

## **North Kumutoto Design Brief**

| Revised after consultation

| November 2012

REVISED AFTER CONSULTATION

## INTRODUCTION

This design brief provides direction for development in the area known as North Kumutoto, the northern extent of the waterfront's Kumutoto Precinct (referred to in the Wellington Waterfront Framework as North Queens Wharf). The brief aims to fulfil the general objectives outlined in the Waterfront Framework for this area<sup>1</sup>.

The brief sets out the design principles and parameters for buildings and open spaces. In combination with an indicative layout of spaces and buildings and a maximum building envelope, the brief gives a level of certainty as to the location of open spaces and maximum size and layout of buildings. Although the principles and development parameters provide direction and guidance they also allow some flexibility for parties to be creative in exploring ideas for the development in the area.

The principles set out in the brief need to be met in the creation of any site specific guidance and in design development that will occur as part of the development proposal process.

### 1.1 General design principles

[The Waterfront Framework sets out the vision and principles for the development of the waterfront and includes the north Kumutoto area.](#) The following vision statement has been adopted for the waterfront:

*"Wellington's Waterfront is a special place that welcomes all people to live, work and play in the beautiful and inspiring spaces and architecture that connect our city to the sea, and protect our heritage for future generations" (Wellington Waterfront Framework, 2001).*

Unlike the predominantly open space areas of the Waitangi Park and Taranaki St Wharf precincts, [the north Kumutoto](#) area has a strong connection to the City's Central Business District (CBD). This [connection](#) will be reflected with a stronger sense of the adjacent city form being developed through a higher proportion of buildings than on the rest of the waterfront.

New buildings in this area will have a range of uses and could include recreational, retail, commercial, residential and institutional uses. Generally, the uses need to support a safe waterfront and 24-hour activity.

The character of North Kumutoto includes a network of waterfront promenade and lanes connecting back to the CBD. Movements will be designed primarily for pedestrians and cyclists with buildings enclosing the water edge on one side and a major urban boulevard on the other.

Any new buildings will relate to and be sympathetic to the scale of the surrounding heritage buildings [and items](#), including Shed 21 at the northern end, Sheds 11 and 13 at the southern end, [the Former Eastbourne Ferry Building and the Harbour Board Iron Gates and Railings](#).

Site 8, located to the east of Site 9 and alongside the promenade, is to be excluded from building development and is to be developed as open space. This will help protect views through the Kumutoto area and facilitate public access to the water and pedestrian [and recreational](#) use of the area. It will also provide an enlargement of the existing open space (referred to as Kumutoto Plaza) established around the Kumutoto stream opening, facilitate views between the water and Shed 13 and allow for a visual connection between Shed 13 and the Ferry Building.

### 1.2 District Plan [and other statutory plans](#)

Any works will need to be undertaken in accordance with the District Plan. Resource Consent applications for new buildings in this area will be notified. [In addition, the development of open space on site 8, and in association with building developments on sites 9 and 10, may come under the jurisdiction of Greater Wellington Regional Council and the Regional Coastal Plan. In this case both the WCC and GWRC will work together to coordinate the assessment of resource consent applications.](#)

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<sup>1</sup> The brief is based on the previous North Queens Wharf design brief (2002) but has been updated to reflect the April 2012 Environment Court decision on District Plan Variation 11 (Wellington Waterfront), development progress in the North Kumutoto area [and public submissions and feedback](#).

## 1.3 Process

This brief forms the basis on which Wellington Waterfront Ltd (WWL), Wellington City Council's implementation manager for the waterfront, engages designers or developers for development within the North Kumutoto area. Designs are considered and approved by Wellington City Council, taking into consideration advice from the Technical Advisory Group (TAG) and feedback from public consultation on preferred development proposals, before being approved. The proposed development is then subject to the resource consenting process which will involve public notification.

## 1.4 Phasing

Building and open space developments may be phased over time taking into account:

- Economic cycles which influence the timing of commercial development(s).
- The use of development proceeds to fund the development of public space to minimise the impact on ratepayers.
- The need to comply with planning requirements and undertake public consultation.

## 2.0 SITE SPECIFIC ISSUES

### 2.1 Site boundaries

This brief relates to development in the North Kumutoto area – the area adjacent to the waterfront between Shed 13, the Meridian Building and Shed 21 – and specifically the development of Sites 8 (as open space), 9 and 10 as depicted on Map 2.

The North Kumutoto area sits within the wider Kumutoto Precinct which covers the area bounded by Shed 21 in the north through to the Queens Wharf Centre in the south; Waterloo and Customhouse Quays to the west and CentrePort's boundary to the east in the northern sector and the water's edge in the southern sector as shown on Map 1.

### 2.2 Links to the city

North Kumutoto is an important part of Wellington's waterfront and is the northern most part of the waterfront under the management of WWL. It has a strong relationship to the City's central business district and important links to the north, including Shed 21 and the Railway Station. It also has an important relationship with the ongoing development of CentrePort land (which adjoins the area to the north east) and the Parliamentary precinct to the north west.

Improving pedestrian access across the heavily trafficked 'quays' is critical to the success of the development of this part of the waterfront. Wellington City Council has undertaken a quays improvement project and opportunities to link with these improvements should continue to be made (see section 3.0 'The Open Spaces'). The 'greening of the quays' project is enhancing the Wellington waterfront route from Aotea Quay through to Oriental Parade. The improvements relating to the Kumutoto Precinct include significant planting of street trees, a central median providing refuge for people crossing between the central business district and the waterfront, an increased number of signalised pedestrian crossings along Jervis and Customhouse Quays (including at Waring Taylor and Johnston streets), and increased shelter from the weather for pedestrians.

The main entrance for vehicles on to the waterfront in this area is at Whitmore Street. Access is also possible via the entrance at Bunny Street to the north and Brandon Street in the south.

### 2.3 Heritage and contemporary culture

This area has been long associated with both Maori and European settlement with the Kumutoto Stream exiting in this area. The majority of the North Kumutoto area was reclaimed as late as 1970. Opportunities to acknowledge that this reclamation process has happened should be considered in future designs. An example of such historical connection is present in the Kumutoto Plaza where the stream mouth is highlighted through the use of concrete and timber terraces that step down to the water. Another example is at the Taranaki Wharf where the original wharf configuration has been re-exposed.

Other aspects of history should also be acknowledged. This should include not only the remaining waterfront buildings, but artefacts such as the wharf gates and wharf structures, and the evidence of past industrial and maritime usage. An example of this has been the restoration of the heritage gates at the Waring Taylor, Johnston and Brandon street entrances to the area. These features are irreplaceable indicators of the history of the area, and while some may be damaged, they substantially enrich the experience of the waterfront. Physical evidence of age and occupation are manifestations of the history of the waterfront, and are fundamental in retaining and strengthening the identity of the area.

With the change in emphasis of the area from a working port to a recreational, cultural and employment area, there are opportunities for public art to be used to express the history of the area. Public art, [interpretation and lighting](#) should be coordinated with the design of new buildings and spaces and reflect the waterfront context [and history of the area](#). [There is an opportunity throughout the open spaces to provide interpretation of the wharves associated with the Wellington Harbour Board.](#)

## 2.4 Pedestrian [and cycle](#) access

Pedestrians [and cycles](#) have priority over vehicles on the waterfront. There are a number of ways of making the waterfront safer, more comfortable, convenient and inviting for people on foot, and there have been significant improvements made in recent years. These include additional pedestrian crossing points across the quays, development of the promenade, new landscaping, lighting, surface treatments, signage and accessibility enhancements.

Although opportunities for further enhancements to pedestrian [and cycle](#) access and accessibility are limited given the improvements already made, consideration of improvements in key locations, particularly the public spaces surrounding buildings and between buildings and the Whitmore Street extension, should form part of future designs.

## 2.5 Parking and vehicle access

Any parking on the waterfront is to support people who visit, live and work on the waterfront. The number of car parking spaces to be provided depends on the uses of the new buildings. These needs will be covered in resource consent applications.

Vehicle access needs to be provided to assist access for the less able and to service the buildings, wharves and parking areas. Pedestrians, cyclists and private, service and emergency vehicles may all share the same internal access space, while still giving pedestrians [and cyclists](#) priority [over vehicles](#).

## 2.6 Views

Connections between the North Kumutoto area and its wider context include the views and the glimpses of the harbour and hills beyond and the views along the city streets. The panoramic views from the promenade and water's edge out to the harbour are also important to the character of the [North Kumutoto area](#). Conversely, the views from the harbour and hills back to the city over the area are of importance to the city as a whole.

[Opportunities also exist to enhance views to Parliament, Sheds 11, 13, 21 and the Former Ferry Terminal Building.](#)

Existing views from the city streets towards the harbour and hills should be considered in the design of new buildings and spaces. These views can be framed by buildings to increase the sense of drama and to reinforce the sense of distance and scale. [The viewshaft Vs 4 – Whitmore Street from the city to the harbour as identified in the District Plan is significant to the area and requires particular attention in open space and building designs.](#)

[Consideration should also be given to providing views through any new building on sites 9 and 10 to the Ferry Building.](#)

## 2.7 The Promenade

The promenade is continuous, stretching from the Railway Station to Oriental Bay and follows the water's edge for most of the distance. There is a need to keep a consistency of treatment along its length, so that the promenade is clearly defined.

The promenade exists in different **forms** in the different areas of the waterfront. In the North Kumutoto area it forms two paths; a waterside path along the Tug Wharf and Queens Wharf breastwork, and a landside path alongside the reclaimed edge. Opportunities should be taken to provide shelter, seating and activities along the route, including integration with buildings on the landside edge.

The promenade is a shared pathway, designed to accommodate a range of uses including strolling, cycling, skating, push-scooters, push-chairs and wheel chairs. The promenade not only serves the waterfront but is also part of the wider pedestrian network **and a prime cycle route** for the city.

The promenade at the water's edge is being continuously enhanced to allow people of all abilities to access the water at various points. This is not a natural edge and therefore it contributes to the urban waterfront experience in different ways, for example bridges, sea walls, pontoons, piers. Access and berthage for small craft should be provided along parts of the water's edge. This is important to support the use of the inner harbour for recreational water activities such as boating.

### 3.0 THE OPEN SPACES

Open spaces of different configurations and locations along the waterfront provide opportunities for the community and visitors to enjoy the harbour setting in different weather conditions and at different times of the day. Open spaces can provide stopping points and space for activities, and enable recreation opportunities and community interactions. Open spaces are also an opportunity to consider the inclusion of historical reference to the north Kumutoto area.

Streets and lanes are the primary form of public spaces within the adjacent central city **and this space type also appears in the Kumutoto area**. Within the Kumutoto area, lanes are used for movement and congregation - linear public spaces designed to be destinations as well as pathways and access routes.

Successful streets and lanes are well defined, are unified spaces with their own recognisable character and have activity and vitality at their edges.

Three distinct public open spaces have been developed in the Kumutoto Precinct area, the working names of which are Kumutoto Plaza, Wharf Plaza and Brandon Plaza. The plazas are connected by a lane (Kumutoto Lane) that runs through the precinct. These public spaces link city to sea, extending the line of city streets across Customhouse Quay through to the waterfront. These spaces are summarised as follows:

Location	Description	Importance
Kumutoto Plaza (Waring Taylor St extension)	City connector space	Part of the visual link between the city and harbour.
Wharf Plaza (Johnston St extension)	City connector space	Part of the visual link between the city and harbour.
Brandon Plaza (between Steamship Wharf and the Queens Wharf centre)	Link space	Enhances the relationship between buildings, links to the harbour, servicing space, and access to the Queens Wharf underground car park.
Kumutoto Lane (service lane alongside harbour side of Sheds 11 and 13)	Linear movement space	Shared surface where pedestrian <b>access</b> is shared with primary servicing space for North Kumutoto.

Key public open spaces proposed for development or subject to ongoing/further development are summarised in the following table.

Location	Description	Issues
The promenade	Linear movement space	Primarily water edge based movement space. To relate to promenade along rest of waterfront. Connection from the Meridian building through to Shed 21 and the Railway Station to be improved. <u>Provision for NZ Police operations from the wharf.</u>
Whitmore St extension	City connector space	Major entry point to waterfront. <u>Conflict between vehicles and pedestrians needs to be resolved, and the 'space' needs to be better defined. Detailed design should occur along with the Site 10 design.</u> Buildings on sites 9 and 10 <u>should</u> provide a gateway and define the open space. This is subject to protection of District Plan viewshaft (VS 4 - Whitmore Street).
Site 8 - water edge, north of Kumutoto Stream	Activity <u>and destination</u> space	Generation of and support for activity and public occupation, connections to the water, spatial definition, integration with spaces and routes around, positive relationship with Kumutoto Plaza open space <u>and Site 9.</u> <u>Site 8 should be designed together with Site 9 as an integrated whole.</u>

### 3.1 Open space principles

- The open spaces in this area (including Site 8) are to be interlinked and are to be designed in a coherent fashion that relates to the waterfront and the wider city context.
- Public spaces should be easily accessed by all and support uses that can contribute to the vitality, safety, recreational potential, shelter, comfort and social inclusiveness of the waterfront.
- Diversity of use will support diversity of opportunity, of occupation, and extended use of the waterfront.
- Successful public spaces are characterised by spatial definition, sunshine, areas of shelter, activity around the edges, views in and out and connection with other space. They usually contain a feature or focal point that gives them a distinctive character.
- The potential for concealment and entrapment needs to be minimised. Public open spaces should be designed to maximise personal safety in line with the Council's *Guidelines for Design Against Crime* and best practice in *Crime Prevention Through Environmental Design* (CPTED).
- Public spaces that are flexible in design allow for multiple and changing activities. Often these activities are unforeseen. Possible activities include all those typically seen in city streets and open spaces and might also include performance art, children's play, vending, public meetings, fishing, picnicking, rollerblading and any other waterfront recreational event.
- Public spaces that are responsive to changes in use are desirable to ensure continued activity and vitality on the waterfront.
- Well designed open spaces provide an opportunity to enhance the setting of heritage buildings and items.
- The design of open spaces should consider opportunities for interpretation and public art to highlight the historical context of the area.

## 3.2 Site 8 considerations

Site 8 is an important site in the North Kumutoto area. It is to be developed as public open space. The space needs to be a recognised destination with a positive relationship to the Kumutoto Plaza open space. Like the spaces created by extruding Whitmore, Waring Taylor and Johnston streets on to the waterfront, the space needs careful consideration in order to support diversity, richness and activity.

The space could include defining elements which can be recognised from a distance and may include structures that provide shelter from the weather, support activity in the area and promote the use of the space (e.g. playground equipment, performance art, coffee vending) throughout the year, throughout the week and throughout the day. Solar analysis of any proposed building on Site 9 will be required to ensure adequate sunshine for good quality public amenity in this space.

There is specific opportunity within and adjacent to Site 8 to recognise the history of the area and enhance the setting of heritage buildings (see section 2.3).

## 3.3 Furniture guidelines

The *Waterfront Furniture Design Brief* will need to be consulted at the developed design stage. Advice from the Council's Accessibility Advisory Group should also be sought.

The brief states that the furniture on the waterfront needs to reflect the industrial and nautical elements of a working wharf. It recommends the use of metal and timber as preferred materials and the elements used to connect them such as bolts, chains and plates. These are expressed on the waterfront in four main forms:

- planks (ship/wharf decking)
- balls (buoys, bollards)
- plates (cranes, ship hulls)
- masts (cranes, ship masts)

All elements are strong, bold and robust. Salvaged timber and materials are used where available, to maximise their effect and as appropriate to their purpose.

## 4.0 NEW BUILDINGS

The development of the Kumutoto Precinct has seen buildings developed on Site 7 (the Meridian building) and Site 6 (Steamship Wharf).

There are two remaining sites defined as being appropriate for new building developments. The maximum building heights and maximum site coverage are outlined below. The heights relate to the scale of adjacent heritage buildings.

Further small scale structures might provide services and amenities for public open space areas. These would be integral parts of the design of the space, be used to support everyday occupation and events within the space and also to provide for New Zealand Police operations on the former Ferry Terminal Wharf.



Location	Maximum site coverage	Maximum height above ground level	Issue
Site 10 - north of Whitmore St gates, south of Shed 21	100% <sup>2</sup>	22 metres <sup>3</sup>	Strong relationship with Shed 21. Southern end could form part of 'gateway' at end of Whitmore St. The building form should read as more than one building. <u>The eastern edge should align with the eastern façade of Shed 21<sup>4</sup></u> to allow for pedestrian and vehicle movement <u>on the seaward side</u> . <u>Building design should relate positively to the Former Ferry Terminal Building and contribute to the amenity of the Whitmore St extension space, providing an 'interface area' at the southern end.</u>
Site 9 - to south of Whitmore St gates alongside Customhouse Quay	100%	19m and 16m at south end	Northern end could form part of 'gateway' <u>at the end of</u> Whitmore St.

Floor to floor heights of new buildings should relate to the generous storey heights of the surrounding buildings.

As outlined, Site 8 (to the east of Site 9 and alongside the promenade) is to be excluded from building development (except for small structures ancillary to the open space function) and is to be developed as open space.

#### 4.1 New building principles

- New buildings will be sympathetic to, and relate to the scale and size of, the heritage buildings, bearing in mind that Shed 21 at the northern end is higher than the heritage buildings at the southern end. Any building on site 10 must relate to the Former Ferry Terminal Building and reflect its degree of importance as a heritage item.
- Primary facades are to face on to the major public open spaces. Secondary facades are to provide for a level of servicing, but not be dominated by these servicing activities. All facades are to provide a high level of active edge.
- Buildings will be designed in a coherent fashion that relates to the area's urban context including the waterfront, nearby buildings including heritage buildings, and the CBD landward of north Kumutoto, and have a good compositional relationship with neighbours so that they relate to and complement each other.
- Building types that would be responsive to change of uses over time are preferred.
- The buildings, including tops and roofs, need to provide the character and complexity appropriate to their prominent waterfront position and context, given that there are numerous vantage points overlooking this area. Opportunities for green roofs and public access to roof tops should also be incorporated where appropriate.
- Buildings need to have visual interest with recognition of different viewing distances and duration.
- Buildings will be required to display exceptional architectural design including innovation, creativity and imagination, responsiveness to context, environmentally sustainable design and be an expression of contemporary culture.
- Buildings will be designed with consideration of universal design principles to ensure accessibility for all.

<sup>2</sup> The building footprint is to relate to the Ferry Building and Whitmore St extension space.

<sup>3</sup> No roof top structures can penetrate the maximum height.

<sup>4</sup> This represents a setback of at least 9m.



## 4.2 Building relationship to open space

- Buildings should contribute positively to the open spaces of the waterfront.
- Buildings should be of a size and shape that relate to the spaces around them, the neighbouring buildings and the water's edge.
- Buildings can provide enclosure and shelter to adjacent spaces. Buildings are to provide a protected sheltered accessible route along the quays and are to contribute to providing shelter along the promenade.
- Buildings may become landmarks and add character to public spaces.
- The buildings that face onto the public spaces should help define these spaces, provide for natural surveillance and allow for activities that engage people using these spaces.
- The ground floors of buildings should be predominantly and clearly accessible to the public, adding to the overall vitality and activity of the waterfront. This can include commercial activity provided it is aimed at the general public.
- Buildings should have 'active edges' by providing frequent entries. Windows and doors at ground level should allow visual links between ground level interiors and adjacent public spaces and allow people to interact with activities within the building.
- Servicing facilities need to be integrated into the building and/ or located along secondary frontages.

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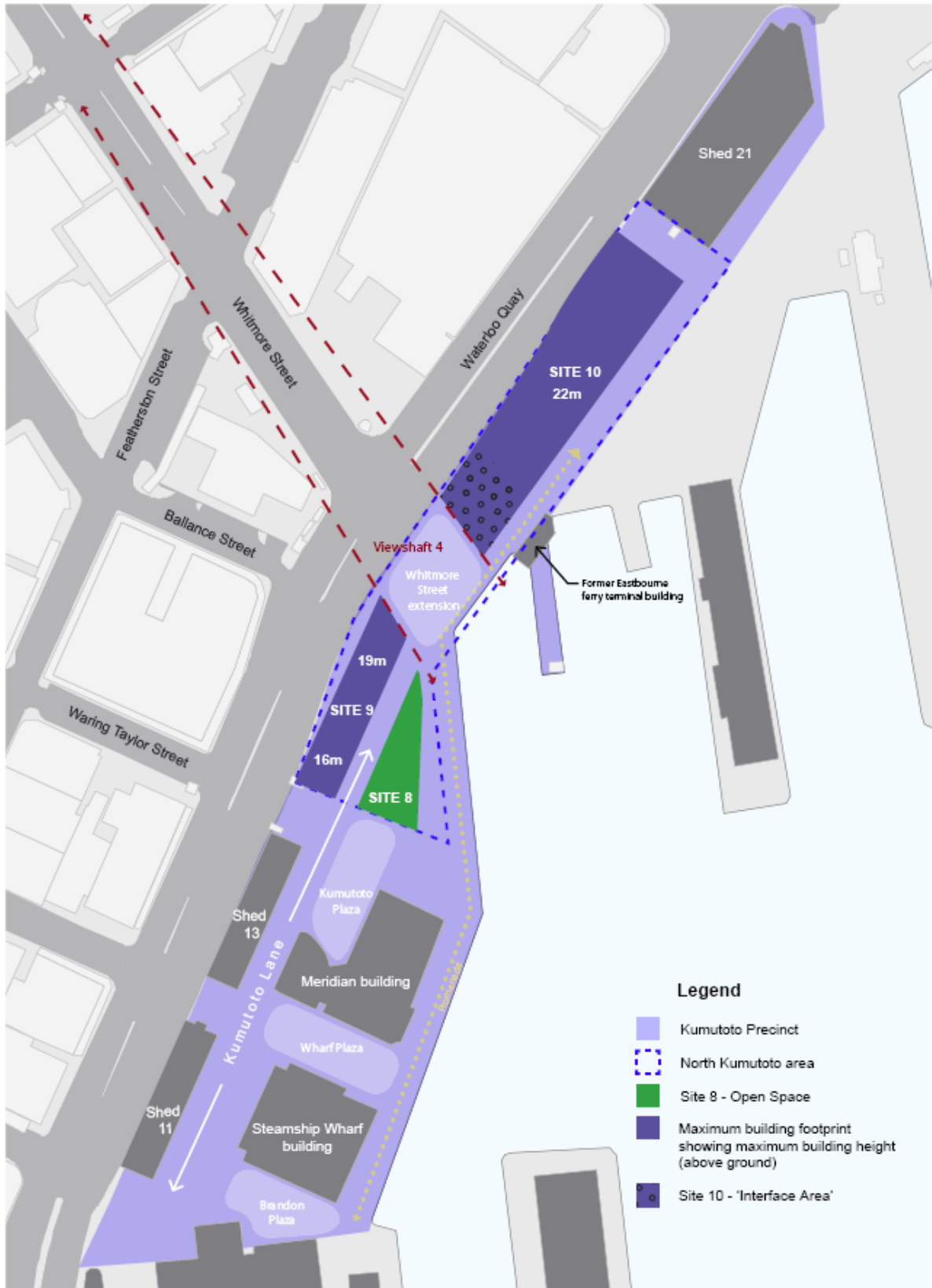
## Map 1 – North Kumutoto location and context



MAP 1 KUMUTOTO PRECINCT PLAN

## Map 2 – North Kumutoto: Sites 8, 9 and 10 location map (updated)

Map 2 - North Kumutoto: Sites 8, 9 and 10 Location Map



MAP 2 NORTH KUMUTOTO DEVELOPMENT AREAS (INDICATIVE ONLY : NOT TO SCALE)