

SUBMISSION ON HUTT CITY COUNCIL - PROPOSED DISTRICT PLAN

To: Chief Executive, Hutt City Council
Via email to: district.plan@huttcity.govt.nz

Submission on: Proposed Lower Hutt District Plan 2025

Name of Submitter: Jackson Four Limited - Lance Goodwin

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- This is a submission by Jackson Four Ltd concerning the Proposed District Plan as notified by Hutt City Council on 6 February 2025.
- This submission relates to proposed heritage provisions as they apply to the sites at 258 to 264 Jackson Street and 51 to 53 Beach Street, Petone and the.
- Jackson Four Ltd could not gain an advantage in trade competition through this submission.
- Jackson Four Ltd wishes to be heard in support of this submission and will consider presenting a joint case if others make a similar submission.
- **Jackson Four Ltd opposes the listing of the buildings at 258-260 and 262-264 Jackson Street, Petone as a Heritage Buildings under Schedule 1 – Heritage Buildings and Structures and Schedule 2 – Heritage Areas.**
- **Jackson Four Ltd opposes the inclusion of the site at 53 Beach Street, Petone in the Jackson Street Heritage Area (Schedule 2 – Heritage Areas).**

SITE CONTEXT

This submission relates to the sites at 258-260 and 262-264 Jackson Street and 51 and 53 Beach Street, Petone.



Figure 1: 258-260 and 262-264A Jackson Street, 51 and 53 Beach Street, Petone (Source: GRIP)

The site can be described as follows:

Address	258-260 Jackson Street	51 Beach Street	262-264 Jackson Street (incl. 264A Jackson Street)	53 Beach Street
Size	248m ²	255m ²	433m ²	246m ²
Title	WN136/126	307437	WN103/199	WN58/124
Parcel ID	3890742	6965267	3807688 & 3809512	3822456 & 3946416
Legal description	Lot 2 A 1941	Lot 2 DP 376468	Part Lot 43&44 DP 51	Part Lot 44&45 DP 51
Location	On the south side of Jackson Street between the intersections with Bay Street and Beach Street			
Operative DP Zoning	Petone Commercial Activity Area – Area 1			
Operative DP Overlays	<ul style="list-style-type: none"> Heritage Area – Jackson Street Heritage Precinct (HA-04) Specific Height Control Overlay – 10m Medium Tsunami Hazard Medium Coastal Inundation Hazard 			

Proposed DP Zoning	Metropolitan Centre Zone
Proposed DP Overlays	<ul style="list-style-type: none"> ▪ Heritage Building and Structure - 258-260 Jackson Street and 262-264 Jackson Street ▪ Jackson Street Heritage Area - 258-260 Jackson Street, 262-264 Jackson Street and 53 Beach Street ▪ Active Street Frontage A - 258-260 Jackson Street and 262-264 Jackson Street ▪ Active Street Frontage C – 53 Jackson Street ▪ Coastal Environment ▪ Specific Height Control Overlay – 10m ▪ Medium Coastal Inundation Hazard Overlay ▪ Low and Medium Flood Hazard Overlay ▪ Liquefaction Hazard Overlay ▪ Low and Medium Tsunami Hazard Overlay
Current Resource Consents	<p>258-260 Jackson Street and 51 Beach Street</p> <ul style="list-style-type: none"> ▪ RM180474 - Partial demolition of heritage building and construction of residential apartments - granted ▪ RM230127 - Change of condition under s127 - granted <p>262-264 Jackson Street and 53 Beach Street</p> <ul style="list-style-type: none"> ▪ RM240245 - Resource Consent Application lodged in June 2024 for Restoration and strengthening of the existing building, demolition of buildings, and partial demolition of the roof, construction of a new residential building with associated earthworks, and signage. S92 request for further information issued in August 2024.

PLANNING CONTEXT

Operative District Plan

Under the Operative District Plan the sites at 258-260 Jackson Street, 262-264 Jackson Street and 51-53 Beach Street are zoned as Petone Commercial Activity Area – Area 1. The sites form part of the Jackson Street Heritage Precinct and are subject to the 10m Specific Height Control Overlay. None of the buildings are identified and individually listed as Heritage Buildings. The sites are also affected by the Low and Medium Tsunami Hazard Overlays, the Medium Coastal Inundation Overlay and the Flood Inundation Overlay (51 and 53 Beach Street).

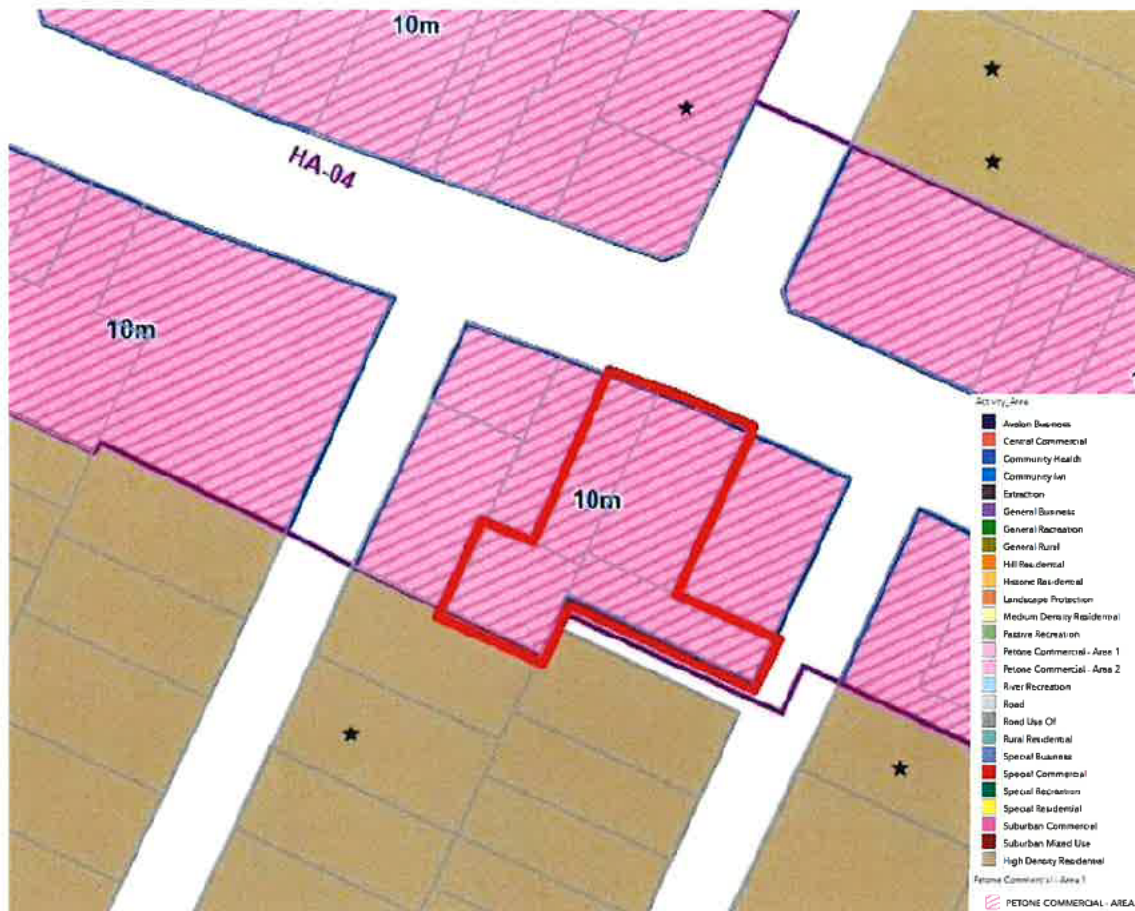


Figure 2: ODP Zones (Source: HCC GIS Viewer)

The current zoning provisions provide for smaller scale commercial activities as well as residential activities that are located above ground floor. The provisions are focused on retaining and enhancing the historic heritage values, style and character of the buildings and structures along Jackson Street. Any built development is assessed against the Petone Commercial Activity Area, Area 1 – Design Guide.

Proposed District Plan

Under the Proposed District Plan the sites at 258-260 Jackson Street, 262-264 Jackson Street and 51-53 Beach Street are zoned as Metropolitan Centre Zone and subject to the 10m Specific Height Control Overlay.

The sites at 258-260 Jackson Street, 262-264 Jackson Street and 53 Beach Street are subject to the Jackson Street Heritage Area Overlay (SCHED2 - HA03) and the buildings at 258-260 Jackson Street and 262-264 Jackson Street are identified and listed as a Heritage Building and Structure (SCHED1 - H118 and H120). It is noted that the Heritage Area Overlay and the Heritage Buildings and Structures listings and related rules have immediate legal effect.

The Proposed District Plan also introduces Active Street Frontage Overlays - 258-260 Jackson Street and 262-264 Jackson Street are subject to Active Frontage A and 53 Beach Street is subject to Active Frontage C.

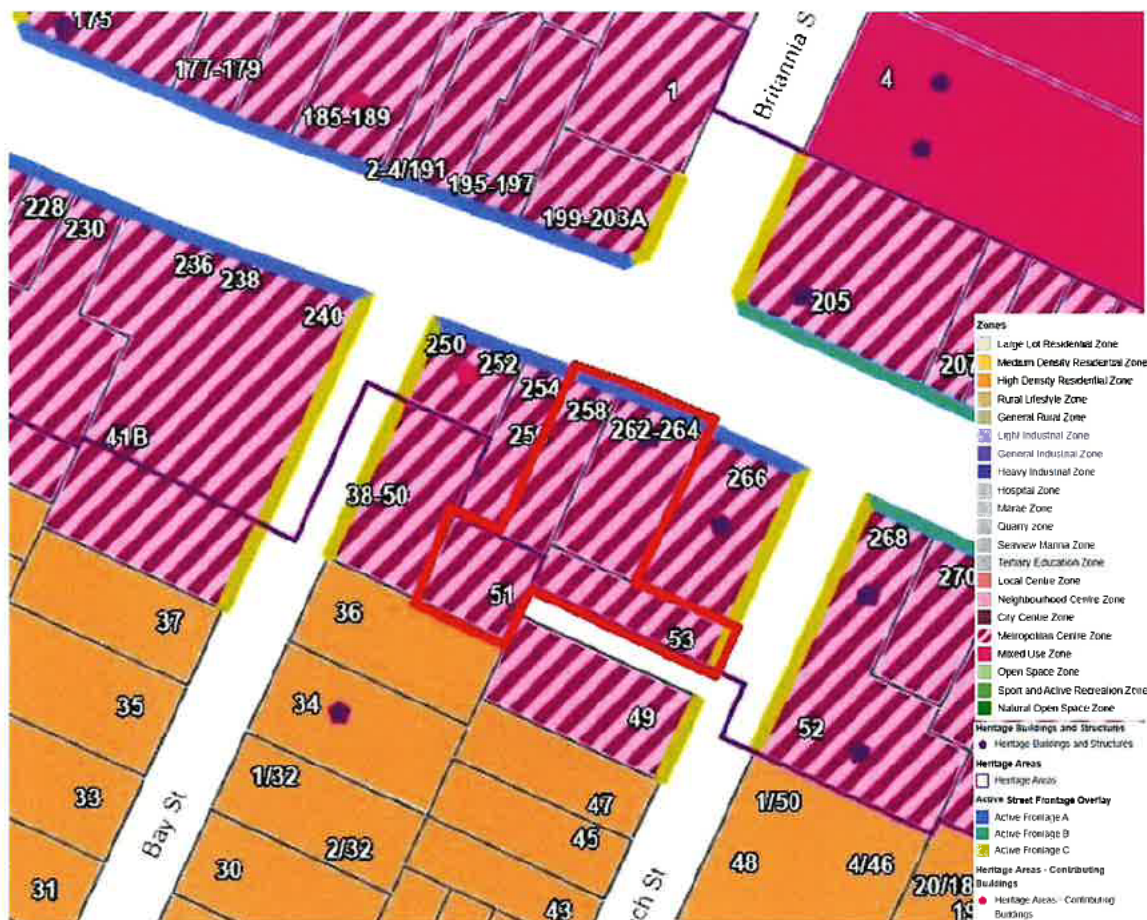


Figure 3: PDP Zones, Active Street Frontage and Heritage Overlays (Source: HCC GIS Viewer)

Metropolitan Centre Zone

The proposed Metropolitan Centre Zone (MCZ) has been introduced to provide for use and development in the Petone commercial area. It anticipates activities that draw people from across the city and much of the region. The MCZ comprises of three distinct sub-areas

- The area along Jackson Street generally between Victoria and Cuba Streets which is characterised by small scale use and development and historic heritage values;
- The western end of Jackson Street which is considered as having significant redevelopment potential and an emerging character that supports the heritage area sites; and
- The wider area around the western end of Jackson Street which is characterised by larger scale use and development.

The MCZ provides for a wide range of activities on a larger scale, including commercial, community and civic activities. Residential activities are provided for but need to be located above ground floor along identified active frontages.

Any built development except for repairs, alterations, additions and minor buildings requires resource consent as a restricted discretionary activity.

The Active Street Frontage Overlays intends to protect frontages on identified streets as attractive, pedestrian-focussed environments through land use and design controls. The related rules and standards regulate height, setbacks, façade modulation, display windows, verandahs, vehicle crossings and land uses at ground level.

Historic Heritage - Jackson Street Heritage Area Overlay & Heritage Buildings and Structures

The heritage provisions of the Proposed District Plan relating to heritage buildings and structures enable the repair and maintenance of buildings and provide for alterations, additions and partial demolition where the heritage values are protected. The total demolition of heritage buildings and structures is to be avoided. Any identified Heritage Buildings and Structures are listed in SCHED1 – Heritage Buildings and Structures.

Within identified heritage areas the provisions differentiate between heritage buildings and structures, contributing buildings and structures and non-contributing buildings and structures. Any identified Heritage Areas and the identified heritage buildings and structures and contributing buildings and structures within these areas are listed in SCHED2 – Heritage Areas.

Natural and Coastal Hazard Overlays

The site is also subject to the following Natural and Coastal Hazard Overlays:

- Medium Coastal Inundation Hazard Overlay
- Low and Medium Flood Hazard Overlay
- Liquefaction Hazard Overlay
- Low and Medium Tsunami Hazard Overlay

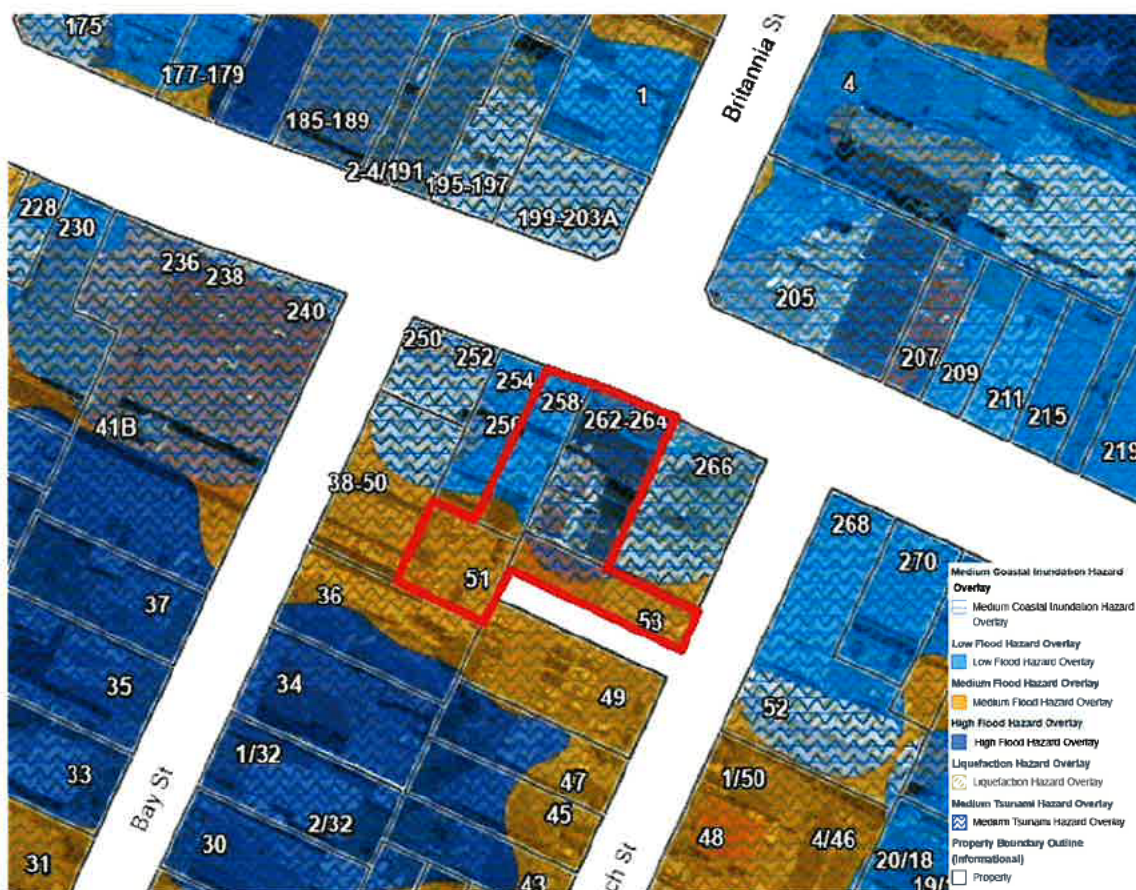


Figure 4: PDP Natural and Coastal Hazard Overlays (Source: HCC GIS Viewer)

The proposed Natural and Coastal Hazard Overlay provisions either limit new development and intensification or require mitigation measures to ensure risks are appropriately managed – depending on the severity of the hazard.

Resource Consents

There are currently two land use consent that have been approved for the site at 258-260 Jackson Street:

- RM180474 - Partial demolition of heritage building and construction of residential apartments at 258-260 Jackson Street and 51 Beach Street, Petone (PT LOT 22 and 23 DP 51 and LOT 2 DP 376468)
- RM230127 - Change of condition under s127 affecting land use condition 1 of RM180474 at 258 Jackson Street, Petone (LOT 2 A 1941, LOT 2 DP 376468)

RM180474

Resource consent was granted in April 2022 and allows for the partial demolition of the existing building, subject to the retention of the existing heritage shopfront and the two storey portions of the existing building within the Jackson Street Heritage Precinct overlay. It also approves the construction of 8 apartments and two commercial units across the combined site of 258-260 Jackson Street and 51 Beach Street.

RM230127

In January 2024 Hutt City Council approved a change of condition under s127. The requested and approved changes included, amongst others, the demolition of the existing building fronting Jackson Street while retaining only the existing façade. The changes were considered necessary to improve economic viability and increase the seismic performance rating. As part of the resource consent decision an assessment of effects on heritage values has been undertaken. The assessment finds that despite the near complete loss of the building and its historic fabric, the demolition will not substantially alter the external appearance and is therefore acceptable subject to the retention of the existing façade. Given the Jackson Street façade remains the only structural element to the building which is original, Council imposed a condition to ensure that the Jackson Street façade is preserved to a high standard and continues to contribute to the value of the Jackson Street historic area in perpetuity.

Pending Resource Consent

In June 2024 a resource consent application was lodged for 262-264 Jackson Street and 53 Beach Street relating to the restoration and strengthening of the existing building, demolition of buildings, and partial demolition of the roof, construction of a new residential building with associated earthworks, and signage (RM240245). A S92 request for further information was issued in August 2024 and is awaiting response.

SUBMISSION

Submission

This submission relates to the properties at 258-260 Jackson Street, 262-264 Jackson Street and 51-53 Beach Street in Petone and seeks the following outcomes:

258-260 Jackson Street & 51 Beach Street

This submission seeks the removal of the Heritage Buildings and Structures overlay from the building at 258-260 Jackson Street and the deletion of entry H118 (258-260 Jackson Street) from SCHED1 which lists all Heritage Buildings and Structures.

As a consequential amendment this submission also seeks a change to SCHED2 Heritage Areas to remove 258-260 Jackson Street from the list of *Heritage Buildings and Structures*.

As outlined above the site at 258-260 Jackson Street is subject to an existing resource consent and s127 change of condition that allows for the demolition of the existing heritage building with the exception of the historic façade facing Jackson Street. As confirmed by the resource consent and supporting expert advice from Heritage New Zealand Pouhere Taonga the consented demolition will result in the irreversible and near complete loss of the building and its historic fabric. At the same time it is noted that the façade, which will be retained, '*makes the primary contribution to the architectural values of the historic area*'. The s127 variation therefore introduces an additional condition of consent that requires the certification of a construction and maintenance methodology.

For these reasons the listing of the building at 258-260 Jackson Street as a Heritage Structure is not considered to be appropriate. Once the resource consent is given effect to the only remaining element with heritage value will be the historic street façade and this remaining element will be sufficiently covered and protected by the Jackson Street Heritage Area overlay provisions as well as the recently introduced consent condition. The proposed Heritage Area provisions provide a robust framework for the protection of the remaining façade without applying a false heritage building status to what will soon be a brand new building.

We note that recently undertaken demolition and building work has uncovered significant stability issues in relation to the remaining façade which may require further amendments to the development plans and a variation to the existing resource consent to manage previously unknown risks to health and safety.

- Further to the above, demolition work and subsequent structural engineering advice now deems the property significantly unsound and is more than likely to be entirely demolished (see attached structural engineering report)

It is noted that the site at 51 Beach Street has been excluded from the Jackson Street Heritage Area and this exclusion is supported.

262-264 Jackson Street & 53 Beach Street

This submission seeks the removal of the Heritage Buildings and Structures overlay from the building at 262-264 Jackson Street and the deletion of entry H120 (262-264 Jackson Street) from SCHED1 which lists all Heritage Buildings and Structures.

As a consequential amendment this submission also seeks a change to SCHED2 Heritage Areas to remove 258-260 Jackson Street from the list of *Heritage Buildings and Structures*.

As mentioned above the building at 262-264 is subject to a pending resource consent application that is seeking the comprehensive redevelopment of the site, including the partial strengthening of the existing building (ground floor) and the partial demolition and rebuilding of the first floor and roof. The resource consent application also seeks the removal of the remaining buildings and

structures on the sites (264A Jackson Street and 53 Beach Street) to allow for the construction of comprehensive medium density residential development on the site.

Should the resource consent be granted, the remaining elements of the heritage building will be sufficiently covered and protected by the Jackson Street Heritage Area overlay provisions which provide a robust framework for the protection of any remaining heritage components.

This submission further seeks the exclusion of the Site at 53 Beach Street from the Jackson Street Heritage Area. The site at 53 Beach Street currently contains a featureless single storey commercial building that is set back from the road boundary by approximately 17m and is otherwise used for car parking. The building is not listed as a contributing building and we note that similar sites have been included in the Heritage Area (e.g. 51 Beach Street, 38-50 Bay Street, 38 Richmond Street).

Other Matters

This submission does not seek any changes to the proposed provisions of the Historic Heritage chapter.

This submission also does not seek to comment on the proposed Metropolitan Centre Zone provisions or on the extent and location or the proposed provisions for the Natural and Coastal Hazard Overlays that apply to the site.

DECISIONS SOUGHT

Jackson Four Ltd seek the following decision from Council:

- **Remove the buildings at 258-260 Jackson Street and 262-264 Jackson Street from SCHED1 - Heritage Buildings and Structures.**
- **Consequential amendments to SCHED2 – Heritage Areas for HA03 Jackson Street Heritage Area to remove the buildings at 258-260 Jackson Street and 262-264 Jackson Street from the list of Heritage Buildings and Structures.**
- **Amend the extent of the Jackson Street Heritage Area to exclude the property at 53 Beach Street**
- **Any consequential changes or alternative relief required to achieve the intended outcomes sought within this submission.**



Lance Goodwin

Jackson Four Ltd

1 May 2025

Condition Assessment Report

**260 Jackson Street
Petone
Lower Hutt**

SpencerHolmes

engineers - surveyors - planners

PO Box 588
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Wellington New Zealand
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Brief

Spencer Holmes Limited has been commissioned by Jackson 4 Limited to undertake the design of the proposed building redevelopment, strengthening and façade temporary propping and permanent support works to the existing building at 260 Jackson Street, Petone, Lower Hutt.

Limitation of Report

This report has been prepared for the use of Jackson 4 Limited and their agents, for submission to the Hutt City Council & Heritage New Zealand, to investigate the condition and suitability of the existing façade to the street front at 260 Jackson Street, Petone, Lower Hutt, and should not be relied upon by any other party without written approval from Spencer Holmes Limited.

The report is based on a site inspection of the existing building. Spencer Holmes Limited are not able to give any warranty or guarantee that all work, defects, damage, conditions or qualities have been identified. No destructive tests or investigations have been undertaken other than that noted within the report.

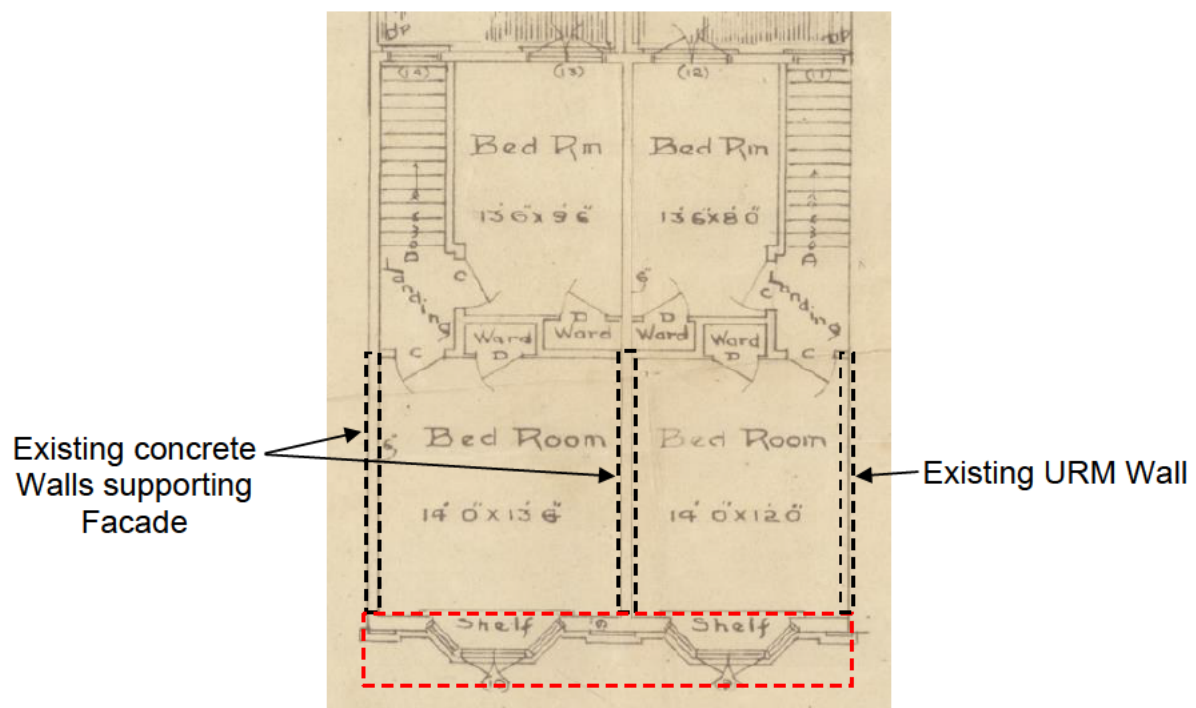
The inspection is primarily limited to the building structure only (NZBC/B1), and do not cover other services or other aspects of New Zealand Building Code compliance. However, we do make some limited observations with regards to the External Moisture (NZBC/E2) and other NZBC clauses with reference to the dwelling.

Site Description

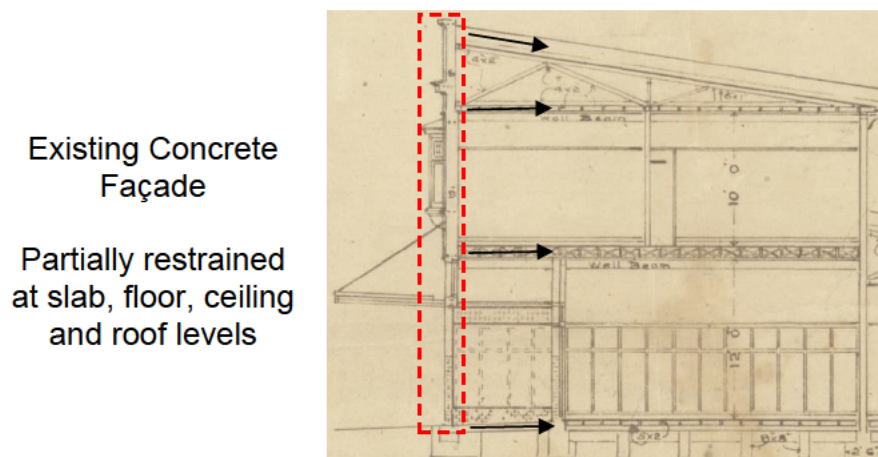
The existing building is located on the street frontage to the southern side of Jackson Street approximately halfway between Bay and Beach streets. The existing façade is two levels high constructed of reinforced concrete that is currently held back by two reinforced concrete walls and a URM wall as shown in the plan below. In addition, the façade is restrained at first floor level by the existing timber floor.



260 Jackson Street



Existing Concrete Façade



Extent of Investigation

As part of the demolition and temporary support works Hayden Milburn of Spencer Holmes Limited undertook and onsite inspection on the 4th of April 2025 once the internal lining had been removed to confirm fixing requirements and suitability of the current propping design. The inspection was undertaken internally from both the ground and first floor levels and externally from Jackson Street.

The photographs taken from the site inspection are attached to this report in Appendix 1.

Condition Assessment of Buildings

Upon inspection it was evident that the façade was in poor condition. The existing concrete is porous and of low compressive strength and quality. In multiple areas corrosion of the reinforcing bars had occurred with the concrete “exploding” causing significant spalling of the existing concrete.

The concrete return walls are attached to the existing façade, and are in better condition compared to the existing façade, however the URM is entirely detached. Furthermore, the connection at floor and ceiling levels is limited to the point where lateral stability is effectively not provided at these levels.



Figure 1 – General condition of existing façade being porous and Boney and generally in poor condition



Figure 2 – Area of existing façade where the existing steel reinforcing has corroded causing expansion and breakout of existing concrete



Figure 3 – Existing column where significant breakout has occurred due to corrosion of existing reinforcing steel.

Significant deterioration has occurred to the existing façade mostly through water ingress into the existing concrete causing corrosion of the existing steelwork. This corrosion has resulted in the spalling of the concrete, and it is clearly visible that the bar no longer has any remaining capacity. Additionally, the poor construction of the concrete work would provide insufficient ability to use chemical anchors as originally proposed as the concrete can be broken apart by hand with little force.

In the facades current state, we do not consider that there is sufficient capacity within the existing structure to remain stable during the proposed construction works. The existing façade has deteriorated to a level where it lacks sufficient strength to allow temporary or permanent support structure to be affixed to the façade and provide a reliable load transfer system.

We therefore would consider this facade to meet the definition of a dangerous building.

Refurbishment of the Buildings

The scope of work to refurbish the facade to a suitable standard such that the “heritage” of the building is maintained and the facade would have an additional 50 years of life would require the following works;

- Complete breakout of all spalled reinforcing bars,
- Cutting in new reinforcing bars to replace the existing reinforcing bars that no longer have a reliable capacity
- Breakout of boney concrete and recasting
- Re waterproof the façade to prevent water ingress, likely plaster render over front façade,
- Additional structural steelwork to support the façade out on plane affixed to the rear of the façade and tying into the existing structure at first floor and roof level
- Bolting the supplementary steelwork through the façade to provide a reliable load path. This bolting work will require damaging a substantial amount of the existing decorative features to the façade and will remain permanently leaving a myriad of visible bolt and washer connections to the exterior face.

We estimate that this level of work will likely require 60-80% of the entire façade to be re constructed. Further to this given that the existing façade is unable to be propped from one side only we would consider that propping both sides to be the only reliable way to secure the structure. Whilst propping the interior would be difficult it is achievable however propping to the exterior would require the footpath to be closed on Jackson street and potentially a partial road closure for an extended period.

We therefore consider that strengthening the façade given its current condition is not feasible from an economic and practical perspective. The level of works required to strengthen the façade would also leave little original structure remaining.

Note: As an engineering practice, we generally take the approach that a heritage building/element should be strengthened to 70%NBS, as a level that is as near as is reasonably practicable to current code. We believe that this level enables the building to be viable for future use, being able to be tenanted and insurable. This is also a suitable level of seismic strength to enable protection of the historic heritage for the long term in any future seismic events.

Summary

Spencer Holmes Limited has inspected the façade to the street frontage of the property at 260 Jackson Street and have assessed the condition and structural performance of the building element.

We have prepared a base scope of work to refurbish the facade to a suitable standard such that the “heritage” of the building is maintained, and the buildings would have an additional 50 years of life.

We appreciate that there are heritage issues to be considered, however, trying to retain the remaining façade will affect the viability of the project both structurally and economically. Given the extent of the work, there is very little of the facade that would be salvageable, and it is not practicable to attempt to retain those parts of the facade that could be salvaged.

**Report prepared by
Spencer Holmes Limited**



Hayden Milburn
Director CPEng