

## **DECISION ON THE NEW ZEALAND SCHOOL OF MUSIC PROPOSAL**

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### **1. Purpose of Report**

This paper considers the proposal to establish the New Zealand School of Music on the Circa/Ilott site. It presents the results of the special consultative procedure and the independent quantitative survey and explores the main issues raised. It recommends that the Committee agrees to accept the proposal and discusses next steps for taking the project forward.

### **2. Executive summary**

In September 2003, Massey and Victoria universities announced a joint venture to establish a national music school (the New Zealand School of Music) in Wellington. In December 2003, Council agreed to offer the universities an 18-month option to develop a proposal to locate the School on the Circa/Ilott site. The universities brought their proposal to the Council on 22 July 2004.

This proposal is consistent with the Council's long-term *Creative Wellington - Innovation Capital* vision, which aims to promote Wellington as New Zealand's premier centre of creativity and innovation to attract and retain smart creative people and enterprise to help take the city forward.

Officers' assessment was that the proposed national school of music had the potential to be a national asset, a strong point of difference for Wellington and beneficial to the city. As a partnership between the two universities, it was envisaged that the school would be a centre of excellence, with a national and international reputation in musical education, research, composition and performance.

Siting the school on the Circa/Ilott site could add noticeably to the vibrancy and energy of Civic Square – a major factor in the Civic Square Management Plan. There would also be synergies with the New Zealand Symphony Orchestra, Wellington Sinfonia and Wellington Convention Centre. Adding the proposed School of Music to the mix would strengthen the emerging cultural precinct in the heart of Wellington.

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Council agreed to consult on the proposal – that the universities locate the national school of music on the Circa/Ilott site in the Civic Square precinct and that the Council lease the site to the universities for 99 years at a peppercorn rent.

Public consultation was undertaken through the special consultative procedure and an independent quantitative survey. Both forms of consultation indicated support for the proposal. The submission process showed 58 percent support and 40 percent opposition; the survey showed 72 percent support and 13 percent opposition (15 percent had no opinion or were neutral).

Main themes raised in consultation related to the benefits of the proposal, the loss of green space, the inclusion of an auditorium, suggestions for and concerns about a building on the site, and Civic Square vibrancy.

This report considers the issues for decision-making, including options for alternative ‘pocket parks’ in the central city/Te Aro area, alternative sites for the national school of music, the impact on the A CBD crèche, quality of the building design, public access, recognition of Jack Ilott and the contribution by the school to the cultural life of the city.

The report recommends that the Council accept the universities’ proposal and delegate to the Chief Executive the responsibility of negotiating an agreement with the universities. This agreement would contain conditions pertaining to the use of the site specifically for a national school of music, expectations that the national school of music will be recognised as New Zealand’s premier music school, provision of an auditorium, quality of the design of the building, access to public space, the school’s contribution to the cultural life of the city, recognition of Jack Ilott, consultation by the universities with immediate neighbours of the site, demonstrable progress towards establishing the school, and compliance with key documents such as the Civic Square Management Plan and Circa Site Design Brief.

This agreement would specify three monthly reviews and a milestone review in December 2005, at which time the Council would have the opportunity to withdraw from the agreement if sufficient progress has not been made.

### **3. Recommendations**

It is recommended that the Committee:

1. *Receive the information.*
2. *Note that the Council agreed in December 2003 to offer Massey and Victoria universities an 18-month option to develop a proposal to establish the New Zealand School of Music on the Circa/Ilott site in Civic Square.*
3. *Note that Council officers are investigating the development of two pocket parks in the lower Te Aro/Courtenay Place area.*
4. *Note that childcare policy work due to be reported to Council in February 2005 will provide a context for determining appropriate support for the A CBD crèche in the event that it is required to move from its current premises.*

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5. *Note that on 22 July 2004 Council agreed to initiate the special consultative procedure on the proposal to establish the New Zealand School of Music on the Circa/Ilott site by offering the universities a 99-year lease at peppercorn rental.*
6. *Note the results of the consultation processes, including the Council's special consultative procedure and the independent quantitative survey.*
7. *Note that the Council's support is integral to the universities' application for funding from the Tertiary Education Commission's Partnerships for Excellence scheme.*
8. *Note that if the universities are not successful in gaining Tertiary Education Commission funding, or other sufficient government or private funding, the proposal to locate the national school of music on the Circa/Ilott site will not proceed.*
9. *Agree to recommend to Council that it adopt the proposal to locate a national school of music on the Circa/Ilott site in the Civic Square precinct and that it offer the site to the Massey and Victoria universities for this purpose under a lease for 99 years at a peppercorn rent (in accordance with the terms and conditions outlined in recommendations 10 and 11).*
10. *Note that the agreement made with the universities will also contain terms and conditions relating to:*
  - a. *The specific use of the site for a national school of music*
  - b. *Expectations that the school will be recognised nationally and internationally as New Zealand's premier school of music*
  - c. *Access to public space in the building that would be erected on the site*
  - d. *Peer review of design quality*
  - e. *The inclusion of a 600-800 seat auditorium in the facility*
  - f. *Contribution by the school to the cultural life of the city*
  - g. *Tangible recognition of Jack Illott in an appropriate manner*
  - h. *Compliance with the Civic Square Management Plan and the Circa Site Design Brief*
  - i. *Continuing consultation by the universities with affected neighbours (A CBD crèche, Wellington Museums Trust (Capital E and City Gallery) and Nikau café*
  - j. *Demonstrable progress towards establishing the school, including specified delivery dates.*
11. *Agree that any agreement made with the universities incorporates a requirement for three-monthly reviews on progress, with a milestone review in December 2005.*
12. *Agree to recommend to Council that it delegate to the Chief Executive the task of negotiating the agreement with Massey and Victoria universities, and monitoring compliance with and progress against this agreement.*

## 4. Background

In September 2003, Massey and Victoria universities announced a joint venture to establish a national music school (the New Zealand School of Music) in Wellington. In December 2003, Council agreed to offer the universities an 18-month option to develop a proposal to locate the School on the Circa/Ilott site. The universities brought their proposal to the Council on 22 July 2004.

Siting the school on the Circa/Ilott site had immediate appeal for Council because it could add noticeably to the vibrancy and energy of Civic Square – a major factor in the Civic Square Management Plan approved late last year by the Council's Built and Natural Environment Committee.

This proposal directly relates to the Council's long-term *Creative Wellington - Innovation Capital* vision, which aims to promote Wellington as New Zealand's premier centre of creativity and innovation to attract and retain smart creative people and enterprise to help take the city forward.

Officers' assessment was that the proposed national school of music had the potential to be a national asset, a strong point of difference for Wellington and hugely beneficial to the city. As a partnership between the two universities, it was envisaged that the School would have undisputed national strengths and an international reputation in musical education, research, composition and performance.

The Committee report that presented the proposal examined the complex history of the Circa/Ilott site and outlined the objective to help in decision-making about the site. The objective was drawn from a range of relevant guiding documents and advice, including the Civic Square Management Plan. The objective is to achieve a use for the site that contributes to the vibrancy and energy of Civic Square and in so doing helps to drive the city's long term *Creative Wellington – Innovation Capital* vision.

Three high-level options were presented for achieving the objective. They were informed largely by the history of the site, in particular the suggestions that had been put forward over the years.

The options were:

1. Keep the site as green open space, or develop it further as open space.
2. Sell or lease the site for private development of a building to generate activity.
3. Develop the site with the Council as a key stakeholder, as in the School of Music proposal.

Each of these options was assessed against a set of ten criteria that included progressing the city's strategic goals, promoting Civic Square as the primary civic space in the city,

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ensuring a high level of safety, reinforcing the unique features that make Wellington special and providing potential economic benefit for the city.

Developing the site with the Council as key stakeholder was assessed as having significantly more advantages and fewer disadvantages than the other options. As the option that best met the objective for the site, it was endorsed by the Planning and Performance Committee and recommended to Council as the proposal for public consultation using the special consultative procedure. This procedure is the highest, most robust and demanding form of consultation available to the Council under the Local Government Act 2002. The Council was not compelled to use this procedure, but considered the importance of the issue to Wellington warranted this level of public consultation.

The proposal consulted on was to establish a national school of music (New Zealand School of Music) on the Circa/Ilott site in the Civic Square precinct and involved Wellington City Council leasing the land to Victoria and Massey universities for 99 years at a peppercorn rental.

## 5. Consultation

The Council used two methods to help it understand public views on the proposal.

First, as noted above, the Council used the special consultative procedure. The key elements of the procedure involve preparing a statement of proposal and a summary of information, a month-long submission period plus hearings.

This open form of consultation allows the general public to express their views on the proposal to the Council. Participation in this process is through self-selection. Submissions were either by letter, submission form (available in the information booklets) or online through the Council's website. People who submitted also had an opportunity to speak to the Planning and Performance Committee.

Second, the Council commissioned TNS to conduct quantitative research to complement the public consultation and provide an understanding of the views of a representative sample of the population.

### 5.1 Special Consultative Procedure

As required under the Act, the Council produced and distributed a statement of proposal and a summary pamphlet. This material was available from Wellington City Council service centres and libraries, and also on the Council's website. The consultation was publicised through media releases, display advertising in Wellington newspapers (four insertions) and a display that was set up at the central library. This display included a model of how a music school building might look in a Civic Square context, artist impressions and the consultation material. Photos of the model and copies of the artist impressions were also provided to several suburban libraries.

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The consultation opened on 28 July and closed on 27 August 2004 – a period of 31 days. A number of late submissions was accepted.

Two hundred and twenty-five submissions were received. Included with the submissions was a petition of 30 signatures in support. It is normal practice for the Council to count a petition as one submission, and this has been done here. Nevertheless, this petition (submission 172) is drawn to the attention of the Committee.

All submissions were acknowledged on receipt, and each submitter will be notified of Council's decision on this matter, and the reasons for it.

Copies of all submissions were provided to Councillors on 10 September.

## **5.1.1 Overall results**

Of the 225 submissions:

- 130 (58 percent) were in favour of the proposal
- 91 (40 percent) were opposed
- 4 (2 percent) did not state whether they were in favour or opposed.

A large proportion of submitters chose to comment on the proposal. The main themes and issues are summarised below in 5.1.3.

## **5.1.2 Oral submissions**

Thirty-three people also chose to make oral submissions. These were heard by the Planning and Performance Committee on 1 September. The main themes and issues at these submissions expanded on the ones in the written submissions, and are included below at 5.1.3.

## **5.1.3 Themes and issues**

Submitters' comments fell into several areas, in addition to general comments of agreement or disagreement. Themes on which more than ten percent of submitters commented, or which were emphasised at the oral submissions, are presented below. Many submitters commented on more than one theme.

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Theme	Number of comments (approx)
Benefits of a music school	106
Green space	104
A building on the site	59
Concerns about a music school on the site	47
Auditorium	40
Agree with a music school, but not with the location	36
Civic Square vibrancy	34
Impact on crèche	>10 (emphasised in oral submissions)
Public benefit	>10 (emphasised in oral submissions)

## ***Benefits of a music school (approx 106 comments)***

Many submitters who agreed with the proposal included supporting comments. Many believed it would be good for Wellington, with a substantial number of submitters commenting on the city's cultural reputation. Typical comments included:

*Central city music school a really exciting proposal. Cities are about life, energy, youth, diversity.*

*The proposed school of music in the central city will be a wonderful boost to the city's artistic and cultural life. Wellington enjoys a reputation as 'the arts capital' of NZ, and this is just the kind of infrastructure that an arts capital creates for itself.*

*I fully support the proposal. Benefit to Wellington would be immense & further set Wellington as cultural & arts centre of NZ. Wgtn should be honoured to have NZSM and support in every way possible. Location is perfect for both students and community. About time Wgtn/NZ had a National Music School.*

*As a music lover, I believe a NZSM in the heart of Wellington would be a wonderful asset. I support the Council leasing, to the universities, the Circa/Ilott site for this purpose.*

*What a bonus for Wellington. Sounds like a brilliant idea, especially for the Pacific & Maori field. I think the idea for having the site in the cultural centre is excellent.*

*Fantastic idea. It will benefit the arts in Wellington and indeed NZ. I hope the proposal is accepted.*

*Great idea. Great facility. Adds to promoting Wellington as arts capital. Perfect place for it amongst other buildings related to Civic Square and community/conference centre*

*Establishing the NZSM on the Circa/Ilott site is an inspired proposal that has the potential to further enhance Wellington's unique and vibrant arts community. I thoroughly endorse the proposal.*

*Building the combined school of music on the Ilott Green site is an inspired idea. The advantages are so conspicuous that it would be surprising if the new school did not become a favoured destination for music students from all over NZ and abroad.*

*It is our belief that Jack would have warmly supported this development bringing together, as it does, the synergies inherent in the contiguous location of the music schools, the NZSO, the Wellington Sinfonia and the two major concert halls in the city. The proposal*

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*makes artistic sense. Further, the proposal is well aligned with Wellington's strategic position as the arts and cultural capital.*

## ***Green space (approx 104 comments)***

This topic attracted the second highest number of comments. About 58 submitters expressed concern about the loss of this green space. Common points were that the city could not afford to lose another piece of green space, or that the site should be better developed. Some submitters were under the misapprehension that the land had been donated to the city. Typical comments included:

*The Wellington Civic Square precinct is valuable inner city green space and should not be available to Massey and Victoria Universities for NZSM. Inner city green space in Wellington is being steadily eroded and this should be stopped now.*

*The Illott Green is one of a small number of green spaces left in the inner city. It also allows views from Civic Square to the sea, particularly the lagoon, and these view shafts are also becoming rarer. So the issue is not how many people actually use the space as those who enjoy looking through it.*

*Amounts to the loss of a green oasis in the hard surfaced block of Civic Square and creation of continuous wall of concrete along city side of Quay.*

*As a passive open space it has great viewshaft importance both from the Civic Square to the harbour but also from the road to the Square. It provides landscaped variety to the area*

*One of Wellington's strengths is its public green space in and around the city, even though there is still less green space than is ideal. To sacrifice another green space is to further diminish one of the things I love about this city and that visitors appreciate*

*It will destroy a vital open green space in the CBD - there are few such valuable spaces.*

*The music school can go anywhere but this open space is a gem which should not be lost.*

*I favour the retention and improvement of the space as a green space. I understand this is in keeping with the intention of the donor, Sir John Illott.*

Around 43 submitters said they felt that the site provided poor quality green space and made little notable contribution to the city. Comments included:

*I don't believe the current green space offers the best use of prime city/waterfront land. It is an example of a temporary use for a site becoming embedded in the city through its longevity rather than its planning or design.*

*There is plenty of open space in the vicinity - namely Civic Square, Frank Kitt's park. This is a highly appropriate place for such a development.*

*I recently looked at the Illott Green on a brilliant sunny winters day and more than 2/3s of it was in the shade. I enjoy Wellington's pocket parks but the Illott space is not well sited to attract people.*

*I have observed that few people use Illott Green. It is out on a limb and exposed to wind and traffic noise.*

*As it stands, the Illott green is of course attractive, however few people use it for picnicking or play because it's on wrong side of road and is windswept.*

*Great use of a seriously under-utilised space. I had my office close to that site for 6 years and was always dismayed at how seriously empty of people and activity it always seemed to be.*

*As an open space, the green is poorly sited and underutilised, leaving a ragged edge to Civic Square.*

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## *A building on the site (approx 59 comments)*

Comments about a building on the site included some that were specific to the concept design shown in the proposal, some that were generally about how a building would affect the area, and others that made suggestions (or provisos) for any building placed on the site.

Negative comments about the specific design included:

*The building will block out the sun in the morning and give the square an enclosed feeling, a bit like living at the bottom of a well. It doesn't matter what is inside a building one still can't see through it! The footprint is extensive and it would be high and block an enchanting view from walkway*

*The building proposed is a large one. It will completely block a visual outlet for Civic Square so the square will be enclosed essentially by a wall of buildings.*

*The proposed music school will take up far too much space & block sunlight to Civic Square.*

*WCC Ratepayers made it clear during Variation 17 proposal that they didn't want "corridors of view" to the sea, and this building would do exactly that.*

Positive comments about the building included:

*Proposed design looks wonderful, providing a visual counter-balance to MFC, and enhancing the visual appeal of Civic Square.*

*I think the proposed design is exciting and finishes off Civic Square The proposed building and its use is entirely in keeping with the Civic Square and its surroundings.*

*The proposed design of the NZSM will produce a high quality building which will be a 21st century complementary addition to the distinctive architecture of its neighbours; the function of the NZSM is perfectly compatible with the cultural and civic functions of the buildings already defining the Square.*

Submitters were divided on the impact a building would have on the area. Some were concerned that it would block views and sun and enclose the Square:

*A building higher than two storeys would significantly change the current character of space of the Civic Square by cutting off the view and taking away the current sense of direction and openness.*

*Any building would have a negative effect on Civic Square, by creating a barrier between the city and the harbour.*

*A building would be claustrophobic to the area.*

*The argument that a building is need to complete the Civic Square is debatable.... A building such as that proposed for the music school would see the evolving sense of connection between Civic Square and the sea curtailed, and the character of the Square shifted irreversibly towards a structured and constrained space.*

Others felt a building would 'finish off' the area and improve how it functions:

*I believe that the presentation of Civic Square would be improved by a quality building on that site. It would serve to complete the square and emphasise the opening to the waterfront via the city-to-sea bridge.*

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*A building on this site could help engage the level of the city-to-sea bridge, enhance the connection between the city & the waterfront and complement the creative culture of Civic Square.*

*A well designed building on this site will enhance the square and finish it off.*

A significant number of submitters commented about the quality of design necessary for a building on that site and emphasised the need for a design sympathetic to the area. Views and public access were important considerations.

*Design brief must ensure a distinctive iconic building in relation to the site and existing buildings, and sympathetic treatment of views, building access and landscaping, with the detailed proposal being open to public comment.*

*If the universities are to reward the city for its generosity the NZSM has to be an exception and we should be provided with some of that WOW factor which is so missing on the waterfront. ... There will be loss of views - these losses do not appear to me to be that significant but they should be acknowledged.*

*A new construction could make a contribution by setting an example of a more permeable facade that more actively interacts with its surrounding. For this, the use of the new building would also need to be supportive of the night activities and this permeability.*

*The architecture must be iconic and distinctive, addressing the waterfront and the Civic Square and providing public spaces (in the form of an auditorium and places for views out) as well as its academic function.*

*This site needs a design that is striking, bold & memorable*

*Any building should provide public spaces from which Harbour spectaculars can be viewed; the building should contribute substantially to the pedestrian network...; any visit to the building should ensure that views to the harbour, the Civic Square and surrounding public spaces are obtained in moving through the building; the easy use of the public walkway through the building be enhanced by facilities open to public.*

*Given that there is a considerable citizen's financial investment in the music school and its siting would involve the loss of a public amenity, provision should be made for limited and defined rights of public access. For example ... the cafe should be sited so that there is a good view of the harbour - compensating the public for the loss of some harbour views.*

*My support for this project is on the understanding that a building of very high quality, fitting for the location, occupies this site. Wellington has too few first class modern buildings.*

## ***Concerns about a music school on the site (approx 47 comments)***

Many submitters who disagreed with the proposal disagreed mainly on the grounds of wanting to preserve the green space (see comments under Green Space, above). Other reasons for submitters disagreeing were that they had concerns about locating the music school on the site because they felt the site was inappropriate for an educational institution, or that separating the school from university campuses would be unhelpful. A few were concerned that the public would be alienated, or that the city should not be assisting a private institution (university).

*The proposed School of Music is not sufficiently inclusive of the people of Wellington... and mean that Civic Square would be crowded with students and staff from the school. I would prefer a use that is more publicly accessible and inviting. The cost to the city of what is essentially a 'private' education use is too high.*

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*While NZSM would add to the public appreciation and access to creative events, the school would still be a private institution and the site would no longer be owned/controlled by the WCC and by extension, the people of Wellington.*

*It will enclose the Civic Square, and introduce a use not characteristic of the area. i.e tertiary education*

*I think it would be a big waste of money and won't make the music scene in Wellington any better. It is just a ploy to get international students to come here and to me that is not helping us. It will only be helping the salaries of the staff and I think it is just a money making waste of time.*

*I came to Victoria University because of their school of music. It will be very hard to do a BA/Bmus because BA papers are at Uni in Kelburn. I think this is not a good idea and only makes university harder, especially for doing ethnomusicology papers and a BA programme.*

*Poor location for an education institute - vehicle access [poor and congested] - 600 students and 50 staff will put pressure on this central city area which will make it difficult for citizens to use Council facilities including the library*

*Currently, the city is well served by the two University Music schools and we are not confident that there will be additional benefits from a combined campus, particularly as it would be distanced from the main campuses. Additionally, there has been no apparent consideration on the suitability of other available sites.*

*While I support the uniting of the Victoria and Massey schools of Music, I do not support the expenditure of a large amount of money on a new building.*

*The recent trend of breaking up university campuses needs to be discouraged. It does little to improve learning, and instead isolates students and increases their costs.*

## ***Auditorium (approx 41 comments)***

Around 30 submitters felt that the auditorium would be an important part of the national school of music building. The principal reason for their support was that Wellington lacked a 600-800 seat venue and that it would be a critical element in the city's mix of venues. Several of these comments came from people and organisations involved in bringing musical performance to the city.

Typical comments supporting the inclusion of an auditorium included:

*A medium sized concert hall is currently not available in the central city, and this alone will add value to events and opportunities in Wellington.*

*[the] generous contribution by the Council cannot be justified unless NZSM is required to provide the 650 seat auditorium at the outset*

*I see the proposal for the 650-seat auditorium as an element of the proposal which should be compulsory. Wellington desperately needs a good quality, mid-sized music auditorium. It has several 200-400 seat venues and then almost nothing smaller than the Town Hall. This would be ideal for the concert-going public.*

*The optional auditorium would be a very important part of this, and I think that the public benefit of the proposal would be reduced without it. Auditorium will be really valuable for music organisations in the city*

*The 600-800 seat auditorium is a confirmed need; yet the provision of this facility within the music school is dependent on obtaining sufficient funding. If the required level of funding does not eventuate, the justification for locating the School on this public land, in our view, is lost.*

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About six submitters were not convinced about the need for the auditorium:

*There is no need for another auditorium in Wellington city. We are amply provided with venues for music of all kinds.*

*The proposal features a 650 seat auditorium. This provision stretches credibility - just how many auditoriums does Wellington need in the vicinity of the Civic centre?*

## ***Agree with school, but not with the location (approx 36 comments)***

Many submitters who disagreed with the proposal wanted to point out their objection was not with the idea of the national school of music per se, but with it being located on the Circa/Ilott site. Typical comments included:

*A national school of music is a fine idea. The loss of Jack Ilott Green is a dreadful idea. There are other ways of achieving the first without losing the second.*

*We strongly support the New Zealand School of Music being established in Wellington, but oppose the use of the Jack Ilott green as the location.*

*We disagree with the proposal - in terms of its site. The project itself is admirable. If there was some adjustment to allowing the greening effect to come forth then we would look more sympathetically at the proposal.*

*I support the proposal to create a joint school of music and the intention of the Council to become partner, but I do not accept the location of Jack Ilott Green.*

## ***Civic Square vibrancy (approx 34 comments)***

The majority of comments on this topic (28) were positive, with submitters looking forward to more activity being generated in Civic Square. For example:

*What a great idea to have students livening up the central city - so Wellington*

*I will get an enormous amount of pleasure from spending more time in Civic Square and being surrounded by yet more creativity & talent.*

*It will add to the liveliness of the area. Melbourne has the Victoria School of the Arts near the concert hall, art gallery and it certainly adds to the 'vibe' of the area.*

*The Civic Square precinct is the 'heart' of Wellington and fittingly should always be pumping with activity and people. The music school will bring more life and flavour to what is a space that needs to be allowed to be completed. The teaching and student body of the NZSM, and the audiences they attract, will generate significant foot traffic and will enliven the Civic Square.*

About six submitters commented negatively – either not keen to see an influx of students in this area, or did not feel that the vibrancy of the Civic Square would be served:

*The Civic Square is for the citizens of Wellington. It will become a student heavily used thoroughfare and school quadrangle.*

*The only extra people it will bring to the square would be people who use the building. In fact the music school will not be a lively presence in the square. One only has to look at the present schools to see that there is some movement in and out, but the most obvious sign of life is the group of smokers around the doors. The Council should also note that a school of music is completely empty for several months in the year during university holidays but even in term time the "lively presence" will be limited.*

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## ***Impact on the crèche and childcare (approx 8 comments)***

A theme that was expanded upon in the oral submissions was the impact on early childhood care in the vicinity – particularly the A CBD crèche. This facility would need to vacate its premises if the building as shown in the concept plans were to go ahead. Submitters who commented on this topic were generally in support of the proposal, but argued that continued provision of CBD childcare (particularly facilities providing casual spaces) was essential.

*My concern lies with the potential loss of ACBD Childcare centre. These spaces are scarce for working parents and the location of this centre is convenient. I feel strongly that if the school should proceed, the childcare centre should remain perhaps even incorporated in the building.*

*As it stands, if the music school comes, the crèche goes. We are concerned for the maintenance of what is a high quality crèche available to a broad cross section of the community. It is already difficult to find places in inner-city crèches and we are concerned that this situation will only be exacerbated by the proposal.*

*The development could be significantly enhanced by combining both the need for a centrally located preschool and early childcare centre. A preschool would provide vital support infrastructure for the music school, its staff, students, visitors to the school, as well as the wider community. Such a combined facility would help to attract and retain smart creative people and enterprises in the city and add significantly to achieving the Council's Creative Wellington policies.*

## ***Public benefit (approx 8 comments)***

The need for assurance about public benefit was also emphasised during oral submissions.

*The universities should open some activities at the school to the general public - lunchtime concerts by students, master classes etc.*

*[the] generous contribution by the Council cannot be justified unless: ... the auditorium be available for Civic use during arts festivals and other civic events; the NZSM offer an all-year round concert programme by students and staff which is free to the Wellington public; NZSM encourage its students to provide live outdoor performances in the Civic Square*

*Suggestions for the universities to recognise the city: establish a scholarship/fellowship exclusively for Wellington residents; universities provide free consultancy services to the council to an agreed value (legal, social, socio-economic); universities donate to the city a work of art for an existing inner city park*

## **5.2 Quantitative research**

TNS New Zealand conducted a survey of 500 Wellington residents. Participants were randomly selected by phone. Employees of Wellington City Council and Massey and Victoria universities were not eligible to take part.

Participants were recruited by phone and were given the option of receiving the statement of proposal or the summary pamphlet. The survey was conducted with participants once they confirmed that they had received and read the material.

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The key objectives of the survey were to assess the level of support for and against the proposal from Wellington residents and understand their reasons for support/non support. We also asked whether people knew about the proposal before being recruited and sent the information. We wanted to gauge what people had heard about it, from what sources and what their understanding of the issues was. This information may be helpful in future communication exercises.

TNS' full report on the research has been circulated previously, but another copy is attached at appendix 2.

## **5.2.1 Overall results**

The quantitative research indicated that:

- 72 percent of people surveyed were in favour of the proposal
- 13 percent were opposed
- 15 percent had no opinion.

## **5.2.2 Key findings and conclusions**

The key findings in the survey were that:

- Prior awareness of the proposal was relatively high. Almost half of residents (47 percent) who agreed to be surveyed had heard something about it prior to being contacted. They had most likely read about it in the newspaper (65 percent). Those from the Onslow-Western Ward were significantly more likely to be aware of the proposal.
- Residents who were opposed to the proposal prior to being interviewed were significantly more likely to be aged over 55 years old and/or of European ethnicity.
- The main reason for support of the proposal were that residents thought the school would be a good thing for Wellington as a whole (27 percent). Eighteen percent thought it was a good use of the site.
- Of the thirteen percent that did not support the School of Music, the main reasons were because they wanted the area to stay a green space as they perceived there is not enough green space in the central city (54 percent). Ten percent of those opposed either thought the peppercorn rental was too cheap, or that the costs to the Council or universities would be too great to be justified.

Conclusions that can be drawn from the research are that:

- Overall there was high awareness and interest within the community for this project. This is illustrated by the high response rate to this survey and detailed comments for and against the proposal made by those interviewed. The level of support was consistent across all wards.

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- Overall support for the proposal is high with 72 percent of Wellington residents interviewed supporting the proposal. Given the sample size of n=500, the margin of error for the entire Wellington City population is +/- 4.0 percent. With this margin of error the actual level of support from the entire population for the School of Music will fall within 68 percent and 76 percent. This indicates an interest and desire from the majority of the community for the New Zealand School of Music proposal to go ahead.
- The main barrier to higher support for this proposal is the perceived lack of green space within Wellington City. From the verbatim comments, this appeared to be a general concern about the whole Wellington area as opposed to simply being about the Circa/Ilott site.

## 5.2.3 Themes and issues

In addition to asking about the level of support or non support for the proposal, the research also sought the reasons for people's stances.

Several themes were apparent from the nature of the verbatim comments made. (The verbatim comments are included in appendix 2.)

### *Reasons for supporting the proposal*

Of the 72 percent of residents supporting the proposal, more than 10 percent commented on the following points.

- The national school of music would be a good thing for Wellington:
  - I think it will be an asset to Wellington. It would attract people to Wellington and will enhance its cultural status.*
  - I think it is a good area for a school of music and having a national school of music in the city is a good move, and that area of land is underused as it is.*
  - Oh I think it will be great for Wellington and it's the best option for the use of the land.*
  - Just think it's a worthy thing to support and it's good for the city.*
  - It would create good stuff for Civic Square. It would be educational and the public would be able to support it.*
  - Good for Wellington - it's known for cultural things.*
- It would be a good use of the site:
  - I think it's a good use of the site. It's a good location for the school as it's near the library and art gallery. When I do go pass the site I don't see much of the public using it.*
  - Would increase the use of the site and attract the city centre to the people, and it will increase the traffic and people to use it and provide assistance to the square.*
  - Because I think it would be better use of the land rather than leaving it open and it fits well with the Michael Fowler Centre. It's a very good idea.*
  - I think it is a good use of the site. I can't think of a better site. I think it fits with the strategic theme of the city.*
  - I would rather see that than other options outlined in the booklet. I understand the open space debate but I don't think that spot is crucial.*

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*I think it will add a bit of life in that part of town, it's a good use of the land and it is a different use which will add variety in that section.*

*I support open green spaces for the city, but that space is not useful, provided they keep Frank Kitt's park as open space. This piece of land would be better used for the school of music.*

- **Desire for a national music centre:**

*I'm a great fan of music and I would like to give the young people and everybody a great opportunity to specialise and have it all in one place. At the moment we have music and Massey and Victoria and I want them combining in one place, and also think it's a very good thing for Wellington given we have a reputation for the arts. I like the way it looked.*

*I have a son who is very much into music and I feel that it would be very beneficial for him. I feel that we will have lots of opportunities to see a lot of people perform and it will encourage parties like children to develop their talents, maybe.*

*Because I believe strongly in the arts and music, and that Wellington is a very culturally rich city, and that the music is a vital part that we need in the heart of Wellington. It allows our young people to have quality teaching in music.*

*I just think it'll bring more musicians to Wellington. I'm a musician. When I was teenager there were none. Now the jazz school is respected. It's great for future generations.*

*It's a very good idea to have a national music school. If we are to have one in NZ it should be in Wellington. We were a bit concerned about keeping the greenery there. I would rather have a music school there than the art building.*

- **Desire for a cultural/arts facility:**

*Really for the development of Wellington and national and NZ culture. Probably good for Wellington to be identified with NZ wide programmes.*

*Of benefit to Wellington City and to its creative cultural reputation and it will bring more visitors into the City. Bring more musical events to the City.*

*I think we need one and it is a great venue. It fits in with the arts and culture of Wellington.*

*Just that I think that it's important that we are a cultural centre and it is important to have a musical facility in central Wellington.*

- **The focus on arts and culture in one area:**

*I think it makes sense to do it in that Civic Square because of the other buildings like the Town Hall, Art Gallery, and library and it will add to the arts and culture of the city. Also because Wellington is the capital.*

*Well we have the NZ ballet in the St James Theatre, we have NZSO in their home base of the Michael Fowler Centre which is only a matter of yards away from the site. Also a lot of entertainment goes on around the civil centre square. We also have our city library and our art gallery around the edges of the square so I think it adds to and enhances the whole arts theme of the area and of the city.*

*I think it would add to the cultural centre of Wellington.*

*Because it will bring more people in the Civic Square like the students for the school and it suits the image of Wellington City. It's a good use of the area and better than having businesses use it. It's good for adding to the culture with the arts and everything in the Civic Square and it's perfect having music school next to the Michael Fowler Centre.*

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*Because I think that anything that brings in cultural in this area is very good to get. I would like to see more cultural events happening here in Wellington, and so therefore it will be good for Wellington to expose all that talent.*

- The location is convenient:

*Really good. Not too far for the students to commute and nice for them to be in a cultural hub where things are happening. Safe for students and near to the entertainment centres, and an attractive place. Located so that students can walk to the beach or go for runs.*

*I think it's a good use of the site. It's a good location for the school as it's near the library and art gallery. When I do go pass the site I don't see much of the public using it.*

*I think it is a good position which has all the art centres around the site and it enhances the look for the area. It would be convenient for the students with public transport available nearby."*

*Its location near to the inner city is good for the student.*

*I actually went through the Massey University school and found the music school interesting and think it's a good location in the city. It will bring more attention to the arts in Wellington and I think it will be good for the public in a way where they can visit the school for concerts etc.*

- The site is currently un-used:

*I'm in town a lot and that space is empty most often, so I just don't see anybody using the space. Therefore, it's a very good idea to build the music school there.*

*The underused space in an awful street, it's good for Wellington to use it.*

*I think it be great to have a music school in Wellington and the park itself is not a great park and nobody uses the park, and its good to bring more in the city square.*

*I think the site at present is an absolute eye-sore. I know that it will bring a lot of money into the city, which is good, it will also be in the Town Hall and Michael Fowler Centre vicinity which is ideal.*

*I go down past the park a lot and it's so under utilised and not being used by anybody. Having the school there will utilise the space better.*

*Because I feel the lott green is a windy noisy piece of land. Green land should be peaceful and lott green is not. It is a good place for a building.*

*I think it's a waste of space at the moment and it would be good for the students to utilise the space for the NZ School of music.*

## ***Reasons for not supporting the proposal***

Of the 13 percent of residents not supporting the proposal, more than 10 percent commented on the following points.

- The site should stay green/there's not enough green space

*Basically, I think it's going to create another building in that area where there is already buildings. I'd also just like to say, that it should be left as a green site rather than a building site, because that area is closer to the waterfront. It's nice to keep as much green as possible.*

*I don't like the idea of losing the green space.*

*I opposed because Sir John lott gave that land to be kept as a green area and it is a breach of faith to put any sort of building there because we don't have many green spaces in Wellington City.*

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*Because I think that there's an importance for the green area and it's important to retain it, and its close to the waterfront, library etc. It's better to locate a school of music somewhere else.*

*I believe that the open space in the waterfront is essential and in the future open space is essential. Put a building there now and there will be a building there forever.*

*I'd rather see the greenery in the centre of the city.*

*I don't oppose the school of music but am just opposed to having it located on that site. I would rather it were kept open as there is not enough green in the city. But if the Council was to sell it off to another business then I'd rather have the school built there instead.*

- **Peppercorn rental/prefer market rates**

*They're spending 20-30 million for the building - they can surely pay 100 thousand dollars on rent annually - as we the rate payers will pick up the debt.*

*The universities have plenty of money and they are spending lots of money. So why use the taxpayers money. The Council has to be careful of how much of the load they put on the public. ... University should pay more for the land. I will support it if university pays more and is just like others.*

*Because the university are funded by the Government for tertiary education and therefore they should pay the market rate for the land. If they don't it's a cost for the ratepayers.*

*The peppercorn rent - because everyone should pay their own way. It's the people and the corporation that will gain benefit so therefore they should pay. It's not a Council responsibility but it's the universities and the public service.*

- **Costs to the Council or universities**

*The university has so many sites, they are not going to give fees at peppercorn rates and they have enough already.*

*We as a ratepayer should not subsidise businesses.*

*Many economic reasons - if sale of site was undertaken it would reduce Council costs in other areas. As a rate payer I am happy if rates are reduced as I do not see this as a core council activity.*

## ***General comments***

Residents were also asked if they had any further comments to make on the proposal. The most recurrent points are outlined below.

- **Developing the building (ensuring it is appropriate to surroundings; height; parking concerns)**

*The building should look nice and in keeping as a surrounding building and not too tall because it going to look terrible if it's going to be a tall building.*

*As long as it fits well with other buildings in the site, and the landscaping across the waterfront. A suitable scale to suit the landscape.*

*I think it would have to be a fairly sensitive architectural design, and not a cheap looking building if it was to go ahead. Public access for the building, and that any concerts should be publicly accessible with minimal charge, given the rates are paid by Wellington given that it is been donated to the Wellington community.*

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*The building proposal isn't in concrete. I would still like to know what the finished product would be. It has to be in keeping with the surroundings. I think the area where they're putting it is a good idea. You can see it from all directions so I'd like to know all dimensions of it.*

*It is important that the design is right and that the design blends in with the Civic Centre and that the school is a public asset, and that the public has access to its facilities. That the school is integrated into the Wellington community and its facilities become part of that community.*

*I wouldn't like the building to be tall if it is built because it will block out the view to the harbour. Would like the building not to be taller than the other surrounding buildings.*

*I would hope that it is not a multi tower building that the architecture sits in with the old library civic square in the bridge square so that it is carefully designed. It needs to be carefully designed.*

*I would hope that the building would be a low rise and not a high rise and if possible it could incorporate parking under the building. I would like to think that the building appears to be very accessible to the public. I think along the lines of Rutherford House which has a lot of glass and you can see into the building.*

*The only consideration is what its going to do the roading around the street, and what park is going to be made available to the public and staff and the 600 students of the university. It's very difficult to get parking in that area.*

*Parking - as it is at a premium and we all have cars.*

- **Benefit for the whole community**

*With this proposal I would like to see the following condition apply - that Wellington ratepayers have access at least once a year free of charge to the students performance.*

*It would be great for the public to access the buildings in terms of seeing what use the students are making of the facilities. I would suggest that they should consider having a performance of some sort once a month, and show the public what the money is going towards and how its been used just to reflect on how the facilities have been used. It also is good exposure for the students and also promotes themselves and the new facilities.*

*I support the auditorium and I think that it should have public access, meaning that the public should be able to hire the auditorium out for community purposes and events.*

*Will be good if they have lunch time concerts or talks, and the acoustics in the auditorium will be good for them. Parking will need to be looked at as this could be a problem as it is expensive.*

*I thought it would be nice to have some sort of lecture or concert for public not only for students so that everyone can use the institute. I think it would be nice to have an international atmosphere. Invite foreign experts.*

*I would like some facilities on the site for the general public, places where seating can be put where people can have lunch. There should be lunchtime music supplied by the students free of charge for the general public to enjoy. Ideally it should be something available to everybody and should be sponsored to allow people with musical talent to attend without having huge expenses (e.g. student loan or rich parents).*

*My preference is that they build something on that site that would be of good use to the public so that the public is able to use the building as well.*

- **Like the school but not the location**

*I don't oppose having a school of music, I just don't think they should build it on that site. They should be able to find another place to build a school of music where there is more open space.*

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*Just I think there are lots of other places they can build it. There are buildings with free floors where they could build it. Parking is a problem anyway. If it's in CBD then it's not a big deal.*

*I just like to emphasise that I don't oppose the National School of Music just the location.*

*The idea of a national school of music is fine but I don't think that they should be building it in the inner city or on that lott site. The open space is fine as it is without more buildings on it. The universities should consider using areas outside of the inner city to build their national school of music.*

## 5.3 Overall consultation results

Overall, both forms of consultation indicated a high level of support for the proposal.

	Survey (n=500) %	Submissions (n=225) %
Support	72	58
Oppose	13	40
Neutral/No opinion	15	2

The submission process is an open form of consultation that gives the general public an opportunity to formally express their views. Participation in this process is through self-selection, and many people who submit tend to have strong views, and are motivated to make their views known. This is evidenced by the small percentage who have no opinion or are neutral.

Submissions are often detailed, and these detailed viewpoints can clarify issues and raise concerns that may not have been identified previously.

It is important, however, to also seek the views of other members of the community who for any number of reasons do not make their views known. The survey process complements the submissions process and provides an understanding of the views of a representative sample of the population. It typically shows a larger percentage of people who have no opinion or are neutral.

Both forms of consultation showed a commonality of views: comments made in both the submissions process and the survey indicate similar viewpoints and common themes and issues.

## 6. Decision for Council

The Local Government Act 2002 decision-making process requires the Council to:

- identify and assess the options for achieving Council's objective for the decision. Section 6 of the 22 July report identified and evaluated options, and they were also included in the consultation material.
- take into account community views and, if that requires consultation to be undertaken, to consult in accordance with the principles of consultation. The Council used the

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special consultative procedure to consult on the proposal and also commissioned quantitative research. The results are provided in section 5 of this report.

- identify any inconsistent decisions. None has been identified. The 22 July report set out the Council decisions and policies that established the Council's objective for the site.

In making the decision to accept or not accept the proposal from Massey and Victoria universities, the Committee will need to consider the objective for the site, the consultation results, issues raised during consultation, and additional information, such as status of the Te Aro Reclamation Act.

## 6.1 The School of Music proposal

The School of Music is a joint venture between Massey and Victoria universities to combine their schools of music to establish a national school of music in Wellington.

The purpose behind the merger is to create a centre of excellence in music for New Zealand, and to locate it in the country's cultural capital. The universities do not see this as a money-making venture, as music education is resource intensive. The quality of education is the principal driver.

The proposal is that the school be established on the Circa/Ilott site in the Civic Square precinct, and that Wellington City Council lease the site to the school at a peppercorn rent for 99 years.

It is envisaged that the school would cater for 600 students (equivalent full-time), plus 50 staff, and that it would attract talented overseas and local students and staff. The school would foster closer relationships with the New Zealand Symphony Orchestra (NZSO) and the Wellington Sinfonia. A focus on New Zealand music, including Māori and Pacific Island music programmes, would be a feature of the new school.

## 6.2 The objective

The report of 22 July presented the objective for the Circa/Ilott site. It was drawn from a range of relevant guiding documents and advice, including the Civic Square Management Plan. The objective is to achieve a use for the site that contributes to the vibrancy and energy of Civic Square and in so doing helps to drive the city's long term *Creative Wellington – Innovation Capital* vision.

## 6.3 Consultation results

Both forms of consultation – the submissions process and the quantitative survey – showed a high level of support for the proposal.

The submission process under the special consultative procedure indicated that 58 percent of submitters supported the proposal, with 40 percent opposed. A small number was neutral.

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The quantitative survey conducted by TNS indicated that 72 percent of Wellington residents supported the proposal, thirteen percent were opposed and fifteen percent did not have an opinion.

## **6.4 Issues raised in consultation**

Several points were raised through the consultation process, particularly the written and oral submissions, that require further consideration. These are explored below.

### **6.4.1 Design quality of the proposed building**

The consultation drew a rich response regarding the nature of any building to be developed on the Circa/Ilott site.

Many expressed concerns about building bulk and height and possible effects on shading and views. A significant number wanted to be sure that good quality public access to and through the building would be provided. Other factors important to Wellingtonians were that a building on the site works well in the Civic Square context and respects neighbouring buildings, and that the building design be of outstanding quality.

In the first instance, these concerns are addressed in the design brief for the site (attached as appendix 3). The Circa Site Design Brief provides a good level of assurance that whatever is placed on the site will conform to firm design values and covers issues such as sun and shading, view shafts, interaction with street edges and the context of the Square. It states that any development must:

- Display exceptional architectural design that is fitting to complete this central place within the city and that will make a major contribution to the quality and attractiveness of the Civic Centre area
- Give strong consideration to the particulars of context including space, activity, connections, scale, and the civic importance of the site
- Integrate architecture with the design of urban space and landscape
- Be generous in the provision and design of its public areas and connection to public space.

Compliance with this brief will form part of any agreement that would be negotiated with the universities, should the proposal be accepted.

However, it is proposed that a further level of assurance for the public be provided in the form of a peer review process. Acceptance of a building design for the site would be made contingent on it undergoing a robust and professional peer review process. It is important that any peer reviewer has an understanding of the site, its history and the wider civic centre context.

The people of Wellington could take comfort that the end result has been vigorously tested through a peer review, as well as the resource consent process.

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The universities are completely amenable to a professional, robust high-level peer review and welcome it as an important and beneficial element in the development. They have also indicated that they would be bringing in expert advice in specialist areas such as acoustic design.

## **6.4.2 Public accessibility**

Another matter that needs to be considered is the nature and quality of public access to a building on the site. People were keen that the public would be able to enjoy views from within or from the top of the building.

These considerations have already been included in the design brief.

- In section 7 the brief states “Consider the opportunity to develop roof-top gardens, plazas and other elevated public spaces on those parts of any development that are readily accessible from existing public spaces”.
- Section 8 states that public access be provided “inside and through buildings at the City-to-Sea bridge/walkway levels with a connection down to ground level.”
- Section 9 requires that any development recognises “the harbourside location with public views through the site or from publicly accessible spaces within any buildings.”

Each of these sections goes into some detail. If required, the agreement with the universities could include a requirement that “the universities explore with the architect the opportunities for a publicly accessible area to be provided to allow members of the public to take advantage of harbour views from the building”.

It should also be noted that university buildings are by their nature largely publicly accessible, although clearly the school would have to ensure that appropriate security measures are established.

## **6.4.3 Crèche/childcare concerns**

Several submitters wrote (and spoke) of their concerns about the loss of the A CBD crèche premises, which would need to be vacated if the building as proposed were to go ahead. The submitters stated that the crèche, which is the only inner city crèche to provide casual spaces, provided an essential service for Wellington parents. Many did not oppose the proposal; rather they saw this as an opportunity to come up with a resolution that benefited all.

The universities are sympathetic to these concerns and the national school of music’s interim director has been talking with the A CBD crèche and the operators of the university crèches.

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The possibility of incorporating crèche space into the national school of music has not been ruled out, but it does raise complex issues in a building that is already constrained by the site.

Provision for a crèche was not considered when specifications for the building were drawn up. It was not considered a core facility because childcare is already available at other campuses and estimates of the demand for spaces from music school staff and students are modest (around five places).

While the universities will continue to work in consultation with the A CBD crèche and the Council, there are some significant issues to be overcome. The universities desire to keep the building height lower than the permissible 27 metre height limit. Crèche space requirements (including the mandatory requirement for outdoor space) mean a crèche could not be accommodated in the proposed building as it stands, so the building height and size may need to be increased. A crèche would be likely to take up half a floor. This would bring additional capital cost to the project.

The childcare policy work due to be reported to Council in February 2005 will include recommendations for a long term resolution of issues in relation to rent and location for both Civic Square childcare centres – Positively Poneke Kids and the A CBD crèche. In the event that the national school of music proposal is accepted and A CBD crèche must move, options for the crèche will be explored within the context of that work.

The agreement will include a requirement that the universities continue to work with the A CBD crèche, as well as other immediate neighbours, in progressing the proposal.

## **6.4.4 Auditorium**

For many, an attractive and important component of the proposal was the possibility of a 600-800 seat auditorium being built as part of the national school of music.

### ***Desirability of including the auditorium***

It appears to be a widely held view that Wellington needs a 600-800 seat auditorium.

It has been argued strongly that an auditorium of this size would fill a gap in Wellington's venue offer. This is an important gap, as the city's venues jump from around 300 seats to 1200 seats. Several music organisations have stated that their optimum audience size falls within this range.

A submitter who is a member of several choirs wrote that they are constantly grappling with their inability to fill and pay for larger venues like the Town Hall, but that 350 seat venues are too limiting.

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The Committee heard from Peter Walls of the NZSO, who stated in his submission that the auditorium would fill a venue gap – Wellington has large concert halls and intimate venues, but nothing in between. He went on to say that the auditorium would be an invaluable asset and would provide the NZSO with rehearsal space, which is becoming more of a premium as demand builds up for MFC and Town Hall use. Currently the NZSO is using Avalon studios in Lower Hutt as an alternative rehearsal venue.

Chamber Music New Zealand also sees the need for this additional venue, although they would like to see the size increased to 800-1000 seats.

This need for a venue/rehearsal space has been confirmed by the Wellington Convention Centre. By providing an alternative location for Chamber Music concerts, music recitals, NZSO rehearsal and recording, it would free up much needed Town Hall and MFC space. It could make available a significant number of revenue earning hire days for the convention centre.

Advice from concert promoters and venue managers indicates a demand for a venue that accommodates around 600-800 seats.

The Civic Trust in their submission also stated that the auditorium is a “confirmed need” and that without it the justification for locating the school on the Circa/Ilott site is lost.

In addition, the Committee also heard from the heads of Massey and Victoria Schools of Music. When questioned whether they felt an auditorium was necessary, they responded that it definitely was and that there had already been a great deal of interest in it. They considered that an auditorium of the size proposed would be one of the most useful performance spaces in Wellington and should be considered an essential element of the school.

## ***Inclusion of an auditorium***

There is a clear view that a national school of music that includes an auditorium would be the optimum outcome for the city and the school. However, the inclusion of an auditorium is not guaranteed and would be dependent on funding.

It should be noted that the universities have developed detailed plans for fundraising and are seeking private as well as government sponsorship. At this stage, it is too early for some patrons to come forward, particularly as the site has yet to be confirmed and the proposal is still to go through the Partnerships for Excellence (PFE) application process. A funding gap could potentially exist. However, the universities’ position is that they are committed to a comprehensive fundraising campaign for the total package, including the auditorium.

Given current uncertainty about funding, officers suggest that a way forward is for Council to accept the proposal as it was submitted by the universities so that the universities can continue with their PFE application.

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A milestone review would be built into the agreement between the Council and the universities, and this review will include checking progress towards fund raising for the music school building, including the auditorium. If at the milestone review sufficient funding has not been achieved or was not forecast to be achieved, the Council would have the opportunity to withdraw from the agreement. Officers recommend that this review take place in December 2005.

The universities are prepared to accept this arrangement and have stated that it is in their interests to have a win:win situation for the city and the national school of music.

## **6.4.5 Public benefit – contribution to Wellington’s cultural life**

It was important for several submitters that the city – and the Wellington public – receive some sort of pay-back or recognition from the national school of music. Suggestions on how this might be achieved varied.

One of the most popular methods was for the school to provide free performances – perhaps lunchtime concerts. The two schools of music do this anyway at their local campuses, and would definitely see this continuing in the new central city location. In fact, they are excited about having a larger and more accessible audience. Performance is an integral part of the music curriculum.

Other suggestions included public master classes or lectures and scholarships for Wellington residents. Some people felt the universities might like to donate a piece of art for a park to be established elsewhere in the CBD. Some wanted to see the recording studio or auditorium made available to the wider public.

These suggestions have all been passed on to the universities for their consideration. In all discussions to date, the universities have repeatedly expressed their intention to become fully integrated and contributing members of the Civic Square and CBD environment. While the nature of the national school of music’s recognition of Wellington’s generosity is not specified, the agreement will require the national school of music to make a continuing contribution to the cultural life of the city. This is fully expected and appreciated by the universities.

## **6.4.6 Continuing to honour the Ilott name**

Some residents have expressed a concern raised that Jack Ilott’s name would not continue to be recognised if the national school of music proposal were to go ahead. (Often this concern was expressed in tandem with a belief that Jack Ilott had donated the land to the city.)

The 22 July report clearly stated that it would be important to recognise the significance of Jack Ilott in any development that occurs on the site. The history of the site, also outlined in that report, showed that the land had been bought from Ilott interests by the Council for the purpose of civic development, at the then market rate.

The report noted that in 1998 Mayor Mark Blumsky sponsored the naming of the area Jack Ilott Green and that Jack Ilott was aware that the site was intended for future development and might potentially be built on. Mr Ilott was assured that his name would be retained and associated with whatever development occurred on the site.

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This understanding was confirmed by John Prebble, who was President of Rotary at the time, and has been supported by written submissions from Mark Blumsky and Ruth Gotlieb (who was a City Councillor at the time, and present at the ceremony).

The universities have assured the Council that Jack Ilott's name will be appropriately honoured in the national school of music development, should it occur on the Circa/Ilott site. The requirement for such recognition will be included in the agreement negotiated between the Council and the universities. Rotary will be consulted on the nature of the recognition.

## **6.4.7 *Alternative green space in Wellington***

As noted in the 22 July report, Wellington City Council is well aware of the need and desire for more green space in the city. It is particularly concerned that more space be identified for the Te Aro flat area, acknowledging the increasing numbers of inner city dwellers and their need for a quality environment.

Since 2000, Council officers have been investigating possibilities for adding high quality green space to the city, and have been focusing on the lower Te Aro area. (The area bounded by Wakefield Street, Willis Street, Vivian Street and Taranaki Street. The catchment area is focused on the Manners and Cuba Mall areas in particular.)

The aim is that this park perform the same role that Midland Park does for the central CBD – but with its own 'personality'. It is intended that the park be as popular as Midland Park.

The main criteria for siting the park are that it should be located where there are proven high pedestrian flows, it does not involve the destruction of heritage listed buildings, it is 'future-proof' in terms of sunshine hours (especially between 11am and 2pm), and safety is not an issue or can be ameliorated. A vacant site was preferable, but poor condition low rise buildings have also been considered.

A potential site that meets all the selection criteria has now been identified. Concept designs have since been developed and cost estimates, planning assessments and commercial viability assessments completed.

The designs and commercial scenarios will shortly be discussed with the land and building owner to gain agreement in principle with the proposals. This will be an iterative process as the existing building use has been incorporated in the designs and it will need the 'buy-in' of the land and building owner.

Because of the commercial sensitivities involved in dealing with the land and building owner, we cannot release any identifying information until the Council has reached agreement in principle with the owner on all key matters.

In addition to the Lower Te Aro inner city park, a concept design is being developed for the Taranaki Street and Courtenay Place intersection. The prime driver for this project is the

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potential to create a quality open space area and at the same time rationalise traffic flows and parking in this area together with consideration of safety issues. The investigation is in its formative stages, with a committee report proposed for late November.

Further, the city is currently developing the Chaffers area – Waitangi Park – and this will add 16,253m<sup>2</sup> of green and planted space and 13,996m<sup>2</sup> of park amenities (playground, Pacific garden, market space, marae atea, petanque court and so on), in addition to 29,664 m<sup>2</sup> of promenade.

## **6.4.8 Double degrees**

Several submitters expressed concern that having the national school of music remote from the main university campuses would cause problems for students undertaking double degrees (such as a BMus/BA).

The universities are mindful of protecting the interests of students completing double degrees. The universities have been involved in on-going negotiations with Stagecoach about the bus link between campuses. The Campus Connector (as it is known) provides an effective transport system for students and staff between Victoria's campuses, Massey and Wellington College of Education. At an appropriate point the national school of music would be included in discussions with Stagecoach about improvements to the service.

Similar concerns were expressed when the Faculty of Law moved from Victoria's Kelburn campus to Government Buildings, but there has been little discernible impact from the move. Seventy-five percent of law students continue to complete double degrees.

## **6.4.9 Nikau café and other neighbours**

As an affected neighbour, Nikau submitted on the proposal. Although agreeing with the proposal in principle, the business owners voiced some concerns about the effect of the building on their business. Their concerns have been noted, and will be managed both through the iterative design process and the resource consent process.

Wellington Museums Trust is responsible for two other key neighbours – Capital E and the City Gallery. The Trust has indicated its desire to work with the universities as they further develop the proposal to ensure that opportunities for all organisations are maximised.

The universities are keen to ensure that a positive relationship is nurtured with the immediate neighbours on the Circa/Ilott site. A requirement that the universities will continue to work with these neighbours as the proposal progresses will be reflected in the agreement.

## **6.5 Other information to consider**

## **6.5.1 Te Aro Act**

The 22 July report noted that the amendment to the Te Aro Reclamation Act was working through the parliamentary process. This amendment was to repeal the provisions of the Te Aro Reclamation Act 1879, requiring that the land must be offered for sale or lease by public auction. This amendment has now been passed and has received the Royal Assent. This means that there is no longer a requirement for sale or lease of the land to be through public auction.

## **6.5.2 Other issues**

As noted in the 22 July report, the universities had explored several alternative CBD sites for the school but had rejected other options because of limitations of size or configuration, difficulty of retrofitting or unprepossessing location.

Three alternatives were raised.

### ***Michael Fowler Centre carpark as an alternative site***

The foremost reason that this site was not considered for the national school of music is that it does not advance the objective of reinvigorating Civic Square. The Council's objective for the Circa/Ilott site is to achieve a use that contributes to the vibrancy and energy of Civic Square and in so doing helps to drive the city's long term *Creative Wellington – Innovation Capital* vision. The national school of music proposal provides an opportunity to advance this objective, as it would mean an extra 650 people using the area, with activity day and night. The school would enliven the Square with public performances, including impromptu performances. The connection to the Square is considered by the universities to be a huge advantage of the Circa/Ilott site.

The carpark site is close to the Town Hall, but it is somewhat isolated. It lacks a direct connection with Civic Square. The site provides little opportunity for student activity and circulation outside the building, being at the apex of two major roads.

A further consideration is the future expansion of the Wellington Convention Centre. Officers consider it would be prudent to keep the MFC space available for future development of the Convention Centre, particularly given the current and predicted growth in Wellington's convention business. Preliminary work is being undertaken on such a project, with an intention to bring a proposal as a future new initiative.

### ***Chest Hospital as an alternative site***

The old Chest Hospital, located within the Town Belt above Newtown, fails to meet most of the universities' requirements for a suitable site for the school. Its remoteness from the CBD and other campuses raises issues of student and public access, offers little in the way of invigorating the city centre, does not provide any benefit in co-location with the NZSO, Wellington Sinfonia, Town Hall and MFC, and does not bolster the emerging central arts precinct.

## *Overseas Passenger Terminal as an alternative site*

Wellington Waterfront Limited has run an expression of interest campaign for development of the Overseas Passenger Terminal. The company received several registrations of interest, and three developers have been shortlisted. Although this would not exclude the universities making a registration of interest, the site poses some difficulties in terms of access and parking and would bring the significant additional cost of work on the wharf sub-structure. Further, it does not offer the advantages of a central location, co-location with the NZSO and Sinfonia and would not deliver on the objective of invigorating Civic Square.

### **6.5.3 Specific use of the site**

The proposal is for the establishment of a national school of music on the Circa Ilott site. Consultation has been undertaken on the basis that the site would be used for the purpose of a music school run by a joint venture between Massey and Victoria universities.

The agreement with the universities will be on the basis of this specific use only. If, for whatever reason, the nature of the use of the site were to be changed, the agreement will allow the Council to enter into negotiations with the universities about the ownership and future use of the building.

### **6.5.4 Recognition of the national school of music**

The universities have embarked on this joint venture with the stated aim of establishing “a centre of excellence, with undisputed national strengths and an international reputation in musical education, research, composition and performance”.

From the Council’s perspective, the reputation and quality of the school is a critical factor. For this initiative to work for the long term benefit of the city, the school will need to quickly establish a national and international standing that attracts students, respected academics, musicians, technicians and people skilled in related areas to Wellington, and retains those skills here. It is important that the school deliver the level of quality envisaged and earn a national and international reputation in music teaching, research, composition and performance so that it can contribute both to the universities and the city. The Council would express a firm expectation that the school be recognised nationally and internationally as New Zealand’s premier music school.

The agreement between the Council and the universities would therefore include specific clauses that relate to the quality and reputation of the school and the requirement that it deliver on the standards envisaged. Quality and reputation would be gauged through a range of measures to be negotiated with the universities. Those measures are likely to include the number of students (graduate and post graduate) attracted to the school from outside the Wellington region (including international students), the research performance of the staff at the school, the number of eminent national and international musicians who are attracted to work or perform with the school, and the number of graduates who are awarded scholarships or are accepted into post graduate study at prestigious music schools around the world.

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If, after a prescribed period, the school does not deliver as envisaged, the agreement will allow the Council to enter into negotiations about the ownership and future use of the building.

This quality expectation will be reflected in the agreement negotiated with the universities should the proposal be successful. The universities have indicated that they would expect such a condition.

## **6.5.5 Funding through the Partnerships for Excellence scheme**

The universities are applying for a grant from the Partnerships for Excellence (PFE) scheme, administered by the Tertiary Education Commission (TEC), to fund the school.

PFE enables the Crown to make significant new investments in the public tertiary education sector where there is matching private sector or non-central government investment, to enhance the capability of the sector, enhance innovation, and support national economic and social goals. The PFE application requires a partnership between the universities and a partner – in this case the Council – with a value of \$5 million or more.

The 2004 funding round is widely believed to be the last round that funding through this scheme will be available. Given the timing of the TEC's funding decisions from previous rounds, the universities do not expect to know if their application is successful until at least mid 2005.

If the universities' application is unsuccessful it will be unlikely that they will be able to attract sufficient funds from other sources to build the school, including auditorium, on the Circa/Ilott site. In this case the proposal would fail to meet the conditions of the 2005 milestone review (see 6.4.4 and 7.2.1).

## **7. Taking the proposal forward**

### **7.1 Communicating the decision and further progress**

Council will decide whether or not it accepts the proposal. Council officers will communicate the Council's decision and the reasons for reaching that decision to the media and stakeholders.

If the Council agrees to the national school of music proposal, a communications plan will be developed to keep all stakeholders informed of the process in the lead up to the PFE decision and aware of the PFE decision. If the proposal receives PFE funding, a further communications plan will be developed to keep stakeholders informed of the next steps in the process and key milestones such the design of the building, the use of Capital E space, the movement of the crèche.

## 7.2 Negotiation, agreement and conditions

If Council accepts the proposal, a formal offer will be made to the universities and an agreement negotiated to take the development into the next stages.

It is recommended that this responsibility be delegated to the Chief Executive.

The agreement would include terms and conditions that relate to:

- The specific use of the site for a national school of music (*see 6.5.3 above*)
- Expectations that the school will be recognised nationally and internationally as New Zealand's premier school of music (*see 6.5.4 above*)
- Access to public space in any building located on the site (*see 6.4.2 above*)
- Peer review of design quality (*see 6.4.1 above*)
- The inclusion of a 600-800 seat auditorium in the facility (*see 6.4.4 above*)
- Contribution by the school to the cultural life of the city (*see 6.4.5 above*)
- Tangible recognition of Jack Ilott in an appropriate manner (*see 6.4.6 above*)
- Compliance with the Civic Square Management Plan and Circa Site Design Brief (*see 7.2.2 below*)
- Continuing consultation by the universities with affected neighbours (A CBD crèche, Wellington Museums Trust (Capital E and City Gallery) and Nikau café) (*see 6.4.3 and 6.4.9 above*)
- Demonstrable progress towards establishing the school, including specified delivery dates (*see 7.2.1 below*).

Also to be negotiated will be the ownership of the building at the end of the lease term, and the nature of any encumbrances should the universities fail to meet the conditions.

### 7.2.1 Review dates and milestones

Attached to the agreement will be a programme that sets out review and milestone dates. Progress will be reviewed every three months. The universities will report to the Chief Executive on their progress towards establishing the national school of music.

A milestone review will take place in December 2005. At that review, progress towards fund raising for the music school building, including the auditorium, will be checked. If sufficient funding has not been achieved or was not forecast to be achieved, the Council would have the opportunity to withdraw from the agreement.

### 7.2.2 Civic Square Management Plan and Circa Site Design Brief

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Two critical documents will be appended to the agreement with the universities – the Civic Square Management Plan and the Circa Site Design Brief. These documents must be complied with.

The management plan explores the role of the Square, sets principles and objectives for managing it, and incorporates components on design, building occupancy, events and marketing, and maintenance. It is attached at appendix 2.

The design brief specifies the design attributes of any building for the site, including height and envelope, scale relationships, servicing and access, public accessibility, open space definition, frontages, connections, sun and views. It is attached at appendix 3.

## **8. Conclusion**

On 22 July 2004, Council agreed to consult on a proposal presented by Massey and Victoria universities. The proposal was for the universities to locate a national school of music (a joint venture between the universities) on the Circa/Ilott site in the Civic Square precinct and that the Council lease the site to the universities for 99 years at a peppercorn rent.

Public consultation was undertaken through the special consultative procedure and an independent quantitative survey. Both forms of consultation indicated support for the proposal. The submission process showed 58 percent support and 40 percent opposition; the survey showed 72 percent support and 13 percent opposition (15 percent had no opinion or were neutral).

The report also explores the main themes raised in consultation and considers the issues for consideration in decision-making. These include the options for alternative ‘pocket parks’ in the central city/Te Aro area, alternative sites for the national school of music, the impact on childcare and the A CBD crèche.

The report recommends that the Council accept the universities’ proposal and delegates to the Chief Executive the responsibility of negotiating an agreement with the universities.

This agreement would contain conditions pertaining to the use of the site specifically for a national school of music, expectations that the national school of music will be recognised as New Zealand’s premier music school, provision of an auditorium, quality of the design of the building, access to public space, the school’s contribution to the cultural life of the city, recognition of Jack Illott, consultation by the universities with immediate neighbours of the site, demonstrable progress towards establishing the school, and compliance with key documents such as the Civic Square Management Plan and Circa Site Design Brief.

This agreement would specify three monthly reviews and a milestone review in December 2005, at which time the Council would have the opportunity to withdraw from the agreement if sufficient progress has not been made.

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**Contact Officer:** *Pennie Hurndell, Senior Strategic Advisor.*

**Appendices:**

1. TNS report
2. Civic Square Management Plan
3. Circa Site Design Guide

## Supporting Information

### a) Strategic Fit

Development of this proposal supports the following strategic KAA outcomes for City Economy:

- 4.1 *Ideal Location:* Wellington is known throughout the Pacific Basin as an ideal location for business people and their families
- 4.3 *Premier centre:* Wellington's central city is the premier and most rapidly growing retail, entertainment, service and knowledge centre for the region
- 4.4 *Diverse and competitive economy:* Wellington is a diverse economy based around a strong and innovative business sector including a range of internationally competitive business clusters
- 4.5 *Destination of choice:* Wellington is a growing destination of choice for international and domestic visitors
- 4.6 *Supportive population:* Residents recognise the importance of a strong and vibrant economy to the wellbeing of the city and themselves.

Development of this proposal also supports the following strategic KAA outcomes for Built Environment:

- 1.1 *Liveable city:* Wellington is a great place to live and work and offers a variety of places to live, work and play within a high quality public environment.
- 1.3 *Memorable city:* Wellington is a memorable city, beautiful city, celebrating its distinctive landmarks, defining features and heritage.
- 1.4 *Compact city:* Wellington is a compact city with mixed land-use, structured around a vibrant city and suburban centres, and connected by major transport corridors.

Development of this proposal also supports the following strategic KAA outcome for Community, Health and Safety:

- 2.1 *Safety:* People feel safe in Wellington at any time.

Development of this proposal also supports the following strategic KAA outcome for Culture and Arts:

- 3.1 *Arts and cultural capital:* Wellington is New Zealand's arts and cultural capital where the arts infrastructure is strong and supportive of the performance, exhibition and development of the arts.

### b) Annual Plan reference

N/A

### c) Annual Plan and Long Term Financial Strategy implications

The proposal does not affect the LTFS.

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## **d) Treaty of Waitangi considerations**

There are no Treaty of Waitangi implications at this stage. The Wellington Tenth Trust has been consulted on this proposal.

## **e) Consultation**

During the development of this paper officers had discussions with key stakeholders such as Victoria University of Wellington, Massey University Wellington campus and the Wellington Museums Trust.

Internal consultation has been taken with property advisors, Wellington City Council Archives, Democratic Services, Wellington Convention Centre and Urban Strategy.

Public consultation under the special consultative procedure and independent research have also been undertaken.

## **f) Legal Implications**

Advice has been taken on the legal standing of the property and the consultation process.