

Heritage Advisor Assessment on Resource Consent Application

03 September 2021

Service Request No: 471670
File Reference: none

Site Address: 26 Donald Street, Karori

Introduction:

The proposal is to construct a Comprehensive Care Retirement Village on the site of the former Wellington Teachers' Training College. Although the College is not scheduled in the District Plan, it has been identified by Heritage New Zealand Pouhere Taonga (HNZPT) as having significant heritage values and is listed in the New Zealand Heritage List Rārangi Kōrero as a Category 1 Historic Place.

The application does not include the demolition of a number of the original buildings, and this is because the applicant has been granted two certificates of compliance. The former Teachers' College had significant heritage values when listed by HNZPT, and the demolition of most of the original buildings has had a significant and adverse effect on the heritage values of the campus.

The certificates of compliance are:

- SR 407395 for the demolition of the:
 - Oldershaw Block including the octagonal music room
 - Malcolm & Panckhurst Blocks including the two sky bridges
 - Ako Pai Marae
 - Theatre Block & Dance Studio
 - Mackie Gymnasium
 - Prefab 1
 - Stores and services workshop
- SR 453248 for the demolition of the:
 - Gray and Waghorn buildings

The current application includes the retention and integration of the remaining buildings and landscaping within the new development, including the existing:

- Allen Ward VC Hall
- Glazed link
- Tennant Block
- Oldershaw Building (octagonal music room); and,
- Parts of the Lopdell Gardens

It also includes the design and integration of new buildings on the site in proximity to the remaining original heritage buildings, particularly:

- B01A at the site of the Oldershaw and Waghorn Blocks
- B01A at the site of the Gray Block
- B01B at the site of the Mackie Gym
- B01B at the site of the Panckhurst and Malcolm Blocks
- B07 facing Donald Street

At a greater distance are the new buildings on the site of the former tennis courts and open spaces:

- B02, B03, B04, B05 & B06 Proposed apartments

1. Significance for the site

Although most of the significant original buildings have been demolished, this summary of heritage significance sets out the values of the place at the time when the former Teachers' College was researched and assessed by Heritage New Zealand Pouhere Taonga (HNZPT) in 2018.

At that time, the College consisted of “an integrated grouping of multi-storey buildings and landscape features”, and HNZPT considered that the place had “outstanding architectural significance as one of New Zealand’s finest examples of Brutalist architecture”. The College’s layout and design made “best use of its undulating landscape to assure sensitive placement within the residential suburb of Karori.” The campus buildings were connected through sky bridges, covered walkways, and landscaping elements, and had a central quadrangle at the ‘heart’ of the complex.

It had significant historic, architectural, and social values, and was listed by HNZPT in 2018 as a Category 1 Historic Place.

2. Remaining buildings, structures, and landscaping features

The current proposal includes works to redevelop and integrate the remaining original buildings, structures, and landscape features into the new development. This section outlines the physical features and heritage values of each remaining item and includes a brief summary of the proposed works.

i. **General**

The architectural and physical values of the place were due in part to the skill of the architect in the design of the campus where each unique building and structure formed part of a cohesive group. This was achieved through the use of a consistent palette of materials, detailing, textures, decorative surfaces, colour, and landscaping. HNZPT & the applicant’s heritage expert note that some of the notable materials and elements include:

- Concrete – the use of “expressed” concrete is one of the fundamental features of Brutalist architecture and was used extensively at the College in a wide range of forms, textures, and sculptural forms.
- Timber casement windows – these are generally uniform in size and this creates cohesion between buildings.
- Timber doors.
- Timber tongue and groove boarding to gable ends and to external walls to denote corridors within the buildings/
- Aluminium rib roofing.
- Shallow pitched roofs in either mono-pitched, gabled, or hipped forms
- Covered walkways with concrete block columns
- Landscaping and planting.

i. **Tennant Block**

The Tennant Block was the main entrance to the College and is the northern building facing Donald Street. It includes some of the materials, techniques and detailing that are typical for the College including the use of timber casement windows.

The main alteration to this building is the proposal to replace the timber joinery with aluminium.

ii. Allen Ward VC Hall

The Allen Ward VC Hall is a local landmark on Donald Street and the HNZPT report notes the particularly fine interior. It is noted that the interior may have affected been fire damage and/or vandalism in late 2020/early 2021. The exterior includes some of the materials, techniques and detailing noted above, including the use of pre-cast aggregate faced panels and timber joinery.

The main alterations to this building include:

- redevelopment of the interior.
- removal of a number of precast aggregate-faced panels along the northern façade and their replacement with a glazed screen.
- some works to earthquake-strengthen exposed columns including the use of an epoxy mesh system.
- replacement of the timber windows with aluminium joinery.

iii. Glazed links between buildings and covered ways

The proposal includes the retention of the existing link between the Allen Ward VC Hall and the Tennant Block; the link structure between the Allen Ward VC Hall and the replacement building for the Gray Block; and a section of the covered way on the northern side of the courtyard.

The main alterations include:

- Removal of “intrusive” elements including a student lounge between the Allen Ward VC Hall and the Tennant Block. There is no information on the location, design or heritage significance of these elements.
- Restoration of the eastern elevation of the link between the Allen Ward VC Hall and Tennant Block.
- Modification of the link between the Allen Ward VC Hall and the Gray Block to accommodate a new entry at the lower level, and addition of a seismic joint. This includes the installation of a new glazed screen in an area that was annotated as a “void” on the original drawings.

iv. Oldershaw Building (octagonal music room)

The music room that was part of the Oldershaw building is a small octagonal building to the north of the site.

The main alterations include:

- Demolition of the link to the existing three-storey Oldershaw building.
- Installation of new timber vertical sheathing to make good the opening.

v. Lopdell Gardens

The landscape architecture of the Lopdell Gardens includes concrete retaining walls, garden walls and planters, pathways and stairs along with associated mature plantings and trees. The gardens are seen as integral to the design of the College.

The main alterations include:

- Retention of the gardens between the Tennant and octagonal music room (Oldershaw Building).

- Partial retention of the gardens between the Waghorn and Panckhurst, and the Malcolm and Oldershaw blocks.
3. Replacements for the original Gray and Waghorn Buildings
The applicant has proposed that the design of the proposed new buildings that would replace the Gray and Waghorn Buildings have been designed to “partly mitigate the loss of the original buildings”. The new buildings will be constructed in the same footprint as the original buildings, retaining the courtyard between them.
 4. B01B & B07
The construction of other new buildings that may have an effect on the remaining original buildings.
 5. B02, B03, B04, B05 & B06
The construction of new apartment blocks at the location of the existing tennis courts and open space that are at a greater distance from the remaining original heritage buildings.

Further Information Required:

The application was originally lodged as SR 462500, and further information was requested as part of that original application. I note a general comment on both applications is that the drawings were/are at a relatively small scale (typically 1:500 @A3 at the largest scale) and it is difficult to consider the effects on the remaining buildings in detail.

Legislative Requirements (ie District Plan / Standards)

5.3.10A The construction or alteration of, and addition to, buildings and structures within an Educational Precinct (as shown on the planning maps) that are not Permitted Activities, are Discretionary Activities (Restricted) in respect of:

- 5.3.10A.1 design (including building bulk, height and scale), external appearance and siting*
- 5.3.10A.2 site landscaping*
- 5.3.10A.3 historic heritage*
- 5.3.10A.4 parking and site access, and the movement of vehicular traffic to and from the site*
- 5.3.10A.5 noise*
- 5.3.10A.6 impact on the amenity of adjoining properties*

The former Teachers’ College is not listed as a heritage building or area in the District Plan and the Chapter 20 & 21 Heritage provisions do not apply.

Assessment:

The former Teachers’ College has significant heritage values and was one of New Zealand’s finest examples of Brutalist architecture. The demolition of most of the buildings included in the HNZPT listing has had a significant and adverse effect on the heritage values of the College. The demolition work was carried out under the certificates of compliance SR407395 and SR453248 and is not part of this assessment.

Focussing on the current application for a comprehensive care retirement village, the remaining issues are:

- The integration of the remaining original buildings, structures, and landscape areas (listed by HNZPT) within the new development.
- The design and construction of the new buildings and the effects on the original buildings, structures, and historic landscaping.
- Modifications to the remaining buildings and landscape areas that continue to have significant heritage values.

The applicant's heritage specialist is DPA Architects Ltd. DPA note that the former Teachers' College is not scheduled in the District Plan but is listed by HNZPT as a Category I Historic Place. DPA consider the buildings at the former Teachers' College to be good examples of Modernist/Brutalist architecture in New Zealand (whereas HNZPT consider the campus to be "one of New Zealand's finest examples of brutalist architecture, consisting of an integrated grouping of multi-storey buildings and landscape features").

A summary of the applicant's position is that the impact of the proposed village will have little effect on the heritage values of the former Teachers' College, as:

- Some original buildings would be retained and adapted for new use.
- The proposed new buildings have taken cues from the design of the retained Teachers' College buildings.
- Spaces between buildings will be retained including parts of the Lopdell Gardens, central courtyard, connecting links and covered walkways.
- Some landscape features such as paths, steps and retaining walls will remain.
- There will be some heritage interpretation provided on site.
- There will be some photographic record of the redevelopment of the site.

DPA have also noted the following positive outcomes:

- Allen Ward VC Hall, Tennant Block, Oldershaw, and some link buildings will be retained and seismically strengthened
- Some buildings will be restored to their earlier form by the removal of later accretions and by the reconstruction of missing elements.

My view is that, following the demolition of substantial parts of the campus, very few original buildings and landscaped areas remain. Although this demolition has had a significant and adverse effect on the heritage values of the former Teachers' College, there are some remaining buildings and landscaped areas that have significant heritage values. Setting aside DPA's comments on the requirement for the demolition, I agree with the applicant's heritage advisor that there are some positive aspects to the proposed development, including the retention of the central courtyard, parts of the Lopdell Gardens, the Allen Ward VC Hall, Tennant Block and Oldershaw building. These items continue to have architectural, historic, and social values.

I agree with the applicant's heritage advisors' recommendations that a suitably qualified heritage expert should:

- design any works relating to the conservation, repair and alterations to the remaining heritage buildings and hard landscape features such as paths, retaining walls and steps.

- develop a methodology for the structural repair/upgrade of the heritage buildings and hard landscape features to minimise the impact on heritage values.
- develop an interpretation strategy for the site.
- create a photographic record of the development of the site, for completeness this should also include any photographs that have been taken of the exteriors and interiors of the now demolished Malcolm & Panckhurst Blocks including the two sky bridges, Ako Pai Marae, Theatre Block & Dance Studio, Mackie Gymnasium, Prefab 1 & Stores and services workshop.

I disagree with the applicant's heritage expert that the detailed design of the new B01A buildings will mitigate the loss of the demolished Gray and Waghorn Buildings. The mitigation for demolition is, however, outside the scope of this resource consent application and heritage assessment. On a positive note, I agree that similarity in height, bulk, scale, massing, and location of the new B01A buildings to the demolished Gray and Waghorn Buildings, and the retention of the former courtyard/new bowling green, will help reduce the effects of this part of the development on the remaining heritage buildings and landscape areas. This means that I agree with the applicant's expert with their overall view that the new B01A buildings are likely to have relatively little effect on the remaining heritage buildings and landscape areas.

My assessment of the heritage effects of the new B01B buildings on the Tennant Block, Oldershaw Block and Allen Ward VC Hall, is that they are at a distance from the remaining heritage buildings and are screened to some extent by the new B01A buildings. I agree with the applicant's heritage expert that these will have relatively little effect on the remaining heritage buildings, and that the B02, B03, B04, B05 & B06 apartment buildings will also have a similar small effect.

I agree with the applicant's heritage expert that the new B07 building will change the streetscape along Donald Street, that had originally been landscaped and planted. DPA note that it will have some impact on heritage values, as it will partly conceal the Allen Ward VC Hall when approached from the south, but that this effect will be relatively small.

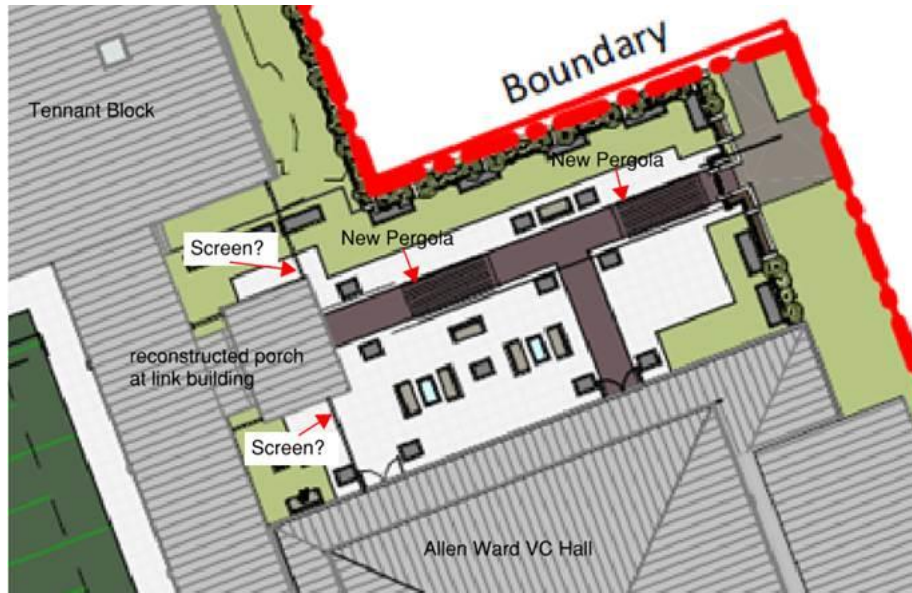
My main concern is that the works to the remaining heritage buildings and landscape areas will result in the loss of heritage values that is both unacceptable and avoidable. In particular the:

- Alterations to the Allen Ward VC hall including the removal of pre-cast panels to the north façade, and their replacement with a glazed screen. My view is that this work would need to be designed by a suitably qualified heritage architect to ensure that it is sensitive to the remaining heritage values of the hall. It may be possible to address this issue with a suitable resource consent condition.
- Replacement of timber window joinery with aluminium at the Allen Ward VC Hall and Tennant Block.

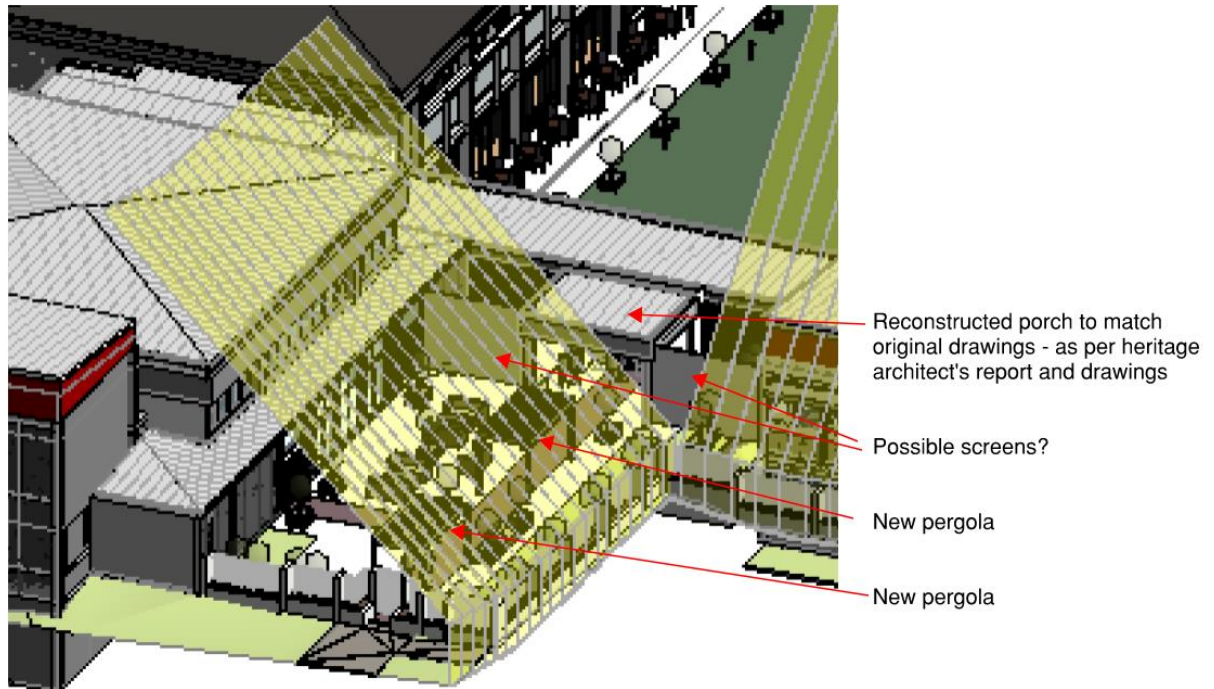
The proposed alterations to the original windows will result in a loss of heritage fabric, and are not sympathetic with the form, materials and patina that are noted in the HNZPT registration report as being the distinctive features of the place.

Overall, I disagree with the applicant's heritage advisor on the overall level of effects for this application, which I consider to be both unacceptable and avoidable.

In addition to the loss of heritage fabric noted above, I have some concerns about new structures proposed for the entrance courtyard between the north of the Allen Ward VC Hall and the link building to the Tennant Block. See below for an enlarged part of drawing 042_RCT_S01_.A0-90_A to which I have added annotation to identify the pergola structures, buildings, screens and reconstructed porch.



This area is indicated on one of the massing diagrams (drawing 042_S01...A-50_A) to which I have added similar annotation.



This courtyard is of particular concern as it includes the approach to the original entrance to the former Karori Teachers' College and is enclosed on two sides of two of the original remaining buildings.

I have some concerns that the pergola structures would add visual clutter to the new courtyard and appears to have little functional purpose – for example it doesn't appear to provide consistent shelter from the gate to the entrance doors. This view is balanced by an understanding that the pergola is a stand-alone feature that will not result in any further loss of heritage fabric, or damage to the Allen Ward VC Hall, new reconstructed entrance porch, or existing link building.

My remaining concern is about the two grey areas tentatively identified as screens on the drawings above. I note that these do not appear on the heritage architect's drawings of the reconstructed entrance porch, and if constructed would reduce the positive benefits of the heritage architect's well-considered design for this area.

Existing Photographs

- Demolish addition including non-original canopy
- Demolish non-original sheathing and joinery
- Demolish non-original entry columns

Original Elevation

Proposed Elevation Render (DPA Architects)

- Repair and reconstruct original portico
- Reinstate louvers
- Reconstruct and restore original entry
- Provide new aluminium joinery to match original fenestration pattern and retain original colour scheme

Proposed Elevation (Entry and Tennant Block) (Ryman Healthcare)

- Repair and reconstruct original portico
- Reinstate louvers
- Retain original colour scheme on parapet
- Entrance joinery to match original and retain original colour scheme
- Existing columns to be carbon fibre wrapped for structural upgrade
- Aluminium joinery to match original fenestration pattern

TENNANT BLOCK EAST ELEVATION
 At 1/100 scale
 All steel scale is steel scale shown above

Revision	Description	Date
<p>130 Victoria Road, PO BOX 10218 Devonport, Auckland 0744 www.dpa.co.nz 09-448-4434</p>		
Job title Ryman Healthcare Karori Retirement Village Ryman Healthcare Wellington		
Tennant Block		
Drawn: DPA	Checked: DPA	
Job # : 1388		
Printed : 27/05/2020 11:42:18 AM		
Project Status		
For Resource Consent		
Scale: As indicated @ 1/100	Revised: 28/04/20	Rev: A002

Part 2 – Purpose and Principles of the RMA

In addition, Part 2 of the Act requires the Council to recognise and provide for matters of national importance (section 6) particular consideration has been given to 6(f) the protection of historic heritage from inappropriate subdivision, use, and development.

GWRC Regional Policy Statement

The loss of heritage values as a result of inappropriate modification, use and destruction of historic heritage is considered to be a regionally significant issue, and

an issue of significance to the Wellington region's iwi authorities. Objective 15 of the GWRC regional policy statement requires that *Historic heritage is identified and protected from inappropriate modification, use and development*.

Conclusion:

The decision to demolish most of the former Teachers' College buildings and structures under certificates of compliance SR407395 and SR453248 has resulted in a significant and adverse effect on the heritage values of this historic place.

Setting aside the demolition, and only assessing the works proposed in this resource consent application, my assessment is that the proposal will have an unacceptable negative effect on the remaining buildings and landscape areas that have significant heritage values. An overview is that the new buildings are of a reasonable scale, height, bulk and massing, but that the proposed alterations to the buildings and landscape areas will result in a loss of heritage fabric and are unsympathetic to the form, materials and patina that are noted in the HNZPT registration report. Although these buildings and places are not scheduled in the District Plan, they are listed by Heritage New Zealand Pouhere Taonga as a Category I Historic Place and have significant heritage values.

In conclusion the proposal **is not** acceptable on heritage grounds.

Suggested Changes to Proposal:

Suggested changes to the proposal include:

- Omit the new aluminium joinery and retain and repair all existing timber joinery;
- Omit the installation of the two grey "screens" on either side of the proposed reconstructed entrance lobby to the Tennant Block link building.

However, if the consent planner is minded to approve the resource consent, then the following conditions/advice notes should be included on the decision:

Suggested Conditions¹

- Before works start on site the applicant shall submit and obtain approval from the CMO for a methodology for the installation of heritage interpretation throughout the site. The CMO will seek input from Council's Heritage Advisors. The intention of the interpretation is that it shall provide information to residents, staff, and visitors on:
 - History, architecture, and social values of the former Teachers' College;
 - Significant people associated with the Teachers' College;
 - Significance of the remaining buildings and landscape areas including the Oldershaw, Allen Ward VC and Tennant Blocks, the courtyard and the Lopdell Gardens.

The applicant must implement the works set out in the methodology within XX months of completion of the first residential unit on site.

¹ **Please note:** These conditions are likely to be amended to better fit the standard condition format used by the Consents Planners. If specific wording is required please discuss this with the relevant planner.

- Prior to works commencing on the site, the consent holder must submit and receive approval from the Compliance Monitoring Officer for a photographic record in a digital format showing the Oldershaw, Tennant and Allen Ward VC blocks along with the Courtyard and Lopdell Gardens. The record must include:
 - overall views from different angles agreed in consultation with the Compliance Monitoring Officer and Heritage Advisor,
 - views of the elevations affected, and
 - views of significant details including fixings and fittings.
 - A key plan showing the location of each photo and direction photos were taken from
 - A cover sheet with the SR, site address, author and date of submission
 - All photographs must be dated and labelled within the photographic record document with descriptive captions to indicate title, location, and treatment.

Note:

- Prior to carrying out the photographic record, the consent holder must liaise with the Compliance Monitoring Officer to agree the positions from where photos are to be taken. In approving the content of the photographic record, the Compliance Monitoring Officer will liaise with the Council's Principal Heritage Advisor.
 - In addition to the photographic record, all images shall be submitted to Council in a digital format (RAW files). The filename of each photo must include: address_name of elevation/detail_date photo taken
 - The digital copy of the photographic record and the digital images will be added to the Council's digital files.
 - For completeness, it would also be useful to include photographs of the original buildings and landscaping elements that have been demolished under the certificates of compliance where possible.
- Before works start on site the applicant shall submit and obtain approval from the CMO for a methodology for the repair and structural strengthening of the remaining heritage buildings that demonstrates how effects on heritage values will be minimised. The works shall be carried out in accordance with the agreed methodology and the CMO will seek input from Council's Heritage Advisors.

Before works start on site the applicant shall submit and obtain approval from the CMO for detailed design of the alterations to the external form, cladding and joinery of the Allen Ward VC Hall to ensure that the works comply with the heritage requirements of the Heritage Technical Report prepared by DPA Architects as part of the Resource Consent Application. The CMO will seek input from Council's Heritage Advisors when reviewing the detailed design.

Suggested Advice Notes

- *Archaeology: The subject property is a known place of historic habitation and there is reasonable cause to suspect the presence of an unrecorded archaeological site(s). An archaeological site is defined as physical evidence of pre-1900 human activity. This can include above ground structures as well as below ground features. Below ground features can include burnt and fire cracked stones, charcoal, rubbish heaps including shell, bone and/or glass and crockery, ditches, banks, pits, old building foundations, artefacts of Maori and European origin or human burials. If any activity associated with this proposal modifies, damages or destroys any archaeological site, an archaeological authority (consent) from Heritage New Zealand Pouhere Taonga (HNZPT) must*

be obtained for the work to proceed lawfully. Under the Heritage New Zealand Pouhere Taonga Act 2014 it is illegal to modify or destroy an archaeological site without obtaining an authority. The applicant is advised to contact HNZPT for further information prior to works commencing.

The proposal **is not** eligible for resource consent fee reimbursement.

Moira Smith

Senior Heritage Advisor

Peer reviewed by:

Reuben Daubé

RMA Heritage Advisor