

P2040 Petone Spatial Plan



PREPARED FOR
P2040 Group

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 Petone and Moera's future. Implementation of significant projects is expected to involve further consultation with community and affected parties.

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**SUPPORTED WITH ADVICE FROM HCC, GWRC, HNZN, NZTA
and HERITAGE NZ**
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ILLUSTRATIONS
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Executive Summary and Recommendations

EXECUTIVE SUMMARY

Petone occupies a unique physical environment at the junction of hills, harbour and river. Combined with the area's distinctive history, these conditions produce an amenity-rich "urban village" unlike anywhere else within Hutt City. Petone's special heritage and character help to attract people, investment and economic activity. By fostering these assets, the City Council secures the suburb's reputation as a desirable residential area and a regionally important commercial centre.

Because a premium is attached to Petone's character and heritage, public and private development should be subject to place-based planning controls with a strong emphasis on design. Entitled P2040: Petone Spatial Plan, this document provides the foundation for such a regime. The Study articulates aspirations. It provides a basis for building consensus and giving certainty to stakeholders. Specifically, it employs spatial diagrams and customised urban design principles to indicate how Petone might change during the next 23 years.

The Study draws upon Hutt City's existing visions, strategies and plans. It also incorporates the views of community groups, public agencies and other key protagonists.

RECOMMENDATIONS

1 Adopt the Spatial Plan for Petone and Moera within the HCC District Plan

The Spatial Plan will protect, enhance and optimise Petone's physical environment. Working at macro and local levels, use the plan's geographical focus to translate existing policies, strategies and programmes into a fully integrated place-based Vision. Bring a design perspective to policy making, allowing concepts such as form, space, inhabitation and identity to shape development decisions.

2 Update Petone's "Vision" and partner this with Design Guides and Masterplans

Update the 2007 Vision Statement to provide a more accurate and compelling picture of intensification and change. Use this as the foundation for a suite of Design Guides that direct incremental development in sensitive areas where character and stability are valued. Give the Vision greater clarity by masterplanning critical locations where comprehensive change is expected or encouraged. Ensure guides and masterplans address the following subjects:

- Areas where period housing creates a cohesive residential townscape.
- Concentrations of traditional small-business premises in Petone West.
- Petone West Mixed Use Activity Area (Area 2).
- Key movement corridors (Cuba Street, The Esplanade, Hutt Road, Randwick Road).
- Suburban Commercial Activities Areas and other local centres.

3 Base future policy, planning and vision on urban structure and neighbourhood character

Future policy and planning for Petone and Moera should be informed by a robust analysis of existing conditions. These include features that give the area its overall form: foreshore, river corridor, rail line, street grid, open space network and so on. These conditions also embrace localised patterns such as lot sizes, building setbacks, façade orientation and tree planting. Appraisals of urban structure and neighbourhood character provided by this Plan are essential precursors to policy making and development control. The appraisals identify positive townscape features that deserve to be protected and enhanced. They also describe areas with negative traits where change can be beneficial.

4 Undertake further masterplanning at three "Gateway" locations and The Esplanade

The Gateways should lead Petone's transformation into a vibrant commercial hub with a contemporary "village" feel. These areas occupy strategic positions on regional transport routes. Some locations incorporate waterfront sites with exceptional amenity value. However, at all three Gateways, spatial structure is deficient and poor-quality buildings abound. For this reason, the areas need to be comprehensively re-planned if they are to optimise growth and attract the most desirable types of development:

- Petone West (Mixed Use Activity Area also known as "Area 2")
- Petone East (Waione Street and environs)
- "North Park Village" (centred on Bouverie Street)

A masterplan approach is also recommended for The Esplanade. A detailed design exploration of the foreshore corridor will ensure that new transport infrastructure delivers improved amenity along this key waterfront asset.

5 Develop a Public Realm Strategy that co-ordinates public and private development

A Public Realm Strategy is another valuable tool for shaping Petone’s development. It focuses on the network of open spaces that gives Petone its exceptional character and enviable recreational opportunities. By placing individual development initiatives within a wider open space system, the Strategy aligns public and private investment and helps to deliver a high-quality public realm. Petone’s most important open spaces are: the Hutt River corridor; The Esplanade and foreshore; the Jackson Street Heritage Precinct; and the Petone Recreation Ground. This list suggests that the Public Realm Strategy should give equal emphasis to natural and constructed landscapes.

6 Adopt the Spatial Plan's nine Principles as a common foundation for the Public Realm Strategy and future planning

The principles capture high-level, long-term objectives for Petone’s growth and development. They ensure that Plan, Vision and Strategy are consistent at a conceptual level. The Principles reflect established urban design thinking. However, in keeping with spatial planning practice, each proposition is tailored to Petone’s needs and targeted at a particular location:

1. Reinforce Jackson Street as Heart of Petone

2. Establish Three Attractive Town Gateways
3. Intensify Key Corridors
4. Revitalise the Foreshore and The Esplanade
5. Enhance and Augment Petone's Green Open Spaces
6. Create an Amenity Spine connecting The Esplanade to North Park Village and Alicetown
7. Enhance the Character of Traditional Housing Areas
8. Plan for and Leverage Improvement from Major Infrastructure Projects
9. Plan for Resilience and Expectant Design

7 Redefine the Medium Density Residential overlay to align with existing traditional housing characteristics and to better control new development in those areas. Enable targeted intensification at six locations

The existing Medium Density Residential Area (MDRA) overlay is ineffective within Petone’s already tightly packed streets and the standards should be revised to recognize and support the existing housing character of particularly cohesive and intact areas. Targeted (rather than dispersed) intensification should be considered that offers a better response to development pressures. Density can increase at six locations within the study area. These include amenity-rich transport corridors and selected retail or commercial hubs where large sites act as “land banks”:

- Jackson/Cuba Street axes
- North Park Village
- Petone Rec Frame
- Petone East

- Randwick Road Corridor
- The Esplanade

8 Further develop and implement the PSP's 15 project initiatives beginning with the streetscape upgrade to Jackson Street Heritage Precinct

The Spatial Plan identifies 15 core projects that should be implemented over the life of the Plan to 2040. One of those projects, identified as a short term priority, is the streetscape renewal to Jackson Street Heritage Precinct. As the heart of Petone, Jackson Street is at once a physical, geographical centre, a shopping hub, a cultural focus and a prime location for quality multi-unit housing. It is proposed that Jackson Street Heritage Precinct be the subject of a streetscape (landscape and urban design-led) design upgrade culminating in a comprehensive streetscape plan.



PART 1

A INTRODUCTION

- 1 About the Spatial Plan
 - 1.1 Introduction and Background
 - 1.2 Spatial Plan Boundary
 - 1.3 Spatial Plan Purpose and Objectives
 - 1.4 Spatial Plan Structure and Outputs

1 About the Spatial Plan

1.1 Introduction and Background

The Spatial Plan establishes a comprehensive strategy for coordinated development and design for Petone. It reflects 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 Visions as well as local stakeholder aspirations.

The Petone Spatial Plan is an initiative of the Petone 2040 Community Group (P2040 Group) in partnership with Hutt City Council. The P2040 Group consists of seven members appointed by the Mayor, Deputy Mayor and Harbour Ward Councillors and includes representation from the Petone Community Board and local residents and businesses. The plan development process has engaged beyond this group and been informed by a range of consultation with local stakeholders.

The P2040 Group commissioned McIndoe Urban in January 2016 to prepare the Preliminary Study for a Petone Spatial Plan. This initial stage comprised a technical Part 1 document that formed the basis for P2040's submission on the Hutt City Council's Annual Plan. Part 1 comprises a baseline analysis of the Petone and Moera study area identifying issues, opportunities and principles, including a comparative assessment of existing HCC documents and recording key physical / environmental constraints. Part 2

of the document develops the final Spatial Plan including strategies for managing growth and change across Petone.

The report does not have any formal or statutory status within the HCC planning context, however it has been approved by HCC (23 May 2017). It has been developed in consultation with Council Officers, including Greater Wellington Regional Council but is a community-led project and presents the views of the community representation on the project.

1.2 Spatial Plan Boundary

The Petone Spatial Plan study area has been informed by the P2040 Group in consultation with HCC and covers the area shown in Figure 1.2.1 opposite.

Overall the study area comprises some 480Ha of which 93Ha comprises the Hutt River corridor and associated open space. The boundary includes the majority of Petone and is defined to the west by State Highway 2, to the north by the Hutt railway line/Wakefield Street, to the east by the Moera settlement and rail yards and to the south by The Esplanade and foreshore. The study area includes that section of the Hutt River that runs south of the railway bridge near Ava Park and the open spaces including Memorial Park, Shandon Golf course and McEwan Park in Hikoikoi Reserve.

1.3 Spatial Plan Purpose and Objectives

In summary, Spatial Plan:

- Defines the development and design context for Petone and Moera;
- Acts as a frame of reference for both public and private sector that can inform negotiations over intensification and change;
- Integrates the range of HCC planning documents;
- Provides a framework which expresses the desired spatial form and structure of the area;
- Identifies the important character areas and elements across the area with outline guidance on how these might be protected or adaptively re-used;
- Records the historical evolution of the area augmenting the approach to heritage for Petone and Moera;
- Identifies the 'sensitivity to change' of different parts of the area, recommending a strategy for intensification that best manages heritage and character;
- Provides nine Principles to guide the growth of the area;
- 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;
- Provides evidence of community input to demonstrate a local approach to Petone and Moera's future; and,
- Assists HCC to identify the potential for growth, co-ordinate development pressure, assess development proposals, and identify public realm improvements.

1.4 Spatial Plan Structure and Outputs

The Spatial Plan is structured as follows:

Part 1

A Introduction - introduces the Spatial Plan, describes the overall purpose and process of development of the Plan. The nature of engagement and consultation undertaken to date is described.

B Understanding the Place - sets out the range of analysis undertaken to describe Petone and Moera. This includes a comparative analysis of the key HCC planning documents and strategies including the Petone Vision Statement (2007).

C Opportunities and Constraints - describes the principal constraints and strategic opportunities, focusing on the whole of Petone and Moera with identification of appropriate areas for residential intensification. Nine overarching principles are identified to guide the Plan.

Part 2

D The Spatial Plan - identifies the proposed urban form and structure, as well as spatial planning principles and community aspirations. This chapter includes the individual project initiatives that make up the Spatial Plan as a whole.

E Moving Forward - identifies areas of further work required and implementation advice to support delivery of the Spatial Plan.

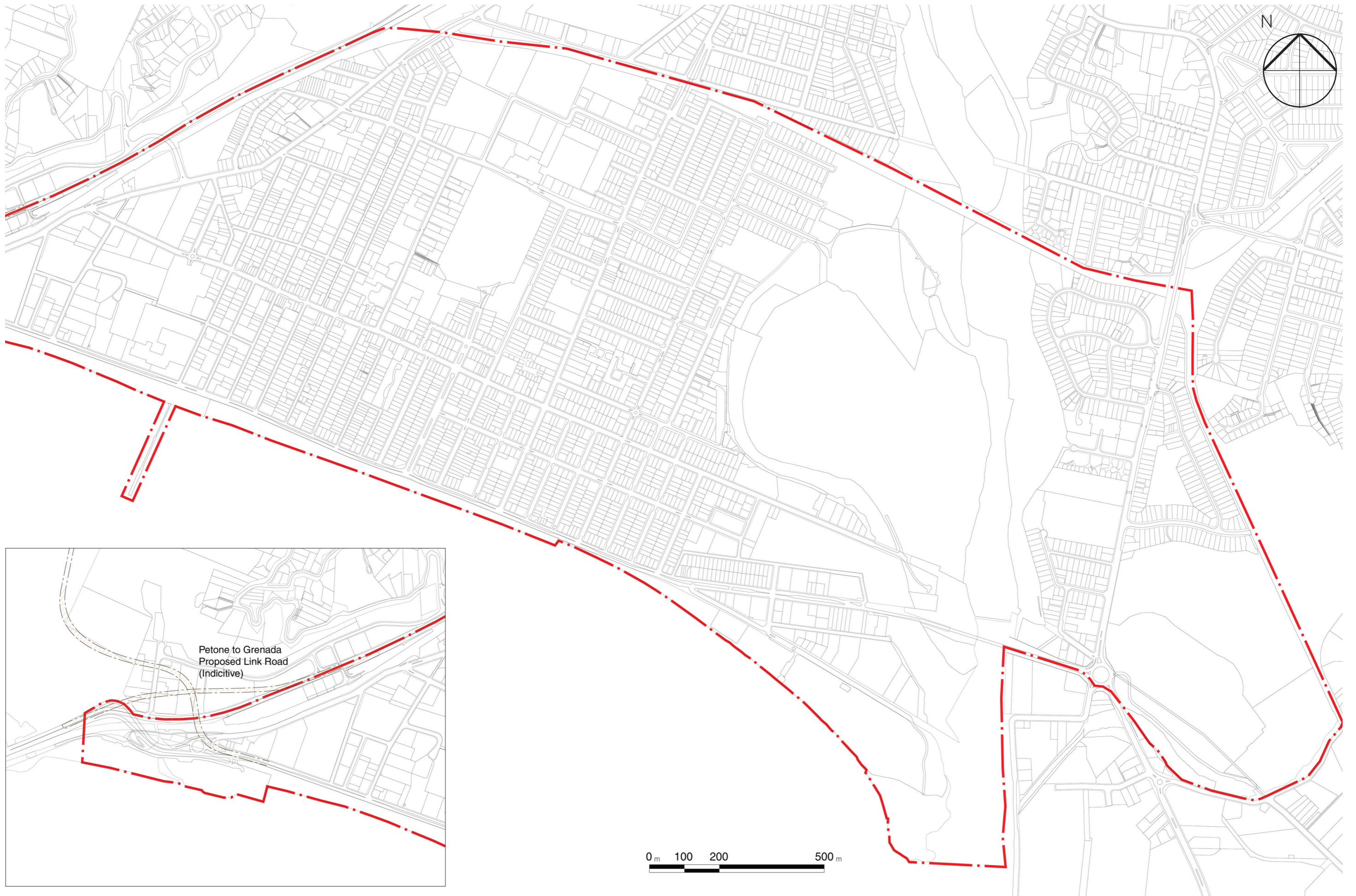


Figure 1.2.1: Study Area Boundary

1.5 Stakeholder Engagement

The project has engaged closely with a range of stakeholders at various stages throughout the Part 1 process. Further stakeholder engagement and public consultation was undertaken for Part 2 and is detailed later in the document. The purpose of this engagement was to ensure the project was fully grounded in local issues and as representative as possible of local concerns and aspirations. As well as individual representation, a number of organisations were consulted including Hutt Valley Chamber of Commerce, Petone Sportsville and WelTec.

In addition to engaging with the local community, consultation has been carried out with the relevant regulatory bodies, namely Hutt City Council (HCC), Greater Wellington Regional Council (GWRC), Heritage NZ (HNZ), Housing New Zealand Corporation (HNZC), New Zealand Transport Agency (NZTA) and Wellington Water (WW). Iwi engagement was also initiated through discussions with Port Nicholson Block and Tenth's Trust.

The following consultation was carried out:

Individual conversations were held with the P2040 Group members, HCC Officers and a selection of stakeholders. A confidential record of these discussions has been created that has been used to inform the development of the study.

Hutt City Council Workshop

A workshop was held on the 16th of March 2016 with Council Officers and included representation from GWRC, NZTA and WW. The key themes from that workshop included:

- Residential character and heritage
- Intensification approach and Medium Density Residential Area provisions
- The role of The Esplanade in relation to the proposed Cross Valley Link (CVL)
- CVL and Petone to Granada (P2G) links
- Area 2 (PC 29) characteristics and possible future
- General business areas characteristics and possible future
- The recreational network
- Petone Recreation Ground
- Quality of the public realm
- Natural hazards
- Public transport provision

Stakeholder Workshop

A workshop with a range of local stakeholders including representation from Heritage NZ was held on the 23rd March 2016. This was an interactive event based on a mixture of presentation, open forum discussion and small group working. The workshop was observed by four

members of the P2040 Group. The key findings from that workshop are provided at Appendix A. General discussion occurred around a set of issues similar to those noted under the HCC workshop above but included an additional focus on Moera and Jackson Street.

Participants were asked to provide their 'Aspirations, Bright ideas and Questions'. Some of the feedback from this included:

- Increased vitality of heritage of Jackson St. Keep character of Petone housing;
- Medium/High density housing that creates affordable living;
- A better image for the east side of Petone;
- Keep the village feel. Strengthen the community heart/hub;
- Develop Petone as a destination and hub;
- Recognition of Petone as a special place;
- Create more foot traffic to Petone;
- Redo Jackson Street in heritage streetscaping;
- Higher density housing on sea front in Seaview;
- Outdoor concert/film events programme;
- Mixed reaction to Sports hub on Petone Rec;
- Resolve The Esplanade traffic issues;
- Better connections to the river.

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

- Petone is highly diverse: Whilst keeping heritage values intact, can we also develop a contemporary identity too?
- What engagement is planned for local iwi with P2040 Group?
- What are the negatives around sports hub development?
- How to preserve/conservate the Petone housing – as a style?
- Can Flood Management complement Petone's heritage assets?
- How to marry community wants with council planning decisions and actions?

Finally, a group work mapping exercise was undertaken requiring participants to mark-up issues on an area by area basis, specifically: What works well? What doesn't work well? What are the opportunities? The areas covered included Petone West, Petone Central, Petone East and Moera with opportunity to comment at the 'whole of Petone' scale as well. The diagram at Figure 1.5.1 summarises the output of that exercise.



Figure 1.5.1: Stakeholder Workshop Outputs

1.6 District Plan Activity Areas

The District Plan identifies Activity Areas as a mechanism to control development across the town. The Activity Areas of the operative District Plan are shown in Figure 1.6.1. Generally, the approach supports predominant uses (e.g. residential, general business) while some areas are intended to develop with a mix of activities (e.g. Area 2 from Plan Change 29, Suburban Commercial). The Plan includes a Medium Density Residential Development overlay that states “higher dwelling densities along major transport routes, around some commercial centres, and in the residential area between Jackson Street and The Esplanade, Petone, where existing residential dwelling densities are higher, and where amenity values will not be affected adversely”. It is worth noting that these areas include large swathes of older, traditional housing stock where issues of character and identity for Petone are most critical. This matter is addressed at Section 3 of the study.

General observations of development pressures and trends across the town have been identified through on-site review and discussions with HCC Officers. The following are relevant to this study:

Area 1: Development within Jackson Street tends to comprise shop front refurbishment and upper level residential (apartment) development. The area contains a large proportion of older / heritage buildings (Jackson Street is a Heritage Area) that require seismic upgrading to meet current Building Code Standards. This introduces financial feasibility issues for land owners and combined with local market value conditions can lead to issues of lower building quality. It is also noted that pastiche design

approaches have occurred that tend to undermine the authenticity of Jackson Street as a heritage area. A focus on public realm / streetscape and heritage-themed street furniture should be pursued.

Upper level residential development occurs more commonly along the southern side of Jackson Street and benefits from views out and over the lower older housing stock towards the foreshore. However, the transition in scale between these two types is problematic and results in both visual amenity issues as well as potential effects on privacy/overlooking and sunlight/shading.

Area 2: In general Area 2 comprises large format ‘big box’ type retail and standalone office buildings. Recent and consented development is limited to more of this type and includes a new Bunnings store, Briscoes Rebel store and Kmart. Two hotels have been granted Resource Consent but are not yet under construction. It is clear that the anticipated outcomes for this Activity Area as a mixed use part of Petone have failed to emerge. Residential development is not compatible with this type of environment and the standards preclude fine grain retail development of less than 500sq.m (to avoid competition with Area 1). However, this compounds issues of compatibility with residential development. Area 2 is addressed in detail at Chapter C, Section 7.3.

General Business: General business areas to the north and south of the western end of Jackson Street comprise older parts of the town and are underpinned by a regular grid street/block system. Activities comprise finer grain light

industrial businesses that are vehicle-based but otherwise address their street settings. There are few instances of retail activity moving into these areas and change is low and demand static. Given the LFR nature of the General Business area near North Park, the potential threat of further retail within this zone should be noted.

Suburban Commercial: These areas are limited and tightly defined within wider residential settings. They often comprise fine grain shops, built to the front or within existing dwellings and are clustered along key routes including Cuba Street and Randwick Road. Low change is experienced in these areas and issues generally include amenity effects over the boundary with residential neighbours. Design guidance around mixed use in suburban commercial areas that can accommodate higher density or a broader range of residential typologies should be considered.



Upper level residential development, south side of Jackson St

General Residential: Development within the residentially zoned areas is sporadic and limited to small infill or refurbishment opportunities. This is largely influenced by the already relatively dense and small plot characteristics of much of the traditional housing and the availability of land. Notable changes include the Rymans retirement village near Memorial Park and some newer dwellings along The Esplanade. HNZN owned housing stock varies in quality and whilst some is reasonably well integrated the majority occurs in multi-unit arrangements with a poor quality building design and often poor open space setting. Demolition of HNZN stock along Jackson Street west has occurred. Overall the residential environment is reasonably static.

Recreation: Open space is addressed in detail at Chapter B, Section 2. Little change is noted within these areas but it is noted that discussions around a combined sports club hub facility for Petone Sportsville have begun through a study funded by HCC. Other potential changes include a water sports hub at Honiana Te Puni Reserve though no feasibility work has begun. Overall the provision of open space for residents is under review (see Review of Valley Floor Reserves, March 2015) while the foreshore/The Esplanade is subject to future decisions on the proposed Cross Valley Link.



New housing on The Esplanade, single lot development can be accommodated



Multi-lot re-development has larger impact on character

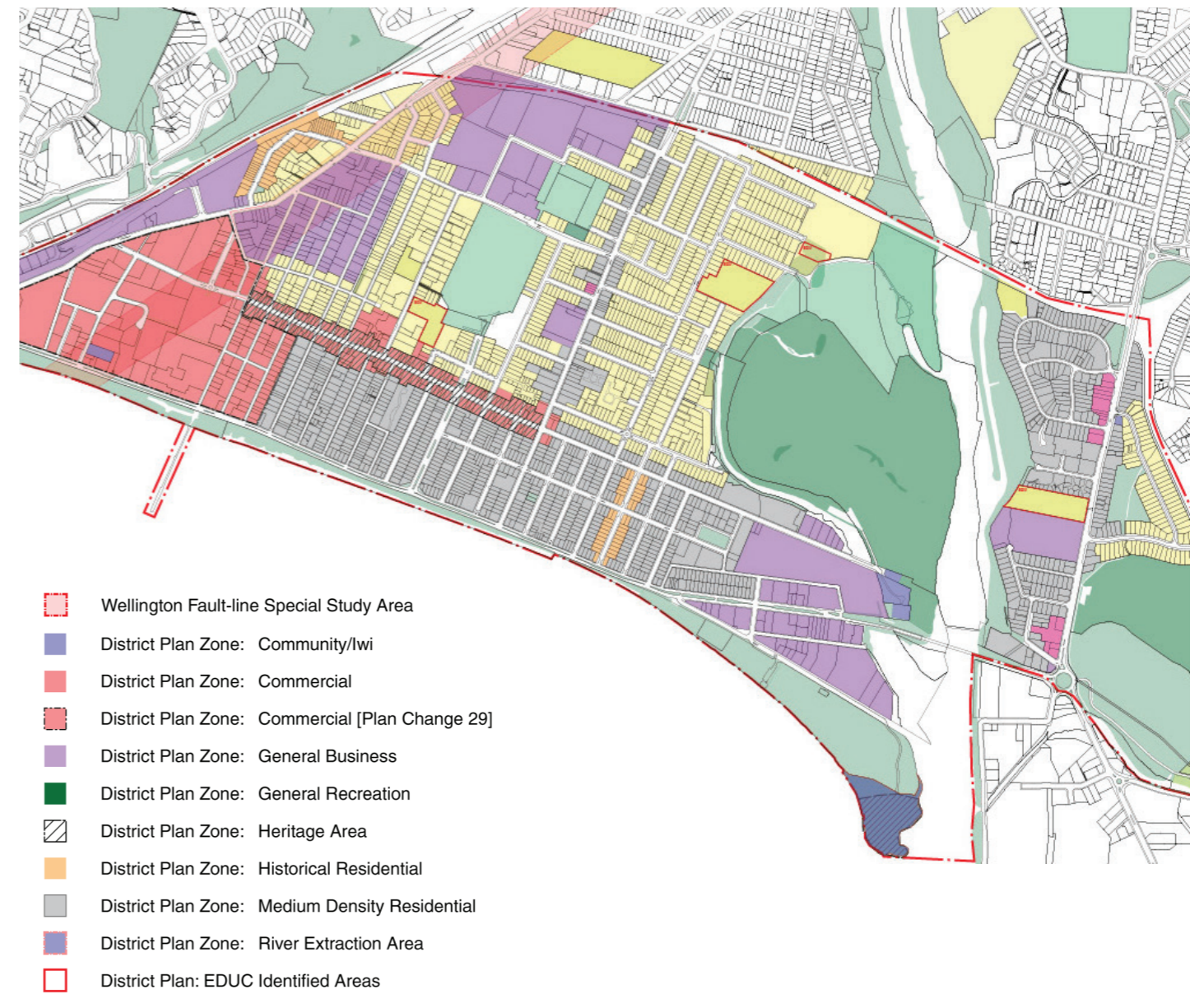


Figure 1.6.1: District Plan Activity Areas

