

**BEFORE THE INDEPENDENT HEARINGS PANEL
AT WELLINGTON CITY COUNCIL**

IN THE MATTER of the Resource
Management Act 1991

AND

IN THE MATTER of Submissions and further
submissions on the
proposed Wellington City
District Plan – Hearing
Stream 3, Viewshafts

**SUBMITTERS' EVIDENCE
THOMAS JOHN BROADMORE**

5 September 2023

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Introduction

1. My name is Tom Broadmore and I make this statement in support of the submission made by the Il Casino Apartments Body Corporate to retain Viewshaft 21 and in support of the submission made by my wife and me for the same purpose.
2. My wife and I are residents of the Il Casino Apartments on the corner of Tory and Jessie Streets in Te Aro.
3. Presently, the Il Casino Apartment building benefits from expansive openness to the east over Tory Street and to the west along Jessie Street where glazing has been designed to optimise sunlight access and views. I accept that openness to the west might presently be supported by the viewshaft from the base of the Carillon which is the subject of my submission.
4. I seek retention of this viewshaft for three reasons:
 - A) Its importance to the National War Memorial Pukeahu Park of which the Carillon is the centrepiece;
 - B) The support that viewshafts provide generally to openness in a changing city, and for the purpose of encouraging and enabling green spaces to be developed within them; and
 - C) For maintenance of amenity for existing vertical living at Il Casino Apartments to the extent that it might be consistent with Wellington City's 2020 Central City Spatial Vision and the 2022 Green Network Plan.
5. I have been advised by counsel that the National Policy Statement on Urban Development 2020 suggests that existing residential amenity may have to make way for future residential intensification,¹ and I acknowledge that. However, I understand that intensification brings with it challenges for healthy urbanisation which is at the heart of the City's Spatial Vision and Green Network Plan. As opportunities for more vertical living in Te Aro are identified, so should

¹ 18,000 additional residents are expected to live in the Central City over the next 30 years: Wellington City's 2022 Green Network Plan, Page 17

opportunities be sought for neighbourhood and pocket parks to provide some relief from increased density. Presently, only 2% of Te Aro is publicly accessible greenspace.²

A. Preservation of the Viewshaft is appropriate to honour the intentions of those involved (including the public) in creating the Memorial

6. In 1919 the Government created a National War Memorial Committee and allocated £100,000 for a National War Memorial in Wellington. Prime Minister William Massey said that any memorial "should be visible from any part of the city, and from ships entering the harbour". And that it should be "highly visible".
7. In his address at the dedication of the Carillon on 25 April 1932, the Governor-General described it as:

Fittingly erected on one of Nature's pedestals, called after [Captain Cook].
8. It was clearly the intention of those who first conceived the Memorial in 1919 that the Memorial was to be the focus of views from the city and harbour.
9. These aspirations are not, however, reflected in the formal description of the Viewshaft in Appendix 11 of the current Operative Wellington District Plan (Chapter 13, Appendix, page 23). It identifies the "focal elements" of the Viewshaft as "Inner harbour, Western Escarpment".
10. These elements would have been important to members of the expeditionary forces leaving Wellington by ship for the theatres of both world wars, and for their families, and for those fortunate enough to return.³
11. Even if views to the inner harbour are not what they once were, the Western Escarpment and the hills to the east are ever present signals of the greater Port Nicholson/Te Whanganui-a-Tara.
12. As to visibility from any part of the city the Carillon remains visible –

² Wellington City's 2022 Green Network Plan, Page 30.

³ My father left Wellington with the Second Expeditionary Force in January 1940 aboard the *Orion* and was fortunate enough to return.

although not in its entirety – from many parts of the city; and invites a nod of positive recognition from the passer-by. More distant views still remain. I have personally experienced the view to the carillon from many parts of the city, including from the Hutt Road/ SH 2 on one memorable occasion when it reflected late afternoon sun and stood out on its own, overlooking the city, also in the sun, as rain clouds drifted away. It was a memorable scene, fully realising Massey's vision of 124 years ago.

13. By deleting Viewshaft 21 from the District Plan, the Council will signal that the Carillon is to be demoted to a location tucked away from public view except at close quarters and closed off from the city by office and apartment buildings. Odd glimpses of the Carillon from parts of the city will be less accessible.
14. The country, including the public throughout the country by their donations, and the city, have spent a fortune on the National Museum and the Carillon, and on the Pukeahu precinct which followed them 70 odd years later embracing the Carillon as its centrepiece.
15. We surely did not do that only to see its crowning glory, the Carillon, run the risk of being walled off from those to whom it should serve as a visible reminder of the horrors of war and the sacrifices of their forebears.

The main ideas governing the gift and installation of the Wellington War Memorial Carillon are that it shall be regarded essentially as a memorial to the New Zealanders who gave their lives in the Great War....[T]he carillon being the greatest instrument in existence for the cultivation of folk song and the national and religious airs, it shall help to rekindle among New Zealanders the love of old England, Scotland, Ireland, and Wales, and of their own land and the ideals for which so many New Zealanders died – the triumph of right over wrong and the establishment of peace and goodwill amongst men.

(from the programme for the Consecration Ceremony for the National War Memorial and War Memorial Carillon, Anzac Day 1932)

16. The significance of the National Museum and the Carillon to the people of Wellington can be gauged from the extensive reports in the Dominion and the Evening Post of 26 April 1932, following the dedication of the National Museum and the Carillon the previous day. The Evening Post reported that "There were fully 10,000 people

present within the immediate vicinity of the tower, while many thousands more occupied points of vantage in the neighbouring streets, the Basin Reserve, Wellington College grounds, Central Park, and on the surrounding hills.

17. The Governor General, the Prime Minister and all the leading citizens were in attendance, many speeches were given, and the carillon played a full programme of suitable music. There can be no doubt about the significance of the occasion or its solemnity; nor about the universal intention that these structures would stand "for all time" as memorials to the dead and as a reminder of the ideals of peace, love and goodwill among men which they had died defending. The Governor-General ignited a memorial light "which is destined to burn for ever".
18. During the ceremony the Carillon was formally gifted to "the people of New Zealand" and accepted as such by the Governor-General. I again emphasise that construction of the Carillon, including the 49 bells it contains, was largely funded by donations from people, families and organisations from all over the country.
19. It would be almost untenable for the Carillon and associated structures in Pukeahu Park to function optimally as national memorials - encouraging memory – or "reminders" - if they cannot be seen from a distance. In this light, the notion that the purpose of the Viewshaff was to solely provide a viewing point at the base of the Carillon towards the harbour and Western Hills is insupportable.
20. It is regrettable that over the course of the last 100 years the city appears to have lost the opportunity to develop a war memorial including the initially proposed avenue aligned with the Carillon and extending towards the harbour. That would have been the equal of the setting of the Australian war memorial in Canberra, where the war memorial at the foot of Mt Ainslie and the Parliament House are situated at opposite ends of a magnificent view over Lake Burley Griffin and along Anzac Parade, or even something approaching the State War Memorial, the Shrine of Remembrance in Melbourne.

Viewshaft Assessment Review

21. In the Council 2020 Viewshafts Assessment Review, the assessors asserted that the Viewshaft was no longer relevant because the National Museum had moved to Te Papa. The summary of their conclusions in relation to Viewshaft 21 reads, in its entirety, as follows:

Vs21 (from the entrance steps of Massey University) - the viewshaft's viewpoint has lost its wider public significance. Further to this, the integrity of the view has been compromised as the focal elements have been blocked by building development in the Te Aro Basin.

22. This assessment contains no further discussion of the Viewshaft's significance or any basis for arguing that that significance has been lost.
23. It completely overlooks the continuing significance of the Carillon, which has always been the highly visible symbol and marker of the War Memorial area and now of Pukeahu. It also overlooks that the Tomb of the Unknown Warrior and the Hall of Memories, with the names of all the fallen carved in stone, all remain on that site.
24. It further overlooks the significance of the site for Maori, as explained by tablets placed there and recognised by the engraving of the words *Reo Wairua* on the biggest of the 49 bells.
25. Finally, it overlooks that nationally important events such as the Anzac Day service and laying of wreaths by foreign dignitaries take place there. Not to mention the memorials erected by other nations.
26. Pukeahu is the place where new Zealanders go in their thousands to remember and honour the fallen.
27. The whole point of memorials like this is that they should be highly visible to citizens as a reminder of the sacrifices and terrible loss of life arising from wars. The essence of this is the well-known phrase "Lest we forget".
28. The Wellington City Green Network Plan 2022 observes:⁴

As the capital city, Wellington incorporates national institutions and

⁴ At Page 15.

associated significant public spaces such as those associated with Parliament, Te Papa and Pukeahu. These are stories of this place, and its people. They can be used to enhance the identity.

29. I note that in Council's (supplementary) recommendations with amendments to provisions for Hearing Stream 3 (Schedule 5) there are the following observations:

Some viewshafts (whether contained or vistaviews) have been identified due to their focus on important landmark buildings or iconic places within the City. These viewshafts are significant as they provide an understanding of the City Centre environment, promote its history and assist wayfinding.⁵

And

VIEW-O2 Iconic and landmark views Views from public places to key City landmarks are recognised and maintained due to their regional, national and/or international significance.

30. I also note that Iconic and Landmark Views is defined as:

Views that have been identified as having public significance, townscape value, or are representative of the City's identity at a national or international scale.

31. Whilst the Carillon is not the focal point of Viewshaft 21, the viewshaft is a vistaview (inner harbour and western escarpment) which has the reciprocal effect of enabling views into the viewpoint (the Carillon) which in itself is representative of the City's identity and a view of a national scale.

32. The retention of Viewshaft 21 is significant to the status of the national war memorial, Pukeahu Park, and as such is a matter of public interest.

33. Historic and current views of the Carillon and Pukeahu Park are available on the web site of the Ministry for Culture and Heritage and related links such as:

<https://mch.govt.nz/sites/default/files/images/Colin McLellan 22.jpg>

B. The support that viewshafts provide generally to openness in a changing city, and for the purpose of encouraging and enabling green spaces to be developed within them,

⁵ Wellington Central City Green Network Plan, Introduction.

34. I acknowledge that Viewshaft 21 has in part been diminished by development that has occurred in the Te Aro Basin. However, its retention will continue to provide openness benefits for Pukeahu and potentially, for wider Te Aro where there is a recognised need for openness to balance vertical living developments there.
35. If spatial planning calls for identification of spaces to not be developed, then opportunities at the bases of viewshafts would be obvious candidates for their ability to serve dual urban design purposes.
36. The Public Parks Distribution map of the Wellington Central City Green Network Plan 2022 identifies a significant gap within Te Aro that is traversed by Viewshaft 21.⁶
37. Excerpts from the Green Network Plan include:
- Build on opportunities. Assess new green space opportunities of a variety of sizes to support a mix of active and passive uses.⁷
- Prioritise locating new green parks in neighbourhoods where there are gaps and/or future growth is anticipated. Improve accessibility for all to be able to experience green.⁸
- The inner-city population will increase with higher density residential accommodation developed in the central city. Research shows people need ready access to green space for their health and wellbeing, so high quality, well-designed green spaces will be a critical factor in supporting the intensification. The green spaces will need to be of various types and be multifunctional to meet the needs of residents, workers and visitors and increase the amount of nature and its useful services in the central city.⁹
- Te Aro... It is also an area of change with a large number of residential developments being undertaken.¹⁰
38. Te Aro is identified as an area of change. That change is development of vertical living to accommodate the 18,000 new residents expected in the city over the next 30 years,¹¹ but with an identified gap in the provision of public park space. Sensible urban design would call for retention of Viewshaft 21 to enable and encourage openness where green space might be developed for

⁶ Wellington Central City Green Network Plan, Page 16.

⁷ Ibid, Page 21.

⁸ Ibid, Page 21.

⁹ Ibid, Page 44.

¹⁰ Ibid, Page 14.

¹¹ S 42A Report, paragraphs 89 to 200.

the health and wellbeing of existing and new occupants of Te Aro.

39. I respectfully note that the area between Vivian and Jessie Streets to the west of the Il Casino Apartments including the now vacant Salvation Army building and beyond is the only extensive space in Te Aro containing only low-rise buildings (two levels or less) which would be ideally suited for a neighbourhood park as a companion-piece to Glover Park. The area is big enough for there to be a playground and room for children to run around on; and for space for their caregivers to sit in the sun and keep an eye on them; and has ample space for suitable plantings.
40. This area is much larger than Glover Park and the pocket park proposed for Frederick Street. It would seem to qualify as an Urban Park, described as "critical in areas of change" in the Green Network Plan¹².
41. Looking at the Te Aro Flat area bounded by Courtenay Place and Karo Drive to the North and South, and Willis Street and Cambridge Terrace to the West and East, I believe that the area I have described is the largest available containing only two-level buildings. This space is suitably distant from Glover Park; and a park developed on it would have space not available in Frederick Street for the facilities needed in a high population area of vertical living.
42. Retention of viewshaft 21 could contribute positively to that outcome.

C. Openness and the Il Casino Apartment Building

43. The incorporation of significant glazing on the west façade of the building was in part to take advantage of the benefits that might be provided by being located right on the eastern edge of the viewshaft. The floorplan of the apartments was coordinated with the glazing to provide direct afternoon and evening sun, and expansive views.

¹² Wellington Central City Green Network Plan, page 22.

44. The apartments were marketed on that basis and several buyers I know of took that into account when making decisions to buy. There were buyers who mistakenly thought the viewshaft was inviolable as it related to a view that was nationally important.
45. That said, and understanding the error of that thinking, being at the edge of a viewshaft does enable an element of openness to be carried into the future. Not all new residential apartment development in Te Aro will necessarily enjoy similar separation from neighbouring buildings, but variety of living opportunity and degrees of openness will add to the quality of urban design outcomes in Te Aro. This will be especially so if retention of the viewshaft continues to influence the retention of unbuilt spaces or low spaces and green spaces, such as urban and/or pocket parks that would give effect to the Green Network Plan and the 2020 Central City Spatial Vision.
46. In my opinion and for the above reasons, the present and future urban fabric and identity of Central Wellington and Te Aro can benefit significantly from the retention of Viewshaft 21.

“TJ Broadmore”

TJ Broadmore

5 September 2023