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fig. 1 the executive wing. 20 may 2021  
archifact – architecture & conservation ltd

# parliamentary precinct future accommodation strategy

1 molesworth street, wellington

assessment of effects on heritage  
for  
parliamentary services

september 2022

final

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auckland, september 2022



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## 1. executive summary

The relocation of Parliament from Auckland to Wellington in 1865 has seen a succession of evolutionary physical changes within the Parliamentary Precinct since that time that have been driven by, reflect, and enhance the changes to Parliament itself functionally, physically, and metaphorically. As such the historic heritage values of the Precinct are not limited to the designed built or landscape assets alone, but include collective values and intangible values that describe the 'spirit of the place'. This sense of the 'spirit of the place' is well summed up in the following commentary:

*The area is important. It is a spiritual place.*

*It is a place where leaders walk, talk and make decisions affecting all New Zealanders.*

*The area does not belong to the Government, to State Owned Enterprises, or others, but to the people! all the people of New Zealand.*

Kara Puketapu November 1987<sup>1</sup>

The project brief developed by Parliamentary Services targets three essential elements:

- 1 Establish a new building on Museum Street to accommodate all members of the Parliament not otherwise accommodated within the Executive Wing and Parliament House and provide a direct and secure access for those accommodated in that building to Parliament House;
- 2 Provide a new detached secure single point of receipt and dispatch of deliveries and materials into and off the Parliamentary Precinct as a key part of an enhanced security strategy and associated site-wide buildings' services infrastructure; and,
- 3 Enhance the Parliamentary Precinct landscape in accordance with existing protocols that maintain a sense of the openness and public permeability of the Parliamentary Grounds as a key historic heritage attribute of the precinct.

This brief follows a best practice approach to the use and development of the Parliamentary Precinct (as defined in the WCC *Parliamentary Precinct Heritage Area*). To this end the primary approach to conservation best practice in New Zealand draws from a combination of education, experience, and consideration of the principles espoused in the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (2010) and, through that, the wider body of ICOMOS International conservation Charters. Further, this assessment has been informed by a series of Conservation Plans prepared for the key assets within the Precinct and the Precinct as a whole.

Heritage New Zealand Pouhere Taonga recognise that "*the purpose of good conservation practice is to balance two complementary principles:*

- *the private and public enjoyment of an historically significant place;*
- *the continuing practical use of the place as a property asset.*"<sup>2</sup>

<sup>1</sup> Cochrane, C. et al *Parliamentary Library, Parliament House Conservation Values*, prepared for the New Zealand Historic Places Trust and the Parliamentary Service Commission, April 1989, p2

<sup>2</sup> Guideline 10 *For Developing Heritage Buildings*, 2000, p2.

Appropriate activity associated with historic heritage and, in this case, the exceptional values of the Precinct is addressed in the RMA through the Part 2 s6(f) “*protection*” of historic heritage from inappropriate subdivision, use, and development. The RMA recognises historic heritage as a matter of national importance and the provisions of the Operative District Plan give effect to that matter. Similarly, development is recognised by HNZPT in the guidance they offer where “*the proposed works aim to protect and enhance the heritage significance of the Precinct while increasing the viability of the asset overall*”.<sup>3</sup> The particular nature of Parliament, notably the Beehive and its occupation and use, establishes a particular Importance Level (**IL**) requirement. This is a critical factor to determining the requirement and brief for the Future Accommodation Strategy overall.

In this Assessment of Effects (historic heritage) preference is given to the description of historic heritage values recognised in the various WCC listing reports. This is because the Operative District Plan (**ODP**) gives effect to the Council’s obligations under the RMA as the consenting authority. Accordingly, this proposal is tested against the ODP objectives, policies, and guidelines concerned with historic heritage and the “protection”<sup>4</sup> it affords historic heritage. However, for completeness, this assessment also considers the List entry information recorded by HNZPT in accordance with the parallel legislative framework under which they operate (noting that HNZPT are not, with the exception of the modification of archaeological sites, a consenting authority).

This assessment of effects on historic heritage values has recognised that while there are some adverse effects arising from the proposed works on the historic heritage fabric of Parliament House and the historic Museum Street Oak tree, there are positive effects associated with the project overall. On balance, the proposed adaptive reuse of Parliament House and development of the new Museum Street and Ballantrae Place buildings and the enhancement of the associated landscaping of the western precinct are appropriate and supportable.

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<sup>3</sup> Ibid.

<sup>4</sup> “protection” here is in accordance with s6(f) of the RMA and the test it establishes in considering “*inappropriate subdivision, use, and development*” in the historic heritage context.

## 2. commission

**archifact – architecture & conservation ltd** (Archifact) was commissioned by Parliamentary Services in April 2021.

## 3. credentials

My full name is Adam Wild and I am a director of Archifact – architecture & conservation limited (**Archifact**) an Auckland-based architectural practice specialising in building conservation and heritage management. I have been in this position since 2003. I am a registered architect, accredited in accordance with the rules of the Registered Architects Board (**RAB**). I am a Fellow of the New Zealand Institute of Architects (**NZIA**).

I hold a Master of Arts degree in Conservation Studies (Historic Buildings and Landscapes) from the Institute of Advanced Architectural Studies at the University of York and a Bachelor of Architecture from the University of Auckland.

I am a full member of the International Council on Monuments and Sites (**ICOMOS**) New Zealand, a member of ICOMOS Pasifika, and an expert member of the International Polar Heritage Committee (IPHC) (a scientific committee of ICOMOS) and member of the IPHC Sub-Antarctic Islands Working Group. I am a full member of the New Zealand Conservators of Cultural Materials association, a member of the International Association for Preservation Technology International, and a member of the International Cities, Town Centres and Communities Society. I am a member of Heritage New Zealand Pouhere Taonga (**HNZPT**).

I am currently, or have been, conservation architect for a number of nationally and internationally significant building conservation projects. Included amongst these projects is the Treaty House at Waitangi (1834); Hulme Court, Auckland (1843); the Old Government House Precinct, Auckland (1840 and 1856), the City of Auckland's highest ranking historic place; the Heroic Era huts of Scott and Shackleton in the Antarctic; the former Court House in Apia, Samoa, and I am currently working as conservation architect on the seismic strengthening and refurbishment project for the Wellington City Council.

I have undertaken area studies around New Zealand including in Whangarei, Auckland, Coromandel, Arrowtown, Akaroa, which have resulted in new design guidelines for these distinctive historic areas.

I have been associated with the Department of Architecture at Unitec as an external examiner for their Master of Architecture candidates. Since 2009 I have acted as guest reviewer and as lecturer in a range of architectural conservation subjects including contributions to the History of New Zealand Architecture series at Unitec.

In the professional roles I have had and perform today as outlined above, I have acquired a sound working knowledge in the specialist discipline of building conservation, issues relating to the recognition and assessment of cultural heritage values, and methodologies for conserving these in accordance with national legislation and national and international conservation Charters.

## 4. brief

The brief for the project required Archifact to undertake an independent and objective professional assessment considering the effects on historic heritage values of the Parliamentary Precinct (as defined in the WCC *Parliamentary Precinct Heritage Area*), the HNZPT-defined *Government Centre Historic Area (list number 7035)*, and the individually listed: Executive Wing (Beehive); Parliament House; and, the Parliamentary Library.

The need for this assessment arises from the Government's project objectives<sup>5</sup> as these objectives provide the basis for the adoption of the following four elements of the brief:

1. development of a new building on Museum Street, being the Museum Street Building [**MUS**] including connections between the MUS development and Parliament House [**PH**];
2. development of a new building on Ballantrae Place, being the Ballantrae Place Building [**BAL**];
3. development of the landscape(**LAN**) within the Parliamentary Precinct (**PP**) heritage area; and,
4. relocation of the listed heritage Oak Tree on Museum Street (**OAK**).

The Future Accommodation Strategy proposal addresses shortcomings in Parliamentary accommodation to improve the long-term performance and utility of the Parliamentary Precinct in a way that is cost-effective, operationally efficient, and eliminates Parliament's reliance on third party providers of floorspace.

## 5. identification of the place

### 5.1 address

New Zealand Parliamentary Grounds  
40 Bowen Street, 1 Molesworth Street, and 1 Museum Street  
Pipitea  
Wellington 6160  
New Zealand

NZTM reference: Northing: 5428861.10 / Easting: 1748792.88

### 5.2 ownership

The property is owned by The Crown.

### 5.3 legal description

Section 1 SO 38114 (CT 10240), Wellington Land District

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<sup>5</sup> These Objectives are described in the Studio Pacific Architecture *Design Statement*, Section 3, p5



## 5.4 local authority status

Within the Wellington City Council (**WCC**) Operative District Plan (**ODP**), the subject area is located within the Central Area.

*Chapter 21 Appendix – Heritage List: Areas, Buildings, Objects, Trees and Maori Sites* in the WCC ODP identifies the following individually listed assets relevant to the application and this assessment of effects(historic heritage):

- *The Executive Wing of Parliament ('the Beehive') (Map 18, reference 36);*
- *Parliament House ) (Map 18, reference 214);*
- *Parliamentary Library ) (Map 18, reference 215);*
- *Seddon Statue ) (Map 18, reference 36);*
- *Balance Statue ) (Map 18, reference 37)*
- *Wellington Cenotaph ) (Map 17, reference 31)*
- *the WCC Parliamentary Precinct Heritage Area included in the ODP.*

Also relevant are the:

- Central Area Urban Design Guide, particularly Appendix 3, Location-specific Guidelines Number 1 – Parliamentary Precinct Heritage Area;
- Central Area Appendix 11, *Central Area Viewshafts Vs1, 2, 3, and 4a.*

## 5.5 heritage new zealand listing

This place, comprising various buildings and the site, appears in the New Zealand Heritage List/Rārangi Kōrero administered by Heritage New Zealand Pouhere Taonga [HNZPT]. The New Zealand Heritage List/Rārangi Kōrero includes the following individually HNZPT heritage listings within the subject area<sup>6</sup>:

- *Executive Wing ('the Beehive') (Category 1, list number 9629);*
- *Parliament House (Category 1, list number 223);*
- *Parliamentary Library (Category 1, list number 217);*
- *Seddon Statue (Category 1, list number 230);*
- *Balance Statue (Category 1, list number 211).*

and

- *the Government Centre Historic Area (list number 7035), including (not otherwise already referenced above)<sup>7</sup>:*
  - *the Cenotaph;*
  - *Court of Appeal Building (Former);*
  - *Departmental Building;*
  - *Dominion Farmers Institute Building (Former);*
  - *Missions to Seamen Building (Former);*
  - *New Public Trust Office;*
  - *Old High Court;*
  - *Public Trust Office Building (Former);*
  - *State Insurance Office Building (Former);*
  - *Turnbull House;*
  - *Wellesley Club (Former).*

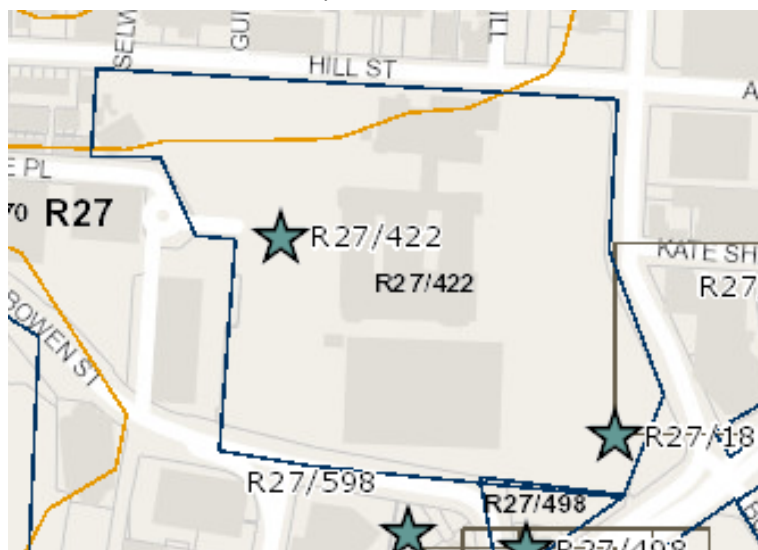
<sup>6</sup> For consistency in this assessment the subject area is as defined in the WCC *Parliamentary Precinct Heritage Area*

<sup>7</sup> This historic area is not the same as the WCC *Parliamentary Precinct Heritage Area* defined in the Operative District Plan and embraces a significantly larger area.

## 5.6 archaeological status

The site of the former Government House stables is recorded as an archaeological site on the New Zealand Archaeological Association site recording scheme (R27/422).

The ArchSite – archaeological site recording scheme administered by the New Zealand Archaeological Association records R27/422 as:



NZTM Coordinates: E1748703 N5428892

*Parliament Precinct is the Government reserve land parcel containing Parliament House, Parliament Library, The Beehive, Bowen House, Parliament's Grounds and associated car parks, service buildings etc.*

*Parliament precinct contains Parliament House, Parliament Library, The Beehive, Bowen House and Parliament's Grounds. Parliament first met in Auckland, but since 1865 it has been the meeting location for parliament. The land was initially owned by the Wellington Provincial Government who erected the Provincial Chambers. The colonial government bought the buildings in 1865, and moved in the same year. In its 150 year history, several buildings have been built or renovated on the site, and many buildings have come down as a result of fire, or to be replaced by newer buildings. Neighbouring land parcels have been added to Parliament precinct over the years as Parliament precinct expanded.*

*Mary O'Keeffe hand dug two test pits in the grounds in February 2019, to test for the need for an archaeological authority for construction of a proposed playground. No archaeological features or material was found.*

## 5.7 notable trees

The Museum Street Oak was placed on the New Zealand Notable Tee Register in 1982 (WTR/0051).

## 6. methodology

### 6.1 approach

The historic heritage values found across the PP are recognised through a variety of professional assessments and recorded in a range of documents. In this Assessment of Effects (Heritage) report preference is given, in the first instance, to the description of historic heritage values recognised in the various WCC listing reports. This is because the Operative District Plan (**ODP**) gives effect to the Council's obligations under the RMA as the consenting authority. Accordingly, this proposal is tested against the ODP objectives, policies, and guidelines concerned with historic heritage and the "protection"<sup>8</sup> it affords historic heritage. ODP Rules at Chapter 21 (e.g. 21A.2.1, 21A2.2, 21B2.2, 21B2.3, 21C2.1 as set out in greater detail at Section 6.4 below) consider the appropriateness of the proposal aligned with the various activities. However, for completeness, this assessment also considers the List entry information recorded by HNZPT in accordance with the parallel legislative framework under which they operate (noting that HNZPT are not, with the exception of the modification of archaeological sites, a consenting authority). Consideration is also given to the assessment of historic heritage values provided in the respective conservation plans that address the Precinct.

This report provides an independent and objective professional assessment evaluating the impacts of the proposed works on the historic heritage values of the Parliamentary Historic Heritage Area (**PP**) and those individually listed historic heritage assets within that area in line with the relevant assessment criteria in the Wellington City Council District Plan.

This assessment also considers the 'guidance' provided by HNZPT in the following 'Sustainable Management of Historic Heritage Guidance' documents in order to gauge effects on historic heritage through a lens relevant to their approach to the sustainable management of historic heritage including:

- Discussion Paper No. 1 *Historic Heritage Principles and Issue*, 3 August 2007;
- Discussion Paper No. 2 *Assessment of Effects on the Historic Environment*, 3 August 2007;
- Discussion Paper No. 3 *Heritage Landscape Values*, 3 August 2007;
- Discussion Paper No. 6 *Building Act 2004*, 3 August 2007;
- Discussion Paper No. 9 *Heritage Provisions: Dangerous, Earthquake Prone, Insanitary Buildings and Dangerous Dams Policies – Building Act 2004*, 3 August 2007;

and

- Information Sheet 12 *Alterations and additions to historic buildings*, 2007;
- Information Sheet 14 *Partial demolition of historic buildings*, 2007;
- Information Sheet 16 *Assessing impacts on surroundings associated with historic heritage*, 2007;
- Information Sheet 17 *Assessing impacts on historic areas*, 2007.

For completeness, contained within our practice library, but apparently withdrawn from circulation by HNZPT are the following Guidelines which still have a degree of relevance:

- Guideline 4 For the Preparing Conservation Plans, second edition 2000;

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<sup>8</sup> "protection" here is in accordance with s6(f) of the RMA and the test it establishes in considering "inappropriate subdivision, use, and development" in the historic heritage context.

- Guideline 5 *For Altering Heritage Buildings*, 2000;
- Guideline 6 *For Earthquake Strengthening*, 2000;
- Guideline 7 *For Fire Safety*, second edition 2000;
- Guideline 8 *For Making Heritage Buildings Accessible*, 2000;
- Guideline 10 *For Developing Heritage Buildings*, 2000;

Consideration has also included the *Policy for Government Departments' Management of Historic Heritage* (2004) [consultation on revision of this Policy document is currently underway by the Ministry for Culture and Heritage and I have contributed to that process].

The primary approach to conservation best practice in New Zealand draws from a combination of education, experience, and consideration of the principles espoused in the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (2010) and, through that, the wider body of ICOMOS International conservation Charters. Consideration of the ICOMOS New Zealand Charter by the Independent Hearings Panel<sup>9</sup> hearing submissions on the Proposed Auckland Unitary Plan considered the ICOMOS NZ Charter was "... *not prepared for the purpose of administering the Resource Management Act*" and rather is a guide to practitioners and it is in that light that the ICOMOS NZ Charter has been applied here. With this in mind, and as a practitioner and expert Member of a number of ICOMOS Scientific Committees, I consider the ICOMOS New Zealand Charter (and with it those other ICOMOS Charters that may be relevant on a case-by-case basis) provides relevant guidance in the context of my post-graduate qualifications and experience while I recognise that, as a non-RMA document, it is not necessarily determinative in an RMA process.

## 6.2 background

Chapter 21 of the Wellington City Council ODP sets out the Heritage Rules which govern the various activities associated with the proposed works being a "*modification to any listed heritage building or object*" and define these as a restricted discretionary activity. As such, this report offers an independent and objective professional assessment of the proposed works against the relevant criteria at 21A.2.1 within the ODP. This Assessment of Environmental Effects on Heritage (**AEE-H**) relies, in part, on a suite of documents prepared under the umbrella of a *Contextual Overview of the Parliamentary Precinct* (Boffa Miskell Ltd, 30 November 2018) which includes four appended conservation plans commissioned by Parliamentary Services to guide the on-going conservation and management of significant contributing elements that comprise the Parliamentary Precinct, these being:

- The Executive Wing (the Beehive);
- Parliament House;
- The Parliamentary Library; and,
- Parliament Grounds.

The *Parliamentary Precinct Contextual Overview*<sup>10</sup> and the appended conservation plans was commissioned by the Group Manager – Precinct Services, Parliamentary Service and provides a "*comprehensive history of the development of Parliament's buildings, spaces, elements and setting, identifying their associated heritage values and significance and suggest a range of relevant policies and actions to inform their*

<sup>9</sup> IHP Report to AC [Auckland Council] Topic 031 Historic Heritage 2016-07-22, section 4.2, p 9

<sup>10</sup> Boffa Miskell Ltd, *Parliamentary Precinct Contextual Overview*, 30 November 2018

*effective ongoing conservation.*<sup>11</sup> The overview aims to “*provide a complementary context*”<sup>12</sup> for the significant contributing elements that comprise the PP as listed above. The overview also contains background information common to each of the appended conservation plans. It is not however apparent if the *Overview* or its various appended conservation plans was peer reviewed.

Also referenced in this AEE-H is the Drakeford Williams Limited *Landscape Management Plan Parliament Grounds – 10 year Landscape Management Plan 2011-2021*, 29 November 2011.

Reference is also made to:

- the various individual WCC heritage inventory listing reports for:
  - *The Executive Wing of Parliament (‘the Beehive’)*;
  - *Parliament House*;
  - *Parliamentary Library*;
  - *Seddon Statue*;
  - *Balance Statue*
  - *Wellington Cenotaph*
- the WCC *Parliamentary Precinct Heritage Area* included in the ODP;
- Central Area Urban Design Guide, particularly Appendix 3, Number 1 – *Parliamentary Precinct Heritage Area*;
- Central Area Viewshafts, 1, 2, 3, 4a included in the ODP at Central Area Appendix 11;

Reference is also made to:

- the various individual HNZPT heritage listings for:
  - *Executive Wing (‘the Beehive’) (Category 1, list number 9629)*;
  - *Parliament House (Category 1, list number 223)*;
  - *Parliamentary Library (Category 1, list number 217)*;
  - *Seddon Statue (Category 1, list number 230)*;
  - *Balance Statue (Category 1, list number 211)*;
  - *Cenotaph (Category 1, list number 215)*;
- the *Government Centre Historic Area (list number 7035)*.

This AEE-H report includes an overview of the site and context of the place and includes a summary of the identified historic heritage values for those listed buildings and that area directly engaged by the proposed works.

### **6.3 summary of historic heritage values**

Historic heritage values across the PP are recognised in a range of documents. In this AEE-H preference is given to the description of historic heritage values recognised in the various WCC listing reports as the ODP gives effect to the Council’s obligations under the RMA and in that the assessment matters aligned with the various activities. However, for completeness, regard is also given to the New Zealand Heritage List entry information provided by HNZPT in accordance with the parallel legislative framework under which they operate (noting that HNZPT are not, with the exception of the modification of archaeological sites, a consenting authority). Consideration is also given to the assessment of heritage values provided in the respective conservation plans that address the Precinct.

<sup>11</sup> Boffa Miskell Ltd, *Parliamentary Precinct Contextual Overview*, 30 November 2018, p1

<sup>12</sup> Ibid.

### 6.3.1 parliamentary precinct heritage area

**The WCC ODP** recognises that the area is nationally significant. It is one of the most important historic precincts in the country, featuring perhaps the best-known group of buildings in the country. The area exemplifies the political and social history and development of New Zealand. All of the existing PP buildings have great significance for their historical role in the governing of New Zealand and are of high heritage value. Although the group of buildings is heterogeneous in period and style, the high quality of design and materials used, their relationship in the landscape and open nature of the wider setting and their common governmental history establishes a strong sense of architectural and historic cohesiveness to the precinct.

**HNZPT** describe a wider *Government Centre Historic Area* which recognises the Parliament Grounds as a nationally significant public space of political protest and celebration. The landscaped lawns in front of PH have been a fundamental place for the public to interact with the political system and demonstrate the principles that are important to our society. It is a culturally and socially important place for Maori. The grounds are an integral element – the marae atea – of the functioning of the PP as a marae of the people of New Zealand.

**The *Parliamentary Precinct contextual overview***<sup>13</sup> within the suite of conservation plans prepared for the precinct notes that the buildings and grounds are part of a wider urban setting – one that makes an invaluable contribution to the physical and sensory richness of the area. This includes: the sense of spaciousness associated with the extensive landscaping, plantings, and green area around the major PH; the relationship to surrounding places instrumental to our political, social and cultural development as a nation; and prominent views towards Wellington Harbour and Te Ahumairangi Hill (formerly known as Tinakori Hill).

### 6.3.2 parliament grounds (including the historic oak tree)

**The WCC recognises** that the precinct illustrates both the early landform, and the subsequent development of, the northern end of Wellington City. One of the special features of the precinct is the extent of open space around the buildings. The high proportion of open space to built area and the relatively low scale of the buildings imparts a special character to the precinct, reinforced by the great quantity of mature trees and plantings. The principal open space is that to the front of the Parliamentary complex. Planting, principally that of native trees, enhances the quality of the open space, with a series of substantial seams and buffers that masks nearby buildings from view, provides shade and conveys a sense of permanence and history to the area. At the rear of the buildings – the “*lesser elevation*” – are reconstructed boundary walls, fences and gates to Museum Street and a picket fence along Hill Street.

**HNZPT describes** the grounds area an integral element – the marae atea – of the functioning of the PP as a marae of the people of New Zealand.

**The *Parliamentary Grounds conservation plan*** recognises the Parliament Grounds as an historic and cultural landscape of outstanding national significance. It was closely associated with New Zealand's early Governors and Governors-General as the pleasure ground for Wellington's first vice-regal residence and, from 1865 was inextricably linked with the history and practice of central government politics. It

<sup>13</sup> Boffa Miskell, *Parliamentary Precinct Contextual Overview*, 30 November 2018 should be read in conjunction with the four associated appended conservation plans

represents one of New Zealand's primary sites associated with the founding of British colonial settlement and has a history of grounds cultivation that dates from 1841, and a history of event-marking through planting that dates from the 1860s.

It has been the stage for many nationally and some internationally significant constitutional events and commemorative and memorial occasions and has also been the backdrop to many pivotal moments in New Zealand's history. It is the country's principal arena for political protest and has been the destination for numerous protest marches and the scene of New Zealand's largest protest gatherings.

It contains a record of the evolution of civic landscape design from the early-twentieth century and demonstrates the emergence and growth of New Zealand's national identity through an evolving planting philosophy and resultant aesthetic. It has high landscape significance for its strong sense of place. It clearly conveys the prestige and importance of the political institution of Parliament and continues to illustrate some of the Edwardian Baroque features designed by John Campbell and Claude Paton to complement and reference the architecture of PH.

The *Conservation Plan* acknowledges the “*exceptional*” value of the historic Oak tree and recognises its inclusion as a notable tree (ref no. 102). The *Conservation Plan* notes that while the “*western Precinct has been subject to considerable change*” and has “*moderate sensitivity to change*”, the area around the Oak tree requires “*special consideration*”<sup>14</sup>. The *Conservation Plan* recognises that “*the front garden of the gardener's cottage was home to an oak tree that is believed to have been planted in the 1860s. It is possible that it was grown from an acorn sent from the Cape of Good Hope by Governor Grey, although it may also have been the progeny of the oaks that had been planted by Colonel Wakefield in 1841. The tree, now enclosed in a protective fence has occupied this location for over 150 years*”.<sup>15</sup>

### 6.3.3 parliament house [PH]

**The WCC ODP** recognises that this building has significant architectural value due to its design, both externally and internally, for the execution in high quality and durable materials, and for the skills of the architect and tradesmen employed. It is a prominent Edwardian Baroque building that is the physical focus of the parliament grounds. The building plan, elevations and detailing reflect a high level of skill. The design is regarded as John Campbell's finest. This building is a part of a rare group of buildings that make up the PP. Alongside the modern Beehive and the Gothic General Assembly Library, this building provides an interesting counterpoint and helps to tell a story of architectural continuity on one site. This building has historical value through its association with the New Zealand Government. It has been the focus of a number of major celebrations, ceremonies, and protests and was re-opened by Queen Elizabeth the Second.

**HNZPT** describe PH as the symbolic heart of government in New Zealand, the centre of the political life of the country, and the focus of political celebration and protest. The catalyst for construction of the building was, however, entirely apolitical. Even in its incomplete form the building is a monumental example of Edwardian Baroque architecture, emphatically British and Imperial. A distinctly New Zealand inflection is discernible in the building nevertheless; the east and west elevations were faced with New Zealand stone (Coromandel Granite and Kairuru marble) and mainly South Island rimu was used for interior joinery. However, only in the Maori Affairs Committee Room,

<sup>14</sup> Beaumont, L. and Martin, Dr J.E. *Parliamentary Grounds Conservation Plan*, 30 November 2018, p64

<sup>15</sup> Martin, Dr J.E., *Status of old oak tree in Museum Street*, May 2017

modelled on a whare runanga, was there any overt architectural expression of Maori engagement in the processes of political decision-making.

Left incomplete, though carefully conserved, PH is the most monumental Baroque building in New Zealand, and one of the earliest and most successful of a group of Baroque legislative buildings constructed in various parts of the former British Empire, including Alberta, New Delhi and Canberra. Its architecture asserts the strength of New Zealand's allegiance to the Crown in the early twentieth century more emphatically than any other governmental building in the country, while the monumentality and scale of the building hints at a growing political confidence in the development of New Zealand as a nation in its own right.

The fabric of PH documents significant aspects of the evolution of our political history: the rise in status from Colony to Dominion; the growth, in more recent times, of a commitment to biculturalism; the nation's contribution to war efforts, the move to a unicameral system of government (the building includes a chamber for the former Legislative Council, abolished in 1951) and to MMP (requiring an increase in seating in the House of Representatives).

**The Parliament House conservation plan** recognises that PH is of high national significance for its associated physical, historic, and cultural heritage values. PH has been the symbolic and physical heart of democracy in New Zealand for over 100 years. It is where nationally and internationally significant legislation has been enacted which affects the lives of all New Zealanders. Since its completion, the building has housed one of the oldest continuously functioning parliaments and accommodated two fundamental changes in the country's political system.

People associated with the building who have made major contributions to New Zealand's government include Queen Elizabeth II, Prime Ministers between 1925 and 1979, Speakers of the House, and over 800 MPs.

Particular spaces have national significance and include the Legislative Council Chamber, Matangireia, and the House of Representatives (the latter dedicated as a war memorial). Open access to the building enables all New Zealanders to make representations to the government through petitions, protests, and commemorative gatherings. Although incomplete, the building is the most substantial work of Government Architect, John Campbell, whose design has an appropriate grandeur and dignity for its function. His command of the Imperial Baroque style is evident in both the exterior and interior design, while the details and materials specified achieved the highest quality. His use of the style was a statement of belief in the intimate connection between New Zealand, England, and the Empire.

PH, the Beehive, and the Parliamentary Library form a unique grouping of buildings that have historical and physical landmark significance, a factor that is reinforced by their individual and collective recognition by WCC and HNZPT in their respective heritage lists. Each building reflects a major architectural period in New Zealand: 19th century Gothic (the Parliamentary Library); early 20th century Classical (PH); and, late 20th century Modern Movement (the Beehive), with the collective value of the group being a key focus.

#### **6.3.4 the executive wing (the beehive)**

**The WCC ODP** recognises that the 'Beehive' is the Executive Wing (**EW**) of Parliament and is notable as a bold example of Brutalist architecture. The building has a quality of finishes, artworks, materials, and workmanship that give it a high architectural and aesthetic value. The building has high historical value through its association with the



New Zealand Government. As the EW it has held many formal receptions in honour of varied guests. The Beehive has townscape value for the part that it plays in defining the Bowen and Molesworth Street Parliament area. It is a self-contained, recognisable building that has become a landmark and synonymous with Wellington as the capital city, and with central government in New Zealand.

**HNZPT** describe the Beehive as being of outstanding heritage significance for its central role in the governance of New Zealand. As the base for the Prime Minister and Cabinet, business carried out in the building directly shapes the social history and development of the nation. Its association with important people in New Zealand history includes all of the ruling governments since its opening in 1977, dignitaries received at state receptions in its social areas, and those involved in its design and construction, particularly the New Zealand Government Architect and Sir Basil Spence.

The aesthetic, architectural and technical importance of the building's modernist design is both special and outstanding; its unique structure has made it one of the most recognisable buildings in the country and an extraordinary physical landmark. The Beehive has outstanding currency as an iconic symbol, and its distinctive form is frequently employed to represent in shorthand the complex collection of buildings, people, policies and legislation that comprise our central government; it also contributes to the identity of Wellington City. The Beehive's construction is of outstanding historical significance as one of the premier public construction projects of recent times, continuing the development of the nationally significant PP. The interior spaces are laid out hierarchically, with the departments of the Prime Minister and Cabinet on the top two floors, ministerial office suites in the conical tower of discs below, and the social and reception areas in the three storeys of the circular 'drum' below them.

**The Executive Wing (the Beehive) conservation plan** recognises that the Beehive is of high national significance for its associated physical and cultural heritage values and of international significance for its architectural values. It is a nationally iconic building, and one that is symbolic of the role of the executive wing of the New Zealand government. It is the most highly recognised building in the country, represents the most important post-war architectural project in New Zealand, and is a powerful physical landmark in Wellington; the nation's capital.

The building has been intimately connected with Prime Ministers, ministers, and their governments since the Holyoake era in the early 1960's. It has hosted significant state occasions, political, public, and official events and contains spaces where key political decisions are made that affect the lives of all New Zealanders. The Beehive is the only building in New Zealand designed by eminent international UK architect, Sir Basil Spence. It demonstrates his formalist approach to architectural design, which has resulted in the creation of a successful and harmonious relationship between the Beehive and Parliament House. The interior architectural design was executed by senior MoW architects who consistently and sympathetically interpreted Spence's initial planning and design concepts. The interior design was the first in which industrial designers, artists, craftspeople, architects and designers collaborated with an intention to create a unity of design that comprised spaces, linings, furniture, fittings, crockery glassware, and works of art that reflected the "*soul of New Zealand*".

#### **6.4 activity status**

This AEE-H aligns with the activity status recognised at Chapter 21 of the ODP associated with the various projects. It considers the proposed works, the individually listed heritage assets to which this work is targeted, and the heritage area within which

those buildings and that work lies. Chapter 21 recognises works to individually listed Buildings and Objects governed by Rules at 21A, to Areas at 21B, and to Trees at 21C.

Below is my understanding of the main heritage-related District Plan rules that are applicable to the proposal mindful of the reference and guidance at 21B *HERITAGE RULES: AREAS* of the ODP<sup>16</sup> where it states:

*Any listed building, object or tree within a heritage area will be assessed under the requirements of Rule 21A (Buildings and Objects) or 21C (Trees) and the rules in this chapter (21B Heritage Areas) will not apply to them notwithstanding their location within a Heritage Area. For the avoidance of doubt, any assessment of an application for such a building, object or tree will take into consideration the Heritage Area and its values.*

Accordingly, I have assessed the proposal using the ODP Heritage Rules that I consider are most applicable as per the table below. A full identification of all the applicable ODP Rules is contained in the AEE lodged with the application.

Assessment by sub-project:

**Parliament House [PH]**

Activity	Rule	Activity Status
Modification to any listed heritage building	21A.2.1	Discretionary (Restricted)

**Museum Street Building [MUS]**

Construction of any new building on a site which a listed heritage building or object is located, and a new building within a heritage area	21A.2.2 and 21B.2.1	Discretionary (Restricted)
Earthworks that do not meet Permitted Activity conditions	21B.2.3	Discretionary (Restricted)

**Ballantrae Building [BAL]**

Construction of any new building on a site which a listed heritage building or object is located, and a new building within a heritage area	21A.2.2	Discretionary (Restricted)
Earthworks that do not meet Permitted Activity conditions	21B.2.3	Discretionary (Restricted)

**Landscaping etc [LAN]**

Demolition or relocation of any building <b>or structure</b> [including walls, steps, paving and lampposts etc] within a heritage area, other than an identified non-heritage building or structure	21B.2.2	Discretionary (Restricted)
Earthworks that do not meet Permitted Activity conditions	21B.2.3	Discretionary (Restricted)

**Tree [OAK]**

The destruction, removal, partial removal, or trimming of any listed tree, that does not meet Permitted Activity conditions	21C.2.1	Discretionary (unrestricted)
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I understand that while, for the most part, the activity status is Discretionary Restricted, on a “bundled basis” the activity status is Discretionary Unrestricted. Accordingly, while

<sup>16</sup> WCC Operative District Plan, Chapter 21, p7 of 60

the assessment of effects that follows uses the assessment criteria contained under the above heritage rules, a wider unrestricted assessment of the heritage effects of the proposal is appropriate and is reflected in the conclusion of this report.

## 6.5 conservation practice

Consideration of any conservation issues relating to this place are made in accordance with the principles of the *ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value* (2<sup>nd</sup> edition, 2010).

## 6.6 consultation

Consultative meetings have been held with the WCC and with HNZPT. While acknowledging earlier consultative engagement with HNZPT prior to my engagement, consultation undertaken since my engagement includes that held on the 15<sup>th</sup> of July 2021 and with the WCC (including its heritage consultant) on the same day. Consultation with HNZPT has recognised the importance HNZPT place on the relevance of the various conservation plans prepared for this place; acknowledging that *“the conservation plans anticipate other buildings”*.<sup>17</sup> Further, HNZPT advice indicated that any assessment of effects on heritage values should include *“discussion about effects and mitigation where this is contrary to the conservation plans”*.<sup>18</sup>

I am aware that there is a proposal to enter the PP (the HNZPT *Government Centre Historic Area* or similar) on the list of National Historic Landmarks maintained by HNZPT. Dr Jacobs (HNZPT, Director, Central Region) has noted that the proposal process is at the *“very beginning stages”*<sup>19</sup> and included support from the Speaker of the House of Representatives in 2014 to do so. Given that this is a proposal only and that there has been no decision made, I have not placed weight on the proposal in my assessment. In any event, the proposed inclusion of the PP on the National Historic Landmarks List would not shift the consultative process nor the assessment process which is statutorily connected to the RMA through provisions of the ODP by way of the Rules provided at Chapter 21.

Correspondence from HNZPT<sup>20</sup> indicated their belief in the relevance of the HNZPT Guidelines and that they are current<sup>21</sup> and necessary in terms of the RMA considerations associated with this application through the WCC. The HNZPT interest in the exploration of alternatives is noted, but the WCC objectives, policies, and assessment criteria which give effect to the RMA (and notably s6(f)) don't have the same level of interest in that matter and are more minded in the consideration of the appropriateness of the proposed application scheme. That being said, consultation is relevant and acknowledges the statutory stake holding of HNZPT in the PP (and its various individual elements).

## 6.7 constraints

This assessment has been based on information available at the time. This assessment is based on the 'Resource Consent' drawings and the 'Design Statement' by Studio Pacific Architecture (**SPA**) that are lodged with the application for resource consent.

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<sup>17</sup> pers comm HNZPT (Alison Dangerfield) consultation 15 July 2021

<sup>18</sup> Ibid.

<sup>19</sup> pers comm HNZPT (Dr Jamie Jacobs) consultation 15 July 2021

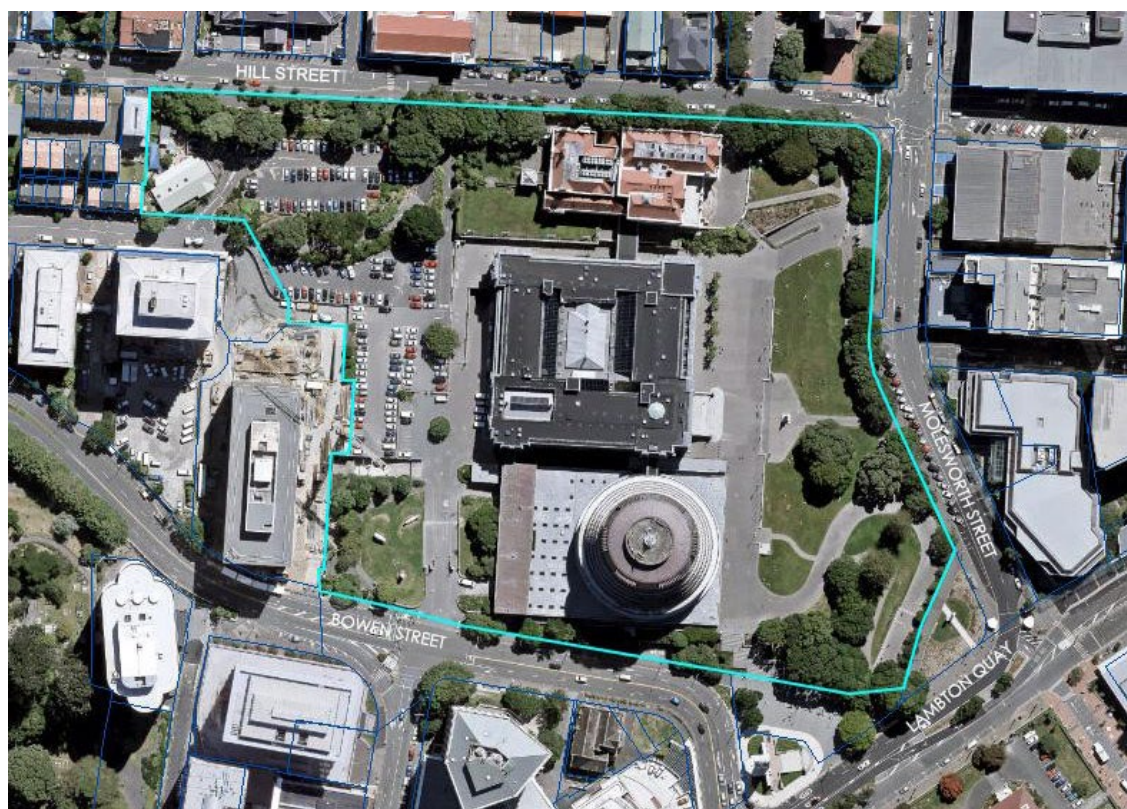
<sup>20</sup> Email from Alison Dangerfield (NZHPT Area Manager), 01 July 2021 09:06

<sup>21</sup> HNZPT's published guidance for the management of historic heritage and processes of change called *The Sustainable Management of Historic Heritage* 2007

## 7. site and context



**Fig. 2** Aerial view of the wider Wellington context with the subject site arrowed.  
(Google Earth, 2021)



**Fig. 3** Parliamentary Precinct and immediate environs [Wellington Maps/One Map].  
Boffa Miskell Ltd *Parliamentary Precinct Contextual Overview* 30 November 2018

The Boffa Miskell Ltd 2018 *Parliamentary Precinct: Contextual Overview* prepared for the Parliamentary Service records:

*The Precinct is situated to the north west of Wellington's central area and is bounded by Hill Street to the north, Molesworth Street to the east, and Bowen and Lambton Quay to the south – it also includes the former and new Museum Streets to the rear of the Executive Wing (Beehive) and Parliament House, along with the sculpture park on the site formerly occupied by Broadcasting House. To the west the Precinct is bounded by the adjoining site occupied by the Bowen State Building and the western edge of the Ballantrae Place carpark.*

*The key characteristics of the Precinct's immediate context are the distinctive, relatively low scale nature of its major buildings – Parliament House, the Executive Wing and the Parliamentary Library - and the spaciousness resulting from its extensive landscaping and associated planting. The adjacent streets create a distinct, physical border and act to separate the formality and scale of the major buildings from their larger and generally more dominant neighbours.*

*From the perspective of the wider city context, the land to the east and south of the Precinct extends from the adjoining Former Government Buildings towards the harbour, the Supreme Court and the larger, contemporary buildings such as Bowen House, while to the north and north-east the Precinct is dominated by such prominent buildings as the Vogel Building, the National Library, the High Court/Court of Appeal and St Paul's Cathedral. To the west is the Charles Fergusson Building, Cathedral of the Sacred Heart, Bolton Street Cemetery, the historic residential suburb of Thorndon and Te Ahumairangi Hill (formerly known as Tinakori Hill), the latter providing a prominent backdrop to the city and the Precinct.*

*The Parliamentary Precinct: Contextual Overview focuses on the precinct as a whole and identifies, from an urban design perspective, influential factors relevant to ensuring that the long-term integrity of the individual and collective heritage values associated with the Precinct and its constituent elements is maintained. Four key factors have been identified - presence, accessibility, security and views and visual permeability*

*The Precinct, along with its associated complex of nationally important buildings, is a prominent, symbol of Wellington's capital city status and its historical role as the 'seat of government'. This is further reinforced by the strong visual presence it assumes within the context of the central city.*

*The sense that Parliament and the land that it occupies should be relatively easily accessible is something that is highly valued by citizens and visitors alike.*

*The WCC ODP also identifies a number of protected viewshafts throughout the city. Of particular relevance to the Precinct are Viewshafts 1, 3 and 4A which seek to maintain views to Parliament House and the Executive Wing from key vantage points in the central city. Also of relevance is Viewshaft 2 which seeks to maintain views from the grounds of Parliament out to Wellington Harbour and Oriental Bay. It is anticipated that any future development within these viewshafts will continue to respect and maintain the associated views, with any large-scale change (e.g. new buildings, major additions or external alterations to existing buildings) requiring a resource consent to be sought and obtained.*

## 8. heritage impact assessment

In accordance with the ODP Chapter 21 Heritage Rules, the proposed works represent various development activities to *buildings and objects, areas, and trees*. This proposed work generally represents a Discretionary (Restricted) activity. However, the proposed relocation of the listed Oak tree represents a Discretionary (Unrestricted) activity (*the destruction, removal, partial removal, or trimming of any listed tree, that does not meet Permitted Activity conditions*). This AEE-H primarily considers the proposed works against the ODP assessment rules at 21A, 21B, and 21C.

This AEE-H relies on the bundle of interrelated Conservation Plans referenced under the *Contextual Overview* prepared for the place (Boffa Miskell, I Bowman, J.E. Martin, and Louise Beaumont) which serve to guide the appropriate conservation of this place and ensure the recognition of its particular and distinctive cultural heritage values. The Conservation Plans provide:

- information on history of the place;
- a description of the place, including architectural and landscape values;
- an assessment of the heritage values and degree of significance attributable;
- conservation considerations; and,
- policies and prioritized action to guide future management and conservation in a way that respects and retains assessed heritage value.

### 8.1 Museum Street Building [MUS]

It is understood that the applicable Heritage Rules are as follows:

Modification of a listed heritage building (alteration to Parliament House for the bridge connection)	21A.2.1	Discretionary (Restricted)
Construction of any new building on a site which a listed heritage building or object is located	21A.2.2	Discretionary (Restricted)
Earthworks that do not meet Permitted Activity conditions	21B.2.3	Discretionary (Restricted)


#### 8.1.1 assessment under 21A – MUS

Wellington City Council has limited its discretion under 21A.2.1 to *“historic heritage”* and *“height, coverage, bulk and massing of buildings (to the extent that these affect historic heritage)”* and under 21A.2.2 to *“effects on historic heritage”* and *“height, coverage, design, external appearance and siting and the bulk and massing of buildings (to the extent that these affect historic heritage)”*.

In respect of the above restricted matters, the table below provides a combined assessment of both the new building (MUS) and the modification of Parliament House for the bridge connection. It also provides an assessment of the proposed new building using assessment criteria 21A.2.2.3, 21A.2.2.4 and 21A2.2.5.

	Archifact comment
<i>Effects on historic heritage</i>	The scale, form, mass, height, and proportions of the proposed MUS Building draw directly from those qualities evident in the

	Archifact comment
	<p>adjacent historic heritage buildings of the Beehive and PH. While materiality (including that of the structural system) draws appropriately from its own time, lending to an appropriate distinctiveness in the design, the proposed building does not mimic those existing authentic original historic heritage details found elsewhere on the PP.</p> <p>ODP Rules (as set out in greater detail at Section 5.4 above) consider the appropriateness of the proposal aligned with the various activities in an RMA sense. However, for completeness, this assessment also considers the List entry information recorded by HNZPT in accordance with the parallel legislative framework under which they operate (noting that HNZPT are not, with the exception of the modification of archaeological sites, a consenting authority).</p> <p>Consideration is also given to the assessment of historic heritage values provided in the respective conservation plans that address the Precinct. The design aligns with the desire for “compatibility” espoused in the HNZPT Information Sheet through its reference to the architectural language of both the Beehive and PH without imitating, replicating, or mimicking their respective historical styles or details. The proposed building acknowledges the distinctive wider surroundings and its specific setting, including the wider city context and areas beyond the PP. The MUS is a building designed in the round, acknowledging through an associated open landform treatment, that wider context. The compositional placement between both PH to the east and the Bowen State Building to the west places the MUS in balance with these existing built elements. The separation from PH maintains clarity and legibility to the west elevation of PH and its interpretation.</p> <p>The location of the proposed bridge connection from the MUS to PH has been carefully considered and alternatives have been tested. While acknowledging that there will be adverse effects arising from the alterations to PH required to accommodate the bridge connection, the location proposed capitalises on the formal architectural language of PH affording an appropriate opportunity within its architectural language and detailing. To create the bridge link, the removal of the central window and modification of the existing facade detailing associated with that window element will be required. This detail enables the lightest possible intervention with the fabric of PH. The alteration will be mindful of the potential reversibility of the detail and original fabric that will be removed from PH to accommodate the bridge connection to the MUS Building will be salvaged and carefully stored on site. As PH is (and the proposed MUS Building will be) base isolated, the bridge connection needs to be designed to accommodate these differential movements and this is achieved through the bridge structure being treated as its own building founded on four columns while a seismic joint within the bridge connection completes the seismic separation.</p>

	Archifact comment
	 <p>The SPA <i>Design Statement Figure 33</i> showing the 3-part window where the link bridge will enter PH. The red line indicates where the stone will be cut away. The black line shows where the bridge link will contact the PH façade.</p> <p>The proposed MUS Building is an appropriate addition within the historic heritage area.</p>
<p><i>Height, coverage, design, external appearance and siting and the bulk and massing of buildings (to the extent that these affect historic heritage).</i></p>	<p>The scale, form, mass, height, and proportions of the proposed MUS Building draw directly from those evident in the adjacent historic heritage buildings of the Beehive and PH. The heritage area height control standard at 13.6.3.1.5 of the Central Area provisions of the District Plan provide for an “upper threshold” of 27m and includes the statement that “<i>any building that is built in accordance with the thresholds will be of a scale that is appropriate for the heritage area in which it is located</i>”. The long axis of the proposed building reflects directly the overall plan width (north / south) of the adjacent PH. While the proposed height is taller than that of PH, the proposed elevation provides a reference to the “datum” of PH through articulation in the cladding detail of the elevations in the MUS by way of a horizontal line at that level. This datum reference sits within the overall narrative of the elevational treatment of the MUS. This treatment is further articulated at the junction of the bridge link to PH, representing the front opening of the “cloak” that wraps the new building.</p>



	Archifact comment
	<p>The WCC guidelines and the suite of conservation plans prepared for the PP and its principal assets (buildings and landscape) recognise that new development should be focussed on the “rear” or west side of PH and the PP. The proposed location of the MUS Building optimises the relationship between the MUS Building, PH, and the Bowen State building. Carefully located and proportionally referenced, the proposed MUS Building is an appropriate addition within the historic heritage area.</p> <p>I am aware that the Council urban designer and Ian Bowman have expressed concerns that the shading of the west façade of PH by the MUS Building (mainly in summer) will decrease the extent to which PH will be visually appreciated and thus detract from its heritage value. I do not consider this transient effect adversely effects the heritage values of PH or its primacy within the PP. Rather, I believe the enhancement of the Museum Street axis, framed in the first instance by PH, is reinforced by the MUS Building. Collectively the relationship between the two buildings emphasises the values of PH and enhances the perception of what has traditionally been considered a “rear” elevation to a higher value. This emphasis is also a response to the wider western precinct approach to the integration of the PP and the adjoining Bowen Campus.</p>
<p><b>Assessment Criteria</b>  <b>21A.2.2.3</b>  <i>The extent to which the proposal detracts from the values for which the building or object was listed.</i></p>	<p>Two factors arising from the construction of the proposed MUS Building have potential to directly and adversely affect the values for which PH was listed, these being:</p> <ul style="list-style-type: none"> <li>• the effects arising from the proposed bridge link connection; and,</li> <li>• the proximity of the proposed MUS Building to the western elevation of PH.</li> </ul> <p>The <b>WCC ODP</b> recognises that PH has significant architectural value due to its design, both externally and internally, for the execution in high quality and durable materials, and for the skills of the architect and tradesmen employed. It is a prominent Edwardian Baroque building that is the physical focus of the parliament grounds. The building plan, elevations and detailing reflect a high level of skill. The design is regarded as John Campbell’s finest. HNZPT recognise that while left incomplete though carefully conserved, PH is the most monumental Baroque building in New Zealand.</p> <p>The proposed bridge connection directly affects one of the principal windows on the west elevation of PH, and it will affect the view of the west elevation to a degree, but those effects should be measured against the benefit derived from the greater programme enhancing the Parliamentary purpose and use of the heritage precinct. The effects of the bridge connection are ultimately reversible.</p>
<p><b>Assessment Criteria</b>  <b>21A2.2.4</b></p>	<p>The Appendix 4 <i>Parliament Grounds</i> Conservation Plan (p64) recognises that “<i>the Western Precinct has been subject to</i></p>

	Archifact comment
<p><i>The relationship of the surroundings of the site to the listed heritage building or object.</i></p>	<p><i>considerable change. [...] It contains some heritage fabric and generally has moderate sensitivity to change although the area around the Museum Street oak requires special consideration.”</i></p> <p>The <i>Significance Assessment</i> in the <i>Parliament Grounds Conservation Plan</i> (p73) describes the Western precinct as having “<i>some</i>” significance, although this qualifier is not defined.</p> <p>At 5.2 of the Appendix 4 <i>Parliament Grounds Conservation Plan</i> (p79-82) <i>Threats</i> are considered and at 5.2.1 consideration of the “<i>loss of heritage value, significance and authenticity</i>” is addressed through the following matters:</p> <p>5.2.1(f) addresses consideration of:  <i>“The development of large-scale, high-rise buildings adjoining, or in the vicinity of, Parliament Grounds that fail to provide a respectful framework for the parliamentary precinct and which could negatively compromise views and the landscape character, experience and environmental conditions of the grounds”</i></p> <p>and at 5.2.1 (j):  <i>“the introduction of additional buildings or structures, extensions to buildings, the upgrading of landscape fabric within the precinct, and modification to the ground’s boundaries”.</i></p> <p>These considerations are further qualified by “<i>general</i>” conservation policies including that at 6.1.1.3 which states:  <i>“Make the retention and protection of Parliament Grounds’ strong sense of place and heritage values the primary goal in any and all considerations around grounds modification, or new use proposals.”</i></p> <p>“<i>Planning, management, and use</i>” policies at 6.1.20 and 6.1.1.21 respectively target:  <i>“Proposed new uses that are incompatible with the heritage values of the grounds or the wider parliamentary precinct should not be supported”</i></p> <p>and  <i>“any appropriate new uses should be located in spaces which have low - moderate heritage value and relatively low sensitivity to change, and should be limited to the extent of that space’s size and vulnerability”.</i></p> <p>The suite of conservation plans prepared for the Precinct and its principal assets recognise that new development should be focussed on the “rear” or west side of PH and the PP. In addition, the new building height standards of the District Plan provide for a 27m building height “west of Museum St”. Appropriately located and proportionally referenced, the proposed MUS Building is an appropriate addition within the historic heritage area.</p>
<p><b>Assessment Criteria</b>  <b>21A2.2.5</b>  <i>Whether the site has or is likely to have significant</i></p>	<p>Museum Street and the western side of the PP has long been associated with a variety of occupations that predate the arrival</p>

	Archifact comment
<i>archaeological values, and whether the effects on those values by the proposal can be adequately avoided, remedied or mitigated.</i>	<p>of Parliament to the area in 1865. The site of the former Government House stables is recorded as an archaeological site on the New Zealand Archaeological Association site recording scheme (R27/422).</p> <p>Provision in any consent for the proposed MUS Building of an accidental Discovery Protocol would provide mitigation for any adverse effects arising from new construction. The project will require an Authority from HNZPT and will, in hand with on-going consultation with NZHPT, be supported by engagement of an archaeologist to oversee excavation.</p>

### 8.1.2 assessment under 21B – Earthworks for MUS

Wellington City Council has limited its discretion under 21B.2.3 to the “*effects on historic heritage*” of the proposed earthworks.

Below is a table that assesses the effects on historic heritage of the proposed earthworks for MUS using the relevant assessment criteria.

21B.2.3 Assessment Criteria	Archifact comment
<p><b>21B.2.3.2</b> <i>Whether the earthworks will result in the loss of heritage values for which the area was listed.</i></p>	<p>The heritage values of the area include its archaeological values. The site of the former Government House stables is recorded as an archaeological site on the New Zealand Archaeological Association site recording scheme (R27/422). The area has been associated with a history of development, including demolition, and the potential for the accidental discovery of archaeological material is likely to be high. Such a discovery does not necessarily result in the loss of heritage values overall however.</p> <p>The <i>Parliamentary Precinct Contextual Overview conservation plan</i> (p1) recognises the “<i>physical and sensory richness of the area</i>”. It describes the “<i>spaciousness</i>” of the area and the “<i>relationship to surrounding places</i>”, including prominent views. The conservation plan (p4) recognises the “<i>distinctive, relatively low scale nature</i>” of the major buildings in the PP while “<i>the adjacent streets create a distinct, physical border and act to separate the formality and scale of the major buildings from their larger and generally more dominant neighbours</i>”.</p> <p>Excavation facilitating a basement level enables connection to existing subterranean facility servicing PH and ensures the proposed MUS Building is no higher than is necessary. The WCC note that although the group of Parliamentary buildings is heterogeneous in period and style, the high quality of design and materials used, their relationship in the landscape and open nature of the wider setting, and their common governmental history establishes a strong sense of architectural and historic cohesiveness to the precinct. The proposed excavation does not change that sense of openness or cohesiveness across the site. The proposed scope and</p>

21B.2.3 Assessment Criteria	Archifact comment
	extent of earthworks will not result in the loss of heritage values for which the area was listed.
<p><b>21B.2.3.3</b>  <i>The extent to which earthworks will enhance the use or appreciation of a listed heritage area.</i></p>	<p>The establishment of a new building on Museum Street to accommodate all members of the Parliament not otherwise accommodated within the Beehive or PH or within the PP and which can provide a direct and secure access for those accommodated in that building to PH will enhance the use of the PP for Parliamentary purposes.</p> <p>The proposed earthworks associated with the MUS Building enable realisation of the core project brief that seeks to provide accommodation for Members of Parliament on the PP and close to PH.</p>
<p><b>21B.2.3.4</b>  <i>The extent to which earthworks are necessary to provide for the protection or conservation of buildings, structures or features constituting a heritage area.</i></p>	<p>Earthworks associated with the establishment of the proposed MUS Building, while not necessary to provide for the protection or conservation of buildings, structures, or features constituting a heritage area in themselves, enable works that enhance the wider heritage area.</p>
<p><b>21B.2.3.5</b>  <i>Whether the site has or is likely to have significant archaeological values, and where the effects on those values by the proposal can be adequately avoided, remedied or mitigated.</i></p>	<p>Museum Street and the western side of the PP has long been associated with a variety of occupations that predate the arrival of Parliament to the area in 1865. The site of the former Government House stables is recorded as an archaeological site on the New Zealand Archaeological Association site recording scheme (R27/422).</p> <p>The project will require an Archaeological Authority from HNZPT which will ensure that earthworks are appropriately managed from an archaeological perspective. It will in hand with on-going consultation with NZHPT, be supported by engagement of an archaeologist to oversee excavation. A condition of resource consent could require that a copy of the Archaeological Authority be sent to the Council prior to earthworks commencing.</p>

## 8.2 Ballantrae Building [BAL]

The assessment of effects on historic heritage values in this section of this report considers the proposed BAL building.

Construction of any new building on a site which a listed heritage building or object is located	21A.2.2	Discretionary (Restricted)
Earthworks that do not meet Permitted Activity conditions	21B.2.3	Discretionary (Restricted)

### 8.2.1 assessment under 21A

Wellington City Council has limited its discretion under 21A.2.2 to “*effects on historic heritage*” and “*height, coverage, design, external appearance and siting and the bulk and massing of buildings (to the extent that these affect historic heritage)*”.

In respect of the above restricted matters, the table below provides an assessment of BAL, including using assessment criteria 21A.2.2.3, 21A.2.2.4 and 21A.2.2.5.

	Archifact comment
<p><b>21A.2.2.1</b> <i>Effects on historic heritage.</i></p>	<p>The <i>Landscape Management Plan (2011)</i> describes the Ballantrae Precinct as having a distinctive “<i>low profile within the parliamentary ground</i>” (p22). The <i>Landscape Management Plan</i> (p22) acknowledges that the site is “<b><i>not</i></b> [emphasis added] <i>considered an important element of the overall ‘parliamentary landscape’.</i>” The Appendix 4 <i>Parliament Grounds Conservation Plan</i> (p64) similarly describes the Ballantrae Precinct as having a “low” degree of significance and contains “<i>little heritage fabric and has a low sensitivity to change</i>”. Importantly the <i>Landscape Management Plan</i> (p22) recognises that “<i>it is likely that this area will be developed some time in the future</i>”. That time is now.</p> <p>Effects on historic heritage values arising from the proposed BAL lie on a spectrum between less than minor and enhancing. As an area of recognised lesser importance in the overall parliamentary landscape, effects are associated with the more detached relationship between the BAL and the existing heritage buildings (most notably the Generally Assembly Library and PH). That being said, the detached nature of the BAL from the high-status heritage buildings within the PP is a positive attribute.</p> <p>Compositionally, within the Ballantrae Precinct and the wider PP overall, the location of the proposed BAL has been informed by the geometries of the surrounding orthogonal “grid” set up by the existing Parliamentary buildings, the Bowen State Building, and the proposed MUS building. This is reflected in the SPA <i>Design Statement</i><sup>22</sup> where several aspects of the immediate context are acknowledged in the proposed BAL design. That</p>

<sup>22</sup> Studio Pacific Architecture *Design Statement for the Future Accommodation Strategy, Issue F, FINAL Revision 2 14 February 2022, section 5.3.1*

	Archifact comment
	<p>composition also establishes important scales of space between these buildings and enhances the general approach to the considered and appropriate evolution of what has traditionally been considered the rear of the PP into a consciously designed and activated sub-precinct of value.</p> <p>The proposed BAL building has been designed as a “<i>recessive and discrete</i>”<sup>23</sup> building form; its scale and materiality responding to those qualities. The compositional location of the BAL building addresses both the Parliamentary buildings, the proposed MUS building, and the integration of the active spaces between them and to the east and north of the Bowen State Building.</p>
<p><b>21A.2.2.2</b>  <i>Height, coverage, design, external appearance and siting and the bulk and massing of buildings (to the extent that these affect historic heritage).</i></p>	<p>The proposed BAL building will occupy (and displace) an existing at-grade car parking area in the northwest corner of the PP. Importantly the site is bounded on its northern boundary by an escarpment rising up to the upper carpark area on Hill Street against which the proposed (in part) three storey structure is viewed from the south. From the north, views of eth BAL reveal a building that is, in part, approximately 4m above the upper carpark level. This is illustrated in the SPA drawing P A5-07 (below).</p> <p>The SPA <i>Site Plan</i> shows the location of the proposed BAL building and shows that its orientation aligns with the general orthogonal “grid” set up by the existing Parliamentary buildings and the Bowen State Building and the proposed MUS building and that the BAL building is set against a context of soft landscaping.</p> <p>The proposed BAL building frames the northern end of the western Parliamentary precinct (including the MUS and general relationship with the adjoining Bowen campus). Its relationship with the generally orthogonal parliamentary grid and position relative to the northern end of the MUS maintains and enhances the historically weaker relationship of the western precinct.</p> <p>The overall compositional arrangement of built and landscaped elements (including relationship with the Bowen Campus and more particularly the integration of the West Courtyard and the Bowen Terrace) responds positively to the spaces between these built elements and reinforces (in conjunction with the landscape design) the space containing the historic oak tree and its significance while enhancing the natural pedestrian desire lines through this part of the PP.</p> <p>The BAL maintains fundamental architectural principles of base, middle, and top providing a discipline within which the material treatment of these elements reflect a similar degree of craft to that found in the proposed adjacent MUS building and wider built heritage context found within the PP.</p>

<sup>23</sup> Studio Pacific Architecture *Design Statement for the Future Accommodation Strategy, Issue F, FINAL Revision 2 14 February 2022, Section 5.3.1*

	Archifact comment
<b>Assessment Criteria 21A2.2.3</b> <i>The extent to which the proposal detracts from the values for which the building or object was listed</i>	This does not appear to be applicable to BAL.
<b>Assessment Criteria 21A2.2.4</b> <i>The relationship of the surroundings of the site to the listed heritage building or object.</i>	The BAL's design, form, and material are reflective of the secure function and separation from the principle Parliamentary activities associated with those other buildings on the PP. It does not compete with the surrounding built heritage or designed heritage landscape values, but has been designed to sit discretely within, and as part of, the overall composition of built and designed landscape elements and spaces associated with the wider Ballantrae sub-precinct and the wider PP overall. As such it sits low and is simply articulated to reflect its particular role.
<b>Assessment Criteria 21A2.2.5</b> <i>Whether the site has or is likely to have significant archaeological values, and whether the effects on those values by the proposal can be adequately avoided, remedied or mitigated.</i>	<p>Museum Street and the western side of the PP has long been associated with a variety of occupations that predate the arrival of Parliament to the area in 1865. The site of the former Government House stables is recorded as an archaeological site on the New Zealand Archaeological Association site recording scheme (R27/422).</p> <p>Notwithstanding a history of site modification, provision in any consent for the proposed BAL building to include an accidental discovery protocol would provide mitigation for any adverse effects arising from new construction. The project will, of course, require an Authority to undertake an activity that will or may modify or destroy a recorded archaeological site<sup>24</sup> from the HNZPT and will, in hand with on-going consultation with the NZHPT, be supported by engagement of an archaeologist to oversee excavation.</p>

## 8.2.2 Assessment under 21B – Earthworks for BAL

Wellington City Council has limited its discretion in considering an application for a discretionary (restricted) activity (earthworks that do not meet Permitted Activity conditions) to “effects on historic heritage” the assessment criteria at 21B.2.3:

Assessment Criteria	Archifact comment
<b>21B2.3.2</b> <i>Whether the earthworks will result in the loss of heritage values for which the area was listed</i>	<p>Earthworks to enable the construction of the proposed BAL building largely involve excavation of the bank to the west of the building, including tree removal. Upon building completion, the disturbed bank will be replanted as indicated on the application landscape drawings. This will ensure an acceptable visual appearance and blend BAL into its context. Assessment of effects on</p>

<sup>24</sup> Heritage New Zealand Pouhere Taonga Act, Part 3, Section 44

Assessment Criteria	Archifact comment
	archaeological values arising from the proposed earthworks are outside the specific historic heritage lens of this impact assessment.
<p><b>21B2.3.3</b>  <i>The extent to which earthworks will enhance the use or appreciation of a listed heritage area.</i></p>	<p>The increasingly onerous requirement to provide specific levels of security across the PP have generated a requirement for a detached and secure inwards and outwards distribution centre for Parliament. The earthworks associated with the establishment of the proposed BAL building has been designed to involve the least extent of excavation necessary to provide for the facility and its considered placement within the precinct will enhance the use of this listed heritage area.</p>
<p><b>21B2.3.4</b>  <i>The extent to which earthworks are necessary to provide for the protection or conservation of buildings, structures or features constituting a heritage area.</i></p>	<p>Earthworks associated with the establishment of the proposed BAL building, while not necessary to provide for the protection or conservation of buildings, structures or features constituting a heritage area in themselves, enable works that should enhance the wider heritage area. The BAL approaches the necessity addressed in this criterion to a level that is considered appropriate in the historic heritage context.</p>
<p><b>21B.2.3.5</b>  <i>Whether the site has or is likely to have significant archaeological values, and whether the effects on those values by the proposal can be adequately avoided, remedied or mitigated.</i></p>	<p>Museum Street and the western side of the Parliamentary Precinct has long been associated with a variety of occupations that predate the arrival of Parliament to the area in 1865. The site of the former Government House stables is recorded as an archaeological site on the New Zealand Archaeological Association <i>ArchSite</i> site recording scheme (R27/422).</p> <p>Notwithstanding a history of site modification, provision in any consent for the proposed BAL building to include an accidental discovery protocol would provide mitigation for any adverse effects arising from new construction. The project will, of course, require an Authority to undertake an activity that will or may modify or destroy a recorded archaeological site<sup>25</sup> from the HNZPT and will, in hand with on-going consultation with the NZHPT, be supported by engagement of an archaeologist to oversee excavation.</p>

<sup>25</sup> Heritage New Zealand Pouhere Taonga Act, Part 3, Section 44



### 8.3 Landscaping etc

Demolition or relocation of any building <b>or structure</b> [including walls, steps, paving and lampposts etc] within a heritage area, other than an identified non-heritage building or structure	21B.2.2	Discretionary (Restricted)
Earthworks that do not meet Permitted Activity conditions	21B.2.3	Discretionary (Restricted)

#### 8.3.1 Assessment under 21B.2.2

The proposed landscaping and paving (and associated earthworks) are assessed in the table below using the assessment criteria under 21B.2.2.

Assessment Criteria	Archifact comment
<p><b>21B2.2.3</b>  <i>Whether there is any change in circumstances that has resulted in a reduction of the area's heritage significance since the area was identified in the Plan.</i></p>	<p>There is no change in circumstances that has resulted in a reduction of the area's heritage significance since the area was identified in the Plan.</p>
<p><b>21B2.2.4</b>  <i>The extent to which buildings, structures or other features comprising a heritage area have been damaged by fire or other human generated disaster or any natural disaster.</i></p>	<p>With the exception of the earthquake-prone status recognised in the former Press Gallery element of the Executive Wing the balance of the buildings, structures, or other features comprising this heritage area are currently secure and intact.</p>
<p><b>21B.2.2.5</b>  <i>Whether relocation is necessary to save a building, structure or other feature comprising a heritage area from ground subsidence, landslip, flooding or other natural disaster.</i></p>	<p>Policy 6.1.1.16 of the Appendix 4 <i>Parliamentary Grounds</i> conservation plan states that “<i>all ornamental and hard landscape fabric and significant landscape elements identified in this plan as having heritage value are to be retained in situ, and maintained and repaired, where necessary</i>”. Policy 6.1.2.10 qualifies that Policy by targeting “<i>preservation, repair, maintenance, and minor adaptation</i>” to material identified as having “exceptional” heritage value.</p> <p>The ‘<i>degree of significance</i>’ for “<i>gates</i>” and “<i>light standards</i>” is described at section 4.3 of the <i>Parliamentary Grounds</i> conservation plan which attributes “<i>exceptional</i>” significance to these elements, however it does not appear to fix them to a particular location, but to “<i>original design intentions and Edwardian Baroque vision for Parliament house and its wider setting</i>”.</p> <p>Relocation of a number of existing historic gates and lamp standards is proposed as a means of enhancing the continuity of these elements consistently across the PP. New locations are designed to provide legible definition to the PP on Bowen Street and on the western boundary and its</p>

Assessment Criteria	Archifact comment
	relationship with the adjacent Bowen Campus. Relocation of the George V gates, currently set deep within the Bowen Street entry, will see them closer to Bowen Street, forming a part of the overall security programme and bringing them closer to the public realm. Relocation of lamp standards will be associated with the construction of new walls matching those walls found elsewhere on the PP (notably the Molesworth and Bowen Street boundaries). A new section of wall is also proposed within the space between the Bowen State Building and the proposed MUS Building to protect the proposed site for the relocation of the historic listed Oak tree.
<p><b>21B.2.2.6</b>  <i>Whether it can be demonstrated irrefutably that no sustainable continued use of buildings within a heritage area is possible.</i></p>	<p>The resolution proposed for the western precinct of the Parliamentary Grounds is premised by a programme for a future accommodation strategy that itself is guided by increasing requirements for the security of Parliament while maintaining the distinctive public permeability, openness, and accessibility that is a well-regarded attribute of the site and institution.</p> <p>The proposed relocation of a number of landscape elements aligns with the <i>Landscape Management Plan 2011</i> (p10) Objective 6.2.5 which seeks to “ensure that all development and maintenance work in the Eastern and Western Precincts is undertaken in a manner appropriate for the function and commensurate with the quality of the buildings and the high-profile status of the site”. The proposed relocation of existing landscape elements also aligns with Policy 6.3.1 of the <i>Landscape Management Plan 2011</i> (p10).</p> <p>The sustainable continued use of these hard landscape elements can be managed through their appropriate relocation.</p>
<p><b>21B.2.2.7</b>  <i>Whether it can be demonstrated that a building proposed for demolition or relocation has no intrinsic heritage value and does not contribute to the significance of the heritage area.</i></p>	<p>The hard landscape elements proposed for relocation, including the George V gates and the lamp standards, contribute to the significance of the place and address the significance recognised at section 4.3 of the Appendix 4 <i>Parliamentary Grounds</i> conservation plan and the “original design intentions and Edwardian Baroque vision for <i>Parliament House and its wider setting</i>”. These elements are not currently in their original location and their relocation will enhance the significance of the heritage area.</p>
<p><b>21B.2.2.8</b>  <i>Where the demolition or relocation of a building that contributes to the significance of the heritage area is proposed to enhance the development potential of land, whether this should override the heritage value of retaining the building in its existing location.</i></p>	<p>The hard landscape elements proposed for relocation, including the George V gates and the lamp standards, contribute to the significance of the place and address the significance recognised at section 4.3 of the Appendix 4 <i>Parliamentary Grounds</i> conservation plan and the “original design intentions and Edwardian Baroque vision for <i>Parliament house and its wider setting</i>”. These elements are not currently in their original location and their relocation will enhance the significance of the heritage area and this overrides the heritage value of retaining these elements in their existing location.</p>

Assessment Criteria	Archifact comment
<p><b>21B.2.2.9</b>  <i>The extent to which proposed replacement buildings are compatible with the original architectural style predominant in the heritage area and maintain the continuity of front façade alignment of buildings in the vicinity.</i></p>	Replacement buildings are not proposed.
<p><b>21B.2.2.10</b>  <i>Whether the site has or is likely to have significant archaeological values, and whether the effects on those values by the proposal can be adequately avoided, remedied or mitigated.</i></p>	Museum Street and the western side of the PP has long been associated with a variety of occupations that predate the arrival of Parliament to the area in 1865. The site of the former Government House stables is recorded as an archaeological site on the New Zealand Archaeological Association site recording scheme (R27/422). Provision in any consent for the proposed MIN Building of an Accidental Discovery Protocol would provide mitigation for any adverse effects arising from new construction. The project will require and Authority from HNZPT and will, in hand with on-going consultation with NZHPT, be supported by engagement of an archaeologist to oversee excavation.

#### 8.4 Relocation of the Heritage Oak Tree

<p>The destruction, removal, partial removal, or trimming of any listed tree, that does not meet Permitted Activity conditions.</p> <p>Any activity within the dripline of a listed tree that is not a Permitted Activity is a Discretionary Activity (Unrestricted).</p>	21C.2.1	Discretionary (unrestricted)
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##### 8.4.1 Assessment

The table below provides an assessment of the proposed relocation of the heritage listed oak tree using the assessment criteria under 21C.2.1.

Assessment Criteria	Archifact comment
<p><b>21C2.1.1</b>  <b>In respect of any listed tree:</b></p> <ul style="list-style-type: none"> <li><i>the necessity for carrying out the works</i></li> </ul>	<p>The location and form of the proposed MUS building has been determined by a range of spatial and functional factors which requires placement over the area occupied by the heritage Oak tree. Without relocation of the Oak tree the feasibility of the proposed MUS building would be improbable in its proposed location.</p> <p>The <i>Parliament Grounds</i> conservation plan (p71) recognises the values of the Museum Street Oak as being “<i>exceptional</i>”</p>

Assessment Criteria	Archifact comment
	and that the Oak tree has a “ <i>primary role in understanding the distinct heritage significance of the place</i> ”. The conservation plan (p64) acknowledges that the “ <i>western precinct has been subject to considerable change</i> ” and recognises that “ <i>the area around the Museum Street oak requires special consideration.</i> ” The proposed relocation site for the heritage Oak tree is immediately west of its current location. Compositionally, this site frames both the Ballantrae Place entrance to the MUS building and the new West Courtyard space.
<ul style="list-style-type: none"> <li>• <i>whether the tree has a potentially fatal disease or has been damaged beyond recovery</i></li> </ul>	See arborist report submitted with the application for resource consent.
<ul style="list-style-type: none"> <li>• <i>the need for compliance with any statutory or legal obligation under other legislation</i></li> </ul>	The presence of the oak tree in this location from the mid-1860s implies that any proposed relocation will likely require an Archaeological Authority from HNZPT.
<ul style="list-style-type: none"> <li>• <i>whether the tree can be, or needs to be, relocated</i></li> </ul>	See arborist report.
<ul style="list-style-type: none"> <li>• <i>whether the proposal can be altered to achieve greater protection or preservation of the tree while still meeting the objectives of the applicant</i></li> </ul>	Alternatives to the proposed relocation of the Oak tree have been explored, but they are not acceptable to the Applicant – see Applicant’s statement in the application for resource consent.
<b>21C.2.1.2</b>	
<b>In respect of any activity carried out within the dripline of any listed tree:</b>	
<ul style="list-style-type: none"> <li>• <i>whether the proposed activity within the dripline is likely to damage the tree or endanger its health</i></li> </ul>	See arborist report.
<ul style="list-style-type: none"> <li>• <i>the necessity for carrying out the works</i></li> </ul>	Assessed under 21C2.1.1.
<ul style="list-style-type: none"> <li>• <i>the means for excavation of any piles, footings, driveways etc, and the impact of the work upon the existing and future health of the tree.</i></li> </ul>	Not considered applicable.

The assessment of the heritage effects of the proposed relocation of the tree is not restricted to the above matters. Additional factors that are considered to support relocation include the existing poor setting of the tree amidst an existing expanse of hard surfacing and car parking, and limited visibility of the tree. Both factors compromise its heritage value. Relocation on the other hand will enable this part of the precinct to be better utilised for more important Parliamentary purposes which will benefit the heritage precinct as a whole. Views of the heritage Oak tree in its proposed relocated position within the PP demonstrate how the heritage Oak tree will feature at a nodal or fulcrum point in the transition across the PP.

## 9. conclusion

The primary objective for this project is to enhance the effectiveness, efficiency, and security of Parliament. Key to this objective is the provision of flexible, secure, and resilient office space on the precinct and close to the debating chamber in PH.

The cultural and historic heritage values of the Parliamentary Precinct are recognised as being of exceptional value. It is within that context and those values that effects arising from the proposal need to be considered. Values associated with the Parliamentary Precinct are recognised as expressing the evolutionary growth and change of the precinct over time and paralleling the growth of the nation and its political representation. Change, therefore, is a factor of that value and those recognised historic heritage assets are not a veto to the opportunity for appropriate use and development anticipated in the RMA's protection of historic heritage.

Vitruvius (80BC-15BC) originated the idea that all buildings should have three attributes: *firmitas*, *utilitas*, and *venustas* ("strength", "utility", and "beauty"). The proposed development within the Parliamentary Precinct individually and collectively approach these attributes. I consider the MUS modestly respects the high architectural values evident in the PH. The BAL, is appropriately located compositionally within the Parliamentary Precinct.

Collectively the proposed building and landscape elements provide a highly supportable resolution of the undervalued western precinct. Overall, I consider effects on historic heritage values arising from the proposed development are appropriate and supportable.

### Museum Street Building

1. The proposed location of the MUS on the heritage precinct is where a new building is anticipated and provided for by both the ODP and the precinct's conservation plan.
2. The ODP states that a building of 27m in height in this location "*will be of a scale that is appropriate for the heritage area in which it is located*"; I agree. MUS is only marginally higher than 27m and I consider the heritage effects of this small increase to be acceptable.
3. The proposed bridge connection between the MUS and PH ensures convenience, efficiency, and security for the operation of Parliament. It has been designed conceptually, and will be designed in detail in order to mitigate visual and physical effects to an acceptable extent. It is ultimately a reversible intervention; a test common in considering effects on historic heritage values.
4. The proposed MUS building in its proposed landscape and pedestrian setting will enhance this western part of the heritage precinct. This is an area that is currently dominated by surface car parking and vehicle driveways which detract from the amenity of the precinct and the values of the recognised heritage built elements with it and contribute to the perception of the western precinct as being regarded more as the "rear" of Parliament.
5. The proposal enhances the western precinct without undermining the primacy of the eastern precinct or the visual interpretation of the function and values associated with Parliament.

6. The relocation of the heritage oak tree is necessary to enable the proposed MUS building. Relocation offers the opportunity to improve its setting and positive contribution to the precinct of the heritage oak tree.
7. I am satisfied that any adverse shading effects will not unacceptably or inappropriately compromise how Parliament House is used or how it can be viewed.

#### **Ballantrae Place Building**

8. This location on the heritage precinct is where a new building is anticipated and provided for by both the ODP and the precinct's conservation plan.
9. The proposed low building height, the engagement with the existing topography and the upper carpark terrace to the north, the compositional location next to the much taller buildings on the adjoining Bowen State Campus, and the landscaped spaces between them means that effects on the heritage precinct are acceptable.

Adam Wild fnzia

**Archifact – Architecture & Conservation Ltd**

## appendix 1

s92 memorandum

# memorandum s92 response

**for:** parliamentary services  
**attn:** Peter Coop Consulting (Peter Coop)  
**from:** archifact – architecture & conservation ltd (archifact)

**re:** parliamentary precinct

## 1. introduction

Following the lodgement of the application for resource consent for the proposal, the Wellington City Council (**WCC**) issued a Request for Further Information under Section 92 (**s92 request**) of the Resource Management Act (**RMA**).

The request includes a total of 22 questions of which two (question 16 and 17) are concerned with matters raised by Council's heritage expert concerning effects on historic heritage and, as such, fall within my expertise. Of some note, question 15 in the s92 request (being one of a number of questions raised by Council's urban design expert) addresses matters aligned with item 17 concerning "*the raise in ground level between Parliament House and the new courtyard between there and the Museum Street building, and this leaves a narrow 'slot' between the outdoor space and the basement of the existing building*<sup>26</sup>" raised by Council's heritage expert.

In a similar vein, questions 9 and 10 from the Council's urban design expert seeks further views be prepared in order to consider effects arising from the new building(s) on the Beehive drum and views of the precinct and new buildings from Hill Street. Question 16 (from the Council's heritage expert) endorses the request for these additional views, but focusses the consideration of effects on matters of shading of the area between the proposed Museum Street Building (**MUS**) and Parliament House (**PH**).

This response to the s92 request focusses on question 17.

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<sup>26</sup> s92 question 15



## 2. questions related to historic heritage

- 2.1 16. *The Council's heritage advisor endorses the urban design requests above for further illustrative views and also the request for information and illustrations of the effects of shading on the area between the proposed new building and the west elevation of Parliament House. The following additional illustrative views are also requested to further understand the impacts of the proposal on historic heritage values:*
1. *A view from Molesworth Street towards Parliament House (approximately from the Court of Appeal).*
  2. *A closer view of the space between the proposed Museum Street Building and Parliament House from the south, including the two buildings.*
  3. *A view from the Commonwealth Walkway directly west of the Executive Wing (behind the Sculpture Park).*
  4. *A closer view(s) of the west elevation of Parliament House where the raised ground level will screen views to and from the basement of the latter. More detailed plans for this change might also be useful.*

### Archifact response

I rely on the urban design response to the drawings prepared by SPA in response to this matter.

- 2.2 *Neither of the applicant's heritage experts have assessed the effects of the rise in the ground level obscuring Parliament House's basement on the west elevation, opposite the proposed Museum Street Building. This will be a significant change and should be addressed*

### Archifact response

As a matter of completeness, I recognise that this question was also raised by Council's urban design expert at question 15 of the s92 request and the following response considers both questions collectively.

The proposed change to finished ground level relates most directly to an increase in extent of the finished ground level of the proposed ground level plaza between PH and the proposed MUS. This is a change to the finished ground level condition to the advantage of pedestrian-prioritised movement across the plaza between the new ground level datum established by the MUS and towards PH. However, the condition at the face of the western elevation of PH (and for a distance of 3.4m to the west of that elevation, see Figure 2) remains unchanged.



Figure 1 the existing ground condition immediately west of PH showing the at grade car parking against PH, the existing “slot” and the variation in ground level expressed by the ramp

The proposed levels approximate to the variation of levels evident in the upper level of the ramp in the image above (Figure 1) and is also reflected by the red line in the cross-section shown in Figure 2 (below). The “slot”, as it has been described by Council’s urban design expert at question 15, is however maintained against PH, albeit narrowed to a width of 3.4m from the existing 10.8m. The role of the “slot” is limited to facilitating pedestrian egress from PH without the clash with vehicular access to the basement level of PH as is currently the case.

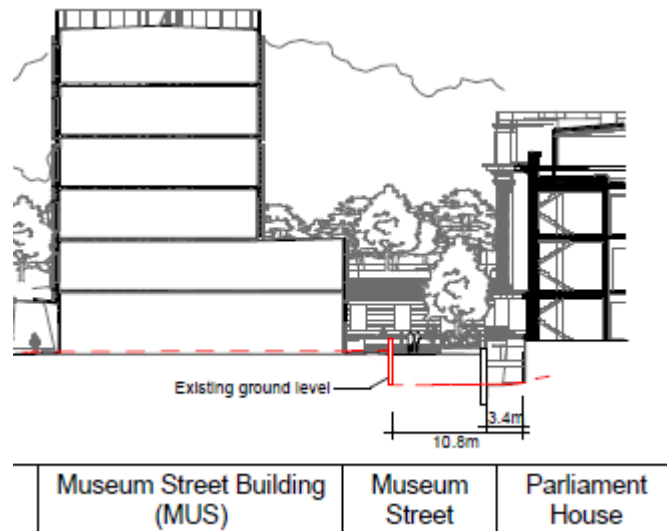


Figure 2 the red line in this illustration describes the current ground line and the associated setback of the “slot” off the west elevation of PH.

The reduced width of the “slot” (evident by the red line in Figure 2 above which describes the existing ground condition) results in the positive reduction of space for at-grade parking against the western flank of PH as is common currently found currently.

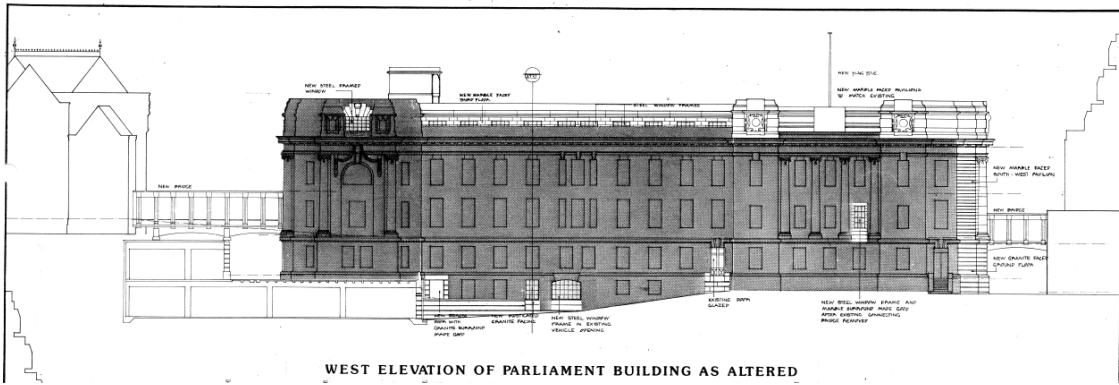


Figure 3 extract from Warren & Mahoney Architects Ltd drawing A 6.3 dated 23 March 1992 showing the west elevation of PH as altered

**Resource Consent - Supplementary Information**  
 Museum Street Section proposed at existing ramp

studiopacificarchitecture

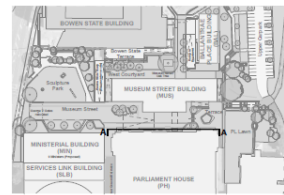


Figure 4 Studio Pacific Architecture section showing the same profile and extent of elevation exposed to that established in the 1990s and shown in Figure 3

The extent of the west elevation of PH revealed as altered following the works undertaken in the 1990s remains generally consistent, albeit the width of the ramp or “slot” narrowed. While longer-distance views of the base of the western elevation might be perceived to be “lost” as the Council’s heritage expert suggests (see Figures 7 and 8), the reality is in fact that these views are not lost and the extent of the western elevation of PH remains consistent to its 1990s iteration as described in the image at Figures 3 and 4.

**Resource Consent - Supplementary Information**  
 Museum Street Section proposed ground level

studiopacificarchitecture

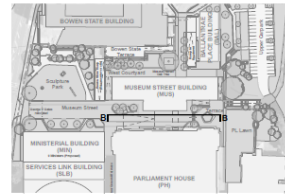


Figure 5 Studio Pacific Architecture section showing the proposed plaza ground level west of the “slot”. The proposed railings are shown.

The nature of the proposed railings at the top of the proposed western side of the “slot” as a barrier to falling is intended to ensure visual lightness and transparency through the railing line and towards the elevation of PH beyond when viewed directly in line, while the detail tends to “solidify” and reinforce the edge when more tangentially viewed as is described in Figure 6 below. The nature of the balustrade detail when viewed moving through the area is dynamic, it does not however add to the perception of views of the basement level of PH becoming obscured and does not represent a change resulting in adverse effects to the essential Imperial Baroque stylistic characteristics of PH which are acknowledged in the *Appendix 2 Parliament House Conservation Plan*, 30 November 2018 prepared by Ian Bowman..



1 PH Decorative Balustrade - front perspective (southern extent)

Figure 6 extract from Studio Pacific Architecture drawing L85-35 D

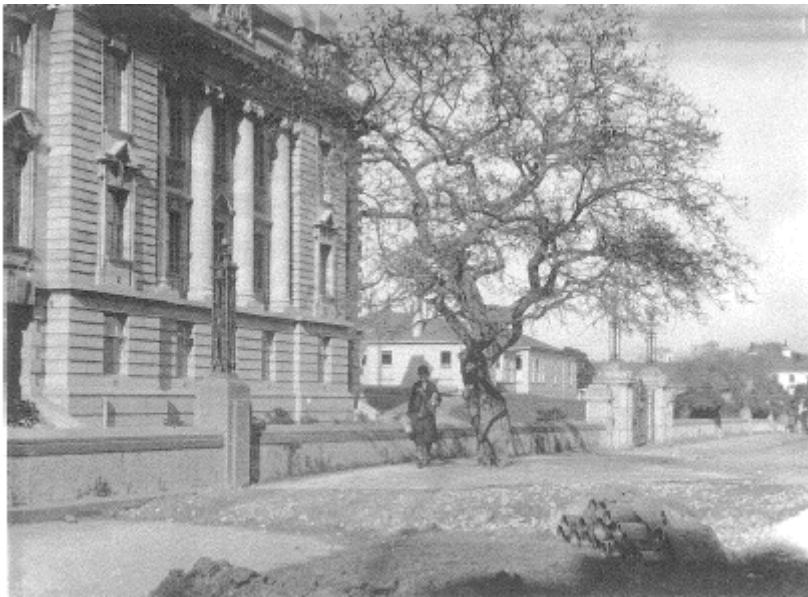


Figure 7 the historic Oak tree and Museum Street c. 1920



Figure 8 the "back" of Parliament and Oak tree after 1987

Adam Wild fnzia  
Archifact – architecture & conservation ltd