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assessment of environmental effects on heritage



Figure 1 Site 8 North Kumutoto from Whitmore Street

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sites 8 and 10 north kumutoto

for

site 10 redevelopment limited partnership & wellington waterfront limited

october 2014

prepared for:

Site 10 Redevelopment Limited Partnership & Wellington Waterfront Limited

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auckland, october 2014



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1. executive summary

This Assessment of Environmental Effects [AEE] with respect to heritage considers matters arising from the proposed developments on Sites 8 and 10 within the North Kumutoto area of the Wellington waterfront. The applications for resource consent for the development of these sites includes Site 10 and a large area of public space including Site 8. In other words the public space is Site 8 and a large area of land around Site 10 and between Site 10 and Site 8.

The proposed development of Sites 8 and 10, while separate activities by separate applicants, should be read as an integrated design solution as this better reflects many of the principles found in the Wellington Waterfront Framework, and objectives policies and rules of the Operative District Plan. The proposals individually and collectively have been carefully designed as parts of a greater collective response to enhance the overall public and environmental quality and general amenity of the wider North Kumutoto Area and the waterfront as a connected whole.

The range of heritage buildings, features and elements (including gates, fences, wharves, wharf, and reclamation edges) lend the area a distinctive amenity collectively and the proposals add to and enhance those values by responding to those heritage elements and extending the public opportunity to appreciate the amenity of the area. Sites 8 and 10 are not archaeological sites and there are no structures on them, extant or demolished, that predate 1900.

In terms of the District Plan there is no specific rule or assessment criteria with respect to effects on heritage that applies in this case. Consent is required for a Discretionary Activity (Unrestricted) the consent authorities' discretion is not restricted – therefore regard can be had to any effects on historic heritage. It is principally for these reasons that this assessment is more appropriately a 'contextual' assessment given the presence of listed buildings and other heritage in the area.

The following physical resources are recognised as contributing to the understanding and appreciation of the subject sites and their distinctive context with respect to their contribution to the understanding and appreciation of the historic heritage associated within the subject area or adjacent to it, and all are relevant:

- the former Eastbourne Ferry Terminal Building and wharf;
- wharves and wharf edges;
- the reclamation edge (rip-rap wall);
- Shed 13 (and its partner Shed 11) and Shed 21;
- Iron gates and railings; and,
- the potential for sites of archaeological value.

The proposed developments of Sites 8 and 10 retain all the heritage values found in the sites, buildings, features and elements that have been recognised in the area. In accordance with guidelines promoted by the Wellington City Council the proposed building development has chosen to contrast the existing heritage fabric of adjacent buildings rather than appear to mimic those buildings and their fabric which in doing so would risk lessening the values of both the authentic historic and the qualities of the new as a building of its time.

Proposed works within Site 8 and in the integrated landscaping approach across and between Sites, 8, 9, 10, and adjoining waterfront areas is not expected to have an adverse effect on heritage. With respect to unidentified archaeological remains a condition of consent with respect to the accidental discovery of in-ground archaeology could be proposed.



2. introduction

This Assessment of Environmental Effects [AEE] with respect to heritage considers matters arising from the proposed developments on Sites 8 and 10 within the North Kumutoto area of the Wellington waterfront. In terms of the District Plan there is no specific rule or assessment criteria with respect to effects on heritage that applies in this case. The proposal does not directly affect a listed heritage building and the site is not within a listed heritage area, although Site 10 abuts the acknowledged site surrounds recognised by Heritage New Zealand associated with the former Eastbourne Ferry Terminal building and Site 8 includes proposed modifications and enhancement of the reclamation rip-rap edge. As the consent required is for a Discretionary Activity (Unrestricted) the consent authority's (either WCC, the Greater Wellington Regional Council in relation to works in the coastal marine area including the reclamation edge rip-rap, or the Environment Court) discretion is not restricted. Therefore regard can be had to any effects on historic heritage. It is principally for these reasons that this assessment is more appropriately a 'contextual' assessment given the presence of listed buildings and other heritage in the area (Eastbourne Ferry Terminal building, Shed 21 and Sheds 11 and 13, and the potential for sites of archaeological value).

In accordance with the objective and policies found at 12.2.8 of the Wellington City Operative District Plan this AEE considers the effect of creating new open spaces and buildings and their interconnectedness. While each site is subject to separate resource consent applications this AEE on heritage should be considered as if the applications were part of a comprehensive development as each application shares "common ground" with the other and both lie within an important wider context which includes recognised heritage. This AEE looks at the shared context within which both proposed activities fall.

The North Kumutoto area comprises Shed 17 and Sites 7 – 10. This has a combined land area of approximately 8,000m² plus a further area of public space outside or between each of those land parcels of some 10,000m² which gives a total of 18,000m² or 1.8 hectares. This area is bounded on its landward (western) side by Customhouse Quay and Waterloo Quay. To the south are the Harbour Board Gates opposite Waring Taylor Street (next to Shed 13 and the Meridian Building and open space) and to the north is the adaptively redeveloped Shed 21 building. The eastern side of the site is commercial land to the north and by the harbour itself to the southern part of the site. Many qualities contribute to the 'sense of place' experienced in this area, none more so than the city and sea relationship that characterises Wellington. The waterfront is an integral and defining feature of the city. Enhancing this 'sense of place', protecting those features that lend this area its distinctive qualities and make this area special and unique, and enhancing accessibility between the city and the waterfront and along the waterfront are essential ingredients of a stimulating and memorable city.¹

In the absence of any specific criteria this assessment references, as a guide, a range of objectives, policies, rules, assessment criteria, and guides found in a number of statutory and non-statutory documents including:

- the Regional Policy Statement for the Wellington Region;
- the Wellington Regional Coastal Plan;

¹ Wellington City District Plan, Chapter 12- Central Area, section 12.1.1 and 12.1.7



- the Wellington City Operative District Plan, including the Central Area Urban Design Guide Appendix 4 – North Kumutoto Precinct (Nk)²; and,
- the Wellington Waterfront Framework.

3. heritage values

The subject area which includes Sites 8 and 10 has recognised aesthetic, architectural, historic, social and technological significance. This is evident in its picturesque setting, collection of eclectic architectural buildings designed by a range of prominent New Zealand architects, the role the port has played in the social and economic development of Wellington City, and the range of materials and technological developments employed in the construction of the buildings, wharves and reclamations that are still extant. It continues to be a working port and this provides a vital historic link between the past and the present.

A number of individual places associated with the history of the waterfront have been identified for their heritage value and recognised through listing in either the Wellington Regional Policy Statement and Coastal Plan³ and/or the Wellington City Operative District Plan⁴ and included in the New Zealand Heritage List⁵ administered by Heritage New Zealand. While not a statutory document the Wellington Waterfront Framework also sets out the historic significance of the area where it says:

Traces of history include not only the remaining waterfront buildings, artefacts and wharf structures, but the evidence of usage and industrial/maritime wear and tear. These are irreplaceable indicators of the history of the area, and while they are often damaged, they substantially enrich the experience of the waterfront. Physical traces of age and occupation are the collective memory of the waterfront, and are a fundamental in establishing its identity.⁶

Importantly the Wellington Waterfront Framework recognises that “*by acknowledging its history and layering that area with contemporary culture the identity of the waterfront can develop and grow.*”⁷

² The North Kumutoto Design Guide was withdrawn as a consequence of the environment Courts’ decision on Variation 11, but has been used in this assessment as a useful reference. The proposed North Kumutoto Precinct ‘design guide’ (which was to be Appendix 4 to the Central Area Urban Design Guide, was withdrawn as a consequence of the Environment Court’s decision - it was part of Variation 11). The design guide for the North Kumutoto Precinct, which was a proposed statutory design guide under the RMA has not been replaced.

The North Queens Wharf Brief and the more recent North Kumutoto Design Brief were Wellington Waterfront Limited [WWL] prepared design briefs on behalf of the owner (Wellington City Council) and these were not RMA statutory documents. Thus, they do not replace the withdrawn North Kumutoto Precinct design guide (Appendix 4 to the CAUDG) as a statutory RMA document.

³ Refer Appendix 1

⁴ Refer Appendix 2

⁵ Refer Appendix 3

⁶ Wellington Waterfront Framework, 2.2 *the waterfront themes – mercantile history*, p12

⁷ Ibid.



4. background and review context

While there is no recognised heritage on the Site 10 land, the site sits within a wider context that includes a number of recognised heritage assets. Sheds 13, 11 and 21 are recognised as Category I places in the Heritage New Zealand (formally the New Zealand Historic Places Trust) New Zealand Heritage List and are also recognised in the Appendix to Chapter 21 of the Wellington City Operative District Plan's schedule of historic buildings. The Former Eastbourne Ferry Terminal and the Harbour Board Iron Gates and Railings (along the frontage with Customhouse Quay and Waterloo Quay) are listed as Category II by Heritage New Zealand. The Ferry Building and the wharves and wharf edges from the Tug Wharf to the recently completed Clyde Quay development, including the reclamation edge from the Lagoon to the Tug Wharf vicinity, are recognised in the Regional Coastal Plan⁸ in a list of buildings and features of historic merit.

The following physical resources are recognised as contributing to the understanding and appreciation of the subject sites and their distinctive context with respect to their contribution to the understanding and appreciation of the historic heritage associated within the subject area or adjacent to it, and all are relevant:

- the former Eastbourne Ferry Terminal Building and wharf;
- wharves and wharf edges;
- the reclamation edge (rip-rap wall);
- Shed 13 (and its partner Shed 11) and Shed 21;
- Iron gates and railings.

While some of these features fall outside the subject areas, they influence and may be effected by development within those areas.

The Regional Coastal Plan does not include any assessment criteria governing Site 8 as such, rather guidance is taken from the policies. There are also the heritage policies in the Regional Policy Statement.

4.1 regional policy statement [rps]

All places recognised as Category I places in the New Zealand Heritage List administered by Heritage New Zealand fall under provisions of the RPS. The RPS recognises Sheds 7, 11-13 and 21.

Chapter 3.5 *Historic Heritage* of the RPS for the Wellington region recognises that *"incremental development is resulting in a loss of historic heritage in some of the region's towns, particularly in higher density inner centres where heritage buildings are being inappropriately modified or replaced by new buildings"*.

Objective 15 seeks the identification, protection and management of historic heritage from inappropriate modification, use and development and is linked to policies which individually target identification (policy 21), protection (policy 22), and managing (policy 46).

Generally these objectives and policies are reflected in the operative District Plan and through a variety of 'Methods' in the RPS such as those at Methods: 1, 2, 20, & 32. For completeness these policies are:

⁸ The Wellington Regional Council, Appendix 7 planning Map 4D



policy 21 – identifying places, sites and areas with significant historic heritage values

In determining historic heritage value the RPS recognises that a place, site or area will satisfy one or more recognised criteria. Accordingly at Appendix 4 the RPS identifies the following features or buildings of historic merit:

- Former Eastbourne Ferry Terminal;
- Wharves and Wharf Edges shown on Planning Map 4D in Appendix 7 [see appendix 2 of this report]; and,
- Reclamation edge shown on Planning Map 4D in Appendix 7 [see appendix 2 of this report].

policy 22 – protecting historic heritage values

Of note policy 22(b) requires district and regional plans assess which activities could destroy unidentified archaeological sites or *wāhi tapu* with significant heritage values and ensure such activities avoid adverse effects. In evidence to appeals on Variation 11 to the Environment Court⁹ heritage consultant Ms Barbara Fill made particular reference to the area's sensitivity to the potential for destruction of unknown archaeological sites. Ms Fill refers to the discovery by Mr Kevin L. Jones, a consultant archaeologist, of the *“brick structure of the foundations and wall of the basement room of the Custom House”* and with that discovery the recommendation from Mr Jones that *“there may be some virtue in considering protection of part of the Custom House foundations in the course of any future development on the site”*.¹⁰ Of the two trenches observed by Mr Jones one (the water main trench) revealed foundations and sea wall associated with the former Customs House from its southern to northern corner some 8.8 metres from the current wharf edge and more or less parallel to it. The second trench (the electricity trench) revealed nothing as it crossed from Waterloo Quay towards the sea wall at a depth of 900mm suggesting that the site had been significantly modified. However as the trench turned to run parallel to the sea wall and adjacent to the concrete foundation wall of the demolished Shed 17, no trace of this building was found suggesting that the footprint of the proposed building on Site 10 is unlikely¹¹ to disturb any extant archaeology at shallow depths and that potential archaeology may be discovered in the area bounded by Sites 8 and 9. O’Keeffe¹² however suggests that *“heritage fabric is very likely to be revealed by site clearance and excavation work”* for the proposed new building on Site 10 and that accordingly archaeological monitoring in accordance with policies around accidental discovery may form reasonable consent conditions. O’Keeffe also suggests that it is *“possible that work on the western side of the site will impact on the edge of the reclamation, and reveals material that predates 1900”*.¹³ Further O’Keeffe considers that the archaeological potential of Site 10 will be lost by the proposed construction of the proposed development on that site and particularly by the development of the proposed basement. In the area between Site

⁹ ENV-2009-WLG-000224, *Statement of Evidence of Barbara Fill*, dated 16 December 2011, paras 35-37

¹⁰ Jones, K.L., *Kumutoto Precinct Archaeology – Monitoring*, December 2009, for Wellington Waterfront Ltd

¹¹ Ibid.

¹² O’Keeffe, M., *Sites 8 & 10 Kumutoto, Wellington: Archaeological assessment or proposed refurbishment of site*, Heritage Solutions, October 2014, p19. This report is attached as Appendix 5 to this report.

¹³ Ibid, p18



10 and the former Eastbourne Ferry Terminal building O'Keeffe notes that "*remnants of the original woodblock paving which would have been in the entire wharf area can be seen.[...] It is possible that these wooden cobbles are extant beneath the more recent asphalt.*"¹⁴ Observations on site tend to corroborate this suggestion and as such wooden paving blocks have been found elsewhere in the wider waterfront area and where this has occurred these blocks have been adapted for reuse within the wider landscaping design solution as can be seen to the south of the Meridian Building today.

policy 46 – managing effects on historic heritage values

In determining whether an activity is inappropriate particular regard shall be given to:

- (a) *the degree to which historic heritage values will be lost, damaged or destroyed;*

With the exception of the reclamation edge rip-rap in Site 8 and the potential for undiscovered archaeology there is no other recognised heritage within Sites 8 or 10. The proposed changes to the treatment of the reclamation edge rip-rap are proposed in two locations: one being within the Site 8 zone; and, the other being the modification of the rip-rap immediately to the north of the former Eastbourne Ferry Terminal building to accommodate the proposed deck termination of the cross-site link and colonnade through the proposed Site 10 development. Accordingly there can be no degree to which historic heritage values will be lost, damaged or destroyed more than can be reasonably and appropriately anticipated.

- (b) *the irreversibility of adverse effects on heritage values;*

The proposed development of Sites 8 and 10 are not considered to present adverse effects on the heritage in the wider adjoining context to these sites. The history of the area has seen a series of changes which have included a level of cumulative adverse effects on surviving heritage arising from the demolition of related contemporary buildings (such as Sheds 15 and 17 and the Customs House building). These effects have been exacerbated by the maintenance of some sites (such as Sites 8, 9 and 10) as undeveloped open sites disconnected to the wider resolution of the aspirational objectives found in the Wellington Waterfront Framework. There is some risk that below-ground archaeology may be disturbed and compromised by development on both Sites 8 and 10, but the design of the foundations of the proposed development on Site 10 is in-shore of the identified former Customs House seawall foundations.

- (c) *the opportunities to remedy or mitigate any previous damage to heritage values;*

The relatively complex and "eclectic" mix of buildings, vacant building sites, and public open spaces inherent in the North Kumutoto area signals one of the final opportunities for the long-anticipated conscious development of the Wellington waterfront as guided by the Waterfront Framework. The open sites (different to the public open spaces) have in themselves detracted to some degree from the values of the recognised heritage which surrounds them. Development in the form of the proposed building on Site 10 draws directly from site specific references including the varying scales of height between Sheds 13 and 21, the nature of the Quays, the former Eastbourne Ferry Terminal building, the wharves, wharf edges and reclamation edges, views to and from and across the area and the continuation of historically determined pedestrian routes. The proposals for Sites 8 and 10 demonstrate an appropriately informed and responsive development that responds to

¹⁴ Ibid. p18



the currently unfinished opportunity at this critical interface between the city and the sea in a measured and successful way.

- (d) *the degree to which previous changes that have heritage value in their own right are respected and retained;*

The greater area within which both Sites 8 and 10 lie is one that has developed at varying degrees of success. The recognition, conservation, and adaptive reuse of a number of notable historic buildings, features, and elements (including the historic harbour board gates and fences) has ensured a mix of uses. These adaptations have seen an engagement with the spaces between and around these elements which the proposals for Sites 8 and 10 pickup and resolve. The nature of the pedestrian-prioritised environment in this area today is a fundamental enhancement to the existing heritage of the area and the proposals contribute constructively and positively to those values and that environment.

- (e) *the probability of damage to immediate or adjacent heritage values;*

This Assessment of Environmental Effects is primarily focussed on effects arising from the proposed development on adjacent heritage values. In this case focus is given to effects from the proposed development on Sheds 11, 13 and 21, on the former Eastbourne Ferry Terminal building, on the Wharves and Wharf Edges, and on the reclamation edge (rip-rap). With these buildings, elements, and features in mind the proposed building and open space developments have paid particular attention to matters of height, scale, form and overall context.

- (f) *the magnitude or scale of any effect on heritage values;*

The proposed development of both Sites 8 and 10 are not considered to have any significant negative effect on surrounding heritage values. The scale (height, bulk), articulation, public and visual permeability of the development on Site 10 adheres to the decision of the Environment Court when it considered the appeal on the Wellington City Council's Variation 11 and particularly to the Court's consideration of appropriate height and bulk on that Site. The development of public open space on Site 8 also reflects some of the observations of the Environment Court with respect to the sensitive interface between new built form and the adjacent heritage buildings and heritage values of the surrounding area. The development of Site 8 as public open space enhances both the public domain and the opportunity to further improve the interpretation of heritage values of the site (including those local Maori values associated with the site) and will (according to the archaeological assessment undertaken by Kevin Jones) not adversely impact on any surviving below ground archaeology. While that archaeological opinion is contrasted with that of Ms O'Keeffe (whose report deals with the land containing Site 10 and includes consideration of the open space beyond) the proposed development of Site 10 may¹⁵ impact on the edge of the pre-1900 reclamation to the west of Site 10.

- (g) *the degree to which unique or special materials and/or craftsmanship are retained;*

The proposed developments of Sites 8 and 10 retain all the heritage values found in the sites, buildings, features and elements that have been recognised in the immediate area. In accordance with guidelines promoted by the Wellington City Council (discussed at 3.4.3 below) the proposed building development has chosen to contrast the existing heritage fabric of adjacent buildings rather than appear to mimic those buildings and their fabric which in doing so would risk lessening the values of both the authentic historic and the qualities of the new as a building of its time.

¹⁵ Ms O'Keeffe suggests "it is possible" at 4.1 page 18 of her October report



(h) *whether the activity will lead to cumulative adverse effects on historic heritage;*

Earlier development in the North Queen's Wharf/Kumutoto area including the Queen's Wharf Events Centre and office/shopping complex in the 1990s, the addition of the Union Steam Ship Company Store which was moved from its original location at Greta Point, Evans Bay, and reconstructed on the seaward side of Shed 11 in 2003, and the construction of the Meridian building seaward of Shed 13 in 2007 represent a range of cumulative effects (some positive, some negative) on existing historic heritage in the area. Of some note the latter two developments were established after the publication of the Wellington Waterfront Framework. It can be suggested that these developments have had a cumulative effect on the authentic heritage of the area. It can be seen that the public accessibility and use of the area has been enhanced. It can also be observed that the rigour of the heritage buildings in the area has meant that they have not been overwhelmed by the intensification of the area by newer and larger scaled buildings. The proposed development of Sites 8 and 10 balance effects against each other and against the wider existing development context. In the context of the Framework heritage is recognised as a fundamentally important element and this is consciously expressed in the considered development of Sites 8 and 10. The scale of proposed development on Site 10 will not overwhelm the adjacent heritage places as key features on the waterfront. In this particular area development does not have to be slave to the existing scale of historic heritage assets adjacent to the development sites, but it should respond consciously to a range of factors that, if ignored, would detract from the heritage values recognised in the wider context. This was tested in the Environment Court during appeal of the Wellington City Council Variation 11 and the proposed development of Site 10 adheres closely to the development envelope identified by the Court in its decision on that appeal in all but the projection of the proposed plant room on the proposed Site 10 building which finishes slightly above the "permissible" height determined by the Environment Court. Accordingly the height, scale and bulk of the proposed Site 10 development can be considered to be appropriate and its articulation (the open public plaza at the southern end of the proposed building and the break in the footprint to facilitate cross-site access through the building further mitigates any sense of cumulative negative effects as the proposed building and the Site 8 public open space have been carefully designed to relate directly within the wider area's distinctive historical context.

(i) *whether the relationships between distinct elements of an historic place, site or area will be maintained*

The development of Site 8 as public open space responds in part to the fact that this is reclaimed land and there is no precedent for building development here. In maintaining this area as public open space the visual connection to the sea from Shed 13 is maintained as is Central Area View Shaft No. VS5 (Waring Taylor Street) to the harbour across the north end of Shed 13. In the same way Central Area View Shaft No. Vs4 (Whitmore Street) will be enhanced by the proposed landscaping works proposed as part of the wider Site 8 works. The values of those other heritage elements including the reclamation edge (rip-rap) and the enhanced interpretation of the mouth of the Kumutoto Stream and its associations with local Iwi through the proposed landscape treatment will enhance these values along with the physical opportunity to touch the sea. The proposed Site 8 landscaping development reinforces the significance of the Kumutoto Stream. At the same time the rifting of the building blocks at ground level of the proposed Site 10 development enable an important pedestrian link to be made from the north in line with the north edge of the former Eastbourne Ferry Terminal building wharf. This coordinates with a number of other related urban design and landscaping devices including:



- the proposed Waterfront promenade wharf extension which terminates the Harbour Wharf link; and,
- the proposed extension (and restoration) of the Kumutoto Lane which tracks the former Shed 11 and 13 wharf edge as new and enhanced pedestrian access along the whole of the public waterfront.

In a similar way the relationship of the former Eastbourne Ferry Terminal building to and from a view shaft evident along Whitmore Street and expressed through the open multi-storey height public plaza formed into the southern end of the proposed Site 10 building development maintains the visual connection of that heritage building to the city and from the city sets the historic building up as an important visual reference and destination in approaching the harbour edge.

4.2 regional coastal plan [rcp]

The RCP recognises the Former Eastbourne Ferry Terminal, Wharves and Wharf Edges, and the Reclamation Edge (rip-rap wall). The RCP contains objectives and policies to protect heritage including objectives at 4.1.2 and 4.1.6 and policies 4.2.12 and 6.2.2.

Policy 4.2.12 states:

“to protect significant cultural and historic features in the coastal marine area from adverse effects of use and development. In particular, the values of the feature and building identified in Appendix 4 will be protected.”

Policy 6.2.2 states:

“To not allow the use of development of structures in the coastal marine area where there will be: adverse effects on: ... Significant places or areas of historic or cultural significance: ... of Significant adverse effects on; ... Structures of architectural or historic merit.”

General Objectives and Policies within the RCP include, at 4.2.45 *In the Lambton Harbour Development Area:*

- (a) *[recognition of] the heritage character, development and associations of the area*

This criterion refers to the retention of buildings and other features which have heritage values. The proposed development across Sites 8 and 10 satisfies this criterion. No buildings or other features which have heritage values (wharves, wharf edges, reclamation edges and known archaeology) are lost as a result of this development, although some modification to the reclamation rip-rap edge within the Site 8 area and to the immediate north of the former Eastbourne Ferry Terminal building will be modified as part of an appropriately enhanced interpretation. With respect to unidentified archaeological remains a condition of consent with respect to the accidental discovery of in-ground archaeology could be proposed. Such a condition would recognise the archaeological potential identified by Ms O’Keeffe in her archaeological assessment of Site 10 in considering the discovery of pre-1900 material to the western side of Site 10, the extant archaeological features that may be present within the footprint of the Site 10 development, the potential for the survival of original woodblock paving still evident between the former Eastbourne Ferry Terminal building and Site 10, and the reclamation edge rip-rap within Site 8 which is modified to enhance the interpretative values of the pre-contact and later values associated with the Kumutoto Stream mouth and the later harbour development.



and,

- (b) *Develop and have particular regard to any design guide for the area which are contained in any proposed or operative Wellington City District Plan*

This criterion refers to design guides which have been prepared for the Lambton Harbour Development Area and requires that new development be assessed against these guides. Refer 3.4.3 (below).

- (c) Section 6.2 *Policies* includes at 6.2.2 a policy “to not allow [unless such adverse effects can be satisfactorily mitigated, or remedied] *the use or development of structures in the coastal marine area where there will be* [with respect to heritage] adverse effects on:

- *significant places or areas of historical or cultural significance*

The consultation undertaken has not identified concerns on this matter with the exception of the potential for discovery of archaeology outside the defined Site 10 boundary (the area defined within the Site 10 zone is post-1900 and, by definition, not an archaeological site). Proposed works within Site 8 and in the integrated landscaping approach across and between Sites, 8, 9, 10, and adjoining waterfront areas is not expected to have an adverse effect.

- *structures of architectural or historic merit*

The proposed development does not present any significant adverse effects on heritage. With respect to unidentified archaeological remains a condition of consent with respect to the accidental discovery of in-ground archaeology could be proposed.

4.3 heritage new zealand

The following assets are recognised in the New Zealand Heritage List administered by Heritage New Zealand;

- Shed 11 – Category I
- Shed 13 – Category I
- Shed 21 – Category I
- Gates and Fences – Category II
- Eastbourne Ferry Terminal building (former) and Ferry Wharf – Category II

The Heritage New Zealand Act 2014 recognises that “*any place in New Zealand associated with human activity that occurred before 1900*” can be defined as being an archaeological site.¹⁶ Consultation with Heritage New Zealand on the archaeological aspects of the Sites 8 and 10 proposals has been undertaken and independent professional archaeological consultation commissioned (refer Appendix 5 for a copy of the Archaeological assessment undertaken by Heritage Solutions) which have informed this Assessment of Environmental Effects where heritage is concerned.

4.4 district plan assessment

In considering the construction of any new building on Site 10, and in the lack of any specific rule in the Operative District Plan [ODP], we have considered assessment of effects with respect to:

- historic heritage; and,

¹⁶ Heritage New Zealand Act 2014, Part 1, Section 6(a)(i)



- design, height, siting and coverage and the built and massing of buildings (to the extent that these might affect historic heritage).

4.4.1 general

Accordingly we have considered the proposal and effects arising from proposed development in its adjoining context against the following assessment criteria:

- (a) *the extent to which the form, mass, proportion and materials of the new building is compatible with the original architectural style predominant in the area*

The matters of form, mass, proportion and materials relate to scale and predominant architectural style, but are themselves separate points whose detail is addressed in the Athfield Architects Limited *Architectural Design Report*¹⁷. The proposed gantry element of the Site 10 building and its related public portico space to Whitmore Plaza which it overhangs articulates the perception of bulk, mass, and proportion with open space at the south of the building while acting as an important transition to meet the scale, elevational orders, and modulation of Shed 21 to the north. The form, mass, proportion and materials of the proposed building on Site 10 are considered to be compatible with the original architectural style predominant in the area and take their lead from a number of area and site specific generators including Shed 21, the Whitmore Street view shaft towards the former Eastbourne Ferry Terminal building and the harbour, and historic lines associated with the working port and its wharves. The area has been recognised for what has been described as its “*collection of eclectic architectural buildings*”¹⁸ and importantly the proposed new Site 10 building draws reference to wider urban design values including view shafts, street edges, open spaces and the water edge itself. In accordance with the Wellington Council *Central Area Urban Design Guide Appendix 4 – North Kumutoto Precinct*¹⁹ while form, mass, proportion and their articulation to other local drivers (such as site lines to and from the water and the former Eastbourne Ferry Terminal building) respond to a sense of consistency the materials proposed in the proposed building respond appropriately by employing a degree of contrast in respect of the surviving original architecture predominant in the area.

- (b) *the extent to which the new building is positioned or sited to maintain continuity of front faced alignment of buildings in the vicinity*

While the site and the proposed development on it can be considered a building in the round the particular aspect to Waterloo Quay responds directly to the historic precedents of the surviving historic Shed buildings and of the demolished Shed 17 which occupied most of the Site 10 site. This continuity of line provided by the proposed Site 10 development restores an important sense of continuity and edge to Waterloo Quay while at the same time the articulation of the proposed Site 10 building provides critical site lines to the water and the former Eastbourne Ferry Terminal building and frames the Whitmore Street entrance and defined view shaft.

- (c) *the extent to which the proposal meets the provisions of any relevant Design Guide and the provisions of the Central Area Urban Design Guide*

Refer to Section 3.4.3 (below)

¹⁷ Athfield Architects Limited, *Kumutoto Site 10 Architectural Design Report of Resource Consent Submission*, September 2014

¹⁸ Env-2009-WLG-000224, Statement of Evidence of Barbara Fill, paragraph 12, p4

¹⁹ The North Kumutoto Design Guide was withdrawn as a consequence of the environment Courts’ decision on Variation 11, but has been used in this assessment as a useful reference



- (d) *whether professional heritage or conservation advice has been obtained from Heritage New Zealand or any other professionally recognised expert in heritage conservation*

This Assessment is, in part, a reflection of engagement and consultation with a range of qualified and recognised experts in heritage conservation and archaeology.

- (e) *whether the site has or is likely to have significant archaeological values, and whether the effects on those values by the proposal can be adequately avoided, remedied or mitigated*

According to the conclusions of the monitoring work undertaken across the North Kumutoto area in 2009, the report of that monitoring in January 2010 by Kevin L. Jones Archaeologist Ltd; and, the report on Site 10 by Heritage Solutions (Mary O’Keeffe) completed in October 2014:

- Site 10 is not an archaeological site and there are no sites or structures on Site 10 extant or demolished that pre-date 1900;
- some sites associated with human activity before 1900 may lie adjacent to the Site 10 development site and some earlier surface treatments may survive under more modern asphalt surfaces;
- modern service reticulation interventions south-west and north-east of the Customs House (1902) appear to have destroyed any pre-1900 fabric (certainly at depths less than 900mm);
- material earlier than 1900 may be found in lower levels of the c.1900 and later fills in the area of Sites 7, 8, and 9; and,
- it would be worth recording other elements of the Custom House foundation if an opportunity arises during future development.

4.4.2 Lambton harbour area – objective and policies 12.2.8

The objective reads:

“To ensure that the development of the Lambton Harbour Area, and its connections with the remainder of the city’s Central Area, maintains and enhances the unique and special components and elements that make up the waterfront.”

Policies include (some are not described here as they are not directly concerned with historic heritage values and effects):

- a) **12.2.8.1** *Maintain and enhance the public environment of the Lambton Harbour Area by guiding the design of the new open spaces and where there are buildings, ensuring that these are in sympathy with their associated public spaces.*

The public environment of the North Kumutoto area features a number of historic heritage buildings, features and elements. The policy recognises that “*buildings will support the open spaces*”. This is how the proposed developments of Sites 8 and 10 must be read. The ground floor of the Site 10 development is highly articulated horizontally and vertically to open the southern end of the site to new public open spaces. This articulation has been determined by direct reference to adjacent historic heritage assets such as the former Eastbourne Ferry Terminal building, its wharf edge, and the surviving archaeological remains of the former Customs House by setting back the figured ground footprint of the proposed building from these elements. Importantly the integrated approach to landscaping across both development sites and the existing developed waterfront lands expressed in the Sites 8 and 10 proposals shows a commitment to maintaining and enhancing the public environment in this area.



- b) **12.2.8.2** *Ensure that a range of public open spaces, public walkways and through routes for pedestrians and cyclists and opportunities for people, including people with mobility restrictions, to gain access to and from the water are provided and maintained.*

The proposed development on Site 8 and Site 10 includes provision for a range of accessible public open spaces which, importantly, connect and complete existing public open spaces and pedestrian-prioritised routes. The proposed Site 10 development features carefully composed through-site links which respond directly to the existing heritage of adjacent sites within the wider area, both to the harbour edge and the sea and back to the city. The integrated approach provides a seamless continuity to the Waterfront walkway and the junction at Site 8 and the Whitmore Street Plaza to the existing pedestrian waterfront approaches and the shared pedestrian space to the east of Sheds 11 and 13. This environment is further enhanced by a visual and textural strengthening of the wharf edge, enhanced pedestrian links between city and sea (including those between Shed 21 and Site 10, Site 10 and the Whitmore Plaza, Site 10 and the former Eastbourne Ferry Terminal building and the proposed Waterfront Promenade extension to its immediate north, and the Site 8 landscaping works which resolve the currently unresolved junction of land and sea at the mouth of the Kumutoto Stream as an active element in the public environment of this special area.

- c) **12.2.8.3** *Encourage the enhancement of the overall public and environmental quality and general amenity of the Lambton Harbour Area.*

The proposed development of Sites 8 and 10, while separate activities by separate applicants, should be read as an integrated design solution as this better reflects many of the principles found in the Wellington Waterfront Framework, and objectives policies and rules of the Operative District Plan. The proposals individually and collectively have been carefully designed as parts of a greater collective response to enhance the overall public and environmental quality and general amenity of the wider North Kumutoto Area and the waterfront as a connected whole. The range of heritage buildings, features and elements (including gates, fences, wharves, wharf and reclamation edges) lend the area a distinctive amenity collectively and the proposals add to and enhance those values by responding to those heritage elements and extending the public opportunity to appreciate the amenity of the area.

- d) **12.2.8.4** *Maintain and enhance the heritage values associated with the waterfront.*

While there is no recognised heritage within the Site 10 development site there is an acknowledgement that there survives some below-ground remnants of the former Customs House Building immediately to the south of Site 10. Similarly the Jones' archaeological report suggests that while nothing is likely to survive within the majority of the Site 10 land area there may be some archaeological material below 900mm in the Site 8 area. It is unlikely that landscaping works in the Site 8 area would disturb any surviving archaeology in this area, but provisions for accidental discovery could be included in any consent. The proposed development in Site 10 is set back to the landward side of the line on which remnants of the foundation seawall of the former Customs House was discovered. The O'Keeffe archaeological report for Site 10 concludes that it is "very likely" that heritage fabric will be revealed by site clearance and excavation work on Site 10 and suggests that an archaeologist "monitor and record heritage fabric and features as they are revealed".

- e) **12.2.8.5** *Recognise and provide for developments and activities that reinforce the importance of the waterfront's Maori history and cultural heritage.*

Refer to the Cultural Heritage assessment provided by others.



- f) **12.2.8.6** *Provide for new development which adds to the waterfront character and quality of design within the area and acknowledges relationship between the city and the sea.*
- *Any new building will be generally complementary, and in a scale appropriate to, the existing buildings around them. In the Kumutoto/North Queens Wharf area buildings will be in scale with heritage buildings.*

The scale (height, bulk), articulation, public and visual permeability of the development on Site 10 adheres closely to the decision of the Environment Court when it considered the appeal on the Wellington City Council's Variation 11 and particularly to the Court's consideration of appropriate height and bulk on that Site. The matters of height and bulk each relate to scale, but are themselves separate points whose detail is addressed in the Athfield Architects Limited *Architectural Design Report*²⁰. It is fair to say in recognising the effects the proposed gantry element of the Site 10 building and its related public portico space to Whitmore Plaza which it overhangs articulates the perception of bulk and mass with open space at the south of the building while acting as an important transition to meet the scale, elevational orders, and modulation of Shed 21 to the north. Associated with the Site 10 development is an integrated landscape proposal which complements and enhances that found in adjoining developed waterfront sites and which will resolve the landscaping currently missing in the subject area. This includes the landscaped interface between the proposed Site 10 building and Shed 21, the continuation of the shared pedestrian lane currently found running along the eastern side of Sheds 11 and 13. This space is reinforced by the proposed Whitmore Plaza, the carefully considered and appropriate Site 8 landscaping interpretation and enhancement of values associated with the Kumutoto Stream mouth and the mix of proposed restoration of wharf edge south of the former Eastbourne Ferry Terminal building, the wharf extension of the Waterfront Promenade on the north side of the former Eastbourne Ferry Terminal building (which terminates the Harbour Wharf connection that bisects the ground floor of the Site 10 development along lines of historical axis of movement from quays to wharf) and the existing exposed reclamation rip-rap. The development of public open space on Site 8 also reflects some of the observations of the Environment Court with respect to the sensitive interface between new built form and the adjacent heritage buildings and heritage values of the surrounding area. The scale of proposed development on Site 10 will not overwhelm the adjacent heritage places as key features on the waterfront. In this particular area development does not have to be slave to the existing scale of historic heritage assets adjacent to the development sites, but it should respond consciously to a range of factors that, if ignored, would detract from the heritage values recognised in the wider context. This was tested in the Environment Court during appeal of the Wellington City Council Variation 11 and the proposed development of Site 10 closely adheres to the development envelope identified by the Court in its decision on that appeal.

Refer also to Urban Design, Architecture, and Landscape Architecture assessments provided by others.

²⁰ Athfield Architects Limited, *Kumutoto Site 10 Architectural Design Report of Resource Consent Submission*, September 2014



4.4.3 central area urban design guide appendix 4 – north kumutoto precinct (Nk)²¹

- a) **Objective (Nk) O1.0** to deliver design excellence in the form of buildings and public space.

Guideline (Nk) G1.2 Be responsive to the context via the recognition of the particularities of the site. Complement and enhance other waterfront and adjacent buildings, spaces and activities as well as the broader city context. This could be by employing consistency or contrast or both.

The area has been recognised for a range of distinctive qualities including what has been described as its “collection of eclectic architectural buildings”²². Importantly the proposed Site 10 building draws reference from and complements wider urban design values including view shafts, street edges, open spaces and the water edge itself and their associated activities. Together with the proposed Site 8 and wider landscaping works, development in the area responds in the round to adjacent heritage, the harbour and the broader city heritage context.

- b) **Objective (Nk) O2.0** to provide design coherence both within the area and the wider environment

Guideline (Nk) G2.1 Respect neighbouring buildings. For this reason, developments on Blocks A [Site 10], B [site 9], and C [Site 8] should have a level of consistency that acknowledges each other’s presence.

The proposed development of Site 10 has chosen to contrast the existing heritage fabric of adjacent buildings rather than appear to mimic those buildings and their fabric which could have risked lessening the values of both the authentic historic and the qualities of the new as a building of its time.

Guideline (Nk) G3.2 Acknowledge aspects of history where opportunities exist. This could be in the form of highlighting traces which include not only the remaining waterfront buildings, but artefacts such as the wharf gates and wharf structures, and the evidence of usage and industrial/maritime wear and tear.

The Site 10 development has some relationship with the location of the former Shed 17 building and its design articulation provides visual and physical connections to surrounding heritage such as Shed 21, the former Eastbourne Ferry Terminal building and wharf, while the proposed Site 8 landscaping provides opportunity to enhance the interpretation of the sites historic and cultural heritage. The proposed Site 8 and wider landscaping completes a significant missing element in the Waterfront Framework’s aspirational goals of an accessible waterfront. This work builds from historic lines such as the reclaimed historic wharf edges.

Guideline (Nk) G3.8 Views to the heritage buildings Sheds 11 and 13, Eastbourne Ferry building and Shed 21 should be enhanced. This could be through framing or adding elements to complement the view.

The footprint at the southern end of the proposed Site 10 development establishes a new covered public open plaza space which frames views of the former Eastbourne Ferry Terminal, its wharf and wharf edges from Whitmore Street and the city. Similarly the proposed Site 8 landscaping works links with the Site 10 development to enhance the heritage values, the movement associated with the harbour, wharf

²¹ The North Kumutoto Design Guide was withdrawn as a consequence of the environment Courts’ decision on Variation 11, but has been used in this assessment as a useful reference

²² Env-2009-WLG-000224, Statement of Evidence of Barbara Fill, paragraph 12, p4



and harbour edge promenade which links public space and existing heritage assets. The new plaza is defined to its east by the original 1901 sea wall and timber wharf. This is the only place north of Queens Wharf where this historical edge is still operating as originally constructed. The plaza includes extension and enhancement of the movement connections of the pedestrian promenade along the harbour edge and an extension of the Kumutoto Lane which will reconnect and enhance the currently severed link between Sheds 21, 13 and 11.

c) Objective (Nk) O6.0 *To design and develop buildings that embrace new and existing public spaces.*

The Site 10 development creates three new public spaces: to the north the Wool Store Plaza in association with Shed 21; centrally, the Harbour Wharf Link which provides visual and pedestrian links between Railway Station and Westpac Stadium generated pedestrian flows and the harbour edge at the former Eastbourne ferry Terminal building; and to the south the integrated Whitmore Plaza and Site 8 access to the mouth of the Kumutoto Stream and the sea.

Guideline (Nk) G6.4 *Produce a defined space at the Whitmore Street Gates – a gateway that enhances the view and draws people from Whitmore Street to the waterfront.*

The proposed Site 8 and wider landscaping meets this Guideline.

Guideline (Nk) G6.9 *Provide a main vehicle entrance at Whitmore Street, and resolve the existing conflict between vehicles and pedestrians here.*

The proposed Site 10 building and the proposed Site 8 and integrated wider landscaping meets this Guideline. The Site 10 development importantly provides an important public open space contribution to this issue while maintaining and enhancing the historic heritage of the former Eastbourne Ferry Terminal building.

d) Objective (Nk) O7.0 *To provide a strong built edge to the Quays.*

Guideline (Nk) G7.1 *Relate the new building edges in Block A [Site 10] and B [Site 9] to the current building edges of Shed 21 and Shed 13.*

The proposed development of Site 10 takes some of its references for the re-establishment of a strong built edge to the Quays (particularly Waterloo Quay) from both existing historic precedent (Shed 21) and former form (the now demolished Sheds 15 and 17 and the former Customs House).

The proposed Site 10 building and the proposed Site 8 and wider landscaping meets this Guideline.

Refer also to Urban Design and Architectural assessments provided by others.

4.4.4 the wellington waterfront framework

While the Framework is not a statutory document, it anticipates a “*stronger sense of the city form being developed in this area [the North Queens Wharf area] through a higher proportion of buildings than on the rest of the waterfront.*”²³ New buildings will be “*in scale*” with heritage buildings. In its decision on appeals on the Wellington City Council Variation 11 the Environment Court helpfully confirmed²⁴ that “*being in scale is not an absolute requirement for dimensional equality*”. The Court recognised that

²³ The Wellington waterfront Framework, 4.2 North Queens Wharf, pp32-33

²⁴ Environment Judge CJ Thompson, Decision on Appeals, decision [2012] NZEnvC 74, para 111, page 33



*“scale relates to a number of features which are likely to influence relative acceptable proportionality”.*²⁵

5. conclusion

The integrated approach to development including landscaping across both development sites and the existing developed waterfront lands expressed in the Sites 8 and 10 proposals shows a commitment to maintaining and enhancing the public environment in this area.

The proposed development on Site 8 and Site 10 includes provision for a range of accessible public open spaces which, importantly, connect and complete existing public open spaces and pedestrian-prioritised routes. The integrated approach provides a seamless continuity to the Waterfront walkway and the junction at Site 8 and the Whitmore Street Plaza to the existing pedestrian waterfront approaches and the shared pedestrian space to the east of Sheds 11 and 13. This environment is further enhanced by a visual and textural strengthening of the wharf and rip-rap reclamation edge, enhanced pedestrian links between city and sea and the Site 8 landscaping works which resolve the currently unresolved junction of land and sea at the mouth of the Kumutoto Stream as an active element in the public environment of this special area.

Together with the proposed Site 8 and wider landscaping works, development in the Site 10 area responds in the round to adjacent heritage, the harbour and the broader city heritage context.

²⁵

Ibid.



appendices



appendix 1

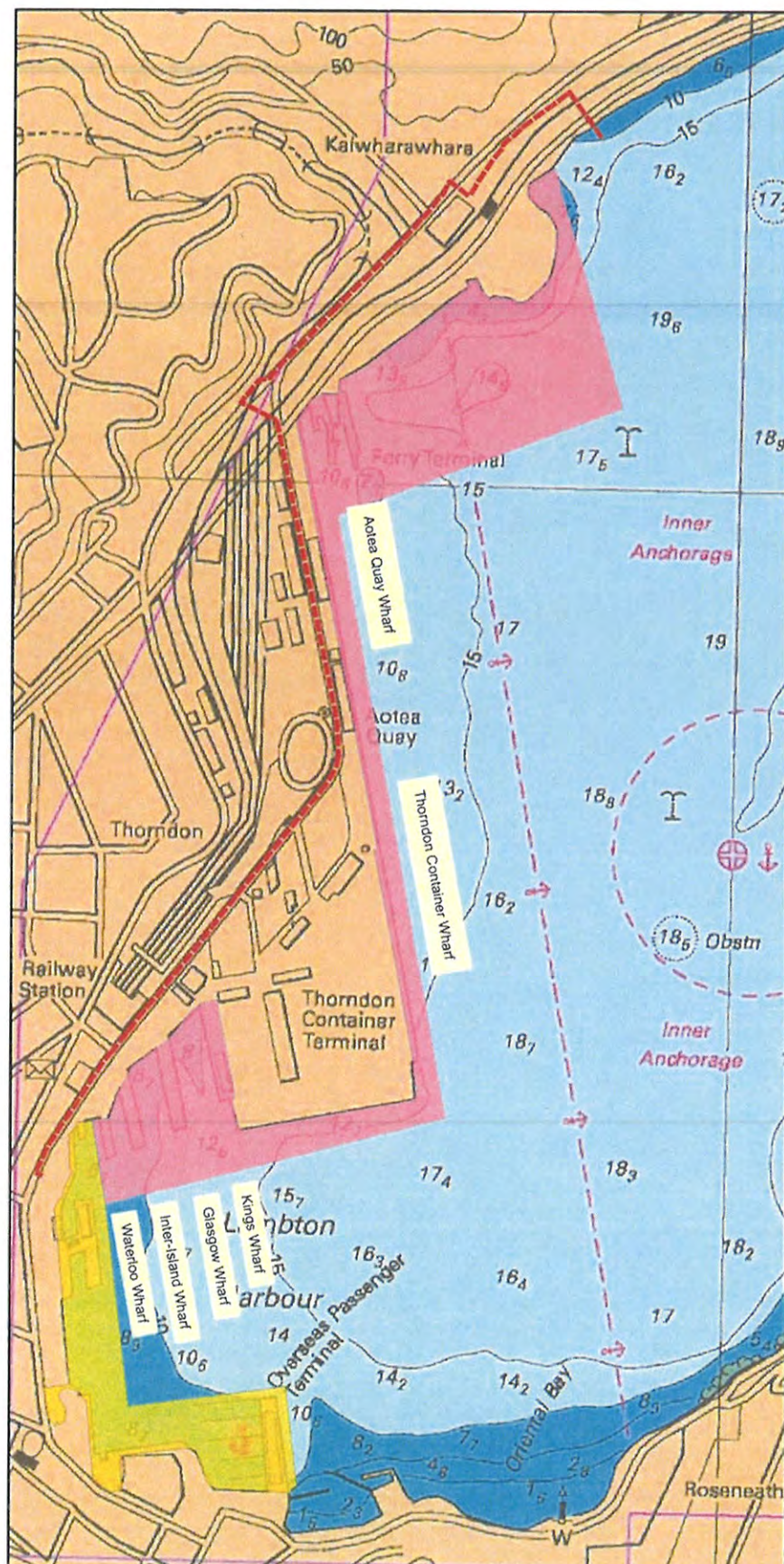
Greater Wellington Regional Council Planning Map 4A, 4D, 4E and
Appendix 4 from the Regional Coastal Plan





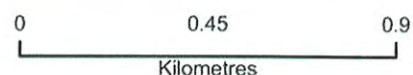
Lambton Harbour Development and Commercial Port Areas

Lambton Harbour



Legend

- Port noise control line
- Commercial port area (within the CMA)
- Lambton Harbour development area (within the CMA)



Note :

Shoreline details may not be accurate at this scale. All distances in metres.

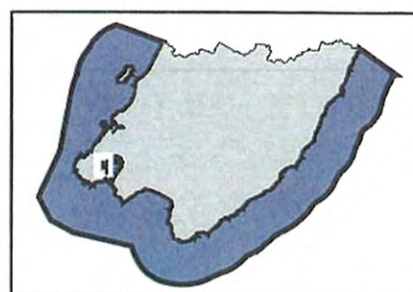
The landward boundary of the coastal marine area is the line of mean high water springs.

CAUTION

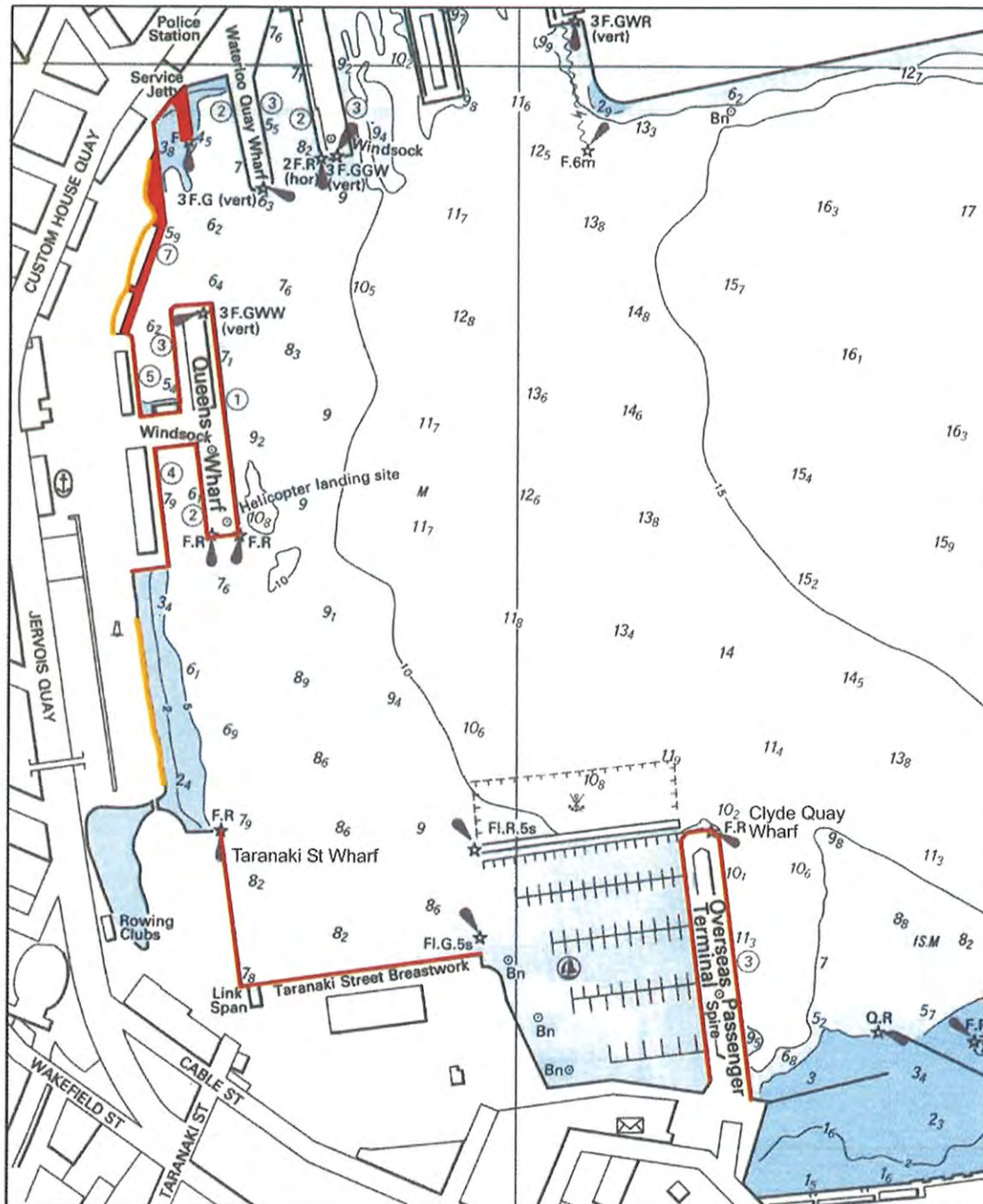
NOT TO BE USED FOR NAVIGATION

Part of Chart NZ 4633 Wellington Harbour reproduced by permission of Land Information New Zealand.

Locality Map



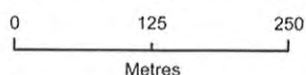
Protected Wharf and Reclamation Lambton Harbour Development Area



Legend

- Protected wharf and wharf edge
- Protected reclamation edge

The landward boundary of the coastal marine area is the line of mean high water springs.



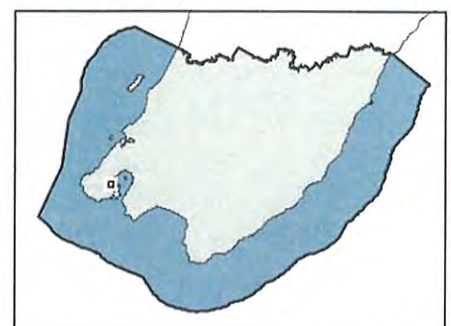
Part of Chart NZ 4634 Wellington Harbour Entrance and Plans of Wharves - Lambton Harbour reproduced by permission of Land Information New Zealand



CAUTION
NOT TO BE
USED FOR
NAVIGATION



Locality Map



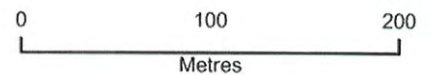
Lambton Harbour Development and Commercial Port Areas

Main Port - Southern Area



Legend

- Port noise control line
- Commercial port area (within the CMA)
- Lambton Harbour Development Area north of Johnston St (within the CMA)



Note :

Shoreline details may not be accurate at this scale. All distances in metres.

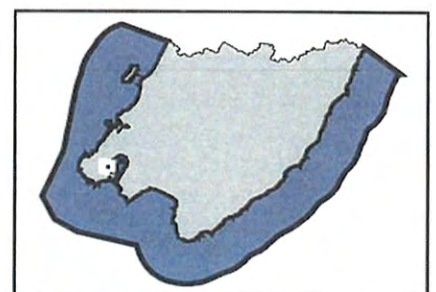
The landward boundary of the coastal marine area is the line of mean high water springs.

CAUTION

NOT TO BE USED FOR NAVIGATION

Aerial photography reproduced by permission of WCC.

Locality Map



Appendix 4

Features and Buildings of Historic Merit

Name	Location	Structure
Shed 3	Queens Wharf	Building
Shed 5	Queens Wharf	Building
Halswell Lighthouse	Point Halswell	Lighthouse
Point Jerningham Lighthouse	Point Jerningham	Lighthouse
Harbour Board Gates 1899	Queens Wharf	Gates
Seatoun Wharf	Seatoun	Wharf
Island Bay Sea Wall	Island Bay	Sea Wall
Karaka Bay Wharf	Karaka Bay	Wharf
Lyall Bay Sea Wall	Lyall Bay	Sea Wall
Oriental Bay Sea Wall	Oriental Parade	Sea Wall
Evans Bay Sea Wall	Evans Bay	Sea Wall
Boating Jetty	Evans Bay	Jetty
Aberdeen Quay Seawall	Evans Bay	Seawall
Evans Bay Patent Slip and Wharf	Evans Bay Parade	Slip and Wharf
Days Bay Wharf	Days Bay	Wharf
Petone Wharf	Petone foreshore	Wharf
Skerret (George Hamilton Scott Trust) Boatshed	Lowry Bay	Boatshed
Steeple Rock Lighthouse	Harbour entrance	Lighthouse
Former Eastbourne Ferry Terminal	Tug Wharf	Building
Wharves and Wharf Edges shown on Planning Map 4D in Appendix 7	Tug Wharf to Overseas Passenger Terminal	Wharves
Reclamation Edge shown on Planning Map 4D in Appendix 7	Lagoon to Tug Wharf Vicinity	Rock rip-rap
Street Facade of the former Westport Chambers Building, Circa Theatre	Taranaki Wharf	Building



appendix 2

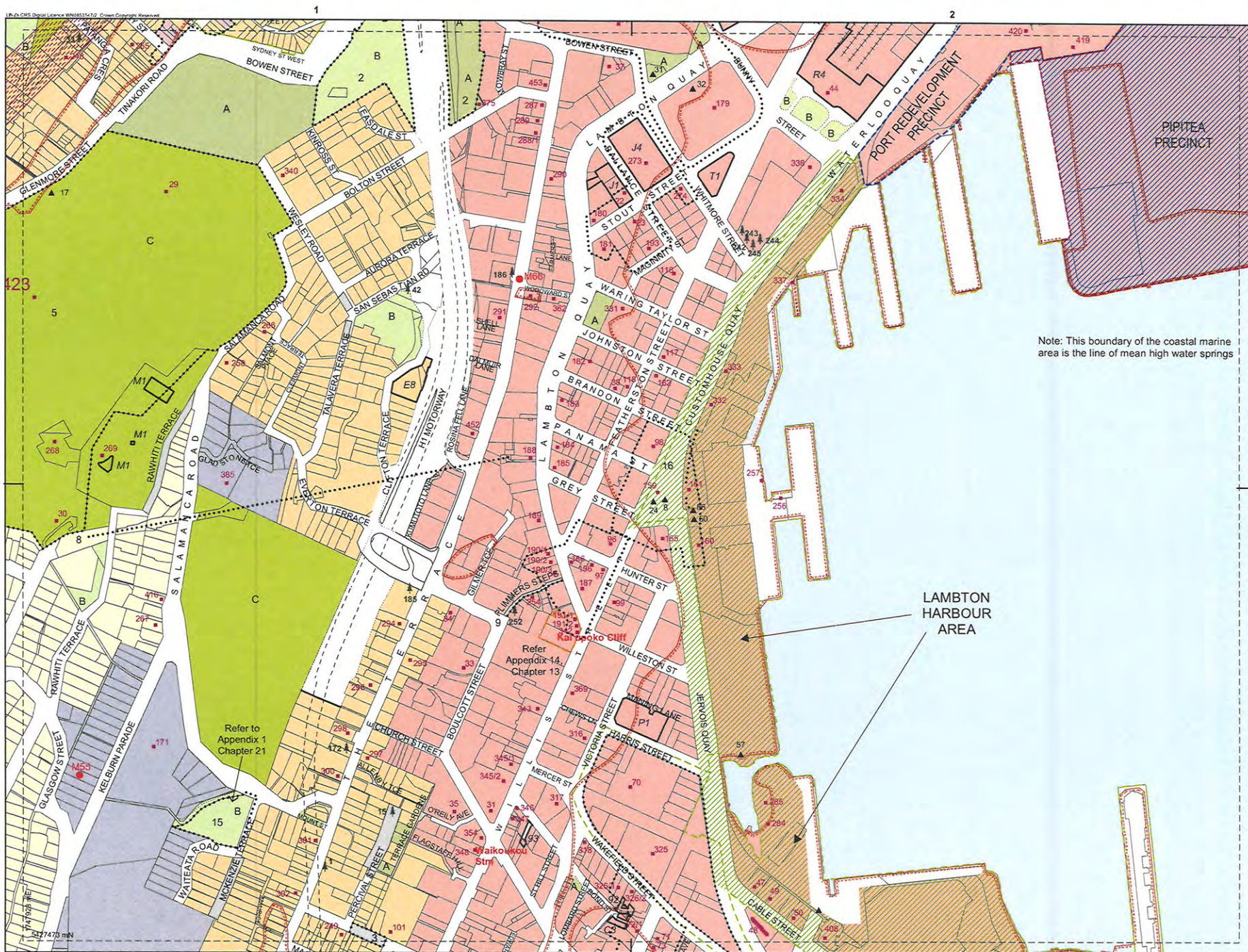
Wellington City Council Operative District Plan Map 17 and
An extract from Chapter 21 Appendix Heritage List: Buildings p25





















14	18	15
11	17	12
	16	

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LEGEND FOR PLANNING MAPS

AREAS

	OUTER RESIDENTIAL
	INNER RESIDENTIAL
	SUBURBAN CENTRE
	CENTRAL AREA
	URBAN DEVELOPMENT AREA
	INSTITUTIONAL PRECINCT
	AIRPORT PRECINCT
	RURAL
	CONSERVATION
	OPEN SPACE A
	OPEN SPACE B
	OPEN SPACE C
	DESIGNATIONS Number Reference refer to Chapter 24 Schedule
	UNFORMED LEGAL ROAD
	PIPITEA PRECINCT
	LAMBTON HARBOUR AREA



HERITAGE

	HERITAGE AREAS
	HERITAGE SEA WALLS
	OBJECTS
	BUILDINGS
	TREES




BOUNDARIES

	DISTRICT BOUNDARY
	CHARACTER AREA BOUNDARY
	NON CADASTRAL BOUNDARIES
	TRANSMISSION LINES
	GOLF COURSE BOUNDARY
	AIRPORT CONTROL TOWER RESTRICTION
	RAILWAY LINES
	AREAS SUBJECT TO SITE SPECIFIC RULES/APPENDICES
	PORT REDEVELOPMENT PRECINCT BOUNDARY
	OPERATIONAL PORT AREA BOUNDARY
	
	
	
	
	
	
	
	
	
	
	
	
	

MAORI

	PRECINCT BOUNDARY
	TRACKS
	SITES

HAZARD AREAS

	HAZARD (FAULT LINE) AREA
	HAZARD (FLOODING) AREA
	HAZARD (GROUND SHAKING) AREA

NB: Other earthquake hazards exist and significant ground shaking may occur outside the Hazard (Ground Shaking) Area

HERITAGE LIST: BUILDINGS				
Street	Number	Building and Date of Construction (if known)	Map Ref	Symbol Ref
Wakefield Street	272-280	'The Studio' 1907	16	328/1
Wakefield Street, cnr Blair Street	282-284	Building 1906	16	328/2
Wakefield Street	286-288	WCC Transport Department Building (former) 1920s	16	329/1
Wakefield Street	290	Building 1908	16	329/2
Walter Street	16	House	16	330
Waring Taylor Street, cnr Johnston Street	35	Central Police Station (former) 1913-17	17	331
Waterloo Quay		Shed 11 1904	17	332
Waterloo Quay		Shed 13 1904	17	333
Waterloo Quay		Shed 21 1909	17	334
Waterloo Quay		Shed 27 1922	17	335
[Waterloo Quay	(Part Lot 1 DP 7469, Lot 12 DP 406642)	Shed 35, 1915 and curtilage as appended to Chapter 21 of the District Plan	12,17	419
Waterloo Quay	(Part Lot 1 DP 769, Lot 12 DP 406642)	Maritime House, 1928 and curtilage as appended to Chapter 21 of the District Plan	12,17	420] ^{PC58}
Waterloo Quay		Eastbourne Ferry Terminal Building (former) c1910s	17	337
Waterloo Quay	28	Waterloo Hotel 1936 (North and East facades)	17	338
Webb Street	25	Building 1905	16	339
Wesley Road	34a	Powles' House pre-1924	17	340
[Westchester Drive East	1	Braid Cottage 1867	26	373] ^{PC63}
Wigan Street	30	Building 1900s	16	341/1
Wigan Street	32	Building 1901	16	341/2
Wigan Street	34	Building 1900s	16	341/3
Willis Street	2-6	City Meat Company Building (former) 1896	17	342
Willis Street	35	Commercial Building 1906	17	369
Willis Street	50-52	McCarthy Buildings 1913	17	343
Willis Street	82	Evening Post Building 1928 (Willis Street facade)	17	345/1
Willis Street	89	Hibernian Building 1930	17	346
Willis Street	92-96	Preston's Building Facade 1902	17	345/2

appendix 3

Heritage New Zealand
New Zealand Heritage list





Eastbourne Ferry Terminal Building (Former) and Ferry Wharf

Waterloo Quay; Kumototo Laneway, Wellington



Eastbourne Ferry Terminal Building (Former) and Ferry Wharf.
Copyright: NZ Historic Places Trust. Taken By: Barbara Fill. Date: 26/02/2010.

List Entry Information

List Entry Status

Registered

List Entry Type

Historic Place Category 2

List Number

7807

Date Entered

20th August 2010



Map data ©2014 Google

Location

Extent of List Entry

Extent includes the building and wharf known as Eastbourne Ferry Terminal Building (Former) and Ferry Wharf, and their fittings and fixtures and a curtilage of one ship's berth width surrounding the Ferry Wharf. Registration does not include the shed at the southern end of the Ferry Wharf. (Refer to map in Appendix 1 of the registration report for further information).

City/District Council

Wellington City

Region

Wellington Region

Legal description

Seabed

Location description

The Eastbourne Ferry Terminal Building (Former) and Ferry Wharf are located on the water's edge inside the entrance gates on Waterloo Quay. They are alongside the old Tug Wharf which has been absorbed into the new Kumutoto promenade.

| Summary

The information below is from the registration report (Barbara Fill with NZHPT, 26 March 2010)

The Eastbourne Ferry Terminal Building (Former) and Ferry Wharf are significant historic features on Wellington's waterfront. They represent the heyday of a ferry service that started in the 1890s. At its peak on fine weekends up to 5,000 people travelled on the ferry from Wellington to Days Bay. Amongst the passengers were the writers Katherine Mansfield, whose family initially rented a house in Eastbourne and later built a cottage at the bay in 1906, and Robin Hyde. Both these women featured the bays in their writings.

When a regular commuter service from Eastbourne first started operating in 1906 it was the main means of public transport for the local Eastbourne community, and helped facilitate the development of Eastbourne and the Eastern Bays from a recreational playground for weekend holiday makers to a residential area, with people now able to commute daily to the city. The ferries were also important to the development of the port, as they were also used for tug and pilot services.

The Wellington Steam Ferry Company was floated as a public company in 1900 by J.H. Williams, the man behind the development of a regular harbour ferry service between Wellington and Days Bay in the 1890s. The ferry service was later extended to Rona Bay (Eastbourne) in 1906 and other bays in the inner harbour. It operated through to the 1940s, when buses replaced ferries as the main means of public transport from Eastbourne and the bays into the city.

The Ferry Wharf was built in three stages. The main wharf was built in 1896; in 1906 it was doubled in size, and in 1912-14 a further section was added so that the ferries could tie up without an overhang. Built of Australian hardwoods and New Zealand totara the wharf has been in continuous use, even while the additions were made, for over 100 years.

The Eastbourne Ferry Terminal Building has also been in more or less continuous use since it was constructed. The building was designed in January 1912 and built by Harbour Staff for a cost of £1,035 7sh. The design is somewhat quirky with its inventive roof structure with Marseille tiles, interlocking hip and hipped-gable tiled roofs, and square entrance tunnel with wrought iron gate. According to Harbour Board Engineer James Marchbanks, in his annual report to the Wellington Harbour Board, it was to be 'a two-storey building in wood of plain, but elegant design, with a tile roof. On the wharf level there would be passage-ways for passengers, with inward and outward turnstiles'.

The Eastbourne Ferry Terminal Building was used as offices for the Wellington Steam Ferry Company Ltd. for a brief period prior to it becoming the offices of the Eastbourne Borough Council around 1915. The Eastbourne Borough Council had purchased the ferry service in 1912, and was the first local authority in New Zealand to own a public ferry service. The Eastbourne Borough Council moved out in 1952, and the building was occupied by a series of tenants. In 2009 the Police Maritime Unit and National Dive Squad took over the building, which has undergone only minor changes in the last 98 years.

The Eastbourne Ferry Terminal Building (Former) and Ferry Wharf have important social, historical and architectural heritage values. The building sits perched on the edge of the harbour and its modest scale and inventive design make it a significant historical local landmark on this part of the waterfront. Apart from serving as the offices of the Eastbourne Borough Council for

nearly 40 years, the ferry ticket office became a familiar landmark to thousands of commuters and tells of the development of Eastbourne and the Eastern bays. The Ferry Wharf has archaeological value as a pre-1900 structure and rare remnant of the once-typical wooden wharf design, as well as having helped facilitate the development of Wellington's port through its use as a berth for tugs and piloting services.

Assessment criteria

The Eastbourne Ferry Terminal Building was built in 1912 and is named for its former owner, the Eastbourne Borough Council. The Council, formed in 1906, was the first local authority in the country to operate a ferry service. Not only was the building used as a ticket office for the ferries from 1912 until 1948 but it was also the offices of the Eastbourne Borough Council from 1915 until 1952. The ferry ticket office became a familiar landmark to thousands of commuters.

The original ferry service began in 1889 from Queens Wharf as a private venture by Captain William Williams. In 1890 it was taken over by his son J.H. Williams, and after a few interim owners it was purchased by the Eastbourne Borough Council.

Archaeological Significance or Value

The Ferry Wharf was built in 1896 and has some archaeological significance in that it is one of the few remaining wooden wharves on the Wellington Waterfront that is still clearly discernible.

Architectural Significance or Value

Architecturally the Eastbourne Ferry Terminal Building is a somewhat quirky design with its inventive roof structure, interlocking hip and hipped-gable tiled roofs, and square entrance tunnel with wrought iron gate. It is unusual in that it is far more diminutive than the grander baroque design of the Auckland Ferry Building which was constructed in the same year.

Designed specifically for the constraints of the site perched on a bridge between the quay and the wharf, it is a modest but distinctive timber building which contrasts with the larger historic brick buildings nearby, as well as the newer concrete and glass commercial buildings. The building's original use can still be understood in its form (the tunnel). Externally and internally it has a high level of authenticity as there have been no major alterations since 1924. The first floor of the building features a bell-cast dado below window sill level and ship lapped weatherboards. Internally it is wood lined with the original wooden staircase in the northern end still in-situ.

The Ferry Wharf is a finger wharf constructed of native New Zealand and Australian hardwoods. It is a functional wooden structure and while typical of similar structures of this era there are few still extant that retain their original proportions and possibly materials.

Social Significance or Value

The Eastbourne Ferry Terminal Building (Former) and Ferry Wharf are symbolic of a ferry service that was an integral part of the recreational and commuter transport system in Wellington from the late nineteenth century to the mid twentieth century. The ferry service was instrumental in the development of the Eastern Bays and Eastbourne, firstly a holiday resort and later the development of them as residential suburbs of greater Wellington. It is associated with some of New Zealanders most important writers, Katherine Mansfield and Robyn Hyde.

(a) The extent to which the place reflects important or representative aspects of New Zealand history

The Eastbourne Ferry Terminal Building (Former) and Ferry Wharf reflect the development of a local ferry service in New Zealand during the later nineteenth and twentieth centuries. It was the first ferry service operated by a local authority in New Zealand. It was pivotal in the early development of Wellington's Eastern Bays as it provided the main source of private and later public transport for thirty years before the introduction of a regular bus service.

(b) The association of the place with events, persons, or ideas of importance in New Zealand history

The Eastbourne Ferry Terminal Building (Former) and Ferry Wharf is associated with the Williams family. Captain W.R. Williams who started the ferry service and initiated the construction of the Ferry Wharf, was one of the largest individual ship owners in New Zealand. His son, J.H. Williams who took over the ferry business from his father following his death in 1890, was instrumental in the establishment of Days Bay firstly as a recreational resort area and later as a residential suburb. His mother was instrumental in ensuring that part of Days Bay was retained in public ownership as a park for all Wellingtonians.

It is associated with two of New Zealand's most important writers, Katherine Mansfield and Robin Hyde who used the ferries to visit the Eastern Bays and to write about them.

The Eastbourne Ferry Terminal Building (Former) and Ferry Wharf are also associated with the establishment of Eastbourne as a borough. In the early twentieth century public transport was a significant concern of the local community, in particular the provision of a ferry service as it was their main form of transport. This was one of the main drivers in the establishment of the borough in 1906. The Ferry Service was operated by the Eastbourne Borough Council from 1913 until 1948 and the Ferry Terminal Building served as the borough's civic offices for nearly forty years.

(e) The community association with, or public esteem for the place

The Eastbourne Ferry Terminal Building (Former) and Ferry Wharf served the Eastern Bays, Eastbourne and Wellington communities for over fifty years, as berthage and ticketing offices for the ferries which plied the harbour and secondly for the residents and ratepayers of Eastbourne as its civic offices.

The building and wharf are currently being used by the Wellington Maritime Police Unit and National Dive Squad. There has been a police unit based on the waterfront since the late 1880s. Over the years the police unit has been responsible for controlling crime on the waterfront, as well as providing rescue services.

(k) The extent to which the place forms part of a wider historical and cultural complex or historical and cultural landscape

The Eastbourne Ferry Terminal Building (Former) and Ferry Wharf are an integral part of the Wellington Waterfront with both the building and wharf being in-situ for approximately 100 years. To the north of the building are three historic buildings, Shed 21, Shed 35 and Maritime House, and to the south are Sheds 11 and 13. The wharf itself was designed to align with the historic Queens Wharf to the east which is still extant. The iron gates and railings which were originally located closer to the building and the former Customs House (now demolished) have been relocated to the edge of Waterloo Quay. The building and wharf are also clearly visible from different viewpoints around the wharves as well as from the water. Further afield the harbour is surrounded by small bays many of which were serviced by the ferries and still have their original wooden wharves including Days Bay and Petone. Rona Bay Wharf is still extant but is no longer used for ferry purposes.

Links

Associated lists

[Days Bay Wharf](#)

[Rona Bay Wharf](#)

Current use

[Trade - Office building/Offices](#)

[Transport - Wharf/Dock/ Pier/ Jetty](#)

Former use

[Government - Council/local government building](#)

[Law Enforcement - Police station](#)

Construction Professionals

Ferguson, William

William Ferguson was a prominent settler in South Otago. He arrived in New Zealand in 1849 and settled in Inch Clutha, and was active in public affairs. He had experience in carpentry and provided plans and specifications for St Mary's Church in Inch Clutha.

Additional information

Construction Details

Timber, Marseille tiles, chenam, wrought iron, muntz metal bolts

Historical Narrative

Wellington harbour has been known by a variety of names, the earliest known being Te Upoko o te Ika a Maui (the head of Maui's fish). It refers to the fish caught by the Polynesian navigator, Maui, which became the North Island. The more familiar name Te Whanganui-a-Tara (the great harbour of Tara) was named after the son of Whatonga from the Mahia Peninsula. Whatonga visited the harbour and was so impressed with the place that he decided to establish a settlement around there.

Early tribes that settled around the inner harbour as well as the Miramar Peninsular and the south coast included Ngai Tara, Ngati Ira, Ngati Kahungunu, Ngai Tahu and Ngati Mamoe. By 1819 when a war party comprising Taranaki, Te Atiawa, Ngati Toa, Nga Puhi and Ngati Whatua attacked the Wellington area it was mainly occupied by Ngati Ira who were driven out to the eastern side of the harbour and to the Wairarapa. By 1840, as the Waitangi Tribunal found, those Maori having rights in Wellington Harbour and its foreshore were Te Atiawa, Ngati Tama, Taranaki, and Ngati Ruanui.

By this time some of these groups had well-established settlements around the inner harbour at Pipitea Pa, Kumutoto Kainga, and Te Aro Pa. The harbour, the streams that fed into it including Kumutoto, and the wetlands and areas inland of the settlements provided good sources of food as well as providing areas for growing crops for the settlements as well as for trading, particularly flax. For instance, the Kumutoto Kainga was an important flax-collecting area and waka landing site. The outlet of the Kumutoto stream was not far from where the Eastbourne Ferry Terminal Building (Former) and Ferry Wharf were constructed. Waka were the first means of transporting Maori and later the first European settlers around the harbour following their arrival in 1840. Until the 1855 earthquake which raised the seabed to allow an accessway to be constructed around the harbour water transport was the main means of reaching the outer reaches of the harbour. Waka were later replaced by small clippers but it wasn't until the 1890s that a ferry service was established.

Establishment of the ferry service and construction of the Ferry Wharf

The Wellington Steam Ferry Company was floated as a public company in 1900 by J.H. Williams, the man behind the development of a regular harbour ferry service between Wellington and Days Bay in the 1890s. J.H. Williams took over the ferry business from his father Captain W.R. Williams following his death in 1890. At one time Williams senior was, according to Johnson, the largest individual ship owner in New Zealand. His son on the other hand was more interested in the excursion side of the business and when the opportunity arose purchased Days Bay in 1894 as a key destination spot for his daily ferry excursions.

Williams spent several thousand pounds turning the bay into a resort complete with a Brighton-styled pavilion, a hotel (later Wellesley College) and tennis courts, hockey fields and a water chute where the duck pond is now located. He built a wharf at the Bay and in 1896 persuaded the Wellington Harbour Board to build a special ferry jetty in town to cope with the increased crowds that were causing problems on Queen's Wharf.

The Ferry Wharf was built in three stages. The main wharf was built in 1896; in 1906 it was doubled in size; and in 1912-14 a further section was added so that the ferries could tie up without an overhang.

The original part of the wharf was designed by William Ferguson, the Harbour Engineer in 1896, and was constructed by John McLean and Sons (Murdoch and Neil McLean) at a cost of £1770. Originally known as the Ferry Jetty, the eastern face of the jetty was to be in a straight line with the Outer Tee of Queen's Wharf. It was constructed prior to the completion of the Waterloo Quay reclamation and an eight feet wide splayed approach was required to be constructed connecting the new wharf to the breastwork on Waterloo Quay. This was also to be aligned with the old wool jetty to the north.

The original structure comprised eight bays of heart totara piles 10" x 10" sawn square. The seven southern bays had four piles in each and the northern bays had two piles in each placed at 20 feet centres. All the piles had wrought iron shoes and were coated with two coats of chenam (6 parts coal tar, to 1 part Stockholm tar and a little lime). Ironbark timber was used in the caps, corbels, joists, bollards, fenders and upper distance pieces. Planking was in heart matai 4" thick for the jetty and 3" thick for the approach and 6 x 8 widths. The kerbing was in ironbark. At the eastern end was an iron ladder and the landing steps were in totara. There was a white painted, totara picket fence and gate at the entrance and an iron lamp stand.

With the development of new subdivisions from the mid 1890s there was also a demand for a more frequent ferry service to cope with daily commuters, as the ferry was still the main means of public transport to the city. Facing competition from other rival ferry owners the Company started operating a twice daily service from Days Bay in 1901. Prior to this the ferry service was somewhat erratic. According to Johnson they went according to the time of year, the weather, the demand for towing and the requirements of the pilots. The newly formed Days Bay District Ratepayers' Association (1903) which had, as one of its objectives, 'an improved and more frequent ferry service', began demanding that the Company further increase its daily

service and provide better facilities including a new wharf at Rona Bay.

By 1905 J.H. Williams had obviously had enough and was, according to Beaglehole, either unwilling or unable to meet these demands and decided to sell his shares in the Wellington Steam Ferry Company to the Miramar Ferry Company, which had been formed by local residents in Worser Bay who also wanted a regular ferry service. C.E. Zohrab took over as manager of the fleet which was transferred to a new company, Wellington Harbour Ferries Ltd, which operated the ferries and the towage and pilot service, and also the Wellington Steam Ferry Company, which continued to manage the Days Bay Resort. Within a month of the sale the Wellington Steam Ferry Company put 66 sections at Days Bay up for sale and while after much lobbying over the next few years some land was kept in public ownership for a public park and reserve (assisted by the benevolence of J.H. Williams' mother), the remainder of the land was eventually sold off.

With ferries operating on a fairly regular basis to Petone, Days Bay, Miramar and Seatoun and with a new wharf under construction at Rona Bay the Wellington Harbour Board decided to extend the Ferry Jetty at Waterloo Quay in 1906. The work extended the length of the wharf by another 120 ft to the south so as to provide two additional ferry berths including one for the Cobar which the Wellington Steam Ferry Company purchased that year.

The extension was again designed by the Board's engineer, William Ferguson and the contractors were again John McLean and Sons. The total cost of this extension was £1,398 19sh.

By 1906 the Company operated three ferries (the Duchess, the Countess and the Cobar) in order to cope with the crowds. The ferries were also used by the Company for tug and pilot work under contract to the Wellington Harbour Board. On fine weekends up to 5,000 people travelled on the ferry from Wellington to Days Bay. Amongst the visitors were the writers Katherine Mansfield, whose family initially rented a house in Eastbourne and later built a cottage at the bay in 1906, and Robin Hyde. Both these women featured the bay in their writings. The popularity of the place was such that the 'Chief Post Office in Wellington would fly a flag to signal whether a picnic at the bay was postponed due to bad weather.'

The year 1906 was perhaps more memorable for the first elections of the new Eastbourne Borough Council, which came into being on 1 April that year. This followed a lengthy political process initiated by the Days Bay District Ratepayers' Association which, dissatisfied with the lack of services, including no decent main road and inadequate or non-existent lighting, footpaths, drainage and sanitation, provided by the Hutt County Council which had jurisdiction over them, proposed a local Eastbourne Road District Bill. The Bill was an attempt to circumvent the lack of population necessary to meet the requirements of the Municipal Corporations Act 1900 if Eastbourne wanted to be a borough. After much political debate both inside and outside the House the Bill was eventually passed in October 1905. There were two significant changes in the final Bill: Eastbourne was to be a borough not a road district, and secondly the area covered only Eastbourne. Gollans Valley and all the bays from Days Bay to Point Howard opted to stay with Hutt County, and it wasn't until 1965 they became part of the borough.

In 1907 the inner harbour ferry service began to crumble as trams were introduced to firstly Miramar North and then Seatoun six months later. In 1909 the lease on the Days Bay wharf expired and reverted to the Wellington Harbour Board and the Board wanted berthage fees. At the same time the Eastbourne Borough Council wanted ferry fares kept to a minimum. Over the next four years there was unsuccessful court action taken by the ferry companies to try and stop the raising of berthage fees, attempts by some members of the Eastbourne Borough Council to 'municipalise' the ferry service, offers to purchase, offers to sell, fare increases and then decreases until eventually on 1 September 1913 the Eastbourne Borough Council purchased the ferry service. A poll of ratepayers showed overwhelming support for the proposal and the inauguration of the new service was announced with much fanfare as the Evening Post reported:

'With flags flying from the masts and a genial spirit prevailing among all on board, the steamers Duchess and Cobar inaugurated the Eastbourne borough's new and own ferry service to-day. Being Monday morning the boats were crowded, there being the usual week-end contingents on board. The borough was able to give two extra services to-day, and these will be maintained. The fares remain unchanged until the Ferry Board of the council goes thoroughly into the financial side of the venture. The Town Clerk (Mr. J. D. Avery) is manager of the service pro tem. In addition to a liberal display of bunting the council intended to give Eastbourne children a run down the harbour out to the stranded steamer' Devon to-day. The weather, however, was unsuitable, but this little excursion will be run as soon as conditions are favourable.'

Construction of the Ferry Terminal Building

During this period a new terminal building was constructed and the Ferry Jetty was again extended. The Eastbourne Ferry Terminal Building (Former) was constructed in 1912 as offices for the Wellington Steam Ferry Company Ltd., with a ticketing booth and turnstiles on the ground floor. The plans for the building were drawn by H. Gyles Turner and signed off by James Marchbanks, the Wellington Harbour Board Chief Engineer. It was built by Harbour Board staff for a cost of £1,035 7sh. The design of the building was innovative and responded to its rather precarious location perched literally on the edge of the water.

It had an inventive roof structure featuring interlocking hip and hipped-gable Marseille tiled roofs, and a square entrance tunnel with wrought iron gate. According to Marchbanks in his annual report to the Wellington Harbour Board, it was to be 'a two-storey building in wood of plain, but elegant design, with a tile roof. On the wharf level there would be passage-ways for passengers, with inward and outward turnstiles.' Two months later the Evening Post gave more details of the building:

'...across the entrance to the present wharf new offices are being built archwise. There is already made provision for a cart entrance, and approaches for season ticket-holders and casual users of the ferry boats. They will be fitted with turnstiles, and will also have iron gates. Over the entrance will be a suite of offices 47ft long by 17ft wide, partitioned off into three offices, and fitted with lavatories and other conveniences. The roof will be covered with Marseilles tiles, and the style of the building, while not conspicuous for its architectural embellishment, will be eminently suitable for the purposes for which it is intended.'

The original plans show that as well as the wrought iron gates across the tunnel entrance there were also two wrought iron gates to the left of the tunnel, which provided access to the turnstiles. To the right of the tunnel was the Change Office with special ticket windows and beyond that another wrought iron gate which was the entrance for ticket holders. Upstairs there were two offices, a meeting room and a toilet. Based on a scan of other known commuter ferry buildings in New Zealand, it appears that there are no other ferry buildings of similar design in New Zealand. For example, it is a far more diminutive building than the grander baroque design of the Auckland Ferry Building, which was constructed in the same year.

Initially planned to be carried out in 1912, the work on the Ferry Jetty was held up first by the lack of hardwood timber available from Australia and second by the Waterfront Strike in 1913 and was not completed until 23 March 1914. The work was designed by the Harbour Board's new Chief Engineer John Marchbanks. The contract was won by Donald McLean and Co. for the amount of £4,584 5s. The extension lengthened the existing wharf by 69 ft and enabled the two largest ferries to tie up without any overhang. The contract for extension work also included the construction of a new wharf to the south of the Ferry jetty. The second wharf was for tug boats and small steamers which attended the hulks and to act as tenders. At this stage the jetties became referred to as Ferry Wharf No 1 (for the ferry service) and Ferry Wharf No 2 (for the tug service; this wharf later became known as the Tug Wharf).

The Harbour Board also constructed a waiting shed for passengers on the wharf itself. The new shed was obviously desperately needed, according to a report in the Evening Post:

'A commodious waiting-shed, lighted by acetylene, has been erected on the wharf. It was far from pleasant having to wait on the Rona Bay wharf in rough weather before the waiting room was erected. As it is now, there is a comfortable room, with doors opening in such a way as to cheat the wind — northerly or southerly. Rona Bay passengers, during the winter now beginning, will probably greatly appreciate this latest work of the Harbour Board on the eastern side of the harbour.'

It is not known when the waiting room was demolished.

It is unclear when the Eastbourne Borough Council took over the three year lease of the building from Wellington Harbour Ferries Ltd but it is likely that they moved in sometime in 1915. Beaglehole notes that 'initially the Council held its meetings in the town clerk's office, and then in various 'rooms' in Eastbourne; by the First World War most of its meetings were being held in a small building in Makaro Street' in Eastbourne, before it eventually moved into the Ferry Terminal Building in town.

On 25 June 1915 the Evening Post reported that the Eastbourne Borough Council Offices were on the Ferry Wharf. The article went on to set out the concerns the Mayor and Councillors had at the cost of the lease of the building on top of wharfage and other matters.

In 1924 the south end of the building was extended, with the Change Office widened and converted to a ticket and parcel office with a new sash window the same as the original windows, and a new passenger approach to the ferry was constructed with double iron gates. Upstairs the meeting room was extended out above the extension downstairs, which made room for a large Board Room and General Manager's Room, while the office next to it was converted to a Records Room. New sash windows were installed in the east and west facades to match the original windows. The double sash windows on the south end of the building were reinstated in the new wall. The original roofline was extended and the materials were matched to the originals.

In 1946 the turnstiles were removed on the ground floor and that space was partitioned off. Upstairs some minor modifications were made to the office layout.

Decline of the ferry service

From the time the Borough Council purchased the ferry service in 1913 it suffered the same financial problems as the earlier owners, generally caused by a lack of passengers outside the commuter hours and the weekend visitors to the bays when the weather permitted. In 1923 the Borough Council with a £50,000 loan purchased the Muritai which was capable of carrying over

1500 passengers, to replace the Duchess. This proved to be an ongoing liability as the Muritai proved to be too slow and too expensive to run.

During this period a new bus service between Eastbourne and the city started up operations in June 1925. Seeing this as 'insane and ruinous competition with the ferries' the Borough Council decided to purchase it from its owners Sievers and Bosher and the sale went ahead in 1927.

Over the next twenty years patronage of the ferry service went into steady decline as the buses provided a more regular and efficient service. According to Johnson in 1925-26 the two ferries, the Cobar and the Muritai, made 3,200 round trips, but by 1936-37 this number had been reduced to less than 2,000 and revenue from the bus service overtook that of the ferry service. The 1940 Centennial Exhibition at Miramar was seen as a saviour for the ferry service but with the outbreak of World War II bringing an abrupt end to the celebrations and the commissioning of the Muritai as a minesweeper by the Navy, the days of the ferry service were numbered. The Cobar continued to provide a commuter service for Eastbourne residents, and weekend services proved popular for Wellingtonians who still picnicked at Days Bay along with members of the 1st Marine Division stationed in Wellington in the early 1940s. Despite the war 1943 was one of the most lucrative years for the ferry service. However with only one ferry on the run it could not compete with the bus service.

On 2 July 1948 the Cobar made its final trip to Eastbourne and six months later in February 1949, the Borough Council held a referendum of its ratepayers which decided by a majority of 48 to end the ferry service. For three months in 1951 the Ocean Cruiser ran a passenger service to Eastbourne but this was shortlived due to the shoaling up of the Rona Bay wharf and there were not enough commuters to keep it viable from Days Bay alone.

It is not clear whether the issue of the lease was an ongoing matter between the Borough Council and the Harbour Board however the Borough Council did remain in the building until 1952, four years after the ferry service to Eastbourne ceased. The Borough Council took up temporary offices in Eastbourne until a new special purpose building was constructed for it in 1973. The Borough Council, which was eventually joined by Days Bay and the other bays in 1965, did not survive the shake up of local government and in 1989 despite public protestations the Borough became part of Lower Hutt City Council.

Circa 1970 changes were made to the ground floor of the building as well as the wharf when Barney Daniels, began operating a garbage disposal business from the premises. Daniels had a contract with the Wellington Harbour Board to collect garbage from the ships in port, sort it at the building and then transport it by scow to the Board's incinerator in Evans Bay. The changes to the building were mainly to the south end of the ground floor and involved creating a clean area, a contamination area, a laundry and a storage area. This effectively filled in the open passenger area with new doors being installed in the eastern end opening on to the wharf and the ticket boxes, and windows removed from the Waterloo Quay facade.

Modifications to the wharf included the installation of a wheel bath, and the foundations of this are still extant. The wharf is now known as the Service Jetty to its current owners, Wellington Waterfront Limited.

In the 1980s a new ferry service was revived from Days Bay but the Rona Bay Wharf (Record no. 7474, Category II) was in such a state of disrepair it could not be used for this purpose again, and a berth was made available at Queens Wharf, nearly ninety years after the first harbour ferry service had started from there.

By the 1980s the ferry building housed B T Daniels Maritime and Paintings Object Shop, and was used by Alison Daniels as a Barber's shop. Prior to the Maritime Police Unit and National Dive Squad taking over the building in mid-2009 the building was used as offices by architect John Penlington in the 1980s and 1990s. In 2009 interior modifications were made to the building so that the Maritime Police Unit could move in. The building is currently owned by Wellington Waterfront Limited.

Overall the main changes to the building have been to the southern end, particularly downstairs. These changes have reflected the different uses of the building. Most noticeably are the new doors and windows which have been changed between 2000 and 2010.

Report Written By

Barbara Fill with NZHPT

Anderson, 1984

Grahame Anderson, Fresh about Cook Strait, an appreciation of Wellington Harbour, Wellington, 1984

Beaglehole, 2001

Ann Beaglehole and Alison Carew, Eastbourne a history of the eastern bays of Wellington Harbour, Eastbourne, 2001
[Historical Society of Eastbourne]

Dictionary of New Zealand Biography

Dictionary of New Zealand Biography

McLean, John. 'McLean, Neil 1857 - 1939', updated 22 June 2007; Stace, F. Nigel. 'Ferguson, William 1852 - 1935', updated 22 June 2007

Johnson, 1996

David Johnson, Wellington Harbour, Wellington, 1996

McGill, 1984

D. McGill, The Pioneers of Port Nicholson, Wellington, 1984

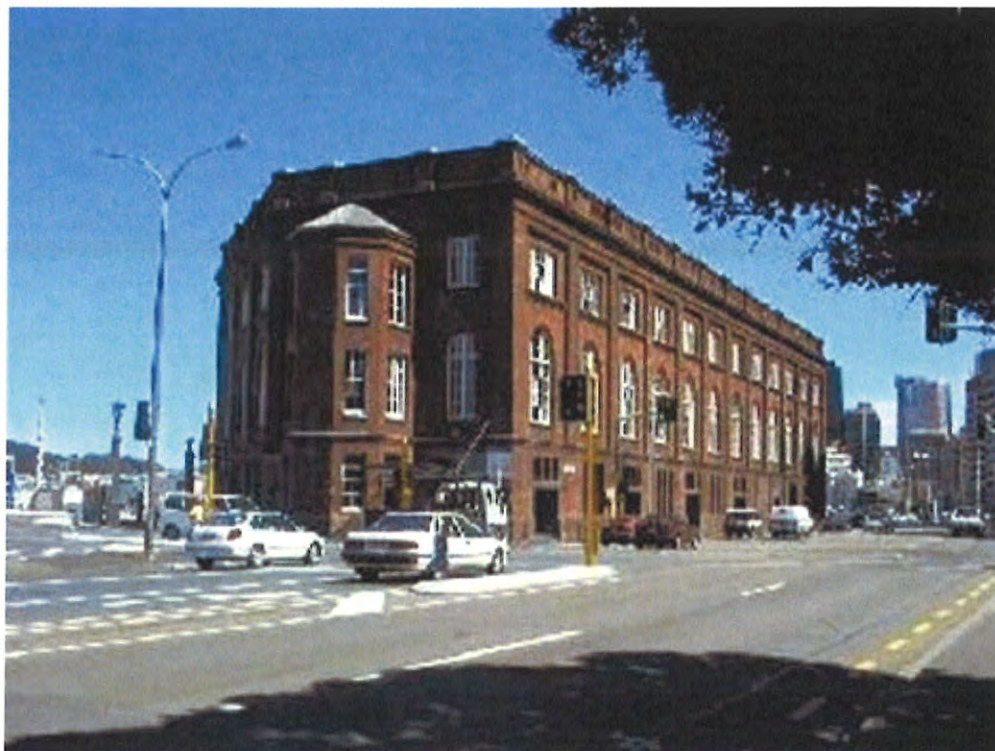
Buick, 1930

T. L. Buick, Jubilee of the Port of Wellington 1880-1930, Wellington Harbour Board, 1930

A fully referenced registration report is available from the NZHPT Central Region office

Wellington Harbour Board Shed 21

Waterloo Quay, Wellington



Wellington Harbour Board Shed 21.
Copyright: Wellington Waterfront Limited.

List Entry Information

List Entry Status

Registered

List Entry Type

Historic Place Category 1

List Number

237

Date Entered

18th March 1982



Map data ©2014 Google

Location

City/District Council

Wellington City

Region

Wellington Region

Legal description

Lot 102 DP 65083

| Summary

This historic place was registered under the Historic Places Act 1980. The following text is the original citation considered by the NZHPT Board at the time of registration.

Possibly the grandest wool store in the country shed 21 is attributed to J. Marchbanks, the Board Engineer and dates from 1910. Built of brick with an upper floor of timber on heavy steel beams supported on concrete columns and lit by south light trusses it is a building both functional for its original purpose and attractive in its proportions.

At the north end the polygonal shaped accumulator tower gives interest. The fine balance of the fenestration suggests F. de J. Clere's influence in designing the elevations. At the northern limit to the waterfront precinct and as a visual stop to the vista from Parliament Buildings it is a superior building and an excellent example of Edwardian architecture enhancing the townscape.

| Links

Current use

[Accommodation - Complex of flats](#)

Former use

[Trade - Warehouse/storage area](#)

Themes

[Places to Visit](#)

Wellington Harbour Board Shed 11

Customhouse Quay, Wellington



Draft horses & wagon at Shed 11, for Welcome Week procession 1924, Photograph taken by Crown Studios of Wellington. 032636-F. Permission of the Alexander Turnbull Library, Wellington, New Zealand, must be obtained before any re-use of the image.

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List Entry Information

List Entry Status

Registered

List Entry Type

Historic Place Category 1

List Number

235

Date Entered

18th March 1982



Map data ©2014 Google

Location

Extent of List Entry

Extent includes the land described as Lot 202 DP 67374 (CTs WN36D/596, 532207), Wellington Land District, and the building known as Wellington Harbour Board Shed 11 thereon, and its fittings and fixtures.

City/District Council

Wellington City

Region

Wellington Region

Legal description

Lot 202 DP 67374 (CTs WN36D/596, 532207), Wellington Land District

| Summary

Built in 1905 as a storehouse for the Wellington Harbour Board, the simple, elegant 'Shed 11' has played an integral part in Wellington's trading and commercial history and remains an important part of the city's waterfront.

In 1880 the Harbour Board was established to ensure that profits made from shipping were channelled back into shipping through the development of Wellington's harbour facilities. Shipping was then the primary means of transporting goods to, from, and around the country, and trade depended on safe harbours that were well equipped for the loading, unloading and storage of freight. When the new Board acquired control of Queen's Wharf in 1882, it began erecting wharves and warehouses on reclaimed land that would accommodate the needs of the steamships docking at the harbour.

In 1904, following the successful reclamation of the land along Queens Wharf to Railway Wharf, the Wellington Harbour Board decided to build new storehouses. In the process of consolidating the land between the wharves, an extra 500 feet of berthing accommodation had been added. The new stores would accommodate the increase in goods coming into Wellington, replace the old facilities, and serve as a customs examination point for international goods.

Plans for the stores were drawn by Harbour Board staff. On the 23 of June 1904, the Board accepted the tender put in by Hunt and McDonald for £8,519 to construct the stores. To create sturdy foundations for the sheds, the contractors were to drive 'piers of piles connected together by beams of concrete, reinforced with steel' deep into the reclaimed land. The sheds were to feature patented skylights along the length of the buildings, and were to be clad in roughcast and stucco under the parapets, with the Harbour Board crest to be placed above the doors. The doors would be painted blue, the gutters, downpipes, frames and glazing bars were to be white, and the lamps were to be pillar-box red. The cement used for the sheds was also rendered with an ochre colour while the windows and doors were darker; the red was a common colour of the time for the harbour board buildings.

Built as a matching pair stretching parallel to the waterfront, the sheds are both 51.9 metres long by 10.3 metres wide, and have 10 large doors. The interiors were originally designed as one large storage space although there were timber partitions built to create smaller storage spaces and offices. Shed 11 had a waterman's store, toll office and a fireman's hose store. The exteriors were built using brick and plaster with tiling on the roof, in a Dutch colonial style, which can especially be seen in the detailing above the doors. The interiors used both indigenous and imported timbers including matai, rimu, Baltic pine and Oregon.

Upon completion in 1905, the new sheds were called V and W, but were renamed with numbers 11 and 13 in 1922. Between 1936 and 1938, restoration work was carried out. The tiles were replaced, the walls were cleaned and re-pointed, and the plasterwork coloured with a cream wash. The offices at the south end of shed 11 were removed and a doorway was cut in the southern wall to make the store more easily accessible.

By 1975, with the arrival of container shipping and the reduction of coastal trade, cargo was no longer being stored in Shed 11 and the machinery was largely removed. The shed would not regain a use until the 1980s when it was purchased by the New Zealand National Art Gallery for use as a temporary contemporary art gallery space. At this time Shed 11 also received some earthquake strengthening of the main building. In 2000 Shed 11 became the permanent gallery space for the New Zealand Portrait Gallery, a unique gallery that displays the talents and viewpoints and stories of New Zealanders and New Zealand from both local and international artists. Conservation and restoration was carried out on the exterior and interior of Shed 11 when it became the home of the Portrait Gallery. During the restoration, the exterior received maintenance and was re-painted

in the Harbour Boards specified colours while the interior work created the space needed for a gallery. The imaginative re-use of Shed 11 has created a unique atmosphere on the waterfront for national and international visitors to Wellington.

Links

Associated lists

[Wellington Harbour Board Shed 13](#)

Current use

[Civic Facilities - Art Gallery](#)

Former use

[Trade - Warehouse/storage area](#)

Themes

[Places to Visit](#)

Additional information

Completion Date

8th October 2011

Report Written By

Kayla Wilson

Wellington City Council

Wellington City Council

Wellington City Council Heritage Building Inventory, 'Waterloo Quay, Shed 13', 2001.

A fully referenced Upgrade Report is available from the Central Region office of NZHPT

Wellington Harbour Board Shed 13

Customhouse Quay, Wellington



View over Shed 13 Customhouse Qy looking towards Lyttelton ferry berth, Wgtn, taken ca 1930s by Sydney Charles Smith. 045632-G. Permission of the Alexander Turnbull Library, Wellington, New Zealand, must be obtained before any re-use of image..

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18th March 1982



Map data ©2014 Google

Location

Extent of List Entry

Extent includes the land described as Lot 201 DP 67374 (CT WN36D/595), Wellington Land District, and the building known as Wellington Harbour Board Shed 13 thereon, and its fittings and fixtures.

City/District Council

Wellington City

Region

Wellington Region

Legal description

Lot 201 DP 67374 (CT WN36D/595), Wellington Land District

Summary

Built in 1905 as a storehouse for the Wellington Harbour Board, the simple, elegant 'Shed 13' has played an integral part in Wellington's trading and commercial history and remains an important part of the city's waterfront.

In 1880 the Harbour Board was established to ensure that profits made from shipping were channelled back into shipping through the development of Wellington's harbour facilities. Shipping was then the primary means of transporting goods to, from, and around the country, and trade depended on safe harbours that were well equipped for the loading, unloading and storage of freight. When the new Board acquired control of Queen's Wharf in 1882, it began erecting wharves and warehouses on reclaimed land that would accommodate the needs of the steamships docking at the harbour.

In 1904, following the successful reclamation of the land along Queens Wharf to Railway Wharf, the Wellington Harbour Board decided to build new storehouses. In the process of consolidating the land between the wharves, an extra 500 feet of berthing accommodation had been added. The new stores would accommodate the increase in goods coming into Wellington, replace the old facilities, and serve as a customs examination point for international goods.

Plans for the stores were drawn by Harbour Board staff. On the 23 of June 1904, the Board accepted the tender put in by Hunt and McDonald for £8,519 to construct the stores. To create sturdy foundations for the sheds, the contractors were to drive 'piers of piles connected together by beams of concrete, reinforced with steel' deep into the reclaimed land. The sheds were to feature patented skylights along the length of the buildings, and were to be clad in roughcast and stucco under the parapets, with the Harbour Board crest to be placed above the doors. The doors would be painted blue, the gutters, downpipes, frames and glazing bars were to be white, and the lamps were to be pillar-box red. The cement used for the sheds was also rendered with an ochre colour while the windows and doors were darker; the red was a common colour of the time for the harbour board buildings.

Built as a matching pair stretching parallel to the waterfront, the sheds are both 51.9 metres long by 10.3 metres wide, and have 10 large doors. The interiors were originally designed as one large storage space although there were timber partitions built to create smaller storage spaces and offices. Shed 13 housed a scavenger's room. The exteriors were built using brick and plaster with tiling on the roof, in a Dutch colonial style, which can especially be seen in the detailing above the doors. The interiors used both indigenous and imported timbers including matai, rimu, Baltic pine and Oregon.

Upon completion in 1905, the new sheds were called V and W, but were renamed with numbers 11 and 13 in 1922. Between 1936 and 1938, restoration work was carried out. The tiles were replaced, the walls were cleaned and re-pointed, and the plasterwork coloured with a cream wash.

In the 1970s, as container shipping increased and coastal trading decreased, use of Shed 13 also declined. Since this time, a number of plans have been put forth, to re-use Shed 13. Early in the 2000s, ideas such as adapting the building to be a hotel for school-children visiting Wellington were popular due to the retention of the historic façade of the shed, but this idea was not taken up. It was also proposed that Shed 13 could become another gallery space on taking over the duties of Shed 11; however as Shed 11 became a permanent gallery space, this plan was also abandoned.

In the following years, Wellington City Council received a number of applications to lease and use the now earthquake strengthened building, but it was not until the Mojo Coffee Cartel applied for consent to use Shed 13 as the headquarters of the company, including their roastery and a coffee bean storehouse that an application was approved. The coffee cartel refurbished the building, restoring the exterior and upgrading the interior with additions needed for the roastery and storage of

tonnes of coffee beans as well as packing, office and retail space. Shed 13 as the Mojo Coffee Cartel factory has become a visitor attraction, with daily tours taking place showing the coffee roasting process as well as highlighting the heritage values of the original interior pulley systems and the original exterior of the building. Now partially returned to its original use, Shed 13 creates a distinctive atmosphere for visitors to Wellington's waterfront.

Links

Associated lists

[Wellington Harbour Board Shed 11](#)

Current use

[Trade - Warehouse/storage area](#)

[Manufacturing - Food processing](#)

[Manufacturing - Industrial Office/Admin Building](#)

Former use

[Trade - Warehouse/storage area](#)

Themes

[Places to Visit](#)

Additional information

Completion Date

8th October 2011

Report Written By

Kayla Wilson

Dominion

Dominion

Wednesday 3 October 2001, 16

Dominion Post

Dominion Post, Wellington

Tuesday 9 July 2002, A7

Monday 9 December 2002, A6

Wednesday 22 July 2009, 5

Evening Post

Evening Post

Friday 10 August 2001, 3

Wellington City Council

Wellington City Council

Heritage Building Inventory, 'Waterloo Quay, Shed 13', 2001.

NZIA Local Architecture Award Winners 2007, Category: Heritage/Conservation

A fully referenced Upgrade Report is available from the Central Region office of NZHPT

Wellington Harbour Board Wharf Gates and Railings

10 Waterloo Quay, Whitmore Street, Customhouse Quay, Ballance Street, Waring Taylor Street, Queens Wharf, Hunter Street, Taranaki Street Wharf, Wellington



Wellington Harbour Board Wharf Gates, Posts and Railings. December 2011.
Copyright: NZ Historic Places Trust. Taken By: K Astwood.

List Entry Information

List Entry Status

Registered

List Entry Type

Historic Place Category 2

List Number

1447

Date Entered

10th September 1981



Map data ©2014 Google

Location

Extent of List Entry

Extent includes part of the land parcels described as Lot 9 DP 65083 (CT WN33C/716), Lot 102 DP 65083 (CT WN33C/718); Lot 1 DP 363596 (CT 258479 Lot 3 DP 436892 (CT 536984); Part Legal Road, Wellington Land District, and the structures known as Wellington Harbour Board Iron Wharf Gates and Railings thereon, and their fittings and fixtures. (Refer to map in Appendix 1 of the registration report for further information).

City/District Council

Wellington City

Region

Wellington Region

Legal description

[Shed 21 posts and gates] Lot 9 DP 65083 (CT WN33C/716), Lot 102 DP 65083 (CT WN33C/718); [Ferry Wharf posts and railings, Shed 13 gates, Customhouse Quay gates, Shed 11 gates and railings] Lot 1 Deposited Plan 363596 (CT 258479); [Shed 11 gates and railings, Queens Wharf entrance gates, Jervois Quay gates and railings] Lot 3 DP 436892 (CT 536984); Lot 2 DP 436892 (CT 536983); [Taranaki Street Wharf gates] Legal Road, Wellington Land District

Location description

Full address confirmed by the NZHPT Board 27 June 2013 (from north/Waterloo Quay to south/Taranaki Street): 10 Waterloo Quay; opposite corner Whitmore Street and Customhouse Quay; opposite corner Ballance Street and Customhouse Quay; opposite corner Waring Taylor Street and Customhouse Quay; Queens Wharf; opposite corner Hunter Street and Jervois Quay; Taranaki Street Wharf, WELLINGTON. The gates, posts and fences are located intermittently beginning in the north from Waterloo Quay, with the posts and gates at immediately south of Wellington Harbour Board Shed 21/Waterloo on Quay Apartments, to Taranaki Street Wharf in the south. They include the wharf gates at the entrances to Queens Wharf and Taranaki Street Wharf, as well as those opposite the Waring Taylor, Johnston, and Brandon Street intersections with Customhouse Quay, which are either side of and between Sheds 11 and 13. Posts and railings are also located at the entrance to the former Ferry Wharf opposite the intersection of Whitmore Street and Customhouse Quay, as well as immediately south of the Wellington Harbour Board Head Office and Bond Store/Museum of Wellington City and Sea which are opposite the intersection of Hunter Street and Jervois Quay. GPS information: Shed 21 posts and gates – (centre of gates) E1749066 N5428534; Ferry Wharf posts and railings – (north fence post) E1748979 N5428408; Shed 13 gates – (centre of gates) E1748951 N5428336; Customhouse Quay gates – (centre of gates) E1748916 N5428271; Shed 11 gates and railings – (south pedestrian gate) E1748890 N5428203; Queens Wharf entrance gates – (centre gatepost) E1748886 N5428087; Jervois Quay gates and railings – (streetfront south lamppost) E1748901 N5427977; Taranaki Street Wharf gates – (roadway centre) E1749064 N5427515.

Summary

The Wellington Harbour Board Wharf Gates, Posts and Railings are dotted along the city-side of the former Wellington Harbour Board (WHB) port area at Lambton Harbour. Constructed in phases from 1899 to 1922, these iron boundary markers represent the wealth and strength of the organisation which was crucial to Wellington's economy for over a century.

The potential of Wellington's harbour as a port was a key reason why Port Nicholson (as it was then known) was chosen as the site for the first New Zealand Company settlement. However, the port's development only gained vigour when the WHB was established in 1880. In the closing years of the nineteenth century the WHB started erecting gates and fences, initially designed and cast by Bayliss, Jones, & Bayliss of London, to clearly demarcate its domain.

For many decades the gates and fences were a point of contention between Wellingtonians, who felt entitled to unrestricted waterfront access, and the WHB, who maintained they were there in the interest of public safety to clearly define the hazardous port space. The boundary markers were convenient for the WHB during industrial disputes, such as those in 1913 and 1951, as they were the means of locking out striking workers.

The Queens Wharf gates and fences became the standard for subsequent components cast in New Zealand by Dunedin firm, J. & W. Faulkner Co. Ltd, or by Wellington's W. Cable & Co Ltd. The differently scaled posts terminated with either an orb or a

light on top. The robust decoration of the posts became more ornamental in the railings, with Art Nouveau style floral flourishes.

Beginning in the late twentieth century portions of the WHB gates and fences were removed, due to the shifting of the port facilities to the north of Lambton Harbour and leisure and public access becoming a focus for much of the former WHB space. All of the remaining pockets of gates, posts, and fencing form an important part of the historical complex of the former port, visually linking a large area running along Waterloo, Customhouse, and Jervois Quays, from Wellington Harbour Board Shed 21 to the south of Lambton Harbour at Taranaki Street Wharf.

Assessment criteria

Historical Significance or Value

As the organisation responsible for Wellington's port activities, the Wellington Harbour Board was an incredibly important part of Wellington's, and New Zealand's, development and economy for over a century from 1880. The gates and fences the WHB constructed between 1899 and 1922 were more than simple definers of its waterfront domain; they also symbolised its wealth and, particularly during waterfront strikes, its strength and authority.

The Wellington Harbour Board Wharf Gates, Posts and Railings are strongly associated with several important industrial disputes in New Zealand's history, serving as barriers to lock out striking workers.

The gradual removal of large sections of the gates and fences in the late twentieth and early twenty-first century, and the permanent opening of remaining gates, has historical significance as it marked the disbanding of New Zealand's Harbour Boards and the changing focus of Wellington's waterfront.

The construction of significant portions of the Wellington Harbour Board Wharf Gates, Posts and Railings is directly associated with prominent Wellington businessman William Cable, who was also a long standing member of the WHB and chairman in the early twentieth century.

Aesthetic Significance or Value

The ornamental Art Nouveau-inspired Wellington Harbour Board Wharf Gates, Posts and Railings have aesthetic significance as they introduced decorative elements, softening the public face of what was an industrial space. While no longer contiguous, the pockets of gates, posts and fencing visually unite Wellington's waterfront, all the way from the north to south of Lambton Harbour along consecutive quays and roads.

Social Significance or Value

Because the port was the main entry point for people and goods into Wellington in the late nineteenth and early twentieth century the WHB's gates were socially important as the capital's entrances. The Queens Wharf gates are particularly associated with civic occasions welcoming and farewelling dignitaries and troops.

Wellingtonians have a history of feeling entitled to frequent the city's waterfront, which made the area around Lambton Harbour an ambiguous space, being public in perception but functioning as an industrial space. The Wellington Harbour Board Wharf Gates, Posts and Railings are socially important because they represent the WHB's contentious attempts to close-off and define much of Wellington's waterfront as a private industrial space.

(a) The extent to which the place reflects important or representative aspects of New Zealand history

As a country with a long coastline, shipping and ports have been economically and socially important in New Zealand. The Wellington Harbour Board Wharf Gates, Posts and Railings are a vestige of the century-long existence of the Wellington Harbour Board, which was responsible for one of the most lucrative and busy ports in New Zealand.

(b) The association of the place with events, persons, or ideas of importance in New Zealand history

The Queens Wharf gates are associated with important events such as the departure of troops partaking in the South African War. This first overseas deployment of New Zealand soldiers left from Wellington, with the Queens Wharf gates being erected in time for the send-off of the second contingent.

The Wellington Harbour Board Wharf Gates, Posts and Railings are also closely connected with two of New Zealand's biggest and most bitter industrial disputes as a means of barring striking workers from the port during the 1913 and 1951 waterfront strikes.

(e) The community association with, or public esteem for the place

Because of a love of the waterfront, from the outset Wellingtonians have had an association with the Wellington Harbour Board Wharf Gates, Posts and Railings. Formerly contentious as barriers to community use of the waterfront, the remaining pockets of gates, posts and fences now herald the transition from the central business district to a space which is more focused on leisure.

(k) The extent to which the place forms part of a wider historical and cultural complex or historical and cultural landscape

The Wellington Harbour Board Wharf Gates, Posts and Railings define the landside edge of the former WHB land around much of Lambton Harbour. As such they are part of a wider historical complex of former port buildings and structures, which are included in the Wellington Harbour Board Historic Area.

Links

Current use

[Civic Facilities - Gate](#)

[Civic Facilities - Wall/Fence](#)

[Miscellaneous - Street furniture](#)

[Utilities - Street light](#)

Former use

[Civic Facilities - Gate](#)

[Civic Facilities - Wall/Fence](#)

[Miscellaneous - Street furniture](#)

[Utilities - Street light](#)

Themes

[Places to Visit](#)

Construction Professionals

Bayliss, Jones & Bayliss

This English engineering firm was founded by William Bayliss (1803-1878) in 1826 when he set up a works in Wolverhampton, and he then gradually took on partners, one of whom was his brother. From the beginning the company specialised in railings, gates, ornamental ironwork and mining and shipping equipment. By 1901 the company, which now had a London base, was big enough to be floated on the stock exchange.

J. & W. Faulkner Co. Ltd.

This was a Dunedin-based ironwork and engineering company that manufactured a variety of products. They won several contracts to cast the iron gates and railings required by the Wellington Harbour Board, and were described as an 'enterprising firm, which moves with the times.' In the period after World War One the firm was noted as having designed and provided elevator cars for the Parliament and Government buildings in Wellington, among others.

W. Cable & Co. Ltd

In 1921 it was said that: 'The history of the iron trade in Wellington is indissolubly associated with the firm of William Cable and Co., whose big up-to-date works at Kaiwarra...are well known throughout the country.' This Wellington engineering works was started by E. W. Mills, where William Cable (1848-1922) worked as the foundry manager from the late 1870s. A few years later, in 1883, Cable was made a senior partner of the firm operating as Mills and Cable. Eventually Mills retired, and since he had no partners Cable's business became W. Cable & Co. Ltd. By the late nineteenth century the company employed up to 200 people working in the pattern-making, moulding, blacksmithing, turning and fitting, and boiler-making departments. The company specialised in the repair of small to large ship mechanisms. In the late nineteenth century they were also said to have made boilers for most of the freezing works in the North Island, manufactured the lighting system for Parliament Buildings, and

fabricated bridge girders. Many components of the Wellington Harbour Board Gates, Posts and Railings were created by the company. Cable was closely connected with the Wellington Harbour Board being the Chairman (1904-06) and serving as a member of the board for 15 years.

| Additional information

Construction Details

Concrete, iron.

Historical Narrative

Settlement of Wellington and development of the port

Maori tradition tells of Wellington harbour and its entrances being formed by two taniwha, Ngake and Whataitai, who lived in the harbour when it was an enclosed lake. The harbour has been known by a variety of names, the earliest known being Te Upoko o te Ika a Maui (the head of Maui's fish). It refers to the fish caught by the Polynesian navigator, Maui, which became the North Island.

The first Polynesian navigators were Kupe and Ngahue, who camped on the southern end of the harbour at Seatoun around 925. Sometime after Kupe, Tara and Tautoki, the sons of Whatonga from the Mahia Peninsula, visited the harbour and were so impressed with the place that Whatonga decided to establish a settlement around Wellington Harbour, which he named Te Whanganui-a-Tara (the great harbour of Tara) after his son.

Iwi who settled around Wellington's inner harbour, as well as the Miramar Peninsular, and the south coast, included Ngai Tara, Ngati Ira, Ngati Kahungunu, Ngai Tahu and Ngati Mamoe. By 1819 when a war party comprising Taranaki, Te Atiawa, Ngati Toa, Nga Puhi and Ngati Whatua attacked the Wellington area it was mainly occupied by Ngati Ira who were driven out to the eastern side of the harbour and to the Wairarapa. By 1840, as the Waitangi Tribunal found, those Maori having rights in Wellington Harbour and its foreshore were Te Atiawa, Ngati Tama, Taranaki, and Ngati Ruanui.

The first European name given to Te Whanganui-a-Tara was Port Nicholson, after Captain J. Nicholson the harbour master at Sydney in 1826. In 1839 the Tory sailed into Port Nicholson. Aboard the ship of Captain E. M. Chaffers were Edward Jerminham Wakefield (1820-1879) and his uncle Colonel William Wakefield (1803-1848). William Wakefield was charged with selecting the spot 'which he should deem most eligible as the site of a considerable colony to make preparations for the arrival and settlement of the emigrants.' Wakefield noted: 'the harbour is the only one into which a vessel of more than 100 tons can enter with safety on a line of coast of 600 miles in extent, from Manukau to the Thames, and must become the depot of the interior of this line, to be supplied by coasting trade, and all of the country on both sides of Cook's Strait, for the importation of foreign and exportation to other countries of native produce.'

It was in 1839 that Wakefield named the inner harbour Lambton Harbour, after the Earl of Durham, Governor of the New Zealand Company.

The harbour was a key factor in the New Zealand Company choosing Wellington as its first organised settlement, as well as the new colony's capital city, a position it was not to achieve until 1865. When Wakefield arrived in 1839 he intended the settlement to be laid out around Lambton Harbour. However the New Zealand Company's chief surveyor, William Mein Smith (1798-1869), had other plans and in Wakefield's absence laid out the town near the mouth of the Hutt (Heretaunga) River. This Britannia settlement was short-lived due to flooding and the settlers moved across to Lambton Harbour.

It was to be a number of years after European settlement before a public wharf was built in Wellington. The first recorded substantial wharf was, according to Elsdon Best, built in 1840 on Thorndon Beach for J. H. Wallace. The first officially recorded wharf was the Rhodes Wharf built the next year, and over the next 12 years there were a number of wharves built along the waterfront. These early wharves were serviced by lighters operated by licensed watermen who transported goods between the ships and the wharves for set fees.

Until 1853 the development of the port area was generally left to private individuals. In that year the newly created Wellington Provincial Council was empowered under the New Zealand Constitution Act 1852 to undertake necessary harbour developments, including construction of wharves and reclamations. The first major reclamation undertaken by the Provincial Council involved the area between Clay Point and Panama Street, over the period 1857 to 1863. Over the next 40 years several further reclamations were made.

The second major undertaking of the Provincial Council was the construction of a new deepwater wharf. By this time the port's trade had increased significantly and was beyond the capacity of the lighter service. The new wharf was built in the shape of a double 'T' in 1862. Within a few years this wharf became known as Queens Wharf and it was necessary to extend it to cater for increased demand from a rapidly expanding port town. It was nearly 20 years until a second deepwater wharf was constructed. Railway Wharf was built in 1880 as a joint venture between the Provincial Council and the newly formed Wellington Harbour Board (WHB). Within three years the newly appointed WHB Chief Engineer, William Ferguson (1852-1935), laid out a comprehensive plan for harbour improvements.

Gates and fences

The WHB iron gates and fences were constructed around the waterfront from Waterloo Quay to Taranaki Street between 1899 and 1922, and later along Aotea Quay (now removed). The large cast iron gates and posts with lamps and decorative orbs marked the entrances to each of the wharves, while fences filled in the gaps between the buildings which abutted the Quays. Despite being constructed over a number of years the gates and fences were all of a similar design to the initial ones at Queens Wharf which have been described as: 'fine specimens of late Victorian wrought ironwork, with their cast-iron spandrels and ornaments and matching cast-iron pillars.' The Queens Wharf gates were cast by Bayliss, Jones & Bayliss. The fact that gates and fences were being erected at all caused comment as they were seen as a threat to 'public liberty,' but the use of a London firm instead of a New Zealand one also made the WHB's action unpopular among some Wellingtonians.

Because sea transport was a key means of travel, particularly in the late nineteenth and early twentieth centuries, Wellington's port was essentially the main entrance to the city. Therefore, the Queens Wharf gate could be considered the city's gateway during this period. As such, the Queens Wharf gates were often the focus of major civic events when important dignitaries were welcomed or farewelled, for example during the visit of the Duke and Duchess of Cornwall in June 1901. Indeed they were erected 'in time to mark the departure of the second New Zealand contingent to the Boer War. Prior to this the wharf was guarded with a small wooden stockade-like arrangement, with two sentry posts.' The South African War was the first instance of New Zealand troops being deployed overseas, beginning in late 1899.

Within a few years of the construction of the Queens Wharf gates, others followed. The fencing flanking the wharf was probably constructed at the same time as it was made by the same company. However, all of the remaining boundary markers, erected between 1901 and 1922, were made by J. W. Faulkner & Co. Ltd. of Dunedin, W. Cable & Co, Wellington, or were cast by Cable & Co for Faulkners. Cable's was a sizeable and well-established Wellington engineering firm and foundry. The company specialised in the fabrication of parts for, and the repair of, large marine engines. The company's director was also a member of the WHB.

The right of public access to the waterfront was a long held belief by the citizens of Wellington, and when the first gates went up on Queens Wharf in 1899 the public were more or less excluded from one of their favourite promenades. Conversely, the fences and gates were seen by the WHB as a means of protecting the public from the workings of a busy port. Johnson states that Wellingtonians felt aggrieved for decades and in March 1945, following access restrictions imposed during World War Two, the WHB again came under public pressure to open up the wharves. The result was that soon after 'the War Cabinet agreed to the area from the Jervois Quay gate near the Star Boating Club to the Lyttelton Wharf being opened up, but there was to be no loitering, no fishing, and no entry to Queens Wharf.'

Day-to-day operations of the port were controlled by the wharfingers, who were WHB employees, and were in charge of a particular wharf, or wharf shed, and responsible for cargo-handling activity. They also determined which watersiders or 'wharfies' would work the ships moored nearby. The wharfies belonged to the Wellington Waterside Workers' Union which 'was central in defining the old waterfront industrial culture in Wellington, a key element of which was loyalty and solidarity during strikes and employer lockouts. The union was at the centre of two major industrial disputes, in 1913 and 1951, which led to nationwide industrial upheaval.

The October 1913 strike involved 1600 wharfies who supported shipwrights denied paid travel time to the Evans Bay Patent Slip. What began as a simple matter of principle resulted in the worst industrial confrontation in the country's history, enflamed by the Massey Government enlisting farmers as special mounted police, or 'Massey's Cossacks' as well as troops. The WHB gates were closed to the strikers and guarded. Some of the most iconic images of the industrial dispute are those showing huge crowds of workers gathered outside of the Queens Wharf entrance, climbing the fences and pushing the gates open. In the end the whole matter was uneasily settled after a month of bitter dispute.

The 1951 strike began in February of that year. It began when 'watersiders banned overtime, both in support of a 40-hour week and after employers refused to pass on a full five per cent wage increase, as granted by the Arbitration Court. The Harbour Board refused to let the watersiders on the wharves and a five month standoff began. Again troops were used to load

ships and there was a heavy police presence. Under enormous pressure from the Government the union finally capitulated in July that year.' The WHB closed its gates to the unionised workers again. The strike divided opinion across the country and resulted in militant unionism being crushed, with many watersiders being banned from working on the wharves for years afterwards.

The WHB gates and fences became identified with political unrest especially during the waterfront strikes of 1913 and 1951 where they were used to control access to the wharves both by the police and the unionists. In the early 1990s Taranaki Street Wharf was proposed for a new service - the shipment of live sheep. This was to prove not only controversial but also short-lived, at least as far as Taranaki Street Wharf was concerned. On 16 April 1992 the first shipment of livestock on the Straitsman was blocked by a picket of seamen and watersiders who were opposed to the use of non-union seamen. Presumably the picketers were not able to be locked out of Taranaki Street Wharf as on other occasions, because the WHB fencing in the area had been removed, with the exception of the main gates. Within two days the service moved to Glasgow Wharf, where any protests could be better controlled by police.

Activities on the waterfront, particularly in the south of Queens Wharf, began to change in the closing decades of the twentieth century, accelerating after the disbandment of the WHB in 1989. This changing face of the waterfront was reflected in the removal of WHB boundary markers. Most of the gates and railings along Jervois Quay were taken down, along with the Jervois Quay Sheds, during the mid-1970s as part of further harbour reclamation and the development of Frank Kitts Park. Similarly most of the fences and gates further north along Waterloo Quay have also been removed as the port has been developed in this area for both port and non-port related activities. However, fencing and gates mainly focused around Queens Wharf were retained as well as the gate to the Taranaki Street Wharf, which was still a working wharf into the 1990s.

Completion Date

20th June 2012

Report Written By

Karen Astwood, Barbara Fill

Anderson, 1984

Grahame Anderson, Fresh about Cook Strait, an appreciation of Wellington Harbour, Wellington, 1984

Cyclopedia of New Zealand, 1897

Cyclopedia Company, Industrial, descriptive, historical, biographical facts, figures, illustrations, Wellington, N.Z., 1897-1908, Vol.1, Wellington, 1897

Evening Post

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16 April 1992, 20 April 1992

Johnson, 1996

David Johnson, Wellington Harbour, Wellington, 1996

Waitangi Tribunal

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Te Whanganui a Tara me ona takiwa: Report on the Wellington District, WAI 145, Wellington, 2003

Newnham, 1971

W L Newnham. Learning Service Achievement: Fifty Years of Engineering in New Zealand, New Zealand Institute of Engineers, Wellington, 1971

Wellington Harbour Board, 1923

Wellington Harbour Board, Wellington Harbour Board Handbook, Wellington, 1923

A fully referenced registration report is available from the Central Region of NZHPT, on

appendix 4

R & D Architects - heritage report





R & D Architects

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18 June 2008

Brett McKay
Chief Planner
Urban Design and Planning
Wellington City Council
P O Box 2199
Wellington

Dear Brett,

Heritage Values, Kumutoto/North Queens Wharf Area

As requested, I have prepared a brief report on the heritage values of the Kumutoto/North Queens Wharf Area in respect of potential building developments in the area and with reference to the controls available in the Plan Change 43 heritage rules.

Your brief asked for

- 1. Examine the effect of proposed new building development on sites 8, 9 and 10 on the historic heritage of adjacent listed buildings.*
- 2. Make an assessment of siting and design requirements for development sites 8, 9 and 10 considered appropriate to protect the heritage values of the listed buildings.*

The report is a general overview only of the key issues. It is not written in suitable depth to be used at hearing level. It considers issues relevant to constructing new buildings next to heritage buildings on general heritage principles. It also considers the values inherent in the setting of the existing buildings and reviews what extent of change could be made to the setting without adversely affecting heritage values.

There is a clear need for the overall heritage significance of this part of the waterfront, including the wider Queens Wharf area and the Kumutoto precinct, to be properly established and it is recommended that a full heritage assessment is carried out as soon as possible to determine that significance and to provide better and more detailed guidance on appropriate planning actions with respect to heritage values.

Please call if you have any questions or require further information.

Yours etc.,

Russell Murray
Conservation Architect, ANZIA

R & D Architects

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Report on Heritage Values – Kumutoto Area

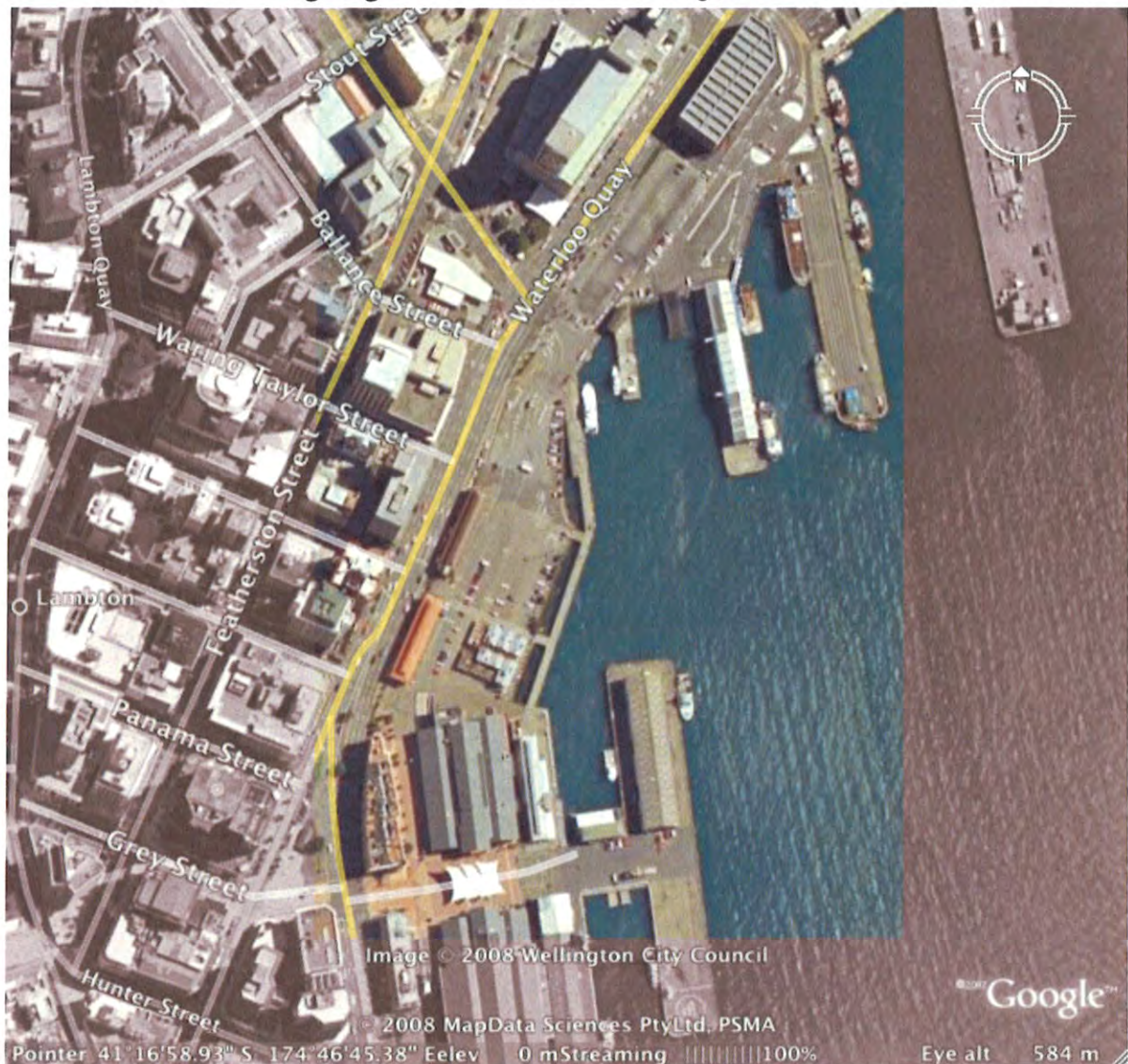
18 June 2008

This report reviews heritage values in the Kumutoto Area and considers the effects on those values of potential new buildings in the area. It makes recommendations for controls on new buildings to help conserve heritage values.

Contents

1.	What is the heritage significance of North Queens Wharf/Kumutoto area?.....	2
2.	What should be protected in order to conserve heritage values?	3
3.	What are the qualities and values of the setting that contribute to heritage values?	4
4.	What heritage values could be affected by new buildings?	6
5.	What constraints should be placed on development sites to protect heritage values?	8
6.	Recommendations.....	11

1. What is the heritage significance of the North Queens Wharf/Kumutoto Area?



Aerial View, showing Kumutoto area in colour (Google Earth, June 2008)

Kumutoto Area

The Kumutoto area is an important part of the working waterfront servicing Wellington harbour. The area includes wharves, a large open space area, a collection of heritage buildings, gates (off Whitmore Street) and a long run of historic fencing, amongst other features. It extends from Shed 21 at the north end to Sheds 13 and 11 at the south end, is bounded by the sea to the east and Waterloo and Customhouse Quays to the west.

The area has high and ongoing amenity value in its use as a working wharf area and enjoys heavy pedestrian and cycle use as an important through-route along the waterfront. It has recreational amenity too and is popular for fishing and promenading, amongst other activities. The area is further enlivened by nearby restaurants and entertainment venues.

The entire area is situated on reclaimed land; while the land occupied by the existing heritage buildings was formed between 1899 and 1903; the greatest part of the area, and nearly all of the present open space, was constructed in 1970.

Heritage Values

The area is of high historic and social significance. The wider area centred on Queens Wharf (1862) is of particular importance as the nucleus of the historic working waterfront. As one of the most vital elements in the development of Wellington City, this area has high historic value. Nationally significant events have unfolded in the area, including waterfront strikes in 1913 and 1951. The area is well known to all Wellingtonians, and has long-standing and on-going high social values associated with its traditional public accessibility.

The old waterfront buildings in the Kumutoto area have high architectural value and interest. The collection of heritage buildings is important as a representative group that illustrates the development and use of the historic working waterfront. The area has important townscape values on both the landward and seaward sides.

The remaining old wharf structures are of technical and archaeological value, as is part of the reclaimed land; they are also of historic significance for their role in the development of Wellington.

Both the immediate and wider settings of the Kumutoto area are of considerable importance to the heritage values of both the area and the old buildings, as are the spatial and architectural relationships between the buildings. These factors establish a physical and historic context for the heritage buildings.

There are important and long-standing views to the area, and through to the harbour, from the landward side and extended views along the length of the area on the seaward side. The views enable appreciation of the area and its features from many different parts of the waterfront and the city.

In summary, the Kumutoto area and its wider setting is of high historic significance and has important social, architectural, technical and archaeological values. These heritage values should be comprehensively identified and evaluated in a full heritage assessment of the Kumutoto/Queens Wharf area prior to any potential District Plan Change being notified.

2. What should be protected in order to conserve heritage values?

The individual buildings and structures (including the wharves) and the setting of those buildings should all be protected in order to conserve heritage values associated with the Kumutoto area.

Wharves

The wharves in the Kumutoto area are, from north to south:

- the Interisland Wharf, opposite Shed 21, now commonly used as the dock for the harbour tugs,
- the Waterloo Quay Wharf, used in recent years as the terminal for the Lynx fast ferry,
- the former Eastbourne Ferry wharf, now a service jetty used by the NZ Police launch, and
- the long wharf that forms the seaward side of the Kumutoto area and services a variety of fishing and charter vessels and Queens Wharf.

The wharves are structures of heritage value and make a considerable contribution to the character and heritage values of the Kumutoto area. Several of these wharves (and some of the reclaimed land) have origins between 1899 and 1903¹. Queens Wharf is itself an historic structure dating back to 1862. Although none of the wharves are presently listed on the District Plan or on the New Zealand Historic Places Trust Register, the absence of this recognition does not reflect their actual heritage value.

¹ These may be archaeological sites under the Historic Places Act if pre-1900 structures exist

Buildings and Other Structures

The buildings and other structures in the area include:

- Shed 21, a large four-storeyed brick warehouse,
- the former Eastbourne Ferry terminal building, a small two-storeyed timber building,
- Sheds 11 and 13, long single-storeyed brick buildings,
- the new Meridian building, a four-storey high concrete and glass structure,
- The Loaded Hog, a pub made out of some parts of the former Union Steamship Company laundry building originally sited in Evans Bay, and
- The elaborate and distinctive wrought- and cast-iron fence and gates are relocated original material from elsewhere on the waterfront.

The old buildings and structures are formally recognised, both locally and nationally, for their heritage values. The following heritage registrations and listings apply to buildings and structures in the Kumutoto area:

- Sheds 11 and 13 – NZHPT Register, Category I
- Gates and fences – NZHPT Register, Category II
- Sheds 11, 13, 21 and the Eastbourne Ferry building – listed on WCC District Plan and recorded on the WCC Heritage Inventory

Some of these places are also identified on Wellington Regional Council's Regional Policy Statement and Plan.

Group

The collection of surviving waterfront buildings and wharves around the Kumutoto area and the wider Queens Wharf area, including Sheds 11 and 13, the former Wellington Harbour Board building, the former Bond Store, Sheds 3 and 5 and other buildings, has high overall heritage significance as a group. This group is strongly representative of the historic development and patterns of use of the Wellington waterfront.

It is important that the group value of the buildings is recognised formally in order to conserve heritage values associated with the group.

Setting

The setting of the existing heritage buildings and structures, particularly the immediate waterfront setting in the Kumutoto and wider Queens Wharf areas, makes an important contribution to their heritage values. It is imperative that this contribution be recognised formally, and appropriate measures to protect key aspects of the setting be taken, to meaningfully protect heritage values.

There are three levels of setting to be considered. These are:

1. the immediate setting of the three buildings in the Kumutoto area,
2. the wider setting of this part of the waterfront, including Queens Wharf, and
3. the relationship between this part of the waterfront and the city.

3. What are the qualities of the setting that contribute to heritage values?

The historic setting of the buildings in the Kumutoto area is of importance and is relevant to both the heritage values of the existing buildings and to guide the form of potential future development adjoining the heritage buildings, particularly in terms of scale and bulk and location issues.

The contemporary setting differs from the historic, through demolition of buildings, land reclamation and wharf-building activities, and new buildings added during the tenure of Wellington Waterfront Limited (and its precursor Lambton Harbour Management). As the majority of the Kumutoto area is presently open space, there is an opportunity for any new buildings to reflect aspects of the character and significant qualities of the historic setting and thereby make a positive contribution to the heritage values of the area.

Qualities of the Historic Setting

Historic records show three port buildings located between Shed 13 and Shed 21, two of which had disappeared by 1970, when the last major reclamation work was carried out in this area. These were, from south to north:

- Shed 17, a wedge-shaped two-storey building somewhat similar to Shed 21 in appearance, this was the headquarters for the Waterfront Police from 1917 to 1983 – Site 9 is approximately in the same position,
- the Customhouse – a large four-storeyed rectilinear building with a prominent clock tower, and
- a long single-storey shed (now approximately Site 10).

The historic waterfront had a number of key attributes and consistencies that contributed to its architectural and townscape qualities, some of which persist today. These attributes included:

- Consistent scale of buildings,
- Space around and between buildings,
- Relationship of buildings and structures to the water's edge,
- Relationship of buildings and structures to the city,
- Architectural form and quality of buildings,
- Consistency and quality of building materials and construction.

The scale of the waterfront buildings was typically between one and three storeys, noticeably lower than the adjoining CBD. This low scale enhanced the strong visual relationship between the city and the sea and was assisted by the spaces between the buildings. These spaces gave views from the city to the water's edge and views of the buildings in the round. The Customhouse, a visual stop at the end of Whitmore Street, was a particular exception to this general scale – at four storeys high, and with a distinctive clock tower, it was the dominant building and prominent in views around the city.

Each of the waterfront buildings originally had a close relationship with the wharf's edge. The buildings surviving today were separated from the water only by a narrow strip of wharf, which provided a consistent access route directly alongside the sea for the length of the waterfront. This relationship endured until the last major reclamation work was undertaken in 1970.

The buildings were all built hard to the street edge line of the Quays and this created a consistent street wall along the length of the waterfront. This added considerable visual interest to the relationship between the city and the waterfront, particularly at the curved area around Kumutoto and Queens Wharf. The crescent shape of this area provided long views of the buildings from all around the waterfront and enabled most of the buildings and wharves to be seen together.

The buildings all shared a consistency of design and building quality and were constructed of good materials, principally masonry (brick and plaster) for those along the Quays. Along with a similarity of scale, this gave the ensemble a high level of architectural consistency and visual appeal.



Photo sourced from Timeframes² showing the waterfront area around 1930.
The Customhouse building is in centre foreground with Shed 17 just behind

Qualities of the Contemporary Setting

Many features and much of the visual consistency of the historic setting have been compromised by contemporary development. Most of the new buildings are too large and bulky and too closely located with regard to the surviving old buildings and inappropriately dominate the area as a consequence.

Reclamation and wharf building over time has moved the water's edge away from some of the buildings. The effects of this change are exacerbated by the siting and bulk of the modern buildings. This is especially evident in the 1970 reclamation area in front of Sheds 11 and 13, now occupied by the Loaded Hog and the Meridian building respectively. The effect of this change in relationship is that the two Sheds are disconnected physically from the sea and views through to the wharf edge from them are substantially blocked. Shed 21 and the Eastbourne Ferry building still retain their historic spatial relationships with the nearby wharves.

Among the losses in the area are the long views through the area, now largely blocked by inappropriately sited modern buildings. This affects the ability to appreciate the old buildings and their setting together and also affects the general visual amenity of the area. The crescent shape of the landward side of the Kumutoto and Queens Wharf area is now somewhat difficult to understand from the seaward side of the area due to the concentration and siting of the modern buildings.

² www.timeframes.natlib.govt.nz, Reference number: 1/4-048817-G, Aerial view of Wellington wharves, Customhouse Quay, Featherston Street, and surrounding area[ca 1930]

Long views of and through the Kumutoto and Queens Wharf area are now mainly obtained from the vicinity of Shed 21, the inner harbour, the Outer Tee of Queens Wharf, and from much further around the waterfront, including distant views from Oriental Bay where the area is seen against the background of the CBD and the transition in building scales is readily appreciated.

The spaces between the old buildings remain and give connecting views from the water to the associated CBD street axes, and vice versa. The former street wall along the Quays remains in part but is broken, to the detriment of the area, by the long expanse of car-park between Sheds 13 and 21. The general transition of scale between the CBD and the water's edge also remains (but is affected by the modern buildings, the Meridian building in particular).

The surviving old buildings have all been restored or adapted for reuse and their architectural and streetscape values remain evident, particularly from the city side.

The overall quality of the streetscape from the seaward side is presently compromised by the modern buildings, in particular by their dominance over the old buildings, their bulk and location and by the unsympathetic use of materials in relation to the old buildings.

Immediate Setting – Heritage Values

The immediate setting to be considered is the Kumutoto area. This includes Shed 21, the Eastbourne Ferry building, Shed 13, Shed 11, the Loaded Hog building, the Meridian building, a large expanse of open car-park and vehicle circulation space, pedestrian routes and a long length of open water-front, several wharves, and the relocated gates and fence. In this immediate setting, there are long views across the car-park that connects Sheds 13 and 21.

The main contributors to the heritage values of this setting are the existing heritage buildings and structures (including the wharves), the space around them, and the water's edge. The values of the area are further enhanced by the longstanding and historically important visual connection between Sheds 11, 13 and 21. While the present large expanse of car-parking and vehicle circulation area facilitates those views, it does not reflect the historic setting of the area and the very large open space does not add to heritage value.

The principal detractors from the heritage value of this setting are the two buildings in front of Sheds 11 and 13 – the Loaded Hog and Meridian buildings. These buildings isolate the two Sheds from the water's edge. The Meridian building is inappropriately bulky and, despite design intent to break up its scale and form, is inappropriately dominant in the Kumutoto area. Although separated from the Sheds by a roadway, it is of such a scale that the roadway appears as a narrow space between buildings and the new building overshadows the Sheds. This detracts strongly from the historic quality and previous picturesque nature of the area.

Wider Setting (Waterfront) – Heritage Values

The principal, and very positive, contribution to the wider setting to Kumutoto is made by Queens Wharf. Despite poor modern development, the old wharves, buildings and associated structures give a strong sense of the character of the former working waterfront. This is further enhanced by the group of old buildings, the working wharf edges, and the strong connection with the sea that remains. The streetscape to the landward side is considerably enhanced by the former Bond Store and the former Wellington Harbour Board building.

Detractors in this wider setting are the Queens Wharf Events Centre and the former retail centre, both inappropriately bulky and dominant buildings and both sited much too closely to existing heritage buildings. These structures overshadow the heritage buildings and block important views connecting them to the sea, and general views of the buildings from the seaward side of the area, to the detriment of their heritage qualities.

City Setting – Heritage Values

The main contribution of the waterfront buildings and structures to heritage values with respect to the city setting is made by the scale, location, and quality of the buildings at the street wall along the Quays. The street wall is fairly low compared to the city buildings and consistent in scale. It is of high

visual, architectural and heritage quality and value. The buildings and structures, and their scale and materials, that make up the present street wall are, from north to south:

- Shed 21, four stories in exposed brick,
- Shed 13, one high storey in exposed brick with Marseille tile roof
- Shed 11, one high storey in exposed brick, with Marseille tile roof
- The former Wellington Harbour Board Wharf Offices, three storeys high in brick and ornamental plaster,
- The former Bond Store, three storeys high in plastered masonry construction,
- Relocated former wharf fencing and gates in cast and wrought iron, set between each of the buildings.

The comparatively low and consistent scale of the old buildings, the hard line of the street wall along the Quays and the open isolating element of the Quays themselves separating the waterfront from the city creates a strong visual sense of “stepping down” from the large scale of the CBD to the water’s edge across the waterfront buildings, a quality evident in the historic setting.

The main detractors from heritage values in this setting are the large open-space gap between Sheds 21 and 13 and the prominence and visibility of the Meridian building and the two modern Queens Wharf buildings in views from the city side and in longer views from further around the waterfront and from other parts of the city.

4. What heritage values could be affected by new buildings?

There is great potential for infill buildings on the open part of the Kumutoto area to enhance the qualities of the existing street wall of buildings along the Quays and to further enhance both the city side and seaward side of the waterfront. Equally, there is considerable opportunity for poor development in this area to further compromise heritage values in the area.

New buildings have significant potential to adversely affect architectural, townscape and setting values of the heritage buildings and to erode overall heritage value. Effects associated with new buildings could also directly affect ongoing wharf related activities, views, pedestrian access and associated public amenity values for the area

Adverse effects to heritage values could arise from any combination of design choices, including:

- change in the setting of the Kumutoto area via the introduction of new buildings in proximity to the existing heritage buildings and structures,
- inappropriate siting and location, scale, bulk, massing, design, materials, causing new buildings to detract from the old,
- inappropriate dominance of new buildings,
- obstruction of views to, from and around the immediate and wider areas,
- effects on technical and archaeological values associated with the existing old wharves by requiring demolition and excavation work,
- intensity of use, traffic patterns and other factors related to the use of new buildings, and also the inappropriate use of new buildings,
- shading and wind effects,
- impact on public amenity values and the like.

Of these potential adverse effects, it is the effects relating to location, bulk, scale and use of materials of new buildings that has the greatest potential to detrimentally affect existing heritage values. Some of these effects have already been demonstrated in the nearby area by the dominant and unsuccessful relationships of the Queens Wharf Events Centre, retail complex, and the Meridian building with adjacent heritage buildings.

5. What constraints should be placed on potential development sites to protect existing heritage values?

Potential Development Sites

The three identified development sites in the Kumutoto area are indicated on Wellington Waterfront Limited's nominal plan (as downloaded from WCC's website, 13 June 2008).



Part-plan of waterfront showing Kumutoto area and WWLs identified building sites³

Site 8 is a wedge-shaped space at the edge of the present wharf, Site 9 is a larger site at the landward side of the wharf, hard on Customhouse Quay and is separated by the axis of the present roadway (projected from the Events Centre) from site 8. Site 10 is a large rectilinear area closely adjoining Shed 21 and bounded by Waterloo Quay.

The three potential sites are arranged with some regard to viewshafts and organisational axes that run down Whitmore Street, Ballance Street and Waring Taylor Street, in particular, and are arranged on either side of a roadway that has already been established between the Loaded Hog/Meridian building and Sheds 11 and 13, leading to the Queens Wharf office building and Events Centre etc..

Siting and Location

Two of the site outlines on WWL's nominal plan (sites 9 and 10) bear some relation to historical building locations, plan sizes and proportions and suggest boundaries for determining the footprints of any new buildings that are not inappropriate in that context. These two proposed sites offer places for

³This plan cropped from an overall plan of the waterfront, updated in 2005, found at: http://www.wellington.govt.nz/haveyoursay/meetings/committee/Strategy_and_Policy/2005/11Aug0915/pdf/09_App_2_Site_Plan_April05.pdf

new buildings that have the potential to exist harmoniously with the existing heritage buildings and which could enhance the architectural, townscape and amenity qualities of both the waterfront and the landward side of the Kumutoto area.

It is vital that any building on sites 9 and 10 is built hard to the edge of the Quays to follow the street wall line of the existing heritage buildings. It is equally important that large gaps are maintained between buildings in order to provide views through the street wall, views of the buildings in the round and to continue the existing pattern of buildings and spaces that is visible from the city side.

Site 8 is a new development site and does not relate to any previously existing building on the waterfront. Its location is such that it would further remove Shed 13 from the wharf edge, both visually and physically, and a building occupying the full site here would also block existing (and historically extant and important) views between Shed 11 and 21. Any building on site 8 will adversely affect existing heritage values.

Site 8 offers an excellent position to be used as an open public space in the Kumutoto area.

Bulk and Scale

For any new building work to have *de minimus* effect on heritage values, new structures on any of the potential sites must be very carefully designed in relation to the existing buildings and structures, particularly to avoid any new buildings or structures becoming dominant over the heritage buildings and structures.

Bulk

New buildings must be of a bulk and scale that fits in with the heritage buildings in order to avoid inappropriately dominating the area. New buildings that are too large or overscaled would irretrievably compromise the heritage character of the area and would create significant adverse effects to the heritage values of the buildings and structures, to the immediate setting, to the wider Queens Wharf setting, and to the character of the waterfront as a whole.

Scale

Any new buildings must be of an appropriate scale in order to protect the heritage values of the Kumutoto area and its wider setting. The scale of the street wall along the Quays between the Bond Store and Shed 21 ranges from one to four storeys in height. Any new buildings should provide a general transition in scale downwards from Shed 21 to Shed 13 in order to give the street wall an appropriate continuity and to avoid new buildings inappropriately dominating the old.

Design and External Appearance

The heritage buildings have a characteristic consistency of inter-storey height and proportion of bays, windows and architectural features that creates visual harmony between the buildings. This is most evident on the landward side as the buildings follow around the curve of the Quays.

The visual harmony is enhanced by the consistency of design quality, articulation of structure, materials, and detail expressed in the construction of the buildings and they have considerable visual interest borne out of those qualities. The old buildings are all of masonry construction, and this common use of material further enhances their values. The design of any new building must be compatible with these qualities in order to effectively conserve the values of the existing buildings.

The design of any new building should also be consistent with the “maritime” qualities of the heritage buildings – i.e. those qualities associated with their original use on the working waterfront.

Recommendations

Heritage Assessment

It is recommended that a full heritage assessment of the Kumutoto and Queens Wharf area be carried out in order to properly determine the heritage significance of the area and to provide detailed guidance with respect to any development controls.

Siting and Location

It is recommended that:

- sites 9 and 10 as shown on WWL's nominal plan are defined as the absolute maximum plan sizes for any potential building on those sites,
- any future building on either site should be built to the existing street wall line on the Quays, and
- site 8 should not be built on. Keeping this area clear would effectively protect views through the Kumutoto area, preserve a surviving aspect of the former relationship of Sheds 11 and 13 to the sea, and would avoid encroaching on the ongoing use of the wharves, public access to the water and pedestrian use of the area.

Bulk and Scale

It is recommended that:

- any new buildings on the potential building sites are restricted in their bulk and scale to be consistent with the historic pattern of buildings in this area of the waterfront.
- any building on site 10 should be restricted to three to four storeys high at the most and should in no circumstances be taller than Shed 21, say within 12 – 15 m
- any building on site 9 should be restricted to no more than two to three storeys high and should provide a scale transition between Shed 21, site 10 and Shed 13, say 8 – 12 m
- site 8 should not be built on.

Design and External Appearance

It is recommended that a specific design guide be prepared for the development of the Kumutoto area in order to ensure that any new buildings are sympathetic in their design to the existing heritage buildings.

Any design guide should be informed by the design qualities of the heritage buildings that exist in this area, and be informed by the heritage buildings further afield in the Queens Wharf area, but should stop short of outright mimicry or replication of historic forms.

Russell Murray
Conservation Architect, ANZIA

appendix 5

Heritage Solutions – archaeological assessment



North Kumutoto Precinct Project, Wellington:
Archaeological assessment of proposed
redevelopment of site

Report to Willis Bond & Co

Mary O'Keeffe
Heritage Solutions
56 View Rd
Melrose, Wellington

October 2014

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1 Introduction

The “North Kumutoto Precinct Project” (the Project) consists of the construction maintenance and use of a five-level commercial building at 10 Waterloo Quay (Site 10) and the construction use and maintenance of public open spaces, including Site 8 and the Whitmore Plaza, on the Wellington inner city waterfront.

The Project Partners are Site 10 Redevelopment Limited Partnership and Wellington Waterfront Limited. Site 10 Redevelopment Limited Partnership is seeking consent for the Site 10 building. Wellington Waterfront Limited is seeking consent for the development of the public open spaces.

As the Wellington waterfront contains structures and buildings that predate AD1900, an archaeological assessment in terms of the Heritage New Zealand Act 2014 is required. Willis Bond & Co (WBC) has been engaged to obtain the necessary consents; WBC engaged Mary O’Keeffe of Heritage Solutions (the consultant) to provide this assessment.

1.1 Description of site

Sites 8 & 10 Kumutoto and the Whitmore Plaza are located on the Wellington waterfront, in Wellington city's inner harbour.

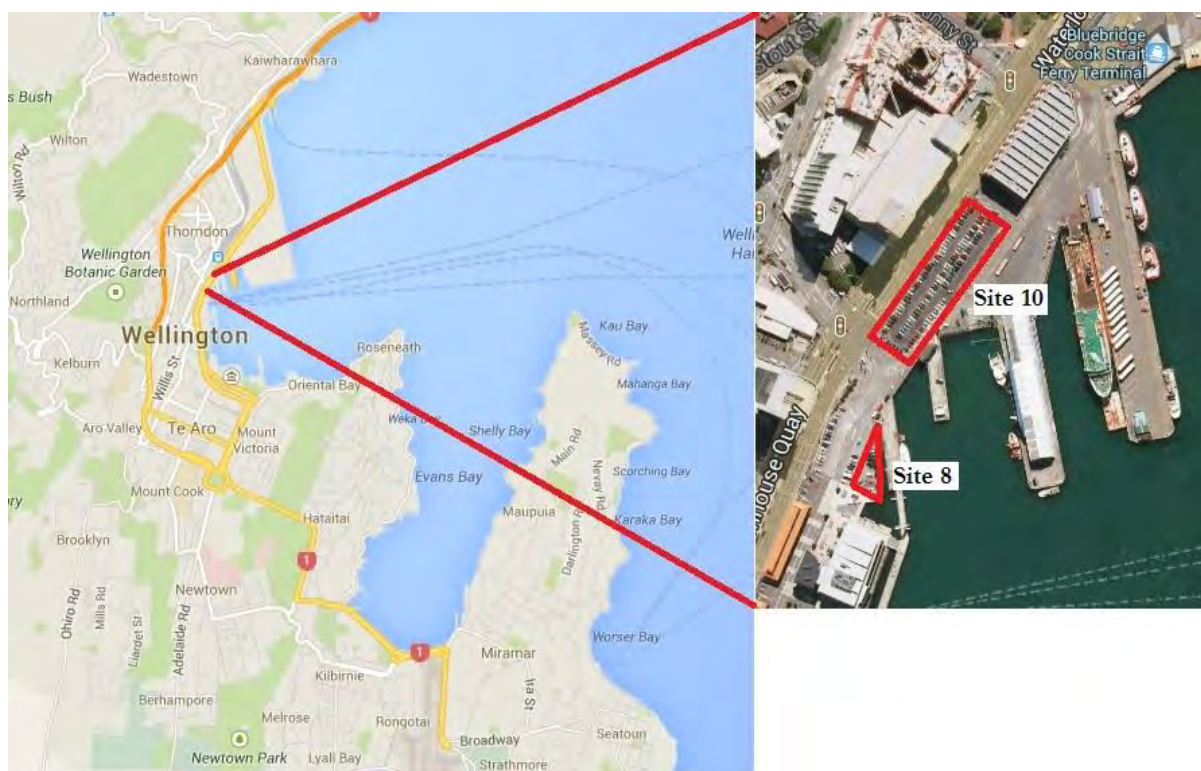


Figure 1: Location of Sites 8 and 10 Kumutoto on Wellington's inner waterfront
Sites are red outline

Both sites are currently asphalted at grade on the waterfront, as seen in the detail of **Error! Reference source not found.** Site 10 is used both for car parks and a motorhome park.

1.2 Context and Data

Archaeological sites are defined in the Heritage New Zealand Act 2014 (the Act) as:

- (a) any place in New Zealand, including any building or structure (or part of a building or structure), that—
 - (i) was associated with human activity that occurred before 1900 or is the site of the wreck of any vessel where the wreck occurred before 1900; and
 - (ii) provides or may provide, through investigation by archaeological methods, evidence relating to the history of New Zealand; and
- (b) includes a site for which a declaration is made under section 43(1)¹

All archaeological sites in New Zealand that conform to the definition from the Act cited above have legal protection under Part 3 of the Act, whether or not they are recorded or their existence is known.

Authorities must be obtained from Heritage New Zealand to modify or destroy archaeological sites.

Archaeological sites in New Zealand are recorded by the New Zealand Archaeological Association (NZAA) and records entered into the NZAA file as part of its site database (ArchSite). A site will be included simply by virtue of its existence; the NZAA file is a non-statutory database of recorded archaeological sites and excludes any scoring or ranking of sites. Grid references provided for archaeological sites included in the file indicate the site's location, but do not demarcate a site's full extent. In addition, some sites included in the NZAA database may no longer exist, as they may have been destroyed since they were recorded.

In addition, section 6(f) of the RMA provides for the protection of historic heritage from inappropriate subdivision, use and development as a matter of national importance.

Historic heritage is defined as those natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures, derived from archaeological, architectural, cultural, historic, scientific, or technological qualities. Natural and physical resources are, by implication, tangible.

Under the RMA, historic heritage includes:

- Historic sites, structures, places and areas
- Archaeological sites
- Sites of significance to Maori, including wahi tapu
- Surroundings associated with the natural and physical resources

¹ Heritage New Zealand Act 2014, Interpretation

Archaeological sites are, by implication, physical and tangible; they can be observed and measured. Sites can be examined by archaeological methodology, that is, by applying a variety of scientific techniques to examine and rationalise the data.

Equally, archaeological sites only have a sense of meaning if they are examined in the context of a cultural landscape, that is, when they are viewed and understood in the wider context of the physical environment in which they lie, in relation to the other sites and site types that may surround them, and in relation to the cultural context of the use and occupation of that land. Archaeology can never definitively indicate “what happened” on a site or a landscape; instead, data and information is gathered, and a hypothesis is proposed to explain the possible relationships between data, known information and possible interpretations.

Archaeological sites may be of Maori origin and therefore of significance to Maori. There may also be other sites of spiritual or traditional significance to Maori and which may have no physical or tangible remains, and therefore do not fall within the legal definition of an archaeological site. This report focuses solely on the archaeological values within the study area, and does not attempt in any way to comment on or judge the Maori values of these sites. This is not meant to detract from or undermine the value of these places of significance to Maori; rather, it is an acknowledgement that it is inappropriate for an archaeologist to comment on matters of significance to Tangata Whenua.

Data for this study was sourced from Archsite, the on-line database of the NZ Archaeological Association’s (NZAA) site recording file. Data was also obtained from the Historic Places Trust and the Wellington City Council District Plan, Land Information New Zealand, Wellington City Archives and the Alexander Turnbull Library.

The definition of an archaeological site is noted above, and this definition includes places of both Maori and European origin. Archaeological sites in New Zealand are recorded by the NZAA and records entered into the site recording scheme. A site will be included simply by virtue of its existence; the NZAA file is an information database and makes no selection or ranking. Grid references given for an archaeological site are simply an indication of the site’s location, and do not delimit the site’s extent. In addition, some sites included in the NZAA list may no longer exist, as they may have been destroyed since they were recorded.

1.3 Scope and limitations of this report

This report presents an archaeological assessment of the proposed area of work, but it is only that. The land and wider vicinity may also be of significance to the Iwi through tradition or association; this report does not constitute an assessment of Maori values as required by Heritage New Zealand’s application form for an authority to modify or destroy an archaeological site.

2 Archaeological resource

2.1 Recorded history of the site

Information for this assessment has been gathered from a variety of sources: the key historical texts for Wellington (see bibliography), historical photos held by the Alexander Turnbull Library; relevant historical survey plans held at Land Information New Zealand (LINZ) and maps and records at Wellington City Archives. Survey plans can be rich in archaeological or historical detail, as the surveyors of the time often noted many extant features, including settlements, buildings and other landscape sites and features.

Traditionally Te Whanganui A Tara - the Great Harbour of Tara - was formed as the mouth of the fish hauled to the surface by Maui. Kupe later visited the harbour, and left his two daughters in the harbour as the islands Matiu and Makoro. The harbour was named by Tara, one of the sons of Whatonga from Mahia, praised the harbour on his return to Mahia from a long journey of exportation.

Pipitea is named for the abundant beds of white shining pipi in the sands of the point. It was a significant food gathering and cultivation point, along with the fisheries in the harbour. Its associated streams of Pipitea, Waipiro, and Waikoukou provided fresh water fish and plant species, as well as fresh clean water².

The Kumutoto Stream was one of the areas main assets in pre-colonial times, as a food and irrigation source. The stream still exists and drains the area leading up to the Victoria University site and the Botanical Gardens.

Te Aro was a renowned area of fresh and marine fisheries. The associated swamp provided spawning grounds for eels and whitebait. It had the Waitangi and Waimapihi streams feeding into the area, and was a substantial cultivation area³.

All these areas, as well as Waititi, were beaching areas for waka. They had direct and unimpeded access to te moana (the sea)⁴.

Europeans first formally charted Wellington Harbour in 1839 (Cook passed by but did not enter the harbour on any of his three voyages). Following reports from Cook and subsequent sealers, whalers and traders, the New Zealand Company was formed in 1825 to establish agricultural and commercial settlements in New Zealand. Two vessels, the *Rosanna* and the *Lambton*, were sent on an exploratory expedition in 1826, under the command of Captain James Herd⁵.

² Raukura Consultants, 2005

³ ibid

⁴ ibid

⁵ Johnson, 1996:5

The New Zealand Company ships with their load of largely British settlers arrived in Wellington harbour in 1840, with a plan to buy land for a new settlement. Mein Smith's now familiar plan of Wellington was largely designed in London, as can be seen in details of street alignments where in fact topography would not allow. The settlement of Wellington was divided into 1100 one-acre blocks, or town acres, for sale.

Mein Smith's original plan of the city was laid out in 1840; the city seen in this first plan is largely recognisable as the Wellington of today. A significant difference, however, is the pre-1855 earthquake shoreline, which at that time lay near present-day Lambton Quay and Wakefield St round to Oriental Bay.

By the 1850s, the harbour was busy with arriving people and goods, and a large public wharf was needed. The first wharf in Wellington Harbour had been privately built in 1841 by Waitt and Tyser, located on the seaward edge of what is now Wakefield St, in the vicinity of the present-day Wellington City Council building⁶. Several other privately owned wharves followed in the same vicinity owned by Messrs Fitzherbert and Rhodes⁷, including the Commercial Wharf, built by a company formed for the purpose, and which opened for business a month after Waitt and Tyser's wharf⁸.

Major reclamation began after the 1855 earthquake raised the harbour by several metres. A reclamation was formed in 1856 in the triangle bounded by the newly formed Custom House Quay, Lambton Quay and just beyond Grey St, in 1857. The apex of the triangle formed was reserved for a Custom House and post office.

The Provincial Council constructed Queens Wharf, originally known as the Deepwater wharf between 1861 and 1863. The original wharf extended 550 feet (168m) into the harbour from Customhouse Quay. It was built in the shape of a double T, that is, a central stem had two lateral extensions on each side.

The first tee of the Deepwater Wharf, as it was first known, was completed by March 1863, when the passengers landed from the first ship to moor there. Construction was nearly complete in June 1863, when the volume of vessels and goods using the cross tees showed the two cross tees were too short, and the decision was made to lengthen them⁹.

The wharf was completed by October 1863, and by this time was being referred to as Queens Wharf¹⁰. The completion of the wharf, together with the volume of traffic, was seen as "...a symbol that Wellington was becoming a port rather than merely a harbour"¹¹. The completed wharf is seen in Figure 2, in 1865.

⁶ O'Keeffe, 1990: 31

⁷ *ibid*

⁸ Johnson, 1996:47

⁹ Johnson, 1996:82

¹⁰ Some early plans show the word "Queen's" with the grammatically correct apostrophe. This appears to have been dropped over time.

¹¹ Johnson, 1996: 83

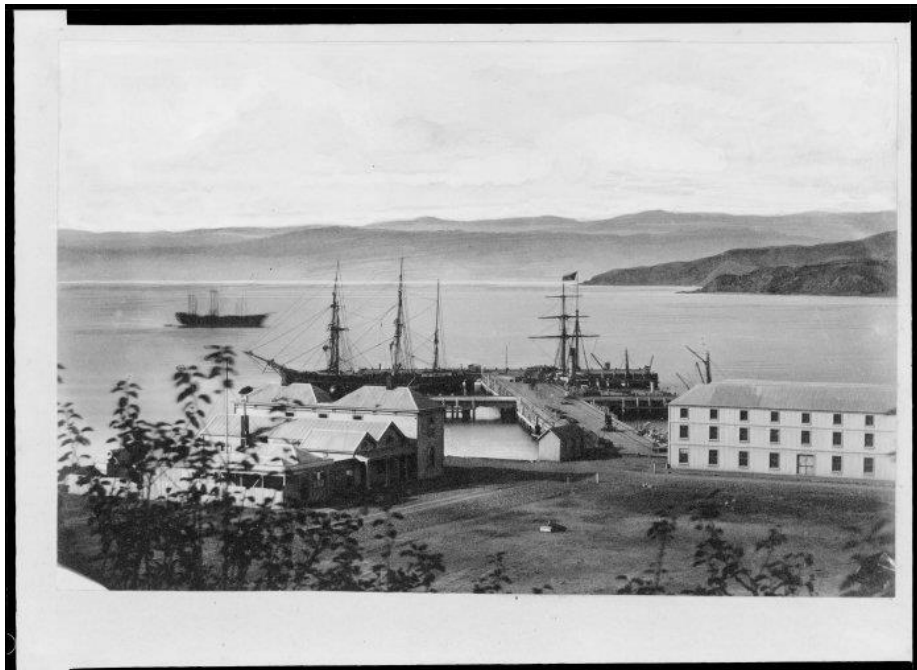


Figure 2: Queens Wharf, 1865

Showing the original two tees, plus the Post Office, Custom House (with time ball), and Queens Bond

Alexander Turnbull Library, reference number: 1/2-021189-F

However, it was already too small for the volume of traffic, and was extended in 1865¹².

In 1880, the Harbour Board was established to ensure that profits made from shipping were channelled back into shipping through the development of Wellington's harbour facilities. Shipping was then the primary means of transporting goods to, from, and around the country, and trade depended on safe harbours that were well equipped for the loading, unloading and storage of freight. When the new Board acquired control of Queen's Wharf in 1882, it began erecting wharves and warehouses on reclaimed land that would accommodate the needs of the steamships docking at the harbour.

With the establishment of the Harbour Board, more facilities were required. The Railway wharf was built in 1880, and the Wool Jetty, now known as Waterloo Quay Wharf was built in 1882. Later wharves built by the WHB were Ferry Wharf circa 1896, Glasgow Wharf in 1899, Taranaki Street Wharf in 1905, Kings Wharf in 1906, and Clyde Quay Wharf in 1906-08. The smaller Ferry Wharf No.2 (1914) was built to ease congestion on the Ferry Wharf, with Pipitea Wharf (1923) being the last wharf constructed in this era.¹³

¹² *ibid*: 96

¹³ See Figures 2-3

Along with the wharves, a large number of cargo sheds, as well as wharf offices, were built by the WHB. Initially they were allotted letters of the alphabet but after 1922 they were numbered. All those on the northern side of Queens Wharf were given odd numbers and those to the south, even numbers. Sheds 3 and 5 were built in 1887. Shed 6 was built in 1958 and Shed 1 was built in 1964.



Figure 3: Queens Wharf, 1905

Wharf sheds visible. Muir and Moodie photograph

Reproduced from the Wellington City Archives Collections, 00138:0:12502

The major earthquake of 1855 raised the Wellington harbour shoreline by between 1 and 2 metres. Whilst reclamation was planned, this uplift produced a coastal shelf that was used as the basis of subsequent reclamation events. Reclamation continued through the twentieth century, not ceasing until the mid-1970s. By then nearly 360 hectares had been reclaimed from the harbour.

In his book *Fresh About Cook Strait*, Grahame Anderson describes these reclamations in more detail.¹⁴ The reclamations involved the construction of extensive breastworks and seawalls initially built out of brick and later concrete. They enabled wharf facilities to be constructed, particularly the large number of wharf sheds for storage, as well as administrative buildings such as the Customs House and Bond Store and wharf offices. As the wharves were constructed the approach areas between the newly reclaimed land and the new wharves were in-filled as spoil

¹⁴ Anderson, pp 110-127

became available.¹⁵ Many of the early seawalls were later buried in subsequent reclamation and harbour development work.

The first reclamation in the inner harbour however, predated the 1855 earthquake. Survey office plan SO 23656 (Figure 4) shows the various reclamations that have taken place along the Wellington waterfront since the 1850s.

¹⁵ The *Wellington Harbour Board Year Books* provide a review of these developments

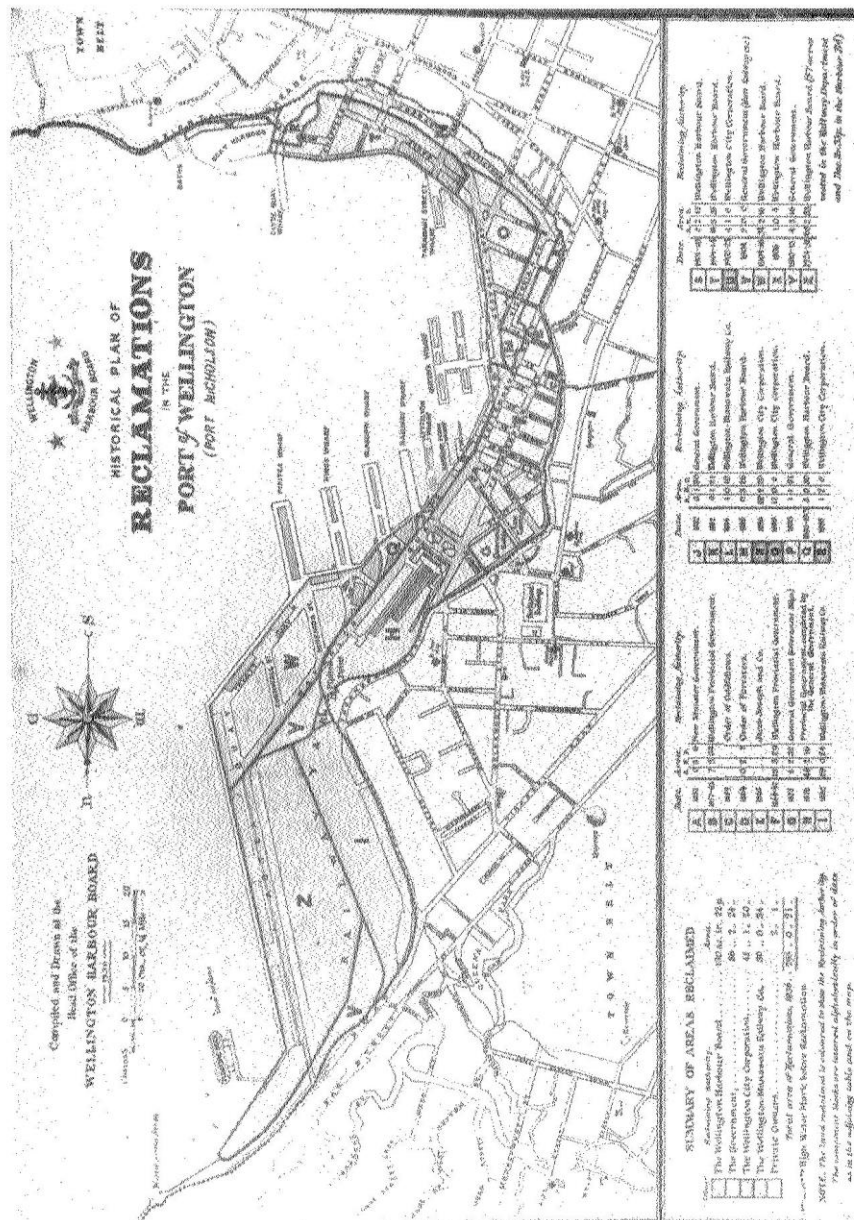


Figure 4: SO 23656, Reclamations in Wellington Harbour Quickmap

2.1.1 Kumutoto sites 8 and 10 and immediate environs

Sites 10 Kumutoto was reclaimed in 1901-03, site 8 was reclaimed well after this. Prior to reclamation the harbour edge ran along the seaward side of Customhouse Quay and Waterloo Quay. A small triangle of land seaward of Bunny St had been reclaimed in 1882 to build the wool shed and wool jetty. The original timber wool shed burnt down in 1910.

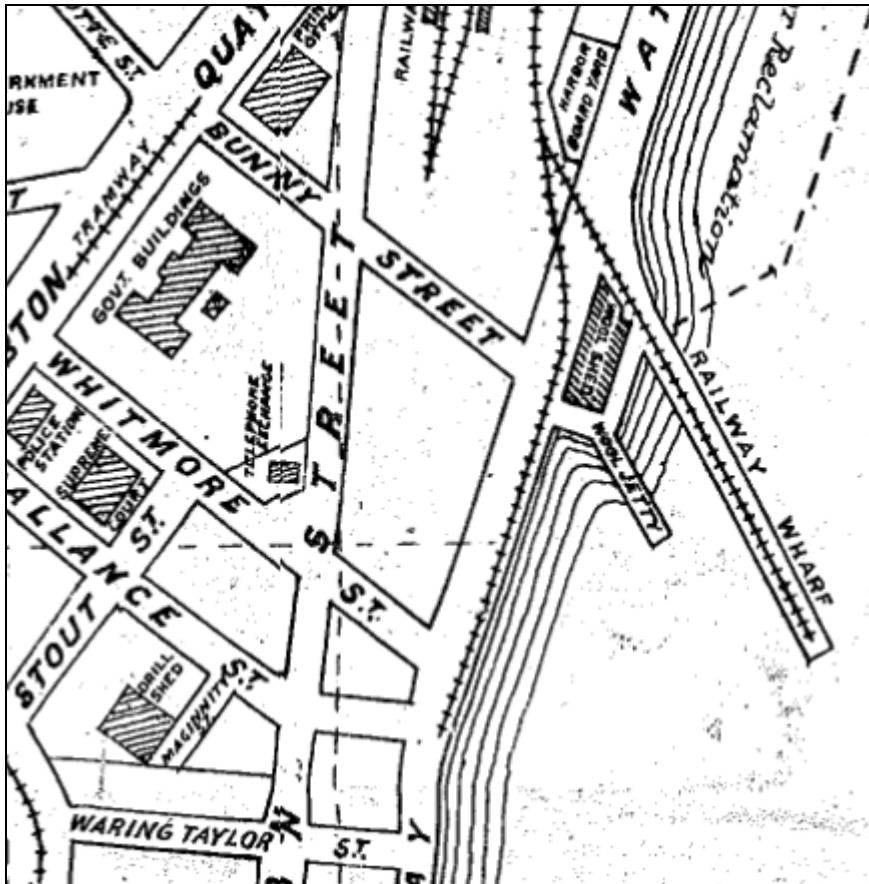


Figure 5: Detail from Wellington City Council plan, 1887
WCC archives 00248-5-3

The location of site 10 after reclamation can be seen in Figure 6. Site 8 had not yet been reclaimed.

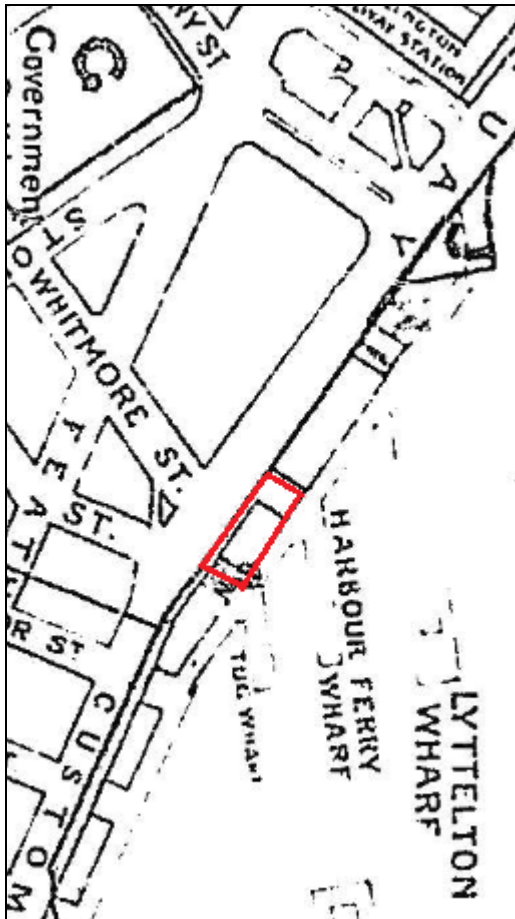


Figure 6: Detail from SO 23656, 1956
Site 10 Kumutoto outlined in red

There were six buildings in a row along the waterfront in the vicinity of Site 10; from north to south, they were:

- Shed 21, built 1910 (still extant). Built to replace the previous wooden wool shed, designed by the WHB Chief Engineer, James Marchbanks. First used as the venue of the 1911 Coronation New Zealand Industrial Exhibition, it was then used for wool storage, with the upper floor for the exhibiting of wool. It housed Wellington Harbour Board's first electric cranes.
- Shed 17, the headquarters of the Wharf Police from 1917 to 1983 (demolished)
- The Customs House, built in 1902 and demolished in 1969. It had distinctive Romanesque arches and cupola and was a prominent harbourside landmark at the beginning of Customhouse Quay (demolished)
- Triangular building of unknown function (demolished)
- Sheds 11 & 13, built 1904-05 (both still extant). Designed by William Ferguson, the WHB's first Chief Engineer. Originally designed as cargo storage sheds

Site 10 Kumutoto is on the site of former Shed 17. The spatial relationship between the buildings can be seen in Figure 7.

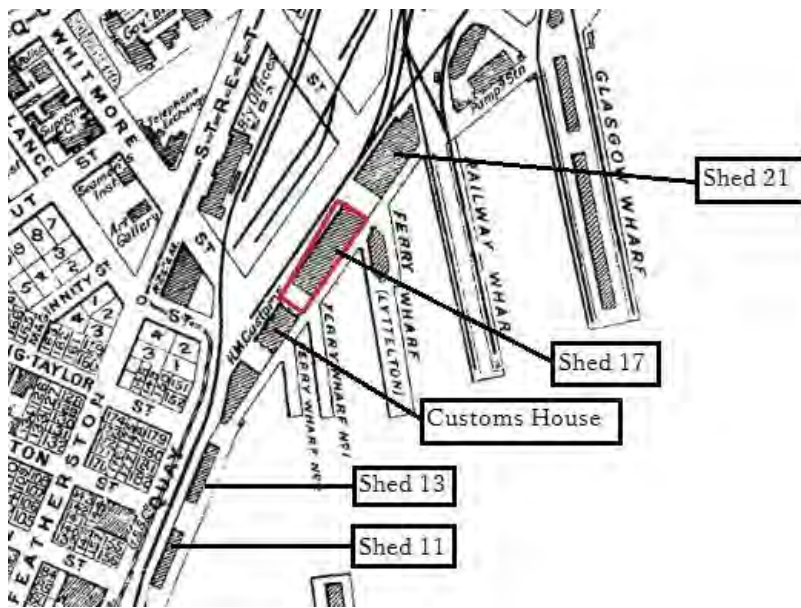


Figure 7: Buildings near site 10 Kumutoto, 1915
Detail from Wellington City Archives plan
Site 10 outlined in red

The buildings as they looked in 1947 can be seen in Figure 8.



Figure 8: Wellington waterfront, Dec 1947
Alexander Turnbull Library: WA-11381-F
Shed 17 arrowed

Sites 8 and 10 Kumutoto sit within a wider archaeological landscape with other extant historical features located close by, and also associated with the harbour. Significant archaeological and historical features in the general waterfront vicinity are:

Queens Wharf

Archsite no R27/420. Built by the Wellington Provincial Council in 1862, after demands by the local Chamber of Commerce for better wharfage. It extended some 167m from land reclaimed in 1857-63. It was originally built as a single pier, and was extended several times. Known in its early years as Deep Water Wharf.

Eastbourne ferry office

It dates from about 1913 and its name is derived from a former owner, the Eastbourne Borough Council. The Council ran a ferry service, the first local authority in the country to do so, between Eastbourne and here, from 1913 until 1948.

Former Wellington Bond Store

Located at the landward end of Queens Wharf, built in 1892, and now serving as the Wellington Museum of City and Sea. Designed by prominent Wellington architect Frederick de Jersey Clere, in French Second Empire style. Originally designed as a dual-purpose building, housing the head office of the Harbour Board at the northern end and a bond store at the southern.

Wellington Harbour Board Wharf Office Building (Shed 7)

Located at the landward end of Queens Wharf, built in 1884. Designed as a woolstore by Frederick de Jersey Clere. Was to have been built of two stories but decided in 1895 to add a third floor to exhibit wool. In contrast to the simplicity of the exterior of the Head Office, it has considerable ornamentation. Now apartments.

Ferry wharf/Tug wharf

Archsite no R27/253. On waterfront edge, north of Queens Wharf. Built in 1897, to relieve pressure from vessels for “day trippers” on Queens Wharf. Extant wooden wharf, being repaired in 2007.

Shed 21

Waterloo Quay. Built in 1910, designed by J. Marchbanks, Wellington Harbour Board’s engineer. Built as a wool store to replace an earlier shed destroyed by fire. Built of brick with an upper floor of timber on heavy steel beams supported on concrete columns. Distinctive features include a lower floor designed so that wool could be brought in by rail, dumped and stored; a viewing gallery around two sides; and an upper floor for exhibiting the wool. At the time it was built, it was the grandest in the country and was used for the Industrial Exhibition in 1911.

Wellington Rowing Club Building

Built in 1894. Designed by Frederick de Jersey Clere, originally built as a base for the Wellington Naval Artillery Volunteers. Construction prompted by a defence report in 1894, which recommended a strengthening of harbour defences to help prevent a possible invasion. Later housed the Wellington Free Ambulance, before being occupied by the Rowing Club in 1931. A two-storey timber structure, distinctive features are an octagonal tower and external battens over weatherboards that form decorative patterns. Was moved in 1992 from Jervois Quay to the other side of the lagoon at Frank Kitts Park.

The Wellington Free Ambulance Building

The first purpose built ambulance building in New Zealand. Founded on the vision of Sir Charles Norwood, founder of Dominion Motors, chairman of the Wellington Harbour Board and Mayor of Wellington. Designed by William Turnbull in art deco style and opened in 1933. Operated as the headquarters of the Wellington Free Ambulance service for the next 61 years.

Wharf sheds 3 and 5

Located on Queens Wharf: shed 3 was built in 1887 and shed 5 in 1886-7.

Shed 3 is now Dockside restaurant, Shed 5 is Shed 5 Restaurant. Shed 5 is the last remaining wooden warehouse on Queens Wharf. A top storey was added to Shed 3 in the early 20th century to house the Wellington Harbour Board tug and pilot service staff.

Shed 22

Located on corner of Cable and Taranaki Streets, completed in 1921. Built by the Wellington Harbour Board under the aegis of James Marchbanks, Chief Engineer. Exterior is constructed in brick masonry strengthened with brick piers. Built as a warehouse and has an unusual interior overhead electrically driven winch.

Wellington Harbour Board Iron Gates & Railings

Run from end of Shed 21 through to relocated gates and railings at Head Office and Bond Building, Waterloo and Customhouse Quays. Gates on Queens Wharf were originally constructed in 1899. Were made by a British company called Bayliss, Jones & Bayliss and shipped to New Zealand. Are the first gates of this type used for enclosing the Wellington Harbour Board owned land. Pillars are made of cast-iron and the gates of wrought iron with cast-iron spandrels and ornaments.

The Post & Telegraph Building

Herd Street. Architect was Edmund Anscombe and the date of construction 1939, style is streamlined Moderne. Was used as a Post and Telegraph Exchange. Constructed of painted cement render, has copper window flashing, steel window joinery and terrazzo flooring. Originally, the building was one storey lower with two full-size tennis courts on the roof, but another floor was added. It is unique because of its large scale in this style.

Boulder seawall

Archsite no R27/333. Built 1889, edge of reclamation, concrete and boulder seawall, exposed on the edge of Frank Kitts lagoon.

2.2 Statutory lists

Sites 8 and 10 Kumutoto are not included in Heritage New Zealand's List of historic places, historic areas, wahi tapu and wahi tapu areas. Site 10 is, however, included in a draft research report being researched with a view to possible registration as part of an historic area together with other waterfront features¹⁶. Neither is Site 10 included in the Wellington City Council District Plan list of heritage items. However, it is within the designated Lambton Harbour Area. The following adjacent items are listed within Heritage New Zealand's list or the district plan:

¹⁶ Historic Places Trust n.d.

Table 1: Items listed by Heritage New Zealand or WCC

Place	Heritage New Zealand category of listing	WCC list
Wellington Harbour Board Head Office and Bond Store	1	17/160
Wellington Harbour Board Shed 11	1	17/332
Wellington Harbour Board Shed 13	1	17/333
Wellington Harbour Board Shed 21	1	17/334
Wellington Harbour Board wharf offices (shed 7)	1	17/161
Wellington Free Ambulance building	1	17/47
Odlins Building	1	17/49
Star boating club building	2	17/285
Telephone box	2	
Wellington Harbour Board iron gates and railings	2	
Wellington Harbour Board Taranaki St Gates	2	
Eastbourne Ferry Terminal Building		17/337
Wellington rowing club building	2	17/284
Shed 22	2	17/50
Post and Telegraph Building	2	
Shed 3		17/256
Shed 5		17/257
Harbour & wharves historic area	historic area	

Wellington Regional Council's Regional Coastal Plan lists the following features and buildings of historic merit.

Table 2: Items listed by Wellington Regional Council

Shed 3
Shed 5
Harbour board gates, Queens Wharf
Former Eastbourne ferry terminal
Wharves and Wharf Edges shown on Planning Map 4D in Appendix 7
Reclamation Edge shown on Planning Map 4D in Appendix 7 (rock rip rap)

3 Current site

Site 10 Kumutoto is currently being used as carparking and as a motorhome park for overnight stays. The area has no built structures on it. The surface is asphalt over presumably original wooden bearers (there is possibly a concrete slab beneath the asphalt).

The site is bounded by Shed 21 on its north side, Waterloo Quay on its west side, the railway and ferry wharves on its east side and the continuing waterfront open space on its south side.

Site 8 and the Whitmore Plaza are paved open spaces adjoining the wharf edge. Site 8 is being used for carparking.

3.1 Proposed work, and impact of proposed work

Site 10 Redevelopment Limited Partnership proposes to construct a five storey commercial building on the site of Site 10. The proposed building will occupy the entire site footprint.

The building will be constructed on driven piles, and there will be a basement level below ground.

The basement will destroy any extant archaeological features that may be present within its footprint.

Site 8 and the Whitmore Plaza are to be redeveloped as open recreational space, with landscaping and planting

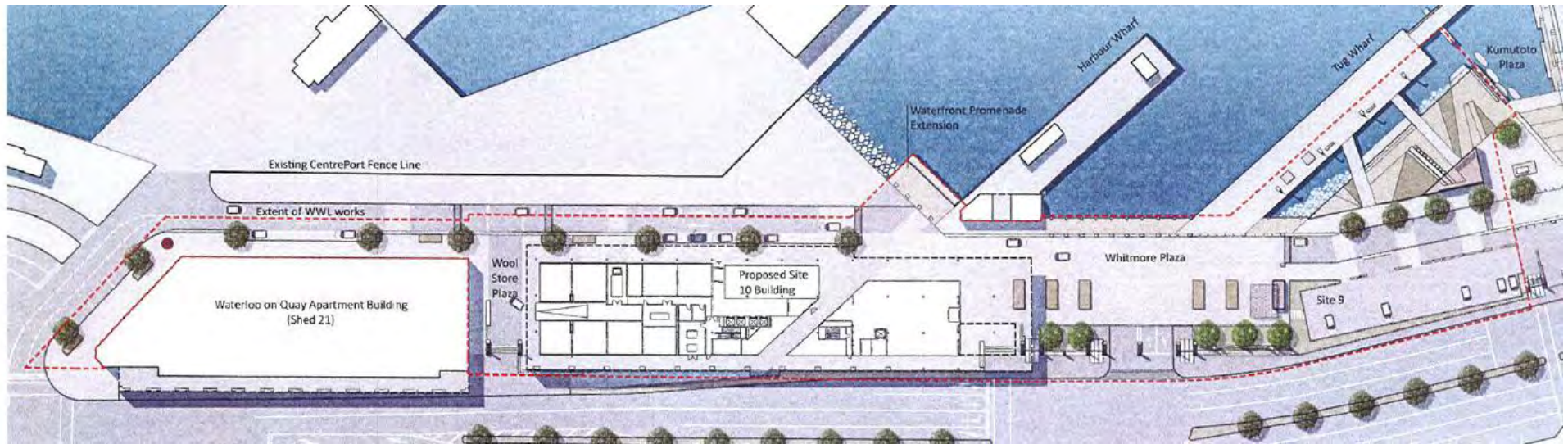


Figure 9: Proposed area of work

Red outline marks extent of planned work; Site 10 proposed building is located in centre

4 Assessment

4.1 Archaeological potential

The area beneath Site 10 Kumutoto was reclaimed in 1901-03. The site itself is therefore not archaeological as it falls outside the 1900 date of the definition contained in the Act.

However, it is possible that work on the western side of the site will impact on the edge of the reclamation, and reveal material that predates 1900.

In 2010, Jones monitored trenching from site 7 through sites 8 & 9 Kumutoto to extend an existing watermain and provide electric supply to the motorhome park on site 10. Sites 7, 8 and 9 are south of Site 10.

In this work, Jones recorded part of the 1900 seawall, and a substantial brick wall interpreted to be the southeastern foundation of the Custom House.

In addition, remnants of the original woodblock paving which would have been in the entire wharf area can be seen outside the former Eastbourne Ferry Terminal Building, adjacent to Site 10. It is possible these wooden cobbles are extant beneath the more recent asphalt.

Construction work on Site 10 has the potential to reveal subsurface heritage features associated with previous buildings and structures.

Site 8 and the Whitmore Plaza were reclaimed well after 1903. There have never been any built structures beneath it so there is no possibility of subsurface heritage features.

4.2 Summary of assessment

Site 8 and 10 Kumutoto and the Whitmore Plaza were reclaimed after 1900 AD and therefore are not archaeological sites in their own right.

However, they sit within a wider landscape of harbour structures that collectively contribute to the history and development of Wellington from a small town to the nation's capital.

The sites have strong linkages with the other built structures along the Wellington waterfront, including the other wharves, the areas of reclamation and the harbour and port buildings and structures. Together they tell the story of the development of Wellington as a harbour city, and the central and vital role played by the harbour and waterfront in landing goods and people and facilitating communication and trade with the rest of the country and the world. Queens Wharf is one of the earliest sites of European origin still extant in Wellington City, and is the oldest wharf at one of the oldest and busiest ports in New Zealand.

5 Conclusions and recommendations

Sites 8 and 10 Kumutoto and the Whitmore Plaza are not archaeological sites, as they were reclaimed after 1900AD, and thus do not fulfil the definition of archaeological sites contained within the Heritage New Zealand Act 2014. There are no structures on them, extant or demolished, that predate 1900 AD.

Sites 8 and 10 and the Whitmore Plaza sit within a wider heritage landscape. Wellington harbour was the means by which all settlers, Polynesian and European, arrived in the Wellington region, and formed the basis of the settlement that followed. Very soon after the establishment of the European settlement of Wellington, small private wharves were built for landing goods and people.

The entire harbour and waterfront area, with the reclaimed land, the wharves, the buildings and other structures represents the vital role played by the harbour in the growth and development of the city, through trade and transport.

As the proposed area of redevelopment does not fall within the requirements of Part 3 of the Heritage New Zealand Act 2014, no application for an archaeological authority to modify or destroy archaeological sites is required.

The developers (Site 10 Redevelopment Limited Partnership and WWL) therefore have no statutory obligations in terms of Part 3 of the Heritage New Zealand Act 2014.

However, as heritage fabric is very likely to be revealed by site clearance and excavation work for the proposed new building on Site 10, the developer is encouraged to engage an archaeologist to monitor and record heritage fabric and features as they are revealed. This material has the potential to contribute to our understanding of the use and development of the Wellington waterfront.

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