle access is limited to emergencies and essential services.

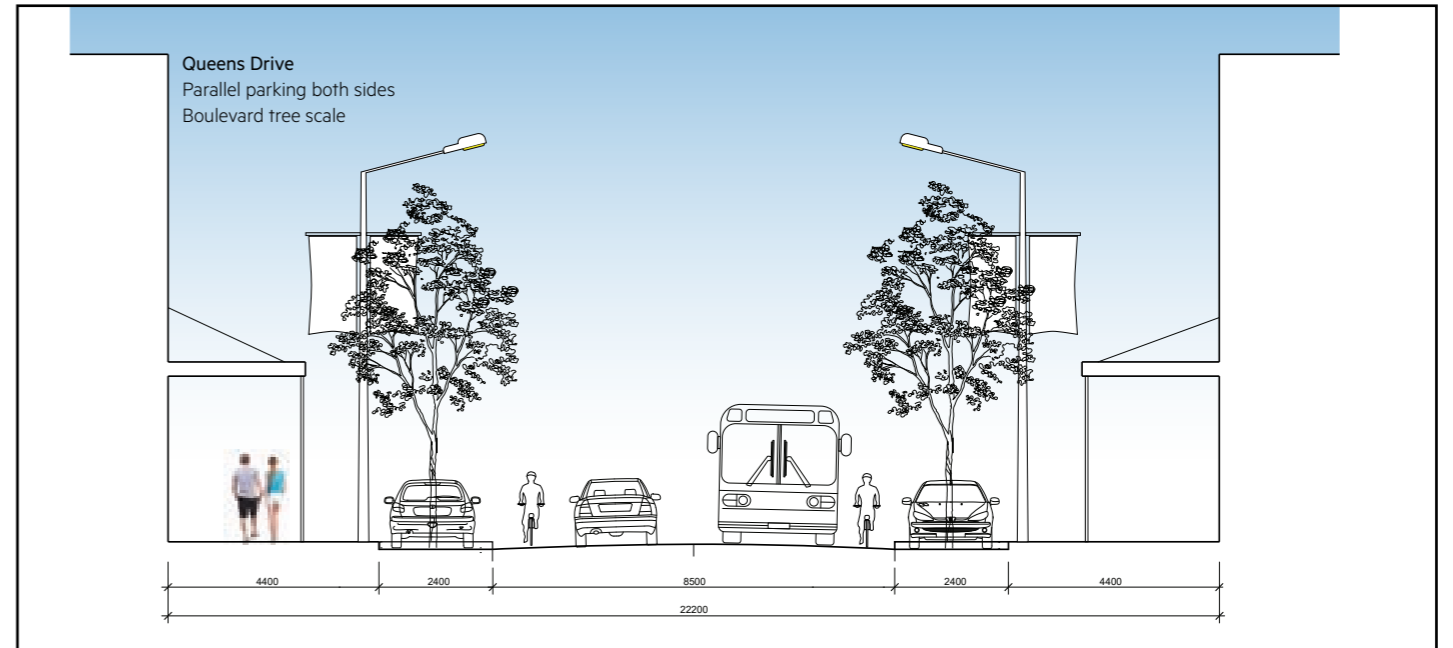


Figure 10.10: Queens Drive street illustrative section

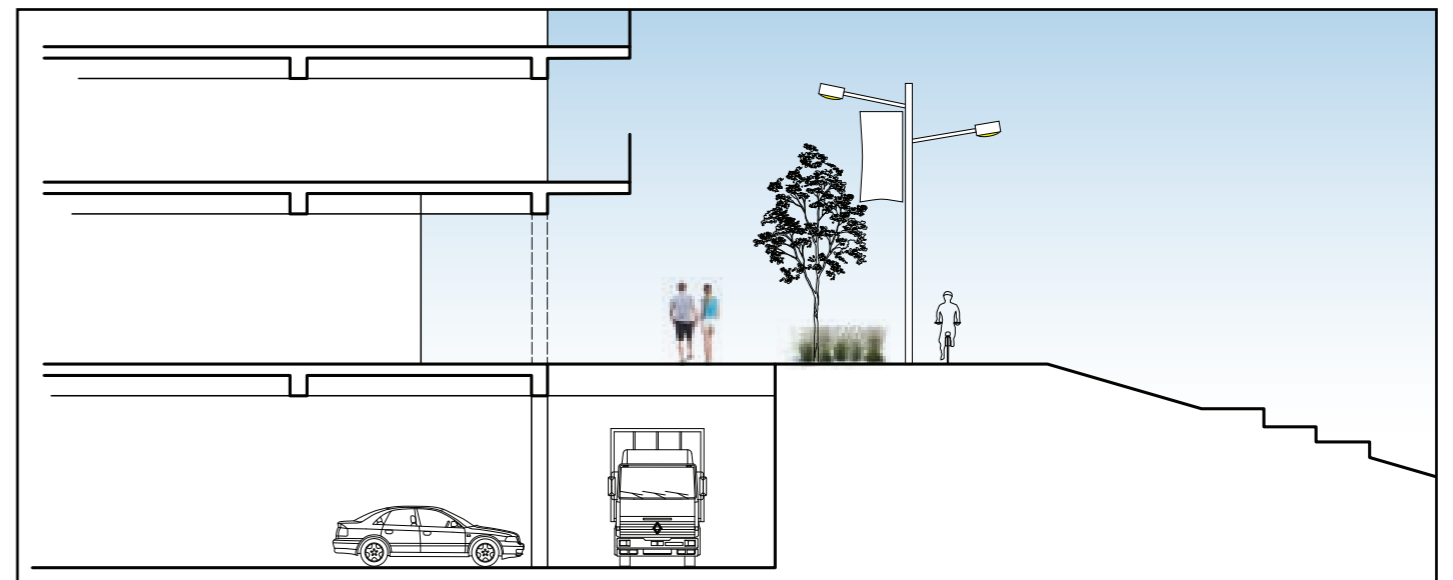
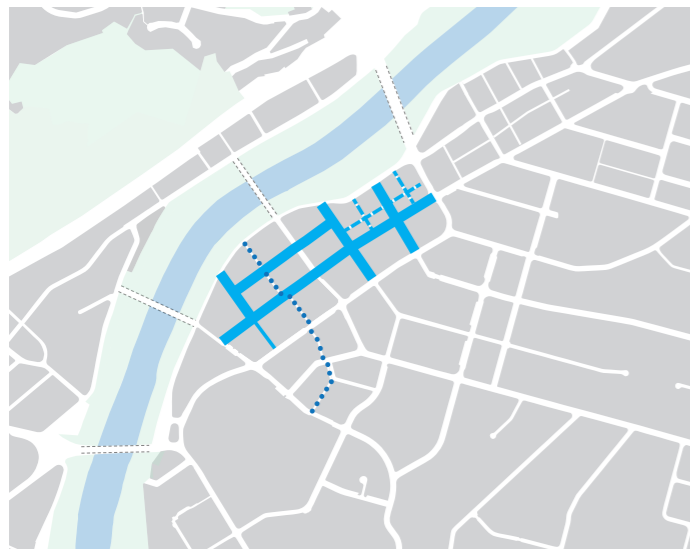
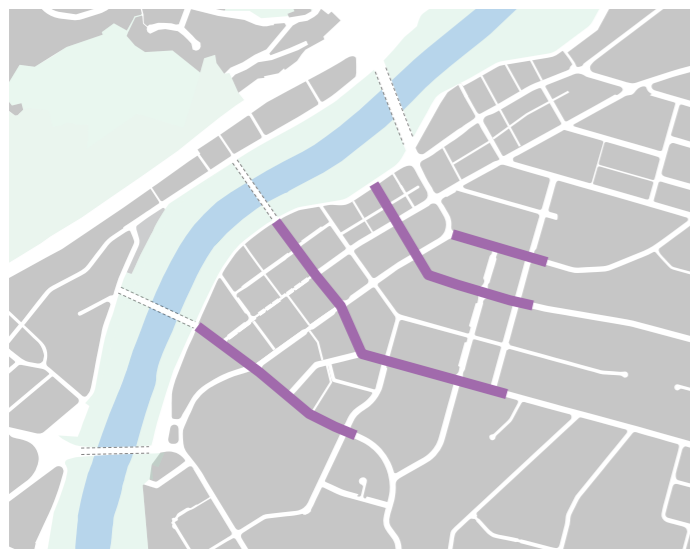


Figure 10.11: Riverfront Promenade illustrative section



### High Street Grid

The High Street Grid contains an array of “destination” streets and lanes between Queens Drive and Riverlink Promenade. High Street is the most important route, recognisable end-to-end by a high-quality public domain that matches streetscape presently found between Margaret Street and Andrews Avenue. Elsewhere, character ranges from the low-key to the idiosyncratic. Relieved of through-traffic, Andrews Avenue becomes leafier and more like a town square. Daley Street retains a prosaic hard-edged character, although this is leavened by the addition of several large specimen trees. At the northern end of the grid, new thoroughfares are greener and more contemporary in style. Replant with mid-block lanes, they sometimes merge public and private realms.



### East-West Links

The East-West Links include four high-profile cross-town routes. These connect people to the river and stitch together the central city precincts. Laings Road and Waterloo Road extend to meet Riverlink Promenade. The Margaret Street/Bunny Street/Knights Road corridor is upgraded to reflect its axial location. Kings Crescent is significant for north-south continuity and a radial relationship with the “quadrant” on Queens Drive. These unique properties are celebrated e.g. as featured bridge connections or elegantly handled grade changes along the stop bank. At the same time, all four cross-town routes have something in common: as tree-lined streets they import a leafy character from adjacent neighbourhoods.

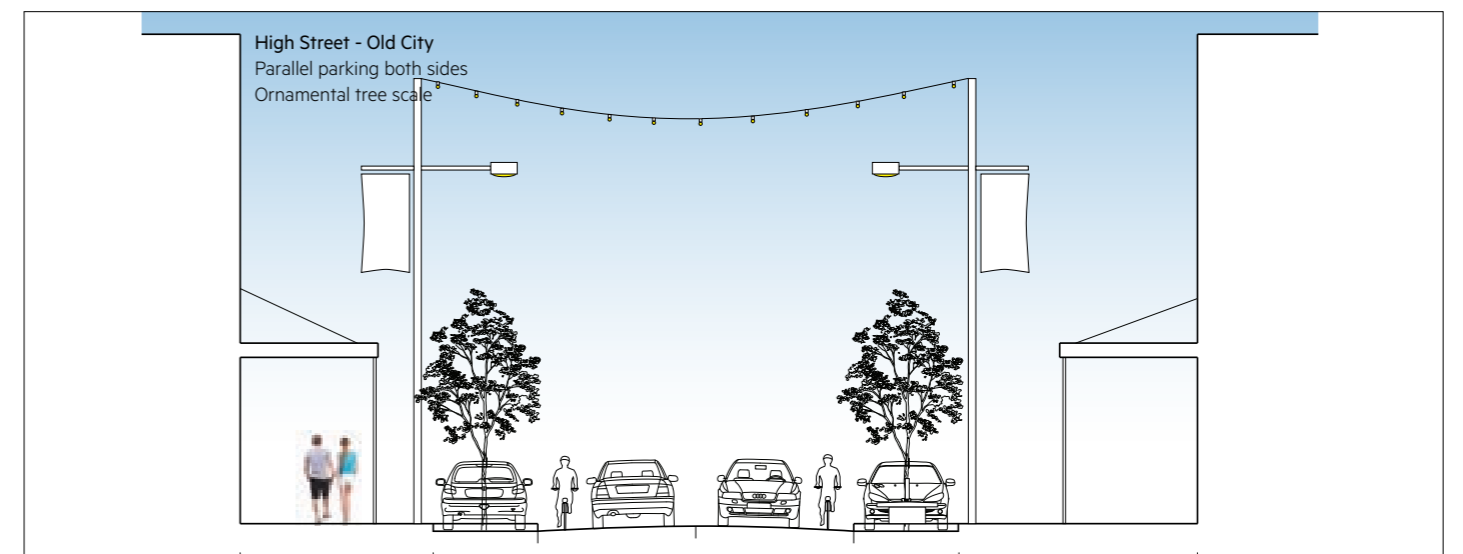


Figure 10.12: High Street illustrative section



Figure 10.13: The recent Laings Road streetscape upgrade establishes a precedent for east-west links (HCC)



### North Central Streets

North Central benefits from a comprehensive streetscape upgrade. Regularly spaced street trees substitute for built-up frontages, bringing greater visual coherence and amenity to the current mixture of commercial sheds and surface parking. In the longer term, street layout changes to become more pedestrian friendly and more receptive to intensive development. Signalised intersections replace roundabouts, and the Melling Link is realigned to become part of the High Street grid. New streets appear, first as mid-block / on-site circulation routes and later as dedicated public rights-of-way. Three strategic connections are secured in order to future-proof North Central: (i) Cornwall Street to High Street, (ii) Downer Street to Rutherford Street and (iii) Downer Street to Pretoria Street.



### Green Streets on the Residential Fringe

Green Streets provide an attractive interface between the central city and adjoining neighbourhoods. Cornwall Street is no longer part of the Eastern Access Route and, with relocation of the Melling Bridge, Pretoria Street is a less attractive cross-valley connection. These changes allow greater emphasis on landscape. Planting need not always replicate the tree-lined streets of traditional suburbs. A more contemporary treatment might include swales and storm water retention. Whatever its style, streetscape should mediate between different land uses and building types. This could mean more intensive public planting on north and west sides of the r.o.w. complementing private gardens along the opposite frontages.

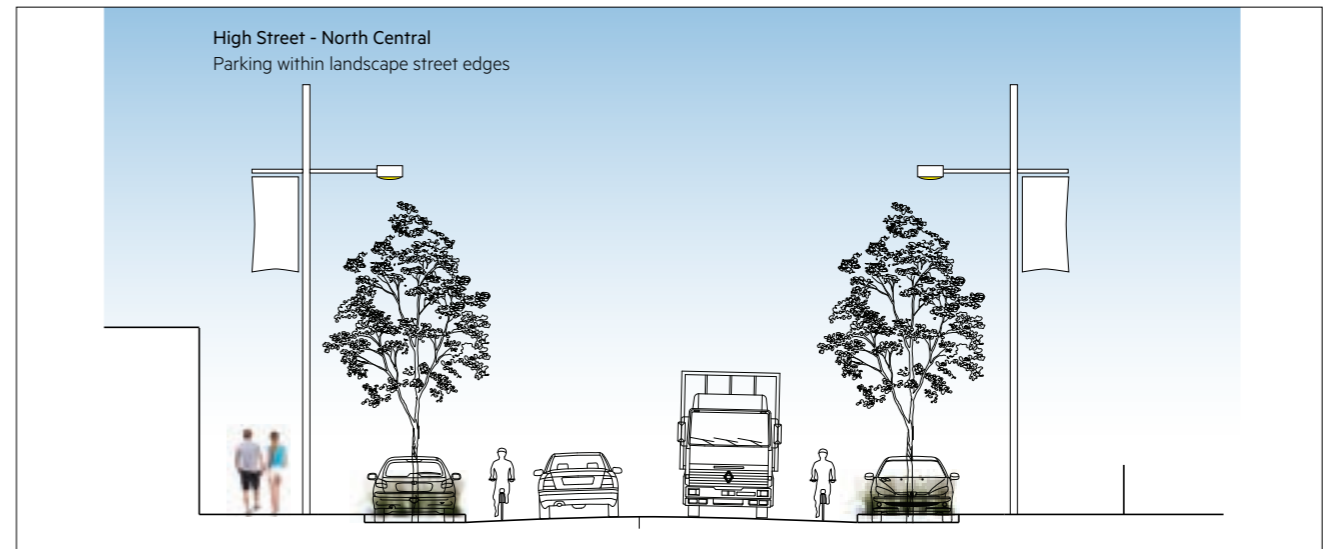


Figure 10.14: North Central streets illustrative section

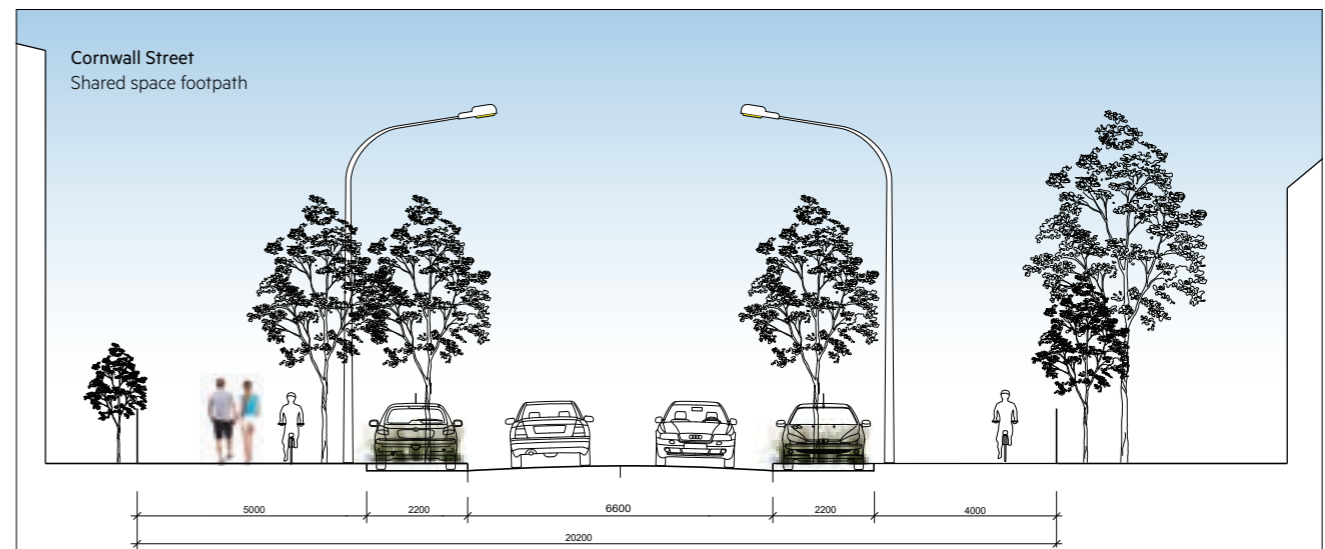


Figure 10.15: Cornwall Street illustrative section

## 10.6 Movement Network

Baseline analysis describes Lower Hutt's central city roading network generally as a north-south grid structure parallel to Hutt River. North-south corridors through the central city are intersected by east-west road connections perpendicular to Hutt River that provide local access and connectivity.

The Transformation Plan proposes a movement network that supports and encourages proposed land use changes. In particular defining a Queens Drive spine as a 'main street', improving wayfinding, supporting a consolidated central area and recognising the implications and opportunities proposed major programmes like Riverlink offer for Hutt City. The Riverlink programme proposes a number of key changes that have implications for the movement network to facilitate the outcomes sought to deliver improved flood management, better lifestyle and improved transport links for the people of central Lower Hutt. These include a new Melling Bridge and improvements to the Hutt River stopbanks requiring the removal of Daly Street and realignment of a section of Marsden Street.

### Opportunities

The potential changes to the movement network integrate with the various Transformation Plan proposals. It is noted that a number of the movement network changes would be further tested as elements of the Transformation Plan are implemented.

The following opportunities are proposed and described below.

### 1. Melling Gateway

A new Melling Bridge located with a connection to Queens Drive at Rutherford Street. A new Melling Bridge provides opportunities to improve flood protection, network accessibility and safety at State Highway 2, and define a gateway location for Hutt City. In particular a new Melling Bridge located with a connection to Queens Drive will offer direct access to Queens Drive while recognising the importance of wider network connections to corridors such as Rutherford Street and High Street. With a network connection at Queens Drive proposed as a 'destination' street, wayfinding is significantly improved and a gateway experience can be provided.

### 2. North-South Connector – Western River Corridor

On the western side of the Hutt River a new Bridge provides the opportunity for improvements to network connections at State Highway 2 and for greater access north-south along the Hutt River. Improvements to the intersection at SH2 / Melling Link Bridge/ Pharazyn Street intersection proposed by the NZ Transport Agency would facilitate greater accessibility and safety both locally and regionally.

With the local road network implications from Riverlink on Daly Street in the central city, retention of Marsden Street is considered important to provide a role as a Western Ring Route. This is considered important to help mitigate the loss of the Daly Street Western Access Route. Maintaining

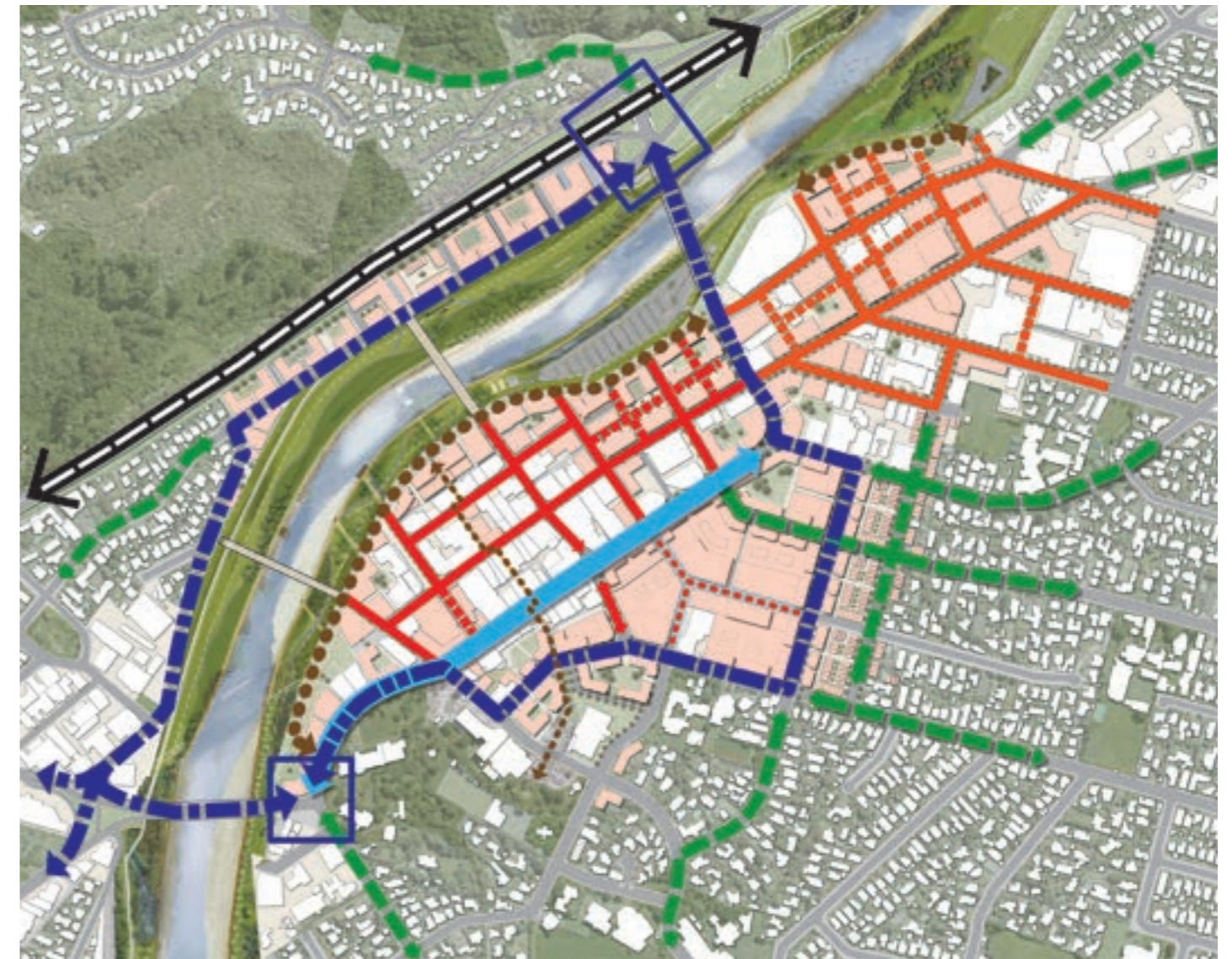


Figure 10.16: Proposed movement network

### Key

	State Highway 2		CBD core network
	North-South connector		CBD northern network
	Eastern access route		Riverfront promenade
	Queens Drive Destination Street		East-west laneway
	Suburban connectors		Queensgate lanes
	CBD core network		Intersection reconfiguration

the use of Marsden Street has the potential to provide a direct link between Alicetown and SH2 to the north (via Cuba Street and Victoria Street), and connecting to Woburn Road complimented by SH2 Melling intersection improvements. This will need an improved Ewen Bridge and Victoria Street intersection connection to Marsden Street. In particular, an improvement connection to a realigned Pharazyn Street and Marsden Street would provide a north-south connection on the western edge of the Hutt River between Melling Bridge and Ewen Bridge (Southern Gateway to Hutt City Centre).

### 3. Western Access Route

The Riverlink programme of works, incorporating Hutt River stopbank improvements, is expected to require the removal of Daly Street to improve flood protection. Daly Street currently provides a western access route connection between Ewen Bridge and Melling Bridge via lower High Street, Daly Street and Rutherford Street. To facilitate movement through the network the western access route is proposed to be via lower High Street, Andrews Avenue and Dudley Street reconfigured to two-way connecting back to Rutherford Street. In the long term as Transformation Plan concepts evolve there is the potential that lower High Street and Rutherford Street connections alter with land use development changes and traffic demand forming the basis for this decision.

### 4. Southern Gateway

At the southern end of the Hutt City centre Ewen Bridge provides the current most prominent entry point to

the city. However, to improve the southern gateway connection improvements to the Ewen Bridge (Railway Avenue) intersections are needed. It is proposed that the following intersections are improved at the southern gateway to facilitate greater connectivity to the Western corridor along Marsden Street and Pharazyn Street and to Queens Drive and Woburn Street:

- Railway Avenue / Marsden Street / Victoria Street
- Railway Avenue / Queens Drive / Woburn Road
- 

The Queens Drive roundabout intersection in particular is proposed to be reconfigured to improve movement and connectivity. The current roundabout configuration does not sufficiently cater for traffic movements and has poor accessibility for active transport users.

### 5. Eastern Access Route

The eastern access route is proposed to facilitate the movement of traffic for access around the city centre. The eastern access route is proposed to connect from a new Melling Bridge location at Queens Drive to Ewen Bridge via Kings Crescent, Bloomfield Terrace and Knights Road. The proposed eastern access route provides connectivity from Melling Gateway while retaining suburban connections to the north along High Street and Kings Crescent, to the east along Waterloo Road and Knights Road, and to the south on Bloomfield Terrace and Bellevue Road connecting to Woburn Road.

### 6. Queens Drive Destination Street

The proposed changes to the movement network aim to

provide maintain connectivity while facilitating greater accessibility for all modes by emphasising certain routes. The proposal is to promote Queens Drive as a destination street aims to unequivocally define a main street for Hutt City centre. The eastern access route aims to compliment Queens Drive as a destination street by providing for movement avoiding the high amenity Queens Drive. This is supported by a new Melling Bridge connection at Queens Drive / Rutherford Street intersection. Queens Drive is proposed to facilitate all modes of transport, however, emphasis is on public transport and active transport users.

### 7. Central Business District low speed zone

Within the core central area a lower speed zone is proposed. The zone proposed would include the central city street network from Ewen Bridge to a new Melling Bridge between the Hutt River and Queens Drive. This would retain access through the network while facilitating a greater degree of amenity and safety for all mode types.

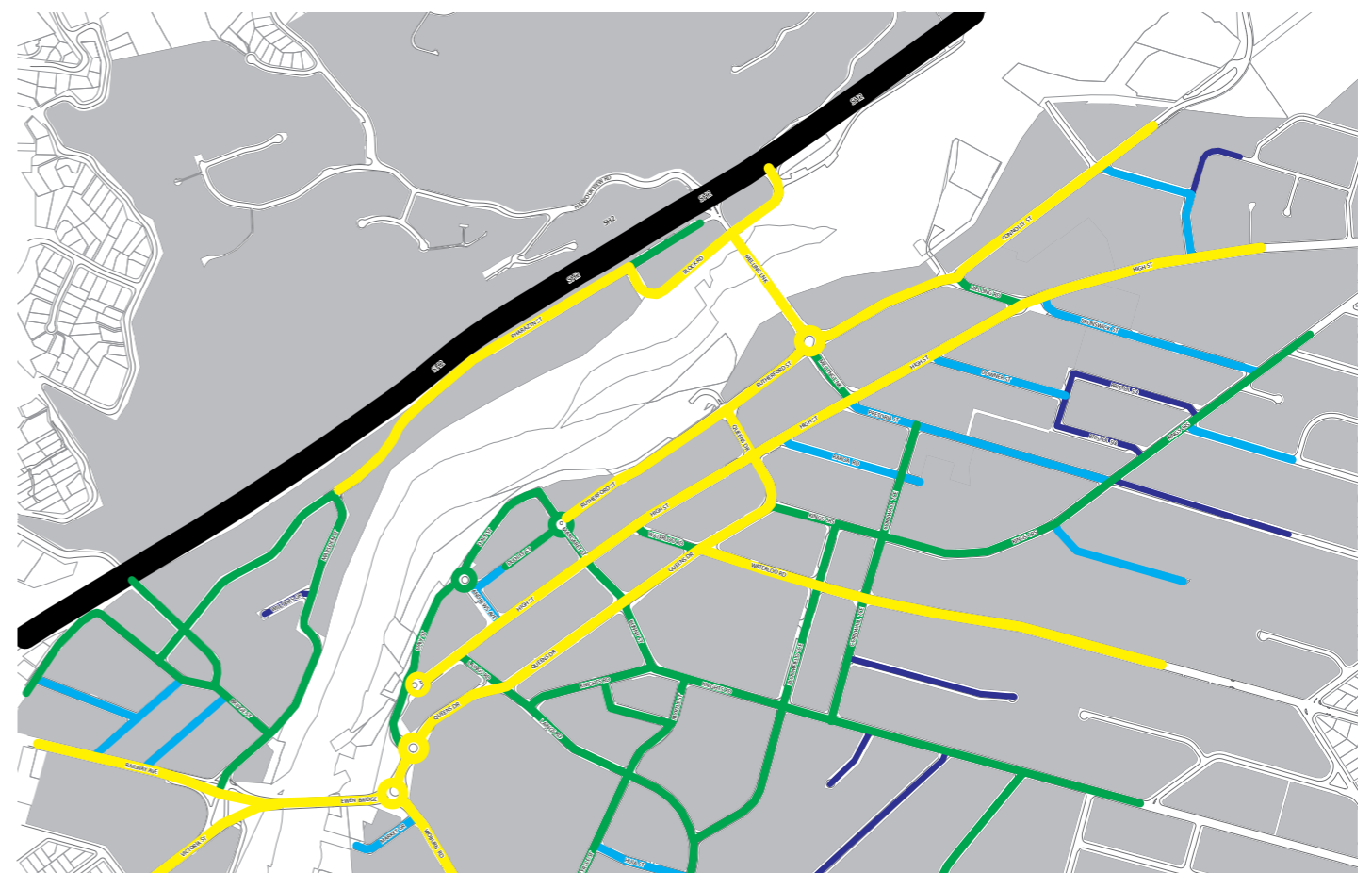
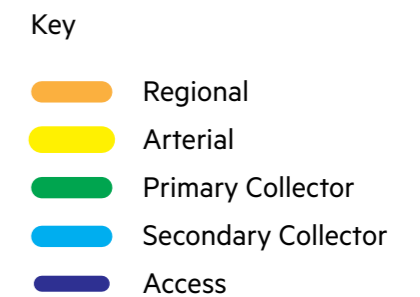


Figure 10.17: Existing movement network (One Network Road Classification)



## 10.7 Public Transport

### Rail

The Melling rail line (Melling to Wellington) currently terminates at the Melling Station, Lower Hutt. The Melling station has park and ride facilities and cycle racks for cyclists. Services operate have increased frequencies during the peak periods for commuter traffic to/from Wellington, Hutt central city and the southern Hutt Valley area.

The proposed changes to the rail network include a relocated Melling train station. The relocation of Melling train station is proposed to align adjacent or near the proposed walking and cycling bridge connection to Margaret Street. The relocation of Melling train station facilitates a number of key opportunities including:

- Improved connectivity to Hutt City centre via a new walking and cycling bridge
- Increased space to facilitate a new Melling Bridge and SH2 Melling intersection improvements

A relocated rail station coupled with a new walking and cycling bridge aims to provide a direct connection between the rail station and Hutt City centre. The connection would also provide improved accessibility to public transport for proposed residential infill and growth within the Hutt City centre.

### Bus

Existing bus services are primarily focussed along Queens Drive in the Hutt City centre. Buses service the central city on Melling Link, High Street (north of Queens Drive), Kings Crescent, Waterloo Road, Knights Road, Woburn Road, and Railway Avenue (Ewen Bridge). Bunny Street and Queens Drive outside of the Queensgate mall have multiple routes

and act as a Bus Hub / Interchange. Waterloo Station also operates as a hub for public transport, however, with the purpose of moving trips intra-regionally rather than between locations in the city.

Bus routes throughout Hutt City are expected to evolve over time as land use demands and development occurs both within the city centre and around the wider Hutt Valley. As such the consideration of where potential core public transport corridors within the Hutt City centre are located considered a number of factors. These included consideration of directness (including reliability through reduced turning movements) and connecting key activity areas and destinations. The location of bus routes and their stops affects the desirability of the service, and potential catchment. Alignment along Queens Drive enables catchment from both the central city, Promenade, Queensgate mall, and residential areas to the east.

For Hutt City central area it is proposed that Queens Drive is retained as a primary bus route through the Hutt City centre. In addition Pharazyn Street and Marsden Street is proposed to facilitate bus movement for connectivity to Melling rail station with improved connections at both SH2 Melling and Ewen Bridge.

As a part of the proposed changes a future off-street public transport hub is also proposed. Locating a public transport considered the wider public transport network and the 'hub and spoke' approach. With the concept of a hub central to wider network routes a location in the vicinity of Queens Drive as a primary bus route allows the transfer between services in the Hutt City centre and is



Figure 10.18: Proposed public transport network



adjacent a walking and cycling connection to a relocated Melling rail station (approximately 500 meters). The timing for a public transport hub would depend on a range of factors including service demand, population growth in Hutt City and availability of property suitable coupled with potential realignment of Waterloo Road between Queens Drive and High Street.



## 10.8 Walking and Cycling

### Walking

Facilitating movement of pedestrians within the central city is important to enable access to workplaces, shops, cafes, and public amenities as well as between transport modes. Priority is proposed for pedestrians around central city areas and areas with activated frontage while also providing safe and effective connections to public transport facilities.

Melling Bridge is an important pedestrian connection between Melling Station and the central city, Knights Road is also an important link to the Waterloo Station interchange from the central city. In addition to these pedestrian streets, there are pedestrian shopping arcades that provide enhanced through-block pedestrian circulation links, which are currently located between Queens Drive, Hutt Road, Dudley Street and Rutherford Street to the riverbank.

### Cycling

The Hutt River Trail provides for recreation and commuter cyclist trips through the Hutt Valley, connecting schools, transport hubs, the central city, community centres, and residential areas. The promenade aims to become a notable stopping/gathering point for cyclists as well as for pedestrians, with nearby parking and shopping, and the potential for cyclist amenity facilities.

The Waterloo train station and bus terminal is less than 2 km from the promenade and central city, and cycling is encouraged between these locations. This cycling connection would also provide a cycling link to the Pohutukawa/Oxford Terrace and Cambridge Terrace

arterial routes.

Within the inner city network providing a lower speed environment is proposed to also contribute to a safer road network for cyclists.

### Opportunities

Proposed changes to improve walking and cycling include:

1. Riverlink promenade on eastern (city side) stopbank

The Riverlink programme aims to provide a pedestrian promenade providing attraction for a range of recreational activities to encourage greater public occupation around the Hutt River. The promenade aims to also help reconnect the city with the river.

2. Margaret Street walking and cycling bridge

A proposed walking and cycling bridge connection from Melling to Margaret Street aims to strengthen an east-west walking and cycling corridor. Margaret Street Bridge facilitates improved connectivity between the eastern and western edges of the Hutt River, reconnects the city with the river and enables improved accessibility between Melling train station and the central city.

The addition of a Margaret Street walking and cycling bridge also provides connectivity to a Wellington to Hutt Valley walking and cycling link which includes improvements to a connection between Petone and Melling. This further supports the 'River Trail' and a shared path on Cambridge Terrace linking back to the Hutt River 'Rail Trail' with cycleways on Knights Road and Waterloo Road.

### 3. Andrews Avenue to River promenade connection

The riverfront promenade is likely to function as a recreation area with high amenity. This has the potential to attract trips from people visiting Dowse Square, which fulfils a cultural and community function and has high amenity. As such, Andrews Avenue provides a key connection to the Civic Precinct (Library, Dowse Art Gallery and City Council). Providing a strong connection for walking between the Civic Precinct and stopbank promenade development will be important for promoting the development of the central city.

To further strengthen east-west movement and connectivity with the Hutt River a new connection between Andrews Avenue and Queens Drive is proposed.

The new connection aims to provide direct and legible connectivity between the civic precinct and gardens with the Hutt River promenade. The connection also facilitates access to a proposed new Andrews Avenue walking and cycling bridge.

### 4. Andrews Avenue walking and cycling bridge

An Andrews Avenue walking and cycling bridge is proposed facilitate connectivity between the southern Melling area and the city centre. The aim is to facilitate a connection when development in the Hutt City centre provides sufficient demand to encourage development in Melling area in the vicinity of Marsden Street, Pharaoh Street, Bridge Street and further south.



Figure 10.19: Proposed walking and cycling network

In terms of design of facilities the Plan recommends separated cycling facilities outside of the core city centre and integrated on-street in the slower speed central area.

## 10.9 Car Parking

The baseline analysis outlines how on-street parking in the Hutt central city is predominantly a combination of parallel, angled and perpendicular parking spaces. Angle parking is mainly towards the outside edges of the central area, at the north, and towards the south ends of High Street, and Laings Road/Queens Drive areas. On-street parking creates side friction and intermittent delays to passing traffic whilst vehicles manoeuvre to and from spaces and is appropriate for a destination street such as Queens Drive. Street character studies (section 10.5) suggest the removal of angled parking in favour of parallel to better support the pedestrian amenity of the street space. Such an approach is currently being considered for Jackson Street (Petone).

The proposed Riverbanks programme of works is expected to affect parking supply in the Hutt central city area. A preliminary assessment of parking during early development of the Riverlink programme indicated the following potential impacts on parking supply:

- Reduction of parking spaces in the Riverbank car park
- Closure of Daly street for vehicles result in removal of on-street car parks
- Potential for over 400 car parks on Market Grove and Connolly Street
- Potential for increased park and ride and parking in the vicinity of a relocated Melling station

As part of the development opportunities on the western side of the Hutt River along Pharazyn Street park and ride facilities are proposed. The proposed park and ride

ROAD HIERARCHY		ROAD-SPACE HIERARCHY		
NZTA ONE NETWORK	NZS4404			
ROAD CLASSIFICATION				
National Road		No parking		
Regional Road	Major arterial			
Arterial	Minor arterial			
Primary Collector	Connector/Collector	Live and Play (Residential and Parks)	Shop and Trade & Work and Learn (Retail and Services & Offices and Schools)	Make, Grow, and Move (Agricultural, Industrial, and warehouses)
Secondary Collector	Connector/Collector			
Access	Local Road			
Access (Low Volume)	Lane			
		1	No stopping zones	No stopping zones
			Existing property access	Existing property access
			Public transport stops	Public transport stops
		+ 2	Mobility parking	Mobility parking
			Active modes – including provision for removing car park spaces for walking and cycling infrastructure	Active modes – including provision for removing car park spaces for walking and cycling infrastructure
		3	Drop off/ pick up zones (schools/ rail)	Amenity - inc. landscaping and/or adding street furniture
		4	Residential parking	Drop off/ pick up zones (schools/ rail)
		5	Short-term parking	Loading Zones
		6	Loading Zones	Motorcycle/scooter parking
		7	Amenity - inc. landscaping and/or adding street furniture	Short-term parking
		8	Motorcycle/scooter parking	Residential parking
		9	Residential visitor parking	Amenity - inc. landscaping and/or adding street furniture
		10	Local employee parking	Residential parking
		11	Commuter car parking	Residential visitor parking
			Commuter car parking	Commuter car parking

Figure 10.20: Hierarchy Approach to road space parking demand (HCC Parking Policy)

facilities aim to support and encourage public transport use and support the council's aims to increase use of alternative transport modes.

### Parking Policy (December 2017)

In December 2017, Hutt City council adopted the current Parking Policy. The main priority for areas is safety. The policy sets out a road space hierarchy approach to manage demand and use of the city's road space as shown in the Figure above, the hierarchy is a guide to assist Council in making consistent decisions and ensure that parking serves the main purposes and land-use of areas in the city. Without effectively managing demands for on-street spaces parking resources become saturated and their usefulness diminishes.

The hierarchy adopts the land use types from New Zealand Standard 4404: 2010 – Land development and subdivision infrastructure, rather than using Hutt City's District Plan Activity Areas (also commonly known as zones). Groups of users and movements are then given priority within the land-use areas identified. The District Plan Activity Areas have clearly defined boundaries and

are used to define and control the activities permitted in those areas. By using the more generalised land uses adopted in NZS4404 when considering the use of road-space, Council will be better able to consider areas with mixed land use types, such as where shops are located within residential areas, or apartments are located within commercial areas.

In Live and Play areas, on-street parking spaces are important to support resident parking where none can be provided off-street. This needs to be balanced against the needs of short-term customer parking for local shops, services, community facilities, schools and educational institutions. Parking for local employees and, to some extent commuters, can also be accommodated in these areas if possible.

In Shop and Trade, and Work and Learn areas on-street parking is a key resource to support access for customers to shops, restaurants, and social opportunities. It is also important to provide good access to public and active transport provision, suitable mobility parking spaces close to key destinations, and that pick-up and drop-off spaces

and loading zones are available to service the areas. For example, short-term parking for shoppers receives high priority in order to contribute to the performance of businesses in the area. Commuters and employees may still be able to find spaces in these areas however those users looking for longer-stay parking may need to park in areas further away from centres or in off-street parking areas. Road-space could be reallocated in these areas to improve amenity, create people-friendly spaces and encourage travel by other transport modes, e.g. creating outdoor dining areas, contribute to Riverlink, and to enable the provision of infrastructure to improve access to destinations by cycling or walking.

In Make, Grow and Move areas on-street space is important to enable effective movement of goods in and out, as well as links and access to the areas by public and active transport. Some priority is also given to short-term parking for clients or customers as well as to local employee parking in these areas to avoid some of the overspill of longer-term parking to adjacent areas. Common priorities across different street uses include:

- Ensuring existing property access
- Providing adequate supply of mobility parking to provide good access for people with impaired mobility
- Prioritising road space for improving connections to the city by public transport and active transport to assist with transport choice and managed parking demand.

It recognises that “a strategic approach to parking can make a city an attractive and healthier place to live, as well as playing an important part in supporting its economic performance.”

The policy was informed by a parking demand study in June 2017.

## 10.10 Space Syntax

Space Syntax is an urban modelling tool based on Spatial Accessibility. It is sometimes referred to as a Spatial Accessibility Model (SAM). Its core premise is that accessibility is maximised by having the simplest pathway (i.e. fewest twists and turns) between two points rather than the shortest route.

Essentially, the model asks two questions:

1. “How well connected is each street to every other street?”
2. “What is the geometrically most simple route (not necessarily the shortest route) between two points?”

This single variable – path directness or simplicity – is shown to have a high correlation with actual traffic counts, both vehicular and pedestrian. In other words, empirical data suggests that the model “works”.

Spatial Accessibility also provides a useful indicator of land value. By optimising accessibility, the model can be used to maximise the economic benefit of development.

There are also strong correlations between Spatial Accessibility and public health benefits, especially improved mental health.

Typically, the model is applied at different “scales” to test which journey length provides the best fit with actual traffic counts.

Certain streets will be more important at one scale and less important at another scale. For example, Jackson Street and Cuba Street in Petone are most significant for short local journeys but are not especially significant for

journeys over longer distances. Central Lower Hutt Streets like High Street and Queens Drive are more significant for longer (10km) non-local journeys than they are for short local trips.

In Lower Hutt, the best fit occurred at a trip length of 10km for vehicles and 1.2km for pedestrians. The latter best-fit distance is similar to that of central London and suggests that there does exist a “walking culture” in Lower Hutt.

When applied to journeys of these lengths (10km for vehicles, 1.2km for pedestrians), the Space Syntax model – and its single variable, Spatial Accessibility – explain 70% of the empirical data i.e. actual vehicle and pedestrian counts.

Key findings for central Lower Hutt are as follows:

- Under existing conditions, Queens Drive is “hottest” (i.e. most connected) for pedestrians in a short section of street outside Queensgate
- Under existing conditions, High Street is “warmest” for pedestrians either side of Margaret Street. Beyond this localised area, High Street is more connected to the north (i.e. towards Waterloo Road) than it is to the south (i.e. towards Andrews Avenue or Laings Road)
- Locating a new Melling Bridge in a southern alignment that feeds traffic directly into Queens Drive means that, for the first time, Queens Drive becomes a more accessible street than High Street. So, in a sense, the new bridge completes a 60-year project to create a new “spine” i.e. an alternative N-S route to High Street. The new bridge “tips the balance” between the

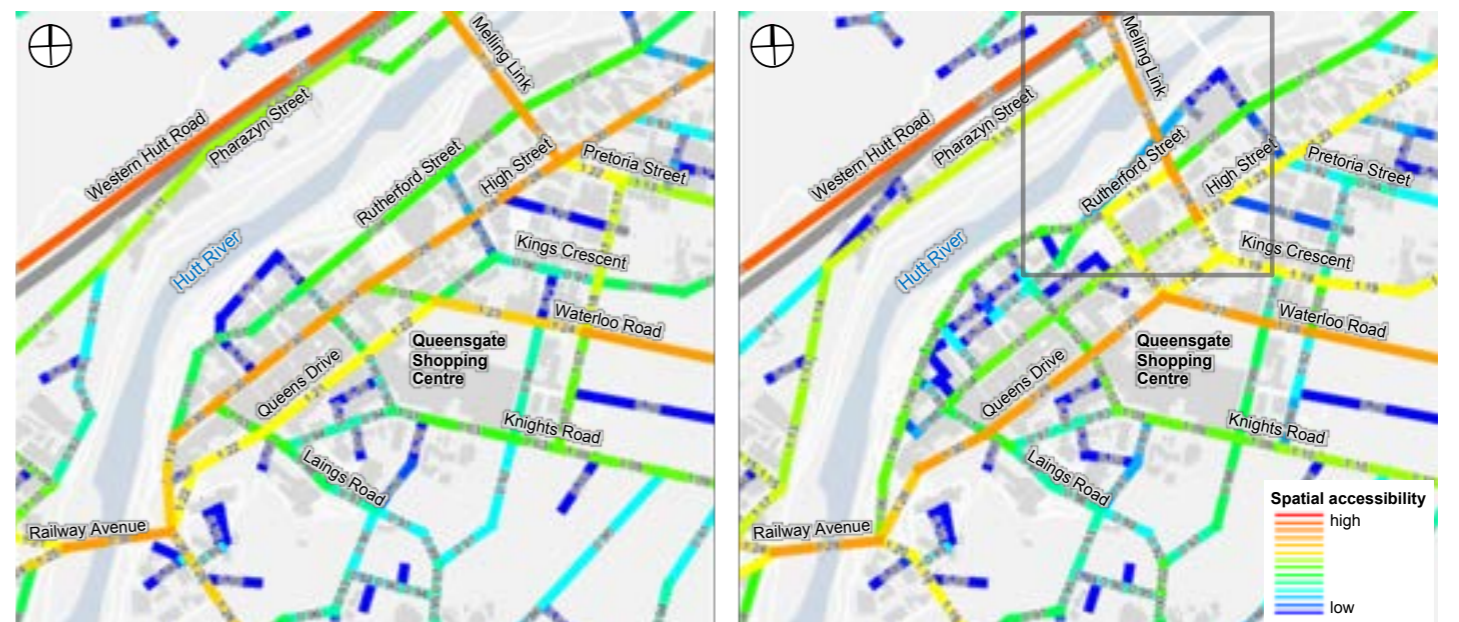


Figure 10.21: Existing central city network (Space Syntax)

Central city network with a new Melling link bridge

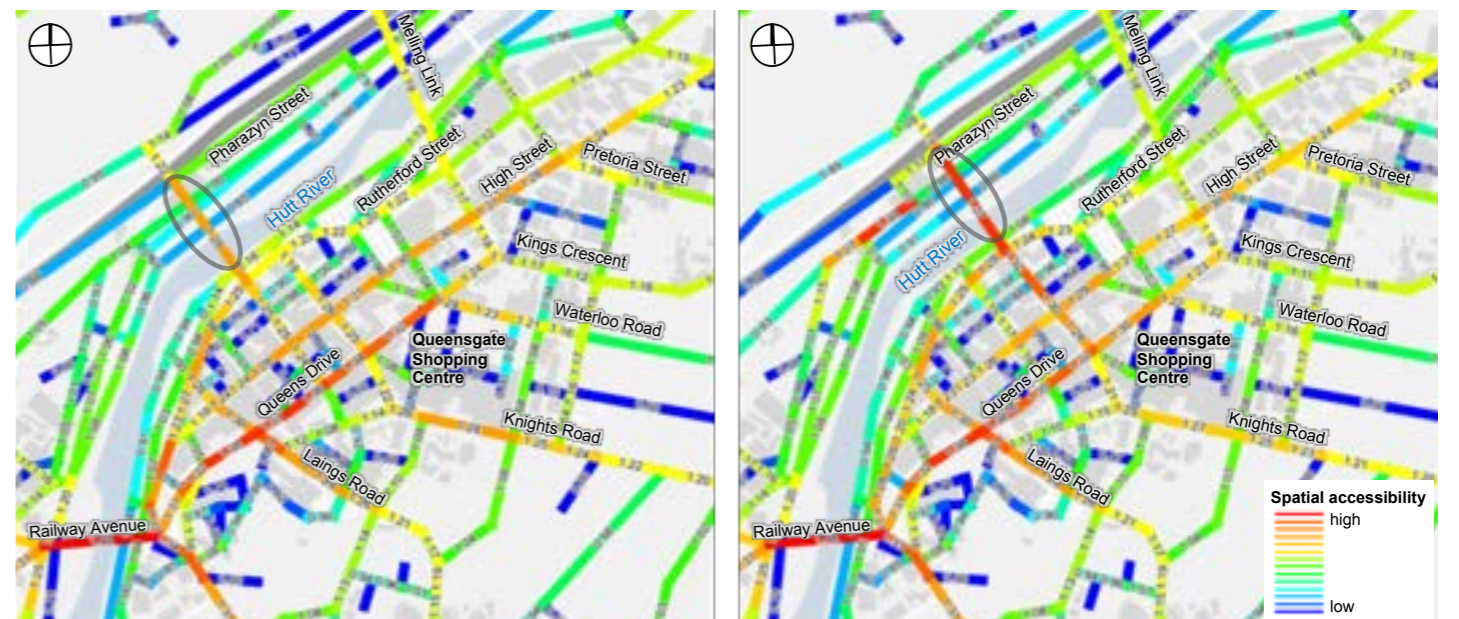


Figure 10.22: Testing a new pedestrian/cycle bridge - mid-block vs Margaret St (Space Syntax)

historic street pattern (which favours High Street) and a contemporary street pattern (which favours Queens Drive)

- A new Melling Bridge on a Queens Drive alignment provides some increase in accessibility to High Street, but the improvement occurs north of Margaret Street, i.e. not in the more problematic and critical southern section of the street
- A new Melling Bridge on a Queens Drive alignment helps to increase accessibility along a circuit of streets in the central city, i.e. Queens Drive, Laings Road (extended to Riverlink Promenade), the promenade itself and finally Margaret Street. This circuit which effectively frames the “Old City” suggests that the stop bank promenade will be activated by pedestrians. However, because the Space Syntax study did not look at land use, no conclusion can be drawn about actual volumes of foot traffic on the promenade
- Placed in a mid-block location between Margaret and Andrews, a new footbridge would be “warm” i.e. sufficiently connected to attract significant numbers of pedestrians. However, the footbridge would be “hot” – i.e. significantly more likely to be used – if aligned with Margaret Street. In other words, the Space Syntax study provided strong support for a new footbridge that adjoins the western end of Margaret Street. This finding also supports the notion of a Margaret Street / Bunny Street pedestrian east-west “axis” that complements the north-south “spine” of Queens Drive.
- When a new vehicle bridge is aligned with Queens Drive and a new footbridge is aligned with Margaret Street, Queens Drive and Margaret Street feature prominently has highly accessible north-south and

east-west axes within the central city. In this location, the new footbridge produces a slight reduction in connectivity on the “circuit” described above. However, connectivity is improved throughout the core area (or “Old City”) as a whole. Although this result is encouraging, it should be treated with caution because modelling did not include an additional east-west lane within the Old City (as proposed within the Transformation Plan)

- Adding a vehicle route along the stop bank promenade has relatively little effect on the rest of the street network. In other words, the promenade route would attract relatively few vehicles. This means there is little risk that the promenade would become a through-route or a “rat run”. However, there are insufficient benefits to justify the cost and the disruption to existing movement patterns. Indeed, the study showed that several other factors are more important for increasing connectivity within the central city. These factors are:
  - Aligning the new Melling Bridge with Queens Drive
  - Extending Laings Road to meet the stop bank promenade
  - Positioning the proposed footbridge at Margaret Street
  - Introducing a second footbridge on a Laings Road alignment
- The greatest impact on city street connectivity is the introduction of more frequent east-west routes
- Removing vehicular traffic from High Street has relatively little effect on the rest of the street network. This means that High Street is not a critical route for

cars in central Lower Hutt. Moreover, because there is no benefit from extending High Street south to meet Riverlink Promenade, it is feasible to stop High Street at (an extended) Laings Road

- Introducing a second footbridge aligned with an extension of Laings Road produces a significant increase in accessibility with the core area i.e. the “Old City”. The prospect of a second footbridge has implications for the location of the new train station. There may be benefits in locating the station further south, i.e. between the two footbridges. This more southern location would also provide more developable land around the train station
- Extending Waterloo Road west to meet Margaret Street produces a significant increase in connectivity within core area streets. However, as far as High Street is concerned, most of these benefits occur north of Margaret Street. For this reason, an extension of Waterloo Road might only be worthwhile if there is need to increase the size of the walkable core. An extension of Waterloo Road on its current alignment produces several awkwardly shaped intersections that are difficult to cross on foot. On this trajectory, an extension could also help to marginalise Queensgate within the central city. (It should be noted that Space Syntax did not test the realigned and extended Waterloo Road depicted in the Transformation Plan drawing.)
- Laings Road is very important in the pedestrian connectivity model (i.e. for local journeys) but is not especially important in the vehicular connectivity model (i.e. for non-local journeys)

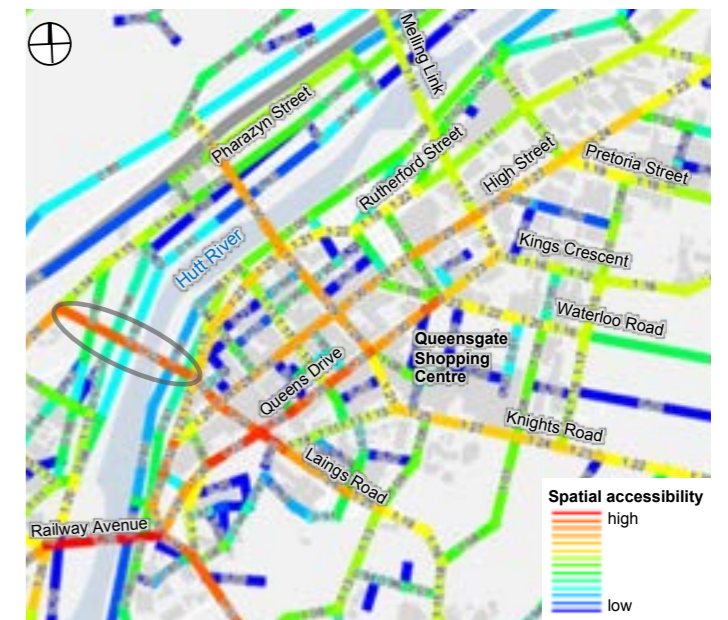


Figure 10.23: Testing benefits of a new Laings Road pedestrian/cycle bridge (Space Syntax)

## 10.11 Building Heights

Consideration of building height is important for any city to maintain view corridors and a human scale where possible, while at the same time encouraging greater intensity and offering more attractive development opportunities.

All new developments should be respectful of their context and the potential effects on surrounding buildings. This is particularly salient for existing residential areas to the eastern city centre fringe. In such locations any increase in building height is limited to 10m ensuring a maximum 3rd interface with adjacent housing (8m ODP height limit). Considering the general character and desired townscape of the centre and associated building types is also important and the proposed heights plan looks to define a taller 30m core area reducing to 18m along the new urban riverfront.

Building height within the city centre is of such importance that it is proposed that a separate Buildings Heights Strategy is developed in the near future, based on 3D modelling of the centre.

At present, Lower Hutt city centre is a predominantly a low-rise environment with only select taller buildings such as at the cnr of Bunny Street / Queens Drive, at the western end of Daly Street, and at other limited locations. By and large these buildings sit back from a lower scale street frontage that assists with their integration into the street. The approach of maintaining a maximum street frontage of 18m (4-5 storeys) but allowing taller buildings

set back above a podium will ensure a human scale city centre is consistently achieved.

A long-term objective of the masterplan is to see the more intimate and 'human scale' pattern of streets and spaces maintained and further established within the city centre. The removal of out-of-scale or poor quality buildings (as identified in the streetscape survey at Part 1) that are at the end of their economic life is anticipated.

It is important to protect key views both into and out of the city centre. The streetscape survey identifies the importance of strong visual connections to the eastern and western Hutt hills. Such views in and around the centre that aid navigation and give the centre its unique Hutt valley identity. These views should be subject to careful and detailed study before a Building Heights Strategy is finalised.

The city centre's topography is essentially flat with the future Riverlink embankments introducing new visual conditions and potential barriers to river views. Therefore limiting height to 18m along the promenade (reduced from 30m in the ODP) will help to establish a more appropriate river edge scale for the city and conversely ensure that inappropriate structures do not erode the city centre's visual identity.

Figures 10.25 and 10.26 present the current (OPD) building heights provisions and the new height limits proposed by the Transformation Plan.

### Proposed Building Heights

Key features of the proposed building heights plan include:

- Limit height to 18m along river edges west and east (i.e. a reduction from 30m in the south west core area of the city centre)
- Extend the core area 30m height limit zone towards the north east to the intersection between Queens Drive and Kings Crescent
- Increase height at Queensgate from 18m to 30m but retain 18m towards eastern edge to address the interface with new housing
- Increase the east side of Cornwall Street and south side of Knights Rd from 8m to 10m (limited to a narrow single lot depth strip)
- Lower the north edge of Dudley Street from 30m to 18m and introduce an 8m street frontage control throughout the core
- Generally maintain an 18m height around Civic Gardens / southern gateway (reducing height from 30m on the block north of Knights Road)
- Increase the height of the 'civic extension' area (north of Laings Road) from 8m to 18m
- Generally raise the northern commercial area from 12m to 18m but retain a 12m buffer to eastern edges



Figure 10.24: District Plan Height Controls

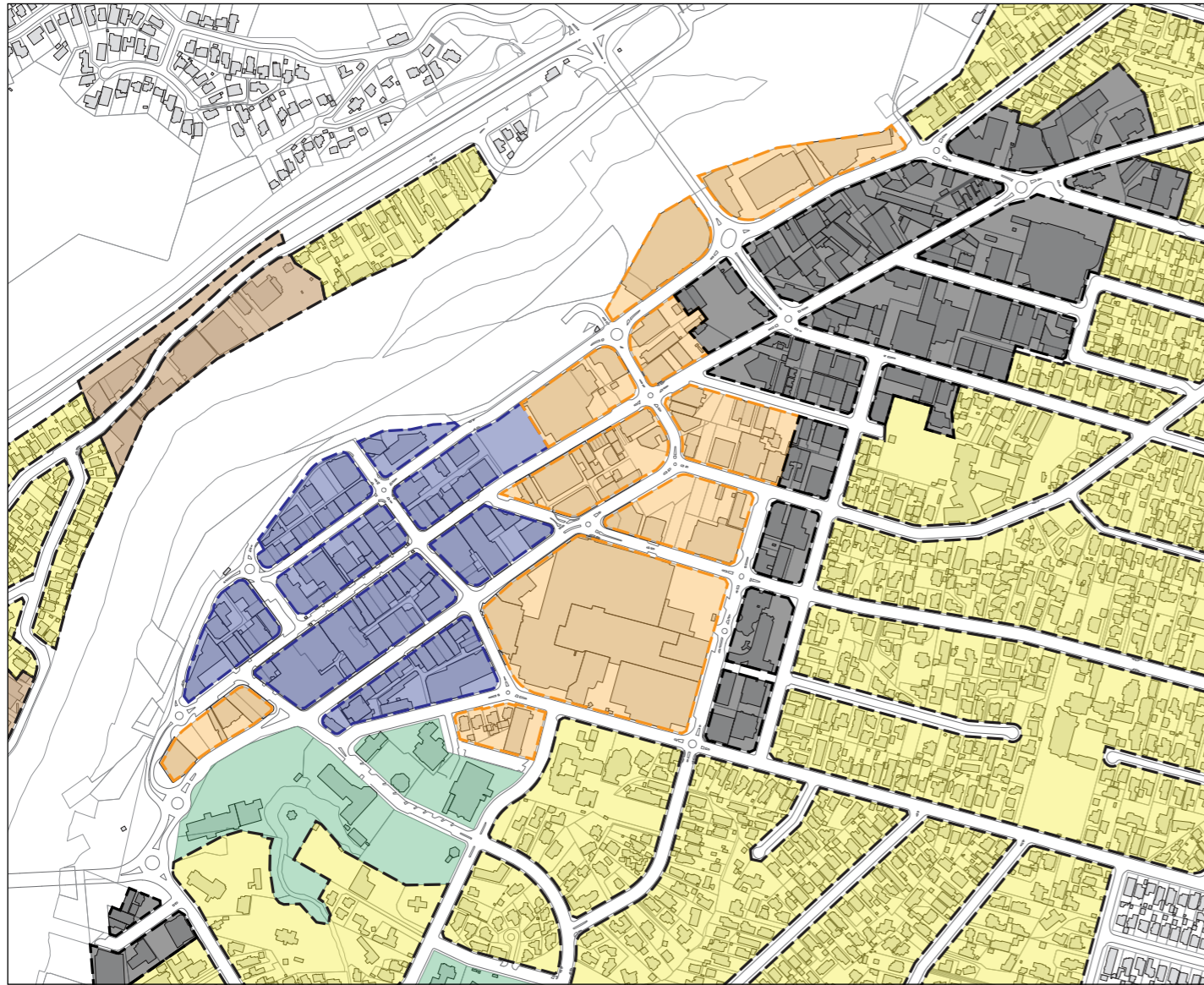
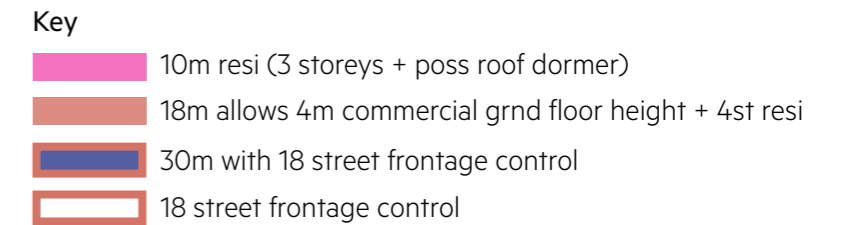


Figure 10.25: District Plan Height Controls



Figure 10.26: Proposed Building Heights



# 11 Residential Intensification

## 11.1 Overview

Lower Hutt city centre has the potential to dramatically reposition itself as a vibrant location for inner city living. Introducing housing into the centre not only contributes towards the requirements for growth set out in the council's Urban Growth Strategy, but is a key mechanism to drive regeneration and to offer highly sustainable locations for growth.

The Transformation Plan has developed a range of proposals for housing as shown on Figure 11.1 and these are fully described throughout section 11. Five general locations are identified representing different types of housing opportunity and delivering specific outcomes sought by the Transformation Plan. For example low scale townhouse type housing along Cornwall Street is intended to address the transition between the city centre and existing suburban areas to the eastern fringe of the city centre. The key attributes and outcomes anticipated for each housing proposal are described, and select areas are tested to understand the potential development yield.

The five housing opportunities are:

- The Residential Frame
- The Residential Fringe
- Riverfront housing
- North Central housing
- Centre West housing

Assumptions of residential development types and densities relative to sites have been made to determine the potential for intensification. In general a multi-unit (medium density) outcome is envisaged that comprises either apartment or townhouse typologies. Apartment sizes vary from 1 to 3 bedroom units while town houses (in terraced or semi-detached configurations) range from 2 to 3 storeys. In reality a more nuanced outcome would result with a greater mix, however for the purposes of this study, and the scale of the study area, the approach is simplified.

Intensification for Cornwall Street (east) has been assumed to occur over time as the lower density, detached dwelling stock transitions to higher density forms.



Figure 11.1: Residential intensification strategy

## 11.2 The Residential Frame

### Overview

Residential development within the city centre offers excellent prospects to stimulate investment and economic growth. The Transformation Plan proposes a 'frame' of residential development as part of a mixed use approach that connects the eastern suburban housing areas to the river front and activates and connects the Civic Centre area to the city's retail core. Housing in the frame will generate higher levels of foot traffic and will support the intense urban experience sought for the central city's core area.

High-density central-city apartments and terraced townhouse types will provide Lower Hutt residents with additional lifestyle choices. This form of housing will also help the city to meet its population targets whilst protecting the high amenity characteristics of the leafy suburbs to the east.

### Location

Some sites within the frame will have views over the river, the Civic Centre and Riddiford Gardens. More peripheral sites will offer proximity to high-value traditional neighbourhoods and good schools. All proposed housing areas are well-placed for public transport, recreational open space and the wide range of city centre services. In general, surplus commercial land is envisaged for redevelopment around a consolidated urban core including the inclusion of residential accommodation in any future redevelopment of Queensgate.

### Issues and mitigation of adverse effects

Commercial activity is anticipated to occur within mixed-use developments that includes apartments on its upper levels. Comprehensively designed and planned areas will allow conflicts in amenity to be addressed. Housing to the western edge of Cornwall Street is controlled to ensure a consistent streetscape is achieved.

1



Figure 11.2: The Residential Frame

2



Figure 11.3: The Residential Fringe

## 11.3 The Residential Fringe

### Overview

The Transformation Plan has identified the relationship between the city centre and immediately adjoining traditional 'leafy' suburban areas to the east of the centre as an issue to be addressed. Current character along Cornwall Street is discordant and the quality of the eastern suburban housing is undermined by the juxtaposition with the low quality commercial environment opposite. Further, the discordant character of Cornwall Street creates a barrier to integration between housing and the city centre.

### Location

The Transformation Plan proposes a 'fringe' of residential development along the eastern edge of Cornwall Street but extending approximately one lot depth as part of the strategy to create a more coherent streetscape and to establish a more comfortable scale relationship to adjoining suburban zone areas. Housing in the fringe will form a more resolved, urban street edge that creates an appropriate transitional zone with the city centre. Sites within the fringe will benefit from the borrowed amenity of adjoining traditional housing and are well-placed for public transport, recreational open space and a wide range of services.

### Issues and mitigation of adverse effects

Terraced townhouses and low scale, fine grain apartment types with a 10m max height will ensure adverse effects with adjoining housing are minimised and positive relationships created. Limitation of the fringe zone to, generally, a single lot depth will ensure continuity of the eastern housing leafy character.



## 11.4 Riverfront Housing

### Overview

Riverlink plans identify a new, inhabited urban edge to the river. This approach lends support to the wider Transformation Plan's intention to create an active promenade that optimises the privileged position of views and access onto the river corridor, and a place that is well connected back into the city centre street network. New housing will also form connections with the Residential Frame allowing residential areas to connect with one another, an important 'best practice' masterplanning outcome. To ensure a long activity period and a publicly inviting river edge, new housing will be delivered in a mixed use form with commercial retail or small office space at ground (promenade) level.

### Location

The Transformation Plan proposes a river front residential development in a mixed use format along the promenade edge to the river and to the area defined as the southern gateway to the city centre. As part of the Plan's strategy to consolidate and contract the core commercial heart of the city, the peripheral commercial sites at the southern gateway are intended to transition to residential activity. Housing along the riverfront and gateway will benefit from proximity to public transport, recreational open space and the wide range of city centre services.

### Issues and mitigation of adverse effects

High-density, mixed use apartment types with an 18m max height will ensure a human scale outcome along the promenade with a vibrant ground level. Adverse effects with adjoining city commercial areas are mitigated by orienting housing towards the river and ensuring development is comprehensively designed and planned.

3



Figure 11.4: Riverfront Housing

4



Figure 11.5: North Central Housing

## 11.5 North Central Housing

### Overview

Residential development within the city centre is anticipated to grow and intensify over time, with surplus commercial land transitioning to higher density mixed use forms. In the longer term, once Riverlink and the Residential Frame are established and land values increase, the Transformation Plan anticipates the 'North Central' area to include residential activity as sites become available. Housing in North Central will help to diversify the area, generate longer activity periods, create higher quality streetscapes and offer housing and footfall to support local businesses.

A wide range of housing types are envisaged though most likely apartments and other multi-unit types will prevail making efficient use of inner city locations.

### Location

Some sites within North Central will have views over the river or benefit from proximity to eastern suburban areas while others will rely on the proposed streetscape upgrades to offer streets settings as primary outlook and amenity. As with the Residential Frame, all proposed housing areas are well-placed for public transport, recreational open space and the wide range of city centre services.

### Issues and mitigation of adverse effects

Existing Commercial / industrial activity and the relatively low-grade streetscapes that currently exist will provide a challenging environment for housing in the short and medium term. Therefore comprehensive planning (at the wider street and block level) for the longer term will be required to establish an appropriate and desirable level of amenity for any new residential mixed use area to succeed.

## 11.6 Centre West Housing and Melling

### Overview

Riverlink anticipates significant change to the west bank of the river facilitating new road and rail infrastructure with earthworks to raise ground levels to top of stop bank heights. To integrate with these plans the Transformation Plan proposes a new Centre West neighbourhood of mixed use but predominantly residential development. New housing will optimise views towards the river and the city beyond with excellent connections via the three new bridges (Melling link bridge, Margaret Street pedestrian/cycle bridge and Laings Road pedestrian/cycle bridge) and direct access into the river corridor itself. The Melling area will have greater accessibility to the centre once the new Laings Road bridge is constructed. This is likely to drive significant change across the Melling area, prompted by the development at Centre West.

### Location

Centre West offers a high quality river front setting ideal for new housing and serviced by a relocated Melling Station, potentially renamed 'Hutt Central Station'. A new street running alongside the stop bank will provide strategic access onto SH2 with links into the city as well as local access for the development. New higher density housing along the western riverfront will help to reposition the river at the centre of the city rather than the periphery. Melling is also likely to benefit from better connections to the centre via the Laings Road bridge with low density housing and low value commercial uses transitioning to higher density outcomes.

### Issues and mitigation of adverse effects

Adverse effects with the adjoining railway and SH2 will

be addressed through comprehensive planning, planted buffer spaces and orientation of any new residential development towards the river. To the northeast corner at the planned Melling interchange a predominantly commercial development is envisaged with any residential set a block back from this busy intersection. Incorporation of a circa 400 space park & ride facility will be integrated into Centre West through structured parking beneath new development. The new station is integrated with mixed use development ensuring a safe, overlooked and active station environment is created.

The Centre West plan would deliver some 60,900sq.m (GFA), providing circa 540 apartments and 17,700 of commercial accommodation including the station.

In the longer term, Melling may experience intensification through rear infill and site assembly for larger multi-unit development. Existing light industrial commercial activities that are poorly compatible with quality environments may transition into higher value mixed use forms of development, resolving issues of character as can be seen along Leary Street.

The Melling area could deliver some 13.8Ha gross site area, potentially yielding circa 1800 new dwellings if substantially redeveloped, though this is unlikely.

5



Figure 11.6: Centre West Housing



Figure 11.7: Centre West development blocks assessment



Figure 11.8: Melling - potential future intensification

## 11.7 Cornwall Street Testing

### Context

Located around the mid-point of Cornwall Street, the block is bounded by Cornwall Street to the east, Bloomfield Terrace to the west, Kings Crescent to the north, and Waterloo Road to the south.

The current buildings on the site are low level (generally 2-4 storey) commercial and abruptly transition into purely residential development to the east. This results in an asymmetric street, with a discordant character. Discontinuous building frontages and surface car parking further degrade the quality of the block from the street.

### Constraints (District Plan)

Current District Plan standards require development in this area to have a 3m setback from the front boundary and a 12m height limit. The District Plan envisions primarily residential development with some commercial.

### Opportunities

The Transformation Plan envisions residential intensification in this area, acting as a transition zone between the central city and the residential to the east in line with the District Plan. As discussed later in the Building Heights section, a narrow zone of 18m height limit allows greater flexibility and opportunity for mixed use development, while across Cornwall Street a 10m limit for the first lot depth allows for infill and targeted re-development in a tightly controlled area to create an appropriate relationship to the eastern suburbs.

### Approach and Outcome

The block is developed in a comprehensive manner, focussing on residential dwellings, with a small amount of interchangeable commercial and retail at ground along Bloomfield Tce. Residential apartment blocks with a 'podium' of parking and commercial activity frame the western side of the block. A mixture of two and three storey terraced houses make up the remainder of the site, with shared access and landscaping. Areas of raised gardens and balconies provide activation to the street and additional residential amenity for occupants.

The height limit proposed in the Transformation Plan has been applied and all buildings fall within these limits. The scheme contravenes the District Plan's 3m setback, aiming for a more urban character to the street.

This block achieves a much higher density than the surrounding residential neighbourhood while providing a more gradual and comfortable transition from the central city to the residential eastern suburbs. Smaller terraced houses produce a residential character and form, appropriate for the location.



Figure 11.9: Cornwall Street District Plan controls



Existing views of the Cornwall Street area

## Residential Transition Precinct

ATTRIBUTES	EXISTING CHARACTER	FUTURE CHARACTER
Uses	Predominantly commercial.	Predominantly residential with some retail and commercial in the form of mixed use developments. Home offices offer a good transition to residential neighbourhoods. Stand alone commercial buildings are not desirable.
Densities	Low	Medium
Heights	Mostly 2 storeys with some 3 to 4 storey buildings.	Mostly 3 storey buildings with a few 4 to 6 storey buildings.
Buildings façades	Generally medium to large front façades varying from 20m to greater than 60m long, large signage, low level of transparency.	Windows, balconies and verandahs facing public open space, appropriate signage and landscaping, modulated façades - projecting and recessive architectural elements.
Built form	Medium to large commercial buildings.	Townhouses, terraced houses, small scale residential apartments, mixed use apartments - stand alone commercial buildings are not desirable
Pedestrian and cycling connectivity	Mostly good with the exception of the east-west linkage barrier caused by the shopping centre.	New through-block pedestrian connections are created.
Car parking	Large surfaces of car parking fronting the streets.	Surface car parking is to be located behind the buildings and not visible from public spaces. Car parking within building structures is provided. Façades of carparking structures are treated to minimise unattractive and inactive frontages
Interface between Residential Transition Precincts and Residential Activity Area	Surface parking fronting streets, wide front setbacks, commercial use and medium to large plate buildings to the west of Cornwall St. and narrower front setbacks, stand alone houses and small plate buildings to the east of Cornwall St.	Similarities between east and west of Cornwall Street. - similar uses, similar setbacks, smaller plate forms, architectural style that relates to a "residential character".

Type	No. Dwellings	GFA
Commercial	-	1,443m <sup>2</sup>
Apartments	72	4,322m <sup>2</sup>
Townhouses 2storey	13	1,622m <sup>2</sup>
Townhouses 3storey	18	2,577m <sup>2</sup>
	<b>103</b>	<b>9,964m<sup>2</sup></b>

Total site area:	6,147m <sup>2</sup>	- 12m maximum height
Commercial footprint area:	1,439m <sup>2</sup>	- 3m front yards - residential transitional precinct
Residential footprint area:	2,015m <sup>2</sup>	- "Mostly 3 storey buildings with a few 4-6 storey buildings..."
Total footprint area:	3,377m <sup>2</sup>	
Gross Site Coverage:	56.2%	



Figure 1110: Cornwall Street masterplan testing - 3D massing

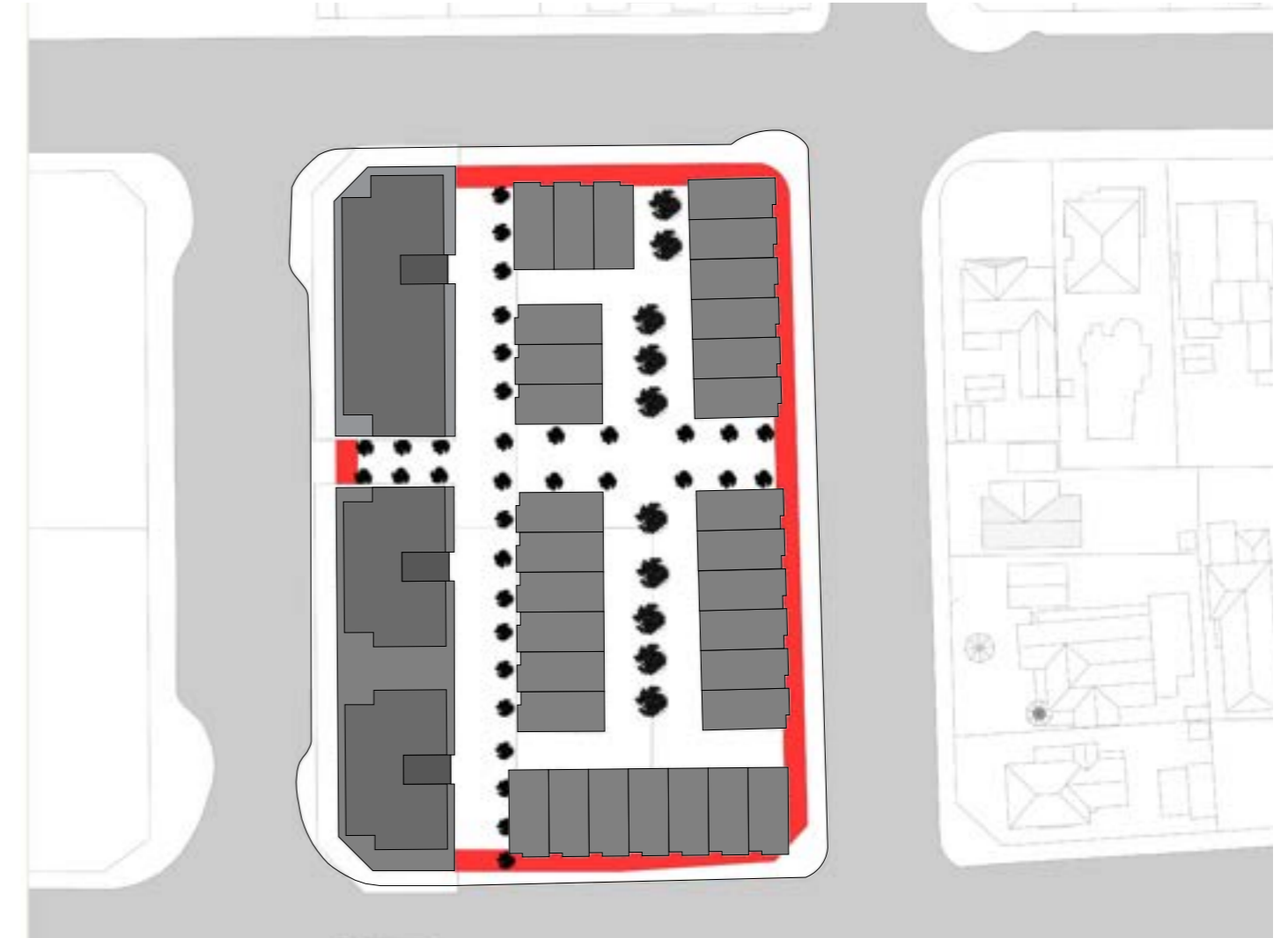


Figure 1111: Cornwall Street masterplan testing - plan

## 11.8 Rutherford Street Testing

### Context

Located along the river edge, two blocks to the north and east of the primary Riverlink development. These blocks are bounded by High Street to the south, a relocated Rutherford Street to the north, Queens Drive to the east and a new street connection to the west.

Rutherford Street currently sits at the base of the existing stopbank, creating a barrier between the site and the river and failing to optimise on any visual connection. Large format buildings and surface parking create a poor quality street environment.

### Constraints (District Plan)

Current District Plan standards in this area allow a maximum height of 18m and require new buildings to be built to the front boundary of the site, provide a verandah or pedestrian shelter for the length of the site, and have at least 60% transparent display windows. The District Plan envisions mixed use development, with modulated uses at ground level. The existing buildings and lot structure are not in line with these requirements.

### Opportunities

Redevelopment of the stopbank as part of the Riverlink project presents an opportunity for the site to connect with the river, both physically and visually. The Transformation Plan envisions primarily residential development, maximising the amenity and value of the river. Commercial

development at the south of the block connects the site with the central city.

Development in this area has the potential to address the top of stopbank level, re-aligning Rutherford Street to avoid location at the bottom of the batter.

### Approach and Outcome

The block has been developed in a comprehensive manner, utilizing the additional site area gained by relocating Rutherford Street. The scheme is primarily residential apartments, with commercial office space along the High Street edge of the site. The northern edge of the site against the river allows for a connection to the top-of-stopbank level with flexibility to allow retail, commercial or residential onto the promenade.

Residential apartment blocks with a 'podium' of parking and central communal open spaces form sub-blocks to the north of the access lane. To the south of the lane, primarily commercial buildings line High Street, providing a continuous frontage to the street.

This scheme achieves an appropriate level of intensity for a central city site, continuing the scale and character of riverfront development. More continuous street frontage and minimising of surface parking continues the character of High Street providing a better transition to the North Central area.

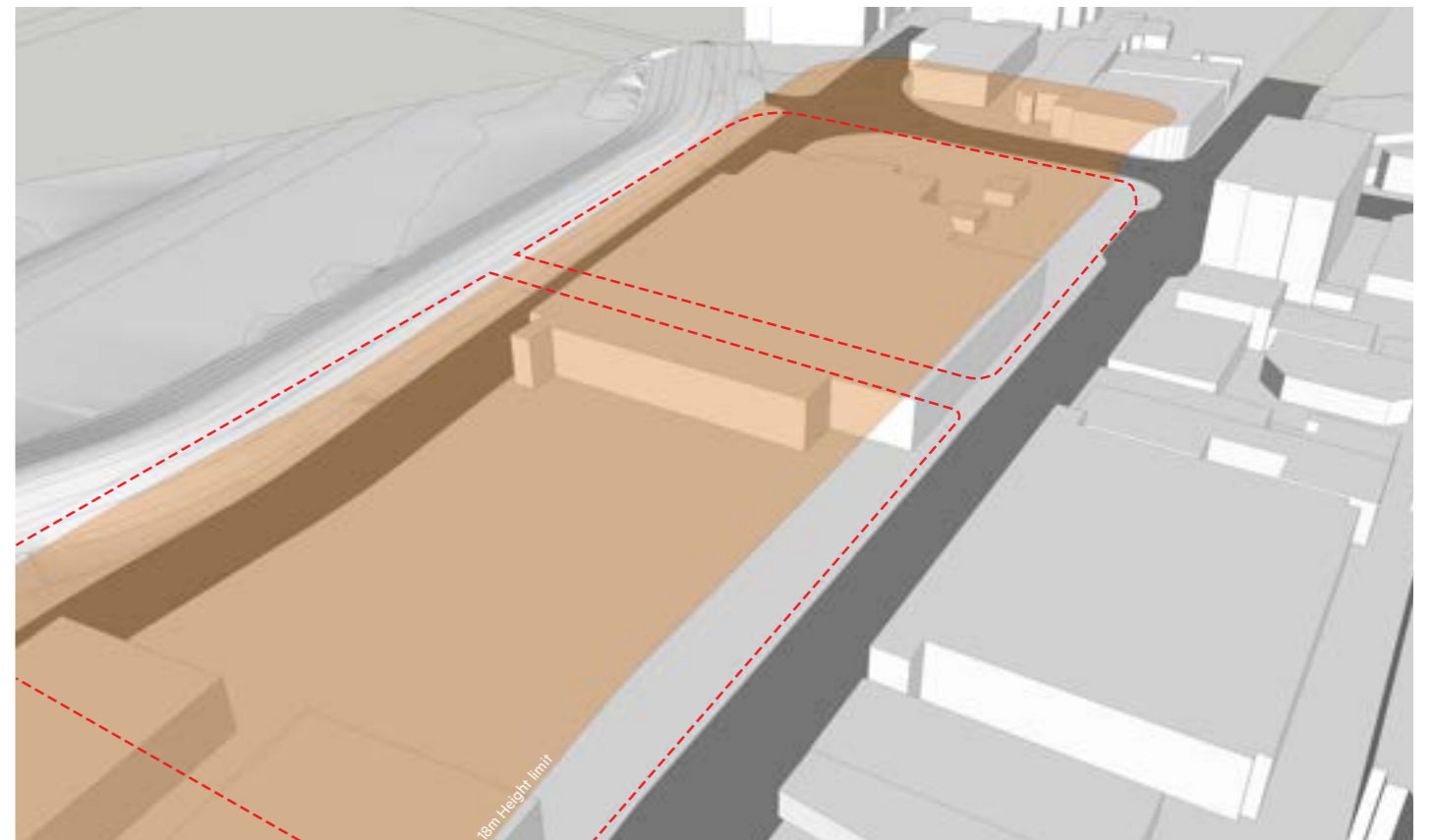


Figure 11.12: Rutherford Street District Plan controls



Existing views of the Rutherford Street area

**Core Precinct**

ATTRIBUTES	EXISTING CHARACTER	FUTURE CHARACTER
Uses	A mix of retail and commercial.	A mix of retail, commercial, residential, civic and community activities. Maximise the opportunities for residential above ground level. Residential activities are not to be located on ground floor.
Densities	Medium to Low	High
Heights	2 to 6 storeys and few buildings up to 10 storeys.	5 to 10 storeys and a few taller buildings.
Buildings façades	A range of façades varying from 5m to greater than 150m. A range of façade treatment from active street frontages, good signage sizes and sheltered paths to blank walls, large signage and inactive street frontages.	A more consistent character of small to medium frontage lengths. Façade treatment modulated at small intervals to add variety and interest to the streetscape, active street frontages and sheltered paths across the entire precinct and less signage.
Built form	From smaller scale buildings on small lots (6m x 30m) and medium lots (12m x 35m) to larger buildings on large lots (35m x 75m) and the mall (200m x 270m). Gaps on the "continuity" of the street front activities.	A small to medium scale building approach. If buildings are located on larger sites, the ground floor activity (uses) is to be modulated at smaller intervals and façade treatment of above ground level floors is to be modulated at smaller intervals. No gaps to the "continuity" of the street front activities.
Pedestrian and cycling connectivity	Good connectivity where blocks are less than 150m. Connectivity is greatly compromised where blocks are greater than 150m. The level of connectivity to the river reserve is low.	Promote better connectivity where blocks are greater than 100m by introducing pedestrian rights of way through blocks. Connectivity to the river reserve to be improved.
Car parking	Some surface car parking fronting the streets (up to 60m in length) and the shopping centre parking structure which negatively impacts and dominates parts of Queens Drive.	Surface car parking not to be visible from public spaces to be located behind the buildings. Car parking design within building structures is to pay special attention to the interface and visibility from public spaces.

Type	No. Dwellings	GFA
Commercial	-	17,060m <sup>2</sup>
Apartments	234	18,147m <sup>2</sup>
	<b>234</b>	<b>35,207m<sup>2</sup></b>

- Total site area: 20,459m<sup>2</sup>
  - Commercial footprint area: 3,412m<sup>2</sup>
  - Residential footprint area: 2,353m<sup>2</sup>
  - Total footprint area: 10,069m<sup>2</sup>
  - Gross Site Coverage: 49.2%
- 18m maximum height
  - All buildings shall be built to the front boundary of the site
  - Any parts of a building fronting a street, pedestrian mall, pedestrian walkway or other public space shall have at least 60% transparent glass display windows for the ground floor façade surface on each façade.
  - Any parts of a building fronting a road, pedestrian mall, pedestrian walkway or other public space shall have a verandah
  - Extend for full length of building and; provide continuous shelter with any adjoining veranda or ped shelter



Figure 1113: Rutherford Street masterplan testing - 3D massing



Figure 1114: Rutherford Street masterplan testing - plan

## 11.9 Knights Road Testing

### Context

The Knights Road site is located to the immediate north of the Civic Precinct and Riddiford Gardens. Bounded by Laings Road to the south, Knights Road to the south, Myrtle Street to the east, and Queens Drive to the west. A re-aligned Knights Road runs through the centre of the site.

The area is currently characterised by a disparate development pattern but anchored by The Dowse Art Museum and Square. Other existing buildings include the District Court, Telephone Exchange, and the Crooked Elm (ex i-site).

### Constraints (District Plan)

Current District Plan standards allow a mixed height limit across the site, 30m against Queens Drive (Central Commercial), 18m against Knight Road and Queensgate (Central Commercial) and 8m against Laings Road (General Recreation). Additionally, the setback requirements vary with the central commercial area requiring 3m front setbacks, except in areas identified with frontage control (north side of Knights Road between Laings and Bunny Street) where buildings are to be built to the front boundary. The District Plan also requires display windows and Verandahs in these areas.

For General Recreation Area, size controls of a max 100m<sup>2</sup> building size and 15% site coverage apply.

### Opportunities

The realignment of Knights Road allows the access and

legibility of the route around Queens Drive and Civic Precinct to be improved. Rationalising the intersection between Laings Road and Queens Drive, Knights Road provides a more direct line of sight onto the Council building and events centre reinforcing these as a landmark for the area.

New development provides additional enclosure for Dowse Square, helping to define and activate this key urban space in the city.

The extension of the laneway route from Queens Arcade links the city more directly with The Dowse and the Civic Precinct.

### Approach & Outcomes

This site is seen as an extension of the Civic Precinct and Riddiford Gardens character. New development frames and enhances the key open spaces and facilities in this part of the city, making the most of the borrowed amenity of the area.

In this proposal, the District Court has been relocated, and low-grade retail buildings are replaced by mixed-use residential / commercial products.

Residential apartment blocks above a commercial and parking podium flank the realigned Knights Road, with large areas of open space visible from the public realm.

To the south east of the block the Heritage buildings of the Telephone Exchange and the building at the corner of Queens Drive and Laings Road are enhanced with appropriate extensions allowing for adaptive re-use of the heritage fabric.

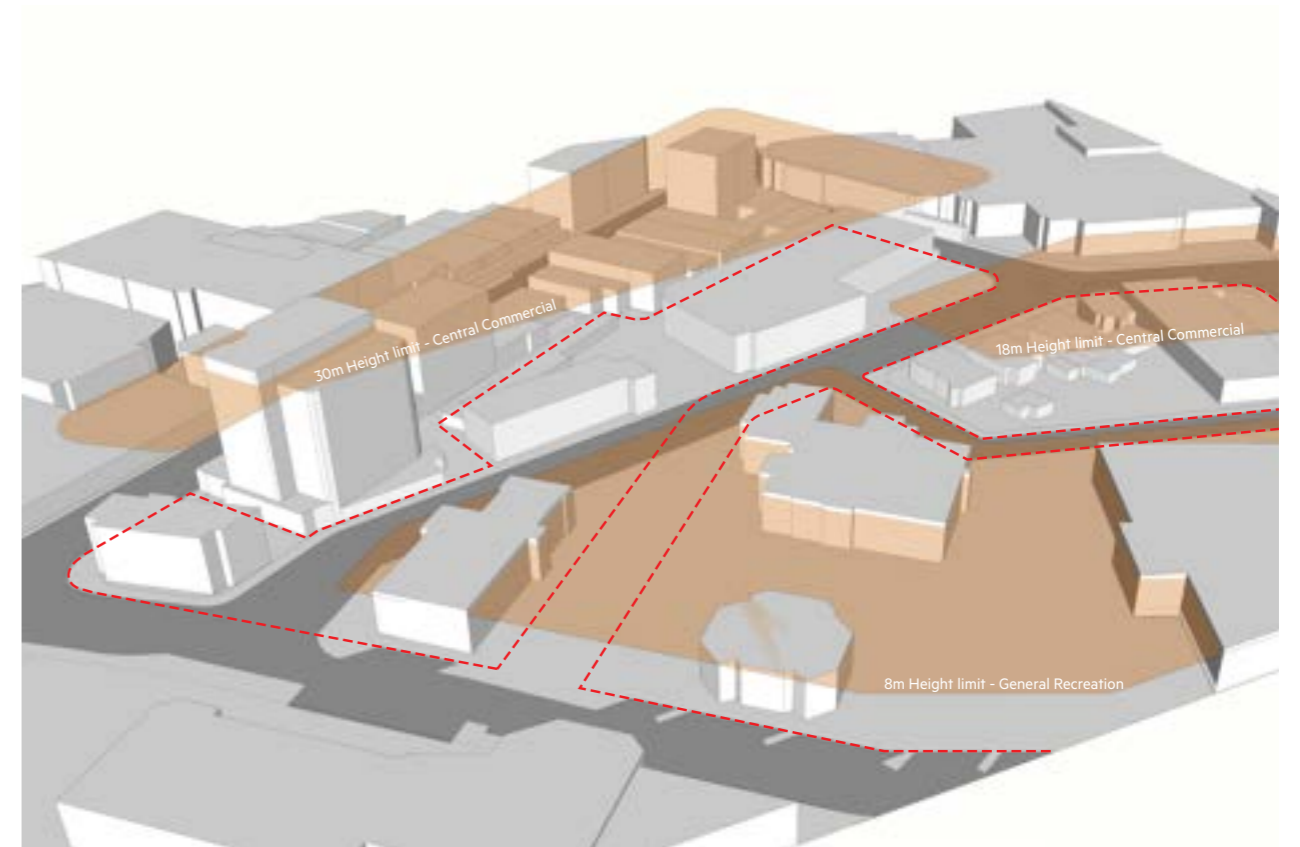


Figure 11.15: Kinghts Road District Plan controls



Existing views of the Knights Road area

**Core Precinct**

ATTRIBUTES	EXISTING CHARACTER	FUTURE CHARACTER
Uses	A mix of retail and commercial	A mix of retail, commercial, residential, civic and community activities. Maximise the opportunities for residential above ground level. Residential activities are not to be located on ground floor.
Densities	Medium to Low	High
Heights	2 to 6 storeys and few buildings up to 10 storeys	5 to 10 storeys and a few taller buildings.
Buildings façades	A range of façades varying from 5m to greater than 150m. A range of façade treatment from active street frontages, good signage sizes and sheltered paths to blank walls, large signage and inactive street frontages.	A more consistent character of small to medium frontage lengths. Façade treatment modulated at small intervals to add variety and interest to the streetscape, active street frontages and sheltered paths across the entire precinct and less signage.
Built form	From smaller scale buildings on small lots (6m x 30m) and medium lots (12m x 35m) to larger buildings on large lots (35m x 75m) and the mall (200m x 270m). Gaps on the “continuity” of the street front activities.	A small to medium scale building approach. If buildings are located on larger sites, the ground floor activity (uses) is to be modulated at smaller intervals and façade treatment of above ground level floors is to be modulated at smaller intervals. No gaps to the “continuity” of the street front activities.
Pedestrian and cycling connectivity	Good connectivity where blocks are less than 150m. Connectivity is greatly compromised where blocks are greater than 150m. The level of connectivity to the river reserve is low.	Promote better connectivity where blocks are greater than 100m by introducing pedestrian rights of way through blocks. Connectivity to the river reserve to be improved.
Car parking	Some surface car parking fronting the streets (up to 60m in length) and the shopping centre parking structure which negatively impacts and dominates parts of Queens Drive.	Surface car parking not to be visible from public spaces to be located behind the buildings. Car parking design within building structures is to pay special attention to the interface and visibility from public spaces.

Type	No. Dwellings	GFA
Commercial (including Dowse)	-	1,443m <sup>2</sup>
Apartments	495	31,510m <sup>2</sup>
Townhouses	5	750m <sup>2</sup>
	<b>500</b>	<b>33,703m<sup>2</sup></b>

Total site area: 32,230m<sup>2</sup>  
 Commercial footprint area: 3,710m<sup>2</sup>  
 Residential footprint area: 6,911m<sup>2</sup>  
 Total footprint area: 10,621m<sup>2</sup>  
 Gross Site Coverage: 32.9%

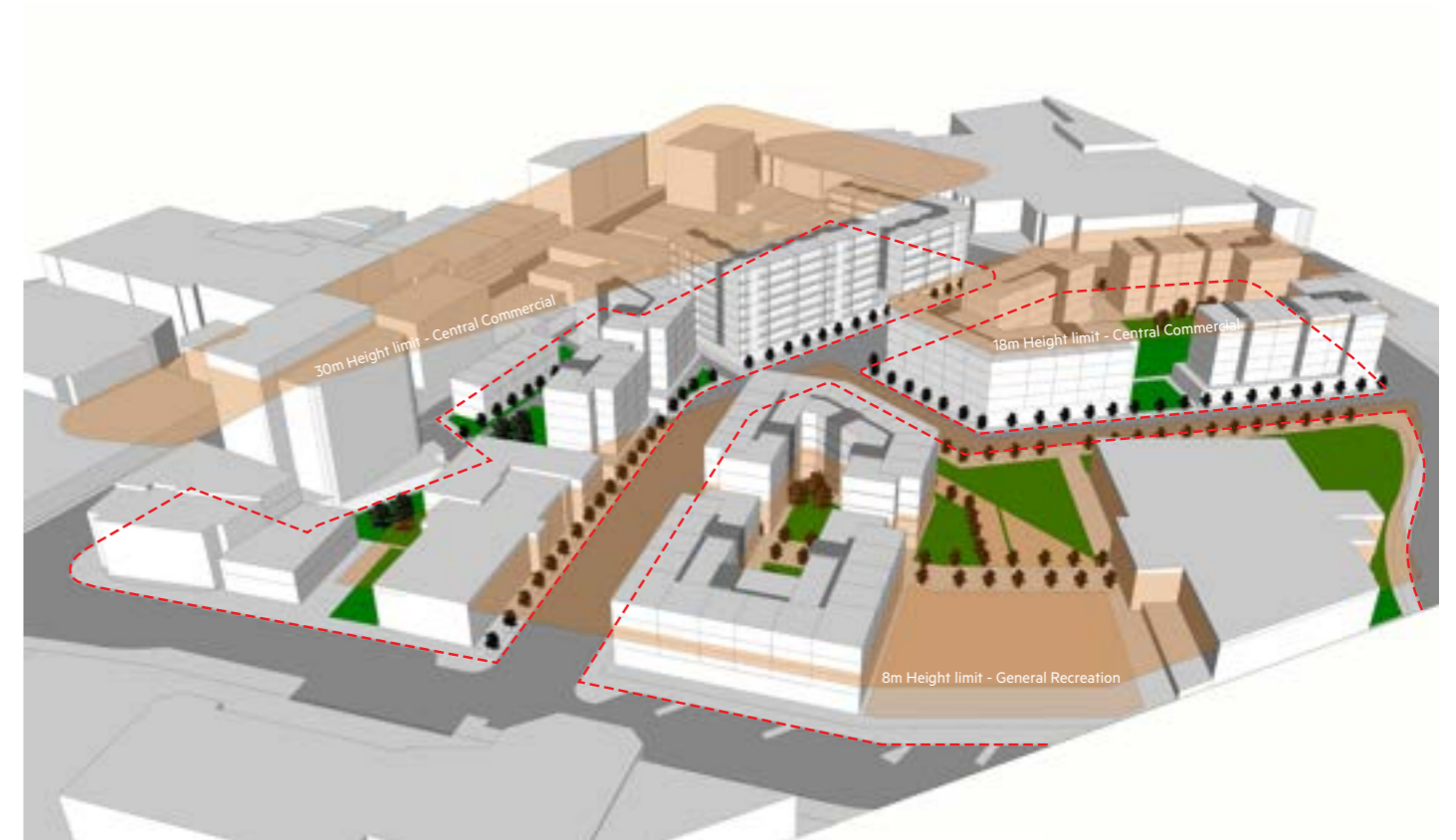


Figure 11.16: Knights Road masterplan testing - 3D massing



Figure 11.17: Knights Road masterplan testing - plan





# F MOVING FORWARD

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# 12 Project Initiatives

## 12.1 Project Initiatives Overview

Implementation of the Transformation Plan will involve many protagonists over several decades. During this period, the Plan's underlying principles should remain more or less unchanged. However, expectations will shift as social and economic conditions alter; results will be visualised differently; and desired outcomes will sometimes be achieved in unpredictable ways. To cope with the protracted and uncertain nature of the work, the Transformation Plan is divided into nine separate "initiatives":

1. Riverlink
2. Laneways
3. Queens Drive & Southern Gateway
4. East-West Streets
5. Civic Precinct Extension
6. Queensgate Quarter
7. Eastern Residential Frame
8. Centre West
9. North Central

Each initiative is realised within a discrete area and a relatively short time frame. Together, the nine initiatives show how the Plan might be completed sequentially or curtailed midway. Every intervention has integrity as a stand-alone project. However, all the initiatives are connected, and the full benefit of the transformation relies on this synergy. Some initiatives (Riverlink, Laneways) are

well understood and have a high probability of proceeding in the short-to-medium term. Others like Queens Drive and the Southern Gateway are novel but quite specific. Scope and timing are easier to predict because these interventions are tied to necessary infrastructure improvements. Some initiatives are an amalgam of smaller projects, which are likely to be realised incrementally and opportunistically. For example, East-West Streets includes such diverse outcomes as an extension to Laings Road, an enhanced pedestrian environment on Margaret Street and two all-new thoroughfares between Queensgate and the Riverlink Promenade. The most uncertain initiatives are those that affect large areas of privately owned land (Queensgate Quarter, North Central). These projects are unlikely to occur in the short term. In part, they rely on external development imperatives such as new retailing practices or significantly higher land values.



Deploying green walls along links between the city centre and the river can enhance amenity and biodiversity



The Lanes, Brighton (UK). An authentic, human scale retail setting as envisaged for Lower Hutt's 'Old City'



High quality terraced housing envisaged along Cornwall Street creating an attractive interface with the centre



Sino-Ocean Taikoo Li Chengdu (Oval Partnership). New east-west laneways will connect the centre to Riverlink



Figure 12.1: The Nine Initiatives

# Initiative 1: Riverlink



## 12.2 Riverlink

### Significance

- Riverlink is a flagship project for the Transformation Plan; it acts as a catalyst for further public and private development in the central city.
- More than any other single initiative, Riverlink has the potential to change perceptions; it creates a unique urban waterfront and helps to re-orient Lower Hutt towards the river.
- Riverlink's public-private partnerships are viewed as having a high probability of success; multi-storey riverfront apartments set a high benchmark for future residential development.
- If east-west linkages are improved, existing central city blocks can benefit from Riverlink's prestige and amenity.

### Existing Conditions

- The stop bank introduces a barrier between the river and the central city.
- Urban development "turns its back" on the Hutt's biggest recreational asset; few central city streets provide any indication of the river's proximity.
- The stop bank and the wider river corridor ignore the unique conditions of the central city; riparian landscape is monotonous and fails to meet contemporary expectations for amenity and ecological repair.
- The river's principal contribution to downtown character is an almost continuous canopy of foliage; this merges with the bush-clad Western Hills to create a backdrop.

### Opportunities

- Flood protection requires the stop banks to be raised and reconfigured; a new riverfront promenade can be leveraged off this infrastructure project.
- Hutt people would like to see improvements in the river's ecology and a wider range of water-related cultural or recreational activities.
- LHCC has been preparing for Riverlink for almost a decade; the City Council owns several properties along Daly Street and seeks private-sector partners who will redevelop these sites as prime waterfront real estate.
- If Riverlink becomes a popular destination, it will complement Queensgate and increase foot traffic through the city's core.

### Proposal

- Create a high-quality public promenade along the top of the stop bank; stage construction, commencing with the section between Andrews Avenue and Margaret Street.
- Incentivise redevelopment of Daly Street properties, allowing new construction to bridge across the existing right-of-way and establish a frontage on the promenade.
- Provide physical and visual connections to all east-west streets and lanes.
- Animate the riverfront with a programme of managed public events; orient these towards cultural identity and active water-based recreation.

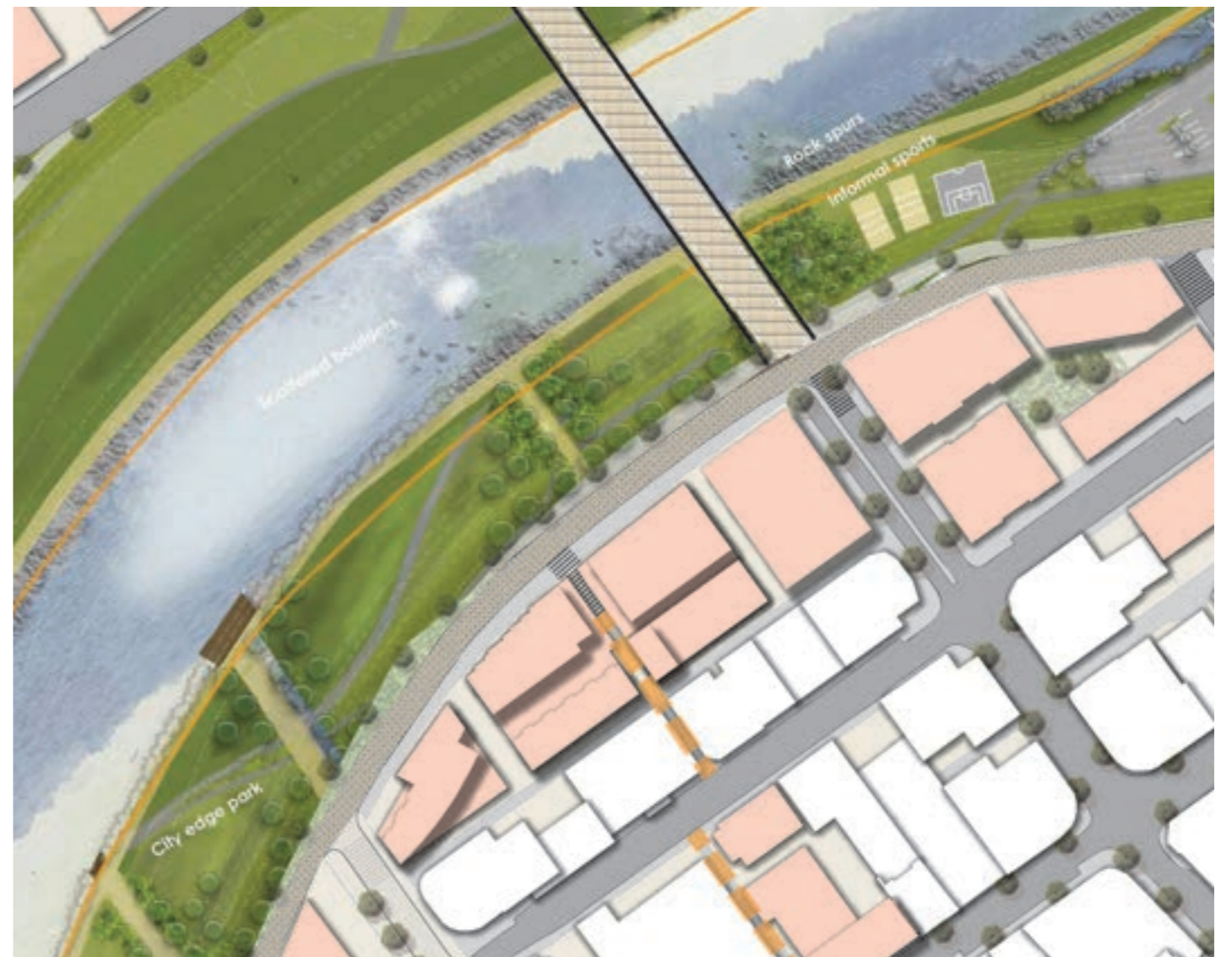


Figure 12.2: Initiative 1 - Riverlink

# Initiative 2: Laneways



Figure 12.3: Initiative 2 - Laneways

## 12.3 Laneways

### Significance

- Mid-block lanes and arcades are a distinctive feature of central Lower Hutt; they offer an authentic urban experience that differs from conventional city streets and indoor shopping malls.
- Some lanes run east-west, providing useful cross-town connectivity; routes like Queens Arcade substitute for “missing” streets in the central city grid.
- Lanes and arcades access rear sites, providing deep central city lots with a second frontage; permeability increases flexibility, allowing large retail premises to be subdivided into smaller tenancies.
- Informal “back-door” locations are well suited to some food and beverage operations, especially those that belong to a local craft-based economy.

### Existing Conditions

- Lower Hutt’s lanes do not form a viable movement network; connections are weak, key links are absent and - as a consequence - foot traffic remains low.
- Poor quality “lane-scape” discourages use of the pathways and limits their contribution to the public realm; there is no coherent strategy for paving and street furniture - neither a recognisable city-wide palette, nor a deliberately distinctive aesthetic for each route.
- With the exception of Queens Arcade, the lanes have few active frontages; the resulting blank walls are devoid of visual interest - they also lack mid-block destinations or the reassuring presence of other people.

### Opportunities

- Mid-block laneways support the concept of the “Old City” - a fine-grained pedestrian-oriented precinct occupied by “indie” retailers and small businesses.
- With only modest extensions, the lane network can reach from the Riverlink Promenade to Dowse Square.
- As a chain of small enclosed spaces, the lanes can host temporary events and installations; laneway art can be more edgy because it is not part of a conventional commercial environment.
- Using existing lanes as precedents, mid-block paths and open spaces can become a feature of the comprehensive redevelopment that occurs north of Margaret Street.
- Individual lanes are receptive to specific cultural or environment themes, e.g. ethnic foods, green walls.

### Proposal

- Connect the existing sequence of lanes directly to the Riverlink Promenade; give the route a visible presence on the city’s new waterfront.
- Introduce a lane between Queens Drive and a realigned Knights Road; link the new route visually and physically to Dowse Square and the Civic Precinct.
- Replace existing paving and street furniture with higher quality materials, details and components; base designs on a comprehensive “lane-scape” strategy.
- Encourage adjacent building owners to open secondary frontages; create an address by giving each lane a name and signaling this clearly on the flanking cross streets.

# Initiative 3: Queens Drive and Southern Gateway



## 12.4 Queens Drive and Southern Gateway

### Significance

- Queens Drive is a key component of the Transformation Plan; as Lower Hutt's "north-south" urban spine, this route defines the uppermost tier of a character-based street hierarchy.
- Queen's Drive's primacy results from its importance as a destination rather than its role as a thoroughfare; traffic volumes and speed-of-travel are less significant than the intensity of activity and a strong sense of arrival.
- Legibility is maximised if Queens Drive has direct connections to both road bridges; the river crossings place a memorable gateway at each end of the street.
- Arrival from the eastern side of the valley is a more muted experience; however, visitors know they have reached the centre when they cross or join the spine.

### Existing Conditions

- Historically, High Street was Lower Hutt's most important thoroughfare; this status began to erode after Queens Drive was built and Ewen Bridge redirected.
- Existing gateways are disorienting; the Ewen Bridge lands motorists in a tangle of roundabouts, while the Melling Bridge leads to a confusing series of dog-legs.
- Southern High Street has suffered a decline in commercial activity; a new hotel is welcome, but there is little prospect of major retail development.
- South of Laings Road, High Street's commercial blocks diminish in depth and fail to establish a positive frontage along Queens Drive or the river.

### Opportunities

- The new Melling Bridge ends confusion for motorists entering the central city from SH2; for the first time, Queens Drive is more significant than High Street, and Lower Hutt no longer has rival "main streets".
- As central Lower Hutt's most connected street, Queens Drive offers a genuine "urban spine": it becomes the go-to place for information, public transport and a downtown "buzz".
- Relieved of "main street" connotations, High Street is more receptive to pedestrians and managed events. Displacement of the Western Access Route to Pharazyn Street and Marsden Street allows the southern approach to the central city to be simplified; the benefits are maximised if High Street stops at Laings Road.

### Proposal

- The new Melling Bridge connects directly with Queens Drive; from all directions, this street provides an unambiguous sense of arrival at the centre.
- From end to end, Queens Drive has a single high-quality streetscape treatment; regularly-spaced trees transform the route into a city boulevard.
- Cars, buses and pedestrians mix in a low-speed multi-model corridor; vehicular travel is slow but direct.
- High Street stops at Laings Road, allowing consolidation of open spaces and/or development sites.
- The Ewen Bridge roundabout is replaced by a signalised intersection, releasing more land for parks or buildings.



Figure 12.4: Initiative 3 - Queens Drive and Southern Gateway

# Initiative 4: East-West Streets

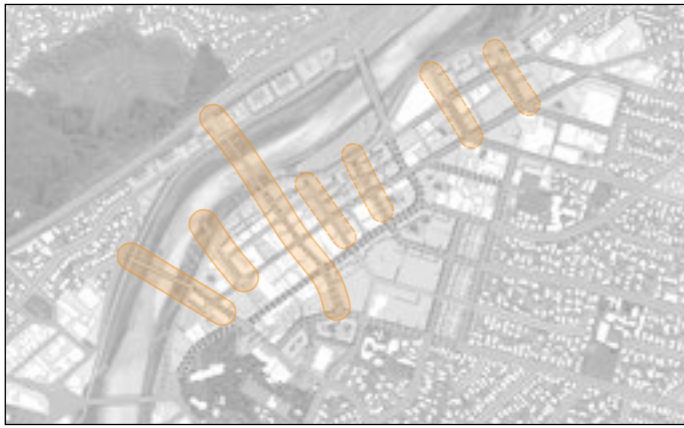


Figure 12.5: Initiative 4 - East-West Streets

## 12.5 East-West Streets

### Significance

- Riverlink re-orientes the central city towards attractive destinations along the river corridor; this “pivot” increases the importance of east-west connectivity.
- Transverse “cross-town” links are essential for sharing the benefits of riverfront development with inland locations, especially the blocks on either side of High Street.
- Additional streets and smaller city blocks contribute to a pedestrian-oriented environment; subdivision also supports higher density and a fine-grained urban fabric that is conducive to small business.
- Small city blocks are well-suited to apartment buildings; the new streets help to bring sun and outlook to every residential unit.

### Existing Conditions

- Many of central city blocks are elongated in a north-south direction; this street layout hinders east-west connectivity and is particularly unsuited to pedestrians.
- Different street layouts have evolved on either side of the High Street/Queens Drive corridor; typically, there is little physical or visual connectivity from east to west across this north-south commercial spine.
- Some key links are missing, e.g. that between Andrews Avenue and Queens Drive.
- Existing east-west routes are diverse in nature; they range from full-sized streets like Laings Road and Margaret Street to lanes and informal pathways.

### Opportunities

- A new pedestrian and cycle bridge effectively extends Margaret Street across the river a relocated train station.
- Elongated central city blocks are subdivided to form a more permeable fine-grained street grid.
- New cross-town routes increase the connectivity of High Street and Queens Drive.
- A new street layout simplifies the relationship between Lower Hutt’s intersecting planning grids.
- Several east-west routes make a strong overture to Queensgate; the new street layout places direct links to Riverlink at the shopping centre’s front door.
- New and upgraded rights-of-way introduce more vegetation to the central city; Lower Hutt’s leafy streets no longer stop at the margins of the central city.

### Proposal

- Continue Laings Road beyond High Street to meet the Riverlink Promenade; extend the line of travel across the river as a new pedestrian and cycle bridge.
- Continue Andrews Avenue beyond High Street to meet Queens Drive; treat the extension as a narrow shared street or fully pedestrianised lane.
- Upgrade Margaret Street and Bunny Street to become a pedestrian-friendly east-west axis; from end to end, introduce a single high-quality streetscape treatment.
- Extend existing east-west streets towards the river; where possible, ensure the new thoroughfares cross Queens Drive and High street at right angles.



# Initiative 5: Civic Precinct Extension



12.6

Civic Precinct Extension

## Significance

- The Knights Road / Laings Road / Myrtle Street block occupies a pivotal location; potentially, it links the Civic Precinct with the Old City and the Queensgate Quarter.
- Over the years, a series of street closures and extensions has produced an irregular triangle of land; historically, each street frontage has possessed a distinct function and a different type of built fabric.
- Despite its centrality, the block has an island-like quality; it fails to connect north across Knights Road to Queensgate and the Old City; equally, it remains aloof from the schools and leafy suburbs which lie to the east.
- The strongest association is with Laings Road; Dowse Square and the Dowse Museum anchor one corner of the block to Lower Hutt's remarkable civic landscape.

## Existing Conditions

- The Knights/Laings/Myrtle block belongs neither to the Civic Precinct nor to the city's commercial centre.
- Ambiguity is increased by: (i) the irregular outline of the block, (ii) a disparate collection of buildings and (iii) a patchwork of ill-defined open spaces.
- The Dowse Museum and Dowse Square possess greater formality and architectural integrity, but these qualities are compromised by the poor surroundings.
- Knights Road enters Laings Road just 40m from the junction of Laings Road and Queens Drive; the confluence of these streets can seem like a single large intersection.

## Opportunities

- Create the impression that Lower Hutt's civic gardens extend north across Laings Road; continue a "buildings-in-grounds" character to edge of Knights Road and the end of the Margaret Street/Bunny Street axis.
- Introduce a clearer "figure-ground" relationship between buildings and open spaces; frame the Dowse Museum and Dowse Square with new buildings, using these to mediate between formal and informal geometries.
- Resolve the existing conflict between fronts and backs; ensure that new developments consistently face mid-block open space as well as perimeter streets.
- Forge a stronger bond between central city precincts; provide attractive mid-block walking routes between Knights Road, Laings Road and Myrtle Street.

## Proposal

- Remove conflicting building types and land uses including the courthouse, remnant housing and a car-oriented shopping strip.
- Realign the western end of Knights Road, separating its intersection with Laings Road from the junction of Laings Road and Queens Drive; consolidate development sites.
- Frame a smaller but more coherent open space around the Dowse Museum; connect this area physically and visually with Knights Road so that Dowse Square becomes an identifiable part of the laneway sequence.
- During special events, allow Dowse Square to extend across Laings Road into the Civic Centre car park.



Figure 12.6: Initiative 5 - Civic Precinct Extension

# Initiative 6: Queensgate Quarter



Figure 12.7: Initiative 6 - Queensgate Quarter

## 12.7 Queensgate Quarter

### Significance

- Queensgate attracts shoppers from elsewhere in the Wellington region; if the right overtures are made, these visitors can benefit other parts of the central city.
- Over the years, the shopping mall has drained commercial vitality from High Street and Queens Drive; the “Old City” concept fosters an alternative retail environment, complementing Queensgate’s chain stores with craft-based production and other small businesses.
- Queensgate can evolve into a central city precinct; the retail complex can retain its special character but become better integrated with its urban context.
- If the Transformation Plan is successful, the value of Queensgate’s site will increase, and more intensive

### Existing Conditions

- Queensgate occupies a “super-block”; it is disproportionately larger than the other components of Lower Hutt’s urban structure.
- The internal mall space is poorly connected with surrounding streets; if on-site circulation is discounted, Queensgate presents a barrier to cross-town movement.
- Most of Queensgate’s frontages are blank and inactive; they offer little visual interest and make few concessions to the scale of neighbouring development.
- Historically, Queensgate has been regarded as a discrete entity rather than a city precinct or a piece of urban fabric.

### Opportunities

- Shopping malls are changing; competition from megacentres and online retailing is forcing operators to deliver a higher-quality shopping experience.
- The Transformation Plan brings attractive new destinations to Queensgate’s doorstep; Riverlink, the Old City and the Civic Precinct all complement the mall’s high-end chain stores.
- As the central city street network becomes more legible and more permeable, it becomes easier to connect Queensgate seamlessly with surrounding city fabric.
- Strategically placed commercial and/or residential accommodation can disguise Queensgate’s bulk and compensate for its introverted plan; more intensive mixed-use development adds further housing options.

### Proposals

- Place a new “front door” on each of Queensgate’s major frontages; connect these entrances to generous day lit pathways within the shopping complex.
- Align on-site pedestrian circulation with surrounding streets; provide direct physical and visual access from Myrtle Street, Queens Grove and a new east-west thoroughfare between Queens Drive and Riverlink.
- Introduce a layer of outward-facing accommodation along the edges of Bunny Street, Knights Road, Bloomfield Terrace, Waterloo Road and Queens Drive; consider building commercial and/or residential accommodation above the shopping complex.

# Initiative 7: Eastern Residential Frame



## 12.8 Eastern Residential Frame

### Significance

- Central Lower Hutt has too much commercially zoned land; medium and high-density housing offers a viable alternative land use.
- Located on fringe of the central city, apartments and town houses increase the range of housing options; new dwellings also help to address a regional shortage of affordable living accommodation.
- East of the city centre, existing leafy residential streets are valued for their traditional character and exceptional amenity; these qualities deserve to be protected during redevelopment and consolidation of the central city.
- As an emerging residential district, the central city gains prestige from its association with established high-value neighbourhoods.

### Existing Conditions

- The blocks between Bloomfield Terrace and Cornwall Street are occupied by low-rise commercial buildings; and areas of surface parking; this development pattern fails to establish a positive relationship with Queensgate (to the west) or traditional neighbourhoods (to the east).
- The area has long been identified as a transition zone between Lower Hutt's commercial heart and the high-value residential properties that flank the city centre.
- The eastern side of Cornwall Street has some character homes and gardens; these are mixed with residential development of a more modest nature.

### Opportunities

- The Transformation Plan introduces a gradual reduction in building scale between Queensgate and traditional residential streets to the east; the most significant reduction in height occurs part-way between Bloomfield Terrace and Cornwall Street.
- North of Knights Road, Bloomsfield Terrace acquires a more symmetrical cross section; on the eastern side of the street, 5-storey apartment blocks match the scale of adjacent Queensgate.
- South of Raroa Road, both sides of Cornwall Street are lined with town houses; these are taller (3 storeys) and more continuous along the western side of the street.
- Even a conservative (i.e. relatively low-density) development will deliver upwards of 300 new dwellings.

### Proposal

- 5-storey mixed-use buildings front Bloomfield Terrace; these contain commercial accommodation at ground level and residential apartments above.
- Elsewhere between Bloomfield Terrace and Cornwall Street, development consists of 3-storey townhouses with dormers and gables bringing overall height to 12m.
- Along the eastern side of Cornwall Street, redevelopment is intermittent and limited to 2-storey (8m) town houses and detached dwellings; existing high-quality residences are retained.
- An 8m height limit also applies to the south side of Knights Road between Colin Grove and Myrtle Street.



Figure 12.8: Initiative 7 - Eastern Residential Frame

# Initiative 8: Centre West



Figure 12.9: Initiative 8 - Centre West

## 12.9 Centre West

### Significance

- Intensive mixed-use development brings an urban character to the western side of the river; the Hutt River ceases to be a barrier and instead becomes a focal point within the extended central city.
- Apartments and commercial office space create an attractive context for the new train station; local residents and workers help to make retail activity viable within the new Hutt Central Station.
- Public transport is given pride of place within a new piece of city fabric; waiting for a train becomes a positive experience, and park-n-ride commuters benefit from covered parking and sheltered active pathways.
- Central Lower Hutt makes a positive visual statement on the edge of SH2.

### Existing Conditions

- Although it is only 200m from the end of Margaret Street, the west bank of the Hutt River is all but unreachable.
- Most Pharazyn Street properties back onto the western stop bank; few sites have a positive relationship with the river.
- Melling Station offers little amenity to travelers; trains are banished to a visually remote location with poor walking/cycling connections to the central city.
- The intersection of SH2 and Melling Link is dangerous and prone to congestion at peak travel times.
- Central Lower Hutt has little impact on passing SH2 motorists; buildings are hidden by riparian vegetation.

### Opportunities

- Riverlink will comprehensively change the western side of the Hutt River; improved flood protection and new transport infrastructure require the relocation of Pharazyn Street and the removal of private properties.
- Over much of the precinct, the ground level will be raised; a new building platform will be created at the same height as the enlarged stop bank.
- Collaboration among public agencies promises to deliver an urban development premium from the investment in infrastructure.
- One side of Centre West is exposed to the road-rail corridor, but the precinct's east elevation benefits from an unobstructed river frontage.
- The new Melling station feels like part of the city centre.

### Proposal

- Masterplan a nine-block area of high-density mixed-use development with a large residential component.
- Anchor the precinct with a new footbridge and train station which continue the Margaret Street/Bunny Street pedestrian axis.
- Re-align Pharazyn Street to become a riverfront boulevard along the crest of the stop bank.
- Include a park-n-ride facility for approximately 450 cars; use the air space above the car park for multi-storey apartment blocks.
- Concentrate commercial accommodation at the train station and the new Melling interchange.

# Initiative 9: North Central



## 12.10 North Central

### Significance

- As the largest of the Transformation Plan's precincts, North Central occupies almost half the area of the central city.
- After Queensgate, North Central is the central city's most vibrant business district; large-format chain stores with ample off-street parking offer motorists an attractive shopping option.
- Although buildings are unsightly and open spaces lack coherence, the area does not need "fixing"; instead, what matters most is securing future development potential.
- If the Old City, Queensgate Quarter and Residential Frame "take off", North Central will be the focus of subsequent growth; flexibility is all the more important, because future needs are hard to predict.

### Existing Conditions

- West of High Street, overlaid subdivision grids have produced irregular sites and a collection of small unruly buildings.
- East of High Street, lots tend to be larger and more orthogonal; the urban fabric is more modern and typically combines shed forms with ample surface parking.
- Raroa Road is a special case; it has built-up frontages and an almost intact sequence of mature street trees.
- The Melling Link and its tributaries divide the precinct and reinforce a vehicle-oriented character; severance will decrease with a new bridge on a more southern Queens Drive alignment.

### Opportunities

- Large lots and low-rise light-weight construction mean that North Central acts as a "land bank" for further central city development.
- Additional connections are needed to adapt the street system for higher density; to maximise development potential, new rights-of-way are identified and protected.
- Multi-storey redevelopment will eventually produce more attractive built-up street frontages; in the meantime, tree planting and other landscape elements can improve perceptions of the public domain.
- If the Riverlink Promenade (or its equivalent) continues beyond the Melling Bridge, Rutherford Street properties can be re-oriented to face the river; in this scenario, North Central delivers an extra 400m of urban waterfront.

### Proposal

- New streets and lanes create a more permeable street network; the smaller blocks are pedestrian-friendly and receptive to more intensive building development.
- Streetscape upgrades give a tidier appearance to the precinct; street trees and on-site landscape provide spatial definition and link North Central with the leafy residential neighbourhood on its eastern flank.
- Melling Link is renamed and reconfigured, becoming fully integrated with the High Street grid.
- Riverlink Promenade extends north towards Melling Road; east of Rutherford Street, privately-owned properties establish a first-floor river frontage.



Figure 12.10: Initiative 9 - North Central



Figure 12.11: The Central City Transformation Plan

# 13 Priorities and Project Phasing

## 13.1 Overview

The Central City has generally languished since Making Places in 2009. This is evidenced by an overall reduction in employment levels and the commonality of comments relating to the same issues faced by the community and developers over the last 10 years.

Consultation has also highlighted a cautious attitude to development in the Central City in relation to all development types; be they retail and entertainment, office or residential. The same comments as in 2009.

Riverlink, along with strategic actions as recommended in this Plan provides a bright future for the Central City. However, for the community to get the best out of refocussing of the city, the Council (particularly) and the other agencies need to facilitate joined up decision-making linking funding to short and long-term plans and actions.

In 2009, Riverlink was a discussion and a possibility. Riverlink now provides an opportunity for Council and other government agencies to turn the Central City to the water. Riverlink also offers up a strategic sequence of development opportunities for the private sector. The promise and commitments to Riverlink also provide the opportunity for Council to facilitate some early (pre-Riverlink) projects to change the way the market views the Central City. There are two key issues to be managed in this respect:

1. Council/government will need to work closely with the private sector to assist with the perceived risk of the first one or two projects. It is most likely that they will be residential apartment projects. Risk management may include guaranteed purchase of a number of units by Council, so as to trigger funding; or it may include structured deals on Council land for example.
2. The first project will set the standard for the Central City and it must be of high quality so as to change market perceptions about value and realisation that the new Central City is a great place to live, work and play in future.

One of the most important actions is to **align the development of the new “Hutt Central” rail station with the Margaret Street bridge**. This does not mean that they must be developed together, rather that if they are funded and dates set for completion, then development sites should also be made available for development. It is also important to note that certainty of the development of Riverlink and a funded and agreed delivery schedule for Riverlink elements will switch on other Central City (non Riverlink-dependent) development sites.

It is important too that the District Plan is able to anticipate and facilitate appropriate outcomes for the Central City from these developments. In particular, a strategic switch is required from the notion of functional activation (which

in the past has been shops in the ground floors of Central City buildings), to physical activation where buildings and their elements and proportions are designed specifically to promote pedestrian movement. The bricks and mortar story of retail is currently that of a shrinking market and so many new buildings will not be able to tenant the ground floors with retail. Council will need to consider how it might regulate for visual complexity, spatial intimacy and continuity as the new means of creating interesting and engaging walks in and around the Central City in the absence of a universal functional activation story.

The strategic activity focus of this study is residential, and the objective is to create a 24-hour city on the Hutt River. **A newly defined Central City that embraces the river and brings both Melling and the north western parts of Alicetown into the Central City** are key to the success of this Plan. The benefit of this focus at its adolescent stage is likely new demand for office and retail space and a much larger residential market with the Central City as its urban village.

It is also important for Council to recognise the retail capacity of Riverlink. Retail is incapable of activating the entire Promenade (east bank Riverlink). Most of the ground floors of these buildings will have some other use. The way these uses and buildings interact with the Promenade will have a major effect on the attractiveness of the Promenade as a promenade.

“In 2009, Riverlink was a discussion and a possibility. Riverlink now provides an opportunity for Council and other government agencies to turn the Central City to the water.”

With the proposed Melling Bridge to be on the Queens Drive alignment, much of the confusion about City Centre access is and the status and role of key city centre streets is resolved. A consequence of this, in part, is a reduction in the former main street role of High Street. High Street like Riverlink is to be re-animated by new series of east west streets and lanes linking civic and the residential areas to the east, to the river. The creation of these links will also require a business case with sequencing matched with funding.

In summary, the Plan is positive and development focused in its vision for the Central City. But the aims and objectives of the Plan will require difficult discussions around staging, funding and priorities.

The objectives of the Plan will not be achieved without good leadership and careful management.

### 13.2 Transformative Priorities

Three tiers of Priorities are identified for the Transformation Plan in the adjacent table. These priorities should be seen as dynamic. They are generally prioritised on the basis of transformative impact, but of course many of these actions can be switched in priority according to circumstances and management priorities, availability of project funding and the like.

Priority 1	Priority 2	Priority 3
Announce Riverlink by designing and building the Margaret Street Bridge as soon as possible  Advance the process for the arrival of Hutt Central station	Investigate the transformative and development capacity of the Melling/Alicetown north area at the extension of the Laings Road bridge  Create the Laings Road extension and build the Laings Road bridge	Undertake design studies on options for the land left over as a consequence of the closure of High Street at Laings Road. Options include extending Riddiford Gardens/Civic across to Riverlink, as well as developing a number of gateway apartment buildings (or a combination of both)
Make appropriate changes to the District Plan  Investigate and find the appropriate resources to create the new or expanded east-west links	Establish a developer friendly process to fast track city centre residential development with clear aims and objectives relating to pedestrian friendly design	
Test the traffic implications of closing High Street at the extension of Laings Road	Draw up outline development plans for the Civic/Dowse Square precinct	
Establish a working party with Urban Plus to determine the best means by which to facilitate and underwrite (if necessary) developer interest for higher density residential sites in the city centre	Test the traffic implications of the new proposed network and include Marsden/Pharazyn Street in the new central city network	
Prepare indicative development plans for the west bank and east banks of Riverlink (Centre West & The Promenade)  Test the feasibility of alternate approaches to Rutherford Street and its relationship with the new Queen Drive bridge location.	Test the diversion and straightening of Waterloo Road at the intersection of Queens Drive	
Undertake analysis of Market relocation options	Test the feasibility of alternate approaches to Rutherford Street and its relationship with the new Queen Drive bridge location	
Undertake design studies on options for the land left over as a consequence of the closure of High Street at Laings Road		



1



Figure 13.1: Early (Phase 1)

This Projects Phasing section is designed to support delivery of the Plan. Whilst this is not a detailed strategy for individual projects, it distinguishes between development likely to be procured through active intervention, that dependent on District Plan controls, and projects that will come forward via third party applications. Clearly it is neither possible nor desirable to achieve everything proposed at once, and therefore a phased approach is suggested and set out below.

**Early (Phase 1) projects will:**

- Deliver Riverlink including the flood defense and river corridor works, enhanced Melling Interchange, relocated Melling train station 'Hutt Central' station,

- earthworks and initiate Centre West development
- Deliver the proposed pedestrian/cycle bridge on the Margaret Street alignment
- Deliver the streetscape upgrade to Queens Drive and the signalised southern gateway junction
- Deliver the temporary on-street bus interchange
- Deliver the enhanced E-W laneway in conjunction with the current consenting process for 177 High St
- Generally - deliver 'quick wins' and projects that are within Council control or have minimal dependencies
- Generally - require public funds that need to be identified in the Council's Annual Plan
- Generally - have the highest positive impact on the viability and benefits of later phases

2



Figure 13.2: Medium (Phase 2)

**Medium (Phase 2) projects will:**

- Deliver the proposed pedestrian/cycle bridge on the Laings Road alignment. Testing of this re future-proofing for vehicular movement should occur
- Deliver the Laings Road extension and truncation of the southern end of High Street
- Deliver the southern gateway and associated residential development area
- Deliver the Eastern Fringe mixed use medium density housing area between Bloomfield Tce and Cornwall Street, and
- Encourage medium density infill and redevelopment of the eastern edge of Cornwall Street / interface with the traditional suburban areas

- Generally - depend on the successful completion of early phase development
- Generally - require public funds that need to be identified in the Council's Long Term Plan
- Generally - require third party momentum and interest on residential / mixed use sites

3



Figure 13.3: Medium-Long Term (Phase 3)

**Medium-Long Term (Phase 2) projects will:**

- Deliver the realignment of Rutherford Street to optimise new development relationship to the top of stop bank and connect into the new Melling bridge level
- Deliver the realigned Waterloo Road west of Queens Drive and to the northern street corner of Queensgate
- Deliver the proposed off-street bus interchange (see PT strategy)
- Deliver the mixed use Residential Frame area between Margaret Street / Queens Drive / Promenade
- Deliver the Clvic Precinct extension initiative with a realigned Knights Road / Laings connection
- Continue to engage with Queensgate owners to deliver enhanced daylighted laneways through the Queensgate Quarter and improve outward-facing street retail edges. Test feasibility of introducing residential to select areas above Queensgate
- Generally - require a change in market conditions (e.g. viability of central city housing and higher density types)
- Generally - Require public funding that either needs to be bid for or is not covered in the current Long Term Plan and thus cannot be relied upon

4



Figure 13.4: Longer Term (Phase 4)

**Longer Term (Phase 4) projects will:**

- Incrementally encourage and deliver the North Central proposals including area-wide streetscape upgrade
- Deliver the new North Central mid-block links (access lanes and/or legal road)
- Deliver the Riverlink mixed use housing northern area northeast of Harvey Norman
- Encourage the local convenience retail and service node at the intersection of High Street / Rutherford Street / Brunswick Street
- Generally - require a change in market conditions (e.g. viability of central city housing and higher density types)
- Generally - Require public funding that either needs to be bid for or is not covered in the current Long Term Plan and thus cannot be relied upon

# Central City Transformation Plan APPENDIX



PREPARED FOR  
The Urban Design Manager City Transformation Group Hutt  
City Council (HCC)

APPROVED BY  
Hutt City Council

DISCLAIMER  
The views expressed in this document have been developed  
in collaboration with stakeholders and regulatory bodies and  
take the longer term view towards the future of Hutt City's  
central area. Implementation of significant projects is  
expected to involve further consultation with community and  
affected parties.

CONSULTANT TEAM  
McIndoe Urban, Urbacity, GHD, Ian Bowman.

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Strategy, Stuart Niven Urban Design, Public Voice, and Space  
Syntax UK.

ILLUSTRATIONS  
All illustrations have been prepared by the consultant unless  
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# APPENDIX

APPENDIX A: Planning Policies & Strategies Overview

APPENDIX B: Planning Designations

APPENDIX C: Technical Constraints

APPENDIX D: Field Study Record

# APPENDIX A: Planning Policies & Strategies

## Documents overview

River Corridor		Sheet 1	
<p><b>Liveability</b> Community Amenity Lifestyle Work/life balance Recreation.</p> <p><b>Identity</b> Uniqueness Character Sense of place Point of difference</p> <p><b>Connectedness</b> Proximity Pathways Transport Legibility Choice</p> <p><b>Growth &amp; Productivity</b> Housing Commerce Competitiveness</p> <p><b>Sustainability</b> Future-proofing Resilience Equity Ecology</p>	<p><b>CBD VISION 2030</b></p> <p>Exceptional quality of life. Balance of nature/work/entertainment. New gardens, parks &amp; green spaces. Recreational facilities along river. Views of the river &amp; hills.</p> <p>River stories &amp; river festival. Showcase culture &amp; diversity. Reintroduce traditional uses of river.</p> <p>Greater emphasis on walking &amp; cycling. Connect river promenade to CBD. River heritage trail.</p> <p>No tall buildings along edges.</p> <p>Preserve &amp; enhance natural environment. Ecological repair. Improved water quality. Recycle grey water &amp; manage storm water.</p>	<p><b>INTEGRATED VISION</b></p> <p>Vibrant &amp; lively river. Centrally located recreational area.</p> <p>River Trail makes Central Hutt unique. River recreation is a strength.</p> <p>Develop riverside promenade. Make CBD more welcoming &amp; attractive. Grow the local economy.</p>	<p><b>URBAN GROWTH STRATEGY</b></p> <p>Apartment development depends on amenity. Riverfront promenade will attract apartments.</p> <p>Enhance water levels &amp; quality. Green corridors between biodiversity reservoirs.</p>
<p><b>SPATIAL PLAN ISSUES</b> The river is a key element for enhancing the identity and amenity of the Central Area. There is some concern that tall apartment buildings will detract from the character and amenity of the river corridor. Given limited demand for new development, focus on the Central Area's river frontage may mean that other precincts "miss out".</p>			

**River Corridor**

**Sheet 2**

**LEISURE & WELLBEING STRATEGY**

Open space demand increases with density.

**INFRASTRUCTURE STRATEGY**

Potential replacement of Melling Bridge.  
Replacement of riverbank parking.

Upgrade stop banks (Boulcott to Ewen Bridge)

**ENVIRONMENTAL SUSTAINABILITY**

Develop an "age-friendly" city.  
Promote swimmable waterways.  
Strengthen human-nature connections.  
Combine environmental restoration & education.

Safe, well-connected walking & cycling routes.

"Soft-engineering" hazard reduction preferred.

**DISTRICT PLAN**

River can provide greater amenity.  
Taller buildings should not detract from amenity.

Central area can be oriented towards river.

Increased public access to/from river.

Residential activities are encouraged.

Development future-proofed for flood control work

**SPATIAL PLAN ISSUES (continued)**

A hard urban edge along the river promenade may conflict with the desire for ecological repair and "soft engineering" in response to natural hazards.  
Given its proximity to open space amenity, the edges of the river corridor are well placed to accommodate high-density residential development.  
To maximise benefits to the city, river edge development needs to be well connected with adjacent inland areas.

## High Street / Queens Drive Spine

Sheet 1

	CBD VISION 2030	INTEGRATED VISION	URBAN GROWTH STRATEGY
<p><b>Liveability</b> Community Amenity Lifestyle Work/life balance Recreation.</p> <p><b>Identity</b> Uniqueness Character Sense of place Point of difference</p> <p><b>Connectedness</b> Proximity Pathways Transport Legibility Choice</p> <p><b>Growth &amp; Productivity</b> Housing Commerce Competitiveness</p> <p><b>Sustainability</b> Future-proofing Resilience Equity Ecology</p>	<p>Planting along streets &amp; lanes. Increased entertainment options.</p> <p>Interesting street culture. Grassroots not corporate. More creative energy than elsewhere. Less emphasis on shopping. Places for young people, e.g. tertiary education. Outdoor venue for festivals, market, etc.</p> <p>Pedestrian &amp; cycle friendly streets. Greater emphasis on walking &amp; cycling. Connect CBD to river promenade. Value walkability of CBD, i.e. size &amp; quality. Integrated public transport terminal. Revise traffic flows to create stronger centre.</p> <p>Managed growth. Retain sense of openness. Tall buildings along central streets. High growth balanced by areas of stability. Demonstration projects for alternative energy. More emphasis on residential.</p> <p>Elevated green spaces, e.g. roof gardens.</p>		<p>Some CBD retail is struggling. Vacant retail premises in southern CBD. Growth of traditional retail has slowed.</p>
<p><b>SPATIAL PLAN ISSUES</b> Calls for a recognisable civic &amp; cultural "heart" may conflict with the Central Area's traditionally linear character and with attempts to create a riverfront promenade (also a linear feature). There is potential for tension between "bottom up" (self help, small scale, locally based) and "top down" (globally competitive, highest quality, talent magnet) growth scenarios. Weak demand for retail space means it is easier to diversify activities &amp; reduce emphasis on shopping - this facilitates a transition to residential, cultural and recreation/entertainment functions.</p>			



High Street / Queens Drive Spine			Sheet 2
LEISURE & WELLBEING STRATEGY	INFRASTRUCTURE STRATEGY	ENVIRONMENTAL SUSTAINABILITY	DISTRICT PLAN
		Intensification around transport hubs.	<p>Central area requires high quality design. Buildings contribute to public environment. Sun is protected within key streets &amp; open spaces. Wind conditions are not made worse.</p> <p>Central area is commercial, civic &amp; social 'heart'. New buildings integrate with context &amp; heritage. Developments on prominent sites attract scrutiny.</p> <p>Core area has pedestrian focus. Public transport is promoted. Car parking treatment reflects precinct character.</p> <p>Taller buildings allow greater efficiency. Activities become more diverse.</p>
<p><b>SPATIAL PLAN ISSUES (continued)</b> Taller buildings facilitate intensification and greater efficiency, but they may compromise Lower Hutt's traditionally "open" low-rise character. As one of the city's pre-eminent public spaces, High Street deserves to have high-quality streetscape and buildings. Although some through traffic is beneficial, the High Street/Queens Drive spine should have a pedestrian and public transport focus.</p>			

	CBD VISION 2030	INTEGRATED VISION	URBAN GROWTH STRATEGY
<p><b>Liveability</b> Community Amenity Lifestyle Work/life balance Recreation</p> <p><b>Identity</b> Uniqueness Character Sense of place Point of difference</p> <p><b>Connectedness</b> Proximity Pathways Transport Legibility Choice</p> <p><b>Growth &amp; Productivity</b> Housing Commerce Competitiveness</p> <p><b>Sustainability</b> Future-proofing Resilience Equity Ecology</p>	<p>Improved pathways &amp; cycling routes. Greater emphasis on walking &amp; cycling. Better links to surrounding residential areas.</p> <p>Tall buildings along central streets. High growth balanced by areas of stability.</p>		<p>Some CBD retail is struggling. Growth of traditional retail has slowed.</p>

**SPATIAL PLAN ISSUES**

As the largest indoor shopping centre in the region, Westfield Mall is a point-of-difference for Lower Hutt – however, the Westfield precinct is not targeted in any of the City’s strategies. Co-location with a public transport hub, suggests this precinct is well-suited to high-density residential development – yet, surrounding streets do not offer a high level of amenity. Car-oriented commerce is part of the “culture” of Lower Hutt.

**LEISURE & WELLBEING STRATEGY**

**INFRASTRUCTURE STRATEGY**

**ENVIRONMENTAL SUSTAINABILITY**

**DISTRICT PLAN**

Strengthen human-nature connections.  
River, beach, hills & reserves create quality of life.

On-site car parking does not dominate streetscape.  
Sun is protected within key streets & open spaces.  
Wind conditions are not made worse.

New buildings integrate with context & heritage.  
Developments on prominent sites attract scrutiny.  
Car parking treatment reflects precinct character.

Intensification around transport hubs.

Maintain & enhance safe vehicle access.  
On-site car parking is essential.  
Core area has pedestrian focus.  
Public transport is promoted.  
Car parking treatment reflects precinct character.

Vehicle-oriented activities contribute to success.

**SPATIAL PLAN ISSUES**

There is a strong functional relationship between Queensgate and the bus interchange.  
Safety concerns and poor perception of buses among retailers mean that location of the interchange is a contentious issue.  
Overall, there is surprising little content relating to Queensgate.

**Northern Commercial Area**

**Sheet 1**

	CBD VISION 2030	INTEGRATED VISION	URBAN GROWTH STRATEGY
<p><b>Liveability</b> Community Amenity Lifestyle Work/life balance Recreation</p> <p><b>Identity</b> Uniqueness Character Sense of place Point of difference</p> <p><b>Connectedness</b> Proximity Pathways Transport Legibility Choice</p> <p><b>Growth &amp; Productivity</b> Housing Commerce Competitiveness</p> <p><b>Sustainability</b> Future-proofing Resilience Equity Ecology</p>	<p>Improved pathways &amp; cycling routes. Greater emphasis on walking &amp; cycling. Better links to surrounding residential areas.</p> <p>Tall buildings along central streets. High growth balanced by areas of stability.</p>		
<p><b>SPATIAL PLAN ISSUES</b> Car-oriented commerce is part of the “culture” of Lower Hutt. The District Plan recognises the importance of on-site parking and efficient traffic circulation. The Central Area might benefit from greater differentiation between northern (car-oriented) and southern (pedestrian-oriented) precincts.</p>			

**Northern Commercial Area**

**Sheet 2**

**LEISURE & WELLBEING STRATEGY**

**INFRASTRUCTURE STRATEGY**

**ENVIRONMENTAL SUSTAINABILITY**

**DISTRICT PLAN**

On-site car parking does not dominate streetscape.

Car parking treatment reflects precinct character.

Maintain & enhance safe vehicle access.  
On-site car parking is essential.

Vehicle-oriented activities contribute to success.

**SPATIAL PLAN ISSUES**

Policies and strategies have fewer aspirations for the Northern Commercial area than for any other precinct.  
Lack of content could indicate that the area is perceived as successful.  
Lack of content could also indicate that there are few expectations for an area that is already perceived as having little character or amenity value.

**Civic Centre & Riddiford Gardens**

**Sheet 1**

<p><b>Liveability</b> Community Amenity Lifestyle Work/life balance Recreation</p> <p><b>Identity</b> Uniqueness Character Sense of place Point of difference</p> <p><b>Connectedness</b> Proximity Pathways Transport Legibility Choice</p> <p><b>Growth &amp; Productivity</b> Housing Commerce Competitiveness</p> <p><b>Sustainability</b> Future-proofing Resilience Equity Ecology</p>	<p><b>CBD VISION 2030</b></p> <p>Places for young people.</p> <p>Integrated Central Library in CBD. Integrated social service hub.</p> <p>Improved pathways &amp; cycling routes. Greater emphasis on walking &amp; cycling. Better links between Civic Centre &amp; CBD.</p> <p>Tall buildings along central streets. High growth balanced by areas of stability.</p>	<p><b>INTEGRATED VISION</b></p> <p>Increase usability &amp; safety of gardens.</p> <p>Riddiford Gardens makes Central Hutt unique. Centotaph forecourt makes Central Hutt unique. Dowse Museum is landmark premium destination.</p> <p>Make improvements to Town Hall &amp; Hort. Hall. Create functioning civic centre. Community services hub. Develop community centre with range of services. Council admin. building strengthening.</p>	<p><b>URBAN GROWTH STRATEGY</b></p> <p>Mixed-use CBD needs better open spaces. Redevelopment of central city parks.</p>
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**SPATIAL PLAN ISSUES**

The Civic Centre and Riddiford Gardens are key components of Lower Hutt's identity – yet these areas are peripheral to the Central Area. Like the southern precinct of the Central Area, the Civic Centre & Gardens are pedestrian-oriented – yet the two areas are not well connected. Lower Hutt's creative culture centres strongly on the Dowse – but there is a desire to express this character more widely within the Central Area.

**Civic Centre & Riddiford Gardens**

**Sheet 2**

<p><b>LEISURE &amp; WELLBEING STRATEGY</b></p> <p>Integrated facilities as central “community hub”. Open space demand rises with increased density.</p> <p>Dowse a focal point within city’s cultural precinct.</p> <p>Dowse leads development of creative sector.</p>	<p><b>INFRASTRUCTURE STRATEGY</b></p>	<p><b>ENVIRONMENTAL SUSTAINABILITY</b></p> <p>River, beach, hills &amp; reserves create quality of life. Strengthen human-nature connections.</p>	<p><b>DISTRICT PLAN</b></p> <p>Taller buildings do not detract from amenity. Central area requires high quality design. Buildings contribute to public environment.</p> <p>Central area is commercial, civic &amp; social ‘heart’. New buildings integrate with context &amp; heritage. Developments on prominent sites attract scrutiny.</p>
<p><b>SPATIAL PLAN ISSUES (continued)</b></p> <p>Not all civic buildings contribute positively to adjacent public space. Privet development sites around the Civic Centre and Gardens are particularly sensitive. Does the Civic Centre act as a local “community hub” for inner city neighbourhoods – or does it stand apart as a city-wide asset with a unique role? Does any further provision need to be made for active recreation in the CBD (especially given anticipated increase in residential population)?</p>			

**Interface with Neighbourhoods**

**Sheet 1**

<p><b>Liveability</b> Community Amenity Lifestyle Work/life balance Recreation</p> <p><b>Identity</b> Uniqueness Character Sense of place Point of difference</p> <p><b>Connectedness</b> Proximity Pathways Transport Legibility Choice</p> <p><b>Growth &amp; Productivity</b> Housing Commerce Competitiveness</p> <p><b>Sustainability</b> Future-proofing Resilience Equity Ecology</p>	<p><b>CBD VISION 2030</b></p> <p>CBD complements surrounding areas. Iconic artwork at entrances to CBD. Improved entrances to CBD, e.g. bridges.</p> <p>Improved pathways &amp; cycling routes. Greater emphasis on walking &amp; cycling. Better links to surrounding residential areas.</p>	<p><b>INTEGRATED VISION</b></p> <p>Mix of affordable and quality homes. Beautiful private gardens &amp; tree-lined streets.</p> <p>“Central Lower Hutt” is a “Residential Village”.</p> <p>Access to quality schools. Good access to SH2. Good public transport (buses &amp; trains). Access to Hutt Rec and Huia Pool.</p> <p>Apartments and med-high density living.</p>	<p><b>URBAN GROWTH STRATEGY</b></p> <p>Design guides for med-high density. High amenity locality needs protection. Retain value of existing high quality homes.</p> <p>Investigate intensification of CBD periphery. Low-rise apartments on CBD periphery. Old school sites can be used for housing. Targeted intensification preferred. Low-rise construction is more affordable. Retirement villages demand large sites.</p>
<p><b>SPATIAL PLAN ISSUES</b> Central Area scale and character transition from west to east in order to protect the identity and amenity of neighbouring residential areas. This “transect” could incorporate target areas within the residential zone, i.e. part of the scale transition could occur as medium-density housing. Adjacent high-value housing areas are consistent with Lower Hutt’s “garden city” image.</p>			



**Interface with Neighbourhoods**

**Sheet 2**

**LEISURE & WELLBEING STRATEGY**

**INFRASTRUCTURE STRATEGY**

**ENVIRONMENTAL SUSTAINABILITY**

**DISTRICT PLAN**

Taller buildings do not detract from amenity.  
Building height reduces close to residential areas.  
Development protects residential areas' amenity.

Neighbourhood identity enhances environment.

New buildings integrate with context & heritage.

**SPATIAL PLAN ISSUES**

Presence of high-value character housing means there is less scope to intensify development in an area that is otherwise well-suited to medium or high-density dwellings.  
The city centre would benefit from better linkages with surrounding residential areas.  
Does the Central Area offer "local" services and amenities to surrounding neighbourhoods as well as increasing numbers of apartment dwellers?

CBD Generally			Sheet 1
<p><b>Liveability</b> Community Amenity Lifestyle Work/life balance Recreation</p> <p><b>Identity</b> Uniqueness Character Sense of place Point of difference</p> <p><b>Connectedness</b> Proximity Pathways Transport Legibility Choice</p> <p><b>Growth &amp; Productivity</b> Housing Commerce Competitiveness</p> <p><b>Sustainability</b> Future-proofing Resilience Equity Ecology</p>	<p><b>CBD VISION 2030</b></p> <p>CBD complements surrounding areas. Iconic artwork at entrances to CBD. Improved entrances to CBD, e.g. bridges.</p> <p>Improved pathways &amp; cycling routes. Greater emphasis on walking &amp; cycling. Better links to surrounding residential areas.</p>	<p><b>INTEGRATED VISION</b></p> <p>Mix of apartments &amp; premium quality homes. More recreational opportunities for young people.</p> <p>Commercial/light industrial employment hub. CBD is a "Destination". CBD is a "Residential Village". Science/technology installations &amp; events. Business centre and inner-city living</p> <p>Good access to SH2. Good public transport (buses &amp; trains). Good access to Hutt Rec and Huia Pool. Improved pedestrian &amp; cycle connections.</p> <p>CBD development incentives. Apartments &amp; med-high density living. Focus growth on offices not industry. Incentives for apartment/commercial development.</p>	<p><b>URBAN GROWTH STRATEGY</b></p> <p>Design guides for all CBD development. Mixed-use CBD needs better open spaces. Redevelopment of central city parks. Beautification of CBD. Street trees alleviate loss of on-site trees.</p> <p>Enhance perceptions of the CBD. CBD recognised heart of the city. Regionally significant centre of commerce. Lower Hutt's commercial and retail hub.</p> <p>Investigate relaxing parking requirements. Improved connection to SH2 at Melling. Reduced congestion in CBD.</p> <p>High-rise apartments allowed in CBD. Incentives for large/dense developments. More non-retail activity to add street life. Land cost prevents low-rise apartments. Retirement-age households grow fastest. Retain existing commercial/industrial zones.</p>
<p><b>SPATIAL PLAN ISSUES</b> Central Lower Hutt is distinguished from the city's other Central Area (Petone) by virtue of (i) the river, (ii) the Civic Centre &amp; Riddiford Gardens, and (iii) Westfield shopping centre. With a few exceptions, Lower Hutt's "Garden City" image ends at the boundary of the Central Area. This condition supports a call for more street trees. Strategies &amp; plans acknowledge the importance of car-oriented commerce, but also call for more emphasis on walking, public transport &amp; other non-motorised modes of transport. There is possibly a need for clearer distinction between the car-oriented and pedestrian-oriented parts of the Central Area.</p>			

<p><b>LEISURE &amp; WELLBEING STRATEGY</b></p> <p>Encourage more people to walk &amp; cycle.</p>	<p><b>INFRASTRUCTURE STRATEGY</b></p> <p>Low-impact urban design.</p>	<p><b>ENVIRONMENTAL SUSTAINABILITY</b></p> <p>River, beach, hills &amp; reserves create quality of life. Combine environmental restoration &amp; education. Urban spaces are not "people friendly".</p> <p>Active &amp; public transport preferred. Safe, well-connected walking &amp; cycling routes. Balance motor vehicles &amp; other transport modes. Better east-west connections. Better connections to SH2.</p> <p>Intensification around transport hubs. Spatial plans to direct growth &amp; development. Development does not exacerbate risk.</p> <p>Low-impact urban design. Water-sensitive urban design. Greater urban forest cover. More on-site water retention.</p>	<p><b>DISTRICT PLAN</b></p> <p>Central area requires high quality design. Buildings contribute to public environment. Sun is protected within key streets &amp; open spaces. Wind conditions are not made worse. Apartments provide amenity to occupants.</p> <p>Central area is commercial, civic &amp; social 'heart'. Central areas has clear boundaries based on use. Area is composed of five recognised precincts. Height reduces from west to east. New buildings integrate with context &amp; heritage. Developments on prominent sites attract scrutiny.</p> <p>Core area has pedestrian focus. Public transport is promoted. Carparking treatment reflects precinct character.</p> <p>Taller buildings allow greater efficiency. Activities become more diverse. Residential activities are encouraged. Central Area has more than enough capacity.</p> <p>Energy efficient development is encouraged. Low-impact urban design is encouraged.</p>
<p><b>SPATIAL PLAN ISSUES</b></p> <p>Does the CBD have adequate infrastructure capacity (water supply, waste water, electricity) to accommodate significant numbers of residential apartments? If the Central Area has more than enough capacity for future commercial &amp; residential development, has consideration been given to reducing the area's size?</p>			

# APPENDIX B: Planning Designations

## Planning Designations

### Building Height Controls

Locations for taller buildings (up to 30m) within the Spatial Plan area are identified in District Plan. These are shown to be along part of the Hutt River's eastern edge and through the southern Core area up to the Civic Centre (General Recreation / Heritage zone). Heights are shown to step down (18m / 12m) to the north and east adjoining fringe residential areas.

The Transformation Plan to develops alternative options for building height with respect to: the river edges in conjunction with the new Melling Station; the residential transition zone / Cornwall St; gateway areas; and, the commercial core area. Height will be considered in relation to appropriate townscape, amenity and development outcomes.

### Frontages, Prominent Sites, Block Sub-Division

Figures opposite describe the District Plan's intentions towards frontages throughout the centre. Also overlaid are prominent sites / corners / junctions to be emphasised and aspirations towards sub-division of larger blocks into a laneways system. These overlays provide a useful reference to assess further opportunities. Primary frontage is a particular issue to review in light of low market sector demand and the potential to consolidate / contract the core to avoid dispersal of intensity. Conversely, secondary frontage to parts of the Queensgate block (e.g. Queens Dr, Margaret St) should provide a higher quality / more

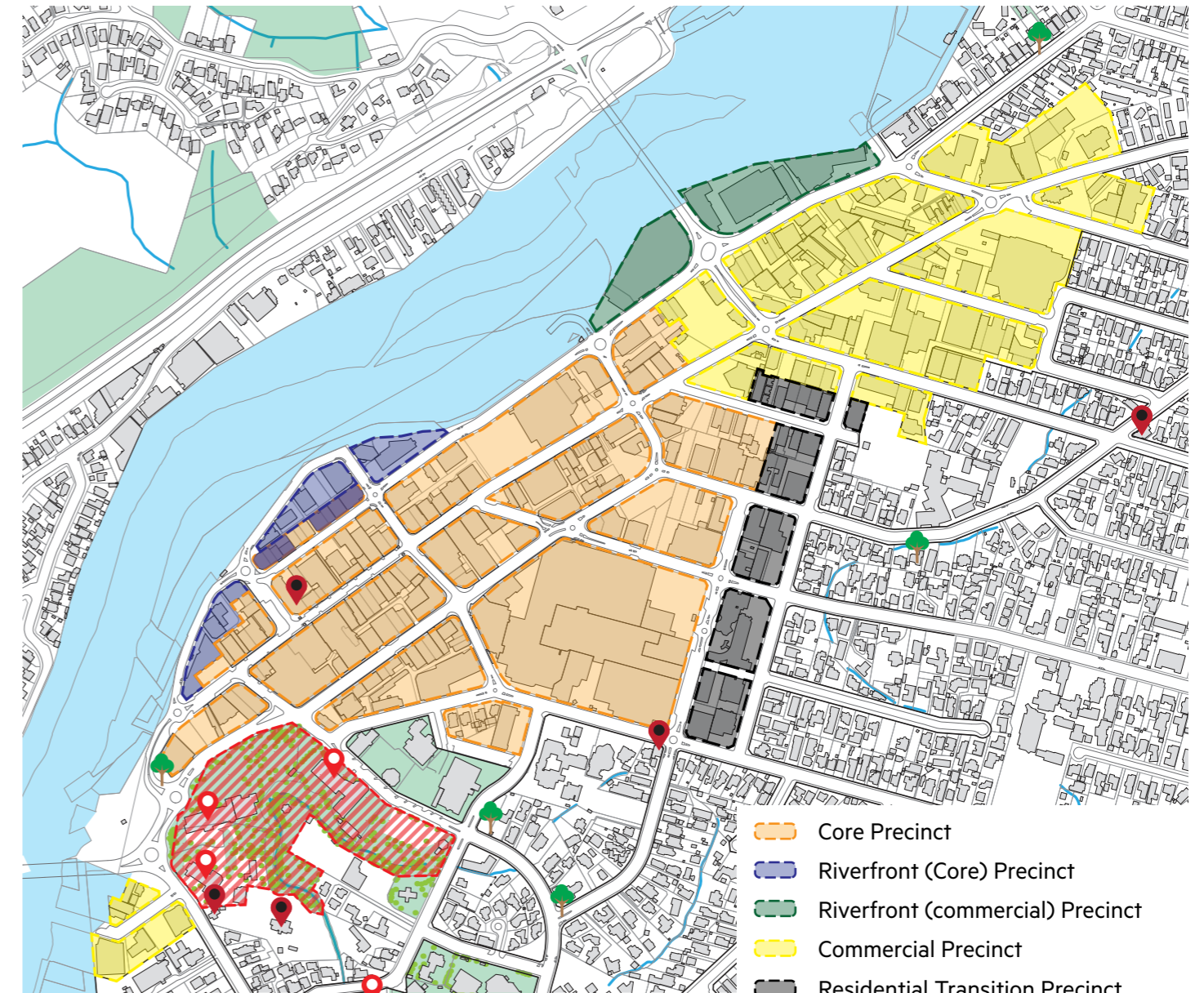
vibrant primary retail edge supporting links west into the core. How development should address the Heritage Area / Civic Gardens will be important and the potential for a high value residential edge (rather than secondary retail) could be considered.

NZTA is reviewing options to improve the capacity and design of the current Melling Bridge and SH2 interchange. This initiative has considerable implications for the Transformation Plan and for Melling Station. The station will be required to relocate to enable remodelling of the interchange while the stopbank flood protection project (Riverlink / GWRC) will widen the river, raise the stopbanks and generally reconfigure topography, roading, public transport and development in the area.



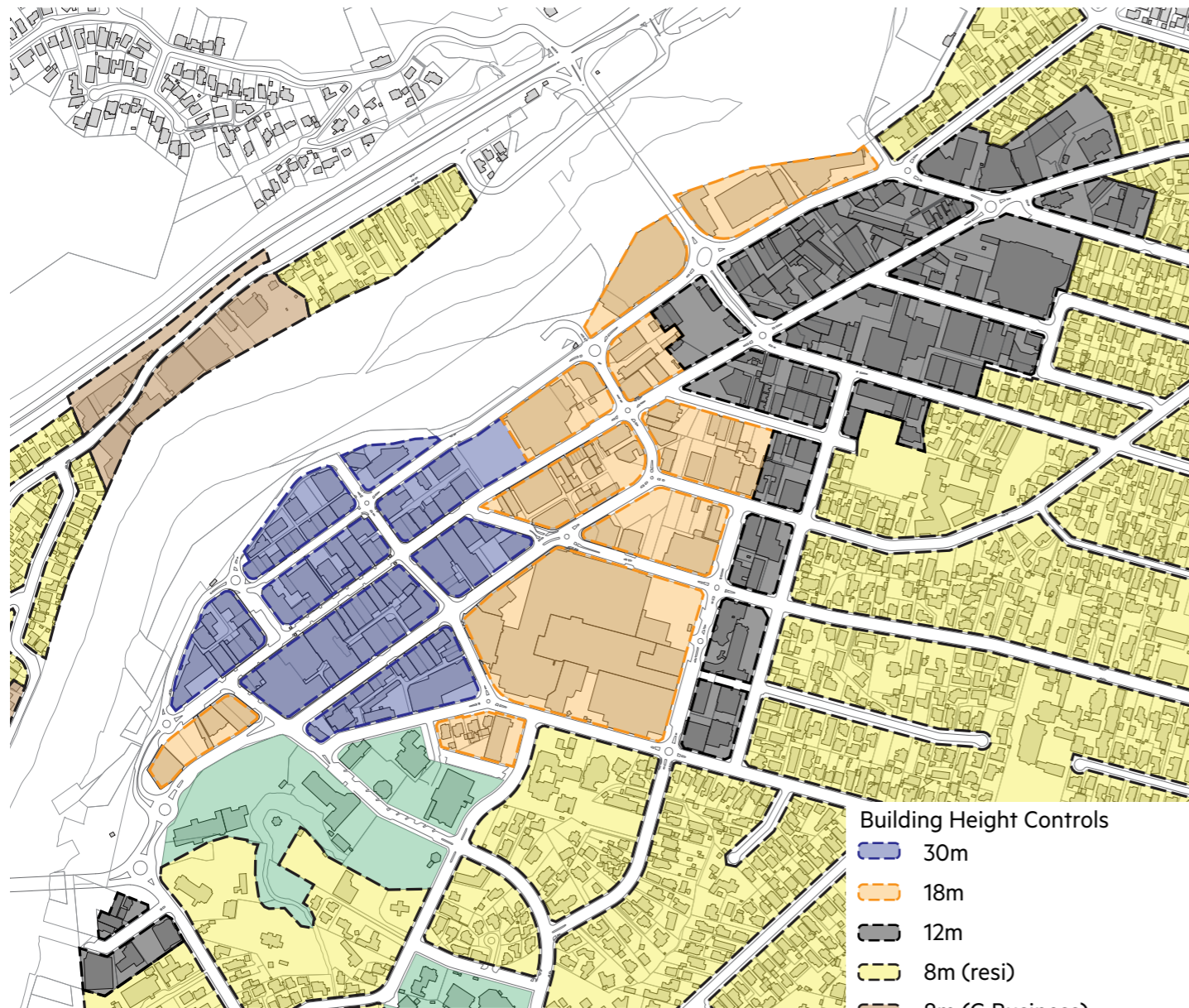
Laneways Guidelines (HCC District Plan)

- Existing laneways to be maintained and improved
- New laneways to be incorporated into new developments
- Existing pedestrian lanes to be maintained and improved
- New pedestrian lanes to be incorporated into new developments

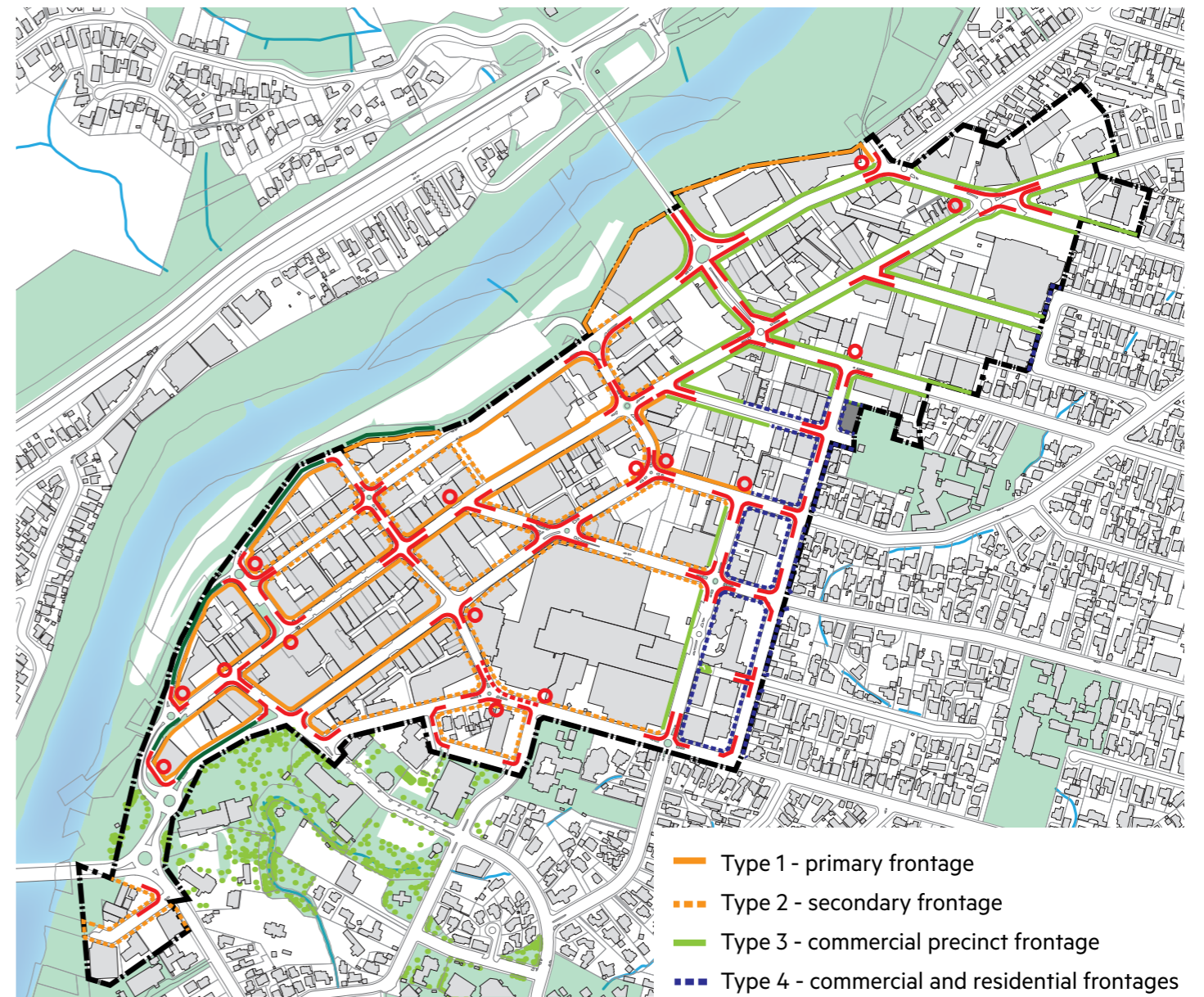


Key Planning Designations (HCC District Plan)

- Core Precinct
- Riverfront (Core) Precinct
- Riverfront (commercial) Precinct
- Commercial Precinct
- Residential Transition Precinct
- Civic Heritage Area
- River Zone
- Heritage Listed Building
- Significant Trees



Building height controls (HCC District Plan)



Frontage and Site Guidelines (HCC District Plan)

# APPENDIX C: Technical Constraints

## Overview

The Transformation Plan includes the river corridor and stop banks as they adjoin the city centre. The range of constraints to future development, growth and change have been identified throughout Part 1 of this report and are summarised below. The information has been compiled from consultation with the relevant agencies, statutory authorities and organisations with information pertinent to the study.

## Contamination

A chronological review of historical survey plans has been completed in order to identify the key historical developments across the study area. The earliest plans inspected date from 1909 and showed the area to predominantly comprise of rectilinear streets of housing. By the mid-1900s the lower southern parts of High St emerged as a shopping area while the northern was a mix of housing and some commercial activity. The latter part of the 1900s saw the northern area establish itself as a commercial/industrial location with Queens Drive removing blocks of housing that may give rise to potential contamination in this area. A review of the 1998 GWRC report; Landfills in the Wellington Region suggests that there are no historical land fills within the study area that indicate the composition of Made Ground. However, all contamination issues need to be confirmed with HCC and GWRC as the project moves forward.



GWRC Selected Land Use Register of contaminated sites

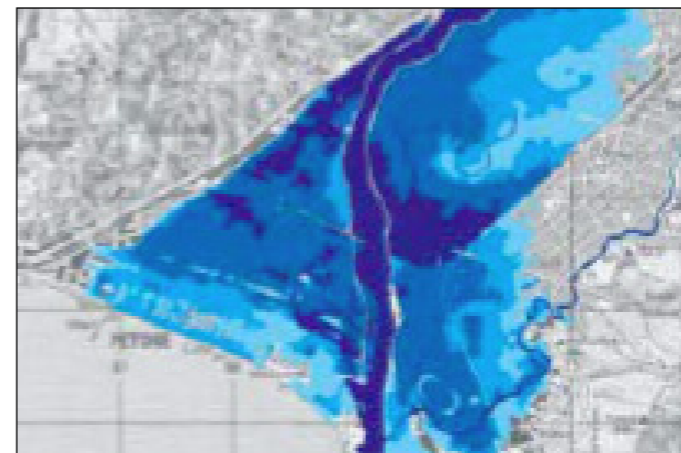
## Natural Hazards

### Flood Risk

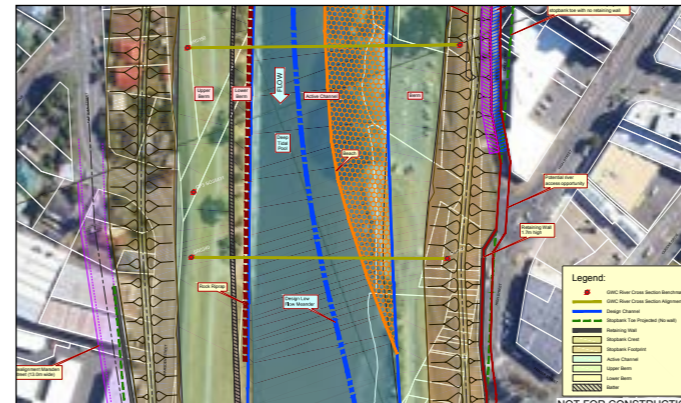
The Hutt City Centre Spatial Plan area is subject to flood risk from Hutt River. GWRC manage all levels of flood risk. The Hutt Floodplain Management Plan aims for a high level of structural protection (1-in-440year). This will take time to implement and a lower level of protection will exist for some time until it is complete. The FMP uses the following three approaches:

- Stopbanks (structural protection)
- Planning controls (District Plan)
- Civic defence (emergency response)

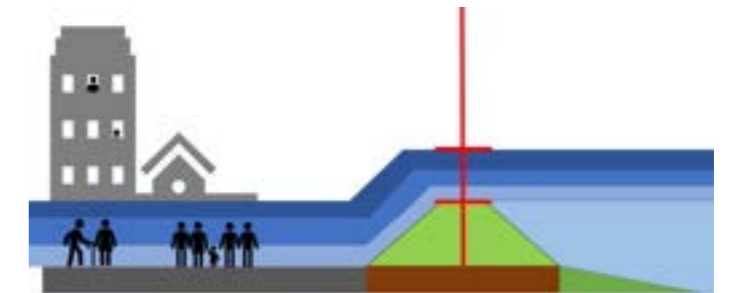
Current stopbanks provide a 1-in-65 year level of protection for the Hutt central city which create a 1.54% chance of flood (GWRC data) over the top of the bank in a year. The proposed (new) stopbank will reduce that chance to 0.23%. Techniques such as raised floor levels behind stopbanks and sacrificial lower levels (parking) should be considered.



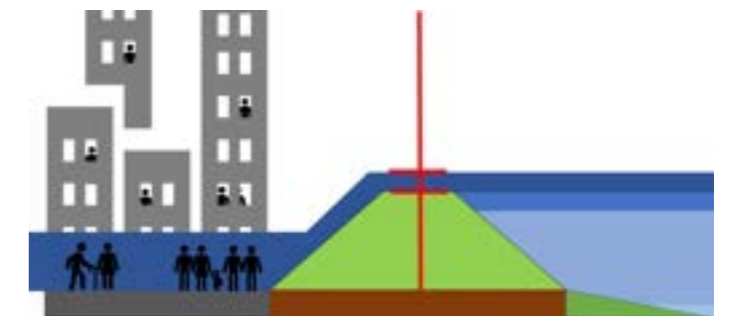
Stop bank breach for 2300 cumec flood (440yr event). Source: GWRC



Riverlink flood protection proposals (Boffa Miskell)



Stop bank (existing condition) breach for 2300 cumec flood (440yr event). Source: GWRC



Stop bank (proposed condition) breach for 2300 cumec flood (440yr event). Source: GWRC

## Tsunami

The report by GNS Science identifies Tsunami hazards based on 2013 studies. The Figure opposite (top) is an adaptation from Leonard et. al. 2008 for Wellington Region Emergency management Office. Hutt City Centre is not within an evacuation zone but adjoins a 'Yellow Zone' along the Hutt River that represents the lowest risk.

## Liquefaction

Figure 8.7 identifies the City Centre as subject to primarily

'medium' liquefaction potential with a zone of 'high' classification around the Civic Centre and gardens. These ground conditions indicate how land is expected to perform in future earthquakes and have implications for foundation systems and types of built form. The 'medium' zone south of Queens Dr/Laings Rd/Knights Rd and west to High St and the river suggests that low density occupation with extensive open space is appropriate to mitigate ground shaking damage.

#### Seismic

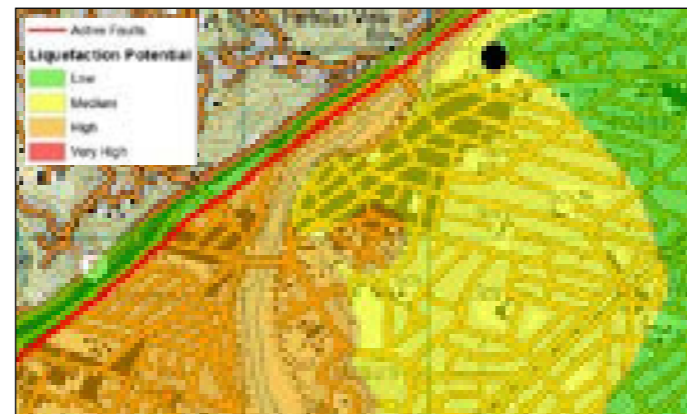
The Wellington region includes the fault line between the Pacific and Australian plates. A subduction interface is identified between those plates (GNS Science, Figure opposite). It is stated that the likelihood of a Wellington Fault earthquake (7.5 magnitude) occurring within the next 100yrs is approximately 10-15% (Rhoades, 2011). In a Wellington Fault event the Lower Hutt City Centre could experience subsidence of up to 1m.

The District Plan designates a 'Wellington Faultline Special Study Area' running through the western river bank area (Pharazyn St / Marsden St /Melling Station) that describes a 150m wide (75m either side of the inferred position of the faultline). In this area all new development requires a Resource Consent and must be more than 20m from the faultline. No activities are limited in this zone.

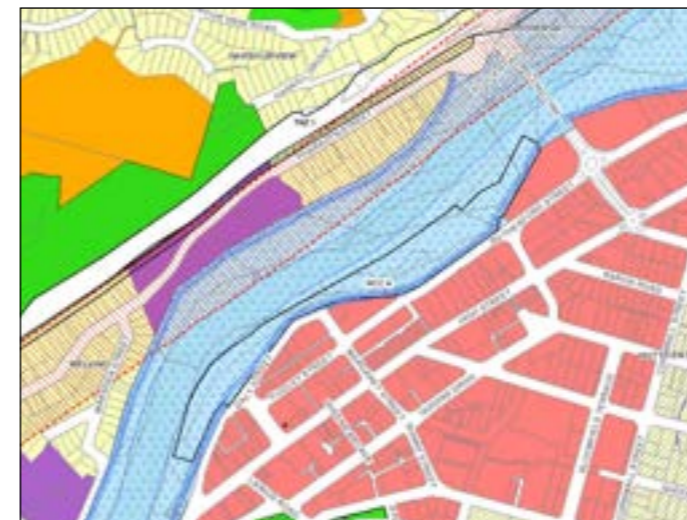
Several key District Plan designations exist across the study area. The Heritage area (Civic Gardens/ General Recreation zone) defines the southern end of the City Centre and forms part of the gateway / arrival experience from Ewen Bridge. Statutorily Listed Buildings are also shown (both HCC and Heritage New Zealand). These present key constraints within which the Transformation Plan will emerge.



Tsunami evacuation zones (GNS Science, 2014)



Liquefaction potential (GNS Science, 2014)



Wellington Faultline Special Study Area (HCC District Plan)



Seismic subduction (GNS Science, 2014)

#### Ecology

The Hutt City landscape is dominated by the Eastern and Western hills which are largely clad in secondary succession indigenous bush. Of the ~23 indigenous ecosystem types found in the Hutt City (types defined by Singers and Rogers, 2014), six of them are regarded as no longer commonplace (<30% remaining). Park and garden design could enrich urban spaces and integrate them into the surrounding landscape by considering plant communities and substrate types to recreate naturally-occurring features and ecosystems.

The rivers and streams throughout the Hutt Valley provide valuable ecological spaces by increasing spatial heterogeneity and provide landscape character to urban and suburban spaces. The primary function of these waterways is to control water movement in the valley but this doesn't mean that they need to be treated merely as drains. Strategic riparian planting along waterways can increase biodiversity within waterways by increasing water quality and can also stabilise surrounding landforms.

Although the development of urban spaces often limits biodiversity of the inner city due to fragmentation, providing areas that include keystone and iconic native plant species can provide refuge for native fauna, and also serves to increase public awareness and appreciation of local ecosystems. Street tree species selection is an opportunity to consider these dominant ecosystem members in the streetscape. Typically they are selected for their presence and their long term viability. Although many of the currently preferred species are non-native, they host a range of biodiversity and serve as focal points in the landscape.

Enhancing ecology in the urban centre benefits the ecology of the entire city, enhances the connection to the region and contributes to a cohesive urban identity.

# APPENDIX D: Field Study Record

HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Knights Road		
BLOCKS	Laings Road to Bloomfield Terrace		

*Annotations:* THRESHOLD BETWEEN RESIDENTIAL/INSTITUTIONAL PRESENT AND MORE OPEN, COMMERCIAL PARK. LARGE SCALE BUILDINGS - BLANK FACADES. SKYS + ENVIRONMENTS DIRECTLY AT MOTORISTS. HILLS. CITY/HIGH RISE BUILDINGS. KNIGHTS RD. MYRTLE ST. BUNNY ST. QUEENS DR. WOODRIDGE. V. HIGH MOD ENVIRONMENT. COMPACTED SPACES AT 3-WAY. INITIAL WALKER - STREET SPACES. BROADER BUILDING FOOTPRINTS. DIFFERENT BUILDING ALIGNMENTS. CLOAK TOWER. FRESH SENSES OF SPACE. DOMINANT RESIDENTIAL PATTERN. HOUSES. TRACES + STREETS WITH/WITHOUT PROVIDES CONTINUITY.

STREET CORRIDOR	CONSISTENCY	High	Med	Low
LOW AMOUNT WITH EXCEPTION OF INSTITUTIONAL BLOCK BETWEEN MYRTLE AND BUNNY	QUALITY	High	Med	Low

*Notes:* STREET PRESENTS TWO DISTINCT ENTITIES - 1. FROM BUNNYFIELD TO BUNNY, CHARACTER IS RELATIVELY CONSISTENT ALONG THE CORRIDOR EVEN THOUGH THE TWO STREETS HAVE DIFFERENT CHARACTER + QUALITY. 2. THIRD WAY INTERSECTION WITH BUNNY IS A CONFUSED AMBIGUOUS SPACE WHICH EXTENDS INTO ON-SITE OPEN SPACE. 3. BUNNY INTERSECTION INTRODUCES A NEW SECTION OF STREET WHICH CHARACTER IS LOW BUT ABOVE THERE IS LESS LANDSCAPE ELEMENT.

BUILDINGS	CONSISTENCY	High	Med	Low
GREATER EXTENT OF NORTH SIDE OCCUPIED BY VARIANTS OF BIG-BOX RETAIL + INDUSTRIAL SHOPPING MALL. URBAN SCALE - ESPECIALLY HORIZONTALITY - LITTLE VISUAL INTEREST OR URBANE HEAVY. 'CIVIC' BUILDINGS DO NOT ORIENT TO STREET AND PRESENT POORLY. REMNANT RESIDENTIAL PATTERN ADDS TO CONFUSION. ONLY POSITIVE FEATURES ARE INSTITUTIONAL PRESENCE TO EAST AND LANDMARK AUCTIONS GATE OVER.	QUALITY	High	Med	Low

ON-SITE OPEN SPACE	CONSISTENCY	High	Med	Low
HIGH ON SOUTH SIDE (INCLUDING PUBLIC OPEN SPACE) LOW ON NORTH SIDE.	QUALITY	High	Med	Low

*Notes:* EXPAND ON-SITE OPEN SPACES ALONG AUCTIONS GATE - ALL STRONGLY ORIENTED TO MOTORISTS + VEHICLES. BUILDINGS - IN 'COLUMN' CHARACTER OF INSTITUTIONAL PRESENCE HAS SOME SIMILARITY TO CIVIC CENTRE OFFICES. TRIPLET QUALITY IS HIGH ON THE SOUTH SIDE AND LOW ON THE NORTH SIDE.

WIDER CONTEXT	QUALITY	High	Med	Low
HILLS VISUAL TO EAST + WEST - BUT PROXIMITY OF URBAN BUILDINGS REDUCES SIGNIFICANCE OF DISTANT FEATURES. SENSES OF URBAN CITY CONTINUE TO WEST IN CLOSER VIEW ALONG BUNNY ST. AND IN TALLER BUILDINGS VISUAL ABOVE ROOFTOPS. CIVIC CENTRE DOES NOT HAVE STRONG PRESENCE - BUT CLOAK TOWER A LANDMARK AT SOUTHERN END OF STREET NEAR LAINGS RD.				

OVERALL CHARACTER/QUALITY HIGH  MED  LOW

CONTRAST CHARACTER VALUES FROM IMPRESSION AND BODIES QUALITY + PROXIMITY OF BOTH CIVIC CENTRE AND HIGH STREET. STRONGLY VEHICLE ORIENTED.

HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Myrtle Street		
BLOCKS	Woburn Road to Knights Road		

*Annotations:* LONG VIEW TERMINATES AT BLANK WALL. AUCTIONS GATE BECOMES DOMINANT LANDMARK. BUNNY ST. KNIGHTS RD. AINGS RD. WOBURN RD. MYRTLE ST. CLOCKS TOWER. GREEN SPACE. VERY HIGH QUALITY HOUSES + GARDENS. FORMAL TREES WOULD REPEAT THEMSELVES. HILLS. SENSES OF THROUGH TERRACE. HIGH QUALITY VIEW TO STOP BANK.

STREET CORRIDOR	CONSISTENCY	High	Med	Low
BENDS/CURVES MEAN STREET IS EXPERIENCED AS AT LEAST FOUR SEPARATE SECTIONS. UNFOLDING VIEWS AT BENDS. SOME TERMINATED VIEWSHIPS E.G. AT EAST CENTRE, HIGH REG. PAVILION.	QUALITY	High	Med	Low

*Notes:* NORTH OF LAINGS RD, THERE ARE CONSPICUOUS FORMAL TREES VISUAL - THIS CONTRIBUTES TO SENSE THAT 'CIVIC/GARDENS' CHARACTER STAYS AT LAINGS.

BUILDINGS	CONSISTENCY	High	Med	Low
EXCEPT AREA C	QUALITY	High	Med	Low

*Notes:* WOBURN AVE TO HILL ST. CONSISTENT RESIDENTIAL CHARACTER BOTH SIDES - 1-2 STOREY, MIXED USES V. HIGH QUALITY. CIVIC BUILDINGS (HILL CENTRE, HIGH REG. PAVILION, CONSOLIDATING, 'UNIC' CHURCH) ALL MATCH DOMESTIC SCALE.

*Notes:* SCHOOL PROVIDES TRANSITION TO RESIDENTIAL PATTERN. HEUTE CONTRAST IN CHARACTER OTHER SIDE OF STREET BETWEEN LAINGS AND KNIGHTS.

ON-SITE OPEN SPACE	CONSISTENCY	High	Med	Low
EXCEPT AREA C	QUALITY	High	Med	Low

*Notes:* LARGE PRIVATE GARDEN WITH MATURE TREES - GIVE STREET A 'GREEN' CHARACTER DESPITE LACK OF STREET TREES. TRUST WALLS + FENCES PROVIDE ONLY Glimpse OF PRIVATE GARDENS. DRIVEWAYS RIDGEMOOR GARDENS DOMINATES IN CENTRAL BLOCK BETWEEN HILL AND LAINGS RD. - BUT SPONSORS ARE ON-STREET PARKERS.

WIDER CONTEXT	QUALITY	High	Med	Low
STOP BANK AT END ST. VIEWS GR. CLOAK TOWER AT CIVIC CENTRE TOWER BLOCK AT AUCTIONS GATE. SENSES/Glimpse OF HUTT REG. GROUND.				

OVERALL CHARACTER/QUALITY (EXCEPT AREA C) HIGH  MED  LOW

VARIABLE CHANGE IN QUALITY + CHARACTER FROM SOUTH TO NORTH - ESPECIALLY THROUGH DIFFERENT CHARACTER AREAS A, B AND C. AREA C SUGGESTS FROM 'BACK DOOR' ELEVATIONS AND STRONG VEHICLE ORIENTATION ALONG WEST SIDE OF STREET - ALSO HEUTE CONTRAST BETWEEN THIS AND RESI/INSTITUTIONAL CHARACTER ON EAST SIDE.



HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Daly Street
BLOCKS	

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

NO STREET TREES OR OTHER PLANTING WITHIN THE STREET R.O.W. - BUT STOP BANK PROVIDES DOMINANT LANDSCAPE FEATURE - ACCOMPANIED BY TREES VISIBLE WITHIN THE RIVER CORRIDOR.

STREETS ASYMMETRY - QUANTITY HIGH ON RIVER SIDE (WEST) AND LOW ON INLAND (EAST) SIDE.

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

TALL (5-7 STOREY) BUILDINGS TERMINATE STREET, OTHERWISE 2-STOREYS PROVOKE HEIGHT BUILDINGS HIGH WITH PHOENIX ST. VARYING MASSED PROTRUSION WITH IRREGULAR FRONT YARDS ON DALY.

SOUTHERN END OF STREET HAS ACTIVE PRAGMATIC WITH HOSPITALITY FUNCTIONS.

STRONG ASYMMETRY BETWEEN BUILT AND UNBUILT SIDES OF STREET.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

IRREGULAR PLANT CURBS AND OPEN CURB PARKING ALL WITH MINIMAL UN-COORDINATED LANDSCAPE.

OPEN SPACES ON EAST SIDE CONTRIBUTE TO SENSE OF DALY AS A 'BACK' STREET.

WIDER CONTEXT	QUALITY		
	High	Med	Low

CURVE TRAJECTORY PRODUCES CLOSED VIEWS TERMINATED BY LARGE BUILDINGS - ALSO SENSE OF 'UNFOLDING' VIEW WITH TERRACE ALONG DALY.

OVERALL CHARACTER/QUALITY	HIGH	MED	LOW
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VERTICAL RHYTHM WITH "EYE DOWN" QUALITY - DISPARATE CHARACTER EAST + WEST.

CURVED LINE OF STOP BANK WITH RIPARIAN VEGETATION BEHIND PROVIDES ONE OF THE CBD'S STRONGEST REFERENCES TO THE RIVER.



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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Laings Road
BLOCKS	High Street to Myrtle Street



STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

LANDSCAPE BETWEEN HIGH ST AND QUEENS DR. IS MODERATE BUT CONSISTENT AND INCLUDES STREET TREES AS WELL AS PARKED ROADS. CIVIL CENTER LANDSCAPE APPEARS TO CROSS QUEENS DR. TO THE CORNER OF LAINGS RD. STREET CORRIDOR APPEARS TO CONTINUE INTO KNIGHTS ROAD WITH CIVIL CENTER FEELING + DISTINCT CHARACTER. BOND IN R.O.W. AND DENSE ABOVE PARKING MEAN THERE IS LITTLE SENSE OF CONTINUITY BETWEEN QUEENS DR + MYRTLE ST.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

PRIVATE OPEN SPACE IS EVIDENT ONLY AT THE BLOCK BETWEEN KNIGHT RD AND QUEENS DR - EVEN HERE THE OPEN SPACE IS NOT CONSPICUOUS. HOWEVER, THERE IS EXTENSIVE OFF-STREET OPEN SPACE - BUT NOT ALL OF IT PUBLIC NATURE WITH RELATIVELY HIGH QUALITY.

EXCEPTION IS CAR PARK AND CONSTRUCTION COMPANIES LIMITED AT CORNER OF MYRTLE AND LAINGS RD.

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

NORTH OF LAINGS, 'CIVIL' BUILDINGS DON'T COME AMBIGUOUS NORTHERN EDGE.

COMMERCIAL BLOCK BETWEEN HIGH ST AND QUEENS DRIVE IS DOMINATED BY TWO LARGE STRAIGHTS WITH LOW DIVERGENT STREET PLANTING - TRADITIONAL SMALL-SCALE RETAIL ALONG SOUTH FRONTAGE, BIG BOX RETAIL WITH PLANTING AS NORTH.

INDUSTRIAL BUILDINGS - IN-CREMENTS - DOMINATED BY CIVIL CENTER LOCAL TOWER BECAUSE OF ITS HEIGHT + POSITION AT BOND IN STREET.

WIDER CONTEXT	QUALITY		
	High	Med	Low

VIEWS TO WARDEN + EASTERN HILLS ARE AVAILABLE - BUT HAVE LESS "PRESENCE" DUE TO INTENSIVELY PLANTED PARK SPACES AS CLOSE PROXIMITY TO STREET.

INTERMITTENT VIEWS TO AMBERGATE IN NORTH.

SENSE OF GRATED RESIDENTIAL NEIGHBORHOOD TO EAST.

DOMINANT LINEAR VIEW SHIFTS ALONG QUEENS DR.

OVERALL CHARACTER/QUALITY	HIGH	MED	LOW
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VERY COMPLEX VISUAL ENVIRONMENT DUE TO DEPTH OF OPEN SPACES TO NORTH AND SOUTH.

MOST SURPRISING OBSERVATION IS LACK OF CONTINUITY BETWEEN WESTERN END OF LAINGS RD (AT STREET) AND EASTERN END (AT CIVIL CENTER).

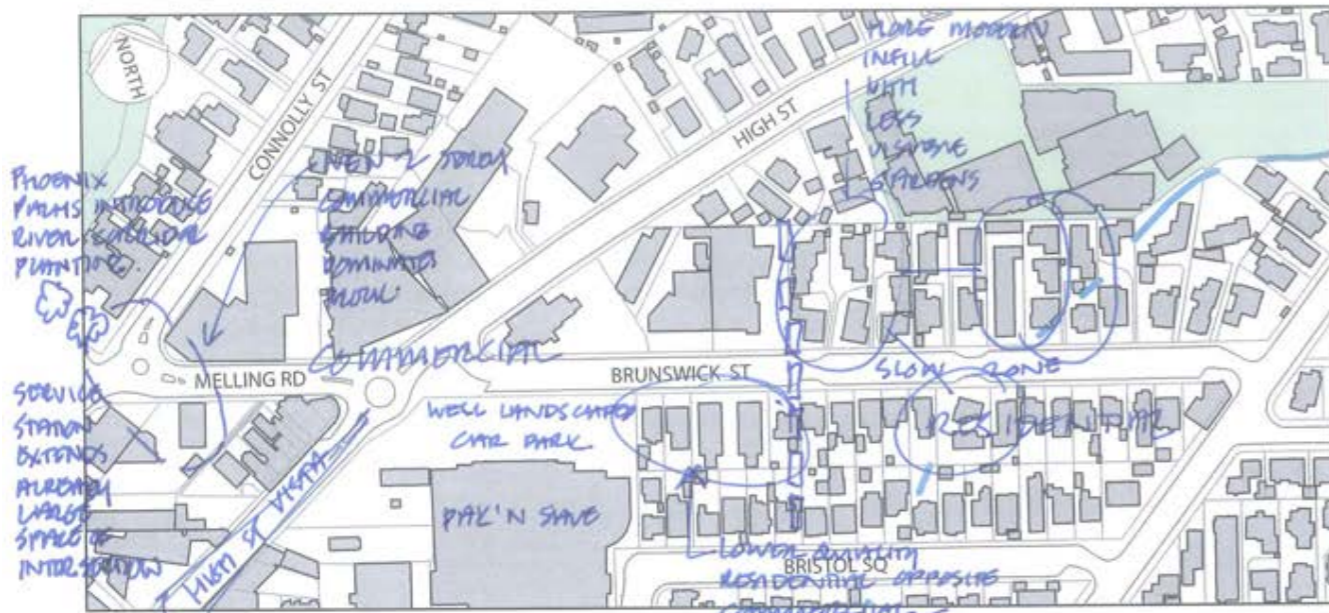
ALSO, LEVEL OF VISUAL PERMEABILITY FROM EAST TO WEST THROUGH CIVIL CENTER DUE TO ABOVE PARKING + BOND IN STREET CORRIDOR.

(THOUGH THIS IS ACCOMPANIED BY STRONG SENSE OF 'DESTINATION' FOCUSED ON CLOCK TOWER). CURRENT CONSTRUCTION ACTIVITY MAY ADD TO LACK OF PERMEABILITY.

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Melling Road and Brunswick Street
BLOCKS	Connolly Street to Kings Crescent



STREET CORRIDOR WITHIN SLOW 'ZONE' (COMMERCIAL LOW QUALITY)	CONSISTENCY			ON-SITE OPEN SPACE MULTI-UNIT RES. ZONE	CONSISTENCY			
	High	Med	Low		High	Med	Low	
QUALITY				QUALITY				
High	Med	Low	High	Med	Low	High	Med	Low

VARIOUS INTERSECTIONS DOMINATE STREET BULK OF MELLING RD. BETWEEN HIGH ST. AND CONNOLLY ST. STREET TREES + OTHER PLANTING LIMITED TO INTERSECTIONS AND TRAFFIC CALMING IN 'SLOW ZONE'

RECORD STREET EDGE ON SOUTH SIDE MELLING RD. WHERE BUILDINGS ALIGNED WITH HIGH ST. V. OPEN FABRIC IN MOST. ACCOMPANIED BY STREET SEAM OF REDEVELOPMENT BUT CONTINUOUS STREET FRONTAGES (YAN'S SUPERMARKET + VTN 2). THEN FABRIC SHIFT TO EAST TO RESIDENTIAL FABRIC (SEE 'BUILDINGS' BELOW) - MODIST/INTERMITTENT PRIVATE PLANTING - LOW WALLS/PERGOLAS.

BUILDINGS + MULTI-UNIT REAR LOT INFILL DEVELOPMENT FROM SEVERAL CRAYS (1970S - 1990S?)	CONSISTENCY RES. ZONE			WIDER CONTEXT	QUALITY			
	High	Med	Low		High	Med	Low	
QUALITY				QUALITY				
High	Med	Low	High	Med	Low	High	Med	Low

DISTINCT SCALE AND RHYTHM ON EITHER SIDE MELLING ROAD - LINEAR/ROWER ON NORTHERN SIDE. MODIST 1-2 STOREY FLANGES IN RESIDENTIAL (EAST SECTION OF STREET) - HUNGERS SET CLOSE TO STREET IN DEEPEST CHANNERS - GREATER VISIBILITY OF HUNGERS OWING TO FEWER WALLABLE TOES - LOCATION OF HUNGERS POORLY AT WESTERN END OF STREET

BREAKDOWN INTO WESTERN HILLS VISIBILE ABOVE LOW ROOFTOPS/PLANTING AND AT EITHER END AT STREET CORRIDOR.

OVERALL CHARACTER/QUALITY (RESIDENTIAL ZONE.) HIGH  MED  LOW

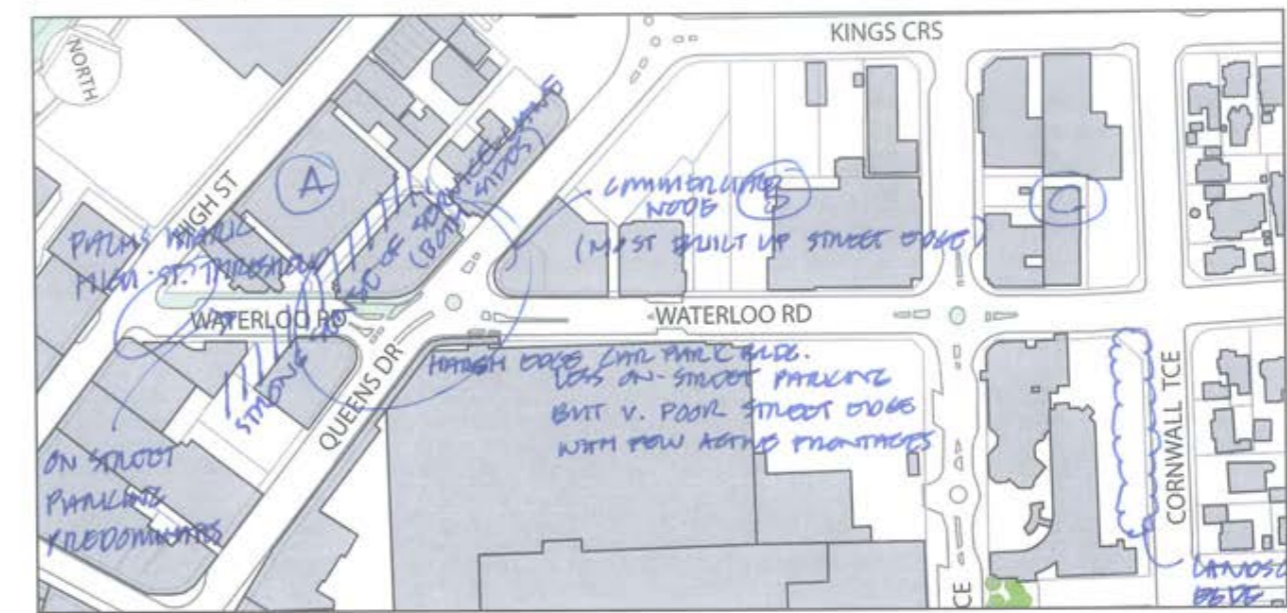
TWO DISTINCT ZONES - COMMERCIAL AND RESIDENTIAL - WITH SMALL AREA OF OVERLAP. COMMERCIAL AREA CONTAINS V. LOOSE FABRIC WITH STRONG ALONE BUILDINGS (SOME V. LARGE) IN CAR-ORIENTED OPEN SPACES - BUT THIS AREA PORTIONS SOME OF THE CBD'S NEAREST COMMERCIAL BUILDINGS. COMMERCIAL ZONE MED-LOW QUALITY.

GENERAL RESIDENTIAL FABRIC IS EARLY TO MID 20TH CENTURY - BUT INFILL AND REDEVELOPMENT HAVE INTRODUCED CONSPICUOUS VARIETY.

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Waterloo Road
BLOCKS	High Street to Cornwall Street



STREET CORRIDOR BLOCK PATTERNS IN PARKING ON SOUTH SIDE AREA (MAYBE TO FACILITATE P.E. AND OTHER PARKING)	CONSISTENCY			ON-SITE OPEN SPACE	CONSISTENCY			
	High	Med	Low		High	Med	Low	
QUALITY				QUALITY				
High	Med	Low	High	Med	Low	High	Med	Low

CAR-ORIENTED INTERSECTIONS AT QUEENS DR. AND BLENFIELD - DIFFICULT TO NEGOTIATE + FEEL. ONLY VESTIGES OF LANDSCAPE/PLANTING EAST OF QUEENS DR. HOWEVER, LESS ON-STREET PARKING (NO ANGLE PARKING) IN EASTERN PORTION.

SCULPTURE LANE BETWEEN HIGH ST + QUEENS DR. DRAWS THIS STRONG PRESENCE. OTHER WIDE SURFACE CAR PARKING WITH MINIMAL LANDSCAPE ALONG STREET EDGES.

BUILDINGS	CONSISTENCY			WIDER CONTEXT	QUALITY			
	High	Med	Low		High	Med	Low	
QUALITY				QUALITY				
High	Med	Low	High	Med	Low	High	Med	Low

DISPARATE CONCERN OF 1-3 STOREY BLOCKS IN ALL THREE BLOCKS. BUILDINGS' PLANT FORMS ARE MORE VARIABLE, WITH LARGE PALM AT AMENITY AND NEW WORLD SUPERMARKET DOMINATING BLOCK 2. SMALLER, OVERALL SMALLER BUILDINGS FRONT CROSS-STREETS AND THROUGH BLOCK PROJECT SIDE-ON TO WATERLOO.

EASTERN HILLS VISIBILE ABOVE LOW ROOFTOPS AND DOWN WATERLOO RD CORRIDOR. WESTERN HILLS VISIBILE ABOVE ROOFTOPS. SENSE OF VERDANT RESIDENTIAL AREA BEYOND CORNWALL TCE.

OVERALL CHARACTER/QUALITY HIGH  MED  LOW

LIKE THE BLOCK PATTERN, VARIOUS BUILDINGS (BLOCK 2) ARE FRAMED BY GROUPS OF SMALLER STRUCTURES (BLOCKS 1 AND 3) - VERY LITTLE OVERALL CONTINUITY OTHER THAN STRAIGHT R.O.W.

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Waterloo Road	POWELL LARGE TREES + COLONIAL EVIDENCE OF INFILL IN THIS LOCATION	KINK N R.O.W PROVIDES SOME RELIEF FROM V. LONG STRAIGHT CORRIDOR
BLOCKS	Cornwall Terrace		



STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low
<p>NO STREET TREES OR OTHER LANDSCAPE, BUT R.O.W HAS 'GREEN' CHARACTER OWING TO MATURE TREES IN PRIVATE GARDENS.</p> <p>INTERMITTENT PARALLEL PARKING - BUT FIDUCIARY CURB CUTS INTERLUPT PATTERN.</p> <p>CONSTANT THROUGH TRAFFIC, BOTH DIRECTIONS (3.40 PM)</p>			

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low
<p>LARGE COURTYARDS WITH NUMEROUS MATURE TREES - SOME VERY IMPRESSIVE IN SIZE.</p> <p>ALMOST WITHOUT EXCEPTION, STREET FRONTAGES ARE DEFINED BY FENCES + WALLS, 1.5 - 2.0 M IN HEIGHT.</p>			

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low
<p>1-2 STOREY SUBSTANTIAL FLICKS ON BOTH SIDES STREET - MOST EARLY-TO-MID 20TH CENTURY BUT DISCREPANT ADDITION OF NEWER INFILL IN MIDDLE PORTION OF MAP. CHILTON SCHOOL GIVES SOMEWHAT DISJOINT CHARACTER TO SOUTH SIDE - BUT MAINTAINS BUILDINGS - IN 'GARDENS' THEME.</p>			

WIDER CONTEXT	QUALITY		
	High	Med	Low
<p>HILLS VISIBLE AT EITHER END OF STREET CORRIDOR (EAST NOW APPEARING LOWER)</p> <p>SCAPE OF LARGE INSTITUTIONAL CAMPUS AT CHILTON STREET JAMES SCHOOL.</p>			

OVERALL CHARACTER/QUALITY	HIGH	<input checked="" type="checkbox"/>	MED	<input type="checkbox"/>	LOW	<input type="checkbox"/>
<p>ROADS HAS DOMINANT RESIDENTIAL ADDRESS - DESPITE HIGH VOLUME THROUGH TRAFFIC. INTERLUPT CLIMAXES OF FLICKS SET IN MATURE GARDENS.</p> <p>ALMOST CHANGE FROM COMMERCIAL TO RESIDENTIAL CHARACTER ACROSS CORNWALL TCE.</p> <p>R.O.W OF STREET IS SOLIDLY RESIDENTIAL IN CHARACTER.</p>						

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Dudley Street & Rutherford Street
BLOCKS	Andrews Avenue to Queens Drive

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low
<p>Conc./asphalt.</p> <p>Dudley - med <del>high</del> due to contained.</p> <p>R'ford - low, in contained.</p> <p>No <del>tree</del> tree structure</p>			

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low
<p>Low <del>high</del> Dudley - low-med 1-3 storey good consistency in form / line, height.</p> <p>Some gages / set backs.</p> <p>R'ford - low quality bldg.</p>			

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low
<p>weaker-poleys / service to front spaces.</p> <p>No amenity value.</p>			

WIDER CONTEXT	QUALITY		
	High	Med	Low
<p>Dudley - very urban + contained (ie wide context not present)</p> <p>R'ford - very green with west hill presence</p>			

OVERALL CHARACTER/QUALITY	HIGH	<input type="checkbox"/>	MED	<input checked="" type="checkbox"/>	LOW	<input type="checkbox"/>
<p>med Dudley - some sense of old charm / high st. - mostly renewal programme.</p> <p>R'ford. wider context lifts an otherwise long dull st.</p> <p>ok view terminus to south.</p>						

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Queens Drive
BLOCKS	Margaret/Bunny Streets to Kings Crescent/High Street

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

Concrete / frame structures. + some concrete parking  
 minimal / no tree structure  
 poor ped crossings at road-a-bouts (car-based)  
 North - low  
 mid-section - ~~westward~~ flow to Bunny  
 South section from Bunny st - re-paths med

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

Highly variable bldg styles  
 1-3 storey / low-rise feet.  
 Some very poor 1st comes - as Queensgate

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

Generally poor, parking, service area.

WIDER CONTEXT	QUALITY		
	High	Med	Low

Various glimpsed views to hills.  
 Street axis views to south etc.  
 Vacant sites allow view to bldg backs.

OVERALL CHARACTER/QUALITY HIGH MED LOW

Low-grade commercial street - mixed bldg form & style.  
 Some ~~high~~ high-sheet feet.  
 Poor condition paving edges / cur.



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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Rutherford Street
BLOCKS	Queens Drive to Melling Road

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

Concrete & concrete.  
 No tree structure.  
 Part presence of river corridor.  
 Car-based - no ped crossings at road-a-bouts

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

1-3 storey.  
 low grade commercial.  
 Blank walls & service entry. some glazing.  
 often setbacks.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

Considerable front yard parking + service  
 low quality space.

WIDER CONTEXT	QUALITY		
	High	Med	Low

good views across to hills - to east + west  
 instead presence of river corridor (partial).  
 Some north-south street axis views.

OVERALL CHARACTER/QUALITY HIGH MED LOW

Generally a low-grade commercial / industrial / show-room character  
 No architectural consistency.  
 Streets are poor quality.  
~~Transition~~ change to Melling Rd junction - / transition to housing  
 positive



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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Cornwall Terrace
BLOCKS	Knights Road to Pretoria Street

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

low containment - no trees, open feet, parallel + angled parking conc. + asphalt.

to road. to north from being

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

low scale 1-2 storeys. Mixed enviro resi + commercial + community. Commercial generally low quality. East edge: med. West edge: low.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

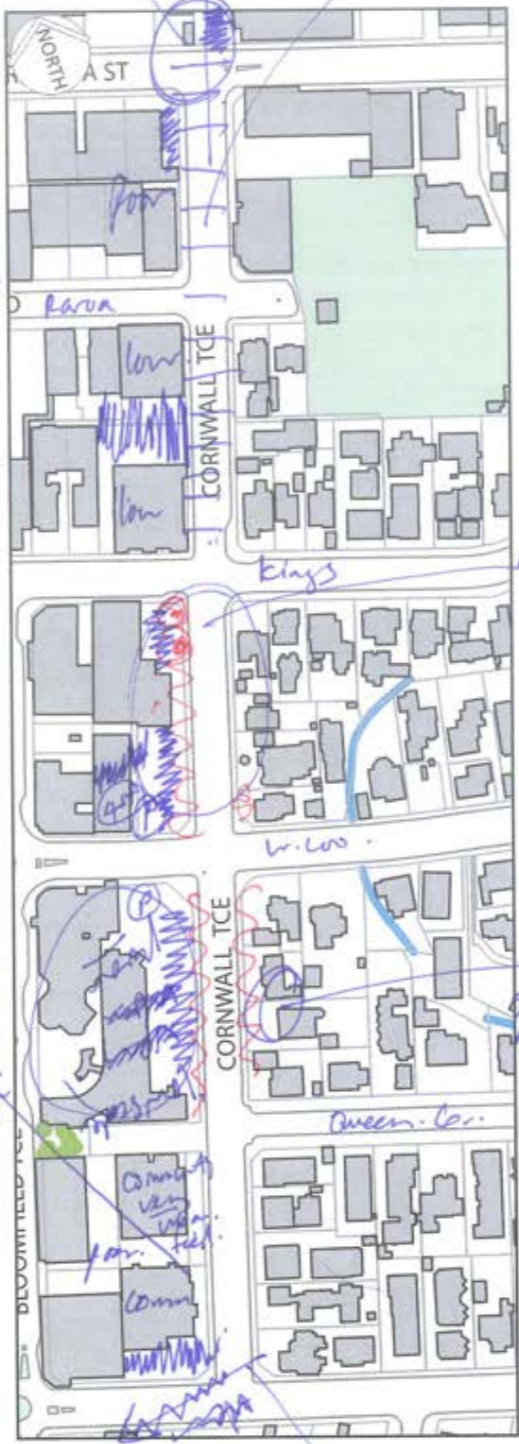
- parking courts at street edge
- planted front gardens.
- exposed rubbish at Solomon Army.

WIDER CONTEXT	QUALITY		
	High	Med	Low

View to west hills & north along st to hills. Sense of a street between / threshold.

OVERALL CHARACTER/QUALITY	HIGH	MED	LOW
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mixed street edge of resi (east) & comm. (west). Ambiguous street - low housing vs. larger scale. Semi industrial to north end from Parua Rd



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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Queens Grove
BLOCKS	AN



STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

- Narrow street, wide grassed kerms + mature tree structure.
- Good containment of mature trees.
- Concrete + asphalt. Basic materials.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

private gardens. Heavy mature planting. well managed.

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

1-2 storey resi throughout. mixed styles mostly of quality.

WIDER CONTEXT	QUALITY		
	High	Med	Low

Views along street to eastern hills with street trees creates attractive setting. wider city not 'present'.

OVERALL CHARACTER/QUALITY	HIGH	MED	LOW
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Set piece character street. Not suitable for intensification. i.e. 'Critical'. An 'oasis'.

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Bloomfield Terrace
BLOCKS	Laings Road to Kings Crescent

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
QUALITY	High	Med	Low

Laings to knights - high quality resi street. Wide corridor, no street trees (only on plot). Curve adds interest & experience. But basic surfaces conc. asphalt.  
 From knights rd - more urban chevron parking. Blank & inactive feel. Low enclosure to W'loo end.

BUILDINGS	CONSISTENCY		
	High	Med	Low
QUALITY	High	Med	Low

1-2 story residential to south. mostly detached. Some ~~new~~ infill & multi-unit rear lot development. varied styles. Quality reduces near knights rd.  
 From knights rd - 3-4 story commercial - poor quality. both sides.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
QUALITY	High	Med	Low

To south heavy vegetated gardens. mature landscape. Exposed surface parking & servicing. Countdown cyle is large open area allowing views to hills but low quality. Creates weak street enclosure.

WIDER CONTEXT	QUALITY		
	High	Med	Low

Views to western hills & east (less). Views along street to north & hills. proximity of city & activity is high.

OVERALL CHARACTER/QUALITY	HIGH	MED	LOW
Marked transition from southern section (high) to area north of knights rd. (poor). Two very diff. environments.			



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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	High Street
BLOCKS	Between Margaret St and Queens Dr

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
QUALITY	High	Med	Low

TWO DIFFERENT PAVING TREATMENTS AT MARGARET ST. INTERSECTION.  
 STREET TREES DISCONTINUED NORTH OF MARGARET, EAST & WEST PORTIONS HAVE DIFFERENT PAVING TREATMENT (BUT NETWORK IS PLAIN ASPHALT)

BUILDINGS	CONSISTENCY		
	High	Med	Low
QUALITY	High	Med	Low

CHARACTER CHANGES DRASTICALLY AT WATERLOO - esp. Countdown SUPERMARKET ON WEST SIDE.  
 HIGH ST. CHARACTER CONTINUES NORTH TO WATERLOO RD. INTERSECTION. CONSIDERABLY LOWER BUILDING SCALE - BUT WITH MORE CONSISTENCY (1-3 STOREYS, 2 PREDOMINANT). BANK & CHURCH MORE MODERN LESS ACTIVE FEATURES ALONG EAST SIDE. ONE 6 STORY BLOCK AT NORTH. SPECIFIC RETAIL ALONG WEST SIDE. LOW.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
QUALITY	High	Med	Low

COUNTDOWN SUPERMARKET CUR PARK JAMIE WITH BRAND VISTA AT HIGH ST/WATERLOO INTERSECTION TO PROVIDE VISUAL CHANGE IN CHARACTER (MORE LIKE NORTHERN COMMERCIAL) ESPECIALLY ON WEST SIDE OF STREET.

WIDER CONTEXT	QUALITY		
	High	Med	Low

LONG VIEWS DOWN HIGH ST + WATERLOO - BRITISH VISTA TO W. HILLS AT COUNTDOWN SUPERMARKET.

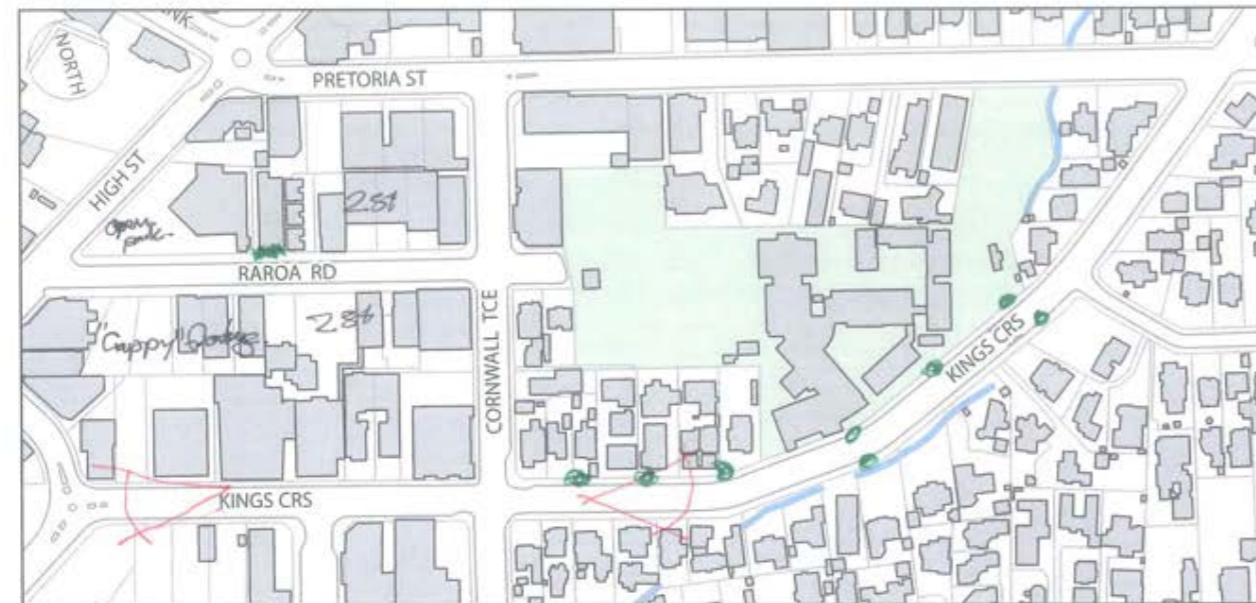
OVERALL CHARACTER/QUALITY	HIGH	MED	LOW
VERY DIFFERENT ENVIRONMENTS AT NORTHERN (CAR ORIENTED) AND SOUTHERN (PED. ORIENTED) ENDS. ALSO DIFFERENT CHARACTER BETWEEN EAST & WEST PORTIONS - MORE AT NORTHERN END.			



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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Kings Crescent
BLOCKS	Queens Drive to Pretoria Street



STREET CORRIDOR	CONSISTENCY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>	ON-SITE OPEN SPACE	CONSISTENCY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>
	QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>		QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>
<p>- Comm section low quality, no street tree structure, wide carriageway w/ median.</p> <p>- Resi section, introduction of grassed boulevards + some small kowhai in places.</p> <p>- Compensated for by mature on-site planting.</p>			<p>- Comm section, some areas of open parking, evidence of parking/service behind.</p> <p>↳ creates unpleasant pedestrian experience across service accesses.</p> <p>- Resi, High levels of planting w/ very mature trees lining street, compensates for street feel.</p>		

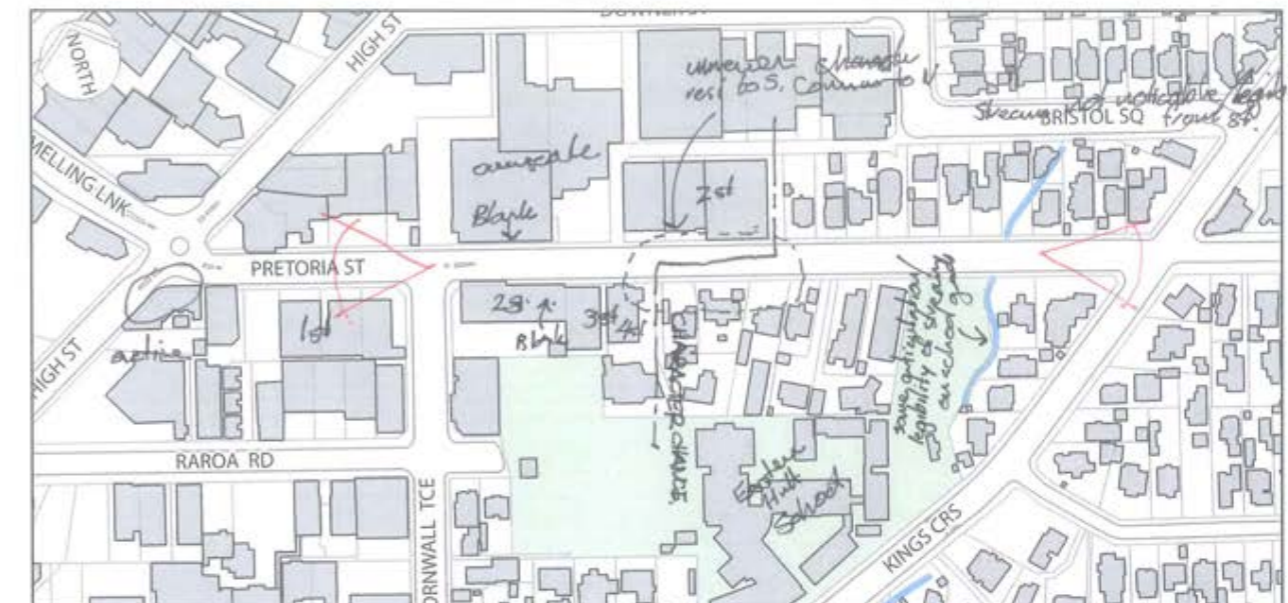
BUILDINGS	CONSISTENCY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>	WIDER CONTEXT	QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>
	QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>		QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>
<p>- Comm, primarily 2st, little active frontage + glazing/entrances located next to blank walls.</p> <p>- Resi, generally of high quality, high value properties, especially around school.</p> <p>- Resi property abutting w/ grassed water frontage?</p>			<p>- views to E &amp; W hills.</p> <p>↳ views to W inc large office towers, giving context of CBD transitioning from hills.</p> <p>- view to E inc the "curve" of the rd, grassed w/ extensive planting. draws eye to hills and wand onto rest of st.</p>		

OVERALL CHARACTER/QUALITY	HIGH <input checked="" type="checkbox"/> MED <input type="checkbox"/> LOW <input type="checkbox"/>
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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Pretoria Street
BLOCKS	From High Street to Kings Crescent



STREET CORRIDOR	CONSISTENCY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>	ON-SITE OPEN SPACE	CONSISTENCY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>
	QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>		QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>
<p>- No street tree structure.</p> <p>- Perceived tree structure at west end due to on-site planting.</p> <p>- Wide carriageway/high crown, not inviting for road crossing.</p> <p>- low quality paving, / relationship between build and road access.</p> <p>- no structured crossings, heavily car oriented.</p>			<p>- Residential section has high levels of planting.</p> <p>- No planting to comm section, large areas of open parking + sections of single row of off-street parking in front.</p> <p>- "Gappy" frontage/ streetscape due to areas of open parking.</p>		

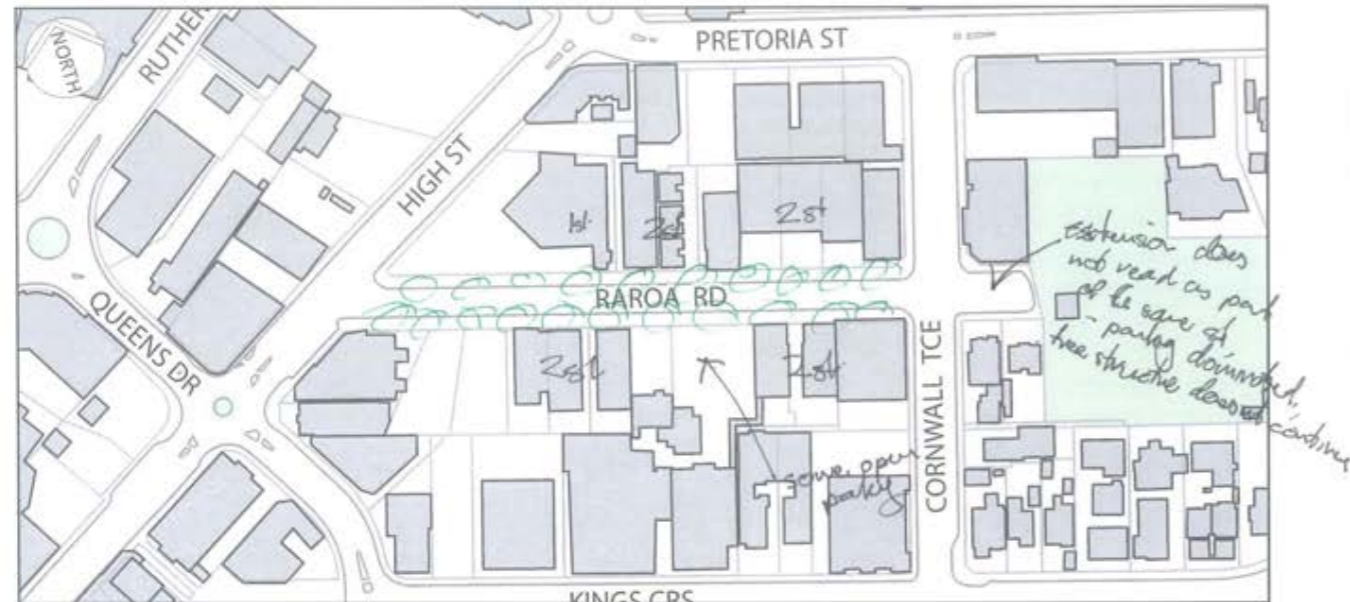
BUILDINGS	CONSISTENCY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>	WIDER CONTEXT	QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>
	QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>		QUALITY	High <input type="radio"/> Med <input type="radio"/> Low <input type="radio"/>
<p>- Higher quality residential buildings to eastern end.</p> <p>- Comm end, little active frontage, w/ blank/ service walls, or behind parking.</p> <p>- Variable scale/quality. From single storey stand alone, 4st not overscale warehouse space.</p>			<p>- views to both Eastern and western hills.</p> <p>- highly visible</p>		

OVERALL CHARACTER/QUALITY	HIGH <input type="checkbox"/> MED <input type="checkbox"/> LOW <input type="checkbox"/>
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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Raroa Road
BLOCKS	



STREET CORRIDOR	CONSISTENCY	High <input checked="" type="radio"/> Med <input type="radio"/> Low <input type="radio"/>	ON-SITE OPEN SPACE	CONSISTENCY	High <input type="radio"/> Med <input type="radio"/> Low <input checked="" type="radio"/>
	QUALITY	High <input checked="" type="radio"/> Med <input type="radio"/> Low <input type="radio"/>		QUALITY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>
<ul style="list-style-type: none"> <li>- exceptional street tree structure w/ historic/mature pohutukawas.</li> <li>- large burrow on carriage way side of footpath</li> <li>- many vehicle crossings.</li> </ul>		<ul style="list-style-type: none"> <li>- variable, with open sites used for parking, some buildings/sites built to back of pavement &amp; some LT with 2 vans of parking in front</li> </ul>			

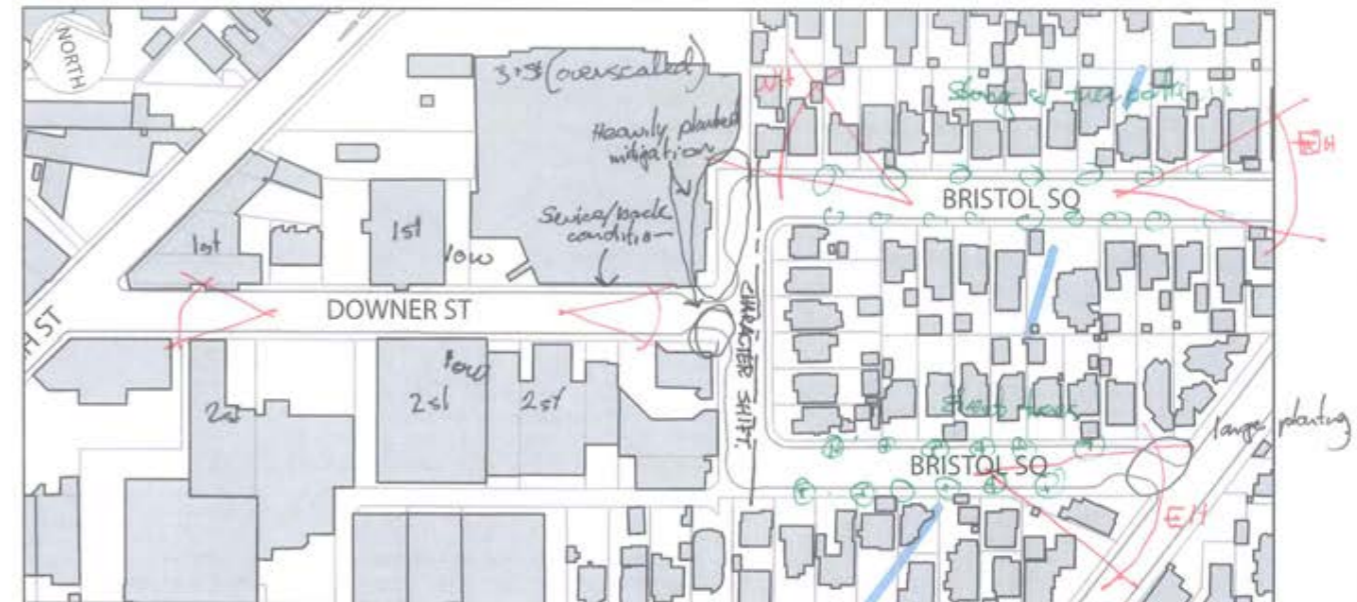
BUILDINGS	CONSISTENCY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>	WIDER CONTEXT	QUALITY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>
	QUALITY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>		QUALITY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>
<ul style="list-style-type: none"> <li>- Variable quality of buildings, w/ some h-I alongside MUR + higher value office space.</li> <li>- largely consistent scale, with variable building location and "cappy" boundary caused by areas of open parking.</li> </ul>		<ul style="list-style-type: none"> <li>- small glimpses of E and W hills, partially obscured by large street trees.</li> </ul>			

OVERALL CHARACTER/QUALITY	HIGH <input checked="" type="checkbox"/> MED <input type="checkbox"/> LOW <input type="checkbox"/>
<p>High quality st with exceptional street tree and unique character as a result, change in higher value towards south.</p>	

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Downer Street & Bristol Square
BLOCKS	



STREET CORRIDOR	CONSISTENCY	High <input checked="" type="radio"/> Med <input type="radio"/> Low <input type="radio"/>	ON-SITE OPEN SPACE	CONSISTENCY	High <input type="radio"/> Med <input type="radio"/> Low <input checked="" type="radio"/>
	QUALITY	High <input checked="" type="radio"/> Med <input type="radio"/> Low <input type="radio"/>		QUALITY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>
<ul style="list-style-type: none"> <li>- some removal of st trees towards Downer St</li> <li>- Strong st tree pattern.</li> <li>- lack of st trees away from vis intersection/footpath.</li> <li>- wide carriage way/high crown.</li> </ul>		<ul style="list-style-type: none"> <li>- Bristol sq - mostly paved, + planted. -&gt; residential character.</li> <li>- some very mature planting.</li> <li>- larger areas of open parking/service area.</li> </ul>			

BUILDINGS	CONSISTENCY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>	WIDER CONTEXT	QUALITY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>
	QUALITY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>		QUALITY	High <input type="radio"/> Med <input checked="" type="radio"/> Low <input type="radio"/>
<ul style="list-style-type: none"> <li>- Bristol sq - quality tapering towards Downer St</li> <li>- Delicate character shift across N-S sections of Bristol sq - resi -&gt; comm.</li> <li>- P45 building oversized for rest of st.</li> <li>- Primarily 1d to N - 2st to south.</li> </ul>		<ul style="list-style-type: none"> <li>- From Bristol sq. views towards eastern hills. + western hills.</li> <li>- From Downer, low scale of buildings on High st allows views to hills.</li> </ul>			

OVERALL CHARACTER/QUALITY	HIGH <input checked="" type="checkbox"/> MED <input checked="" type="checkbox"/> LOW <input checked="" type="checkbox"/>
<p>- Bristol Sq. high quality residential when it meets w/ Kings Crs. gradually degrading towards Downer St, w/ a steep change in character.</p>	

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	High Street
BLOCKS	Between Daly and Margaret Sts

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

HIGH QUALITY STREET FURNITURE + PAVING.  
 PARKING PARKING - INTERRUPTED BY STREET TROTT.  
 LOW VEHICLE SPEEDS - PLAN INTERRUPTED BY PARKING.  
 MOSTLY THROUGH TRAFFIC.  
 STREET TREES NOT MATURER - UNUSUAL SURVED +  
 BROADWAY SPACING (TYPICALLY 3+ PARKING SPACES).  
 CONTINUOUS VOLUNTARIES - SIGNAGE DIRECTED  
 EXCLUSIVELY AT DEVELOPMENTS.

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

CONTINUOUSLY BUILT - UP MANAGES BOTH SIDES.  
 PREDOMINANT HEIGHT 2 STOREYS (RANGES 1-7)  
 DISPARATE BOSS, SPALS - SOME REMODELING OF  
 UPPER FLOOR ELEVATIONS.  
 DISTINCTIVE GROUND - LOCAL RETAIL PLATICO -  
 INCLUDES UNUSUAL BUILDINGS FORMER POST OFFICE  
 BUT ALSO MORE RECENT LOW QUALITY, LIGHT WEIGHT  
 CONSTRUCTION.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

ON-SITE OPEN SPACE LIMITED TO SOME PLANTING  
 AND GRASS.  
 STRIP WITH DEVELOPMENT WITH STREET FRONT PATIOES  
 AND HOTEL DEVELOPMENT SITE INTERRUPT/  
 DISCONTINUE STREET WALL.

WIDER CONTEXT	QUALITY		
	High	Med	Low

RIVER/HILLS VIEWS ON CROSS STREET.  
 LANDS - SUBSISTED AS HIGH STREET.  
 DUDLEY ST. AND PARK PLANTING. SOME LANDSCAPE.  
 ANDREWS INCLUDES MASS SPECIFIC SHOPPING - SOME VACANT  
 TENDENCIES - ESPECIALLY LAINES ROAD BLDG.

OVERALL CHARACTER/QUALITY	HIGH	Med	LOW
	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

OPTIMIST'S 'CORE CHARACTER + AMBIGUITY BETWEEN INTERACT + ANDREWS.  
 AMBIGUITY + INTENSITY DROPS FROM ANDREWS TO LAINES ROAD.  
 SOUTH OF LAINES CHARACTER CHANGES OWING TO "STRIP WITH"  
 FRONTAGES + ON-SITE PLANTING. FROM NORTH TO SOUTH, INCORPORATING CORE ORIENTATIONS.

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Margaret Street & Bunny Street
BLOCKS	Rutherford Street to Knights Road



STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

paved surface - lifts quality.  
 Canopy gives ped amenity. But change from  
 bridge to core. pave creates visual clutter between  
 Bunny & Margaret str.  
 Margaret is narrower canopy, is better  
 mix of paving mix of High St.  
 No street trees to east & west ends.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

generally poor to some paving to front or  
 service courts.  
 Bldg to prevent eye greatly elevated.

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

poor Greenedge edge to eastern end of rd.  
 low grade commercial opposite @ gate.  
 1-2 storeys generally.

WIDER CONTEXT	QUALITY		
	High	Med	Low

good strategic views to west & east hills.  
 Sherry hill connection to western end.

OVERALL CHARACTER/QUALITY	HIGH	Med	LOW
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

- Varies from a low character at west & east ends to a med quality to  
 central Margaret St. area.  
 - Though bldgs all generally 'low' the road corridor improves along the length of the acc.

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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Queens Drive
BLOCKS	Ewan Bridge to Margaret/Bunny Streets

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

- Upper section, high st character with paving, verandas, signage. - planting out at crossing to Queens Arcade.
- lower section dominated by major roadway + amount of residential gardens. -> High quality space but little ped connectivity.
- Busy vehicle, verandas + raised bridge dominate setting east of St

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

- taller buildings (Cibson Street, Mackay Hotel) at intersection of Bunny/Margaret - sharp transition into lower buildings with lower quality upper levels.
- Stop buildings at ground
- low quality council/Wilson parking building.
- Historic civic buildings prominent in Riddell gardens. -> Memorial library, church, ACC offices

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

- Buildings built to heritage, little visible open space.
- Screening in rear lane. - Green arcade providing retreat + access mid-block.
- Large garden area at civic precinct. poorly connected for pedestrians.
- some examples of pattern breaking and onsite parking, particularly to south end of street.

WIDER CONTEXT	QUALITY		
	High	Med	Low

Wider context primarily views south to Civic precinct/Riddell gardens. - some views N to ? Views E/W at intersection w/ Laings Rd.

OVERALL CHARACTER/QUALITY	HIGH	MED	LOW
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- Upper section developing a "high st" character, retail verandas, signage etc. connection to major road entrance to Hutt CBD + Ped access to Mall here draws activity to this section of street.
- lower section juxtaposition of high quality civic gardens. will inhospitable. major traffic route, little ped connection to river



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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Marsden Street
BLOCKS	Pharazyn Street to Railway Avenue

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

Bridge st: poor/low - light industrial type. except for cemetery.  
 Marsden: low med/low pavement.  
 Marsden north: med. qual. resi/planting but wide + willow. & vehicle dominated.  
 low bldg envelope

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

Bridge st: 1-2 storey low grade. Random set backs.  
 Marsden: as per Bridge st.  
 Marsden north: 1 story resi. set backs, fences + trees + willows. Screen blocks.

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

Bridge st: poor/parking + services to front  
 Marsden st: as per Bridge st.  
 Marsden north: gardens, planting, parking + willows. -

WIDER CONTEXT	QUALITY		
	High	Med	Low

Rare corridor + wide but views high grade  
 Some views from Marsden St to city.  
 Loss of river edge street access to north.

OVERALL CHARACTER/QUALITY	HIGH	MED	LOW
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low; Bridge st + Marsden st south: low qual  
 Transition to Marsden north (resi. area) is med qual.



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HUTT CBD SPATIAL PLAN - ANALYSIS FIELD WORK RECORD SHEET

STREET	Pharazyn Street
BLOCKS	Melling Link to Marsden Street

STREET CORRIDOR	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

Pharazyn South of map - High quality, trees & matured trees  
 - Becomes ind/comm vehicle oriented, with frequent crossings - little quality for pedestrians - serving to Park.  
 - Becomes single sided, open to rail corridor / SH2

BUILDINGS	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

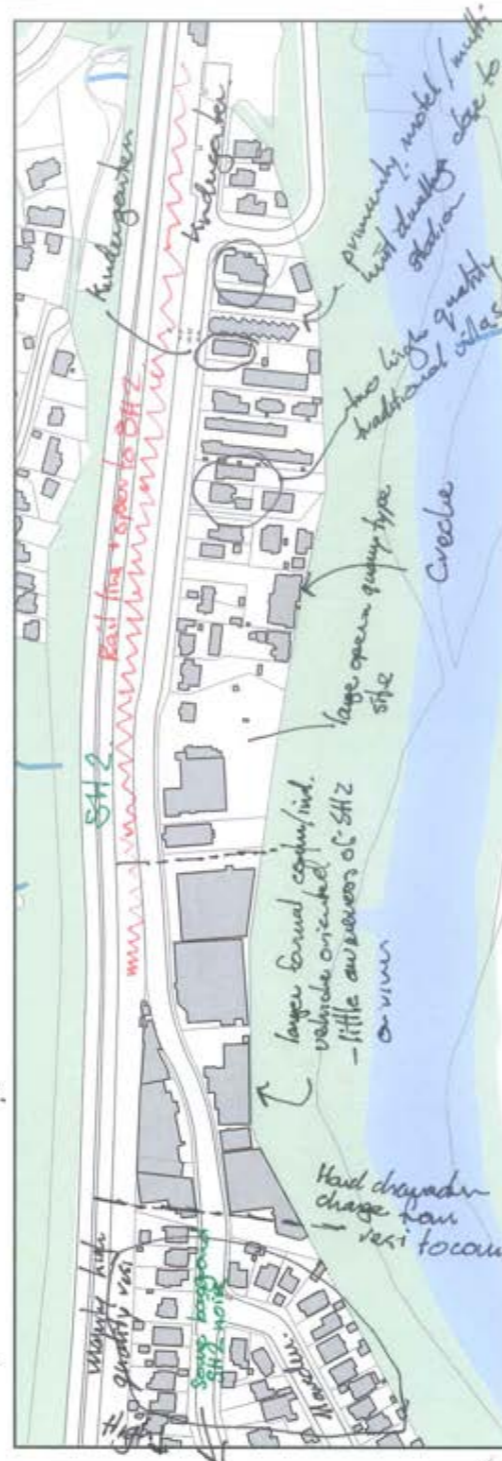
Generally high quality resi - some in poor state of repair  
 - Larger ind buildings, not oriented to street  
 - low quality industrial steel type structures  
 - Becomes low quality residential, traditional cottages and planting, interspersed with some comm use.  
 - some multi-unit resi to walk,

ON-SITE OPEN SPACE	CONSISTENCY		
	High	Med	Low
	QUALITY		
	High	Med	Low

- South - ~~street~~ resi dwelling setbacks, consistent planting  
 -> Hotels, setbacks varies, some with parking to front  
 - Vehicle oriented, parking/servicing to street generally.  
 - traditional resi setbacks - fences + planting downed due to SH2 noise.  
 - open lots, with development

WIDER CONTEXT	QUALITY		
	High	Med	Low

- South - little appreciation of eils river or SH2  
 - North - SH2 dominates, bid with views N and to western hills.



High quality streetscape + history, interspersed with low quality (up-keep) houses + hotels.

OVERALL CHARACTER/QUALITY	HIGH	MED	LOW
	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>