

**BEFORE THE ENVIRONMENT COURT
AT WELLINGTON**

ENV-2015-WLG-024

IN THE MATTER of the Resource Management
Act 1991

AND

IN THE MATTER of applications for resource
consent by Site 10
Redevelopment Limited
Partnership and Wellington City
Council in respect of the area
known as Site 10

**STATEMENT OF EVIDENCE OF ADAM WILD
ON BEHALF OF SITE 10 REDEVELOPMENT LIMITED PARTNERSHIP AND WELLINGTON
CITY COUNCIL**

3 July 2015

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INTRODUCTION

1. My name is Adam Wild. I am a registered architect and founding director of Archifact – architecture & conservation ltd, a New Zealand Institute of Architects accredited architectural practice specialising in the management of historic heritage. I have been in this position since December 2003.
2. I hold a Master of Arts degree in Conservation Studies (historic buildings and landscapes) from the Institute of Advanced Architectural Studies at the University of York, and a Bachelor of Architecture from the University of Auckland.
3. I am a Fellow of the New Zealand Institute of Architects and a member of the International Council on Monuments and Sites (**ICOMOS**) New Zealand. I am a member of the New Zealand Conservators of Cultural Material, a member of (and peer reviewer for) the International Association for Preservation Technology International, and a member of the International Cities, Town Centres and Communities Society. I am a member of Heritage New Zealand Pouhere Taonga (**Heritage New Zealand**) (formally the New Zealand Historic Places Trust). Full details of my qualifications and relevant past experience are at **Attachment A** to this evidence.
4. I was the conservation architect engaged on the Clyde Quay Wharf development from 2008, and was also engaged by Wellington Waterfront Limited (now Wellington City Council, City Shaper) to provide heritage management advice with respect to wharf fendering options associated with the maintenance of shipping functions associated with the post-Clyde Quay Wharf development. I was engaged by the Wellington City Council (**Council**) to provide expert opinion on historic heritage with respect to appeals in the Environment Court associated with Variation 11 in 2011-2012.
5. I have provided heritage advice related to development over a wide range of scales, including large complex sites where heritage formed crucial factors for consideration in the overall project, such as the Wynyard Quarter on the fringe of the Auckland CBD waterfront (ca. 37ha.); the former Temple View Church College Campus, Hamilton (ca. 80ha.); the former Kingseat Hospital campus residential development (ca.59 ha.). I have also prepared a conservation plan addressing the values of the former Erskine College at Island Bay, against which effects on heritage values can be measured arising from potential development.

6. I have been involved in the assessment, conservation, and management of historic heritage throughout New Zealand, in the South Pacific, and Antarctica. This has included the guidance of conservation works to individual heritage assets, advice on adaptive reuse, and the integration of new development in a heritage context. I have also worked with Territorial Authorities from Queenstown to Whangarei in the development of objectives and policies relating to the assessment, protection, and development of heritage and development in that context.

CODE OF CONDUCT

7. I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2014 and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise.

BACKGROUND AND SCOPE OF EVIDENCE

8. I have been asked to provide expert evidence in relation to the application with respect to matters of effect on historic heritage values arising from the proposed development on Site 8 and Site 10 and associated landscaping within the North Kumutoto area of the Wellington waterfront (**the proposal**).
9. My evidence will cover the following matters:
- (a) the legislative / regulatory framework;
 - (b) the heritage of the area;
 - (c) effects on heritage values;
 - (d) issues raised by submitters;
 - (e) the Greater Wellington Regional Council's (**GWRC**) and the Wellington City Council's section 87F reports; and
 - (f) conclusion.
10. The proposal should be read as an integrated design solution and as such I consider the applications have been carefully designed as part of a greater collective response to enhance the overall public and environmental quality of the wider North Kumutoto area and the waterfront as a connected whole.
11. I was originally commissioned by the applicant in 2013 and was asked to undertake a professional assessment of environmental effects on heritage arising from the proposed development scheme for Site 10. In 2014, I was further commissioned to undertake a

similar exercise of the Site 8 development by the then Wellington Waterfront Limited and to consider the effects on heritage from the collective development of the combined sites.

12. In the context of this application, I have been on a number of site visits to observe and measure the heritage context within which the proposal lies between December 2013 and October 2014 as part of the application design process. I have also spent time examining the same area for similar purposes through 2011 and 2012 in relation to appeals in the Environment Court with respect to the Wellington City Council's Variation 11.
13. In October 2014 I prepared an Assessment of Environmental Effects (**AEE**) on Heritage document for the applicants (Appendix 12 to the application) (the **Archifact report**).

THE LEGISLATIVE / REGULATORY FRAMEWORK

14. 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:
 - (a) the Regional Policy Statement for the Wellington Region;
 - (b) the Wellington Regional Coastal Plan;
 - (c) Heritage New Zealand Pouhere Taonga Act 2014;
 - (d) the Wellington City Operative District Plan; and
 - (e) the Wellington Waterfront Framework.

The Regional Policy Statement (RPS)

15. All places recognised as Category 1 places in the New Zealand Heritage List administered by Heritage New Zealand fall under provisions of the RPS. Within the proposal site, the RPS recognises Sheds 7, 11-13 and 21.
16. 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).
17. 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.

The Regional Coastal Plan (RCP)

18. The RCP recognises the Former Eastbourne Ferry Terminal, Wharves and Wharf Edges, and the Reclamation Edge (rip-rap wall).

Heritage New Zealand

19. The Heritage New Zealand Pouhere Taonga 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.¹ 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 of Appendix 12 to the application for a copy of the archaeological assessment undertaken by Heritage Solutions) which informed the AEE (heritage) I prepared and my evidence. 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.
20. The following assets are recognised in the New Zealand Heritage List administered by Heritage New Zealand and are in the vicinity of the proposal site:
- Shed 11 – Category 1;
 - Shed 13 – Category 1;
 - Shed 21 – Category 1;
 - Gates and Fences – Category 2; and,
 - Eastbourne Ferry Terminal building (former) and Ferry Wharf – Category 2.

The Operative District Plan

21. 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.

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

Wellington Waterfront Framework (the Framework)

22. While not a statutory document, the 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.²

23. Importantly, the Framework recognises that “*by acknowledging its history and layering that area with contemporary culture the identity of the waterfront can develop and grow.*”³

THE HERITAGE OF THE AREA

24. 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 proposal adds to and enhances 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.
25. 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 rip-rap edge.
26. A range of physical resources are recognised as establishing the historic heritage context within which the proposal lies. These resources have been recognised for their historic heritage values and for their individual and collective contribution to the understanding and appreciation of the historic heritage context. The application has acknowledged each of these features, and all are relevant:

² Wellington Waterfront Framework, 2.2 *the waterfront themes – mercantile history*, p12.

³ Ibid.

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

27. The following table provides a summary of the various statutory regimes recognising the heritage within or adjacent to the proposal area:

historic heritage asset	RPS	RCP	HNZ	ODP
Eastbourne ferry terminal building	✓	✓	Cat. 2	✓
Wharves and wharf edges	✓	✓		
Rip-rap	✓	✓		
Shed 11	Cat. 1		Cat. 1	✓
Shed 13	Cat. 1		Cat. 1	✓
Shed 21	Cat. 1		Cat. 1	✓
Gates and railing			Cat. 2	
Potential archaeology			✓	

EFFECTS ON HERITAGE VALUES

28. The proposed development of Sites 8 and 10 and the integrated landscaping approach to the large area of public land between Sites 8, 10 and 9 retains all the heritage values found in the sites, buildings, features and elements that have been recognised in the area with two exceptions.
29. The two exceptions are some minor modification of the 1970s rip-rap retaining wall in the Site 8 area and an area immediately to the north of the former Eastbourne Ferry Terminal Building.
30. In accordance with guidelines⁴ promoted by the Wellington City Council, the proposal has chosen to contrast the existing heritage fabric of adjacent buildings rather than appear to mimic those buildings and their fabric. In my opinion, mimicking existing heritage buildings would risk lessening the values of both the authentic historic buildings and the qualities of the new as a building of its time.

⁴ Wellington City District Plan Central Area Urban Design Guide, *Design Coherence*, p7, and *Relationship to Context* p7-8; Wellington City District Plan, Objective – Lambton Harbour Area 12.2.8.6; and, the Wellington Waterfront Framework, 4.2 North Queens Wharf p32-35.

- 31.** In accordance with the general objectives and policies of the RCP at 4.2.45, my assessment has determined that 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 (with the exception of undiscovered archaeology).
- 32.** However, as noted above, there will be 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.
- 33.** Changes to the treatment of the reclamation edge rip-rap are proposed in two locations: one being within the Site 8 zone. 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. I consider these as part of an appropriately enhanced interpretation.
- 34.** Accordingly, in my opinion, there can be no degree to which historic heritage values will be lost, damaged or destroyed more than can be reasonably and appropriately anticipated.
- 35.** The proposed development of both Sites 8 and 10 and the wider and associated public areas is not considered to have any significant negative effect on surrounding heritage values.
- 36.** The scale (height, bulk), articulation, public and visual permeability of the development on Site 10 is consistent with 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 Site 10.
- 37.** 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.
- 38.** 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).

39. Ms O’Keeffe (whose report⁵ deals with the land containing Site 10 and includes consideration of the open space beyond) considers the proposed development of Site 10 may⁶ impact on the edge of the pre-1900 reclamation to the west of Site 10. Ms O’Keeffe 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 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*”.⁷
40. Further, Ms 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.
41. In the area between Site 10 and the former Eastbourne Ferry Terminal Building, Ms 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*.”⁸
42. My own observations on-site tend to corroborate this suggestion and 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.
43. 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.
44. Of some note, the latter two developments were established after the publication of the Framework. It can be suggested that these developments have had a cumulative effect on the authentic heritage of the area. It can also be seen that the public accessibility and use of the area has been enhanced. It can also be observed that the rigour of the

5 O’Keefe, M., *Sites 8 & 10 Kumutoto, Wellington: Archaeological assessment or proposed refurbishment of site*, Heritage Solutions, October 2014, p19. This report is attached to the bundle of documents connected to the application for Resource Consent prepared by Urban Perspectives for the Applicants and is also attached as Appendix A of Ms O’Keefe’s Statement of Evidence.

6 At 4.1, p18, of her report Ms O’Keeffe suggests “it is possible”.

7 *Ibid*, p18

8 *Ibid*, p18

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.

45. The proposed development of Sites 8 and 10 balances effects against each other and against the wider existing development context.
46. 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.
47. 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.
48. This was considered in the Environment Court during the appeal of the Wellington City Council Variation 11 and the proposed development of Site 10 adheres closely to the development envelope discussed 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 discussed by the Environment Court.
49. Accordingly, the height, scale and bulk of the proposed Site 10 development can be considered to be appropriate. 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.

ISSUES RAISED BY SUBMITTERS

50. A number of submissions received by the Wellington City Council address matters within my area of expertise.
51. These submissions are numbers: 2 (Rosamund Averton), 4 (Lowe), 5 (Marshall), 6 (Locke), 7 (Burgess), 10 (Munro – Waterfront Watch), 12 (Boardman), 13 (Swann), 15 (Underwood, R.), 17 (Morgan), 18 (Watt), Treacy (19), Waterloo Apartments Body Corporate (20), Pledge (21), Ferguson (22), Hayes (23), Constable/Compain (24), 30

(Heritage New Zealand), 33 (Stevens), 34 (Lee), 36 (Smith), 39 (Action for the Environment), 40 (Grankowski), 41 (Living Streets Aotearoa), 42 (Davie), 43 (John Galloway), 44 (Sri Farley), and (45) Catherine Underwood.

52. I note a number of submissions⁹ address common themes and I will address these collectively.

53. I wish to address the following matters raised in the submissions.

Common submissions

Relocation of the gates adjacent to the southern flank of Shed 21

54. I acknowledge that a clash between the proposed relocated position of the gates and Shed 21 could have an effect on heritage values of Shed 21 (and potentially some amenity for the ground floor tenancy Unit 1.04 within Shed 21 at this location).

55. In line with other recent developments on the waterfront (over the last 10 years) the intention is for the gates between Woolstore Plaza and Waterloo Quay to be open rather than closed – symbolically inviting people onto the waterfront. In their current position, if opened, the gates would block the window on the south-west corner of Shed 21, so the proposed placement of the gates has been carefully repositioned to ensure as little of the adjacent Shed 21 doors and windows are blocked.

A perceived lack of integration and complementary relationship between the proposed Site 10 development, associated landscaping, and Shed 21

56. This issue is raised by the following submitters: Lowe (4), Marshall (5), Locke (6), Munro – Waterfront Watch (10), Boardman (12), Underwood, R. (15), Morgan (17), Heritage New Zealand (30), Stevens (33), Lee (34), Action for the Environment (39), Grabkowski (40), and Underwood, C. (45).

57. The scale of new development near heritage places does not necessarily have to be the same as the buildings on those sites. Rather, proposed design should (as the Framework states) “*relate to the scale and size of [...] heritage buildings*”.

⁹ Submission numbers: 19, 20, 21, 22, 23, 24, and 44.

58. New development can be of greater scale, but that scale should respond in ways which recognise the values of these historically smaller or adjacent heritage buildings, as the Site 10 building development does.
59. In this particular setting, development does not need to be slave to the existing scale of adjacent historic heritage assets and development does not need to be subservient in scale to those adjacent historic heritage assets.
60. I do not agree that the scale of proposed development is not integrated, is uncomplimentary, or will overwhelm the adjacent heritage places as key features of the waterfront.
61. Mr Smith (Wellington Civic Trust – submission 36) considers the proposed Site 10 building form “*does not compete with the older buildings...*”¹⁰ and Heritage New Zealand considers the height and bulk of the proposed building are in “*comparative proportion to Shed 21*”,¹¹ and is “*not dominant or overwhelming*”.¹²
62. I believe that the design of the proposed Site 10 building enhances the nature of the open space around it and its adjacent existing built elements (including Shed 21) which would complete the emerging sense of intimately scaled and pedestrian-prioritised spaces which have evolved in the immediately surrounding area.
63. Heritage places adjacent to the proposed Site 10 building will remain “*key features of the waterfront*” and will continue to express those values for which they have been recognised (robust, smaller scaled industrial or maritime buildings) which will continue to distinguish them into the future.
64. The intimacy of those recognised heritage buildings adjacent to the proposed Site 10 building is a value to be respected by not homogenising all development to the same scale, but rather that potential development consider these historic elements in the mix of a fully three-dimensional response.
65. I believe that the context within which the North Kumutoto area should be read should include the relevant scales of the adjacent city and acknowledge the nature of the adjoining heritage buildings in their maritime setting within which they have been minor buildings. Were it to be otherwise, I believe the values for which these authentic

10 Smith, A for the Wellington Civic Trust, paragraph 4, page 1.

11 Heritage New Zealand, Submission 30, p2.

12 Ibid.

original elements have been recognised would risk being compromised by built form which could confuse that authenticity.

Waterfront Watch - Submission 4 (R. Lowe)

Issue 3a – bulk - Site 10 building – heritage

- 66.** Concerns associated with perceived bulk and dominance on adjacent heritage have been addressed in my evidence beginning at paragraph 57 (above).

Issue 3b – Site 10 building – heritage

- 67.** In considering the contribution (or lack of it, according to this submission) the proposal makes to the significant heritage value of the Kumutoto area, the application must be considered in its entirety, including development on Site 8 and Site 10 and the associated landscaping.
- 68.** The new elements draw inspiration directly from their place within the wider heritage context. Importantly, the design of new elements (particularly the buildings) is consciously of their time, while making reference to historic activities and form (the “gantry” form of the proposed Site 10 building, the delineation of the former wharf edge between the Tug Wharf and the Harbour Wharf associated with the former Eastbourne Ferry Terminal Building, and the enhancement of the Kumutoto Stream mouth).
- 69.** I defer here in part to the evidence of Mr Hardwick-Smith and Mr Males for illustration of this from an architectural and landscape architectural perspective. It is not, in my view, correct to suggest the proposal makes no contribution to the heritage values of the Kumutoto area when it completes a long-standing missing element in the resolution of the greater waterfront vision.

Issue 3c

- 70.** This is not a heritage issue.

Issue 3d – dominance and shading

71. The issue of dominance is addressed in my evidence beginning at paragraph 57 (above).
72. Mr Hardwick-Smith has provided helpful diagrams¹³ of the shading effects from adjacent buildings on the former Eastbourne Ferry Terminal Building as part of the Section 92 response. I am also aware of the shading assessment undertaken by Mr Moody which used both shadow diagrams and sun transit diagrams to assess effects of shading arising from the proposed building. The findings of that analysis are described in his statement of evidence.
73. I recognise that while there are some anticipated shading effects on the former Eastbourne Ferry Terminal Building in the spring and autumn equinoxes, by far the greatest effect on that historic building arises from the existing shading effect generated by the NZ Post building during the winter solstice which shades the former Eastbourne Ferry Terminal Building all afternoon. I defer to Mr Hardwick-Smith's and Mr Moody's evidence on this matter.

Pauline and Athol Swann - Submission 13

74. The Swanns' call for "*greater consideration*" to be given to historic heritage adjacent to the proposed development. They helpfully refer to Objectives from the Framework (page 21, 3.2). I believe the proposal well meets all these objectives, including and particularly the protection of significant heritage on the waterfront;
75. The Swanns refer to the 2008 report by Russell Murray on the heritage values within the North Kumutoto area. I note that it is Mr Murray himself who prefaces his report by describing it as "*brief*" and as a "*general overview only*".
76. While I generally concur with the report's findings, I find some parts do not fully acknowledge the values of the surviving relationship of the North Kumutoto area with the adjacent central city, as evidenced by the conscious and historic connection of the two areas through the pattern of streets linking the two and to which buildings (such as Sheds 11 and 13) have been consciously designed to respect and which the proposed diagonal cross-site link at ground level through the proposed Site 10 development further enhances these historic lines.

13 Athfield Architects *Kumutoto Site 10*, rS92 Response, 27 February 2015, pp8-11.

77. The Swanns believe the Toll Booth building should “*not be moved from its historic site*”,¹⁴ but I have recognised that the reintroduction of the historic (as distinct from heritage) Toll Booth building reflects a practical restoration of an authentic remnant of the Wellington waterfront to the waterfront.
78. The Toll Booth originally sat on Queens Wharf and was removed from the waterfront for non-waterfront purposes until Waterfront Wellington purchased the building.
79. The opportunity to restore this historic waterfront building on the waterfront to an albeit temporary location provides a valuable interpretative opportunity and it is considered that the introduction of smaller scaled historic building fabric reflects and enhances the historic and proposed mix of scales, materials, and spaces in the public realm.
80. Its proposed location seaward of the conserved Ballance Street gates and its considered position within the compositional fabric of the proposed landscaping establish a compelling sense of place for this built insertion.

Sue Watt - Submission 18

81. This submitter raises concerns (shared by others – see evidence, above, on common submissions and the Waterfront Watch submission) over effects arising from the application with respect to the bulk of the proposed Site 10 building and its effects on historic character.¹⁵
82. It has been a primary driver of the design response to the opportunity afforded development in this area to recognise and respond appropriately to the existing established historic heritage assets and context.
83. Equally, the proposed development has been carefully designed to respond appropriately not only to the varying scale of adjacent heritage, but so that it reflects the historic activities and associations linking the harbour to the city as can be seen in the Heritage New Zealand and Wellington Civic Trust submissions. Accordingly I think it incorrect for Ms Watt to state that the application fails to “*recognize or reflect these historic connections*”.¹⁶

14 Swann, P and A, Submission 13, page 2.

15 Watt, S, Submission 18, page 2, bullet point 4.

16 Watt, S, Submission18, page 2.

Architectural Centre Inc. - Submission 27

84. This submitter is generally silent on matters directly associated with effects on heritage arising from the proposed development.

85. In saying that, I acknowledge the submitter's reference under "5. *specific comments*"¹⁷ to "*new design, which is cognisant of heritage buildings (specifically their design, scale and appearance)*". I note therefore that this submitter acknowledges that "*the proposal conscientiously behaves relative to its historic neighbours. The scale of Shed 21 establishes and is related to the proposed new Site 10 building*"¹⁸ and that "*scale references are made to the Former Eastbourne Ferry Terminal Building*"¹⁹. The Architecture Centre Inc. concludes that they have "*no problem with a building of this size, form, orientation and location from a heritage or urban design perspective*".²⁰

86. This submitter supports the relocation of the former Toll Booth building.²¹

Heritage New Zealand - Submission 30

87. This submitter acknowledges the "*sensitivity to heritage in the new building*"²² and, in contrast to other submitters, concludes that the proposal "*respects nearby heritage*"²³.

Wellington Civic Trust - Submission 42 (A. Smith)

88. Similar to the Heritage New Zealand submission (above) this submitter "*is not opposed to the [proposed Site 10] building form*"²⁴ and accepts that the proposed building "*does not compete with the older buildings*".²⁵

Rosamund Averton - Submission 2

89. This submitter opposes the "*establishment, maintenance and use of a building (former Toll Booth building)*"²⁶ but does not make reference to any of the adjacent heritage assets or the wider heritage context. With the exception of a reference to "*earthworks*"

17 Architecture Centre Inc., Submission 27, p2.

18 Ibid. p3.

19 Ibid.

20 Ibid, p4.

21 Ibid, p12.

22 Heritage New Zealand, Submission 30, p2,

23 Ibid.

24 Wellington Civic trust, Submission 36, p1.

25 Ibid.

26 Averton, R, Submission 2, submission regarding Application 3.

and “*the use and development of potentially contaminated land*”, the objection to the Toll Booth building is not further qualified.

90. Reference is made by this submitter to “*associated modification to the protected wharf edge and protected reclamation edge at North Kumutoto*”,²⁷ but no explanatory submission is provided.
91. This submitter concludes with a number of bullet-pointed submissions in support of any proposal that maintains and enhances the existing “*green*” public spaces on Site 10 without reference to heritage other than a passing reference to archaeology, wharf edges, and the reclamation edge.

John Galloway - Submission 43

92. While neutral in terms of support for the proposed building development, this submitter is supportive of the application’s proposals for the open space development. This submitter does suggest the Council make provision for further archaeological excavation of the historic wharf edge immediately north of the former Eastbourne Ferry Terminal Building. I understand consent conditions associated with accidental discovery protocols can be applied to give effect to this suggestion.

SECTION 87F REPORT - GWRC

93. I have read the section 87F report prepared for this matter.
94. I have the following comments in response to the GWRC’s report, specifically in response to the first bullet point on page 56 and Appendix 4 (containing at item 3 the Kelly report, 28 January 2015).

Alteration of Historic structures - Section 9.7 (pages 24 – 26)

95. The GWRC reporting officer and Mr Kelly (a heritage consultant peer reviewer of the Archifact report) agree with my report and consider that effects on historic structures within the jurisdiction of the GWRC and listed in Appendix 4 of the RCP will be “*acceptable*”.²⁸

27 Ibid, submission regarding Application 4.

28 GWRC Section 87F report, section 9.7.3, page 26.

Section 11.1.1, last bullet point (page 56)

96. The report notes that the features of historic merit in the area (as outlined in the RCP) will “*not be subject to inappropriate development*”.

Appendix 4: the Kelly report

97. Mr Kelly considers that the Archifact report accurately identifies the relevant effects in sufficient detail.
98. An “*anomaly*” identified by Mr Kelly in his reading of the Archifact report is that I say that there is no loss of historic heritage fabric yet modifications to the rip-rap in the Site 8 area and to the area immediately north of the former Eastbourne Ferry Terminal Building will in fact constitute a loss of heritage fabric and I accept this observation. I agree with Mr Kelly that there is a loss of heritage fabric, however I remain of the opinion that effects on historic heritage values arising from this loss of fabric will be minor and Mr Kelly accepts this in his report.
99. Similarly, Mr Kelly concurs with the Archifact report in recognising the effects arising from other associated works in the proposal will be “*relatively minor*”.
100. Mr Kelly makes a call for the inclusion of interpretative opportunities to be considered and these align with submissions from Heritage New Zealand.

SECTION 87F REPORT - WCC

101. I have the following comments in response to the Wellington City Council report.

Effects on Historic Heritage and historic values – paragraphs 66 - 75

102. The report acknowledges (at paragraph 67) that “*the proposed works will not physically alter any heritage listed building [...] however the works will potentially impact on the heritage value associated with the waterfront setting where these items are located*”. I agree with this comment.
103. In the Archifact report I assessed such potential effects and concluded that adverse effects on heritage would be minor (as is recognised at paragraph 69 of the Council

report and in the conclusion of Mr Kelly in his report attached as Annexure 3 to the Council report).

104. I also consider “*integrated landscaping approach across and between Sites 8, 9, 10, and adjoining waterfront areas*”²⁹ may well prove positive and I agree with Council’s proposition that such works may be “*significantly*” enhancing as indicated at paragraphs 70 and 71 of the Council report.
105. Paragraph 74 makes a call for interpretative opportunities and these reflect similar calls as discussed in paragraph 100 (above) and are also raised by Ms Tanner³⁰ where such an opportunity would give effect to Council Policy 12.2.8.4 and 20.2.1.4.

Policy 12.2.8.4 – paragraphs 225 - 228

106. I note that at paragraph 225 the report acknowledges Ms Tanner’s support for the proposed building on Site 10, supporting its “*scale, bulk and historical consistency.*” This is an important consideration when read against the submissions I addressed (in the main) beginning at paragraphs 47-49 and then at 57-60 (above). Paragraph 226, particularly, provides important consideration of the matter of scale within the surrounding historic heritage context of the area and of Shed 21 and the former Eastbourne Ferry Terminal Building and I concur with Council’s conclusion that the proposed Site 10 building and the integrated proposal as a whole will “*maintain and enhance the heritage values of the waterfront*”.
107. The maintenance and enhancement of the proposed open space design is addressed at paragraphs 227 and 229 and the conclusions of the Council and its specialist staff and consultants align with my own assessment in concluding that the proposal will enhance the amenity, public environment, and heritage values.

The Heritage Chapters of the District Plan – paragraphs 328 – 331

108. I agree with Council’s understanding that the proposal will “*not alter or physically affect any listed heritage building or object*”,³¹ such that the District Plan’s heritage provisions do not apply. However, the Council has jurisdiction under relevant Central Area-based objectives, policies, and rules. The consideration of Objective 20.2.1³² which aligns

29 The Archifact report, p5.

30 Wellington City Council, Section 87F report, Annexure 2, p6.

31 Wellington City Council, Section 87F report, paragraph 329, p70.

32 Objective 20.2.1: “*To recognise the City’s historic heritage and protect it from inappropriate subdivision, use and development*”.

directly with the Resource Management Act's section 6(f) matter of national importance is helpful and places this integrated proposal in a helpful and relevant context.

109. Mr O'Leary's comments include reference to Policy 20.2.1.4 which seeks to "*protect the heritage values of listed buildings and objects by ensuring that the effects of subdivision and development on the same site as any listed building or object are avoided, remedied and mitigated*".
110. This policy provides the Council with opportunity to consider effects of historic heritage values arising from development in a wider context than the immediate site. The Council can require an assessment of the extent to which the area that surrounds an item of heritage significance is significant for retaining and interpreting the particular heritage item.
111. This has been undertaken by the applicants and has included a multidisciplinary approach to considering the applications in respect to this objective and has concluded that the historic heritage values associated with the recognised historic heritage assets within and adjacent to the area associated with this proposal will be retained within an appropriate setting.

WCC Heritage Policy (2010) – paragraphs 390 – 395

112. The Council's report appropriately recognises the challenge of heritage management in an "*evolving environment*"³³ and the balance to be found between protection and use. The proposal is then considered against this policy at paragraph 415 where the effects resulting from the proposal area not considered by Ms Tanner to be inappropriate.

Annexure 2 – Vanessa Tanner – Heritage and Archaeology

113. While I note that Ms Tanner has assessed that the effects from the proposed development on historic heritage are "*not significant*",³⁴ I note her contention with the Archifact report in considering that "*some*" [her emphasis] effects on historic heritage will arise. I acknowledge this point, but recognise that Ms Tanner (as does Mr Kelly) has agreed with the conclusion considering the degree of effect of the proposed works are, as recognised in the Archifact report, minor.

33 Ibid. paragraph 394, p84.

34 Ibid. Annexure 2, page 4.

114. Ms Tanner prefaces her commentary of the proposed relocation of the former Toll Booth to the Whitmore Street entrance immediately to the North of Site 9 with an observation on historic heritage values of a building linked to its original site. The Toll Booth's integrity on this matter has been long compromised having already been relocated twice and it may be that that disconnection has meant that the Toll Booth has not warranted formal recognition as a place of historic heritage value.
115. I agree with Ms Tanner's assessment of the proposed restoration and relocation of the various Wellington Harbour Board gates and railings³⁵ as enhancing the historic heritage values of the North Kumutoto precinct.
116. Ms Tanner addresses some reservations on both the assessment of effects arising from the proposed development of the wharves and wharf edges, and of the reclamation edge, as detail or elaboration of effects on these elements was not provided by the applicant although she states that she supports the restoration of the wharves from a heritage perspective in principle. I am mindful that in his report Mr Kelly³⁶ considers these elements are "*not hugely significant from a heritage perspective*". The consent conditions Ms Tanner proposes with respect to details of the methodology guiding these interventions along with some interpretative tools to Council's approval is appropriate. These consent conditions and those further suggested by Ms Tanner are appropriate.
117. Matters of archaeology have been generally dismissed in the report of Ms O'Keeffe and accepted by Ms Tanner. I believe that the protection of any potential archaeology can be appropriately managed by way of existing accidental discovery protocols found in both the Heritage New Zealand Pouhere Taonga Act and the Wellington City District Plan.

Annexure 3 – Michael Kelly – Heritage AEE

118. I have considered Mr Kelly's findings in my review of the GWRC report at paragraphs 93 to 96 (above).

35 Wellington City Council, Section 87F report, Annexure 2, page 7.

36 Wellington City Council, Section 87F report, Annexure 3, page 2.

CONCLUSIONS

119. I do not agree with some submitters that the scale of proposed development is not integrated, is uncomplimentary, or will overwhelm the adjacent heritage places as key features of the waterfront.
120. I agree with the submission of Heritage New Zealand where they acknowledge the Site 10 development's "*sensitivity to heritage in the new building*"³⁷ and, in contrast to other submitters, conclude that the proposal "*respects nearby heritage*".³⁸
121. Mr Smith (Wellington Civic Trust – submission 36) considers the proposed Site 10 building form "*does not compete with the older buildings...*"³⁹ and Heritage New Zealand considers the height and bulk of the proposed building are in "*comparative proportion to Shed 21*",⁴⁰ and are "*not dominant or overwhelming*".⁴¹
122. The Architecture Centre Inc. concludes that they have "*no problem with a building of this size, form, orientation and location from a heritage or urban design perspective*".⁴²
123. I support the relocation of the historic (as distinct from heritage) Toll Booth building as it reflects a practical restoration of an authentic remnant of the historic Wellington waterfront to the waterfront. Some submitters⁴³ have objected to the relocation of the Toll Booth building while others support its relocation.⁴⁴
124. The proposal will not physically alter any heritage listed building; however the works will potentially impact on the heritage value associated with the waterfront setting where these items are located as some minor modification of the recognised rip-rap sea wall is proposed. I believe that the integrated landscaping approach across and between Sites 8, 9, 10, and adjoining waterfront areas may well prove positive and I agree with Council's proposition that such works may be "significantly" enhancing.
125. The proposed restoration and relocation of the various Wellington Harbour Board gates and railings will enhance the historic heritage values of the North Kumutoto precinct.

37 Heritage New Zealand, Submission 30, p2.

38 Ibid.

39 Smith, A for the Wellington Civic Trust, paragraph 4, page 1.

40 Heritage New Zealand, Submission 30, p2.

41 Ibid.

42 Ibid, p4.

43 Submission 13.

44 Architecture Centre Inc., Submission 27, p12.

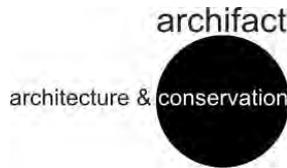
126. The protection of any potential archaeology can be appropriately managed by way of accidental discovery protocols.

A handwritten signature in black ink, appearing to read 'A. Wild', with a stylized flourish at the end.

Adam Wild fnzia
3 July 2015

APPENDIX A

curriculum vitae



Adam Wild **fnzia**
director

ADAM WILD **fnzia**, conservation architect

position: director, registered architect
employer: archifact – architecture & conservation limited

academic qualifications: **Master of Arts**
(Conservation Studies – Historic Buildings)
Institute of Advanced Architectural Studies
the University of York, England;
Bachelor of Architecture
the University of Auckland, New Zealand

professional associations and memberships:

- Registered Architect, Fellow of the New Zealand Institute of Architects, Committee member of the Auckland Branch of the NZIA - heritage portfolio
- Association for Preservation Technology International (also peer reviewer)
- DOCOMOMO International, DOCOMOMO New Zealand
- ICOMOS New Zealand, ICOMOS Pacifika, ICOMOS Polar Heritage Committee (Expert Member)
- Heritage New Zealand
- New Zealand Conservators of Cultural Materials
- Resource Management Law Association
- Urban Design Forum

professional consultation:

- Conservation Architect for the Old Government House Precinct (1840, 1856), the highest ranking historic place in Auckland
- Conservation Architect for the conservation planning of the former New Plymouth Prison for the Department of Corrections;
- Conservation Architect for the Treaty House (1834) at Waitangi; Hulme Court (1843) at Parnell; and, Erskine College (1905-1930) Wellington;
- Lead consultant for the conservation and adaptive reuse of the former Court House in Apia, Samoa;
- Conservation Architect for the conservation of Shackleton's Hut (Cape Royds, Antarctica) and author of the conservation plans for Shackleton's Hut (Cape Royds), Scott's Hut (discovery Point and Cape Evans);
- Member of multidisciplinary teams engaged in the preparation of Design Guidelines for Arrowtown, Akaroa, Lyttleton, Whangarei, and the Hutt Valley
- Involved in the research and application of high definition 3-D laser scanning technology in the survey and interpretation of historic buildings and sites