## **Historic Heritage Evaluation**

# Gordon Wilson Flats 320 The Terrace



August 2021

	Historic Heritage Evaluation
Prepared by	NZ Heritage Properties on behalf of Wellington City Council
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## **Executive Summary**

The Gordon Wilson Flats are currently included on the Wellington City Council Plan, together with the adjacent McLean Flats. The purpose of this report is to separately identify and evaluate the heritage values of the Gordon Wilson Flats against the Council's criteria. The evaluation of the Gordon Wilson Flats heritage values shows the building to have significant historic, social, architectural, technological and rarity values at a national level.

The Gordon Wilson Flats were part of a state housing programme which was central to government policy during the mid-twentieth century. The Department of Housing's policy originated with the first Labour Government in 1935. A range of residential options were offered to meet a range of different housing needs. The high-rise, high-density apartments, exemplified by the Gordon Wilson Flats, were one of the options provided. The building was particularly suited to be centrally located on the hilly topography of Te Whanganui-a-Tara Wellington environment, which was experiencing huge population growth. The Modernist construction, designed by noted architect Gordon Wilson, was completed in 1959. As Government architect, Wilson designed a number of Modernist government buildings based on international Modernist trends.

The Gordon Wilson Flats have historical significance for their association with the programme of state housing and as a response to Te Whanganui-a-Tara Wellington's population growth. With the demolition of the conjointly designed and constructed Greys Avenue Flats building in Tāmaki Makaurau Auckland, the Gordon Wilson Flats is now the only remaining example of a state block of high-rise flats from the 1950s and represents a turning point in the government's experimentation with this typology of housing. This type of building paved the way for subsequent local government housing developments in New Zealand's larger cities, altering ideas and expectations about what constituted inner-city living.<sup>2</sup>

It is recommended that the Gordon Wilson Flats remain on the Schedule of Historic Heritage Buildings. The extent should continue to be based on the existing land parcel. The Flats have historic, architectural and technological significance, in particular for their part in the development of the state housing programme. They contribute to our understanding of mid-century attempts to address urban sprawl with high-density, inner-city living. They also stand as a testament to the period of Modernist government buildings designed by New Zealand Government architect Gordon Wilson.

<sup>&</sup>lt;sup>2</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff.



<sup>&</sup>lt;sup>1</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

## Summary Statement of Significance

The Gordon Wilson Flats are a significant example of Aotearoa New Zealand's midcentury programme to institute state housing, based on international trends of highdensity residential blocks and Modernist architecture. The following summarises the fundamental values of the place identified against the heritage significance criteria:

This building has outstanding **historical** and **social** significance for its association with the state housing programme was initiated by the first Labour government in 1935. The Flats are Aotearoa New Zealand's sole remaining example of 1950s high-rise state housing and have **rarity** value for this reason. They also have a high degree of **integrity**, having had little modification.

The building has high and increasingly rare **architectural** value for its association with prominent architect Gordon Wilson, who had a major impact on the design of social housing and who referenced international Modernist trends. The Gordon Wilson Flats are **technologically** significant in their use of progressive building techniques.

## **Purpose**

The purpose of this document is to evaluate the Gordon Wilson Flats at 320 The Terrace against Wellington City Council's criteria for inclusion on the District Plan Schedule of Historic Heritage Buildings. Gordon Wilson Flats are currently included on the Wellington City Council District Plan and are the subject of ongoing conversations about the building's future. The purpose of this report is to identify and evaluate the heritage values of the Gordon Wilson Flats against the Council's criteria.

The document has been prepared by New Zealand Heritage Properties on the specific instructions of our client, Wellington City Council. It is intended solely for the use by Wellington City Council in accordance with the agreed scope of work.

## Scope

This assessment is a desktop study and is based on documentary sources and images. No site visit was undertaken.

Values are considered against Wellington City Council and Greater Wellington Regional Council criteria for inclusion on the District Plan Heritage Schedule.

As with any heritage assessment, there were some constraints experienced in the preparation of this report, but sufficient information was available on which to assess the building. The chronology of the site was pieced together from sources including



Wellington City Council heritage reports, local historical resources, and Wellington City Council archives.



## **Heritage Inventory Report**

Site Detail		
Site address or address(es) and/or location	320 The Terrace	
Property Name	Gordon Wilson Flats	
Other names	The Terrace Flats	
Legal Description(s) and Record of Title identifier(s), Deeds register and/or Gate notice information	Lot 1, DP 363050	
NZTM grid reference	NZTM_E 1748234 and NZTM_N 5427434	
District Plan Reference Number	16/299	
Sites of significance to Māori		
WCC Heritage Area		
HNZPT listed	Category 1 Historic Place (List No. 9783, together with McLean Flats)	
HNZPT category	1	
Archaeological site (Heritage New Zealand Pouhere Taonga Act 2014, Section 6)	Unknown	
New Zealand Archaeological Association (NZAA) site record number(s)	NZAA Central City Archaeological Area R27/270	
Constructed	1957 – 1959	
Significant alterations or additions		
Architect	Architectural Division Ministry of Works, under chief architect Gordon Wilson.	
Builder	Downers and Company Limited and McKenzie Thomson Hoskins Limited	
Former uses	Low-cost state housing accommodation	
Current uses	None	
Earthquake-prone Building Status at the date of assessment.	124 Notice	





## Extent: WCC Onemap, accessed August 2021

## **Historical Summary**

#### Land and Māori history

Te Whānganui-a-Tara Wellington's nearly circular harbour (about 10 kilometres in diameter) began as a shallow basin between two tilted land blocks. Repeated uplifting along the Wellington Fault raised the block on the western side, creating a cliff from Thorndon to the Hutt Valley. The block to the east tilted down towards the fault, creating a depression that later filled with water.<sup>3</sup> Matiu (Somes Island) and Mākaro (Ward Island) are the exposed peaks of a submerged ridge running parallel with the extensive ridges of Miramar Peninsula and Hataitai.<sup>4</sup>

<sup>&</sup>lt;sup>4</sup> Adkins.



<sup>&</sup>lt;sup>3</sup> Adkins, "The Great Harbour of Tara. Traditional Place Names and Sites of Wellington Harbour and Environs."

Early Māori narratives tell that Te Whanganui-a-Tara Wellington harbour was originally a land-locked lake, home to two large taniwha. One taniwha, energetic Ngake, forged a passage from Te Awakairangi the Hutt River to the open sea, creating the entrance to the harbour. The second, Whataitai, following in Ngake's wake, became stranded with the outgoing tide and eventually died. Whataitai's spirit took the form of a bird, that flew to the top of the peak and cried farewell before departing to Ranginui – hence its name Tangi te keo.<sup>5</sup> The very top of Matairangi Mount Victoria is still known as Tangi te Keo. Over the years Whātaitai's body turned to stone and today is known as Hataitai.<sup>6</sup>

The Te Whānganui-a-Tara area of Aotearoa New Zealand was said to have been first explored by Kupe. Kupe set off from his homeland Hawaiki in pursuit of a giant wheke/octopus. The pursuit led him to Aotearoa New Zealand, where he finally caught the creature in Raukawakawa Cook Strait<sup>7</sup>. In the landscape later known as Te Whānganui-a-Tara Wellington, he named rock formations near Cape Palliser Ngā Ra o Kupe (the sails of Kupe), Arapāoa, Mana, the islands Matiu (Somes Island) and Mākaro (Ward Island) before returning to Hawaiki.<sup>8</sup> These names were preserved as later iwi came to settle the land.

Mana whenua of Te Whānganui-a-Tara trace their origins to the subsequent arrival of the Kurahaupō waka. Some traditions name Whātonga as the captain of the waka. He later explored Te Ika a Maui the North Island from Māhia south, naming the harbour Te Whānganui-a-Tara, for his son Tara. Descendants include Ngāi Tara, Rangitane, Muaupoko, Ngāti Apa and Ngāti Ira. Descendants

The area around Te Whanganui-a-Tara was occupied for centuries by these various Māori groups. 11 Two tribes of Ngāi Tara (in the area from c1405-1650) and Ngāti Ira (in the area until 1829) amalgamated and became known as Ngāti Ira. Ngāti Ira were the inhabitants of Te Whanganui-a-Tara and its environs including Porirua and the area up to the Kāpiti Coast. 12 The principal chief of Ngāti Ira in the

<sup>&</sup>lt;sup>12</sup> Murray, "A History of Tawa."



<sup>&</sup>lt;sup>5</sup> Wellington City Libraries, "Te Aro Pa and Matairangi."

<sup>&</sup>lt;sup>6</sup> Grace and Ministry of Education, "Ngake and Whātaitai the Taniwha of Wellington Harbour." The site Tangi te keo, on the Matairangi Mount Victoria peak and ridgeline is a site of significance to Māori and recorded as M72 in the WCC District Plan.

<sup>&</sup>lt;sup>7</sup> Greater Wellington Regional Council website <u>Māori history of the Greater Wellington region</u> Greater Wellington Regional Council (gw.govt.nz) Accessed November 2021.

<sup>&</sup>lt;sup>8</sup> Reid, "Muaūpoko - Early History"; Royal, "First Peoples in Māori Tradition - Kupe."

<sup>&</sup>lt;sup>9</sup> Waitangi Tribunal, "Te Whanganui a Tara Me Ona Takiwa," 17–18.

<sup>&</sup>lt;sup>10</sup> Love, "Te Āti Awa of Wellington"; Heritage New Zealand Pouhere Taonga, "Research Report on Heritage Values Hannah Playhouse, Wellington."

<sup>&</sup>lt;sup>11</sup> Report, "Te Whanganui A Tara Me Ona Takiwa - Report on the Wellington District."

late 1810s, Whanake and his son Te Kekerengu both lived on the west coast of Te Whānganui-a-Tara near Porirua Harbour.

Incoming tribes from far to the north of Te Whānganui-a-Tara area began to push out Ngati Ira, and they faced consistent pressure as an influx of people continued from western Waikato and Taranaki. Many war parties and migration of other tribes, such as Ngāpuhi, Ngāti Whatua, and Ngāti Toa, drove the last remaining Ngāti Ira out of the area. Ngāti Toa and its allies defeated Ngāti Ira and gained ascendency over the Kāpiti Coast in 1824, although some Ngāti Ira continued to live at Porirua.

By 1840, the groups holding customary rights within the Port Nicholson block were complex, with Te Āti Awa, Taranaki, Ngāti Ruanui, Ngāti Tama, and Ngāti Toa all claiming rights established through conquest, occupation, and use of resources. The wider Te Whānganui-a-Tara Wellington region then and now hosted a number of iwi, including Te Āti Awa, Muaupoko, Rangitāne o Wairarapa, Ngāti Raukawa, Ngāti Toa (Ngāti Toarangatira), and Te Atiawa ki Whakarongotai. 16

It was in this complex setting that in 1839, the New Zealand Company chose Te Whānganui-a-Tara Wellington's Port Nicholson as the site for its first settlement of British immigrants.<sup>17</sup> Their aim was to purchase land in the district for an English settlement, named Wellington.<sup>18</sup>

#### The Terrace

The Terrace extends 1.8 kilometres from the corner of present-day Abel Smith Street to Bowen Street, but was once divided in two parts. The north end of the street was first named Wellington Terrace, because it was on a terrace along the ridge of hills at the back of Lambton Quay. 19 Over time it simply became The Terrace. The street was a popular residential area from the late 1800s and was described as "the fashionable street" in contemporary newspapers. 20

The Terrace's southern end, formerly known as Woolcombe Street, contained two of the earliest residences in Te Whanganui-a-Tara Wellington. Dalmuir Hill and St Ruadhan, known for their large gardens, had been owned by Sir Douglas

<sup>&</sup>lt;sup>20</sup> Weber.



<sup>&</sup>lt;sup>13</sup> Report, "Te Whanganui A Tara Me Ona Takiwa - Report on the Wellington District."

<sup>&</sup>lt;sup>14</sup> Murray, "A History of Tawa."

<sup>&</sup>lt;sup>15</sup> Murray.

<sup>&</sup>lt;sup>16</sup> "Brooklyn Wellington."

<sup>&</sup>lt;sup>17</sup> Report, "Te Whanganui A Tara Me Ona Takiwa - Report on the Wellington District."

<sup>&</sup>lt;sup>18</sup> Report, "Te Whanganui A Tara Me Ona Takiwa - Report on the Wellington District."

<sup>&</sup>lt;sup>19</sup> Weber, "Street History: The Terrace," 2012.

McLean.<sup>21</sup> The oldest dwelling, Dalmuir Hill on Town Acre 440, was built in the early 1840s by Robert Strang. Donald McLean (later Sir Donald McLean) married Susan Strang, Robert's daughter, in 1851. Their only child, Douglas, was born at Dalmuir Hill. Donald McLean later acquired the property, and in 1895 also secured Town Acre 441 from their long-term neighbours, the Stokes, and their home St Ruadhan. McLean's son Douglas (1852-1929) inherited both properties. St Ruadhan was his town house when he was not on his farm Maraekakaho in the Hawke's Bay. McLean was known as a Member of Parliament, wealthy industrialist, and one of Aotearoa New Zealand's foremost animal breeders. In 1927 he was knighted. McLean died in 1929 and his wife in 1940. The houses remained in McLean family hands and were known as one of the 'beauty spots' in the city. In 1943 the government acquired the two dwellings and they were demolished to make way for the site's redevelopment by the government.

#### The Labour Government and State housing

Aotearoa New Zealand's foray into state housing began in 1905 with the Seddon government. Alarmed by reports of squalid living conditions in urban centres as well as rising rents, Premier Richard Seddon built several hundred workers' dwellings under the Workers' Dwelling Act of 1905. After the initial boom, however, the scheme fell by the wayside. It was not until the first Labour government in 1935, that the scheme was revived. As part of their programme of social reform and welfare, the Labour government wanted to improve belowstandard urban living conditions. The country was also experiencing a severe housing shortage. The answer to both these problems was the provision of state housing. An important by-product of such an initiative was the stimulation of related industries and the provision of work for men left jobless by the 1930s Depression.<sup>22</sup>

The scale of the project was impressive: over 14,500 government-built, residential units were constructed by 1943.<sup>23</sup> The government initially preferred to build family-sized houses in outer city suburbs, as flats "do not provide sufficient light or sufficient ventilation, and generally speaking, they are undesirable for the housing of growing families".<sup>24</sup> These new state housing communities, however, often lacked public and community facilities, and their distance from the inner city proved a problem to tenants.<sup>25</sup>

<sup>&</sup>lt;sup>25</sup> New Zealand History, "State Housing - Designing Communities."



<sup>&</sup>lt;sup>21</sup> Weber, "Street History: The Terrace," 2012.

 <sup>&</sup>lt;sup>22</sup> Gatley, "For Modern Living - Government Blocks of Flats, in Zeal and Crusade - The Modern Movement in Wellington"; New Zealand History, "State Housing -The State Steps in and Out."
 <sup>23</sup> Gatley, "For Modern Living - Government Blocks of Flats, in Zeal and Crusade - The Modern Movement in Wellington."

<sup>&</sup>lt;sup>24</sup> New Zealand History, "State Housing -The State Steps in and Out."

The design of these early state houses was akin to the English cottage style. The government's first departure from detached and semi-detached houses, were the Berhampore Flats, built in 1939-1940 as a centennial commemoration. The flats were the government's first foray into the provision of higher density residential units. During the Second World War, which saw significant accommodation shortages, the government increasingly moved away from detached housing, instead favouring blocks of flats. Apartment buildings could achieve higher residential densities than single-family state houses and would also help facilitate urban renewal. Provided the state of the second world was a semi-detached houses.

#### The Architects and Modernism

Initially, private architects were engaged to provide state house designs, but in 1936 the Department of Housing Construction (DHC) was established.<sup>28</sup> Their role was to design state houses and flats and oversee their construction.<sup>29</sup> Chief architect was Francis Gordon Wilson (1900-1959). Between 1936 and 1948, the DHC architects, and Wilson in particular, became increasingly interested in how international Modernist trends appeared to offer innovative solutions to rising population levels in urban centres that were already densely packed.

Modernism was a style of architecture that emerged internationally in the early twentieth century. It rejected Victorian and Edwardian ornamentation as overly decorative, and favoured a simpler, cleaner style. The minimalist style considered the function of buildings before the form, made use of new materials that were becoming available, and developed structural innovations.<sup>30</sup> Modernist materials included materials like steel, concrete, and glass to create open plan and light-filled interiors. The exteriors were simple and strong, prioritising light and views and rejecting building ornamentation.<sup>31</sup>

Aotearoa New Zealand architects were initially introduced to Modernism through international publications and through their own travels. During the 1930s the new Modernist style began to appear on home shores. Government architect Thomas Mair, for example, designed the Departmental Building in Te Whanganui-a-Tara Wellington in 1938. The design "bridged the art deco and modernist styles". 32

<sup>&</sup>lt;sup>32</sup> Schrader, "Public, Commercial and Church Architecture - Modernism, 1930 to 1970."



<sup>&</sup>lt;sup>26</sup> Heritage New Zealand Pouhere Taonga, "Berhampore Flats."

<sup>&</sup>lt;sup>27</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

<sup>&</sup>lt;sup>28</sup> Department of Internal Affairs, "Housing Construction Department, in Official Guide to the Government Court: N.Z. Centennial Exhibition."

<sup>&</sup>lt;sup>29</sup> Gatley, "For Modern Living - Government Blocks of Flats, in Zeal and Crusade - The Modern Movement in Wellington."

<sup>&</sup>lt;sup>30</sup> Royal Institute of British Architects, "Modernism."

<sup>&</sup>lt;sup>31</sup> Schrader, "Ugly or Not, Modernist Architecture Reflected the Desire for a Better Society."

These Modernist architectural solutions were not only a new aesthetic for Aotearoa New Zealand but promised to improve community connection. On the practical side, Modernism appealed to the DHC as an architecture that was economical in not only form but also financially and materially.<sup>33</sup> These ideas were no doubt enhanced by the DHC's newest addition: Ernst Plischke, a Nazi Germany refugee who was a champion of Modernist architecture. By the end of the Second World War, Modernism would become the dominant architectural approach in Aotearoa New Zealand state architecture.<sup>34</sup>

#### "a tall barracks-like structure..."

The first multi-storied, state housing apartment building was the Dixon Street Flats. Completed in 1944 "they are considered to be the archetype of Modernist apartment blocks in New Zealand". Designed by Gordon Wilson, they were his first experiment in Modernism, implementing the ideas that had been circulating within the DHC. The Dixon Street Flats were the first concrete slab apartment block constructed in Aotearoa New Zealand and the first strong example of the International Modernist style on home soil. 36

It has been noted that the Labour government had to work hard to counter negative public opinion towards apartment blocks. The term 'flats' was connected with 'a tall barracks-like structure with poor accommodation and poor appearance'. <sup>37</sup> Yet 752 applications were received for Dixon Street's 115 units before their completion. <sup>38</sup> Either the government's publicity campaign was an unmitigated success, or it was a sign of just how desperate Aotearoa New Zealand's housing shortage was. Although construction costs were expensive, and the flats were unsuitable for families, the "monolithic modernist design of the Dixon Street Flats was perpetuated in subsequent apartment blocks and as such, the flats can be considered the archetype of modernist apartment". <sup>39</sup>

The DHC was renamed the Housing Division of the Ministry of Works in 1943 but continued to fulfil the same role. By 1949, when the Labour government lost power, it had built a total of thirteen blocks of flats in Tāmaki Makaurau Auckland and Te Whanganui-a-Tara Wellington. They accounted for around 1.5% of the

<sup>&</sup>lt;sup>39</sup> Heritage New Zealand Pouhere Taonga.



<sup>&</sup>lt;sup>33</sup> Gatley, "For Modern Living - Government Blocks of Flats, in Zeal and Crusade - The Modern Movement in Wellington."

<sup>&</sup>lt;sup>34</sup> Schrader, "Public, Commercial and Church Architecture - Modernism, 1930 to 1970."

<sup>35</sup> Heritage New Zealand Pouhere Taonga, "Dixon Street Flats."

<sup>36 &</sup>quot;Dixon Street Flats."

<sup>&</sup>lt;sup>37</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

<sup>38</sup> Heritage New Zealand Pouhere Taonga, "Dixon Street Flats."

total number of state residences constructed.<sup>40</sup>

### **State Housing under the National Government**

In 1949 New Zealand's first National Government came to power under Peter Holland. Although the state housing programme continued, in 1953 a National Housing Conference reframed government housing policy, placing a greater emphasis on private provision of affordable rental houses which, in time, could be purchased by the tenants. Nevertheless, the post-war expansion of suburbs caused concern, and the government refocused on high-density housing as a means "to arrest the urban sprawl" and "stop abnormal use of first-class land close to built-up areas". In 1954, the government requested designs for two blocks of multi-storey flats for inner-city sites that it already owned, one on The Terrace in Te Whanganui-a-Tara Wellington and the other at the southern end of Greys Avenue in Tāmaki Makaurau Auckland. One of Te Whanganui-a-Tara Wellington's most iconic Modernist apartment buildings was about to hit the streets.

#### The Gordon Wilson Flats

In 1952 Gordon Wilson succeeded Robert Patterson as Aotearoa New Zealand's government architect. The concept design phase had actually begun in 1943, and there is a 1942 sketch of the proposed flats that has been attributed to Plischke, 43 but working drawings were produced in mid-1954. 44 The monolithic Modernist structure was to be built on The Terrace; the heart of Te Whanganui-a-Tara Wellington City. The block was designed to provided 80 two-level two-bedroom maisonette flats. 45 In 1952 the site was subdivided, although it allowed for only a narrow footprint.

Wilson's design was thought be inspired by Le Corbusier's Unite d'Habitation in Marseille constructed between 1947 and 1952, especially the maisonette plan. <sup>46</sup> Modernist high density social housing had also becoming increasingly common internationally by the 1950s, even if it was a new phenomenon in Aotearoa New Zealand. The building was designed with care and deliberation, based on

<sup>&</sup>lt;sup>46</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff.



<sup>&</sup>lt;sup>40</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

<sup>&</sup>lt;sup>41</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff.

<sup>&</sup>lt;sup>42</sup> Gatley and Hochstein, "Like Gordon Wilson, Minus the Heritage Protection: Auckland's Upper Greys Avenue Flats, 1954-1959"; Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

<sup>&</sup>lt;sup>43</sup> DOCOMOMO, "Gordon Wilson Flats."

<sup>&</sup>lt;sup>44</sup> DOCOMOMO.

<sup>&</sup>lt;sup>45</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

Wilson's years of interest in the Modernist movement and the experience provided by the Dixon Street Flats project. The flats were designed "to house as many people as possible, as affordably as possible, in as dignified a way as possible". The function behind the form was affordable housing for low-income individuals, built close to shops and public facilities, with a view to creating a communal and social hub in the heart of the city. The high-rise block included bedsits, designed to be allocated to single women over 45 years of age who worked in the city, and two-bedroom maisonettes were designed to be allocated to small families.

The new Modernist apartment block shared its site on The Terrace with the McLean Flats built during the war years, between 1943 and 1944. The two buildings, sitting side by side, would form an interesting juxtaposition and reflect the evolution in the architectural philosophies of the DHC/Housing Division.

#### **Construction begins**

Construction began on The Terrace site in 1956.<sup>50</sup> Responsible for oversight of the project was John Blake-Kelly, who later served as the Government Architect. The Clerk of Works was R Patterson. Downer & Company Limited and McKenzie Thomson Hoskins Limited were awarded the contract and their foreman of works was W Christensen.<sup>51</sup> The foundation stone was laid by Dean Eyre, Minister of Housing, on 6 August 1957.<sup>52</sup>

The 11-storey building was constructed from reinforce concrete and structural steel. Downpipes and canopies were copper. Each of the flats was separated by 200mm concrete walls and 135mm concrete floors. The secondary floors within the maisonettes were tawa. Internal joinery employed matai and heart rimu. This use of timber helped reduce the weight of the building. Fibrous plaster lined the walls. There were two glazed stairwells built at opposite corners of the building. At the rear of the building an external lift tower, containing two elevators, was connected to the building by pedestrian bridges.<sup>53</sup>

<sup>53</sup> DOCOMOMO, "Gordon Wilson Flats."



<sup>&</sup>lt;sup>47</sup> Moore-Jones, "Building It up Just to Tear It Down."

<sup>&</sup>lt;sup>48</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

<sup>&</sup>lt;sup>49</sup> Schrader, "A Prominent Marker of an Alternative Vision: The Gordon Wilson Flats."

<sup>&</sup>lt;sup>50</sup> DOCOMOMO, "Gordon Wilson Flats."

<sup>51</sup> DOCOMOMO.

<sup>&</sup>lt;sup>52</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

An important consideration for a high-rise residential block on a hillside site, in earthquake-prone Te Whanganui-a-Tara Wellington was seismic strength. During construction, architects and engineers sought to develop ways to enhance building performance in the event of an earthquake. Tests were carried out and important data collected. This led to the flats being constructed using a piling system that was reportedly a first for in Aotearoa New Zealand. Holes were predrilled to varying lengths, filled with reinforcement, aggregate and then wet mixed sand and cement, effecting fixing the pile to the bedrock.<sup>54</sup> This technology would be tested in 1964 when the Flats underwent forced-vibration testing. This physical test of the technology provided important "real-world" data.<sup>55</sup>

Another innovation employed during construction, was the early and innovative use of mechanically ventilated internal bathrooms. A relatively new technology for Aotearoa New Zealand's domestic architecture.<sup>56</sup> Another innovation was gas water heating, even though the system proved expensive to install. While the idea was sound, the gas heaters' ignition mechanism and flues did not meet later performance standards. Health and safety concerns were raised and the system was replaced in the 1960.<sup>57</sup>

The building took two years to construct, during which time the Labour party returned to power. In February 1959, just months before the block was due to be completed, architect Gordon Wilson died suddenly. The decision was made to name the building in his honour.<sup>58</sup>

#### **Open for Business**

Open days were held in April to show prospective tenants what the flats had to offer. Sources indicate that not only were the open days not well attended, but there were complaints of inadequate storage; the kitchen was not large enough for a refrigerator or a washing machine; and that the open staircase in the living room would make the maisonettes cold and hard to heat.<sup>59</sup>

Despite such a negative response, 644 applications were received for the 86 units. The two-bedroom maisonettes were hardest to tenant, not from lack of applications but because the prospective tenants were either too well-off or too

<sup>&</sup>lt;sup>59</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff.



<sup>&</sup>lt;sup>54</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

<sup>&</sup>lt;sup>55</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff.

<sup>&</sup>lt;sup>56</sup> Centre, "Wellington's Gordon Wilson Flats Remain Heritage Listed."

<sup>&</sup>lt;sup>57</sup> DOCOMOMO, "Gordon Wilson Flats."

<sup>&</sup>lt;sup>58</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

poor. The government had to relax standards at either end of the scale: the maximum income threshold was raised, and the minimum income lowered. The theoretical allocation also had to be rethought. Bedsits were originally to be allocated to older single women working in the city, and maisonettes were set aside for small families where the head of the household worked in the city. Urban historian Ben Schrader notes that the theory had little to do with the reality: "numerous single men had applied for the bedsitter flats even though they were ineligible and many couples had applied for the maisonettes in the view of marrying after finding suitable accommodation...the occupational profile of tenants was diverse and included: milkmen, bakers, [a] plumber, clerks and civil servants'. Schrader considers that this offers 'a rare and fascinating perspective on how a socially diverse mix of tenants lived alongside each other and negotiated social relations in a high-density environment'. Sc

After some delays, the new Gordon Wilson Flats were released to the State Advances Corporation for occupancy by tenants from 5 June 1959. The total cost of the build was around £372,000; higher than anticipated. Again, the theory had little to do with practice. As construction costs were higher than expected, and because future maintenance costs had been added to the equation (including an onsite caretaker), rents were set at a higher rate. Instead of meeting the needs of low-income workers and families, the flats were more suited to middle-income earners. Some costs were offset by living so close to the city centre, but the basic ethos behind state housing and high-density living was partially undermined.

#### **Dynamite Dynamics**

Not every good idea comes to a fruition and theory does not always work in practice. Form the beginning, the Modernist aspect of the building was not embraced by all. The mass of concrete and glass was not everyone's aesthetic ideal. In the following decades, the Gordon Wilson Flats failed to fulfil the idyllic notion of a community hub where the architecture would help to reinvigorate central city living. The building came to be seen as little more than a high-rise slum. The community dynamics became dynamite, and the design of the apartments was blamed.<sup>65</sup> The building's narrow footprint meant both the bedsits and maisonettes were too small, the corridor areas, stairwells and pedestrian

<sup>65</sup> Moore-Jones, "Building It up Just to Tear It Down."



<sup>&</sup>lt;sup>60</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff.

<sup>61</sup> Schrader, "A Prominent Marker of an Alternative Vision: The Gordon Wilson Flats."

<sup>62</sup> Schrader.

<sup>63</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

<sup>&</sup>lt;sup>64</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff.

bridges did not flow well, and they became congregating areas for poor behaviour. Similar problems had also risen internationally. The Modernist high-rise, high-density housing schemes had generally proved to exacerbate social problems rather than build extended communities. England's estates, for example, deteriorated into urban slums, suffering from disheartened tenants and poor maintenance.

Perhaps the Labour government also found more flaws than fulfilment in the expensive scheme. After the completion of the Gordon Wilson Flats and Tāmaki Makaurau Auckland's Upper Grey's Avenue Flats, central government abandoned building high-rise, high-density blocks and returned to family-scaled housing and low-rise units.<sup>66</sup>

By 2012, the Gordon Wilson Flats were poorly maintained and home to 131 of Housing New Zealand's "neediest tenants".<sup>67</sup> An engineer's report of that year identified the need for urgent remedial work to large concrete panels on the building's exterior façade. As it was reported in the newspaper: "the Gordon Wilson complex at 320 The Terrace was corroding, and that large slabs of exterior concrete could fall and crush the 131 tenants during an earthquake or strong wind". <sup>68</sup> A number of tenants spoke of their attachment to the building including one who said that "This is my castle, I love it here". Others spoke of their devastation at moving: "I was crying and crying...I asked if we could move back after they fixed it". <sup>69</sup> Seven days later and the building had been largely vacated and tenants rehoused. <sup>70</sup> The neighbouring McLean Flats were similarly vacated and the two blocks remained vacant and deteriorating for two years.

In 2014 Victoria University purchased both properties. The university sought to have the Gordon Wilson Flats removed from the Heritage Schedule of the Wellington District Plan in 2015 but this application was subsequently declined by the Environment Court proceedings in 2016-2017.<sup>71</sup> The cause of the Gordon Wilson Flats was championed by the Architectural Centre, who successfully argued that building's significant heritage values merited its inclusion in the Wellington City District Plan Heritage Schedule. Expert advocates described the building as being 'a prominent marker of an alternative vision'; 'a remarkable example of a heroic period of modern architecture in New Zealand'; and 'the most

<sup>&</sup>lt;sup>71</sup> "NZEnvC-116 The Architectural Centre v Wellington City Council."



<sup>&</sup>lt;sup>66</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

<sup>&</sup>lt;sup>67</sup> Dominion, "Unsafe Flats: 'This Is My Castle."

<sup>&</sup>lt;sup>68</sup> Dominion.

<sup>69</sup> Nichols, "Unsafe Flats: 'This Is My Castle."

<sup>&</sup>lt;sup>70</sup> Dominion, "Unsafe Flats: 'This Is My Castle."

developed form of its type...thus an architectural milestone in New Zealand.'<sup>72</sup> The ruling did not end the public debate over the Gordon Wilson Flats' iconic architectural qualities and the important social and historical values embodied by the building. Yet, in 2020, Wilson's maisonette design "is being considered anew in present housing developments, suggesting that its relatively rare employment in the Gordon Wilson Flats was somewhat progressive rather than being a deadend design scheme" as many critics have argued.<sup>73</sup>

In 2020 Victoria University announced plans to demolish the Gordon Wilson Flats. Rather than prioritising student housing in the purpose-built residential structure, the University plans to build on the site "state-of-the-art teaching and research facilities". The Joseph Also in 2020, Tāmaki Makaurau Auckland's Upper Grey Avenue Flats, the 'sister' block to the Gordon Wilson Flats, were demolished after social problems in the run-down building. The iconic social housing block had, it was said, "reached the end of its life". In 2021 Heritage New Zealand Pouhere Taonga added the Gordon Wilson Flats as a Category 1 historic place to the List/Rārangi Korero: "The Gordon Wilson Flats, in particular, is the only remaining example in New Zealand of late 1950s high-rise state housing, and as such is of outstanding significance for its ability to reflect that chapter in New Zealand's history."

<sup>&</sup>lt;sup>76</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."



<sup>&</sup>lt;sup>72</sup> "NZEnvC-116 The Architectural Centre v Wellington City Council."

<sup>&</sup>lt;sup>73</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."

<sup>&</sup>lt;sup>74</sup> Stuff, "Victoria University Plans to Demolish Heritage-Listed Gordon Wilson Flats to Create 'New Front Door."

<sup>&</sup>lt;sup>75</sup> Hansen, "The Iconic Mid-Century Auckland Social Housing Block Being Demolished"; "Goodbye Old Hello New."

## Photographs and Images



Gordon Wilson Flats, 2015, Photo by Charles Collings, Wellington City Council.

## Timeline of events, including modifications

(includes 45-49 Taranaki Street)

1954	302-314 The Terrace, Terrace Flats, block of flats (Wellington
1057.50	City Council Archives 106).
1957-59	Construction of Gordon Wilson Flats.
1966	Hot water heating replaced (Wellington City Council Archives).
1967	Television aerial affixed to roof (Wellington City Council Archives
1978	Incinerator chimney replaced (Wellington City Council Archives).
1994	Fire protection improvements (Wellington City Council Archives).
2011	Replacement of stairwell windows, repair and replace membrane roof, replacement of service stair and safety railing, general fire upgrade, install 10 abseil anchor points on the roof, general repair and maintenance work (Wellington City Council Archives SR 226613, SR227008).

## **Occupation history**

1955-2012 Various state housing tenants



## **Biographies**

#### **Gordon Wilson (1900 – 1959)**

The following is taken from the Wellington City Council biography of Gordon Wilson.<sup>77</sup>

Francis Gordon Wilson was born in Perth, Australia and moved to Aotearoa New Zealand with his family in 1903. He was articled to architect William M Paige and studied at Auckland University College School of Architecture in 1920.

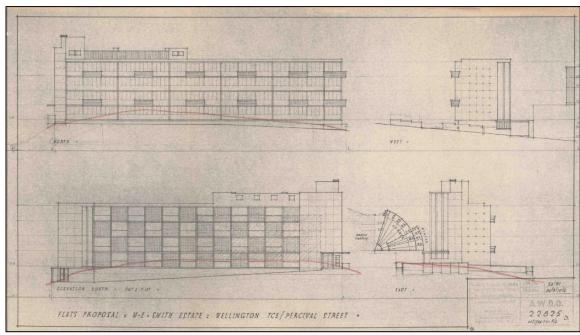
Wilson began his public service career as chief architect for the Department of Housing Construction in 1938. He had worked previously as an associate partner at Gummer and Ford and is known to have been involved in the design of Tamaki Makaurau Auckland's Remuera Public Library and Auckland Railway Station, and Wellington Public Library, the National War Memorial and Carillon, and the National Art Gallery and Dominion Museum building in Te Whanganui-a-Tara Wellington. He continued with the Department of Housing until 1943 when he was appointed chief architect of the Housing Division of the Public Works Department from 1943-1952 and progressed to assistant Government Architect from 19481952. Several influential modernist social housing developments were designed under his guidance, including the Berhampore Flats (built in 1939–40), the Dixon Street State Flats (1941–44), the McLean State Flats (1943–44), the Hanson Street Flats (1943–44), and Tāmaki Makaurau Auckland's Grey's Avenue Flats (1945–47) and Symonds Street Flats (1945–47). The Dixon Street flats were awarded a gold medal by the NZIA in 1947.

As Government Architect from 1952-1959, Wilson attracted many talented young architects to work in his department including Ernst Plischke, Friedrich Neumann (Frederick Newman), Helmut Einhorn, Ian Reynolds and Douglas Beere. He also encouraged the establishment of the Wellington Architectural Centre and played a prominent role in the NZIA at branch and national levels.

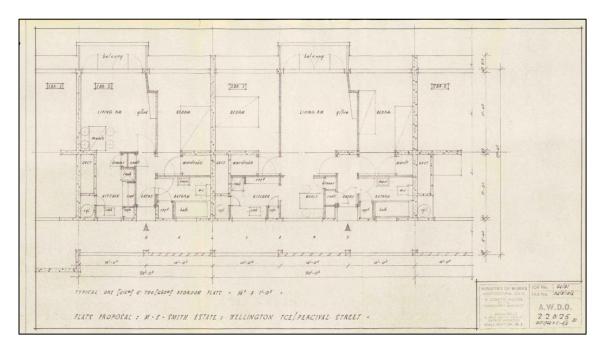
<sup>77</sup> Wellington City Council, "Gordon Wilson."



## Plans and Elevations

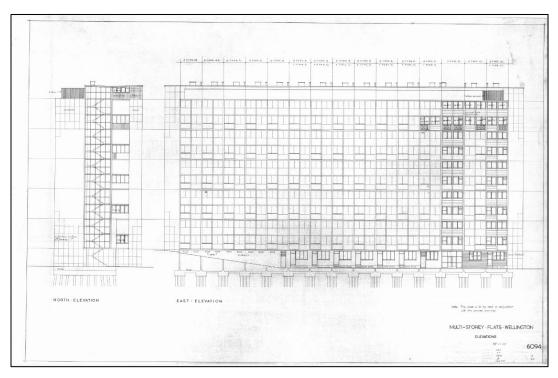


Plans from City Engineers Department, 1957, Ref 0009:153:6/1500, Wellington City Council Archives.

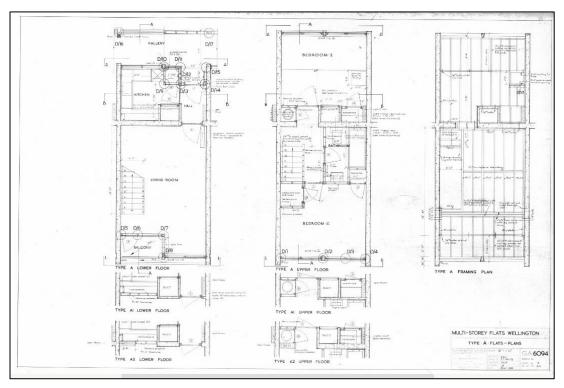


Plans from City Engineers Department, 1957, Ref 0009:153:6/1500, Wellington City Council Archives



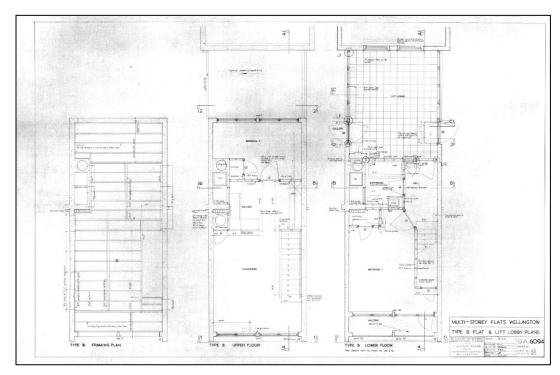


Multi Storey Flats, Wellington, 1954. Full plans available at Wellington City Council Archives permit 106, year 1954.

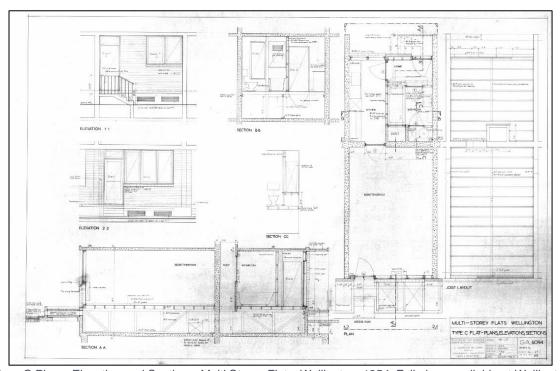


Type A Flats, Multi Storey Flats, Wellington, 1954. Full plans available at Wellington City Council Archives permit 106, year 1954.



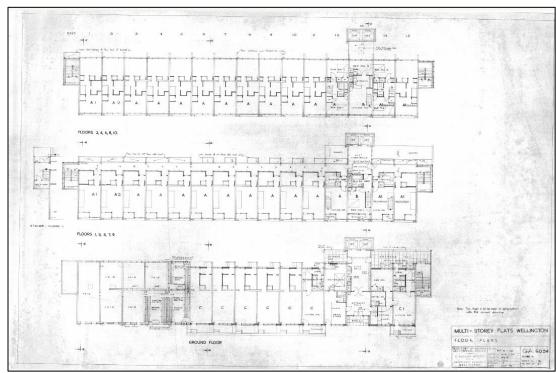


Type B Flats and Lift Lobby, Multi Storey Flats, Wellington, 1954. Full plans available at Wellington City Council Archives permit 106, year 1954.



Type C Plans, Elevation and Sections, Multi Storey Flats, Wellington, 1954. Full plans available at Wellington City Council Archives permit 106, year 1954.





Floor plans, Multi Storey Flats, Wellington, 1954. Full plans available at Wellington City Council Archives permit 106, year 1954.

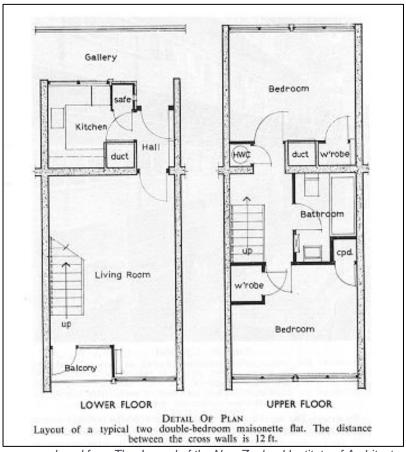


Image reproduced from The Journal of the New Zealand Institute of Architects, p3.



## **Physical Description**

HNZPT was unable to conduct a site visit of the property. The following physical descriptions are taken from Heritage New Zealand Pouhere Taonga's 2021 report on the McLean and Gordon Wilson Flats.<sup>78</sup>

### Setting – geographical / physical context

The Gordon Wilson Flats are located on a large property, comprising two contiguous land parcels, on the west side of The Terrace, just north of its intersection with Ghuznee Street. Beyond the town belt hillside that forms the western boundary of the site is the main/Kelburn campus of Victoria University of Wellington. The commercial centre of Te Whanganui-a-Tara Wellington is to the north and north-east of the site; to the south is the residential suburb of Aro Valley.

The contextual values of the Gordon Wilson Flats arise from their height and location set against the town belt on the western fringe of the central city. The topography of Te Whanganui-a-Tara Wellington lends itself to extended views across the city, to and from Te Whanganui-a-Tara Wellington Harbour. The Gordon Wilson Flats offer views of the city from their primary rooms and have a contextual relationship with the nearby Dixon Street Flats.

The buildings are prominent within the streetscape at the southern end of The Terrace, and visible from various points around the city such as Mount Victoria and Roseneath. The scale of Gordon Wilson Flats in the wider cityscape is somewhat mitigated by its siting back against the hillside.

### **Buildings or structures**

#### Exterior

The Gordon Wilson Flats stand against the hill at the rear of the site; it is an eleven-storey building with a rectangular footprint and flat roof. The principal east-facing elevation has a uniform, grid pattern design that articulates the maisonette configuration of bedrooms above balconied living rooms; this treatment was considered to be expressive of the 'cellular character of the building'. The east elevation is not perfectly symmetrical, as the bay over the main entry to the building has balconies that extend the full width of the flat within. This subtle

<sup>&</sup>lt;sup>78</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."



difference in façade modulation corresponds with the position of the lift tower towards the northern end of the building and reflects an alternate layout for the flats within this bay, wherein the kitchen is accessed from the living room, rather than the entrance hall, which is the arrangement in all the other flats above the ground floor, bedsit level. The perimeter is fenced off to protect from the hazards of the site, including the risk from falling chunks of the concrete façade, evident on the ground surrounding the building.

The thin slab form of the Gordon Wilson Flats means that the width of the building accommodates a single flat, allowing daylight to enter all of the primary spaces within each unit. The north-south axis of the building provides for afternoon sun entering the access galleries and second bedroom above, whilst morning sun and expansive views of the city centre and Te Whanganui-a-Tara Wellington harbour are available from the main bedroom and living room on the east elevation.

At the rear of the building on the west elevation, access galleries run the length of the building, alternating levels with the external wall of the second bedroom within. Short slab buttresses extend from the ground up to third floor level to provide additional stiffening; on the ground floor these elements partially shelter the steps, providing rear entry to the bedsits. Glazed external stairwells are located at both ends of the building both north and south elevations. There is a flat-roofed laundry shed on the roof, which is also fitted with clotheslines. Two elevators located within a lift tower at the rear of the building on the west elevation, near the northern end, provide access to the galleries and the roof deck.

#### Interior

Twelve bedsitting rooms on the ground floor and 75 two-storey, two-bedroom 64 square-metre maisonette flats on the remaining floors provided 87 units in total. The main entry to the building provides access to the lift tower and accommodates mailboxes, two telephone cabinets and access to a custodian's office. The foundation stone of the building is located within the tiled entrance porch.

Five of the maisonettes, adjacent to the lift tower, are of the double-bedroom and single-bedroom type, with the remainder accommodating two double-bedrooms. An internal 'spine' wall provides longitudinal stiffening of the structure; this can be seen in the 'riser' services duct between the bedrooms on the upper level of the maisonettes.

Beside the entrance to each of the maisonettes is a fire ladder positioned to provide safe egress from the second bedroom in each unit, via a hatch set into



the floor. With the exception of the flats adjacent to the lift tower, the entrance door provides access to a short hall, off of which opens the west-facing kitchen and east-facing living room. Stairs to the second floor rise directly from the living room, which has a door in the east wall, providing access to the balcony. The bathroom on the upper level is positioned between the two bedrooms, both of which have built-in storage. The bedsits on the ground floor have front and rear entries, with a galley kitchen and bathroom positioned beside the back (west-facing) door.

The building has suffered considerably from vandalism since its closure. Much of the interior metal work (riser pipes, hot water cylinders and general plumbing, kitchen benches) has been stripped out, although kitchen cabinetry and bathroom fixtures remain in place, albeit damaged in some flats. Broken windows have allowed weather and pigeons to enter some units. Others remain dry, tidy and intact, with occasional reminders of the people who used to live there.

#### **Materials**

- Reinforced fairface concrete shear walls
- Structural steel
- Vitreous enamelled metal balcony panels
- Glass
- Timber joinery and flooring (tawa and rimu)

#### **Archaeological sites**

The Gordon Wilson Flats are not considered archaeological; however, the site falls within a recorded archaeological layer, the Central City Archaeological Area R27/270. Significant ground disturbance would have been undertaken during the building's construction in the late 1950s.

#### Setting - surroundings / site description

The Gordon Wilson Flats are located on a large, prominent, steeply-sloping site on the Terrace and are a landmark visible from various points around the city. The site has two platforms on its lower part near to The Terrace and rises steeply to the boundary of Victoria's University's Kelburn campus. The Flats are on the rear platforms and has the steep and heavily vegetated escarpment as its backdrop.<sup>79</sup> The site includes the much smaller McLean State Flats (1943-44)

<sup>&</sup>lt;sup>79</sup> "NZEnvC-116 The Architectural Centre v Wellington City Council."



designed in an earlier International Style and the landmark Dixon Street Flats are located about 300 metres away to the north-east. The streetscape in the vicinity of the flats is primarily residential in nature.

#### **HNZPT Extent of List Entry**

The HNZPT extent of list entry has been included in this report to ensure that Council has regard to the full extent of any entry on the New Zealand Heritage List / Rāranga Kōrero.

The extent contains the land described as Lot 1 DP 363050 (RT 256859), Wellington Land District, and the buildings known as the Gordon Wilson Flats and the McLean Flats thereon.

## **Comparative Analysis Summary**

The Gordon Wilson Flats represent a continuation of the policies and practices set in motion by the Berhampore, Dixon Street, and McLean Flats. The block also compares well with Tāmaki Makaurau Auckland's Upper Greys Avenue Flats, which were designed at the same time by the same architect.

The Dixon Street flats are one of the first examples in Aotearoa New Zealand of the International Modernist style and are a key building in the development of Modernist architecture in Aotearoa New Zealand. The Dixon Street flats were constructed as a part of the First Labour Government's state housing programme and their high-density residential plan paved the way for the later construction of the Gordon Wilson Flats. Wilson designed both buildings according to the principles of the Modernist movement, with stream-lined, almost austere appearances, yet the Dixon Street Flats were Wilson's first foray into wholesale Modernism and the Gordon Wilson Flats his last. The development of Wilson's Modernist architectural style is demonstrated in the design of the two buildings. Both blocks are a feature of the Te Whanganui-a-Tara Wellington central city, attaining landmark status. Both buildings have been entered on Heritage New Zealand Pouhere Taonga's List/Rārangi Korero as outstanding Category 1 historic places.<sup>80</sup>

<sup>&</sup>lt;sup>80</sup> Heritage New Zealand Pouhere Taonga, "Dixon Street Flats."



The Upper Greys Avenue Flats in Tāmaki Makaurau Auckland is the sister building to the Gordon Wilson Flats; the two were designed in tandem and both comprise a narrow concrete slab block of eleven storeys,<sup>81</sup> the end result being "taller, slimmer and, with reduced mass and more extensive glazing, lighter, in both senses of the word."<sup>82</sup> Both showed the evolution in government design and, as Gatley and Hochstein note in their paper on the Upper Greys Avenue Flats, the designs of the sister blocks showed a "visual distinction between the Labourbuilt blocks of the 1940s, and the National-instigated blocks of the 1950s."<sup>83</sup> With the demolition of the Upper Greys Avenue Flats in January 2020, the Gordon Wilson Flats are now the sole remaining example of the state's 1950s investment in high-density high-rise state housing. Kāinga Ora is currently redeveloping the site of the Upper Greys Avenue Flats to provide 276 apartments in a multi-level high-rise building.<sup>84</sup>

While Wilson's two-level, maisonette plan is uncommon in Aotearoa New Zealand apartment buildings, similar plans do appear; for example, Christchurch's Maisonettes in Bealey Avenue (1939-1941), and the Hazel Court Flats in Mount Victoria (1954-1956). The Hazel Court apartments are on the Wellington City Council District Plan as an important and representative example of a Modernist medium-rise residential design.<sup>85</sup>

<sup>&</sup>lt;sup>85</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff, "McLean Flats and Gordon Wilson Flats."



<sup>&</sup>lt;sup>81</sup> Gatley and Hochstein, "Like Gordon Wilson, Minus the Heritage Protection: Auckland's Upper Greys Avenue Flats, 1954-1959."

<sup>&</sup>lt;sup>82</sup> Gatley, "Greys Avenue Flats – Lower and Upper, in Long Live the Modern: New Zealand's New Architecture, 1904-1984," 46.

<sup>&</sup>lt;sup>83</sup> Gatley and Hochstein, "Like Gordon Wilson, Minus the Heritage Protection: Auckland's Upper Greys Avenue Flats, 1954-1959."

<sup>84 &</sup>quot;Goodbye Old Hello New."

## **Evaluation Criteria**

- A. Historic values: these relate to the history of a place and how it demonstrates important historical themes, events, people or experiences.
- (i) Themes: the place is associated with important themes in history or patterns of development.

The Gordon Wilson Flats reflect three important historical themes relating to patterns of settlement and development. The high-density state housing block exemplifies the important theme of state housing and the return to city living and apartment dwelling. The building also provides information on Government recruitment of accommodation and earthquake-resistant buildings and structures.

(ii) Events: the place has an association with an important event or events in local, regional or national history.

The Gordon Wilson Flats are directly associated with the principles and philosophy of the social welfare state as it was developed by the first Labour government and continued post-war by the first National government as they responded to housing and materials shortages. For this reason, the Flats have **national significance**.

(iii) People: the place is associated with the life or works of an individual, group or organisation that has made a significant contribution to the district, region or nation

The Gordon Wilson Flats are associated with the architecture of Government Architect, Gordon Wilson. The building is also associated with the Department of Housing Construction and their adoption of mid-century Modernist architectural principles encouraged by Ernst Plischke. The Flats are also associated with decades of state-housing tenants, and towards the end of its state-housing tenure, with those who were most vulnerable. These associations make a **significant** contribution at a **national** level.



(iv) Social: the place is associated with everyday experiences from the past and contributes to our understanding of the culture and life of the district, region or nation.

Gordon Wilson Flats have **national significance** as representatives of the important culture of state housing in Aotearoa New Zealand and as physical expressions from different decades of longstanding and competing ideas about what good quality housing looks like. On a **regional** level, the building is important in our understanding of the everyday lives of social housing tenants in central Te Whanganui-a-Tara Wellington in the mid to late twentieth century.

- B. Physical values: these values relate to the physical evidence present.
- (i) Archaeological: there is potential for archaeological investigation to contribute new or important information about the human history of the district, region or nation.

Unknown. The site that contains the Gordon Wilson Flats is known to have been occupied prior to the year 1900, however, it is unknown to what extent the construction of the Flats has impacted upon the archaeology.

(ii) Architectural: the place is notable for its style, design, form, scale, materials, ornamentation, period, craftsmanship or other architectural values

The Gordon Wilson Flats have high architectural value as a good representative example of 1950s Modernist high-density social housing, that though common internationally, is relatively rare in Aotearoa New Zealand. Despite its current condition, the Gordon Wilson Flats is notable for its high-rise maisonette style of construction in relation to social housing, as well as its overall form and scale. The design reflects international styles and housing schemes that, at the time, set this structure apart from others in Aotearoa New Zealand. It was constructed utilising modern techniques and utilising testing data in the design that informed innovative structural solutions including reinforced structural frames and pre-drilled pile-fixings directly into bedrock. Accordingly, while not widely applied to subsequent state



housing, Gordon Wilson Flats is an influential and **significant** piece of **national** architecture.

(iii) Townscape: the place is strongly associated with other natural or cultural features in the landscape or townscape, and/or contributes to the heritage values of a wider townscape or landscape setting, and/or it is a landmark.

The monolithic, rectilinear, high-rise block of flats is a significant visual element and is a landmark amongst the lower level, largely residential dwellings of the immediate streetscape. It contributes to the heritage values, and wider appreciation of the sequence and evolution of other high-rise state housing buildings in the area, particularly the adjacent McLean Flats as well as the nearby Dixon Street Flats. The Flats, for these reasons, have **significant regional** value

(iv) Groups: The place is part of a group of buildings, structures, or sites that taken together have coherence because of their age, history, style, scale, materials, or use.

The Gordon Wilson Flats have a relationship to the neighbouring McLean Flats, and the nearby Dixon Street Flats, forming a collection of buildings of similar design and purpose in the same part of central Te Whanganui-a-Tara Wellington. This is **regionally significant.** 

(v) Surroundings: the setting or context of the place contributes to an appreciation and understanding of its character, history and/or development.

Gordon Wilson Flats are **regionally significant** for their large presence in Te Whanganui-a-Tara Wellington's inner-city landscape. The flats contributed to establishing a new urban scale when first built and is a landmark building in the surroundings.

(vi) Scientific: The area or place has the potential to provide scientific information about the history of the district or region

N/A



(vii) Technological: the place provides evidence of the history of technological development; and/or demonstrates innovation or important methods of construction or design; and/or contains unusual construction materials.

Gordon Wilson Flats have **national** technological **significance** for the early use of the building as a seismic monitoring site, and its novel piling system. It was the first use in Aotearoa New Zealand of the technique of fixing piles to bedrock. The Gordon Wilson Flats saw the use of early, if not the first, mechanically ventilated internal bathrooms in domestic architecture in Aotearoa New Zealand.

(viii) Integrity: the significant physical values of the place have been largely unmodified. This includes the retention of important modifications and/or additions from later periods.

The Flats are **nationally significant** as they remain largely intact and unmodified since its construction and therefore, still reflects the integrity of the original design. It also retains much of its original built fabric. Lack of ongoing maintenance and vandalism are impacting not only its aesthetic value but the original integrity of the building.

(ix) Age: the place is particularly old in the context of human occupation of the Wellington region.

Gordon Wilson Flats were built in the 1950s and are not old in the context of the occupation of Te Whanganui-a-Tara Wellington.

- C. Social values: these values relate to the meanings that a place has for a particular community or communities.
- (i) Sentiment: the place has strong or special associations with a particular cultural group or community for spiritual, political, social, religious, ethnic, national, symbolic or commemorative reasons.

The Gordon Wilson Flats have provoked divisive reactions in the public and professional communities. Viewed by some as an 'eyesore'; others in the



architectural community promote and endorse the values of the building's Modernist architecture, evoking passionate responses from many. Those who express esteem for the building note that it is Aotearoa New Zealand's only remaining example of the government's 1950s high-rise and high-density response to housing issues. The Flats also have a special association with, and are named after, Gordon Wilson – one of Aotearoa New Zealand's most significant and influential twentieth century architects. The Flats have provoked **national** sentiment amongst the architectural and heritage communities in particular.

(ii) Recognition: the place is held in high public esteem for its historic heritage values, or its contribution to the sense of identity of a community, to the extent that if it was damaged or destroyed it would cause a sense of loss.

The Gordon Wilson Flats are highly esteemed by members of the architectural heritage community, represented by the Architectural Centre, DOCOMOMO NZ and others, as repeatedly demonstrated through submission and hearing processes, articles, presentations and other advocacy for the building's retention. In 2021 Heritage New Zealand Pouhere Taonga recognised the Gordon Wilson Flats, and McLean Flats, as a Category 1 **nationally significant** historic place of special and outstanding importance.<sup>86</sup>

(iii) Sense of place/ continuity: the place provides evidence of cultural or historical continuity, or contributes to a sense of place for a community

At the time of its closure as a state housing provider in 2012, strong feelings of regret were expressed by some tenants. It was their home, and they expressed the desire to return to the Flats after upgrades. For many of its vulnerable tenants, the Flats provided not only a sense of place, but a rare safe place. Its closure has removed the safety of the place, but the building still waits to provide that sense of place for its next community of residents. The Gordon Wilson Flats once evoked a strong sense of place at a **local** level.

D. Tangata whenua values: the place is sacred or important to Māori for spiritual, cultural or historical reasons.

<sup>&</sup>lt;sup>86</sup> Heritage New Zealand Pouhere Taonga, McEwan, and Wagstaff.



N/A

## E. Rarity: the place is unique or rare within the district or region.

High-density tower blocks of flats account for a very small percentage of the overall number of state houses constructed in Aotearoa New Zealand and were only ever built in the major cities. The Gordon Wilson Flats were rare, then, even at the time of construction. Today their rarity value has **significantly** increased at a **national** level as the only example of a late-1950s high-rise, high-density, state solution to social housing in Aotearoa New Zealand.

## F. Representativeness: the place is a good example of its type, era or class it represents.

As social housing, there are too few examples of the type embodied by the Gordon Wilson Flats to be representative of a class. It is, however, the only remaining example of its type. Accordingly, the building has **national** value and is highly representative of the government's response to 1950s Modernist high-density social housing.

As a Modernist, high-rise building, is the flats are also of **national significance** as a representative example of the embedding of international influences on Aotearoa New Zealand's architectural practice and mid-century homegrown architecture.

### Recommendations

The Gordon Wilson Flats is the last remaining high-rise maisonette social housing block designed as social housing by the Ministry of Works. Despite its current condition, Gordon Wilson Flats have significant, and increasingly rare architectural values as a Modernist response to high density, high-rise social housing in the 1950s. The building displays a high level of integrity and contributes positively to the town and cityscape of central Te Whanganui-a-Tara Wellington city. Gordon Wilson Flats has technological significance for the early use of the building as a seismic monitoring site, and its novel piling system. The building's association with the highly influential architect Gordon Wilson, as well as its connection to the state and evolution of social housing policy, provide it with significant historic and social values.

Overall, Gordon Wilson Flats have **significant heritage values** at a **national** level, and it is recommended the building remains on the District Plan Schedule of



Historic Heritage Buildings with the listing encompassing the building's exterior form, scale and materials.

#### Other recommendations

N/A

## **Heritage Assessment Criteria**

This building has been assessed against the Evaluation Criteria and found to be significant in the following heritage values: A,B,C,E,F

A: Historic values		Significant
(i)	Themes	Υ
(ii)	Events	Υ
(iii)	People	Υ
(iv)	Social	Υ
B: Physical	Significant	
(i)	Archaeological	
(ii)	Architectural	Υ
(iii)	Townscape	Υ
(iv)	Group	Υ
(v)	Surroundings	Υ
(vi)	Scientific	
(vii)	Technological	Υ
(viii)	Integrity	Υ
(ix)	Age	
C: Social va	Significant	
(i)	Sentiment	Υ
(ii)	Recognition	Y
(iii)	Sense of place	
D: Tangata	whenua values	
E: Rarity		Significant
F: Representativeness		Significant

## Extent of the Place

Extent includes the land described as Lot 1 DP 363050 (RT 256859), Wellington Land District, and the buildings known as the Gordon Wilson Flats thereon.

## Non-heritage fabric / exclusions

N/A



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# **Appendices**

Appendix 1 Comparative analysis

Appendix 2 Wellington Thematic Heritage Study 2013

Appendix 3 Supplementary images

Appendix 4 Records(s) of title, Deeds register and Gazette notice information



# Appendix 1 Comparative analysis

State housing	g apartment bu	ildings 1950s		
Place name	Address/ location/ NZTM	Heritage Listing or recognition of significance	Photographs	Analysis
Dixon Street Flats	134 Dixon Street, Te Aro, Wellington.	District Plan Number 17/ 101  Heritage New Zealand Category 1 - Listing 7395	Dixon Street Flats, 2014, photo by Ballofstring, https://commons.wikimedia.org/wiki/File:Dixon Street Flats.jpg	The Dixon Street flats are one of the first examples in Aotearoa New Zealand of the International Modernist style and are a key building in the development of Modern architecture in New Zealand. <sup>87</sup> The Dixon Street flats were constructed as a part of the First Labour Governments state housing programme and they symbolise a significant period of Aotearoa New Zealand's social development and history. The Dixon Street Flats are a feature of the Wellington Central

<sup>87 &</sup>quot;Dixon Street Flats."



Dixon Street Flats, Wellington. Copyright: Heritage New Zealand, Photo by Geoff Mew. Date: 30/12/2001.



A woman dries laundry on the roof of Dixon Street Flats in Wellington, New Zealand (around 1940), Archives NZ, ABVF 7484 W4925 Box 1/1/17, https://flickr.com/photos/35759981@N08/9721745436.

area and have attained landmark status. The project was of a magnitude unprecedented in the history of domestic architecture in Aotearoa New Zealand and caused considerable excitement at the time.

The Dixon Street flats are a significant example of Modernist architecture unique for its location and scale. The building is a prominent element of the townscape and has become a landmark in the central city despite the construction of a number of high-rise buildings that partially obscure it. The Dixon Street Flats were the

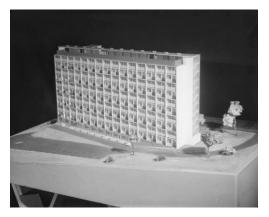
first slab apartment block constructed in Aotearoa New Zealand and have technical value in their design and construction.



Upper Greys Avenue Flats, Tāmaki Makaurau Auckland



Grey Avenue Flats, 2014, Photo by Lauren Speer for Docomomo.



Architectural model of the multi-storey state flats in Greys Ave 1956-1957, Ref: 580-2234, Sir George Grey Special Collections.

The Upper Greys Avenue Flats (1957-58) can be considered a 'sibling' building to the Gordon Wilson Flats; the two were designed in tandem and comprise a narrow slab block of eleven storeys of mostly twostorey maisonettes.88 With their taller, slimmer design, reduced mass and more extensive glazing and façades that revealed the maisonette configuration, both show the evolution in government design from the prewar high-rise blocks of flats. With the demolition of the Upper Greys Avenue Flats in January 2020, the Gordon Wilson Flats are now the sole remaining example of the state's 1950s investment in high-density highrise state housing.

<sup>88</sup> Gatley and Hochstein, "Like Gordon Wilson, Minus the Heritage Protection: Auckland's Upper Greys Avenue Flats, 1954-1959."



Hazel Court Apartment Building, Te Whanganuia-Tara Wellington

## 4 Claremont Grove



Hazel Court Apartments, 2015, Photo by Charles Collins, Wellington City Council.<sup>89</sup>



Hazel Court Apartments, 2015, Photo by Charles Collins, Wellington City Council.<sup>90</sup>

The Hazel Court apartments are of architectural value as an important and representative example of Aotearoa New Zealand Modern medium rise residential design.91 Built 1954-56, this apartment is one of the first high-rise apartment complexes constructed in Aotearoa New Zealand that was not specifically designed for state tenants and reflects the changes that were occurring in Aotearoa New Zealand society at the time. The movement to urban living, having smaller or no families, and having single person households was developing, and this had a marked effect on domestic architecture. It marks the beginning of a trend that continues to this day, this

<sup>&</sup>lt;sup>91</sup> "Hazel Court Apartment Building and Garages."



<sup>89 &</sup>quot;Hazel Court Apartment Building and Garages."

<sup>&</sup>lt;sup>90</sup> "Hazel Court Apartment Building and Garages."

	building is similar to the Gordon
	Wilson Flats with its two-level,
	maisonette plan form, but was
	built for private residences.
	There is some technical value in
	the concrete construction of this
	building and for the early use of
	internal electric central heating.92

92 "Hazel Court Apartment Building and Garages."



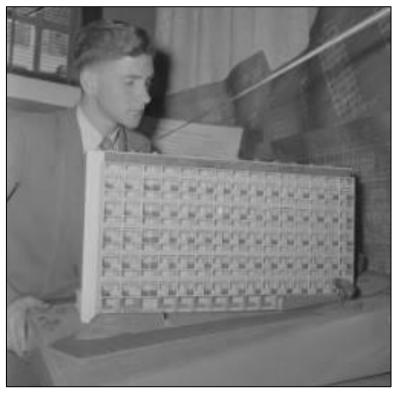
# Appendix 2 Wellington Thematic Heritage Study 2013

Refer to the Wellington Thematic Heritage Study 2013

https://wellington.govt.nz/~/media/services/community-and-culture/heritage/files/thematic-heritage-study.pdf

	Select the themes & subthemes which apply to the place	Yes / some
A2.4	Post WWII flight to outer suburbs and changing desirability of inner-city suburbs	
A2.4C	State Housing	Yes, part of the 1950s high density state housing scheme.
A2.6	Return to city living/ apartment dwelling	
A2.6A	Subdivision of old sections for new housing	Yes, built as part of state housing scheme.
A2.6C	New apartment buildings	Yes, a multistorey state-built apartment complex to relieve housing shortages
A3.2	Response to earthquakes	
A3.2B	Earthquake resistant buildings and structures	Yes, including as a seismic monitoring site, and its novel piling system, and possibly had the first mechanically ventilated internal bathrooms in domestic architecture in Aotearoa New Zealand.

# Appendix 3 Supplementary images

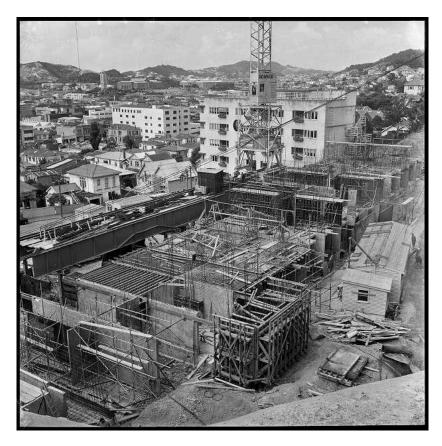


An architectural model of Gordon Wilson Flats at a housing exhibition in 1955 (ATL, EP/1955/2193-F).



New flats under construction [Gordon Wilson flats], The Terrace, Wellington, 1957, Evening Post, EP/1957/2504-F, National Library.





Gordon Wilson Flats under construction, The Terrace, Wellington, 1957, Evening Post, EP/1957/0397-F, National Library.



Aerial view of the Gordon Wilson Flats under construction c1958-9. The McLean State Flats are to the left (Ref: EP-Industry-Housing-State-02, ATL).





A newspaper image of some of the first tenants to move into the Gordon Wilson Flats in June 1959: Mr and Mrs W. Shaw and their son Nicholas. Evening Post, 9 Jun 1959, p. 14. From Ben Schrader, "A Prominent Marker of an Alternative Vision: The Gordon Wilson Flats."



A newspaper image of the machine used by seismologists for earthquake reaction tests on the Gordon Wilson Flats in 1964. From Ben Schrader, "A Prominent Marker of an Alternative Vision: The Gordon Wilson Flats.".





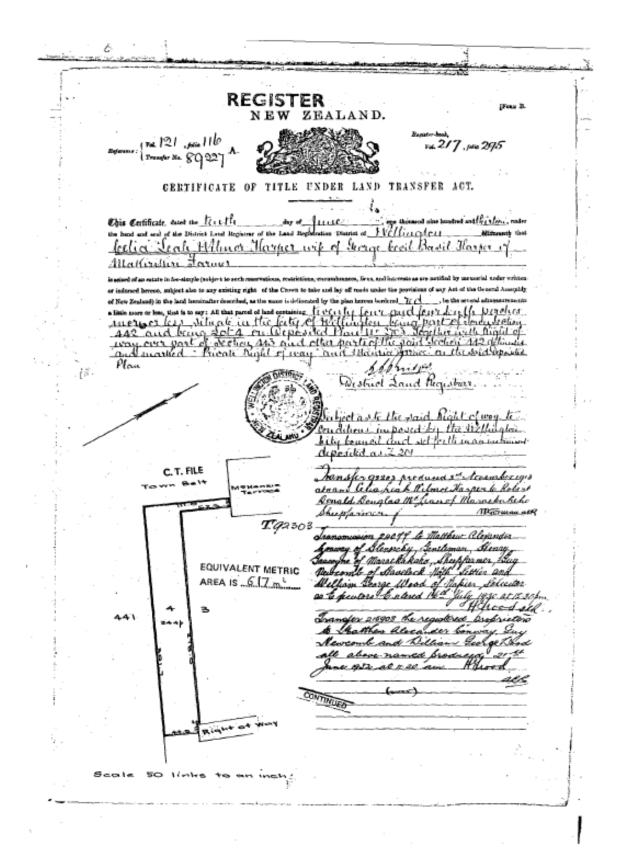
The Gordon Wilson Flats from Willis Street, Wellington, 2015, Ballofstring, <a href="https://commons.wikimedia.org/wiki/File:Gordon Wilson Flats from Willis St.jpeg">https://commons.wikimedia.org/wiki/File:Gordon Wilson Flats from Willis St.jpeg</a>



Gordon Wilson Flats, Photo by Blyss Wagstaff, 6/07/2020, Heritage New Zealand, <a href="https://www.heritage.org.nz/the-list/details/9783">https://www.heritage.org.nz/the-list/details/9783</a>



# Appendix 4 Records(s) of title



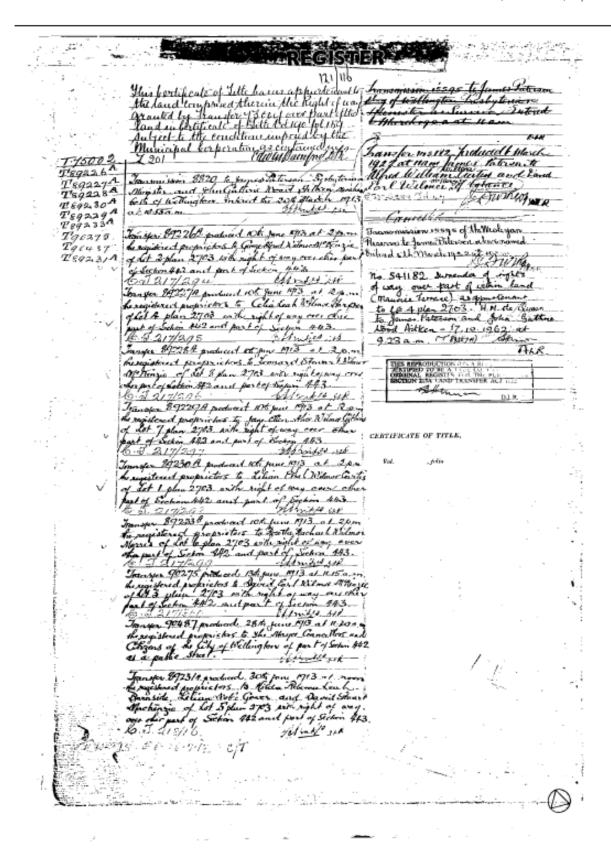


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