

9 Project Initiatives

9.1 Introduction and Overview

The Spatial Plan describes a coherent overall vision for Petone and Moera looking forward to 2040 that is comprised of a series of individual yet related projects.

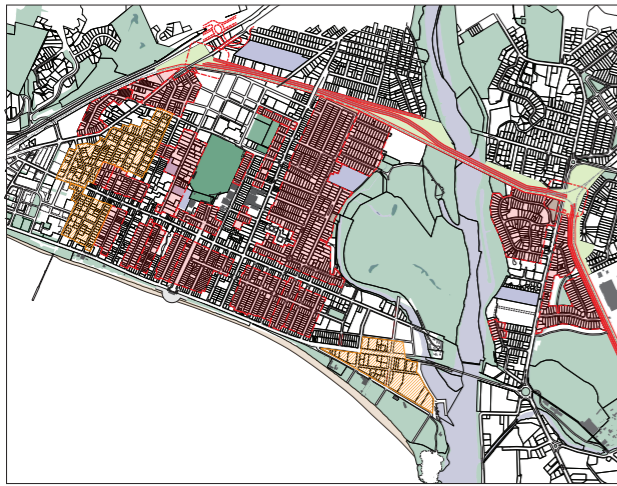
This section describes the projects and initiatives that, if implemented over time in full or part will contribute to the liveability, functionality, success and attractiveness of these places. While these initiatives are described on a plan, they are not a 'grand plan' demanding complete, full and immediate implementation. Advances can be made as change happens incrementally over time. Positive change will maximise the amenity and benefits of the outcome and this is assisted by understanding of larger intentions and awareness of other related opportunities.

The intentions of the Spatial Plan and its component initiatives are to:

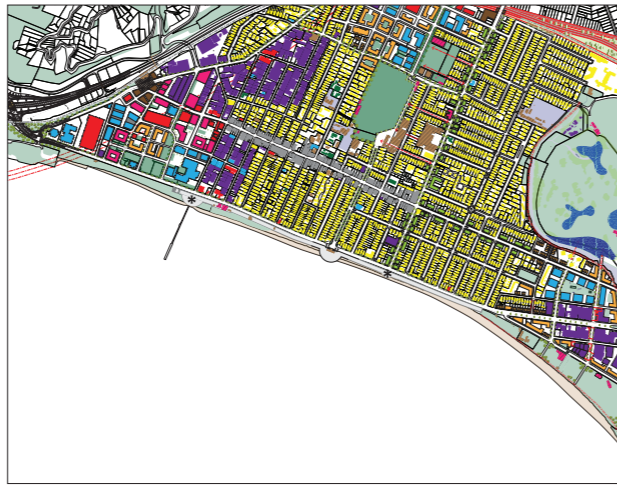
1. **Provide useful local intelligence** on community intentions to future project and funding decision-makers;
2. **Coordinate incremental development** over extended time frames so that continuity and coherence is achieved along any street, and so that valued qualities are retained;
3. **Influence infrastructure providers** and funders to consider local needs and expectations with their projects, and provide the information and direction to support that;

4. **Inform the briefing for future works** including street, public space and infrastructure design and maintenance;
5. **Identify what is important for the success of an area**, and provide the rationale for any intervention;
6. **Assist with locating new public facilities and infrastructure** to maximise the benefits of these; and
7. **Describe private development opportunities** for land use, access, connections and public realm that land owners might consider in maximising the opportunities of their site in collaboration with neighbours.

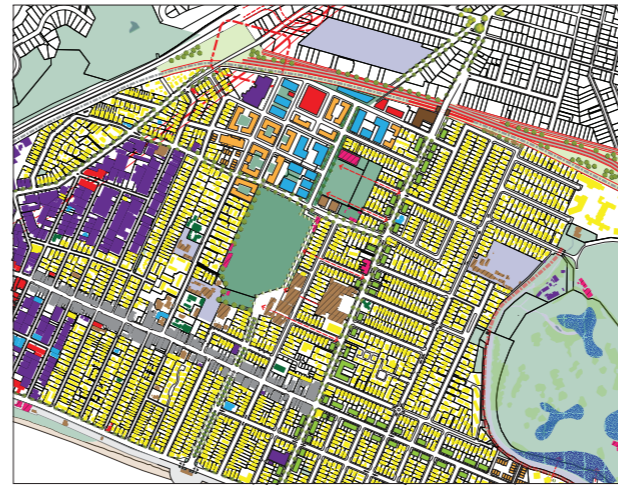
Across the following pages each initiative is outlined and presents an overall description of the area and initiative; the existing conditions on the ground; the opportunities inherent in the areas; and a description of the proposed changes. Each initiative is shown with an indicative land use drawing to provide one illustration of how the project or initiative may be taken forward.



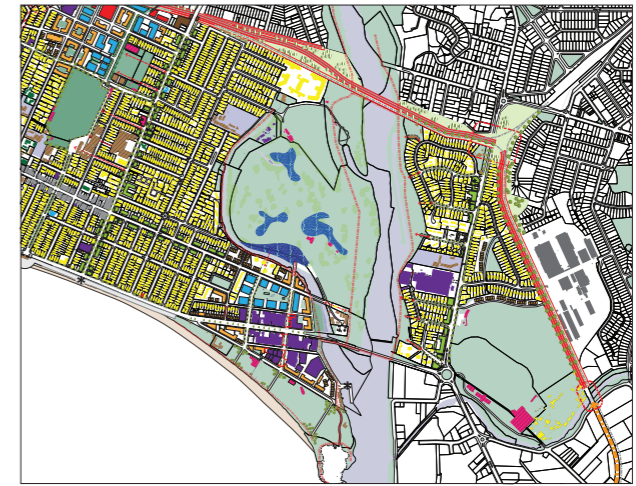
9.2 Traditional Character Areas



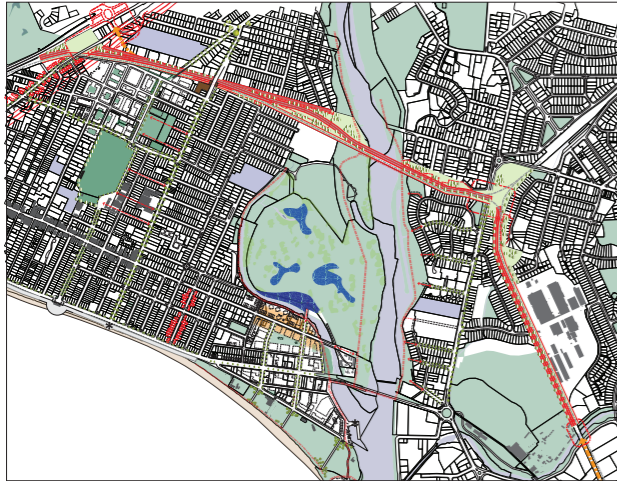
9.6 The Esplanade



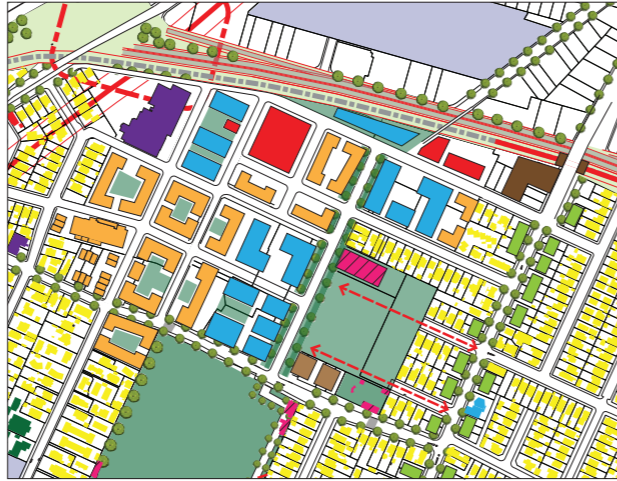
9.10 Amenity Corridor



9.14 Hutt River Corridor



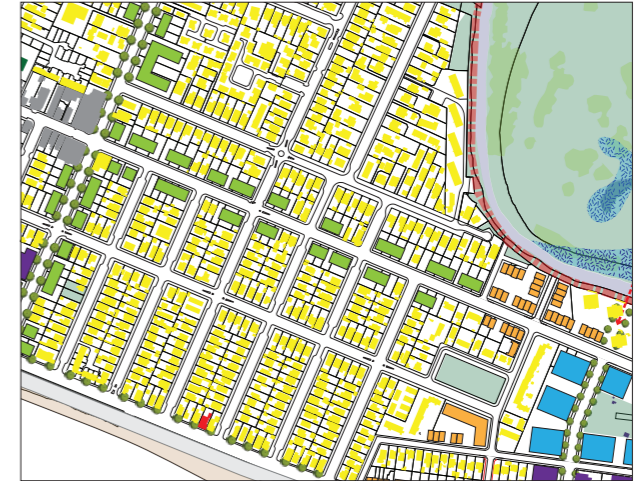
9.3 Strategic Infrastructure



9.7 North Park Village Gateway Area



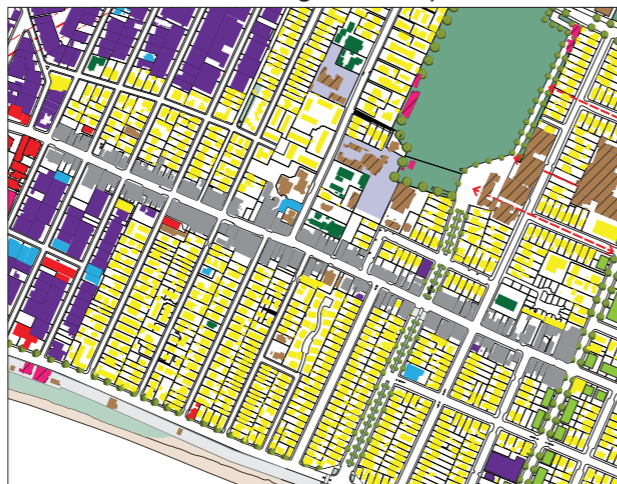
9.11 Petone Rec + Frame



9.15 Jackson Street East



9.4 Petone West Gateway Area



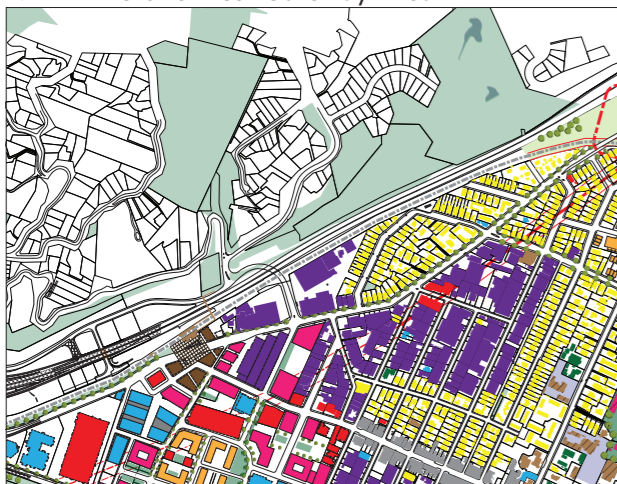
9.8 Jackson Street Heritage Precinct



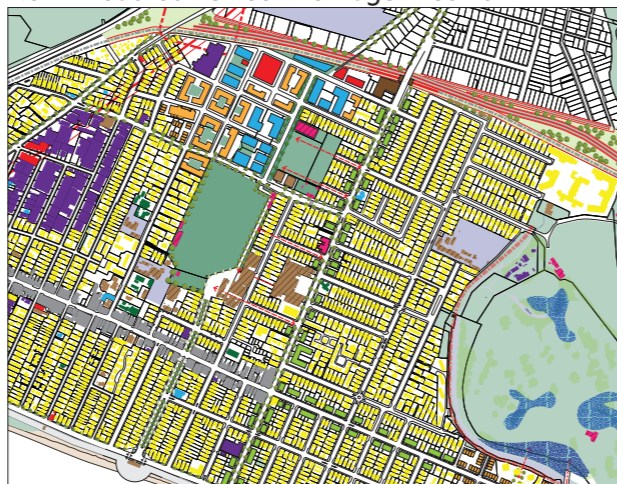
9.12 Petone East Gateway Area



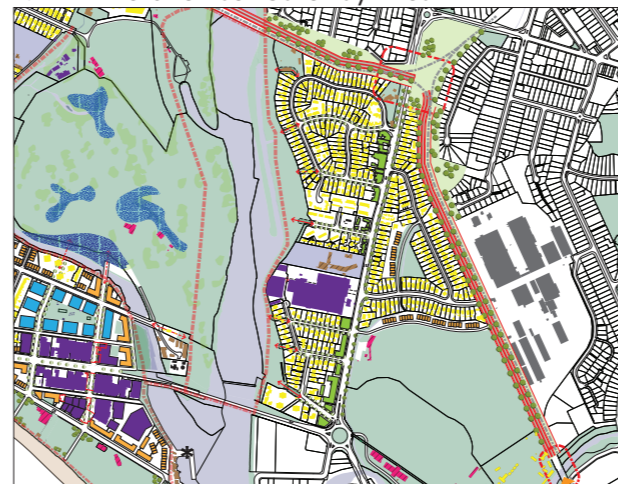
9.16 Te Mome Boat Sheds



9.5 Hutt Road and Petone Station



9.9 Cuba Street Axis



9.13 Randwick Road and Moera

9.2 Traditional Character Areas

Introduction

Founded in 1840, Petone was Wellington's first European settlement, formalised by the New Zealand Company. Subsequent development saw the suburb of Moera emerge in the 1920s largely as a Railways' community for residents who worked in the railways workshops. Some 600 prefabricated 'kitset' houses were built and sold to employees. These weatherboard bungalows were completed by 1927 and established the blueprint for the Government's future state housing programme. Over the years Petone has experienced significant change from the collapse of its manufacturing industries (that had sustained it since the 1900s) to various and incremental intervention in its housing stock. Change along The Esplanade has seen a general erosion of quality while the points of 'arrival' into Petone at the western boundary and eastern river crossing are unattractive. Fortunately, much of the historic pattern elsewhere remains intact, and retention and enhancement of this character has been identified by local residents and stakeholders as of primary importance to the PSP. As a result, the definition of traditional character, both residential and commercial, extending across Petone and Moera underpins the identity of this part of Hutt City and informs an approach to future growth and change.

Existing Conditions

- Petone and Moera contain significant areas of coherent, consistent historic development
- Character is defined by street and block pattern as well as building type
- Only limited areas of traditional character are identified in the District Plan
- Eroding of traditional housing has occurred but many areas remain intact
- Fine grain light industrial is an important part of traditional character

Opportunities

- Large areas of intact traditional housing can be protected and future intervention controlled
- Intensification of specific areas of mixed of poorer quality allows the protection of those with more consistent traditional character
- Intensification of the Cuba and Jackson St axes enhances the legibility of traditional areas
- Expanding the areas defined as heritage or historic character can occur through plan change
- New commercial and retail development can be confined to new gateway areas thereby protecting traditional industrial employment



Traditional Character Housing (Moera)



Traditional Character Industrial



Narrow lots, street frontage



Close Relationship to street edge

TRADITIONAL CHARACTER AREAS



Petone Historic Police Station



Gear meat works

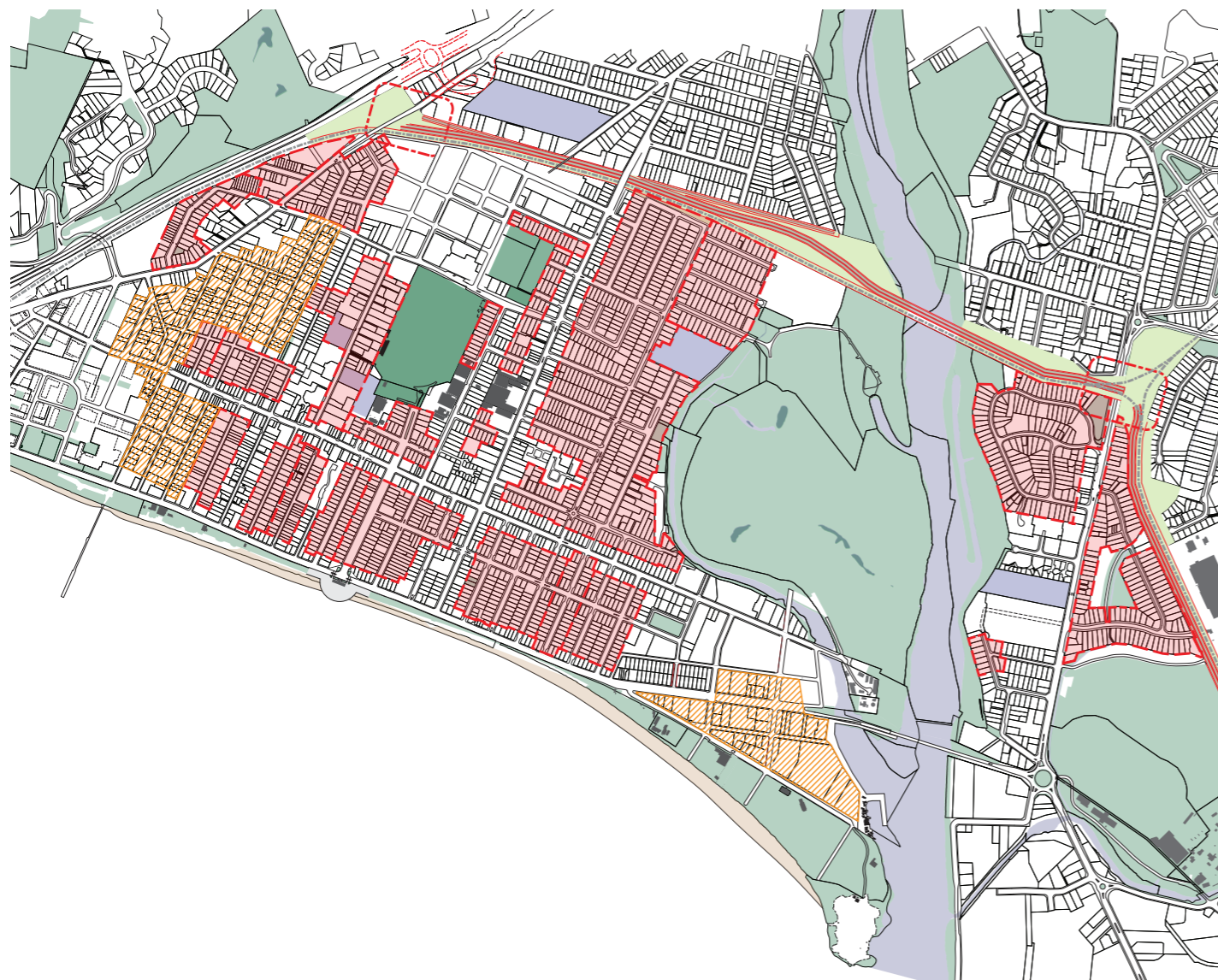


Figure 9.2.1: Traditional Character Areas

Proposal

Overall Description

The Spatial Plan identifies precisely defined areas of both traditional housing and traditional industry. These have emerged through character analysis and 'townscape sensitivity' assessment where the most valued, consistent and sensitive built environment areas that would be most vulnerable to insensitive intervention are recommended for special consideration.

Traditional housing areas are comprised of a number of different character types that include early colonial cottages from the 1850s found between Jackson Street and The Esplanade including Patrick Street and Riddlers Crescent to the north west, to the 1920s railway workers kitset housing to the larger swathes of bungalows and villas built north of Jackson and east of Cuba Streets. These areas display highly consistent street and block grid patterns, with some narrower streets (e.g. Nelson Street) and some wider (e.g. Queen Street, Buick Street). Plots are generally narrow containing single storey detached dwellings with relatively high site coverage, often exceeding the District Plan standards. Shallow front yards create a strong street edge though on-site car parking tends to erode character. Design control (triggering resource consent) is recommended for street-facing elevations, demolition and specific guidance would be needed for the redevelopment of 2 or more plots, while rear extensions would be a permitted activity.

Traditional employment areas are less extensive than housing and are recognised in the PSP for different qualities and contributions to Petone. Primarily the fine-grained plot width provides for a higher employment density and greater mix of businesses that is found elsewhere while the relatively low quality built fabric and service nature of

the streetscape meets a need for commercial space in this market sector. It is noticeable that these fine-grained areas sit adjacent to housing and within similar block patterns by virtue of their limited plot sizes, contained functions and lower parking requirements (compared to large scale commercial activity and/or retail warehousing).

Traditional Housing

- Boundaries defined as a new overlay in the District Plan through plan change
- Sensitive approach to housing intervention / alternations required
- Frontage design/modification triggers a Discretionary Restricted activity status
- Rear extensions not visible from public streets can be a Permitted Activity
- Multi-unit development or development of adjacent plots requires specific design guidance to ensure compatibility with the character context

Traditional Employment

- Boundaries defined as a new overlay in the District Plan through plan change
- Retained fine grain plot pattern with yard controls, setback, bulk and mass
- No aesthetic/style controls recognising the generally low build specification and primary focus on employment function and grain
- Discourage redevelopment to large format retail activities as has occurred elsewhere
- Over-the-boundary/back to back controls that respect adjacent character housing

9.3 Strategic Infrastructure

Introduction

Petone has reasonable strategic accessibility with direct links to SH2 while two train stations on the Upper Hutt line (Petone and Ava) provide good public transport access. Petone also provides east-west connections for those wishing to access the Eastern Bays, Moera and Wainuiomata. However, this requires vehicles to utilise The Esplanade/Waione Street, a low capacity route that serves both local as well as through traffic and is highly congested at morning and afternoon peaks. Two strategic infrastructure proposals have been identified – the Petone-to-Granada link (P2G) and the Cross Valley Link (CVL). The PSP also proposes to relocate Ava Station westwards to a new position within North Park Village and at the intersection with the CVL and Cuba Street. The P2G link is a NZTA-led project that will establish a new connection from Petone to Granada thereby relieving pressure on the Ngauranga interchange. The implications of P2G for Petone and specifically Petone West are significant with enhanced accessibility likely to drive changes in land use patterns. The CVL is a Council-led project that aims to create a high-capacity east-west link between SH2, Petone, Moera, eastern Hutt City and Wainuiomata and to provide heavy traffic connections into Seaview/Gracefield. The precise alignment of the CVL has not been identified but it will need to connect into SH2, perhaps at the Dowse interchange, and into the northern end of Randwick Road. Further links into Seaview/Gracefield are required and the PSP recommends an alignment along the railway line adjacent to the railway yards rather than utilising Randwick Road. The PSP proposes a ‘parkway’ concept for the CVL that creates a high amenity east-west street system that also provides local connectivity, open space, stormwater and ecological benefits.

Existing Conditions

- High levels of congestion exist along The Esplanade with poor east-west links
- Heavy traffic is required to utilise The Esplanade reducing its amenity and increasing severance
- Randwick Road carries a large volume of through-traffic including heavy vehicles
- CVL could increase congestion on Randwick Road if it continues to act as a major distributor
- Wainuiomata and Eastern Bays suffer from peak congestion that creates severance for those communities
- Wakefield Street runs parallel to the railway and offers poor north-south connections. It has a poor quality streetscape with mixed light industrial / residential patterns

Opportunities

- The CVL can create a high amenity east-west boulevard type connector street
- Local CVL benefits include better accessibility along with open space, ecology, stormwater
- The CVL/Cuba St interconnection can interface with a relocated Ava Station and bus services
- New bridge along the Wakefield St alignment for the CVL can also provide recreational pedestrian/cycle access
- New road along the rail corridor (west of Moera) diverts through-traffic from Randwick Road
- P2G creates greater regional accessibility for Petone/Moera and would change land use conditions for Petone West



Figure 9.3.1: Strategic regional roading network

STRATEGIC INFRASTRUCTURE



Jackie Robinson Parkway (1940)



Herb Gray Parkway, Canada



Melbourne Boulevard



Figure 9.3.2: CVL Parkway (Strategic Infrastructure)

Proposal

Overall Description

Enhanced strategic accessibility of Petone/Moera created by P2G and CVL is likely to initiate changes in land use patterns and encourage greater intensity of development. The Esplanade will benefit from reduced/removed heavy traffic that is relocated onto the CVL. The form and alignment of the CVL will be key to delivering positive outcomes for local communities beyond purely vehicle capacity/movement. The PSP proposes to align the CVL along Wakefield Street between the Dowse interchange and the northern end of Randwick Road, crossing the river with a new multi-modal bridge. This new route is to be part of a new east-west parkway system that includes recreational and ecological open space with stormwater transfer, filtration and retention capabilities. The street design itself will include a street tree structure to create an attractive boulevard character and will provide local connections to avoid severance. At the eastern end, the CVL is proposed to feed into a new bypass along the Gracefield/Seaview rail corridor to avoid heavy traffic impacts on Randwick Road. The P2G is outside of the scope of influence of the PSP but is quoted in order to provide a more complete picture of future changes affecting the area. The P2G should provide for pedestrian and cycle connections at the interchange point with SH2/ Hutt Road and also linking into Honiana Te Puni reserve. The PSP recognises both the P2G and CVL will have impacts on Hutt Road and therefore the plan suggests that carriageway design/capacity is likely to change that could provide an enhanced/planted western street edge

and facilitate better pedestrian connections to Petone Station. Ava Station relocation is discussed under the public transport proposals earlier in this section and the PSP proposes a new station to be developed where North Park Village connects and fronts onto Cuba Street.

CVL west of Hutt River

- Carriageway alignment utilises Wakefield Street, requiring the acquisition of properties in specific areas
- A parkway is created as part of the CVL project that incorporates ecological benefits, open spaces, pedestrian/cycle paths and stormwater management
- Local street connections are provided as well as integration with the new North Park Village station

CVL east of Hutt River

- New bridge connection on the Whites Line Alignment
- Pedestrians and cyclists can use the new bridge linking into the river trail
- New constructed link along the Gracefield/Seaview rail corridor to avoid heavy traffic along Randwick Road

The Esplanade

- Heavy traffic redirected onto the CVL
- New carriageway design with enhanced streetscape including appropriate street tree species
- Reduced severance and increased connectivity north-south between communities and the foreshore
- Highway design to anticipate sea level rise/storm event protection

9.4 Petone West Gateway Area

Introduction

Te Tatua o te Po and Pito One villages witnessed some of the region's earliest exchanges between Maori and Pakeha. Both groups were drawn to the sheltered anchorage and fresh water available in this corner of the harbour. The pre-European settlements survived as a cluster of "Native Reserves" laid out by the New Zealand Company in the 1840s. Half a century later, these reserves were occupied by the Gear Meat Company's sprawling complex of stockyards, abattoirs and refrigeration plant. Fast forward another 100 years, and the persistently large parcels of land account for the presence of today's big-box retailers. So, Petone West's unique history is allied to an equally distinctive urban form. In other words, the area was never subdivided into the tight grid of streets and house lots found elsewhere in Petone. The other driver of Petone West's development is transport. For today's travellers, arriving from the south on SH2, the area provides an introduction to the Hutt Valley. This "gateway" function will become more pronounced when P2G is complete. In many respects, the area makes a poor first impression. Car parks dominate the scene at ground level. Shed-like structures are recognised by their over-sized advertising and trademark colour schemes rather than their distinctive architecture. In combination, buildings and open spaces seem to have little overall structure. In response, the City Council altered its District Plan to encourage greater variety, density and amenity here. However, recent developments have failed to deliver the vibrant mixed-use precinct anticipated in "Plan Change 29".

Existing Conditions

- Large blocks and a coarse street pattern hamper pedestrian movement
- Haphazard building orientation produces a confusing relationship between fronts and backs
- Blank walls with few entrances offer little visible activity
- "Public" open space is of poor quality and occurs in isolated fragments
- Large expanses of car parking dominate the precinct
- Poor north-south connections make it difficult to travel from Jackson Street to The Esplanade
- Small-scale businesses survive in two pockets of traditional industrial buildings
- Natural hazards present a high risk, especially seismic activity (subduction, liquefaction, tsunami)

Opportunities

- P2G introduces a strategic connection to SH2
- Increasing land value cause sites to be developed more intensively
- Large sites with light shed-like buildings make excellent land banks
- New high-quality public spaces change perceptions of the area
- Te Puni Street urupa benefits from greater visibility and more attractive surroundings
- New streets reduce the apparent distance between Jackson Street and The Esplanade
- Petone West has stronger links to the foreshore (incl. Honiana Te Puni Reserve, Korokoro Stream)



Low quality street edge, parking to frontage



Large areas of parking, and duplication

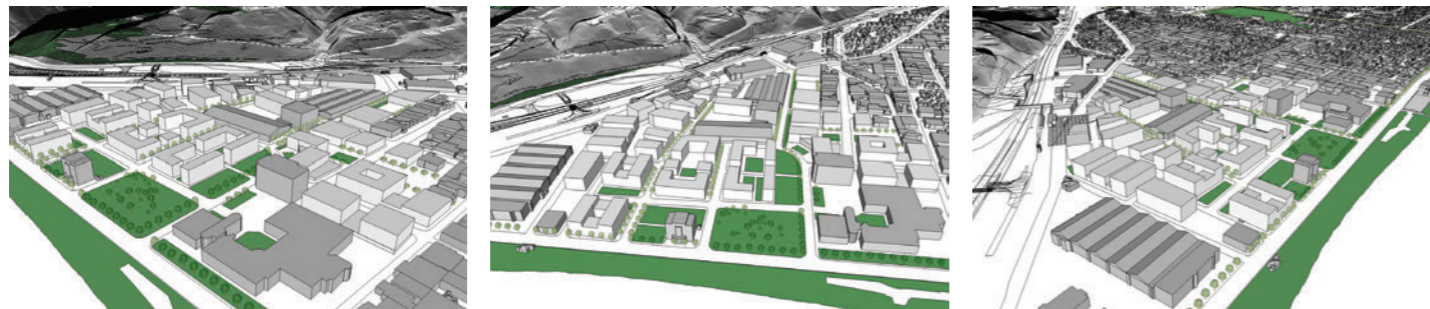


Duplication of access ways



Car oriented street environment

PETONE WEST GATEWAY AREA



Illustrative buildout (Area 2)

Illustrative buildout (Area 2)

Illustrative buildout (Area 2)



Figure 9.4.1: Petone West Gateway Area

Existing Land Use Key		New masterplanning areas	
■	Residential	■	Community
■	Commercial - Retail	■	Education
■	Commercial - Office	■	Sport and Recreation
■	Industrial	■	Places of Worship
■	Jackson St Mixed Use	■	Mixed Use
		■	Residential mixed use
		■	Higher Density Residential
		■	Commercial - Office
		■	Commercial - Retail

Proposal

Overall Description

Most of Petone West is privately owned. So, incremental redevelopment is more likely than wholesale change. The first stage is a “Better Mega-Centre” that retains large format retailers but rationalises vehicle access and improves the pedestrian experience. Early efforts to enhance the public domain might focus on a new east-west connection and an attractive pathway between Jackson Street and The Esplanade. When land values escalate, more on-site circulation routes can be formalised as streets. The additional thoroughfares and smaller city blocks will benefit property owners by improving access and extending frontages. These changes will also support greater density and diversity, including the residential apartments that the City Council seeks to attract. More than any other development, the advent of high-quality public space will signal a turnaround in Petone West’s fortunes. So, parks and reserves play a critical role in the area’s transformation. A strategically placed open space gives the precinct a heart and helps to create a high-amenity route from Jackson Street to the foreshore. Close to the sites of Pito one and Te Tatau o te Po, the new landscape embraces the local urupa and draws attention to Petone West’s unique past.

New Street Pattern

- Change occurs incrementally
- Smaller blocks are receptive to higher density development
- New routes produce better north-south and east-west connectivity

- More legible street hierarchy assists wayfinding
- Existing pathways assume a genuinely public character

Central Open Space

- Foreshore amenity is brought deep into the precinct
- New park space increases the extent of valuable frontage
- Honiana Te Puni urupa reconnects with the foreshore
- Open space helps to organise the surrounding street pattern

Buildings

- Multi-storey mixed-use developments prevail
- High-quality frontages address streets and other public spaces
- Residential apartments line The Esplanade and the central open space

Improved Pedestrian Environment on Jackson Street

- High-quality frontages offer visual interest, particularly at street level
- Activity is visible within the buildings
- Ground floors accommodate smaller-scale retail premises

Character Protection for Traditional Industry

- Fine grain of older industrial/commercial precincts is retained
- Commercial premises provide a transitional scale adjacent to housing
- Small businesses are intrinsic to Petone’s character

9.4.1 Illustrative re-structuring of space

CREATING A MIXED USE PRECINCT IN PETONE WEST

Area 2 contains expansive sites that suit “big box” retail stores and other large-footprint commercial buildings. This form of accommodation is scarce in Wellington, so it is not surprising that West Petone has been rebuilt during the last few decades. Development pressures are likely to intensify as the Petone-Grenada Link becomes a reality. When the new road is in place, the Petone Commercial Activity Area will become one of the region’s most strategically located business districts.

Plan Change 29 attempted to shape this growth. In November 2014, Hutt City’s District Plan was amended to create a Commercial Activity Area specific to West Petone. Known as “Area 2”, it was conceived as a “Mixed Use” zone containing residential apartments as well as large retail stores and office blocks. Plan Change 29 also envisaged upgraded streets and open spaces within a walkable, high-amenity precinct.

The West Petone “vision” seems unlikely to be realised. In recent times the area has become more confusing for motorists and increasingly hostile to pedestrians. A survey of buildings and on-site circulation reveals a bewildering lack of order (see fig 9.4.1.1).

The older commercial fabric is coherent enough. On streets like Gear and Fitzherbert, vehicles and signs predominate and the scene sometimes appears untidy. However, buildings consistently front onto the public right-of-way and, during business hours, the streetscape is dense with detail and activity.

The picture changes in the vicinity of recent large-format developments where “backs” outnumber “fronts” and there is no observable pattern to building orientation. Very large stores like Pak-n-Save and The Warehouse have a single public entry. Often, this faces the car park rather than the neighbours or the nearest street. So, foot traffic never reaches “critical mass” as it does on a traditional shopping strip like Jackson Street. If pedestrian landscapes exist at all, they are small, isolated and seldom used. Most built edges are blank walls, and the great majority of open space is given over to car parking. Parking areas may appear “full” in the sense that stalls are occupied by vehicles, but there is little meaningful activity on display.

On its own, Plan Change 29 is unlikely to be effective. This is because the poor environment is caused by a deficient spatial structure, not just insensitive building developments. Big sites are usually associated with coarse street networks, and Area 2 is no exception. A single city block accounts for more than a third of the “Mixed Use” zone. Bounded by Jackson Street, Victoria Street, The Esplanade and Te Puni Street, this “superblock” measures approximately 400m on each side. Further east, a similar area of land would contain five or six “typical” residential or commercial blocks. So, by Petone standards, there are at least four streets “missing” from within the superblock’s perimeter.

It is neither realistic nor desirable to simply fill in the “missing” streets. This would imprint Area 2 with a nineteenth-century street grid, whereas large parcels of land exist here precisely because the area was never fully subdivided. As the site of the Gear Meat Company and, before that, Te Tatau o te Po and Pito-One villages, the superblock was

unaffected by the processes of urbanisation that shaped the rest of Petone. From an historical perspective, it makes sense to retain the distinction. This approach also serves practical purposes, because large-format retail outlets demand a different spatial structure from housing and other more intensive commercial activities.

However, some reconfiguration is necessary if Area 2 is to realise its economic potential. Figure 9.4.1.2 illustrates how the superblock might be subdivided into as many as eight smaller city blocks. Change could occur incrementally over a period of decades. Following the surgical removal of a few key buildings, the first stage might simply be a better “big box” hub where vehicle circulation is rationalised, wayfinding is improved and the urban landscape takes on a new quality.

In subsequent phases, the new streets can support more intensive development as the likes of Pak-n-Save and the “Red Shed” give way to multi-storey office and apartment complexes. Car parks turn into building sites, as surface parking becomes uneconomic or the demand for private vehicles diminishes. With higher density and a greater daytime population in the locality, continuous street frontages appear and become popular walking routes between Jackson Street and The Esplanade.

An ambitious redevelopment plan would allow one strategically placed parking lot to remain as an open space. Transformed into a new public reserve, this could increase amenity at the centre of the site, e.g. by providing surrounding properties with views to the harbour. At a minimum, the new spatial structure should provide more appropriate context for the historic Te Puni Street urupa.

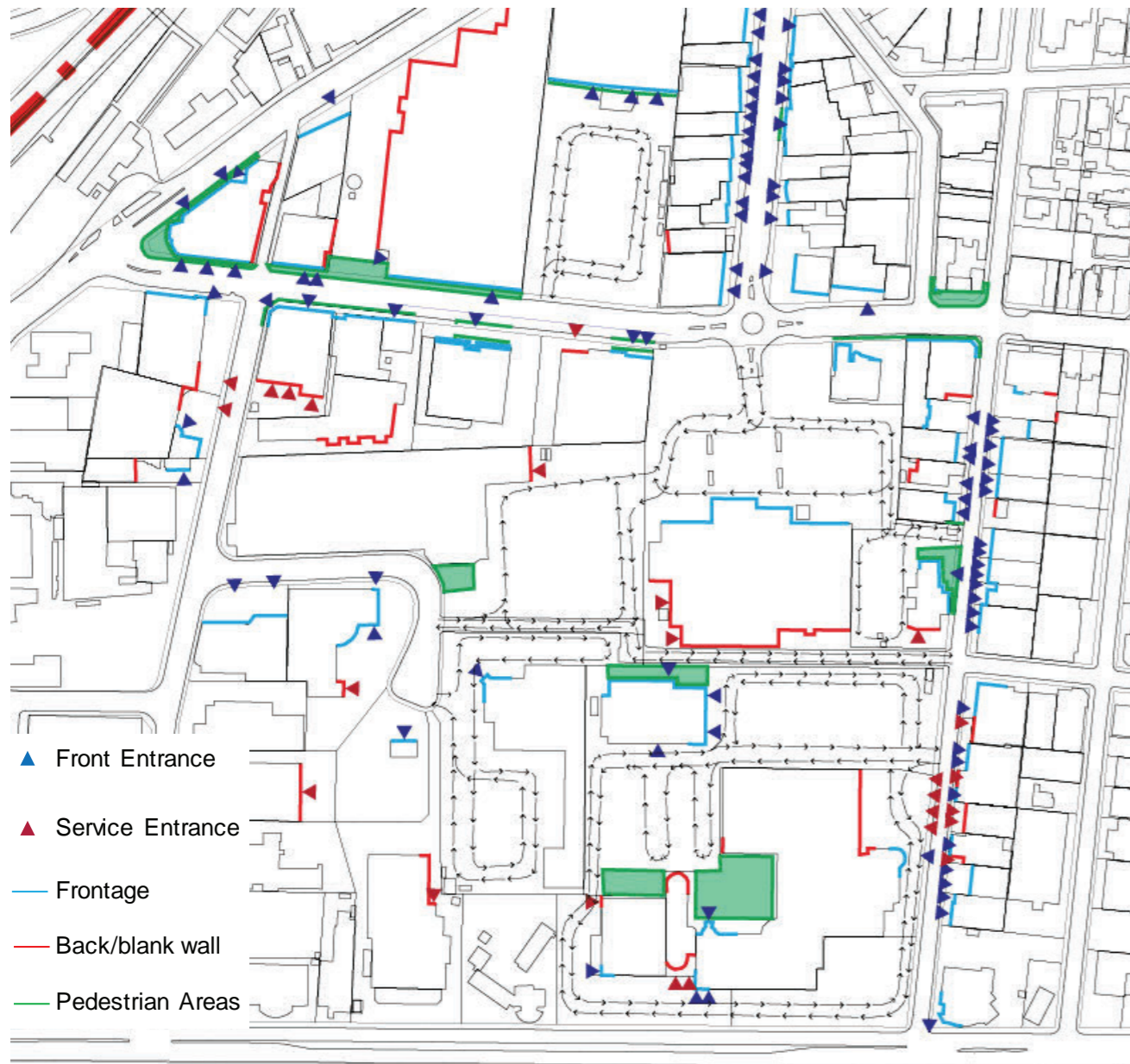


Figure 9.4.1: Area 2 analysis

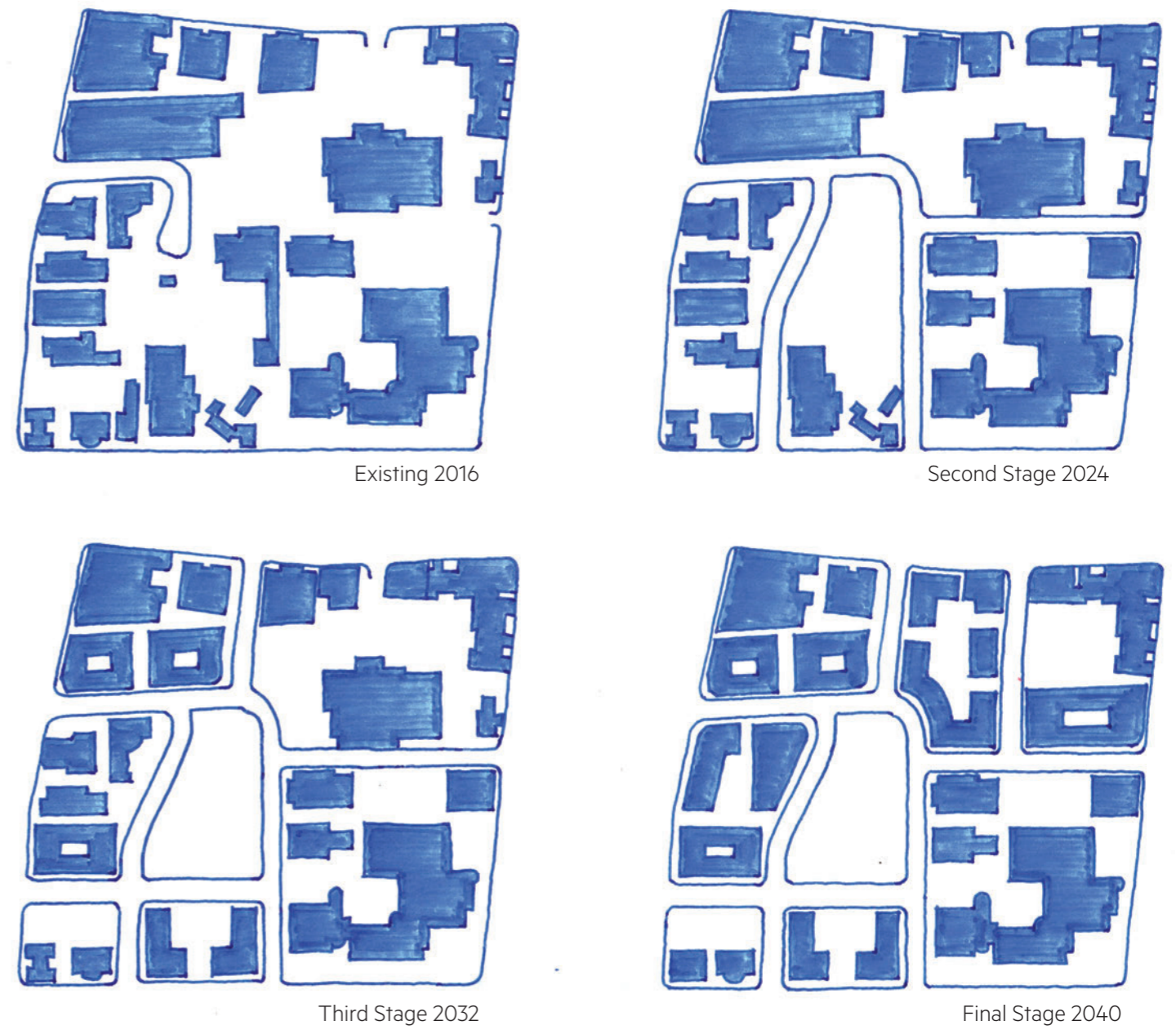


Figure 9.4.12: Area 2 restructuring to include additional streets

9.5 Hutt Road and Petone Station

Introduction

Petone's street grid meets the Hutt Road at an angle, producing a ragged frontage along the eastern side of the street. This is less pronounced at the southern end of the Hutt Road, where sites are large and buildings tend to be seen as stand-alone entities. North of Petone Avenue, commercial premises are noticeably smaller. The "saw-tooth" edge continues, but the finer grain allows buildings to form a more continuous street wall. The western side of the street has a very different pattern of development. South of Jackson Street, the Hutt Road is bounded by the rail corridor. Signs, light poles and other roadside furniture give way to the paraphernalia of rail transport. But a chain link fence provides the only spatial separation between the two types of infrastructure. Further north, the Hutt Road assumes a residential character: first on the west and later along both sides of the right-of-way. These variations mean that a "symmetrical" street section is found in only two locations. One is north of Udy, where a solidly residential character takes hold. The other is located between Te Puni Street and Petone Avenues, where industrial buildings encroach onto the eastern side of the Hutt Road. In combination, these factors produce an untidy streetscape with no clear identity. This lack of character is ill-suited to the Hutt Road's status as a 'gateway' and a major arterial. The conditions also deter pedestrians and cyclists, even around Petone Station where the poor quality of the public domain has helped to produce a suburban park-and-ride facility rather than a truly urban train station.

Existing Conditions

- Utilitarian character detracts from the "gateway" experience
- For much of its length, the Hutt Road possesses an asymmetrical cross section
- Ragged frontages and changing land use produce a confusing streetscape
- Low-quality public realm discourages pedestrians and cyclists from using Petone station
- South of Jackson Street, the courser grain results in a loss of spatial definition

Opportunities

- Streetscape improvements can be concentrated along the eastern frontage
- Broad painted medians have the potential to become more positive landscape features
- Public ownership of the rail corridor allows for comprehensive design
- Boulevard treatment enhances amenity for both motorist and pedestrians
- Western frontages can improve incrementally as privately owned sites are redeveloped



Asymmetric street quality



Petone Railway Station



Stepped, 'ragged' frontages to Hutt Road



Residential and commercial uses