

archifact

architecture & conservation

limited

www.archifact.co.nz

64 khyber pass road
grafton
auckland 1023
po box 8334
symonds street
auckland 1150
new zealand
p 09. 966 6940
info@archifact.co.nz



fig. 1 looking west towards the michael fowler centre carpark.
(athfield architects limited, 2021)

michael fowler precinct te aro wellington

assessment of effects on heritage FINAL

for

mfc development lp

february 2022

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Prepared for:

MFC Development LP
c/o Willis Bond & Co. Ltd
PO Box 24137
Wellington 6142

Attention: Rosalind Luxford

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Auckland, February 2022



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1. executive summary

Within the Wellington City Council (WCC) District Plan (DP), the subject site is located within the Central Area. *Chapter 21 Appendix – Heritage List: Areas, Buildings, Objects, Trees and Maori Sites* in the DP identifies the site as being within the listed ‘Civic Centre Heritage Area’ (CCHA) (Map Ref: 16/17, Ref: 29), although the subject site (Michael Fowler Centre carpark) is not individually listed as a heritage place. The subject site at 110 Jervois Quay does not appear in the New Zealand Heritage List/Rārangī Kōrero administered by Heritage New Zealand Pouhere Taonga. The subject property is recognised by the New Zealand Archaeological Association (NZAA) as being within the NZAA Central City archaeological area (NZAA R27/270), the Part Reclamation ‘K’ 1889 (NZAA R27/456), and the 1886 Harbour Reclamation area (NZAA R27/266). Nearby is also Rhodes Wharf 1841-1886 area (NZAA R27/765).

This Assessment of Effects on Heritage evaluates the proposed works as an overall Discretionary (Unrestricted) Activity. While Council’s discretion is unrestricted, the criteria at 21B.2.1 within the DP provide a useful summation of relevant matters for consideration of new buildings within heritage areas. The criteria include assessment against the relevant provisions within the Central Area Urban Design Guide.

The evaluation process has included consultation with WCC Heritage and with Heritage New Zealand Pouhere Taonga. Feedback provided by the Council’s heritage advisor, Mr Kelly, following the October pre-application meeting included concerns over the “*problematic*” proposed height of the “*middle portion*” [the Lantern] relative to the MFC. Heritage New Zealand Pouhere Tanga’s primary advice for any development on the adjacent parcel to the MFC was that it “*should neither crowd the Michael Fowler Centre nor overwhelm it with excessive height*” noting that “*the proposed development appropriately respects the form and location of the Michael Fowler Centre and will be a welcome addition to the urban form in this part of Wellington*”.

The ‘Central Area Urban Design Guide Appendix 3 – 5 Civic Centre Heritage Area in the DP includes the following commentary in its description of the Civic Centre Heritage Area:

“Both the MFC car-park and Ilott Green have been included so that future development on those sites can be easily managed to protect the heritage values of Civic Square and its buildings and features.”

The recognised values for the area note that the values are fundamentally vested in the civic square space and the surrounding collection of civic buildings (including the two individual heritage buildings). The proposed development will make no change to these recognised heritage values.

This proposed development responds directly and appropriately to the recognised historic heritage values of the CCHA. It occupies a site anticipated in the CCHA as readily developable and responds positively to that and the wider heritage context, including the landmark status of the Michael Fowler Centre.

2. commission

archifact – architecture & conservation ltd (Archifact) was commissioned by Willis Bond & Co. in September 2021.

3. brief

The brief for the project required Archifact to undertake an independent and objective professional assessment considering the effects on historic heritage values of the Civic Centre Heritage Area arising from the proposed Michael Fowler Precinct (MFP) development at 110 Jervois Quay, Wellington, and to guide the design team in key decisions with respect to heritage.

4. identification of the place

4.1 address

110 Jervois Quay
Te Aro
Wellington Central
Wellington 6011

NZTM reference: Northing: 5427502 / Easting: 1748916

4.2 ownership

The property is owned by the Wellington City Council.

4.3 legal description

Lot 1 DP 494594

4.4 local authority status

Within the Wellington City Council (WCC) District Plan (DP), the subject site is located within the Central Area. *Chapter 21 Appendix – Heritage List: Areas, Buildings, Objects, Trees and Maori Sites* in the DP identifies the site as being within the listed 'Civic Centre Heritage Area' (Map Ref: 16/17, Ref: 29), although the subject site (Michael Fowler Centre carpark) is not individually listed as a heritage place.

There are several nearby heritage-listed items:

- Wellington Town Hall 1902-04, 101 Wakefield Street (Map Ref: 17, Ref: 325)
- Wellington City Art Gallery (former Public Library) 1939, Civic Square (Map Ref: 17, Ref: 70)
- John Chambers Building 1917, 2-14 Cable Street (Map Ref: 17, Ref: 48)
- Wellington Free Ambulance Building 1931, 5-9 Cable Street (Map Ref: 17, Ref: 47)
- Odlins Building 1907, 11-12 Cable Street (Map Ref: 17, Ref: 49)
- Cuba Street Heritage Area, Cuba Street (Map Ref: 16/17, Ref: 27)

4.5 heritage new zealand listing

The subject site at 110 Jervois Quay does not appear in the New Zealand Heritage List/Rārangī Kōrero administered by Heritage New Zealand Pouhere Taonga (HNZPT).

There are however several HNZPT heritage-listed places nearby:

- Wellington Town Hall, 101 Wakefield Street (Category 1 Historic Place, List No: 3275)
- Wellington Central Library (Former), 101 Wakefield Street, Civic Square (Category 2 Historic Place, List No: 1451)
- Wellington Central Library, 65 Victoria Street (Category 1 Historic Place, List No: 9761)
- Wellington Free Ambulance Building (Former), 5-9 Cable Street (Category 1 Historic Place, List No: 3644)
- Odilins Building 1907, 11-12 Cable Street (Category 1 Historic Place, List No: 7418)
- Cuba Street Historic Area, Cuba Street (Historic Area, List No: 7209)

4.6 archaeological status

The subject property is recognised by the New Zealand Archaeological Association (NZAA) as being within the NZAA Central City archaeological area (NZAA R27/270), the Part Reclamation 'K' 1889 (NZAA R27/456), and the 1886 Harbour Reclamation area (NZAA R27/266). Nearby is also Rhodes Wharf 1841-1886 area (NZAA R27/765).

An application for an Authority must be made to HNZPT for any activities that will or may modify or destroy the whole or any part of any archaeological site.

5. methodology

5.1 assessment of effects on heritage

The DP – Chapter 21 Heritage Rules confirm that the proposed development activities – i) *Construction of any new building, and modifications to any existing building on a site in a heritage area, that does not meet Permitted Activity conditions*, and ii) *Earthworks that do not meet Permitted Activity conditions* – are Discretionary (Restricted) Activities. Further, in accordance with the DP Chapter 13 Central Area Rules (Rule 13.4.9), the proposed development activity – *the construction of new buildings and structures that are located in an identified Heritage Area and which exceed the absolute maximum height standards specified in 13.6.3.1.6* – is recognised as a Discretionary (Unrestricted) Activity.

Accordingly, this Assessment of Effects on Heritage (AEH) evaluates the proposed works as an overall Discretionary (Unrestricted) Activity. While Council's discretion is unrestricted, the criteria at 21B.2.1 within the DP provide a useful summation of relevant matters for consideration of new buildings within heritage areas. The criteria include assessment against the relevant provisions within the Central Area Urban Design Guide. This AEH also considers the relevant Policies at 12.2.3.2, 12.2.5.1, and 12.2.5.3-12.2.5.5 at Chapter 12 Central Area within the DP. This AEH relies on WCC's Heritage Inventory Reports for the Civic Centre Heritage Area and other nearby heritage places (see **appendix b**) and also considers the HNZPT List Entries

(see **appendix c**) as guidance to, and confirmation of, the various heritage-listed places found in the immediate area as record of the heritage values for these heritage-listed places. It is against those respective list records which the proposed works, and any impacts arising from that work on the nearby historic heritage places and heritage areas, can be measured.

5.2 conservation practice

Consideration of any historic heritage conservation issues relating to this application are made in accordance with the principles of the *ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value* (2nd edition, 2010).

5.3 consultation

5.3.1 wcc

The evaluation process has included consultation with WCC Heritage through a pre-application process (26 October 2021), an Urban Design Panel presentation (24 November 2021), and via opportunity to meet directly with Michael Kelly, Council's external heritage consultant (3 February 2022) in working towards a supportable application. Feedback provided by Mr Kelly following the October pre-application meeting included concerns over the "*problematic*" proposed height of the "*middle portion*" [the Lantern] as such height would, in Mr Kelly's opinion, make the building significantly taller than the MFC, something which he contends "*the design guide was written to expressly avoid.*" While the District Plan recognises that "*contributing buildings in heritage areas*" warrant "*the same treatment and control as listed items*" this is qualified to correspond with "*demolition and the design of additions and alterations*"¹ to contributing buildings and does not govern matters of adjacent height on contributing buildings. The Guideline's sole *Objective* states:

"(CC) O1.1 *To maintain and enhance the values of the area, and its special civic status, by protecting the special configuration of the **public space** [emphasis added], and preserving and conserving its **heritage buildings** [emphasis added]."*

The consultation with Mr Kelly enabled opportunity to test a number of matters raised by him previously relating to effects on historic heritage. This process resulted in Mr Kelly accepting that the concerns he had raised earlier were now of less concern. Matters raised by Mr Kelly and discussed included:

- The proximity to the east side of the MFC.
The discussion on site provided opportunity to test the spatial relationship of the Renouf Foyer under-croft with the setoff of the proposed new building. This was helpful in recognising the various existing scale relationships evident there;
- While height remains a matter of interest, this doesn't appear to be a critical factor; acknowledging that Mr Kelly would still prefer to see height shifted further to the east away from the MFC. We discussed the lens the ODP Policies at 12.2.5.4 provide through which to consider additional height;
- Mr Kelly pondered the values and effects of greater height at the east end of the site to reflect the John Chambers Building, but conceded that these

¹ WCC Operative district Plan Chapter 20 – *Mtheods* p 11.

were probably not heritage related. The proposal does in fact target a greater height (27m) at this end relative to the ca.16m height of the John Chambers Building;

- Mr Kelly conceded that his earlier comments on colour were more a “*place holder*” and that his expectations on colour were that this would be drawn from a refined and limited palette. The *Architectural Design Statement* provides a helpful commentary on the materiality of the western wedge where it states that the cladding proposed for this element is a “*modulated coloured stainless steel in reference to the material and form of the MFC Renouf Foyer*”;
- We considered the proposal from the Civic Square and discussed the various heights of the proposed building elements from that point. We agreed that the proposal would not be visible from the Civic Square and this is evident in the Athfield Architects *Townscape View C* (below) and included in the application bundle.

C. CIVIC SQUARE
PROPOSED

WILLIS
BOND

16-10
MFC Precinct
Townscape Views
February 2022
WORK IN PROGRESS
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Fig. 2 Athfield Architects' *Townscape View C*.

5.3.2 hnzpt

A consultative meeting was held with HNZPT (Dean Raymond, Planner and Area Manager) on the 3rd of February 2022 in order to present the proposal and to discuss matters associated with potential effects on the nearby scheduled (WCC) and listed (HNZPT) historic heritage places near the development site.

HNZPT noted² that in their view “*the proposal is reasonably straightforward in terms of heritage*” and that “*the proposed development appropriately respects the form and location of the Michael Fowler Centre and will be a welcome addition to the urban form in this part of Wellington*”. HNZPT advised that a nomination process for inclusion of the Civic Square in the New Zealand Heritage List was in train, but not yet in effect. HNZPT also noted that “*because the proposed building does not front onto Civic Square, it will have virtually no effects on the buildings individually Listed by Heritage New Zealand: Wellington Town Hall (Category 1), the former Wellington*

² Email from HNZPT (Dean Raymond) received 14 February 2022

Central Library (now the City Gallery; Category 2); and the Wellington Central Library (Category 1)". The landmark status of the MFC was acknowledged and the controls afforded it through provisions of the District Plan as a contributing building within the CCHA discussed. HZNPT recorded that its primary advice for any development on the adjacent parcel to the MFC was that it "*should neither crowd the Michael Fowler Centre nor overwhelm it with excessive height.*"

5.4 constraints

This assessment is based on the 'MFC Carpark In Progress Preliminary Design', 'MFC Precinct Draft Preliminary Design', Architectural Design Statement, and 'Townscape Views' prepared by Athfield Architects, dated 4th February 2022.

6. background

6.1 site and context



Fig. 3 Aerial view of the wider Wellington Central context with the subject site arrowed.
(Wellington City Council GIS Map, accessed 2021)



Fig. 4 Aerial view of the site context with the Michael Fowler Centre carpark indicated with the dashed outline and arrowed.
(Wellington City Council GIS Map, 2021)

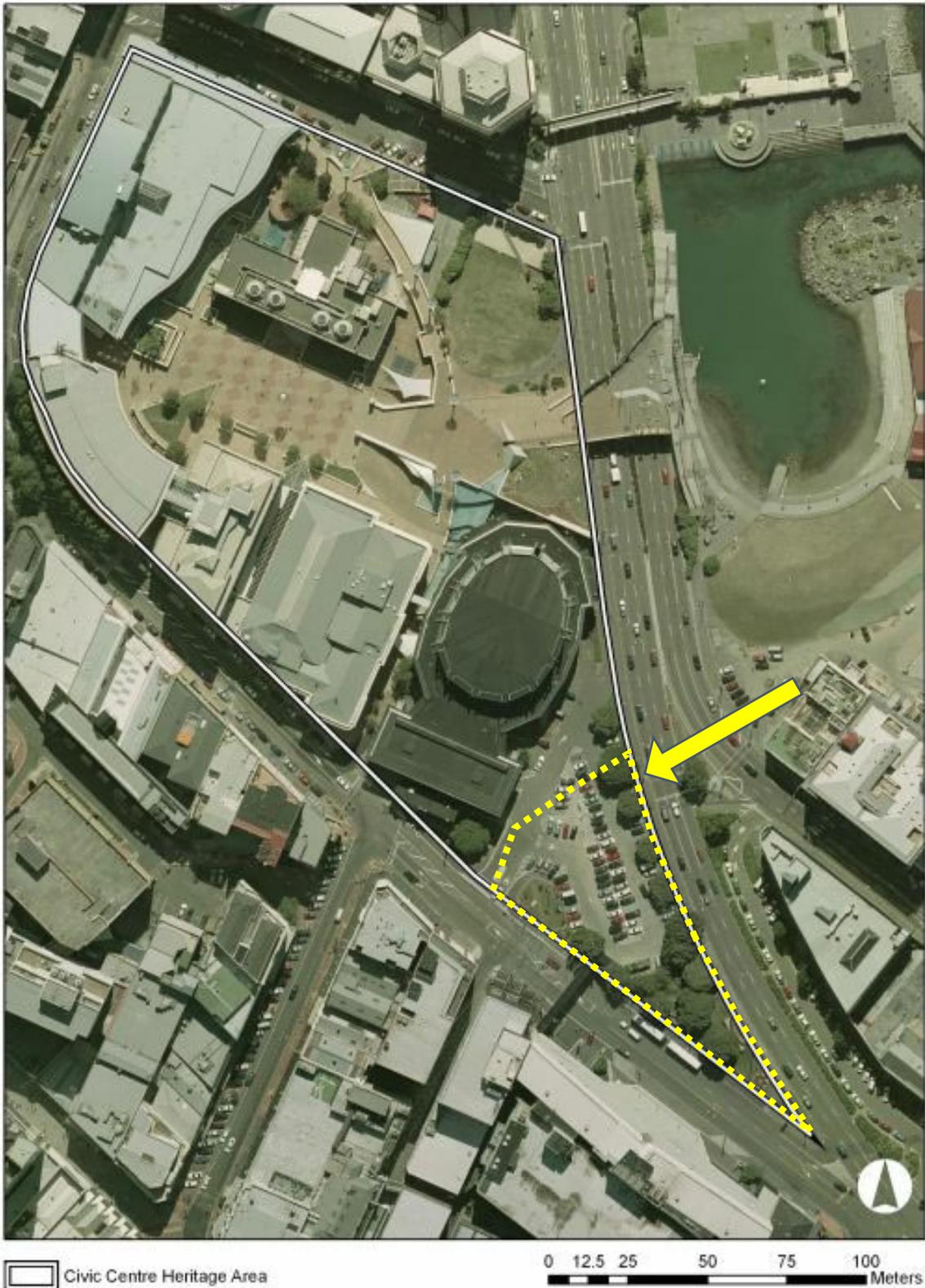


Fig. 5 Aerial view of the Civic Centre Heritage Area, with the subject site in the Michael Fowler Centre carpark indicated with the dashed outline and arrowed.
(Wellington City Council DP)

The 'Central Area Urban Design Guide Appendix 3 – 5 Civic Centre Heritage Area in the DP has the following commentary on the Civic Centre Heritage Area:

The square at the Civic Centre has, very quickly since its formal opening in 1992, become a place of great importance to Wellington City. As one of the largest single public areas in Wellington it is a very popular place for gatherings and events and is widely used by Wellingtonians and visitors alike. It has acquired very high social significance for this role.

The space of the square is defined and framed by a heterogeneous collection of civic buildings of high importance to Wellington, particularly the two key heritage buildings – the Wellington Town Hall and City Art Gallery. Together with the other buildings in the square, most of which contribute significantly to the aesthetic appeal of the square, they imbue this area with great historic and architectural value.

The land here is historically important, as it has been used for municipal purposes for well over 100 years. The building collection in turn uniquely reflects Wellington's civic growth and social and political history. It also illustrates a wide variety of styles designed by a succession of important and well-known architects and offers an interesting insight into Wellington's 20th century architectural history. The buildings have significant collective value for this role. The strength of this collection of buildings is greatly enhanced by the public use and recognition of the square and their role in surrounding streetscapes.

The boundary of the heritage area is a straightforward one – the contiguous block of land physically bounded by Wakefield Street to the south, Jervois Quay to the east, Harris Street to the north and Victoria Street to the east. It includes all the buildings surrounding the square and the Michael Fowler Centre (MFC) as well as the present MFC car-park area and gardens. Both the MFC car-park and Illot Green have been included so that future development on those sites can be easily managed to protect the heritage values of Civic Square and its buildings and features.

The Civic Centre heritage area contains two potential development sites - Illot Green and the Michael Fowler Centre carpark... The Michael Fowler Centre carpark is located on the south eastern tip of the heritage area. Being at the eastern end of the heritage area its principle [sic] relationship is with the Michael Fowler Centre, a building that has, over its life, developed landmark qualities.³

³ Wellington City District Plan, "Vol. 2 Central Area Urban Design Guide – Appendix 3 Heritage Areas," 29-30.

7. assessment of effects on heritage

In accordance with Section 5.1 (above), this Assessment of Effects on Heritage (AEH) evaluates the proposed works as an overall Discretionary (Unrestricted) Activity. This AEH considers the proposed works against the assessment criteria at 21B.2.1 and 21B.2.3, and relevant Policies in Chapter 12 (12.2.3.2, 12.2.5.1, and 12.2.5.3-12.2.5.5).

The Resource Consent bundle details the full scope and extent of the works.

The site and context values described in Section 6 (above) establish a baseline against which the District Plan assessment criteria set out below have been considered in this report. It is with that understanding that this AEH on historic heritage values has been measured.

7.1 assessment criteria

7.1.1 new building

21B.2.1 Assessment Criteria	Archifact comment
<p><i>21B.2.1.3 The extent to which the form, mass, proportion and materials of the new building or structure is compatible with the original architectural style predominant in the heritage area.</i></p>	<ul style="list-style-type: none"> • The District Plan recognises the heterogeneous nature of buildings defining and framing the Civic Square. It also notes the inclusion of the MFC car-park and Ilott Green within that area as development sites that can be “<i>easily managed to protect the heritage values of the Civic Square and its buildings and features</i>”. This criterion is primarily concerned with the compatibility of the form, mass, proportion and materials of new buildings on the largely self-contained Civic Centre and particularly those buildings surrounding the square. Beyond the square the area is surrounded by a range of different settings, including the urban cityscapes and is the appropriateness of the response beyond the square to those different settings that the proposed development has been informed. • The proposed built forms and height of the new building respond positively to the various built forms found within the Civic Centre Heritage Area (CCHA). The height of the East Wing and the West Wing on Wakefield Street responds to the lower-scaled heights of the Wellington Town Hall (WTH) and the Michael Fowler Centre (MFC). The taller North Wing (the Lantern) form relates to the height of the eight-storeyed Municipal Office Building (MOB) within the CCHA. The <i>Architectural Design Statement</i> notes of the Lantern element that “<i>the location of the height and form occurs at the ‘centre of gravity’ of the site (at its broadest width), and responds to the generally taller scale of the city towards the southwest compared with the lower city towards the east</i>”. • The curved western elevation of the Lantern, facing the MFC, provides a subtle reflection of the distinctive curved/faceted external form of the MFC building. The <i>Architectural Design Statement</i> notes that the height and form of the Lantern “<i>compliments the iconic form of the MFC building and amplifies the importance of the Civic / cultural precinct when viewed from the harbour or along the Quays</i>”.

21B.2.1 Assessment Criteria	Archifact comment
	<ul style="list-style-type: none"> The extent of elevational articulation, varied material palette, and ratio of window-to-wall openings is in keeping with the existing architectural context in the CCHA. Consequently, the proposed form and mass is compatible with the original architectural styles predominant in the CCHA.
<p>21B.2.1.4 <i>The extent to which the new building or structure is positioned or sited to maintain continuity of front façade alignment of buildings in the vicinity.</i></p>	<ul style="list-style-type: none"> Aside from the MFC, which is set back from the street edge and oriented on an angle to the street, all of the buildings along Wakefield Street are aligned with front façades directly on the street boundary. The proposed building maintains this condition, being located directly on the Wakefield Street boundary. Along Jervois Quay to the north, there is an inconsistent alignment of front façades relative to the street, with the nearby buildings within the urban block (including the adjacent MFC) set back from the street edge. The proposed building follows the line of the street (as is displayed by the heritage John Chambers Building on the opposite side of the street), but is set back from the boundary to maintain the existing line of street trees along the street edge.
<p>21B.2.1.5 <i>The extent to which proposals meet the provisions of any relevant Design Guide and particularly in respect of the Heritage Areas within the Central Area, the provision of the Central Area Urban Design Guide.</i></p>	<ul style="list-style-type: none"> The proposed works comply with the relevant Objectives and Guidelines in the <i>Central Area Urban Design Guide</i>. It is noted that the provisions in the Design Guide are only objectives and guidelines, and not rules. Further, the Design Guide identifies that “<i>Good design is site and programme specific, and not all of the generic design guidelines in this design guide will necessarily apply to every site</i>” and also that “<i>Sometimes, a design objective may be best achieved by means not anticipated in these guidelines. In this situation, it is justifiable to depart from a guideline if it can be demonstrated that the alternative design solution better satisfies the associated design objective.</i>”⁴ The following relevant objectives and guidelines within the Central Area Design Guide have been considered in the context of this application.
<p><i>Relevant Central Area Urban Design Guide Objectives:</i></p>	<p>See below:</p>
<ul style="list-style-type: none"> – <i>O2.2 To maintain or enhance the quality of the settings of individual heritage buildings, including those in heritage areas.</i> 	

⁴ Wellington City District Plan, “Vol. 2 Central Area Urban Design Guide,” 2.

21B.2.1 Assessment Criteria

Archifact comment



2.0 THE CONTEXT HERITAGE

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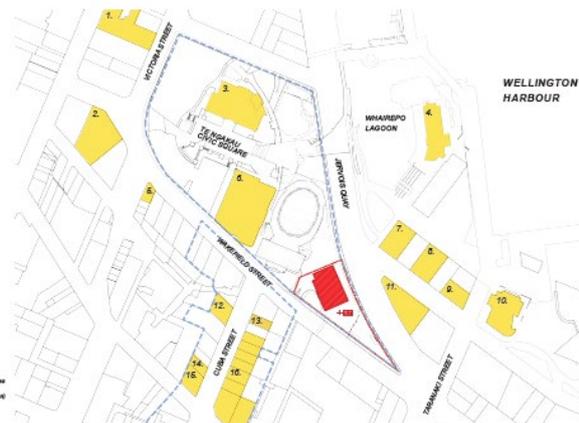
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LEGEND:

1. Bellamy Building (1900)
2. Dominion Building (1920-1930)
3. Former Wellington Central Library / City Gallery (1925-1943)
4. Old Reading Club (1940) / Wellington Phoenix Club (1976)
5. Former Racing Conference Building (1972)
6. Wellington Town Hall (1900-1904)
7. Wellington Free Ambulance Building (1911)
8. Odlin Building (1947)
9. Street 22 (1910-1920)
10. Civic Theatre (1910)
11. John Chambers Building (1917)
12. Colville Hotel (1930)
13. Newcom Building (1932)
14. T.O. McCarthy Trust Building (1948)
15. BNC Building, Te Anau Branch (1912-1913)
16. Former James Smiths (1947)

KEY
 --- Civic Centre and Cable Street Heritage Area
 ■ Heritage Listed Buildings (WCC District Plan)



- The proposed development maintains the settings of all nearby individual heritage buildings.
- As recorded in **section 4.4** (above) there are several nearby individual heritage buildings.
- Within the CCHA, the Wellington Town Hall and Wellington City Art Gallery are recognised individually as heritage buildings.
- Due to the location of the proposed development within the MFC carpark, at the eastern end of the CCHA, and due to the physical separation that the MFC building makes between the proposed development and the rest of the buildings in the CCHA, there are no adverse effects on the Wellington Town Hall and City Art Gallery buildings and their settings. Instead, by creating an enhanced public space around the proposed development, the civic square setting is enhanced.
- To the east of the proposed development, on the opposite side of Jervois Quay is the individually-listed John Chambers Building, and further away on the other side of Cable Street are the individually-listed Free Ambulance Building and Odlin's Building. The heritage setting of the John Chambers Building is identified thus: *'The John Chambers Building occupies a dramatic and highly visible wedge shaped site between Cable*

21B.2.1 Assessment Criteria	Archifact comment
	<p><i>Street and Jervois Quay, with the Jervois Quay elevation following the curve of the road... It is part of a group of important heritage listed buildings including the Former Wellington Free Ambulance Building, the Oldin's Building, and Shed 22, [providing] an anchoring role to this group of buildings.”⁵</i></p> <ul style="list-style-type: none"> • The proposed development maintains the prominent wedge form and site of the John Chambers Building, further reflecting its wedge-shaped form with the proposed development’s own design response to the wedge-shaped subject site. Also, as noted, the setting of the John Chambers Building is related to the other heritage buildings to the east as a group, and the proposed development will make no change to this setting and group. • While the Cuba Street Heritage Area (CSHA) is also nearby, on the opposite side of Wakefield Street, the nearest individually-listed heritage building within the CSHA is the Kennedy Building which is around the corner on Cuba Street, and has no connection to the subject site. While the proposed development will maintain and have no adverse impact on the setting of the Kennedy Building, or any other individually-listed heritage buildings within the CSHA, the proposed development introduces enhanced urban and pedestrian connections between the waterfront and Cuba Street.
<p>– <i>O3.1 To complement existing patterns of alignment, and achieve a positive scale relationship with adjoining buildings and public spaces.</i></p>	<ul style="list-style-type: none"> • The proposed development maintains the continuity of the front façade alignment along Wakefield Street within the CCHA. Along Jervois Quay to the north, there is an inconsistent alignment of front façades relative to the street, with the nearby buildings within the urban block (including the adjacent MFC) set back from the street edge. The proposed building follows the line of the street but is set back from the boundary to maintain the existing line of street trees along the street edge • The proposed built forms and height of the new building respond positively to the various built forms found within the CCHA. The height of the East Wing and the West Wing on Wakefield Street responds to the lower-scaled heights of the WTH and the MFC. The Lantern form relates to the height of the eight-storeyed MOB within the CCHA. • The composition of the proposed development has been carefully designed, with the footprint of the North Wing being moderated and only presenting a narrow elevation on the Wakefield Street and Jervois Quay elevations so as not to dominate the street presence. • The generous covered plaza space created by the jettied West Wing form also mitigates visual impacts and enables greater views towards the MFC.
<p>– <i>O3.2 To respect the setting of heritage items and identified heritage areas</i></p>	<ul style="list-style-type: none"> • The settings of the CCHA and CSHA and individual heritage items are maintained and respected. • The proposed development’s location at the far eastern corner of the CCHA, physically separated and distant from the Civic Square public space and the heritage buildings, means that

⁵ Wellington City Council, ‘John Chambers Building – Heritage Inventory Report,’ (2013), 8.

21B.2.1 Assessment Criteria	Archifact comment
	<p>there is no adverse effect on any heritage settings (including that of the CSHA).</p> <ul style="list-style-type: none"> • Further, the enhancing works to the surrounding public spaces and pedestrian thoroughfares through and around the proposed development enhance the civic nature and heritage values of the CCHA. • It is noted that the CCHA statement in the District Plan states that development is specifically anticipated on the subject site (<i>“Both the MFC car-park and Ilott Green have been included so that future development on those sites can be easily managed to protect the heritage values of Civic Square and its buildings and features”</i>). • See the commentary above against Objective O2.2 for further discussion on the setting of heritage items and heritage areas.
<ul style="list-style-type: none"> – <i>O6.2 To respect and conserve original heritage fabric.</i> 	<ul style="list-style-type: none"> • Located in the MFC carpark area at the eastern end of the heritage area, the proposed development is separate from all existing heritage buildings and has no effects, adverse or otherwise, on any existing original heritage fabric.
<p><i>Relevant Central Area Urban Design Guide Guidelines:</i></p>	<p>See below:</p>
<ul style="list-style-type: none"> – <i>G3.5 Ensure new buildings do not dominate lower adjacent public spaces and neighbouring buildings by moderating their height at and close to the street edge. This will achieve a scale transition between the higher and lower building spaces.</i> 	<ul style="list-style-type: none"> • The composition of the proposed development has been carefully designed, with the footprint of the North Wing being moderated and only presenting a narrow elevation on the Wakefield Street and Jervois Quay elevations so as not to dominate the street presence. • On both street-facing elevations, the bulk of the proposed building forms comprise the East and West Wings which are lower-height and enable a scale transition between lower and higher built forms and public spaces. • The curved western elevation of the North Wing further mitigates the visual impact of the taller form and assists with the transition between the higher and lower building forms.
<ul style="list-style-type: none"> – <i>G3.7 Reduce the proportion of site area covered by parts of buildings that are significantly higher than existing surrounding buildings.</i> 	<ul style="list-style-type: none"> • The tallest part of the proposed development (the North Wing ‘Lantern’) is a maximum of eight storeys. This corresponds to the eight-storey height of the nearby MOB within the CCHA and reflects the prevailing heights/forms of the buildings within the CSHA on the opposite side of Wakefield Street where the CSHA terminates along Wakefield Street. As such, the tallest section of the proposed building is not significantly higher than the surrounding buildings. • Nevertheless, the footprint of the North Wing, being the tallest section of the proposed development at eight storeys, is reduced so that the proposed building does not overshadow the existing surrounding buildings, including the MFC and the WTH to the north-west. • Along Wakefield Street, the eight-storey section sits in the middle of the elevation and is ‘bookended’ by the lower-height East and West Wings so as not to dominate the street presence.

21B.2.1 Assessment Criteria	Archifact comment
<ul style="list-style-type: none"> – <i>G3.8 Mitigate the visual impact of building bulk, where a building is large relative to its neighbours and to other nearby buildings.</i> 	<ul style="list-style-type: none"> • The proposed building demonstrates a similar height, bulk, and proportions to the surrounding buildings (within the CCHA, the CSHA opposite, and other buildings in the vicinity). • The overall proposed building volume is broken up into smaller volumes with different architectural treatments. • The taller North Wing section is set back from the MFC with the West Wing (the lowest-height built section) providing a scale transition between the MFC and the higher North Wing form, so as not to visually dominate the adjacent MFC. • While the adjacent MFC and, in particular, the front lobby section of the building is lower than the proposed development, the composition of the proposed building mitigates visual impacts on the adjacent building. • The form of the West Wing responds to the elevated gallery spaces of the MFC in scale, material, and form, with the horizontal lines of the West Wing relating to the existing horizontals in the MFC. • The generous covered plaza space created by the jettied West Wing form also mitigates visual impacts and enables greater views towards the MFC. • The curved western elevation of the North Wing further mitigates the visual impact of the taller form in relation to the MFC.
<ul style="list-style-type: none"> – <i>G5.2 Generally avoid reproducing the appearance of existing frontages on new buildings.</i> 	<ul style="list-style-type: none"> • The proposed elevational treatment is authentic and contemporary and does not reproduce the appearance of any existing frontages. • Nevertheless, the extent of elevational articulation, varied material palette, and ratio of window-to-wall openings is in keeping with the existing architectural context in the CCHA.
<ul style="list-style-type: none"> – <i>G5.8 Place particular emphasis on the design and appearance of building tops which are prominent in views across the city.</i> 	<ul style="list-style-type: none"> • The proposed building is not a particularly prominent building within views across the city (aside from a view from the north across the lagoon). • The varying heights of the major building components creates a varied and dynamic roof silhouette to the overall proposal as well as affording opportunities for upper level terraces and green roofs to improve amenity for adjacent spaces.
<ul style="list-style-type: none"> – <i>G5.9 Avoid degrading the value of heritage area skylines by changing the parapets and roofs of heritage buildings, or adding to buildings within or immediately adjacent to heritage areas.</i> 	<ul style="list-style-type: none"> • The proposed development makes no change to silhouettes of existing buildings. • Neither does it have any adverse effects on any heritage area skylines. • The proposed development is primarily perceived on approach from the east along Wakefield Street and from the north across from the lagoon and Frank Kitts Park. • From the east, the existing buildings of the CCHA do not demonstrate an especially noteworthy skyline, aside from the MFC which will remain visible. The backdrop of the ‘high city’ section of the Central Area will remain visible behind the proposed development. • From the north, the existing skyline of the CCHA buildings will remain the same, with the proposed building appearing in a positive relationship with the MFC skyline. • See the AAL’s Townscape Views.

21B.2.1 Assessment Criteria	Archifact comment
<p><i>Relevant Civic Centre Heritage Area Design Guide Objectives:</i></p> <ul style="list-style-type: none"> – (CC) O1.1 To maintain and enhance the values of this area, and its special civic status, by protecting the special configuration of the public space, and protecting and conserving its heritage buildings. 	<ul style="list-style-type: none"> • The proposed development makes no change to the existing, special configuration of the Civic Square and the surrounding heritage buildings. • The broader heritage settings and vistas to and within the CCHA Area are retained and enhanced by the proposed development. • The development site is currently an open carpark (with a temporary building) that has minimal connection with the principal civic space of Wellington. The proposed scheme looks to remedy this disconnection with the civic qualities of the heritage area, by introducing public spaces to the eastern corner of the CCHA. It is achieved through the site landscaping, the new pedestrian thoroughfares around and through the building, the wider urban connections, and the interior/exterior pedestrian/public interfaces at ground level.
<p><i>Relevant Civic Centre Heritage Area Design Guide Guidelines:</i></p>	<p>See below:</p>
<ul style="list-style-type: none"> – (CC) G1.1 Retain all existing heritage buildings. 	<ul style="list-style-type: none"> • All existing heritage buildings (both individually-listed and contributing buildings within the heritage area) are retained.
<ul style="list-style-type: none"> – (CC) G1.3 Maintain and enhance the relatively low scale and relationship of existing buildings to the square. 	<ul style="list-style-type: none"> • The proposed development makes no change to the existing relationship between buildings and the Civic Square space. • The proposed new building is physically separated from the square by the MFC and is not visible for people standing in the Civic Square space (as per the AAL Townscape Views).
<ul style="list-style-type: none"> – (CC) G1.4 The construction of new buildings in the open space of the square is not appropriate. 	<ul style="list-style-type: none"> • Not applicable, as the proposed building is located within the MFC carpark, at the southeastern tip of the heritage area, and not within the open space of the square.
<ul style="list-style-type: none"> – (CC) G1.5 Retain and enhance the key entrances to the square. 	<ul style="list-style-type: none"> • The proposed development retains and has no effect on any entrances to the square.
<ul style="list-style-type: none"> – (CC) G1.6 Promote the development of new active edges in existing buildings on the edge of the square. 	<ul style="list-style-type: none"> • Not applicable, as the proposed development is for a new building, and makes no change to the existing buildings on the edge of the square. • Nevertheless, the proposed building includes active edges and a strong pedestrian activation around and through the building.
<ul style="list-style-type: none"> – (CC) G1.7 Maintain views into, around, and from the square. 	<ul style="list-style-type: none"> • As shown in the Townscape Views, the proposed development is physically distant and separated from the square by the MFC and will have no impact on the views into, around, and from the public Civic Square area.
<ul style="list-style-type: none"> – (CC) G1.8 Maintain the openness and access to sunlight in the square. 	<ul style="list-style-type: none"> • As confirmed in the Architectural Design Statement (Section 3) there will be no shading on Civic Square during the protected hours from the proposed development.

21B.2.1 Assessment Criteria	Archifact comment
21B.2.1.6 For modifications, alterations and additions, the Council will have regard to relevant assessment criteria under Rule 21A.2.1.	<ul style="list-style-type: none"> Not applicable, as the proposed development is for a new building and not modifications or additions to an existing building.
21B.2.1.7 Whether professional heritage or conservation advice has been obtained from the NZHPT or any other professionally recognised expert in heritage conservation.	<ul style="list-style-type: none"> The applicant has engaged Archifact to provide qualified and experienced expert specialist conservation advice for the project, particularly in dealing with the effects of the proposed scheme on the heritage values of the CCHA and the nearby scheduled heritage places. Consultation with HNZ has been undertaken (see section 5.3.2 hnzpt for discussion on the consultation process).
21B.2.1.8 Whether work is in accordance with a conservation plan prepared for the building or object and peer reviewed by the Council.	<ul style="list-style-type: none"> A Te Ngakau Civic Precinct Conservation Plan was commissioned by Council in May 2021 and it is not currently publicly available. As such, the proposed development could not be guided by a Conservation Plan. The proposed development is guided by qualified professional consultation from Archifact.
21B.2.1.9 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.	<ul style="list-style-type: none"> The site is covered by the NZAA Central City archaeological area (R27/270), the Part Reclamation 'K' 1889 (NZAA R27/456), and the 1886 Harbour Reclamation area (NZAA R27/266). Nearby is also Rhodes Wharf 1841-1886 area (NZAA R27/765). See the December 2021 <i>Michael Fowler Centre Carpark building development</i> archaeological assessment prepared by Capital Heritage Limited. A condition of consent triggering an Accidental Discovery Protocol is suggested, to appropriately manage any archaeological discoveries during works.
21A.2.1.22 The public interest in enhancing the heritage qualities of the City and in promoting a high quality, safe urban environment.	<ul style="list-style-type: none"> The Civic Centre Heritage Area is Wellington's primary civic and community space. There is significant public interest in enhancing the subject site, integrating it better within the Civic Square while recognising the heritage values of the CCHA. The heritage values of the CCHA, within which the proposed development is included, are appropriately maintained and respected. The development site is currently an open carpark (with a temporary building) that has minimal connection with the principal civic space of Wellington. The proposed scheme looks to remedy this disconnection with the civic qualities of the heritage area, by introducing public spaces to the eastern corner of the CCHA. It is achieved through the site landscaping, the new pedestrian thoroughfares around and through the building, the wider urban connections, and the interior/exterior pedestrian/public interfaces at ground level. By integrating two new public connections through the development, the proposed scheme positively enhances the wider Wellington urban environment. The new building is constructed directly on the Wakefield Street boundary to maintain the continuity of front façade alignment. It provides a pedestrian canopy along the Wakefield Street edge of the new building. Refer urban design assessment for further commentary.

Chapter 12 Relevant Policies	Archifact comment
<p>12.2.3.2 <i>Promote a strong sense of place and identity within different parts of the Central Area.</i></p>	<ul style="list-style-type: none"> As discussed above, the proposed development responds positively and carefully to the distinctive Civic Square built context and setting. The proposed development also maintains the public/civic identity and setting of the CCHA and reinforces the pedestrian-focussed nature of the site.
<p>12.2.5.1 <i>Manage building height in the Central Area in order to:</i></p> <ul style="list-style-type: none"> – <i>Reinforce the high city/low city urban form</i> – <i>Ensure that new buildings acknowledge and respect the form and scale of the neighbourhood in which they are located</i> – <i>Achieve appropriate building height and mass within identified heritage and character areas</i> 	<ul style="list-style-type: none"> The proposed development reflects the prevailing scale, form, and height of the surrounding neighbourhood. The proposed Lantern element of the new building is eight storeys, which corresponds to the eight-storey height of the nearby MOB within the CCHA. It also reflects the heights/forms of the buildings within the CSHA on the opposite side of Wakefield Street where the CSHA extends out and terminates at Wakefield Street. Its location is within the transition between the ‘high city’ and ‘low-city’ areas of central Wellington. Since the proposed height and massing composition reflects and reinforces the surrounding built condition, the maximum height of the Lantern reinforces the prevailing height transition between the ‘high city’ area to the north/west and the ‘low city’ area to the south and east. The heights of the proposed building forms (the six-storey East Wing, the four-storey West Wing, and the eight-storey North Wing) relate to the existing building heights found along Wakefield Street. As discussed above, the proposed building height and mass are appropriate in relation to the surrounding and nearby heritage areas and individual heritage items.
<p>12.2.5.3 <i>Manage building mass in conjunction with building height to ensure quality design outcomes.</i></p>	<ul style="list-style-type: none"> The proposed building composition breaks down the building bulk into several different volumes with different heights and architectural treatments that respond to the nearby built forms. The proposed built forms and height of the new building respond positively to the various built forms found within the Civic Centre Heritage Area (CCHA). The height of the East Wing and the West Wing on Wakefield Street responds to the lower-scaled heights of the Wellington Town Hall (WTH) and the Michael Fowler Centre (MFC). The taller North Wing form relates to the height of the eight-storeyed Municipal Office Building (MOB) within the CCHA. The composition of the proposed development has been carefully designed, with the footprint of the North Wing being moderated and only presenting a narrow elevation on the Wakefield Street and Jervois Quay elevations so as not to dominate the street presence. On both street-facing elevations, the bulk of the proposed building forms comprise the East and West Wings which are lower-height and enable a scale transition between lower and higher built forms and public spaces. The heights of the proposed building forms (the six-storey East Wing, the four-storey West Wing, and the eight-storey North Wing) relate to the existing building heights found along Wakefield Street.

Chapter 12 Relevant Policies	Archifact comment
	<ul style="list-style-type: none"> • See the Architectural Design Statement and the Urban Design Assessment, for further discussion of design outcomes.
<p><i>12.2.5.4 To allow building height above the specified height standards in situations where building height and bulk have been reduced elsewhere on the site to:</i></p> <ul style="list-style-type: none"> – <i>Provide an urban design outcome that is beneficial to the public environment, or</i> – <i>Reduce the impact of the proposed building on a listed item.</i> <p><i>Any such additional height must be able to be treated in such a way that it represents an appropriate response to the characteristics of the site and the surrounding area.</i></p>	<ul style="list-style-type: none"> • While the eight-storey North Wing exceeds the absolute maximum height standard specified for the area, the overall building design (height, forms, scale, massing, materiality) has been carefully managed to reduce the impact on the surrounding Civic Centre Heritage Area, nearby individually-listed heritage buildings, the immediately adjacent MFC building, and the nearby Cuba Street Heritage Area. • The scheme also provides a positive urban design outcome that significantly enhances the public environment of the CCHA and the wider Central Wellington context. • The proposed building composition breaks down the overall building bulk into several different volumes with different heights and architectural treatments that respond to the nearby built forms. • The proposed building demonstrates a similar height, bulk, and proportions to the surrounding buildings (within the CCHA, the CSHA opposite, and other buildings in the vicinity). • The overall proposed building volume is broken up into smaller volumes with different architectural treatments. • The taller North Wing section is set back from the MFC with the West Wing (the lowest-height built section) providing a scale transition between the MFC and the higher North Wing form, so as not to visually dominate the adjacent MFC. The North Wing (Lantern) elevational treatment is more highly-glazed and visually transparent than the lower-height East and West Wings. • The curved western elevation of the North Wing mitigates the visual impact of the taller form in relation to the MFC, and also opens up and frames a new public space at ground level. • While the adjacent MFC, and in particular the front lobby section of the building, is lower than the proposed development, the composition of the proposed building mitigates visual impacts on the adjacent building. • The generous covered plaza space created by the jettied West Wing form also mitigates visual impacts and enables greater views towards the MFC. • See the commentary above, particularly regarding the Central Area Urban Design Guide Objective 03.1 and Guidelines G3.5, G3.7 & G3.8. • See also the Architectural Design Statement and the Urban Design Assessment.
<p><i>12.2.5.5 Require design excellence for any building that is higher than the height standard specified for the Central Area.</i></p>	<ul style="list-style-type: none"> • See the Architectural Design Statement and the Urban Design Assessment, for assessment and discussion of design excellence.

7.1.2 earthworks

Wellington City Council has limited its discretion in considering an application for the Discretionary (Restricted) Activity (*earthworks within a heritage area that do not meet permitted activity conditions*) to the assessment criteria at 21B.2.3.

The Discretionary (Restricted) Activity (*earthworks that do not comply with the permitted activity conditions under 30.1.2*) is limited at 30.2.1.2(vi) to “*Heritage values (where the site is in a heritage Area or on a site containing a Heritage Item)*”. The assessment criteria at 21B.2.3 provide appropriate consideration of impacts on the heritage values.

21B.2.3 Assessment Criteria	Archifact comment
<p>21B.2.3.2 <i>Whether the earthworks will result in the loss of heritage values for which the area was listed.</i></p>	<ul style="list-style-type: none"> • The proposed earthworks will not cause any loss of heritage values for which the area is listed. • The recognised values for the area note that the values are fundamentally vested in the Civic Square space and the surrounding collection of civic buildings (including the two individual heritage buildings). The proposed development will make no change to these recognised heritage values. • It is noted that the CCHA statement in the District Plan states that development, and therefore associated earthworks, is specifically anticipated on the subject site (the MFC carpark), and so development in this location is in keeping with the recognised heritage values.
<p>21B.2.3.3 <i>The extent to which earthworks will enhance the use or appreciation of a listed heritage area.</i></p>	<ul style="list-style-type: none"> • By enabling the proposed development, the earthworks enable the enhanced use and appreciation of the CCHA, particularly through the proposed new landscaping and public spaces, and pedestrian laneway thoroughfares. Once the development is completed there will no visible evidence remaining of the earthworks.
<p>21B.2.3.4 <i>The extent to which earthworks are necessary to provide for the protection or conservation of buildings, structures or features constituting a heritage area.</i></p>	<ul style="list-style-type: none"> • Not applicable, as the earthworks (to enable the proposed development) are not required to enable the protection/conservation of any existing elements within the CCHA.
<p>21B.2.3.5 <i>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.</i></p>	<ul style="list-style-type: none"> • The site is covered by the NZAA Central City archaeological area (R27/270), the Part Reclamation ‘K’ 1889 (NZAA R27/456), and the 1886 Harbour Reclamation area (NZAA R27/266). Nearby is also Rhodes Wharf 1841-1886 area (NZAA R27/765). • See the December 2021 <i>Michael Fowler Centre Carpark Building Development</i> archaeological assessment prepared by Capital Heritage Limited. • A condition of consent triggering an Accidental Discovery Protocol is suggested, to appropriately manage any archaeological discoveries during works.

8. conclusion

The District Plan recognises the heterogeneous nature of buildings defining and framing the Civic Square. It also notes the inclusion of the MFC car-park and Ilott Green within that area as development sites that can be “*easily managed to protect the heritage values of the Civic Square and its buildings and features*”. While the District Plan also recognises that “*contributing buildings in heritage areas*” warrant “*the same treatment and control as listed items*” this is qualified to correspond with “*demolition and the design of additions and alterations*”⁶ to contributing buildings and does not govern matters of adjacent height on contributing buildings. The Guideline’s sole *Objective* states:

“(CC) O1.1 *To maintain and enhance the values of the area, and its special civic status, by protecting the special configuration of the **public space** [emphasis added], and preserving and conserving its **heritage buildings** [emphasis added].*”

The proposed form and mass is compatible with the original architectural styles predominant in the CCHA.

The Design Guide identifies that “*Good design is site and programme specific, and not all of the generic design guidelines in this design guide will necessarily apply to every site*” and also that “*sometimes, a design objective may be best achieved by means not anticipated in these guidelines. In this situation, it is justifiable to depart from a guideline if it can be demonstrated that the alternative design solution better satisfies the associated design objective.*”⁷

There are no adverse effects on the Wellington Town Hall and City Art Gallery buildings and their settings. The settings of the CCHA and CSHA and individual heritage items are maintained and respected. The proposed built forms and height of the new building respond positively to the various built forms found within the CCHA. The height of the East Wing and the West Wing on Wakefield Street responds to the lower-scaled heights of the WTH and the MFC. The Lantern form relates to the height of the eight-storeyed MOB within the CCHA.

The CCHA statement in the District Plan anticipates development on the subject site and records that “*both the MFC car-park and Ilott Green have been included so that future development on those sites can be easily managed to protect the heritage values of Civic Square and its buildings and features*”.

The tallest part of the proposed development (the North Wing ‘Lantern’) is a maximum of eight storeys. This corresponds to the eight-storey height of the nearby MOB within the CCHA and reflects the prevailing heights/forms of the buildings within the CSHA on the opposite side of Wakefield Street where the CSHA terminates along Wakefield Street. As such, the tallest section of the proposed building is not significantly higher than the surrounding buildings. Nevertheless, the footprint of the North Wing, being the tallest section of the proposed development at eight storeys, is reduced so that the proposed building does not overshadow the existing surrounding buildings, including the MFC and the WTH to the north-west. Along Wakefield Street, the eight-storey section sits in the middle of the elevation and is ‘bookended’ by the lower-height East and West Wings so as not to dominate

⁶ WCC Operative District Plan Chapter 20 – *Methods* p 11.

⁷ Wellington City District Plan, “Vol. 2 Central Area Urban Design Guide,” 2.

the street presence. The form of the West Wing responds to the elevated gallery spaces of the MFC in scale, material, and form, with the horizontal lines of the West Wing relating to the existing horizontals in the MFC.

While the eight-storey North Wing exceeds the absolute maximum height standard specified for the area, the overall building design (height, forms, scale, massing, materiality) has been carefully managed to reduce the impact on the surrounding Civic Centre Heritage Area, nearby individually-listed heritage buildings, the immediately adjacent MFC building, and the nearby Cuba Street Heritage Area.

The recognised values for the area note that the values are fundamentally vested in the Civic Square space and the surrounding collection of civic buildings (including the two individual heritage buildings). The proposed development will make no change to these recognised heritage values.

This proposed development responds directly and appropriately to the recognised historic heritage values of the CCHA. It occupies a site anticipated in the CCHA as readily developable and responds positively to that and the wider heritage context.

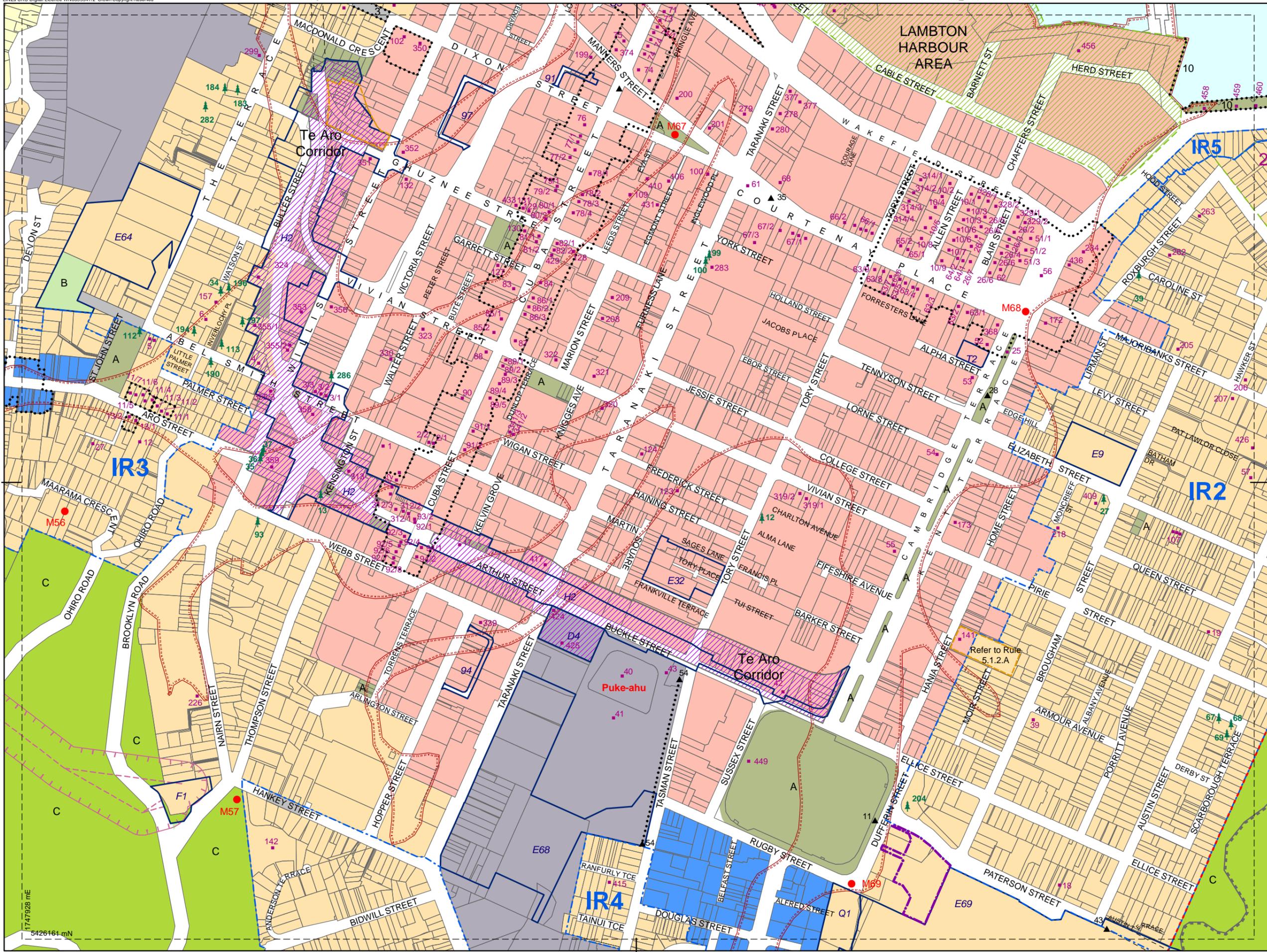
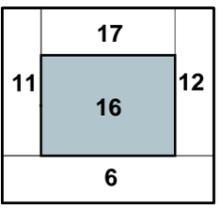


appendix a – wcc district plan map and heritage list



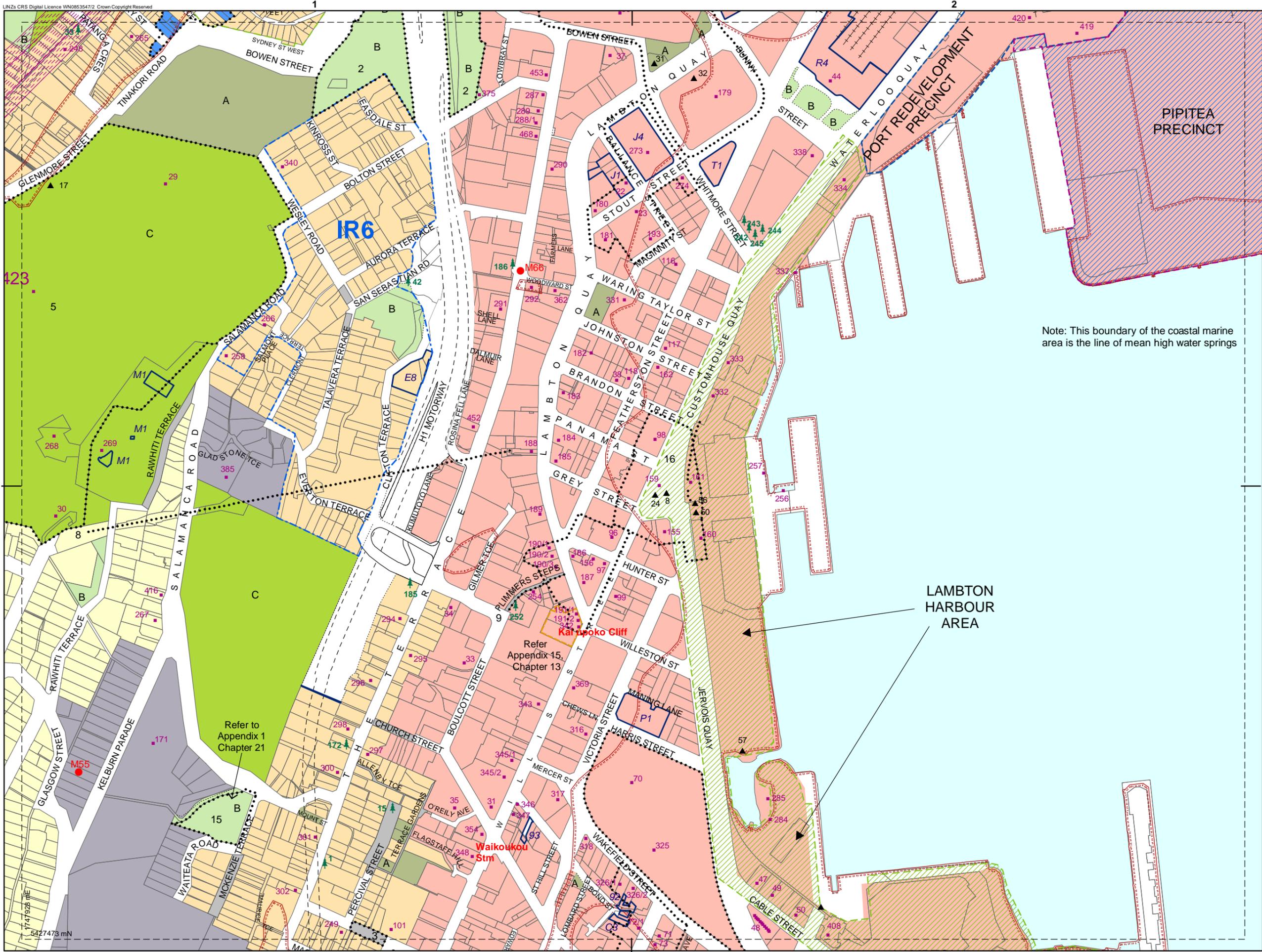


1:5,000



WELLINGTON CITY COUNCIL DISTRICT PLAN MAP

Operative July 2000
Updated July 2018



1:5,000

Note: This boundary of the coastal marine area is the line of mean high water springs

14	18	15
11	17	12
	16	

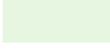
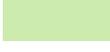
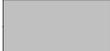


WELLINGTON CITY COUNCIL DISTRICT PLAN MAP

Operative July 2000
Updated December 2018

LEGEND FOR PLANNING MAPS

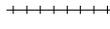
AREAS

	Central Area
	Curtis St Business
	Business 1
	Business 2
	Centre
	Urban Development Area
	Airport
	Institutional Precinct
	Inner Residential
	Outer Residential
	MDRA
	Rural
	Open Space A
	Open Space B
	Open Space C
	Conservation
	Sea
	Over water
	Unformed Legal Road
	Te Aro Corridor
	Lambton Harbour Area
	Pipitea Precinct Area

HAZARD AREAS

	Hazard (Fault Line) Area
	Hazard (Flooding) Area
	Hazard (Ground Shaking) Area

BOUNDARIES

	District Boundary
	Non Cadastral Boundary
	Designations (number references refer to Chapter 24 Schedule)
	Golf Course Boundary
	Airport Control Tower Restriction
	Railway Lines
	Specific Rules Apply
	Operational Port Area
	Port Redevelopment Area
	Character Areas
	Ridgelines and Hilltops
	Transmission Lines
	Transmission Line Buffer (32m)
	Educational Precincts
	Special Residential Areas

HERITAGE

	Heritage Areas
	Heritage Sea Walls
	Heritage Objects
	Heritage Buildings
	Heritage Trees

MAORI

	Maori Precinct Boundary
	Maori Tracks
	Maori Site Points

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

HERITAGE LIST: AREAS

Location	Area	Map Ref	Symbol Ref
[Alexandra Road	<p>Former Chest Hospital on Lot 4 DP 316137 (as shown in the map in Appendix 4 to Chapter 21) except for the following buildings:</p> <ul style="list-style-type: none"> • the central wing built in 1973, • the caretaker's wing, • the gas utilities building and attached shed, and • the detached shed to the north of the Nurses' home. 	6	23] PC37
Aro Street, 32-46, 39-45	Aro Valley Cottages	16	1
[Aro Street, Aro Valley	<p>Aro Valley Shopping Centre Heritage Area – shops and verandas and buildings 1889-1900 at:</p> <p>79 Aro Street (Lot 1 DP 1268), 83 Aro Street (Pt Lot 5 DP 7617), 85 Aro Street (Lot 4 DP 7617), 86 Aro Street (Lot 1 DP 79921), 88-96 Aro Street (Pt Sec 22 Town of Wellington), 89 Aro Street (Lot 3 DP 7617), 91 Aro Street (Lot 2 DP 7617), 93 Aro Street (Lot 1 DP 7617), 97 Aro Street (Pt Sec 19 City of Wellington), 99-103 Aro Street (Pt Sec 19 City of Wellington), 100 Aro Street (Pt Lot 1 DP 676), 102 Aro Street (Pt Lot 1 DP 676), 104 Aro Street (Lot 2 DP 73108), 105 Aro Street (Lot 1 DP 304892), 106 Aro Street (Lot 1 DP 73108).</p> <p>excluding identified Non-Heritage Buildings shown in Appendix 9 to Chapter 21 of the District Plan</p>	11/16	31] PC75
Bolton Street	Cemetery	17	2
[Courtenay Place	<p>Courtenay Place Heritage Area</p> <p><i>(as shown in Appendix 22 to Chapter 21)</i></p>	16	26]PC48
[Cuba Street	<p>Cuba Street Heritage Area</p> <p><i>(as shown in Appendix 21 to Chapter 21)</i></p>	16/17	27]PC48
Dixon Street	Dixon Street Steps	16/17	3
Glenmore Street	Botanic Gardens	11/17	5
[Evans Bay Parade	Evans Bay Patent Slip Area; Wharf and Jetty (see Appendix 3 to Chapter 21 for details)	7	22]PC17
[The Parade, Island Bay	<p>Island Bay Village Heritage Area - Shops and verandas 1905-1928</p> <p>121 (Lot 1 DP 386369), 127 (Lot 1 DP 86178), 129 (Lot 1 DP 5961), 131 (Lot 1 DP 26825) 135 (Lot 1 DP 26825), 139a (Lot 1 DP 88893), 141 (Lot 4 DP 26825), 145/145a (Lot 1 DP 5837), 147 (Lot 2 DP 5837), 151 (Lot 3 DP 5837), 155 (Lot 1 DP 315482)</p>	4	25] PC58
Jervois Quay	<p>Post Office Square [Heritage Area]PC48</p> <p><i>[(as shown in Appendix 17 to Chapter 21)]PC48</i></p>	17	16
[John Street Intersection, Newtown	<p>John Street Intersection Shopping Centre Heritage Area – shops, verandas and buildings 1875-1998 at:</p> <p>161 Adelaide Road (Lot 1 DP 75713), 163 Adelaide Road (Pt Sec 758 Town of Wellington), 169 Adelaide Road (Lot 1 DP 6292), 171 Adelaide Road (Lot 2 DP 6292), 175 Adelaide Road (Lot 11 DP 85556), 177 Adelaide Road (Lot 10 DP 85556), 179-181 Adelaide Road (Lot 1 DP 42805), 183 Adelaide Road (Lot 2 DP 42805), 187-189 Adelaide Road (Lot 2 DP 1461), 191-193 Adelaide Road (Lot 1 DP 85556), 1 Riddiford Street (Lot 2 DP 85556), 2-14 Riddiford Street (Pt Sec 917 Town of Wellington), upper front façade only of 7 Riddiford Street (Lot 3 DP 85556), 9 Riddiford Street (Lot 1 DP 358951), 15 Riddiford Street (Lot 2 DP 358951), 17 Riddiford Street (Lot 5 DP 85556), 19-21 Riddiford Street (Lot 6 DP 85556), 27 Riddiford Street (Lot 1 DP 87405) excluding identified Non-Heritage Buildings shown in Appendix 12 to Chapter 21 of the District Plan</p>	6	32] PC75
Johnsonville/Ohariu	Old Coach Road	23	21
Kaiwharawhara	Bridle Track (refer Appendix 2, Chapter 21) Cable Car Route	21	7

	<p>Road (Lot 1 DP 26449), 1-3 289 Tinakori Road (Lot 1 DP 82402), 291 Tinakori Road (Lot 2 DP 13965), 291B Tinakori Road (Lot 1 DP 13965), 293 Tinakori Road (Lot 1 Deeds 548), 295 Tinakori Road (Lot 2 Deeds 548), 296 Tinakori Road (Lot 2 DP 6821), 297 Tinakori Road (Sec 1 SO 38223), 298 Tinakori Road (Lot 1 DP 6821), 300 Tinakori Road (Pt Lot 5 DP 700), 302 Tinakori Road (Pt Lot 5 DP 700), 304A-304C Tinakori Road (Pt Lot 6 DP 700), 306-306B Tinakori Road (Pt Lot 6 DP 700), 308-1-8/310 Tinakori Road (Lot 3 DP 25229), 1-4 318 Tinakori Road (Lot 2 DP 9179), 1-2 320 Tinakori Road (Lot 1 DP 83978), 322 Tinakori Road (Lot 1 A 365), 324 Tinakori Road (Lot 3 DP 72783), 326 Tinakori Road (Lot 2 DP 8596), 328 Tinakori Road (Lot 3 DP 8596), 330 Tinakori Road (Lot 2 DP 72783), 332 Tinakori Road (Pt Sec 625 Town of Wellington), 338-340 Tinakori Road (Lot 1 DP 28555), 342 Tinakori Road (Lot 1 DP 86485), 342A-B Tinakori Road (Lot 2 DP 86485), 344-344A Tinakori Road (Lot 3 DP 86485, Lot 4 DP 86485), 346 Tinakori Road (Pt Sec 624 Town of Wellington), 348A-B Tinakori Road (Pt Sec 624 Town of Wellington), 352 Tinakori Road (Lot 4 DP 376), 356 Tinakori Road (Unit 10 DP 60611), 2-4A St Mary Street (Pt Sec 624 Town of Wellington).</p> <p>excluding identified Non-Heritage Buildings shown in Appendix 14 to Chapter 21 of the District Plan</p>		
[Wakefield Street]	<p>Civic Centre Heritage Area</p> <p><i>(as shown in Appendix 19 to Chapter 21)</i></p>	16/17	29] PC48
[Willis Street, cnr Lambton Quay]	<p>BNZ / Head Office Heritage Area</p> <p><i>(as shown in Appendix 18 to Chapter 21)</i></p>	17	30] PC48
[Waitoa Road and Moxham Avenue, Hataitai]	<p>Hataitai Shopping Centre Heritage Area – shops, verandas and buildings 1906-1946 at:</p> <p>1/1-1/2 Moxham Avenue (Lot 1 DP 4568), 2 Moxham Avenue (Lot 2 DP 2968), 3 Moxham Avenue (Lot 2 DP 4568), 4 Moxham Avenue (Pt Lot 17 Blk II DP 1621), 1/5-4/5 Moxham Avenue (Lot 43 DP 168), 6-8 Moxham Avenue (Pt Lot 67 DP 168), 7 Moxham Avenue (Lot 44 DP 168), 9-11 Moxham Avenue (Lot 45 DP 168), 10 Moxham Avenue (Lot 1 DP 17536), 22 Waitoa Road (Lot 1 DP 49197), 23-25 Waitoa Road (Lot 1 DP 5587), 24 Waitoa Road (Lot 58 DP 2741), 27 Waitoa Road (Lot 2 Blk IV DP 1621), 26 Waitoa Road (Lot 5 DP 4090), 28 Waitoa Road (Lot 4 DP 4090), 30 Waitoa Road (Pt Lot 3 DP 4090), 31-33 Waitoa Road (Lot 1 DP 2968), 32-34 Waitoa Road (Lots 1 & 2 DP 4651), 2-4 Taurima Street (Lot 1 DP 17536)</p> <p>excluding identified Non-Heritage Buildings shown in Appendix 11 to Chapter 21 of the District Plan</p>	6	36] PC75
Wilton Road	Otari Native Botanic Garden	14	11
Wright's Hill	Gun Emplacement	11	19

HERITAGE LIST: BUILDINGS

Street	Number	Building and Date of Construction (if known)	Map Ref	Symbol Ref
Abbott Street, cnr Kenya Street		All Saints Church 1928-29	21	378
Abbott Street	12	Arts and Crafts House 1941	21	379
[Abel Smith Street	*	Building 1920 (relocated from 278 Willis Street as part of Inner City Bypass Project)	16	355/1]PC63
[Abel Smith Street	*	Building 1908 (relocated from 319 Willis Street as part of Inner City Bypass Project)	16	358]PC63
Abel Smith Street	65-69	Wellington Education Board Building 1939	16	1
Abel Smith Street	66	House	16	2/1
Abel Smith Street	68	House 1898	16	2/2
Abel Smith Street	108	House 1897	16	3 /1
Abel Smith Street	110	House	16	3/2
Abel Smith Street	112	House	16	3/3
Abel Smith Street	128	House 1898	16	4
Abel Smith Street	143-145	Houses 1899	16	5
Adelaide Road, cnr Drummond Street	114	Adelaide Hotel 1899	6	397
Adelaide Road	235	St James Church 1899	6	8

Bolton Street Cemetery		Sexton's Cottage 1857	17	375
Boston Terrace	11-13	Cottages c1890	16	27
Botanic Gardens		Gazebo 1914	11	28
Botanic Gardens		Overseer's House 1876	17	29
Botanic Gardens		Cable Car Winding House 1900-01	17	30
[Botanical Gardens	Pt Lot 1 DP 8530	pan="1">Stables, Mess Rooms and Tool Shed below Treehouse Visitors Centre 1915	11] PC53	423
Boulcott Street		Dr Henry Pollen House 1902 (now incorporated into the Majestic Building)	17	31
Boulcott Street	27	St Mary of the Angels 1919-22	17	35
Boulcott Street	63	Antrim House 1904	17	33
Boulcott Street	99	Plimmer House 1872-74 (Heritage Order)	17	34
Bowen Street		The Beehive (Parliament Buildings) 1970	18	36
Bowen Street	25-27	Turnbull House 1916	17	37
Box Hill	38	House 1929	21	370
Brandon Street	20	Brandon House 1911	17	38
[Brougham Street	46 (Lots 9, 10 and 12, DP 9809)	Crossways Community Centre Building Pre-1890	12,16	409] PC58
Brougham Street	105	House 1910	16	39
Ispan="1">Buckle Street	7	National War Memorial and Carillon 1931-32, 1960-64	16	40
Buckle Street	7	National Museum 1933-36	16	41
Buckle Street		Home of Compassion Creche (former) 1914	16	42
[Buckle Street, cnr. Taranaki Street	Sec 90 Town of Wellington	Former Army Headquartes Building 1911-12	12,16	424
Buckle, cnr Taranaki Street	Sec 90 Town of Wellington	HMNZS Olphert Building 1941	12,16] PC53	425
Buckle Street, cnr Tasman Street		Mount Cook Police Station and retaining wall 1894	16	43
Bunny Street		Wellington Railway Station 1933-37 (<i>The three street facades, including the Thorndon Quay addition, the main concourse, the roof line without the air-conditioning units and the plaques in the office entrance, the Social Hall, and the platforms (including all canopies), refer to area identified in Appendix 6)</i>	17	44
Burnell Avenue	13-17	Pendennis c1890s	18	45
Burnell Avenue	22	House 1910	18	46
Cable Street	5-9	Wellington Free Ambulance Building 1931d>	17	47
Cable Street	2-14	John Chambers Building 1917	17	48
[Cable Street]VAR22	11-12	Odlins Building 1907	17	49
[Cable Street and Taranaki Street (northwest corner)] VAR22		Shed 22	17	50
[Cable Street and Taranaki Street (southeast corner)] VAR22		Street facades of former Westport Chambers (Circa Theatre)	17	408
Cambridge Terrace	6	Rolle House 1908	16d>	51/1
Cambridge Terrace	8	Caesar's Palace 1904	16	51/2
Cambridge	9	Warehouse 1910	16	51/3

Terrace				
Cambridge Terrace	15-20	Building (Calzone) 1920s	16	368
Cambridge Terrace		Bus Shelter (Opposite 21-23 Cambridge Terrace)	16	25
Cambridge Terrace	21-23	Oriental Chambers 1930 (former Cambridge Terrace Post Office)	16	52
Cambridge Terrace	28	Cambridge Establishment 1930	16	53
Cambridge Terrace	45	Congregational Church 1916	16	54
Cambridge Terrace	59	Cambridge Pharmacy 1932	16	55
Cambridge Terrace		The 'Taj Mahal' 1928	16	56
Campbell Street	21	Cottage 1860s	11	382
Civic Square		Wellington City Art Gallery (former Public Library) 1939	17	70
[Claremont Grove	4 (Lot 1 DP 34302)	Hazel Court Apartment Building and garages 1954-56	12, 16] PC53	426
Claremont Grove	3	House 1880s	16	57
[Clark Street	86 (Lot 1 DP 738)	House, wood shed and stables 1915	21	427
Cleveland Street	22 (Pt Lot 113 DP 392)	Former Brooklyn Post Office Building, garage and sheds 1913-14	6] PC53	428
Clyde Street	221	Former Masonic Lodge 1924	4	367
Cockayne Road	15	'Puketiro' 1896	21	58
Cockayne Road	99	Arts and Crafts House 1936	21	383
Coromandel Street		Former Nurses Home 1910	6	59
Coromandel Street	61	House 1907	6	60/1
Coromandel Street	63	House 1907	6	60/2
Courtenay Place, cnr Taranaki Street		Men's Toilets (former)	16	61
Courtenay Place	10-14	Westpac Bank Building 1935 (<i>front façade - first floor and above</i>)	16	62
Courtenay Place	11-13	McDonald's Restaurant Building 1911 (<i>front facade - first floor and above</i>)	16	63/1
Courtenay Place	15	Courtenay Chambers 1920 (<i>front facade - first floor and above</i>)	16	63/2
Courtenay Place	16-18	Opera Bar 1905	16	lspan="1">26/6
Courtenay Place	20	Commercial Building 1907	16	26/7
Courtenay Place	24-26	Commercial Building 1894	16	64/1
Courtenay Place	25-29	Paramount Theatre 1910-19	16	63/3
Courtenay Place	28	Commercial Building 1906	16	64/2
Courtenay Place	30-36	Building (Barrett's Pub) 1900	16	10/9
Courtenay Place	Courtenay Market 1917 (<i>front facade - first floor and above</i>)	16	63/4	
Courtenay Place	41	Commercial Building 1909	16	63/5
Courtenay Place	43	Stewarts Building 1919	16	63/6
Courtenay Place	45a	Athenic Building 1922 (<i>front facade - first floor and above</i>)	16	63/7
Courtenay Place	46	Commercial Building 1931	16	65/1
Courtenay Place	pan="1">48	Newport Chambers 1930	16	65/2

Tinakori Road, cnr Harriett Street	224	Shamrock Hotel 1893	18	307
Tinakori Road	260	Prime Minister's Residence 1862-73 (Heritage Order)	18	308
Tinakori Road	292	House c1890s	18	309
Tinakori Road	296	House 1903	18	310/1
Tinakori Road	298	House 1903	18	310/2
Tinakori Road	300	House 1903	18	310/3
Tinakori Road	302	Retail Shop/House 1903	18	310/4
Tinakori Road	304	House 1903	18	310/5
Tinakori Road	306	Retail Shop/House 1903	18	310/6
Todman Street	1-11	Brooklyn Cafe 1903	6	406
[Tonks Grove	*	Worker's Cottage 1880-90 (relocated from 1 Tonks Avenue as part of Inner City Bypass Project)	16	312/1]PC63
[Tonks Grove	*	Worker's Cottage 1880-90 (relocated from 3 Tonks Avenue as part of Inner City Bypass Project)	16	312/2]PC63
[Tonks Grove	*	House 1880-90 (relocated from 5 Tonks Avenue as part of Inner City Bypass Project)	16	312/3]PC63
Torwood Road	19	Arts and Crafts House	21	311
Tory Street	5	Ideas House 1917	16	314/1
Tory Street	9-11	Martin's Building 1908	16	314/2
Tory Street	13	Building 1905	16	314/3
Tory Street	15-19	British Car House 1905	16	314/4
Trustcott Avenue	15	Daisy Hill Farm, 'Bould House' 1857	23	315
Turnbull Street	4 -14	Old St Paul's Schoolroom 1897	18	276
Victoria Street	58-60	Ballingers Building 1903	17	316
Victoria Street	78-84	Dominion Building 1926-28	17	317
Victoria Street	85	Racing Conference Building 1961	17	318
Vivian Street	31	'The Bridge' 1910	16	319/1
Vivian Street	33	Gurney Nagle Building pre 1905	16	319/2
Vivian Street	105-107	Building 1902	16	320
Vivian Street	124-128	Wellington Trades Hall Building 1930	16	321
Vivian Street	134	Building 1926	16	322
Vivian Street	177-179	Leigh Mardon House	16	323
Wakefield Street	101	Wellington Town Hall 1902-04	17	325
Wakefield Street	118-120	Hyams Building 1903	17	326/1
Wakefield Street	124	Mutual House (former Plumbers Building) 1923	17	326/2
Wakefield Street	186-200	Manthel Motors Building 1913	16	377

appendix b – wcc heritage inventory report (civic centre heritage area)



Civic Centre Heritage Area



2006

1 Introduction

1.1 Executive summary

The Civic Centre Heritage Area has quickly become one of the most important public spaces in Wellington. Formed in 1990-92, it filled an obvious need in a city with many public spaces but no civic centre. Although it is relatively newly established and contains a number of buildings and features of recent vintage, the area contains and is defined by a collection of important civic buildings, two of which have very high heritage values.

Civic Centre also represents the long and important association by the Wellington City Council with this area of the city. The land was reclaimed by the Council in the mid-1880s, then, over time, it built a series of important council buildings – Town Hall (1901-04), Wellington Public Library (1938-40) and Administration Building (1946-51) – on three blocks of land that were bounded or intersected by Mercer, Wakefield, Harris and Cuba Streets and Jervois Quay. It is therefore entirely appropriate that this area was eventually transformed into a meaningful enclosed public space.

As one of the largest public spaces in central Wellington, it is a very popular place for gatherings and events and is widely used by Wellingtonians and visitors alike. The important heritage values of Civic Centre lie not only in the historic buildings but also in their (mostly) sensitive reuse and their seamless integration into a carefully designed and interesting space. Another important part of Civic Square's character, which emphasises its public role, is the complete exclusion of traffic from the area. There is little doubt that this area will become even more significant as the decades pass.

2 Description of area and boundaries

2.1 Contents and extent of area

The boundary of the heritage area is a straightforward one – the contiguous block of land physically bounded by Wakefield Street to the south, Jervois Quay to the east, Harris Street to the north and Victoria Street to the east. It includes all the buildings surrounding the square and the Michael Fowler Centre (MFC) as well as the present MFC car-park area and gardens, with a small extension over Jervois Quay to include the whole of the City-to-Sea bridge. Both the MFC car-park and Ploft Green have been included so that future development on those sites can be easily managed to protect the heritage values of Civic Square and its buildings and features. The entire extent of the City-to-Sea bridge is logically included, as there is little merit in protecting only the portion that roofs Capital E.

2.2 Setting

The setting of Civic Centre is a complex one in that it includes the immediate setting of the square itself, a largely self-contained space, as well as the wider heritage area, which includes the MFC carpark and gardens, Ilott Green and the open space to the rear of the City Gallery. More broadly, the area is surrounded by a range of different settings, including the urban cityscapes to the south, west and north (Wakefield, Cuba, Mercer, Victoria and Harris Streets). To the east is the elevated piazza and City-to-Sea bridge, which presage the open space of the waterfront beyond the broad carriageway of Jervois Quay. Fine views of the waterfront buildings and open space, and beyond that the harbour, can be had from the piazza and the bridge, which emphasise the importance of the harbour's proximity on the setting of the square.

2.3 Site plan

See District Plan Chapter 21 Appendix 19

3 Historic context

Civic Centre is built entirely on reclaimed land, like so much of central Wellington. As a formed public space, it is a relatively recent creation, but it has long been home to significant civic buildings with a history to match.

Reclamation

Mercer Street crosses the first land reclaimed in Wellington. The work was undertaken by the New Munster Provincial Council from lower Willis Street in 1852 and was just over 3000 square metres in extent. While reclamation continued further north at Lambton Quay, it took another 30 years before the next reclamation extended the available land at this part of the city. That reclamation was an initiative of the Wellington City Council, and took place between 1882 and 1886. It made much of the land it created available for private lease, but it also used a portion of the land for a range of civic purposes.



The bold form of the first purpose-built Wellington Library stands on the corner of Mercer and Victoria Streets. Still vacant reclaimed land is further on, with Mercer Street not yet fully formed. Wakefield Street is to right, curving towards the intersection with Cuba Street. The rowing sheds are in the distance. (G1022-10x8, ATL)

Mercer Street was originally a narrow path formed after the first reclamation and was then known as College Lane. When the street proper was formed in 1889, it was named after the maiden name of the wife of John Duthie, Mayor of Wellington for the one year of 1889.¹ Duthie operated a hardware store and ironmongers in this area and in 1890 became a Member of Parliament for Wellington. After the 1882-1886 reclamation, Mercer Street was extended to Jervois Quay, crossing Victoria Street. The block to the south of the street, a triangle of land bounded by Wakefield (then Victoria) Street and Cuba Street, became the new home of civic affairs.

Early development

The first building constructed here, in 1891, was the Wellington Technical School, a formal Classical structure. Later known as the Wellington Technical College, it moved to premises in Taranaki Street in 1922 and eventually split into two parts, the Wellington Polytechnic and Wellington High School. This building was followed in 1893, on the wedge-shaped corner site, by the first permanent home of the Wellington Public Library, which traced its origins as far back as 1841 to a library in the Mechanics' Institute on Lambton Quay. Designed by Crichton and McKay, the building was eclectic and lively, with prominent, decorative gables and a crenellated corner tower with a cupola.

On the opposite side of the street – on the Victoria Street corner – was another early building, the Working Men's Club and Literary Institute, also built in the early 1890s. A solid but somewhat ponderous building, it was later demolished.

¹ Irvine-Smith F.L. 1948, *The Streets of my City*, A.H. and A.W. Reed, Wellington p.152

A town hall

By the 1890s, the city was growing quickly and the lack of a town hall, where a council administration and a venue for major public events could be combined in one place, was becoming an urgent matter. Only one wing of a town hall in Brandon Street, designed by Thomas Turnbull in 1875, was ever built. In 1900, the decision was made to build a town hall on the corner of Cuba and Mercer Streets, at an estimated cost of £50,000. A design competition was held and the winner was Joshua Charlesworth, who was something of a specialist in grand neo-Classical structures.

The foundation stone was laid by the Duke of York (later King George V) on 18 June 1901, but tenders were not called immediately and it was not until the following year Paterson, Martin and Hunter were selected as the successful tenderers. Work began in May 1902 and the building was completed in November 1904. The final cost exceeded £68,000. A pipe organ was commissioned separately; this was provided by Norman and Beard of London at a price of £7,000 and was installed in 1906.

When completed, the building included a clock tower over the main entrance, but there was no clock. In 1922, John Blundell, proprietor of the Evening Post, donated a suitable timepiece, but just 12 years later the tower was taken down as a precaution after the 1931 Napier earthquake. The clock was eventually installed in the Central Fire Station (1939) and it remains there. Other changes made in 1934 saw some of the building's ornate exterior decoration removed, including the balustraded parapet, pediments and grand entrance portico. The latter was replaced by a much smaller, squat structure, which was itself later removed. In 1943-44, as a response to the 1942 earthquake, the building was strengthened and the Corinthian capitals on the exterior removed and replaced with plainer Tuscan detailing, perhaps as a response to the diminution of the parapet.²

² Summary of Town Hall history from 'Wellington Town Hall registration report', 2003, New Zealand Historic Places Trust



Wellington Town Hall soon after its completion, with the Central Fire Station to the left and the band rotunda in front. This view looks across the intersection of Cuba and Mercer streets and Jervois Quay. (G-MM-2278-1/1, ATL)

Other buildings

In the first decade of the 20th century, the civic footprint was beginning to be established in earnest. On the other side of Cuba Street was another triangle of land, already partly used for municipal purposes. There were five buildings on this land by 1901.³ In 1904, on the intersection of Wakefield Street and Jervois Quay the council built the coal-fired power station that provided Wellington's tramway system with its electrical power. It was demolished about 1930 and the land turned into a park.

Opposite the Town Hall's main elevation, on land now partly occupied by the Michael Fowler Centre, was the Central Fire Station. A handsome building itself and erected some time prior to 1901, its main doors opened on to the intersection of Mercer and Cuba streets and Jervois Quay. This intersection was then a large open space complete with a band rotunda, which was probably built at the same

³ See Ward Map Sheet 34, c.1901, Wellington City Archives

time as the Town Hall and was later moved to Oriental Parade in 1919. The fire station was later replaced by the present building on Oriental Parade in 1937. This entire block was eventually emptied of buildings, and converted into a carpark and park, until the Michael Fowler Centre was constructed in 1979-83.

On the block on the other side of Mercer Street bounded by Harris Street and Jervois Quay there was little construction until just before the turn of the 20th century. Then a substantial collection of Edwardian buildings began to emerge, some of them built for the shipping trade. One of them was a building constructed in 1899 and designed by Clere, Fitzgerald and Richmond for Turnbull, Hickson and Palmer (printers, bookbinders and lithographers) at the corner of Harris Street and Jervois Quay (1-7 Harris Street), on land acquired from the Council.⁴ This lease was taken over by J. Ilott Advertising in May 1928. The firm, started by John Ilott and continued by his son Jack (1913-1999), a noted benefactor, occupied the building until 1975.⁵ The building was later taken over and used by Circa Theatre before it was demolished in 1995. The open space created by the building's demolition came to be known as Ilott Green.

The properties to the south of the Ilott building – 2, 4 and 6 Cuba Street – were leased in 1900 and 1901 for the construction of warehouses. The buildings at 2 and 4 Cuba Street were eventually owned by Hutchwilco Properties Ltd. The owner of 6 Cuba Street (coastal shipping firm A.S. Paterson and Co) also held the lease to 8 Cuba Street by 1943.⁶

The new library and administration building

In 1938, a design competition was held to build a new library. The joint winners were Messenger and Wolfe of New Plymouth, whose design for the exterior was accepted, and the celebrated firm of Gummer and Ford. Work was completed in 1940. Prior to the construction of the building, the site was occupied by a range of commercial buildings, including a garage. Buildings were cleared from Harris Street as well to make way for the library, and the grounds behind were landscaped.

Big changes were also afoot on the other side of the road. With the construction of the new library, the former library and Wellington Technical College were demolished. In their place was to be a park (on the triangular corner) and a new administration building. Designed by Page Fearn and Haughton and built by A. Lemmon (foundations) and Fletcher Construction (building), construction took

⁴ 'Proposal to Develop the Circa/Ilott Site for the New Zealand School Of Music', Report 1 for Planning and Performance Committee, 22 July 2004, Wellington City Council p.4. Although unreferenced, this report was based on information provided by Wellington City Archives.

⁵ Ibid.

⁶ Ibid. p.5

five years before the new building was opened in 1951.⁷ Known as the Municipal Office Building or MOB, the building brought most council staff under the one roof.

A nascent Civic Centre

Although a number of municipal facilities were concentrated in the area around Mercer, Wellington lacked a city centre and a formal space for civic events. The creation of a civic centre had been mooted as early as the 1940s.⁸ As a step towards this, the triangular area in front of the MOB was named Civic Centre and in 1959, planning for a civic centre began.

In 1964, the area bounded by Mercer, Cuba and Harris streets and Jervois Quay was zoned as Civic Centre under the draft District Scheme.⁹ While the Council had no immediate plans for redevelopment, it wanted to let building occupiers and lease holders know what its long term plans were for the area. The Council requested first option on acquisition if any of the properties were going to be placed on the market.

The first opportunity came in 1966, when the Council agreed to purchase the leases for 2 and 4 Cuba Street. Hutchwilco left the buildings in 1972 and a permit for their demolition was issued.

In 1969 the Town Planning department prepared plans for a Civic Centre development that set aside the land bordering Jervois Quay (1-7 Harris Street and 4-6 Cuba Street) as the site for a new Town Hall.¹⁰ That same year, Council purchased the leasehold interest in 6 and 8 Cuba Street. The vacant land created was turned into a car park that was used by Councillors, senior staff and corporation vehicles.

The Michael Fowler Centre

In the early 1970s, the Council decided to develop a concert hall and convention centre to replace the old Town Hall. The scheme was heavily promoted by then Mayor Michael Fowler. Architects Warren and Mahoney were appointed to prepare the plans in March 1975 and they worked with acoustic engineer Professor Harold Marshall of Auckland University to design the main auditorium for orchestral performances. Two months later their design was adopted. Work on foundations began in December 1977 but because the site was on reclaimed land, it

⁷ Permit records: 00056:315:B24738 – foundations and 00056:404:B31086 - administration block, Wellington City Archives

⁸ 'Proposal to Develop the Circa/Ilott Site for the New Zealand School Of Music' p.5

⁹ Ibid.

¹⁰ Ibid.

was difficult to secure solid foundations. It took some two and a half years to prepare the site.

It was not until December 1979 that the major construction tender could be let to Fletcher Construction, and work began early in 1980. The official opening took place on Friday 16 September 1983. Given Mayor Fowler's concerted support for the project, the building bore his name.

The MFC was built extremely close to the main entrance of the Town Hall, in clear anticipation of the latter's removal. However, the Wellington Regional Committee of the NZHPT argued strongly that the building should be saved, both because of its historic significance and because it would retain an alternative indoor auditorium. The WCC was persuaded to keep the building.

Civic Centre – planning and completion

During the 1980s planning for a new Civic Centre continued. There were several concepts prepared, including, in 1984, a plan by the Council's own architects for the area. In 1986, urban design consultants John Gray, Ross Whitcher and Frank Boffa were commissioned to review all the previous schemes and prepare a concept plan for the Civic Centre.

Armed with this plan, in 1987, the Council entered into negotiations with Fletcher Development and Construction to carry out the redevelopment with the cost of the work being off-set by selling the leasehold rights to the Ilott Building site, now Ilott Green.¹¹ Known as the Fletcher Package, it was never realised in this form, but the redevelopment continued. Fletchers assembled an 'architectural consortium' involving three Wellington firms, which led to the 1988 triumvirate of Maurice Tebbs, Gordon Moller and Ian Athfield, with the latter as chief architect. The civic centre project brief was for a new library, conversion of the existing library into the City Gallery, an addition to the MOB and the refurbishment of the latter, strengthening and refurbishment of the Wellington Town Hall, car parking space, the public space and a bridge to the waterfront.

Work began in 1989. Mercer Street disappeared under concrete and paving. As part of the work, the Town Hall was refurbished and strengthened and new reception rooms built within the space occupied by the Concert Chamber, which was demolished. The library's conversion into an art gallery saw many changes to its interior and additions built to the rear.

In November 1991, Civic Centre opened, and a new heart of the city had been established. The stylised nikau palms encircling the new Central Library (opened a month later) became a new symbol of civic identity. The refurbished town hall

¹¹ Ibid.

opened early in 1992. With the exception of the intermittent addition of open-air sculptures, the Civic Centre has changed little since.

4 Physical description

4.1 Area

The Civic Centre Heritage Area is a large city block bounded by streets on all sides – Jervois Quay, Harris, Victoria and Wakefield Streets. The heritage area contains a significant open public space that is bordered by the principal buildings. There are two buildings of high heritage value, one older building of heritage significance and two modern buildings that contribute to the character and quality of the open space and the Michael Fowler Centre.

The square itself is a particularly special public space in Wellington, formed for civic purposes by the closure of Mercer Street and the construction of an elevated outdoor piazza at the floor level of the former public library and the Town Hall. The square is framed and defined by the surrounding collection of civic buildings. The public use of the square reinforces the importance of the building collection and the buildings in turn emphasise the public role and form of the open space.

The master-plan for the Civic Centre was principally designed by a triumvirate of architects, led by Ian Athfield, in 1988, and is modelled on the European tradition of enclosed public piazzas. The Civic Centre was formally opened for public use in 1992. The area was quickly adopted by Wellingtonians as a centre of civic activities and is very popular as a meeting place and performance space.

The main open public space is defined by the surrounding buildings, which are of a variety of ages, scales and uses but which have strong commonalities of civic purpose and a shared civic history. These buildings are, from the south-east, the Michael Fowler Centre (1983), the Wellington Town Hall (1904), the Old Administration Building (1951), the New Administration Building (1991), the Wellington Public Library (1991) and the Civic Art Gallery (1938 and 1991); the City-To-Sea bridge leads out above Capital E (1991) and across Jervois Quay to the east to connect the Civic Centre to the waterfront and overlooks Ilott Green on the north-east corner of the area.

The principal landscape features of the Civic Centre are the square – the floor of which is set out in large-scale diamond patterns with coloured paving bricks – the ramp walls veneered in Oamaru stone, and a series of fountains and water features and planter and lawn areas adjoining the City Art Gallery and the new Administration Building. The changes in level between the surrounding streets and the square itself are managed with ramps and a variety of steps. The steps to

the City to Sea bridge and the pyramid above Capital E are particularly distinctive elements and these complement the original metal nikau palm colonnade devised by Athfield Architects. The Civic Centre features prominent public artwork including the suspended *Ferns* by Neil Dawson (1998), *Silent People* by Chris Booth (1991), *Prow* and *Capital* by Matt Pine (1991), the Ralph Hotere light sculpture in the windows of the City Art Gallery and a wide selection of others.

The square is finished with a variety of contemporary street furniture, including the interesting ponga frond bollards and has a number of large directional signs that harmonise in style with other signs to be found around the central city.

The principal values of the Civic Centre are the high quality and generous proportion of the square, which facilitates a broad variety of uses, the degree of enclosure, shelter and sunlight afforded by the relatively low surrounding buildings and the qualities imparted to the edges of the open space by, in particular, the three principal heritage buildings.

4.2 Buildings

4.2.1 Michael Fowler Centre

Standing, half hidden, at the south-eastern corner of the square, the Michael Fowler Centre was commissioned with great despatch by then Mayor Michael Fowler on behalf of the Wellington City Council from Warren and Mahoney. The architects had just completed the Christchurch Town Hall, with which this building, perhaps unsurprisingly, has many similarities. With no design competition or formal tendering process, the completed plans were apparently readied in just six weeks.

Built around a structural concrete frame, the MFC has a singular design which, although vaguely Brutalist in detail, eludes simple stylistic description. Its external form largely follows the internal functions, a principle illustrated by the prominent buttressed prismatic rotunda of the auditorium, and is finished in hard materials – concrete, glass, marble in the entry area, and, most distinctively, stainless steel cladding around the first floor level of the building. Despite the heights of the main spaces, the building has quite squat proportions, perhaps engendered by the relatively low height of the ground floor.

As it was intended to demolish the existing Town Hall, the MFC was built very close to its eastern elevation, now the principal entrance to the Town Hall. Consequently, when the old Town Hall was retained, the two buildings were left uncomfortably close together, to the detriment of the townscape qualities of both. With the construction of the Civic Centre, in particular Capital E and the associated steps, lift, shade sails and water features, the larger part of the MFC is now masked

from view from the Civic Centre. The most visible part is the auditorium rotunda which rises rather awkwardly above the line of the City-to-Sea bridge.

Although the MFC is a good concert venue, the combination of its singular styling, ungainly proportions, its particularly awkward location in relation to the Town Hall and its lack of ground-level presence on the square means that it effectively does not contribute to the values of the heritage area.

4.2.2 *Wellington Town Hall*

Joshua Charlesworth's winning design for the Wellington Town Hall was a moderately exuberant Classical composition with Edwardian flourishes, complete with a very tall and prominent clock tower and elegant vertical proportions. The principal entrance was from Wakefield Street, sheltered under a massive Corinthian portico beneath the clock tower. Built of rendered masonry with a corrugated iron roof behind the parapets and timber joinery, the carefully composed neo-Classical exterior, designed much in the manner of contemporary English civic buildings, was complemented with rich decoration and high quality finishes on the interior as befitted a first-class civic facility.

In 1934 the clock tower and most of the high level decoration on the building was taken down as a precaution, following the experiences of the Napier earthquake. Further earthquake-risk amelioration measures were carried out in 1942.

A refurbishment programme completed in 1992 strengthened and altered the building, with the loss of the former Concert Chamber, Wellington's finest men's toilets, the use of the original main entrance and various other important original features. The main hall, organ, and eastern stair are the principal remaining heritage elements of the interior.

The close proximity of the MFC to what is now the main entrance is to the detriment of the townscape values of both buildings. Due to the elevated ground level in the square, the strong basalt base of the north façade is barely seen and the building consequently has a somewhat uneasy relationship with the ground on this side.¹²

Nevertheless, this is the most important building on the square and is held in high public esteem. Both the care taken with the design and the civic importance of the building is strongly evident in its elegant proportions, patterns of window openings and mouldings and enrichments and the aspirations and pride of the city that built it are manifest in the carefully restrained exuberance of the design. This building makes a significant positive contribution to the qualities of the area.

¹² Paraphrased from: Boffa Miskell Limited and Cochran, C, 1999, *Wellington Heritage Building Inventory*, Wellington, CD edition, WAKE1

4.2.3 *Old Administration Building (Municipal Office Building - MOB)*

The old administration building was finished in 1951 to a design by Page, Fearn and Haughton. Executed in a minimally detailed late Moderne style in rendered concrete with steel windows, it is the bulkiest building within the area, although this bulk is largely offset by the elegant vertical proportion and strong patterns of the windows which form the main feature of the façades. Its quite plain style exemplifies the aspirations of the 1950s public service to quiet order and efficiency while its solid construction and quality materials show a building designed to last.

Once at street level, the base of the building is now below the general level of the square, although the paved surface is set down locally around the building and the building's plinth can still be seen as originally intended. There is strong evidence of the contemporary alterations carried out in conjunction with the Civic Centre. An incongruous modern entrance in the form of a glazed "bird's beak" supported on mock Corinthian columns and holding a balcony adjoins the Town Hall on the left side, and a series of glazed tower forms sprouts from the top and right-hand side, containing building services and forming part of the transitional atrium between this building and the new Administration Building.

Despite the modern alterations, this building is scaled and proportioned such that it sits relatively comfortably with the adjacent Town Hall and makes a positive contribution to the qualities of the area. Its plain no-nonsense style gives it a stern formal presence that contrasts with and enhances the lively style of the Town Hall.

4.2.4 *New Administration Building (Civic Administration Building – CAB)*

This is one of the last Post-modern buildings to be erected in Wellington and was completed in 1992 to the design of architects Stephenson and Turner. The building is distinctive for its quite graceful curved plan form (derived from the master plan for the area and the pre-existing curve of Wakefield Street) and its relatively low scale which is appropriate to the area by providing a visual close to the western end of the open space while still allowing views to the taller city beyond. The building neatly closes the south-west corner of the square and complements the generally low scale of the other buildings. A large "sky-bridge", finished in glossy black glass, once completed the curve by connecting the Administration Building with the new City Library building at high level. (It was found to be "earthquake-prone" and was demolished in 2014-15.) While the exterior finish of the building, with its over-scaled pastiche of mock classical details, heavy aluminium windows and pink colouration, is out of place with its more elegant and carefully considered neighbours, it is at least easy to overlook. This building makes a minor positive contribution to the heritage area and helps define the sweeping curve of the southwest corner of the Civic Centre.

4.2.5 *New City Library*

The new City Library, a substantial concrete edifice, was completed in 1992 to a design by Athfield Architects. Although the building has residual Postmodernist traces, it has its own integrity and a style not easily defined. Its most distinctive element, as seen from the square, is the undulating glass curtain wall which, together with the adjoining reflecting pools and fountains, creates an interesting play of light around the north-west corner of the square. Above this, the main bulk of the building is set well back towards Victoria Street. This helps both to give the building an appropriate scale to the area and to make a visual transition to the taller buildings beyond.

The artificial nikau palm colonnade to the ramp at the north side of the building is continued around into the square itself and is one of the area's most talked-about and well-known features. In contrast to the Civic Square elevation, the Victoria Street façade of the Library is a largely plain, concrete wall with a regular pattern of inset windows, relieved only by the large columned entrance way and arcade along the length of the elevation.

Although set very much in the corner of the square, this building makes a positive contribution to the values of the area.

4.2.6 *City Art Gallery*

The City Art Gallery was converted from the former Wellington Public Library to a design by Stuart Gardyne in 1991. Completed in 1936, it is a somewhat austere but imposing and dignified stripped Classical building, the sober style being entirely appropriate to its original purpose. The design was the result of a collaboration between the Auckland partnership of Gummer and Ford, and New Plymouth architects Messenger Taylor and Wolfe. The building has a concrete and steel primary structure, with the exterior rendered in coloured plaster and trimmed with bronze windows.

The building was originally elevated on a rise above Mercer Street and was approached up a broad flight of steps past extensive lawns. The construction of the square brought the ground level up to the base of the building, but its proportions are not affected and it retains an authentic relationship to the ground.

The building remained in its original use and essentially unaltered until its conversion. While significant parts of the original building remain, including the primary façade to the open space with its inscriptions, the original coloured plaster exterior finish, the original steel windows and on the interior the main staircase and associated marble dado panelling, a lot of the original interior finish was stripped away to create the necessary gallery spaces. Modern additions, including a café and service areas are clustered at the rear of the building and can be

accessed from the long curving ramp from the Library running alongside Harris Street. These additions are finished in stone veneer and zinc, in contrast to, but compatible with, the original materials of the building.

This very formal building contributes a degree of gravitas to the square and makes a very important contribution to the values of the heritage area.

4.2.7 *City-to-Sea Bridge*

One of the key concepts in developing the Civic Centre was the idea of creating a strong link between the city and the developing waterfront area. After much debate, the eventual solution adopted was that of a large pedestrian bridge, collaboratively designed by sculptor Para Matchitt and John Grey. The most prominent features of the bridge itself are Matchitt's balustrade sculptures, cut out of wharf timbers.

The bridge lands on the square with a substantial flight of steps, flanked at the bottom by the two large Oamaru stone sculptures *Prow* and *Capital* by Matt Pine. Under the bridge lies the former Capital Discovery Place, originally an educational facility for children designed by Craig Craig Moller, now reconfigured as "Capital E". The greenstone-capped split pyramid at the top of the steps sits over one of the main spaces of the former Capital Discovery Place and the windows within the split once provided an interesting view down into the activities in the building. Beyond the pyramid is an elevated lawn area to the south and a paved area leading on to the bridge proper to the north.

A lift gives access to the landward side of the bridge near the pyramid. The seaward end of the bridge lands at the edge of the lagoon with a series of ramps and stairs and it is appropriate for the heritage area to end here as well to incorporate the entire extent of the bridge.

The grand form of the steps from the square and the landmark pyramid gives this end of the bridge a high degree of importance in the design and use of the open space.

4.2.8 *Ilott Green*

The former Ilott Building, ostensibly an earthquake hazard, was demolished in 1995. Various proposals for the redevelopment of the site failed to gain momentum following the demolition and it was instead re-formed in conjunction with the design of the Civic Centre as a small landscaped green.

The green is the only feature of the area that is not entirely bounded by buildings; it instead has a road edge at Jervois Quay. The green features the broken remaining lower walls of the Ilott Building and as the principal "soft" area of the

area is a popular location for a wide variety of activities. Various development proposals, including a Conservatorium of Music, exist for this site.

Nearby to the green on Harris Street is the principal access to the main City Council car-park, a substantial underground affair extending under most of the open space of the square, a childcare centre mainly built under the ramp connecting the north side of the Library with the open space, and the entrance to the public car-park under the Library. Above this area is a further landscaped garden which meets in to the north-west corner of the City Art Gallery building.

5 Assessment of heritage significance

5.1 Cultural heritage values

Aesthetic value

Does the area have architectural or artistic value because it embodies distinctive characteristics that may include design, style, type, era, form, scale, materials, colour, texture, patina of age, quality of space, craftsmanship, smells, and sounds?

Does the area have townscape value for the part it plays in defining a space or street; providing visual interest; its role as a landmark; or the contribution it makes to the character and sense of place of Wellington?

Does the area convey a sense of cohesiveness through characteristics that may include age, history, design, style, scale, materials, setting, craftsmanship, or use?

The Civic Centre heritage area has townscape value as the setting for the most important public open space in the central city – the Civic Square. The square has local landmark status and has become an established and familiar feature in Wellington.

The space of the square is defined and framed by a heterogeneous collection of civic buildings of high importance to Wellington, particularly the two key heritage buildings – the Wellington Town Hall and City Art Gallery. Together with the other buildings, artwork and street furniture in the square, most of which contribute significantly to the aesthetic appeal of the square, they imbue this area with great historic and architectural value

The building collection illustrates a wide variety of styles designed by a succession of important and well-known architects and offers an interesting insight into Wellington's 20th century architectural history. The buildings have significant collective value for this role. The strength of this collection of buildings is greatly

enhanced by the public use and recognition of the square and their role in surrounding streetscapes.

Historic value

Does the area contain parts or places associated with an important person, group, or organisation?

Does the area contain parts or places associated with important historic events, themes, patterns, phases, or activities?

The land here is historically important, as it has been used for municipal purposes for well over 100 years. The building collection in turn uniquely reflects Wellington's civic growth and social and political history.

Scientific value:

Does the area have archaeological value for its ability to provide scientific information about past human activity?

Does the area have educational value for what it can demonstrate about aspects of the past?

Does the area have technological value because it embodies a collection of elements of design, detail, materials, or craftsmanship that represent significant construction or architectural achievement or innovation?

The Civic Centre Heritage Area is located on pre-1900 reclaimed land and is likely to have high archaeological value.

Social value:

Does the area represent a focus of high public esteem?

Does the area have symbolic, commemorative, traditional, spiritual, or other cultural value for the community who has used and continues to use it?

Does the area represent a focus of community, regional, or national identity?

Does the area contribute to sense of place or continuity?

Does the area represent a focus of community sentiment and connection?

The square at the Civic Centre has, very quickly since its formal opening in 1992, become a place of great importance to Wellington City. As one of the largest single

public areas in Wellington it is a very popular place for gatherings and events and is widely used by Wellingtonians and visitors alike. It has acquired very high social significance for this role.

The Square has become an established and familiar feature in Wellington. It seems likely Wellingtonians will continue to use and identify with the square for generations to come and over time the whole square will accrue even greater heritage significance.

Level of cultural heritage significance

Is the area rare, unique, unusual, seminal, influential, or outstanding?

Is the area a good example of the class it represents?

Does the area have authenticity or integrity because it retains significant fabric from the time of its construction or from later periods when important additions or modifications were carried out?

The area has a level of historic integrity engendered by the three principal heritage buildings, the long-standing civic use of the buildings and general area, the continuum of architecture that the various buildings represent and by the current and previous long-standing public use of the general area.

However, as a new space, the Civic Centre itself is in a very strong sense “new heritage” with its own integrity of design and particular sense of place, which is enhanced by the civic buildings and which in turn confers further importance on those buildings.

Is the area important for any of the above characteristics at a local, regional, national, or international level?

Regional

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