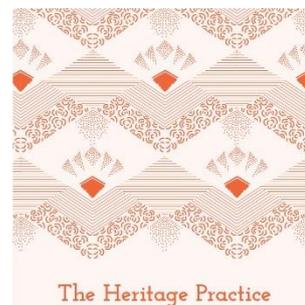


26 August 2021

Environmental Protection Authority
Te Mana Rauahi Taiao
Private Bag 63200
Wellington 6140

For the Expert Consenting Panel on the
Molesworth Street Office Development
Application.



Attention: Duncan Laing (Chair)
cc: Christina Smits
Elliott Dennett

EPA Reference: 2285

Site Address: 55-61 Molesworth
Street, Wellington

Fast-track Consenting - Molesworth Street Office Development Application Heritage Review

1. Introduction

- 1.1. The Heritage Practice has been appointed by the Environmental Protection Authority to complete a heritage review of the proposed Molesworth Street Office Development at 61 Molesworth Street.
- 1.2. The application is for the construction of a new 12-storey office building with 1-level of below ground parking. The design includes an entrance lobby, loading facilities and retail outlets at ground floor level. The site is currently used for car-parking following the demolition of a 1960s building known as ICI House (later Deloitte House). ICI House was designed as a podium and tower, and was damaged in the November 2016 earthquake. It was demolished under the emergency provisions of the Resource Management Act 1991 in January 2017.
- 1.3. The application has been lodged using the Covid-19 Recovery (Fast-Track) Act 2020.
- 1.4. I confirm to the Panel that I have experience working with the Wellington District Plan and have prepared and peer-reviewed many assessments of effects on heritage for developments on sites that are adjacent to heritage buildings, objects and areas listed in the Wellington District Plan. I am a heritage consultant with over 25 years experience in architecture and historic heritage. My current role is as Director of The Heritage Practice which specialises in providing advice for built-heritage. I was previously a Senior Heritage Advisor at Wellington City Council, and my background is in Conservation Architecture in New Zealand and the UK.

- 1.5. For completeness, I confirm that I have followed Environment Court Code of Conduct for Expert Witnesses, set out in the Environment Court Practice Note 2014.

2. Scope of assessment

- 2.1. This report is intended to serve as an independent review of the heritage assessment of the proposed development. It includes a review of the application and the following documentation to the extent that they are relevant to effects on heritage areas, buildings and objects.

The application, including:

- Attachment 3 – architectural plans
- Attachment 4 – Resource Consent design statement
- Attachment 5 – Heritage Assessment

Correspondence to and from the panel:

- M-1 Minute – 30 June 2021
- M-2 – 06 August 2021
- M-3 – 23 August 2021

Comments from invited parties, including:

- Heritage New Zealand Pouhere Taonga (HNZPT)
- Minister of Arts Culture and Heritage (MCH)
- Wellington City Council (WCC)
- Wellington Diocesan Board of Trustees

Reports and Advice:

- Letter from the applicant regarding the further information request – dated 16 July 2021.
- Urban Design Assessment – 61 Molesworth Street, Wellington – Dated 14 July 2021
- Responses from the applicant to request 1 & 2 for further information.

The Wellington District Plan including the Central Area Urban Design Guide (CAUDG).

3. Heritage

- 3.1. The site at 55-61 Molesworth Street is not listed in Wellington District Plan as a heritage item, and the proposed development does not include works to a heritage building, object, area, tree or any sites of significance to Tangata Whenua that are listed in the District Plan.
- 3.2. The site is adjacent to the Wellington Cathedral of Saint Paul at the corner of Hill and Molesworth Street which is listed in the Wellington District Plan as a heritage building. The site is also immediately across the road from the statue of Sir Keith Jacka Holyoake which is listed as a heritage object. Both sites were identified by the Molesworth Street Office Development Expert Consenting Panel on map 1, Minute M-1 dated 30 June 2021 as adjacent, near or within the context of the proposed development.

3.3. The wider context for the proposed development includes places that are listed in the Wellington District Plan such as Sites of Significance to Māori near the Pipitea Precinct, the Parliamentary Precinct Heritage Area, and the Cathedral of the Sacred Heart on Hill Street.

4. Legislative Requirements

- RMA - including Part II, particularly sections 6(e)
- GWRC Regional Policy Statement

Wellington District Plan (where relevant to heritage)

<i>Objective</i>	<i>Encourage the development of new buildings within the Central Area provided that any potential adverse effects can be avoided, remedied or mitigated.</i>
12.2.5	
<i>Policy</i>	<i>Manage building height in the Central Area in order to:</i>
12.2.5.1	<ul style="list-style-type: none"> • <i>reinforce the high city/low city urban form;</i> • <i>ensure that new buildings acknowledge and respect the form and scale of the neighbourhood in which they are located; and</i> • <i>achieve appropriate building height and mass within identified heritage and character areas.</i>
<i>Policy</i>	<i>Manage building mass to ensure that the adverse effects of new building work are able to be avoided, remedied or mitigated on site.</i>
12.2.5.2	
<i>Policy</i>	<i>Manage building mass in conjunction with building height to ensure quality design outcomes.</i>
12.2.5.3	
<i>Policy</i>	<i>To allow building height above the specified height standards in situations where building height and bulk have been reduced elsewhere on the site to:</i>
12.2.5.4	<ul style="list-style-type: none"> • <i>provide an urban design outcome that is beneficial to the public environment, or</i> • <i>reduce the impact of the proposed building on a listed heritage item</i> <p><i>Any such additional height must be able to be treated in such a way that it represents an appropriate response to the characteristics of the site and the surrounding area.</i></p>
<i>Policy</i>	<i>Require design excellence for any building that is higher than the height standard specified for the Central Area.</i>
12.2.5.5	
<i>Objective</i>	<i>To ensure that new building works maintain and enhance the amenity and safety of the public environment in the Central Area, and the general amenity of any nearby Residential Areas.</i>
12.2.6	
<i>Policy</i>	<i>Ensure that new buildings and structures do not compromise the context, setting and streetscape value of adjacent listed heritage items, through the management of building bulk and building height.</i>
12.2.6.3	
<i>Rule</i>	<i>The construction or alteration of, and addition to buildings and structures in the Central Area that are not Permitted or Controlled Activities, except: ...etc. are Discretionary Activities (Restricted) in respect of:</i>
13.3.4	
13.3.4.1	<i>design, external appearance and siting</i>
13.3.4.2	<i>the placement of building mass...etc.</i>
<i>Rule</i>	<i>The construction or alteration of, and addition to buildings and structures which are Permitted, Controlled or Discretionary (Restricted) Activities that do not meet one or more of the following standards outlined in section 13.6.1 (Activities, Buildings and Structures) and 13.6.3 (Buildings and Structures), are Discretionary Activities (Restricted). Unless otherwise noted below, discretion is limited to the effects generated by the standard(s) not met:</i>
13.3.8	
13.3.8.4.A	<i>height (standards 13.6.3.1 to 13.6.3.1.4, and 13.6.3.1.7 to 13.6.3.1.10)</i>
13.6.3.1.10	<i>discretion is limited to the effect of building height on:...[etc]</i>

- *the historic heritage value of any listed heritage item in the vicinity...[etc.]*
- 13.3.8.5 *mass (standard 13.6.3.2) discretion is limited to the effect of building mass on: ...[etc]*
- *the historic heritage value of any listed heritage item in the vicinity...[etc]*

CAUDG See appendix for Central Area Urban Design Guide heritage provisions.

5. Summary of the applicant's heritage expert assessment

5.1. The applicant's heritage expert is Architect and Conservator, Ian Bowman and a summary of the heritage assessment is as follows:

5.2. *The magnitude of impacts of a new 12 storeyed building to the immediate north of the Wellington Cathedral of St Paul's is neutral to minor positive and the significance of effects is neutral to slight, or less than minor. The greatest magnitude of impact on the heritage values of other buildings further away is minor. The new design generally follows accepted national and international guidelines for a compatible new design adjacent to heritage buildings.*

5.3. The applicant has not included consultation with HNZPT with the application (see letter dated 16/07/2021 Ian Leary Spencer Holmes, page 5 item 5), but HNZPT have been invited to comment on the application by the Panel. They note that:

5.4. *Heritage New Zealand considers the assessment of effects on built heritage is appropriate and, therefore, has no comment to make on associated conditions. The effects of construction activities on the adjacent built heritage can be adequately controlled by conditions on noise, vibration, dust and other construction effects.*

5.5. HNZPT have also commented on the draft earthworks condition and do not consider that an Accidental Discovery Protocol (ADP) is acceptable *unless the potential for all archaeological material is assessed as negligible or nil*. This means that, if the application is approved, the earthworks condition should be amended and an advice note that includes HNZPT's note would also be appropriate. This is that:

5.6. *The applicant is therefore advised to commission an archaeological assessment to determine whether an archaeological authority under the Heritage New Zealand Pouhere Taonga Act is required.*

6. Comments on the applicant's Methodology

6.1. The applicant's heritage expert has noted that the new design *generally follows accepted national and international guidelines for compatible new design adjacent to heritage buildings*, and I have some overall comments on the methodology used by applicant's heritage expert in the preparation of his report. These include two key concerns about:

- The requirement to also assess the development against the relevant District Plan Central Area policies and the Central Area Urban Design Guide (CAUDG) that relate to effects of height and mass on heritage items; and
- The use of the ICOMOS Guidance on Heritage Impacts for World Heritage Properties to assess effects for locally listed heritage items.

6.2. Assessment against the District Plan

6.2.1. My first main concern about the assessment of heritage effects is that there is no direct assessment by the applicant's heritage expert against the District Plan heritage provisions. Most notably these are the Central Area objectives and policies on height and mass that consider effects on heritage heritage such as Objective 12.2.5 and policies 12.2.5.1, 2, 3, 4 and 5, and objective 12.2.6 and policy 12.2.6.3 along with the Central Area Urban Design Guide objectives and polices that relate to height, mass and heritage (see Appendix 1).

6.2.2. I note that the applicant's heritage expert has generally used some similar policies and guidelines, and so I have included their comments wherever possible in my assessment of effects against the relevant District Plan provisions.

6.3. ICOMOS Value Ranking

6.3.1. My second main concern with the applicant's heritage expert's assessment methodology is the way that the *ICOMOS Guidance on Heritage Impacts for World Heritage Properties* has been used to assess effects (see heritage report item 2.1.1 and Appendix 1). The ICOMOS guide is intended:

6.3.2. *To offer guidance on the process of commissioning HERITAGE IMPACT ASSESSMENTS (HIAs) for World Heritage (WH) properties in order to evaluate effectively the impact of potential development on the Outstanding Universal Value (OUV) of properties.*¹

6.3.3. The proposed development does not include any impacts on New Zealand's World Heritage Listed properties such as Tongariro National Park, the Sub-Antarctic Islands and Te Wahipounamu or any places on the World Heritage Tentative List. The assessment by the applicant's heritage expert is intended for a Resource Consent application and should consider the scale and severity of the change or impact on a local or regional scale, and based on the requirements of the district or regional plan.

6.3.4. The ICOMOS Guidance includes a ranking system for heritage places that does not align with the GWRC Regional Policy Statement, or the Wellington District Plan heritage lists (which are not ranked). The guidance ascribes a "low" to "medium" heritage asset value to items that are listed locally (for example in a regional or district plan rather than by HNZPT) and uses a matrix to ascribe a maximum "significance of the effect" from "moderate/slight" to "moderate/large" for works that affect locally or regionally listed items. This means that under the ICOMOS assessment methodology it is not possible to find that the effects on a locally listed heritage place is greater than moderate/large for any development.

6.3.5. My concern is that the use of this assessment methodology has the potential to underestimate the effects on local or regional heritage.

¹*ICOMOS Guidance on Heritage Impacts for World Heritage Properties, 2011*
[icomos_guidance_on_heritage_impact_assessments_for_cultural_world_heritage_properties.pdf \(icrom.org\)](https://www.icrom.org/publications/icomos-guidance-on-heritage-impact-assessments-for-cultural-world-heritage-properties.pdf)

6.3.6.I also have some minor comments about the remaining parts of the applicant’s heritage expert’s methodology including:

- the assessment of heritage values for each place
- the relevant District Plan rules
- HNZPT guidance on assessing heritage effects; and
- the use of international assessment criteria.

6.4. Heritage Values

My first minor comment on the heritage assessment methodology is that the applicant’s heritage expert has adopted the WCC heritage inventory assessments of heritage value and I agree with this approach (see applicant’s heritage report item 2.2).

6.5. District Plan Rules

A further minor comment is that the applicant’s heritage expert has summarised the District Plan rules that are relevant to the heritage assessment (see heritage report item 4.1.1 of the “Regulatory assessment criteria”). This section should also include reference to the 13.3.8.5 mass (standard 13.6.3.2) where *discretion is limited to the effect of building mass on: ...[etc] the historic heritage value of any listed heritage item in the vicinity...[etc]*. This note is for completeness only, as I agree that the expert’s heritage assessment includes consideration of the mass, bulk and height of the proposed development.

6.6. HNZPT guidance

A third minor comment is that although I agree that the *HNZPT Heritage Guidance Sheet 16 Assessing Impacts on the Surroundings associated with Historic Heritage* is relevant (see heritage report item 5.1), I note that the checklist has been summarised in the report and some of the emphasis has been changed. My assumption is that the applicant’s heritage advisor has used the full version of the guidance document and criteria/checklist when making their assessment of heritage effects (rather than the summarised version). Two examples of the summarised criteria/checklist compared with the original guidance are as follows:

Examples from the summarised checklist (heritage report item 5.1)	<i>HNZPT Heritage Guidance Sheet 16 Assessing Impacts on the Surroundings associated with Historic Heritage</i>
The proposed activity should not visually dominate or distract from the qualities of the heritage place.	<i>Where a historic place has landmark values, the proposed activity should not be visually dominating or distract from the landmark qualities of the historic place. The relative scale of the activity is an important consideration.</i>
The size, orientation, scale, massing, density, modulation, and shape of the new building or addition should be compatible with the existing historic building(s). These elements should relate to surrounding buildings.	<i>The size, orientation, scale, massing, density, modulation, and shape of the new building or addition should be compatible with the existing historic building(s).</i>

	<p><i>These elements should relate to surrounding buildings. New buildings or additions should not dominate an area.</i></p>
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6.7. Amalgamated international criteria

A fourth minor comment is that although I agree that it is useful to consider international heritage assessment criteria (see applicant’s heritage assessment item 5.3) it would be useful if the international criteria were kept in their original format with links to the original documents for context.

6.8. Alternatives

A final minor comment is that I note that the heritage assessment includes confirmation that alternative designs for the proposed development were explored (see applicant’s heritage assessment item 6.1 *Alternatives explored and why the proposal is the best option*). This includes the statement that *...the applicant had explored an alternative proposal, which was lodged for consent. The processing of that previous proposal was suspended, partially due to Council’s concerns over heritage effects.* But it is unclear whether the current application has been redesigned to address these concerns.

6.9. Summary of comments on the methodology

In summary, there are two main concerns about the methodology that the applicant’s heritage expert has used to assess the application. The first is that the proposed application has not been directly assessed against the relevant District Plan provisions, which means that I have some concerns about the weight that has been given to the District Plan provisions in the heritage assessment. The second is that the assessment methodology has included an assessment technique intended for World Heritage Properties, and too little weight given to the value and assessment of effects on heritage items with local or regional significance.

7. Archaeology

7.1. Archaeology is part of the RMA definition of heritage, and heritage is considered to be a matter of national importance.

7.2. The consent application process under the Covid-19 fast-track legislation allows for “Comments from invited parties”. For this application Heritage New Zealand Pouhere Taonga (HNZPT) have commented on the overall resource consent application, and made specific reference to the applicant’s proposed earthworks conditions. Other invited parties have noted “an old brick sewer” that crosses the site, and this has been identified as an item that has the potential to be a pre-1900 structure which could meet the definition of archaeology under the HNZPT 2014 Act.

7.3. HNZPT’s submission notes that the accidental discovery protocol (ADP) included in the draft earthworks condition is only considered suitable if the potential for archaeological evidence on site is negligible or nil. They advise the applicant to commission an archaeological assessment to determine whether an archaeological authority is required under the HNZPT

Act 2014. Note that the site is generally considered to be an archaeological site, as all of Wellington that is shown on the c.1890s Thomas Ward maps is recorded as “Central Wellington R27/270” by the New Zealand Archaeological Association.

- 7.4. The applicant has confirmed that it has engaged archaeologists Capital Heritage to prepare an application for an Archaeological Authority for the development, and work will begin in the next 3-5 weeks – see email from Ian Leary dated 19 August 2021.
- 7.5. The Panel have requested The Heritage Practice to provide additional information on the sewer and the potential for the discovery of pre-1900 material on the site that is associated with European settlement. This additional information includes research on the history of the site, and does not include expert archaeological advice. It does not include advice on Māori settlement in the Haukawa / Thorndon area which is included in the Cultural Impact Assessment by cultural expert, writer and historian, Morris Love. The report does, however, provide background information on known human activity on the site before 1900 and the extent of the ground floor foundations for ICI House in the 1960s. It also considers the available information on the age and construction of the sewerage interceptor. This will allow the Panel to ascertain if there is a “negligible or nil” potential for archaeological material as noted by HNZPT in their comments, for the purpose of the Panel’s assessment of the resource consent application.
- 7.6. The first request from the Panel was to ascertain the date of the sewerage interceptor that crosses the site almost immediately opposite Pipitea Street, particularly to consider the likelihood that it is a pre-1900 structure. The sewer is noted on page 12 of the consent application as an “old brick sewer main”.
- 7.7. I have discussed the sewerage interceptor with Wellington City Council (WCC), and their asset data notes that this section was constructed in 1937 from reinforced concrete and is 1.25m in diameter - see image 1 below. There is also some earlier information from the 1960s to suggest that the interceptor may be a 3ft x 6ft tunnel – see the WCC City Engineers’ Department drawing in image 2 below, but there is no notation on this drawing to indicate whether it is brick or reinforced concrete.
- 7.8. My understanding from discussions from the WCC is that if the interceptor was constructed from reinforced concrete, then it would have been constructed in the 20th century as per the asset data. If the interceptor was found to be constructed in brick, then it could indicate an earlier construction date that may be pre-1900 and would require further assessment.
- 7.9. My view is that the WCC asset data is the most reliable information available and so it is more likely that the sewerage interceptor was built in the early 20th century. But, if the excavations and site inspections uncover brickwork at any point along the route of the interceptor, this would require analysis by an archaeologist to establish the existence of archaeological material.

Wastewater Pipe Directionality: WCC_WWP013953

Asset ID	WCC_WWP013953
US Node ID	WCC_WW013879
DS Node ID	WCC_WW034570
Link Suffix	1
Operational Status	In Use
System Type	Wastewater
Pipe Type	Trunk Main
Pipe Use	Gravity
Owner	WCC
Maintenance	Wellington Water Alliance
Date Installed	January 1, 1937
Date Decommissioned	
Diameter_mm	1,250.00
Height_mm	
Length_m	377.26
Gradient	0.00
Capacity_m3	1.54
Material	RCN

Image 1: WCC Asset Data

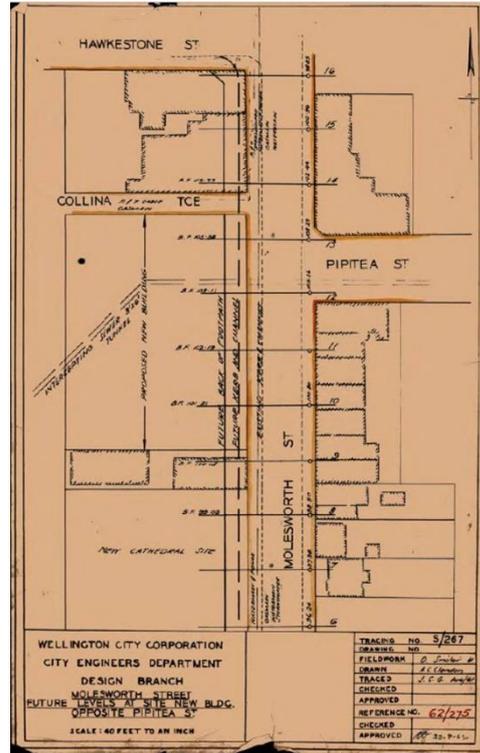


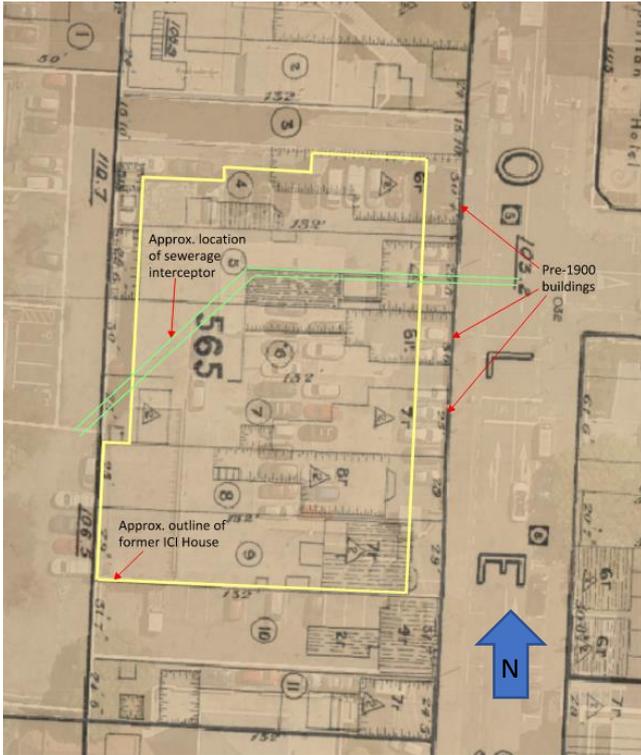
Image 2: WCC site levels drawing c.1960s

The WCC Asset Data for the sewerage interceptor indicates the section at 55-61 Molesworth Street is a 1.25m diameter reinforced concrete pipe that was laid in 1937.

This 1960s drawing refers to the sewerage interceptor as a 3' x 6' tunnel.

7.10. The second request from the Panel was for more information on the pre-1900 European history of the site. The Thomas Ward map shows that by c.1892 there were six houses constructed on the site and image 3 below shows part of the Thomas Ward map overlaid onto a current aerial photograph of the site. I have also drawn the outline of the ground floor plan for the former ICI House onto the map to indicate the area of excavations from the 1960s and the potential for an undisturbed ground on the site.

7.11. Note that a definitive archaeological assessment would need the expertise of an archaeologist and this should be available to the applicant from their archaeologists, Capital Heritage, in 3-5week's time.



The c.1892 Thomas Ward map shows the extent of known pre-1900 buildings on the site at 55-61 Molesworth Street. This has been overlaid with the approx. location of ICI House to show any locations where the ground may not have been excavated for the foundations of the previous building.

Image 3: Thomas Ward Map

7.12. Image 4 below shows the ground floor foundation layout for the former ICI House that was constructed in the 1960s. Note that this building was constructed with a set-back from Molesworth Street to the east of the site, and did not include a basement. The “set-back” area to the east is the location that is likely to have experienced the least ground disturbance during the construction of ICI House.

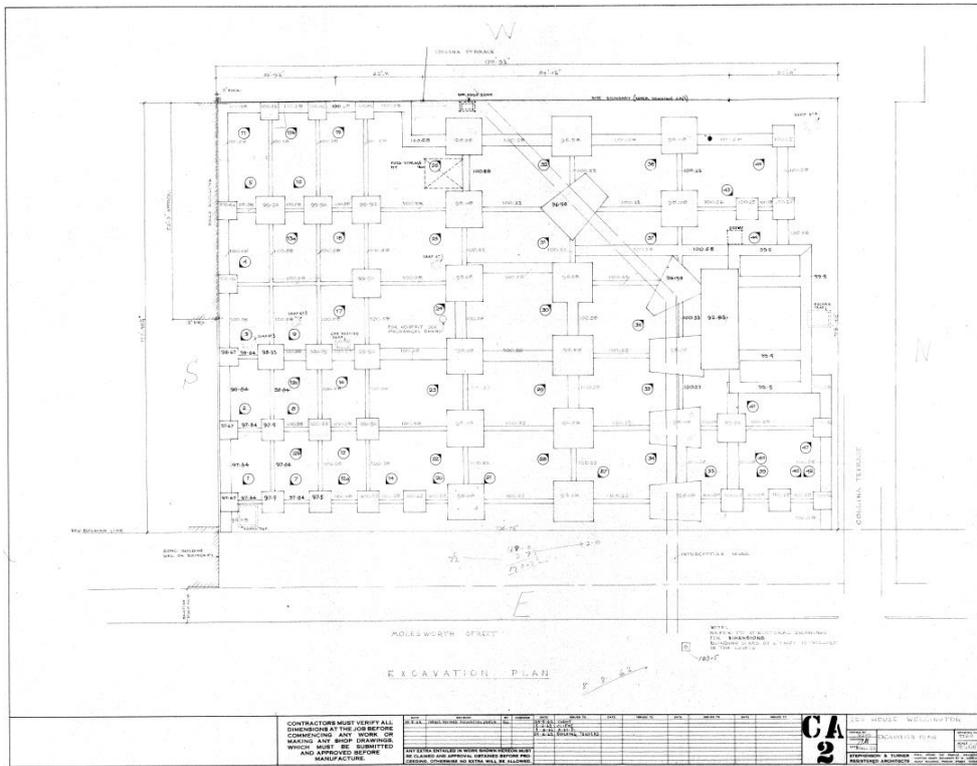


Image 4: Excavation Plan for ICI House.

7.13. The Panel have asked for some indication of the types of pre-1900s development, and this can be ascertained from photographs from the 1950s of the adjacent site proposed for the Wellington Cathedral of St Paul's. These show the typical shops and commercial buildings that were constructed in this part of Thorndon by the mid-20th century - see images 5 & 6.



Image 5: 1955 aerial photograph

This image from 1955 shows the site of the future Wellington Cathedral of St Paul's. The small lane to the top left of the image is likely to be Wingfield Street, which is now a laneway between the National Library and 100 Molesworth Street. The site at 55-61 Molesworth Street is just visible to the far left of the image.

Aerial view of the Molesworth Street, Aitken Street and Hill Street intersection, Wellington. Evening post (Newspaper. 1865-2002) :Photographic negatives and prints of the Evening Post newspaper. Ref: EP/1955/2990-F. Alexander Turnbull Library, Wellington, New Zealand. [/records/23099285](#)



Image 6: 1955 photo of the buildings on the site of the Wellington Cathedral of St Paul.

This image from 1955 shows the typical buildings on the western side of Molesworth Street that were demolished for the construction of both the Wellington Cathedral of St Paul and ICI House. The house with the three gables in the mid-right of the photo is the former home of the Premier, Richard Seddon.

Site of the Wellington Cathedral of Saint Paul, Molesworth Street, Wellington. Evening post (Newspaper. 1865-2002) :Photographic negatives and prints of the Evening Post newspaper. Ref: EP/1955/2255-F. Alexander Turnbull Library, Wellington, New Zealand. [/records/22731240](#)

7.14. A final comment is that there is no evidence to suggest that the proposed development would affect an item with "significant" archaeological values as defined in the Greater Wellington Regional Council's (GWRC) Regional Policy Statement (RPS) under objective 15 or policies 21,22 and 46. This means that although archaeology is included in the RMA as part of a matter of national importance, in these circumstances it is reasonable to manage the archaeological values of the site via an Archaeological Authority process under the HNZPT Act 2014, as long as the resource consent conditions and advice notes address the concerns raised by HNZPT.

7.15. Summary of archaeological information

In summary, working within my expertise as a heritage advisor, my view is that the Thomas Ward map shows evidence of pre-1900 human activity on the site. There is some possibility of undisturbed ground at the eastern edge of the site where archaeological evidence of pre-1900 human activity may be present. Where the potential for archaeological material on

the site is greater than negligible or nil, HNZPT's advice is that it is inappropriate for the applicant to rely solely on an accidental discovery protocol to protect the archaeological values of the site.

7.16. The sewerage interceptor is unlikely to have been constructed before 1900, but if site excavations reveal it to be a brick structure, then an archaeological assessment may be required to establish whether it meets the definition of archaeological material.

7.17. There is no evidence to suggest that there may be items on site with "significant" archaeological values as set out in the GWRC RPS. This means that the archaeological values of the site are likely to be reasonably managed by the Archaeological Authority process under the HNZPT Act 2014.

7.18. The expertise of an archaeologist is required to evaluate the significance and potential for archaeological material on the site, and to provide the initial archaeological assessment required for Archaeological Authority. I note that the applicant has engaged Capital Heritage to carry out this work, and the initial archaeological assessment will begin in the next 3-5 weeks.

7.19. My overall assessment is that the archaeological values of the site could be managed via appropriate resource consent conditions and/or advice notes that address the concerns raised by HNZPT on the resource consent application.

8. Assessment

8.1. Following on from consideration of (archaeological) heritage values of the site, the next section reviews the effects of the proposed development on the heritage values of listed heritage items in the vicinity of the proposed development. It begins with a review of the effects on heritage items in the wider context of the site that were considered by the applicant's heritage expert particularly the Parliamentary Precinct Heritage Area, the listed heritage items within the precinct, and the Cathedral of the Sacred Heart on Hill Street. It considers an additional heritage item in the vicinity of the site – the statue of Sir Keith Jacka Holyoake. It concludes with consideration of the assessment of effects on the Wellington Cathedral of Saint Paul.

8.2. Effects on the wider context

The applicant's heritage expert has considered the effects of the proposed development on the wider context that includes The Parliamentary Library, Parliament House, The Executive Wing of Parliament ("The Beehive"), the Parliamentary Precinct Heritage Area, and the Cathedral of the Sacred Heart. In very general terms, I agree with Mr Bowman's assessment that the level of effects of the proposed development on the wider context of heritage buildings will be "minor to no change". This is because:

- there will be no change to the historic, physical or social values of these buildings and areas
- the Cathedral will effectively obscure most of the proposed new development when viewed from the south; and
- the proposed development is at some distance from these buildings and areas, and this reduces the potential for visual domination.

8.3. Additional heritage item

I also note that in addition to the items assessed in the applicant's heritage assessment that there is an additional heritage item in the vicinity. This is the statue of Sir Keith Jacka Holyoake at 100 Molesworth Street, which is listed as heritage object #38. My view is that proposed development will change the setting of the statue, but the effect will be neutral/positive as the statue is a relatively modern design, and the landscaped courtyard that is its immediate surroundings will remain unchanged. The proposed building would replace the current at ground car-parking and would be an appropriate background to the statue.

8.4. Wellington Cathedral of Saint Paul

8.4.1. My remaining concerns are with the effects on the Wellington Cathedral of St Paul.

8.4.2. I agree with the applicant's heritage expert that the proposed development will have a small effect on the Historic and Social values of the Cathedral, and will not change the architecture or physical fabric of the place. My view is that the main effects will be on the townscape/landmark qualities of the place along with its setting and surroundings.

8.4.3. The proposal is for a substantial office building that exceeds both the height and mass standards for the site. The proposed building includes design elements that will avoid, remedy or mitigate some of the adverse effects on its listed heritage neighbour – particularly where consideration is also required for other non-heritage matters. Examples include the stepped back design of the southeast corner which is primarily designed to reduce windspeed at the adjacent pavement, and the 0.7m to 1.1m setback from the southern boundary which is primarily required for fire separation.

8.4.4. The proposed development will in return, experience substantial benefits from the listed heritage building to its immediate south. Particularly in the provision of amenity (access to daylight and views/outlook) as the site to the south is likely to remain relatively un-developed due to its heritage listing. The Cathedral carpark has also been identified on the application drawings as a potential "shared space", but there is no indication of how the Cathedral would benefit from this arrangement which is completely within its own boundaries. It has, however, been identified as a place that could benefit the proposed development even though it is not within the curtilage of the development site.

8.4.5. The overall summary of the applicant's heritage expert is that the development would have a neutral to minor positive impact on the Wellington Cathedral of St Paul.

8.4.6. My view is that the effects on the adjacent listed Cathedral of Saint Paul would be somewhat higher. The difference between my assessment and Mr Bowmans is possibly due to the methodology that the applicant's heritage expert has used to assess the application.

8.4.7. My concern is for the effects of the proposed development on the Cathedral, particularly changes to the setting and way that the Cathedral is experienced from the street. The Cathedral is a substantial 20th century ecclesiastical building that is the

centre for Anglican worship in Wellington. The location of the building at the northern edge of the Parliamentary Precinct, along with its function as an Anglican Cathedral, its eclectic architectural style and the monumental scale of the building, all ensure that it is a Wellington landmark.

8.4.8. My assessment is that there will be relatively little change to the townscape and landmark values of the Cathedral when viewed from the south, as the proposed development would form a background that is similar to the existing substantial commercial buildings that are the context and near neighbours to the north of the Cathedral.

8.4.9. The townscape and landmark values of the Cathedral when viewed from the east and north will be somewhat diminished by the construction of the much larger building that is proposed for the site at 55-61 Molesworth Street, particularly when viewed in close proximity. This is partly due to the high degree of contrast between the two buildings, as the proposed building takes few visual cues from the existing heritage building except at the design of the canopy and partial podium at the southeast corner. This does not comply with the CAUDG and HNZPT guidance on the use of design features such as “setback, ..., scale, proportion, rhythm, massing, height, materials, color, roof shape, details and ornamentation, [and] landscape features...” to achieve compatible designs.

8.4.10. The diminution of heritage values is also partly due to the difference in height and massing between the two buildings, and the proposed development takes few cues from the bulk and massing of the primary forms of the existing building except at the design of the vertical “tower” elements. This means that there will be some visual dominance of the proposed new development over the smaller listed Cathedral.

8.4.11. This assessment of effects is moderated by the view that:

- The Cathedral is a substantial building that has a similar width of street frontage to Molesworth Street as the proposed development. This reduces the potential for the new development to be visually dominant, simply because the Cathedral is a relatively large and bulky building.
- The development is at some distance from the southern end of the Cathedral which includes the principal entrance, and is more sensitive to changes in its setting.
- The Cathedral is located on a corner site, with a substantial set back from its northern and western boundaries. The location of the Cathedral within its own site allows views to all four elevations, and prevents the building from being “sandwiched” between substantially larger developments on more than two sides.
- The Cathedral does not have a substantial north facing nave-window that would be sensitive to restricted access to sunlight/daylight.
- The set-backs to the proposed building that were designed to manage wind effects will also help retain views to the Cathedral in the near-distance from the north and east.

8.4.12. This means that although my assessment finds that the proposed development will have a greater effect than outlined by the applicant’s heritage expert, that the effects on the Cathedral of St Paul will still be reasonable or acceptable on heritage grounds.

8.4.13. An overall note is that although the heritage effects are reasonable, the reasons for this are mainly due to the design of the existing heritage building rather than through concessions made in the design of the proposed development. A comment is that the proposed development has relatively low compliance with the CAUDG heritage provisions (see appendix 1). A recommendation is that Urban Design assessment should take this into consideration when ascertaining if the application meets the threshold for Design Excellence.

8.4.14. If the design needs to be changed to meet the threshold for Design Excellence, a suggestion is consideration is given to the CAUDG objectives and guidelines that relate to the consistency and height-scale relationships with adjacent heritage buildings particularly:

- G2.3 Provide for greater consistency with Cathedral - most notably in the following:
 - proportions of forms and openings
 - levels of complexity of form and materials, including the amount of shadow-casting three dimensional detail
 - colour
 - materials and construction quality
 - similarity of building height (particularly near the street edge)
 - similarity of the form and proportions of secondary forms at the street edge of the proposed development with the Cathedral nave and tower
- G3.4 & 3.5 Provide for greater consistency with the height of the Cathedral with the part of the new development along the street edge.
- G3.7 Reduce the proportion of the proposed development that is substantially taller than the Cathedral nave – particularly at the street edge.

9. Conclusion

9.1. An overall conclusion is that the proposed development will change the setting of the listed heritage items in its vicinity, and this will include a relatively substantial change in the way the Wellington Cathedral of St Paul is experienced when viewed from the north and east. The proposed development is substantially taller and bulkier than the Cathedral and will be a visually dominant element in the streetscape. It will have some effect on the townscape/landmark qualities of the Cathedral.

9.2. The Cathedral is a substantial ecclesiastical building and is the centre for Anglican worship in Wellington. Although I consider the heritage effects of the proposed development will be greater than the assessment by the applicant's heritage expert, my view is that the development will not substantially diminish the heritage significance of the Cathedral, or the other listed heritage items in the vicinity.

9.3. This is mainly due to the design of the Cathedral which is orientated with its principal elevation and entrance to the south; is located in the centre of a corner site and is visible "in-the-round"; and is a relatively large and bulky building. Effects on other heritage listed items in the vicinity are acceptable as these items are located at some distance from the proposed development site which would generally be partly obscured from view by the Cathedral.

9.4. The proposed development would benefit from the relative lack of development at the Cathedral site, and there are further opportunities that the applicant could explore to improve the relationship and reduce the contrast between the new development and its heritage listed neighbour. This should be taken into consideration by the Urban Designer in their assessment of whether the application meets the threshold for Design Excellence.

9.5. An overall comment is that the effects of the proposed development will be reasonable/acceptable on heritage grounds.

9.6. Suggested Changes to the Proposal

A suggestion is that if the Urban Designer considers that the application needs to change to meet the threshold for Design Excellence, that this should include consideration of a reduction in the contrast between the proposed development and the Cathedral.

Suggested Conditions

Ensure that any earthworks conditions take HNZPT's comments into consideration.

Suggested Advice Notes

This proposal may affect a recorded archaeological site, being R27/270. Work affecting archaeological sites is subject to a consent process under the Heritage New Zealand Pouhere Taonga Act 2014. An archaeological authority (consent) from Heritage New Zealand Pouhere Taonga (HNZPT) must be obtained for works to proceed if the archaeological site has the potential to be modified or destroyed. It is illegal to modify or destroy an archaeological site without obtaining an archaeological authority. The applicant is advised to contact HNZPT for further information prior to works commencing.

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Appendix 1 – Assessment against the Central Area objectives and policies and the relevant heritage provisions of the CAUDG

Assessment against the Central Area Urban Design Guide (CAUDG) heritage objectives and guidelines		
<i>Objective 12.2.5</i>	<i>Encourage the development of new buildings within the Central Area provided that any potential adverse effects can be avoided, remedied or mitigated.</i>	
<i>Policy 12.2.5.1</i>	<p><i>Manage building height in the Central Area in order to:</i></p> <ul style="list-style-type: none"> • <i>reinforce the high city/low city urban form;</i> • <i>ensure that new buildings acknowledge and respect the form and scale of the neighbourhood in which they are located; and</i> • <i>achieve appropriate building height and mass within identified heritage and character areas.</i> 	<p>Achieved - IB notes that there is very little consistency in the height or building forms in the immediate environment (heritage assessment 7.2.1 e) and I agree with this statement.</p> <p>The proposed development is not within a heritage area that is listed in the District Plan.</p>
<i>commentary</i>	The focus of the commentary is on effects on heritage areas, and is not applicable.	
<i>Policy 12.2.5.2</i>	<i>Manage building mass to ensure that the adverse effects of new building work are able to be avoided, remedied or mitigated on site.</i>	<p>Partly achieved - IB has considered the potential for visual dominance (in heritage assessment 7.2.1.a & b) and notes that the proposed building is considerably larger in mass and height than the Cathedral. Their view is that the mass of the new building has been managed by the:</p> <ul style="list-style-type: none"> • Set-backs at the south east corner. • Two-storey partial “podium” at the south east corner; and the • Saw-tooth and flat cladding. <p>My view is that this reduction in height and building mass is limited to the southeast corner of the proposed development and would be improved if the building was further reduced in height between gridlines 3 & 4.</p>
<i>Commentary</i>	<i>Managing building mass is important in ensuring that new building works do not create adverse environmental effects. The</i>	

	<p><i>total mass and bulk of a building on site, and the location and placement of the mass relative to adjoining buildings and structures, will determine how successfully potential adverse effects relating to wind, amenity (access to light), impacts on adjacent heritage items, viewshafts, and urban design can be managed.</i></p> <p><i>For this reason the District Plan imposes standards on the total building mass (volume) that can be developed on sites in the Central Area.</i></p> <p><i>The mass standards have been set at levels that will allow potential adverse effects relating to amenity (access to daylight for the proposed new building), heritage and design, to be avoided, remedied or mitigated on site... [etc]</i></p>	
<i>Policy 12.2.5.3</i>	<i>Manage building mass in conjunction with building height to ensure quality design outcomes.</i>	Partly achieved - The proposed development has been designed to maximise site coverage, except at the southeast corner.
<i>Policy 12.2.5.4</i>	<p><i>To allow building height above the specified height standards in situations where building height and bulk have been reduced elsewhere on the site to:</i></p> <ul style="list-style-type: none"> <i>• provide an urban design outcome that is beneficial to the public environment, or</i> <i>• reduce the impact of the proposed building on a listed heritage item</i> <p><i>Any such additional height must be able to be treated in such a way that it represents an appropriate response to the characteristics of the site and the surrounding area.</i></p>	Partly achieved - The proposed development has been designed to maximise site coverage, except at the southeast corner. This has been “stepped back” as a way to manage wind effects. It also has the benefit of reducing the impact of the development on the adjacent heritage building.
<i>Policy 12.2.5.5</i>	<i>Require design excellence for any building that is higher than the</i>	Requires Urban Design Assessment

	<i>height standard specified for the Central Area.</i>	
<i>Objective 12.2.6</i>	<i>To ensure that new building works maintain and enhance the amenity and safety of the public environment in the Central Area, and the general amenity of any nearby Residential Areas.</i>	
<i>Policy 12.2.6.3</i>	<i>Ensure that new buildings and structures do not compromise the context, setting and streetscape value of adjacent listed heritage items, through the management of building bulk and building height.</i>	Partly achieved - The proposed development has been designed to maximise site coverage, except at the southeast corner. This has been “stepped back” as a way to manage wind effects. It also has the benefit of reducing the impact of the development on the adjacent heritage building.

Assessment against the Central Area Urban Design Guide (CAUDG) heritage objectives and guidelines		
	Relationship to context	
O2.2	To maintain or enhance the quality of the settings of individual heritage buildings, including those in heritage areas.	
	Consistency or contrast	
G2.1	Maintain consistency with defining and valued neighbourhood patterns. Contrasts should be created only if the development is significant on a district or city-wide scale and/or accommodates a unique or publicly significant function.	IB notes that there is very little consistency in the height or building forms in the immediate environment (heritage assessment 7.2.1 e) and I agree with this statement.
Commentary	<i>Because of its role as the nation’s capital various institutions of national significance. New development should provide a respectful framework for national institutions such as Parliament, the courts, public monuments, as well as civic institutions, heritage buildings and heritage areas. It should complement and support, rather than dominate, these buildings, structures and places.</i>	
	Achieving consistency	

G2.3	Consider ways of complementing the existing built context, including:	<p>IB (heritage assessment 7.1.1) considers that the design of the proposed development relates to the listed Cathedral, most notably through the “podium form and horizontal banding”.</p> <p>My assessment is that there is some consistency between the Cathedral and the proposed development, particularly in the design of the podium, but that there are opportunities for complementing the existing built context that have not been fully explored. Overall, there is little consistency between the proposed development and the adjacent listed heritage building.</p>
	• compositional relationship, or similarity in:	
	- siting and alignment of walls in plan	No – but not significant as the Cathedral is set back from the street edge, while the proposed office building would be built to the street edge
	- frontage orientation	No – but not significant as the Cathedral is orientated towards the Parliamentary Precinct / Hill Street and the street frontage for the proposed development faces Molesworth Street.
	- alignment of key elevational lines – including roof, cornice, parapet, verandah and/or floor lines	Yes – there is some alignment between the proposed podium and secondary forms at the Cathedral (for example see pages 25 and 55 of the Architect’s Design Statement) and some relationship between vertical forms.
	- proportions of forms and openings	No
	- visual rhythm of frontage widths or openings	Some
	- levels of complexity of form and material, including the amount of shadow-casting three-dimensional detail	No
	- colour	No
	- material and constructional quality	No
	• dimensional relationship, or similarity	
	- of overall building height	No – the proposed development is much taller than the Cathedral

	- of floor to floor height	No – but not significant as the Cathedral is a unique form with a large single volume space
	- between secondary forms on a larger building and primary forms on the smaller	No
	- of frontage module	
	- of overall building width	Yes – the width of the Cathedral (Molesworth Street frontage) is similar
	This list is not exhaustive, and other methods may also achieve the objective.	
Commentary	<i>Visual links to the surrounding context are most important where an area possesses a distinctive local character and heritage value</i>	
	Siting, height, bulk and form	
O3.2	To respect the setting of heritage items and identified heritage areas.	
G3.4	Maintain general consistency of building height at the street edge.	Not achieved – the proposed building is significantly taller than the adjoining heritage building at the street edge, except at the southeast corner.
Commentary	<i>Better streets and public spaces are formed when the height of buildings at their edges is generally consistent. However some variation is possible, in the order of one-third of the height of the highest buildings in a street edge that is characterised by relatively consistent building height. Smaller variations in height are appropriate in heritage areas, where it is generally not appropriate to increase the street edge height by more than one storey above that of adjoining heritage buildings.</i>	
G3.5	Ensure new buildings do not dominate lower adjacent public spaces and neighbouring buildings by moderating their height at and close to the street edge. This will achieve a scale transition between the higher and lower buildings/spaces.	IB has considered the potential for visual dominance (in heritage assessment 7.2.1.a & b) and notes that the proposed building is considerably larger in mass and height than the Cathedral. Their view is that the mass of the new building has been managed by the: <ul style="list-style-type: none"> • Set-backs at the south east corner. • Two-storey partial “podium” at the south east corner; and the

		<ul style="list-style-type: none"> • Saw-tooth and flat cladding. <p>IB notes that the proposed building is 14 metres away from the Cathedral and that the south and east elevations would have “receding bays allowing greater visibility of the cathedral from the north and reduced bulk to the immediate north of the cathedral”(heritage assessment 7.1.1). I agree with this statement.</p> <p>My view is that the set-backs at the south east corner of the proposed building will allow for some visibility of the Cathedral when viewed from the north, particularly from the corner of Molesworth and Pipitea Street. But consider that the scale-transition between the two buildings has only been partially managed.</p> <p>I also note that the height of the proposed building is only moderated at the street edge at the southeast corner.</p>
<p>Commentary</p>	<p><i>This can be done by techniques including:</i></p> <ul style="list-style-type: none"> - <i>boundary setbacks at high level;</i> - <i>secondary forms of similar dimension to those of the lower buildings, placed to act as transitional volumes;</i> - <i>physical separation of large tall buildings from those that are much lower;</i> - <i>reduced height adjacent to much lower buildings or spaces where shading is problematic, and;</i> - <i>significantly reducing the site area for the tallest components of the building, while potentially retaining full site coverage at lower levels.</i> <p><i>Where a new development adjoins a heritage building that is four storeys or less, its height should be not more than one storey above the heritage building, over an area extending approximately 5-8 metres along and back from the street frontage at the common boundary with the heritage</i></p>	

	<p><i>building. Where the heritage building is six storeys high, new building should be restricted to not more than two storeys higher at the boundary in order to avoid visual dominance and achieve a scale transition. Where a heritage building is proportionally higher or lower than these references, the extent of increased height relative to the heritage building increases or decreases respectively.</i></p> <p><i>A similar setback from the front of an adjoining heritage building and height transition at the common boundary is appropriate where adjoining heritage buildings are located mid-block or set back from the street edge. Means of avoiding visual dominance including setbacks and form modulation should also be considered when the heritage building is neighbouring, close to, but not immediately adjoining the common boundary.</i></p>	
G3.7	Reduce the proportion of site area covered by parts of buildings that are significantly higher than existing surrounding buildings.	Partially achieved – with the set backs at the southeast corner of the proposed development.
Commentary	<p><i>The area of site coverage above that threshold would be in the order of one half to two-thirds. This applies where a building is in the order of a third higher than the height of buildings on adjoining sites and immediately across the street, and affects those parts of the building extending above that height. This height threshold varies within and between the ‘High’ and ‘Low’ cities. In the Low City, four storeys might be taken as a base height threshold, except where adjoining buildings are heritage listed or the site adjoins a public open space other than a street.</i></p>	

	<i>Because they are visually prominent, the highest parts of such buildings require particular attention to formal composition. Setbacks should be used to achieve a scale relationship with existing lower buildings. However, all setbacks should be consistent with a coherent formal concept for the building.</i>	
	Relation to neighbouring buildings	
G5.2	Generally avoid reproducing the appearance of existing frontages on new buildings.	Achieved - IB (heritage assessment 7.2.1 e) notes that the proposed new building does not replicate or imitate historic styles, and I agree with this assessment.
Commentary	<i>While new buildings are required to recognise their context, it is neither necessary nor desirable to replicate the style and appearance of heritage or other existing buildings. New facades can be innovative and reflect contemporary culture and norms, while still relating fundamentally to their context.</i>	