

Annexure 1

Heritage Advisor Assessment

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Heritage Advisor Assessment on Resource Consent Application

7 February 2023

Service Request No: 514663

Site Address: 1 Molesworth Street, Thorndon, Wellington

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1. Introduction

The government of New Zealand, on behalf of His Majesty the King, wishes to build two new buildings at the rear of Parliament House to be accompanied by the removal of ground level parking, the relocation of a heritage oak tree and the demolition of existing ground level paving and infrastructure to allow for the landscaping of open spaces between buildings. The planned work is part of a Future Accommodation Strategy, intended to, among other things, consolidate Parliamentary accommodation within the boundaries of the Parliamentary precinct. There are other outcomes sought by the applicant and these are outlined in the applicant's AEE.

Parliament House, the Parliamentary Library and the Executive Wing (Beehive) are all listed on the Operative District Plan (and Proposed District Plan), as are the Seddon and Ballance Statues. Together, with the landscaping, street furniture, vegetation and open space around the buildings, they form the Parliamentary Precinct Heritage Area, one of the most important heritage areas in New Zealand. The summary of significance of the area states:

The heritage area is unique as the centre for government in New Zealand, and as such has outstanding cultural heritage value. The area, through its site and buildings and longstanding governmental history, exemplifies the political and social history and development of New Zealand. Historically, Parliament Buildings and the Parliamentary Library have an obvious but very significant heritage integrity. They have served the same purpose since they were constructed; rare indeed. ... The area has authenticity and integrity because of the retention of significant fabric from the time of the construction of each individual building, statue, monument or object, and for the conservation of the 1920s landscape, including the trees and open spaces.¹

The aforementioned buildings and statues are also listed Category I by Heritage New Zealand Pouhere Taonga. The Parliamentary precinct forms part of the Government Centre Historic Area.

¹ See <https://wellingtoncityheritage.org.nz/areas/14-parliament-grounds?q=> [retrieved 11 January 2022]

The aspects of the scheme relevant to heritage are, in summary, as follows:

- A new Parliamentary building – Museum Street Building – is proposed to be constructed at the rear of Parliament House. At just over 27 metres (five storeys high) and rectangular in plan, the building will be slightly higher than the recommended height limit for the site under the Operative District Plan. It is proposed to connect this building to Parliament House by a link bridge at first floor level on the west elevation via an existing window. This is intended to give relatively direct access to the Debating Chamber.
- The second new building, part submerged, three storeys at its highest and also rectangular in plan, will be constructed adjacent to Ballantrae Place and behind the Museum Street Building to manage the movement of deliveries - incoming and outgoing – for the Precinct.
- There will be earthworks, approximately 24,000m³ of excavated material and accompanying this will be the installation of services, other infrastructure and building foundations.
- Along with the buildings, the removal of exterior, ground level car parking will also allow for the construction of new landscaping – a plaza, plantings and pedestrian paths.
- An historic oak tree, dating back to the 1860s, located at the rear of Parliament House will need to be relocated to make way for the proposed MUS building.²
- The George V gates will be moved towards Bowen Street, mainly for security reasons, with old walls retained and matching new walls constructed.

2. Further Information Required

None required.

3. Legislative Requirements

Resource Management Act 1991:

Section 6 of the Resource Management Act 1991 (the Act) requires the Council to recognise and provide for matters of national importance, including:

- *6(e) The relationship of Māori and their culture and their traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.*
- *6(f) the protection of historic heritage from inappropriate subdivision, use, and development.*

² Note that, although I have assessed the effects of the tree's relocation, I am not an expert on heritage trees and I have only covered matters that I feel qualified to comment on.

Operative District Plan:

The following heritage provisions in the Operative District Plan apply:

Rules

21A.2.1 Any modification to any listed heritage building or object which is not a Permitted Activity, or the demolition or relocation of any listed heritage building or object, except:

- *modifications required to erect signage (which require consent under rule 21D)*

is a Discretionary Activity (Restricted) in respect of:

21A.2.1.1 Historic heritage

21A.2.1.2 Height, coverage, bulk and massing of buildings (to the extent that these affect historic heritage).

21A.2.2 On a site on which a listed heritage building or object is located:

- *The construction of any new building*

is a Discretionary Activity (Restricted) in respect of:

21A.2.2.1 Effects on historic heritage

21A.2.2.2 Height, coverage, design, external appearance and siting and the bulk and massing of buildings (to the extent that these affect historic heritage).

21B.2.1 The construction of any new building or any modification to any existing building on a site within a heritage area that is not provided for as a permitted activity in 21B.1, is a Discretionary Activity (Restricted) in respect of:

21B.2.1.1 Effects on historic heritage

21B.2.1.2 Design, height, siting and coverage and the bulk and massing of buildings (to the extent that these affect historic heritage).

21B.2.3 Earthworks which are not a Permitted Activity are a Discretionary Activity (Restricted) in respect of:

21B.2.3.1 Effects on historic heritage.

21C.2 Discretionary Activities (Unrestricted)

21C.2.1 The:

- *destruction, removal or partial removal of any listed tree that is not a Permitted Activity*
 - *the trimming of any listed tree that is not a Permitted Activity*
 - *any activity within the dripline of a listed tree that is not a Permitted Activity*
- is a Discretionary Activity (Unrestricted). Objectives and Policies:*

Policies

20.2.1 *To recognise and protect the City's historic heritage and protect it from inappropriate subdivision use and development*

20.2.1.3 *Promote the conservation and sustainable use of listed buildings and objects while ensuring that any modification avoids, remedies or mitigates, effects on heritage values of the listed buildings or objects and where relevant:*

- *ensures that modifications to the main elevations are minimised, or if possible are unaltered;*
- *any modifications respect the scale of the building or object; and*
- *any modifications maintain the relationship of the building or object with its setting.*

20.2.1.4 *Protect the heritage values of listed buildings and objects by ensuring that the effects of subdivision and development on the same site as any listed building or object are avoided, remedied and mitigated.*

- 20.2.1.7 *Ensure additions and alterations to existing buildings, any new buildings or subdivision within a heritage area avoid, remedy or mitigate the adverse effects on the heritage values of the heritage area.*
- 20.2.1.8 *Maintain and enhance the heritage values, qualities and character of listed heritage areas.*
- 20.2.1.10 *Protect listed trees from destruction and loss, and control the effects of trimming and changes to ground levels or other activities within the dripline of trees, to only allow these activities when they maintain or enhance the heritage values recognised in the listing of trees in section 20.1.3.*
- 20.2.1.11 *Avoid, remedy or mitigate the adverse effects of development on the archaeological values of any site.*

Proposed District Plan:

The heritage provisions in the PDP have legal effect. The following heritage objectives and policies apply:

Objectives

HH-O1	Recognising historic heritage Historic heritage recognised for its contribution to an understanding and appreciation of the history, culture and sense of place of Wellington City, the Wellington region and New Zealand.
HH-O2	Protecting historic heritage Historic heritage is retained and protected from inappropriate use, subdivision and development.
HH-O3	Sustainable long-term use Built heritage is well-maintained, resilient and kept in sustainable long-term use.
TREE-O1	Purpose Notable trees are recognised for their contribution to the city’s amenity, history, ecology and sense of place and cultural value to mana whenua.
TREE-O2	Protecting notable trees Notable trees are protected from inappropriate modification, subdivision, development and destruction.
TREE-O3	Maintaining notable trees Notable trees are maintained to a safe and healthy standard.

Policies

<p>HH-P7</p>	<p>Additions, alterations and partial demolition of heritage buildings and structures</p> <p>Provide for additions and alterations to, and partial demolition of heritage buildings and heritage structures where it can be demonstrated that the work does not detract from the identified heritage values, having regard to:</p> <ol style="list-style-type: none"> 1. The extent to which the work: <ol style="list-style-type: none"> a. Supports the heritage building or heritage structure having a sustainable long-term use; b. Promotes, enhances, recovers or reveals heritage values; c. Retains the main determinants of the architectural style or design of the heritage building or heritage structure; d. Is compatible with the scale, form, proportion and materials of the heritage building or heritage structure; e. Respects the identified relationship of the heritage building or heritage structure with its setting; f. Enables any adverse effects on identified heritage values to be reversed; g. Minimizes the loss of fabric and craftsmanship; h. Is in accordance with any conservation plan that has been prepared by a suitably qualified heritage professional; i. Increases structural stability, accessibility and means of escape from fire; j. Fulfils the intent of the Heritage Design Guide; 2. The visibility of the work from street frontages; 3. Whether the works would lead to cumulative adverse effects on identified heritage values; 4. Whether there has been any change in circumstances since scheduling in the District Plan, including damage from natural disaster; 5. Any advice that has been obtained from a suitably qualified heritage professional including Heritage New Zealand Pouhere Taonga; and 6. The identified heritage values of the heritage area, where located within a heritage area.
<p>HH-P8</p>	<p>New buildings and structures, and modifications to existing non-scheduled buildings on the site of a heritage building or structure</p> <p>Provide for new buildings and structures, and modifications to existing non-scheduled buildings and structures on the same site as heritage buildings or heritage structures where it can be demonstrated that the work does not detract from the identified heritage values, having regard to:</p> <ol style="list-style-type: none"> 1. The extent to which the work: <ol style="list-style-type: none"> a. Is compatible with the scale, form, proportion and materials of the heritage building or heritage structure; b. Respects the identified relationship of the heritage building or heritage structure with its setting; and c. Fulfils the intent of the Heritage Design Guide.

Heritage Areas

HH-P13	<p>Additions and alterations to, and partial demolition of buildings and structures within heritage areas</p> <p>Provide for additions and alterations to, and partial demolition of buildings and structures within heritage areas where it can be demonstrated that the work does not detract from the identified heritage values of the heritage area, having regard to:</p> <ol style="list-style-type: none"> 1. The extent to which the work: <ol style="list-style-type: none"> a. Supports buildings and structures having a sustainable long term use; b. Promotes, enhances, recovers or reveals heritage values; c. Respects the valued neighbourhood patterns of the heritage area including any predominant architectural style or design; d. Is compatible with the scale, form, proportion and materials that have been identified as part of the heritage values of the heritage area; e. Responds to the relationships between buildings and structures within the heritage area; f. Enables any adverse effects on heritage values to be reversed; g. Minimizes the loss of heritage fabric and craftsmanship; h. Is in accordance with any conservation plan that has been prepared by a suitably qualified heritage professional; i. Increases structural stability, accessibility and means of escape from fire; and j. Fulfils the intent of the Heritage Design Guide; 2. The relative contribution of the building or structure to the identified values of the heritage area; 3. The visibility of the work from street frontages; 4. Whether the works would lead to cumulative adverse effects on the identified heritage values of the heritage area; 5. Whether there has been any change in circumstances since scheduling of the heritage area in the plan, including damage from natural disaster; and 6. Any advice that has been obtained from a suitably qualified heritage professional including Heritage New Zealand Pouhere Taonga.
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HH-P14	<p>New buildings and structures within heritage areas</p> <p>Provide for new buildings and structures within heritage areas where it can be demonstrated that the works will not detract from the identified heritage values of the heritage area, having regard to:</p> <ol style="list-style-type: none"> 1. The extent to which the work: <ol style="list-style-type: none"> a. Respects any valued neighbourhood patterns of the heritage area including any predominant architectural style or design; b. Is compatible with the scale, form, proportions, design and materials of the heritage area; c. Is sited to maintain a consistent pattern of front façade alignment; and d. Fulfils the intent of the Heritage Design Guide.
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TREE-P6	Repositioning and Relocation
	<p>Only allow the repositioning or relocation of notable trees where it can be demonstrated that:</p> <ol style="list-style-type: none"> 1. Repositioning or relocation is necessary to enable the efficient development and operation of infrastructure; and 2. Alternatives that would otherwise retain the notable tree in its current position have been explored but are not practicable; and 3. Methods proposed are consistent with best arboricultural practice.

Greater Wellington Regional Council - Regional Policy Statement:

The loss of heritage values as a result of inappropriate modification, use and destruction of historic heritage is considered to be a regionally significant issue, and an issue of significance to the Wellington region’s iwi authorities. Objective 15 of the GWRC regional policy statement requires that Historic heritage is identified and protected from inappropriate modification, use and development

4. Assessment

Operative District Plan:

Applicant

The applicant has sought separate advice in the form of AEEs from two heritage practitioners, conservation architects Ian Bowman and Adam Wild. The following is a synopsis of their conclusions. Their full analyses are included in the Operative District Plan assessment (below in tabular form).

Bowman

Parliament House

The magnitude of impact is assessed as being minor and the significance of impact of the proposed bridge and two new buildings is assessed as having a moderate/slight negative impact on heritage values ... before mitigation measures are taken into account. This equates to a minor impact.

Executive Wing and Parliamentary Library

Mr Bowman regards the impact of the changes on the other heritage buildings (Beehive [Executive Wing] and the Parliamentary Library as slight adverse.³

The grounds

Of the effects on the grounds, Mr Bowman states:

³ Taken from section 6.0 of Bowman I 2022, Heritage Impact Assessment, New buildings, Parliamentary Precinct, Wellington. The wording is not consistent for both buildings, but it is not clear if that is intentional or a typo. In both cases the effect is considered to be ‘minor’.

The magnitude of impact is assessed as being minor and the significance of impact of the proposed two new buildings and new landscape design is assessed as having a moderate/slight impact on heritage values on the grounds before mitigation measures are taken into account. This equates to a minor impact.

Wild

Museum Street Building

With regard to height, Mr Wild considers that the building will only be ‘marginally higher’ than 27m so the heritage effects of this small increase are acceptable.

He considers that the link bridge will ensure ‘convenience, efficiency, and security for the operation of Parliament’ and that it 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’.

He considers that the ‘proposed MUS building in its proposed landscape and pedestrian setting will enhance this western part of the heritage precinct ... without undermining the primacy of the eastern precinct or the visual interpretation of the function and values associated with Parliament.’

He notes that relocation of the heritage oak tree is necessary to enable the Museum Street Building to be constructed and that this will offer ‘the opportunity to improve its setting’.

Ballantrae Place Building

Mr Wild considers this building’s effects on the heritage area as acceptable, citing the proposed building’s low height, its engagement with the existing topography, its location next to taller buildings on Bowen State Campus and the use of landscaping between the buildings.

Wellington City Council

The use of the area to the rear of the three Parliamentary buildings for two new buildings and associated landscaping is supported. This purpose has been signalled in the operative district plan and the Parliamentary Precinct Heritage Area guidelines also anticipates new buildings in this general location.

Museum Street Building

The effects of this building on the Parliamentary Library and Executive Wing will be mostly visual and therefore slight. The effects on Parliament House on the other hand will be significant. Although the operative district plan has a height limit of 27 metres on this site and the proposed building only just exceeds it, its relative proximity to Parliament House means the effects will be consequential. The transition in height from the old building to the new will be substantial, while the rectangular, box-like form of the latter will be significantly higher than Parliament House, bringing with it the shading issues inevitable with such a disparity in size. It will be far larger than any building constructed in this general area before. Overall, a shorter building would be preferable.

Link bridge

The other significant effect of the Museum Street Building is the proposed link bridge, which is intended to be the main avenue for public movement between it and Parliament House.

This will require the removal of a window and some masonry and will introduce the form of the bridge into views along a façade – from either direction – that are currently unimpeded. Although secondary to the primary, east elevation, this is one of the country’s great Imperial Baroque façades and its interruption will be a significant loss. Ground level movement between the buildings would be vastly preferable, even if this was to require the loss or removal of heritage fabric on Parliament House’s ground floor.

Ballantrae Place Building

The location of this building on the western edge of the area and its relatively low-rise form mean it will have no more than a modest effect on the heritage area and its individual heritage buildings.

Earthworks

Earthworks will be required for all aspects of the project. It is possible, but not likely, that archaeology will be discovered during the excavation process. An archaeological authority has been consented by HNZPT. This is sufficient to manage the possibility of discovering sub-surface material.

Landscaping

The construction of new landscaping will require the demolition of existing infrastructure, along with considerable earthworks. The outcome will see the incorporation of the new and old buildings into integrated landscaping, including a new plaza, pedestrian walkways and plantings. This treatment is supported, although the obscuring of part of the basement of Parliament House (north end) is not an ideal outcome.

Heritage Oak Tree

The listed oak tree currently sits in a compromised location, surrounded by concrete walls and paving. It forms part of an unsatisfactory open space that offers no context for the tree and no obvious compatibility with any other plantings.

The tree has already been prepared for removal once before - in 1986-87. In the light of that and given the loss of any physical context from the period when the tree was planted and established, shifting the tree to make way for the Museum Street Building can be supported.

It is noted that the applicant’s arborist has concluded that the tree can be safely moved and this view is supported by the Council’s independent peer review.

5. Operative District Plan assessment

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<p><i>Rule: 21A.2.1 Any modification to any listed heritage building or object which is not a Permitted Activity, or the demolition or relocation of any listed heritage building or object, except:</i></p> <ul style="list-style-type: none"> <i>• modifications required to erect signage (which require consent under rule 21D) is a Discretionary Activity (Restricted) in respect of:</i> <p><i>21A.2.1.1 Historic heritage</i> <i>21A.2.1.2 Height, coverage, bulk and massing of buildings (to the extent that these affect historic heritage).</i></p>			
<p><i>21A.2.1.3 The extent to which the work significantly detracts from the values for</i></p>	<p><i>Architectural</i> The removal of the window will remove an original element from the west elevation and impact an important</p>		<p>The construction of the link bridge and the removal of the window and other elements will be notable changes. They will affect part of a</p>

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<p><i>which the building or object was listed.</i></p>	<p>historic space, the former Deputy Speaker’s lounge. The west elevation is assessed as having high heritage values, rather than Exceptional, which is the assessment of the east elevation.</p> <p>The construction of the covered walkway will enclose and obscure a significant tripartite window, pilasters and pediment element on the west elevation.</p> <p><i>Context or group</i> The group value of three interdependent buildings will be reduced with two additional buildings and a significant modification to the EW added to the precinct, one building being significantly taller than PH.</p> <p><i>Public esteem</i> Unknown</p> <p><i>Authenticity</i> There will be a minor loss of authenticity of materials and setting from the proposal.</p>		<p>distinguished, coherent and unbroken Imperial Baroque façade that is one of the great secondary elevations in New Zealand architecture. The attention lavished on this elevation is a sign that it was intended to be seen and appreciated.</p> <p>Of the two main effects, one is the loss of the window and surrounding fabric – all original fabric; the other is the loss of the unencumbered view of the rear elevation. The bridge will enter Parliament House almost halfway along the rear elevation and it will undermine views of the façade. The loss of the window fabric has been described as reversible, but it could be in place for generations, which, for all intents and purposes, will be a permanent change.</p>
<p><i>21A.2.1.4 The extent to which proposals meet the provisions of any</i></p>	<p>The building lies within the Parliamentary Precinct Heritage Area.</p>		<p>See assessment below under Parliamentary Precinct Heritage Area design guidelines.</p>

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>relevant Design Guide addressing additions or alterations to buildings of heritage significance.</i>	The requirements of the guidelines are described and assessed below.		
<i>21A.2.1.5 The nature, form and extent of the proposed work and the extent to which the work:</i>			
<i>• retains the main determinants of the style and character of the building or object and in respect of buildings, particularly the street elevation. The Council seeks to ensure that modifications to street elevations are kept to a minimum, and if possible not altered at all. If necessary, preference shall be given to altering rear or secondary elevations.</i>			The changes are to the rear elevation and adjoining areas.
<i>• respects the scale of the original building or object. The Council</i>			The link bridge will not be a dominant structure in itself, but its location on the first floor and

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>seeks to ensure new work is not visually dominant, particularly where rooftop additions are proposed.</i>			halfway along the Parliament House rear elevation means that it will be highly intrusive in views from either end of that elevation.
<i>• is sympathetic in form, proportions, materials, colours and the patina of materials of the existing building or object.</i>			Some effort has been made in the design to harmonise the structure with Parliament House, but for obvious reasons, the bridge will be built of modern materials that are likely to be markedly different from those of the older building.
<i>• avoids the loss of historic fabric and the destruction of significant materials and craftsmanship.</i>	The window described above will be removed.		The proposal will require the removal of the window of the former Deputy Speaker’s office and some stonework. The fabric will be retained and kept in storage but some damage will be unavoidable. There is no guarantee the window will ever be returned to the building.
<i>• maintains the relationship of the building or object with its setting.</i>	The setting of the EW, PH and PL is divided between the Eastern, Western and Ballantrae precincts in the Parliament Grounds Conservation Plan. The Eastern precinct is assessed as having exceptional significance and the precinct, buildings and their relationships facing the precinct		There will be significant changes to Parliament House’s setting arising from the construction of the new building, the link bridge and the hard landscaping. Most particularly, the open nature of the area adjacent to the west elevation of the building

Criterion	Applicant – Bowman	Applicant – Wild	WCC
	<p>are unaffected by the proposal.</p> <p>The Western Precinct has some significance with (sic) the Ballantrae has low significance. Adaptation is appropriate for areas with some or low significance.</p> <p>However MUS will modify the setting significantly as it six storeys, it is as wide as PH and it is in close proximity to it. Views to and from the west elevation of PH will be obscured fully or partially. A full assessment of impacts on the landscape are (sic) described below. BAL will have no impact on PH because it will be fully obscured by MUS.</p>		<p>will end, the link bridge will obscure what are presently uninterrupted views of that elevation and changes to the road and ground level will obscure some of the basement level of Parliament House at its northern end. Wider views of the west elevation will also be prevented because of the presence of the Museum Street Building. These are all to the detriment of the setting of Parliament House.</p>
<p>• <i>respects the historic or other values for which the building was listed.</i></p>	<p>See 21A.2.1.3.</p>		<p>For the main part, Parliament House is not directly affected that much by the proposal, with the obvious exceptions of the link bridge and the obscuring of the building's base at its northern end. The most significant effects are the loss of the open setting and the scale of the new building, which is significantly taller than Parliament House.</p>

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>21A.2.1.6 Whether the restoration of former architectural design elements maintains a high level of authenticity. The Council will require evidence of the design of missing elements.</i>	The proposal reduces the authenticity of PH by the removal of the window.		The removal of the window and some masonry will diminish the authenticity of the rear elevation of Parliament House.
<i>21A.2.1.7 Whether the removal of existing unsympathetic additions to a building or object can be achieved without altering the significance of the building or object.</i>			Not relevant.
<i>21A2.1.8 The extent to which the work is necessary to ensure structural stability, accessibility, and means of escape from fire and the extent of the impact of the work on the heritage values of the building. The Council will seek to ensure that in any case every reasonable alternative</i>	The work is required to give access from the new building to PH.		Access from the new building to Parliament House will be required, so the issue is how this is achieved. This can be achieved at ground level (with some obvious, negative effects on heritage fabric) but the applicant has chosen to do this at first floor level via a link bridge. The bridge will allow more efficient access to the debating chamber from the new building but this is not absolutely necessary to allow movement between the two buildings. [Note: the

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>solution has been considered to minimise the effect on heritage values.</i>			proposed design will not allow a sub-ground floor link.]
<i>21A2.1.9 Whether in respect of work involving listed interiors or listed interior items, the original plan form of the building, the primary spaces and their sequential layout, and any significant architectural features and significant finishes are respected or conserved.</i>			N/A
<i>21A2.1.10 The extent to which the work is necessary to enable the continued use of the building.</i>	The proposed new walkway will allow direct access from the new building to PH.		Some sort of link between the two buildings is necessary to enable the continued use of Parliament House. If the link bridge is not built, some other access between the two buildings will be required. It should be noted that regardless of how access is provided, Parliament House will continue to be used.

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<p><i>21A.2.1.11 Whether professional heritage or conservation advice has been obtained from the NZHPT or any other professionally recognised expert in heritage conservation.</i></p>	<p>The author has been consulted as have HNZPT.</p>		<p>Conservation architects Ian Bowman and Adam Wild and HNZPT have all been consulted.</p>
<p><i>21A.2.1.12 Whether work is in accordance with a conservation plan prepared for the building or object and peer reviewed by the Council.</i></p>	<p>The proposal is consistent with policies 6.1.1.3, 6.1.1.9, 6.1.1.14 and to actions 6.1.2.7 and 6.1.2.10 of the conservation plan.</p>		<p>The author of the Parliament House conservation plan (Ian Bowman) judges that the proposal is consistent with the plan. The plan is not entirely definitive on the subject of the importance of retaining the integrity of the west elevation. The plan gives the west elevation ‘High’ significance, which is defined as ‘indicates that the space or element has a secondary role in understanding the distinct heritage significance of the place’. The plan places no specific restrictions on the treatment of areas of ‘High’ significance beyond ‘spaces and fabric as being of lower heritage value [lower than exceptional] are less constrained and therefore better suited to adaptation, if required’ (see 6.1.2.9).</p>

Criterion	Applicant – Bowman	Applicant – Wild	WCC
			Action 6.1.1.3 states that ‘Retention and conservation of the extant Campbell exterior and interior design features and fabric should be a prevailing consideration in any future decisions on modifying or changing the use or configuration of the building.’ Again, this does not necessarily preclude the kind of intervention envisaged by the link bridge proposal but it does imply that retention and conservation of Campbell-era fabric is the most significant consideration.
<i>21A.2.1.13 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>			The possibility of uncovering archaeology will be managed under the archaeological authority process. This should ensure that any significant archaeological values will be properly managed.
<i>21A.2.1.14 Whether there is any change in circumstances that has resulted in a reduction of the building's heritage</i>			No meaningful change has taken place since Parliament House’s listing.

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>significance since the building was identified in the plan</i>			
<i>21A.2.1.15 The extent to which the building or object has been damaged by fire or other human generated disaster or any natural disaster.</i>			N/A
<i>21A.2.1.16 Whether it is necessary to save the building or object from damage or destruction arising from ground subsidence, landslip, flooding or other natural disaster.</i>			N/A
<i>21A2.1.21 Whether adaptive reuse of a listed building or object will enable the owners, occupiers or users of it to make reasonable and economic use of it.</i>			N/A
<i>21A.2.1.22 The public interest in enhancing the</i>			N/A

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<p><i>heritage qualities of the City and in promoting a high quality, safe urban environment.</i></p>			
<p><i>Rule: 21A.2.2 On a site on which a listed heritage building or object is located:</i></p> <ul style="list-style-type: none"> <i>• Any modifications to the exterior of any existing building (that is not a listed heritage building) that extends the existing building footprint (at ground level) by more than 10% or adds an additional storey (or stories) beyond the existing building envelope; or</i> <i>• The construction of any new building is a Discretionary Activity (Restricted) in respect of:</i> 		<p>In addition to his assessment of the effects against the relevant criteria under rule 21A.2.2 (see 21A.2.2.3-5 below) Mr Wild has also assessed the effects of the proposed alteration to the rear of Parliament House against the rule itself. (See Appendix 1 for this assessment).</p>	

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<p>21A.2.2.1 <i>Effects on historic heritage</i> 21A.2.2.2 <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>21A.2.2.3 <i>The extent to which the proposal detracts from the values for which the building or object was listed.</i></p>	<p>See 21A.2.1.3.</p>	<p>Two factors arising from the construction of the proposed MUS Building have potential to directly and adverse effect the values for which PH was listed, these being:</p> <ul style="list-style-type: none"> • the effects arising from the proposed bridge link connection; and, • the proximity of the proposed MUS Building to the western elevation of PH. <p>The WCC ODP 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</p>	<p>See 21A.2.1.3.</p>

Criterion	Applicant – Bowman	Applicant – Wild	WCC
		<p>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 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 purpose and use of the heritage precinct. The effects of the bridge connection are reversible.</p>	
<p>21A2.2.4 <i>The relationship of the surroundings of the site to the listed heritage building or object.</i></p>	<p>See 21A.2.1.5 above.</p>	<p>The Appendix 4 Parliament Grounds Conservation Plan (p.64) recognises that “the Western Precinct has been subject to considerable change. [...] It contains some heritage fabric and generally has moderate sensitivity to change although the area around the Museum Street oak requires special</p>	<p>See 21A.2.1.5.</p>

Criterion	Applicant – Bowman	Applicant – Wild	WCC
		<p>consideration.” The Significance Assessment in the Parliament Grounds Conservation Plan (p73) describes the Western precinct as having “some” significance, although this qualifier is not defined.</p> <p>At 5.2 of the Appendix 4 Parliament Grounds Conservation Plan (p79-82) Threats are considered and at 5.2.1 consideration of the “loss of heritage value, significance and authenticity” is addressed through the following.</p> <p>5.2.1(f) addresses consideration of: “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”</p> <p>and at 5.2.1 (j): “the introduction of additional buildings or structures, extensions to buildings, the upgrading of landscape fabric within the precinct, and</p>	

Criterion	Applicant – Bowman	Applicant – Wild	WCC
		<p>modification to the ground's boundaries".</p> <p>These considerations are further qualified by "general" conservation policies including that at 6.1.1.3 which states: "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."</p> <p>While "planning, management, and use" policies at 6.1.20 and 6.1.1.21 which (respectively) target: "Proposed new uses that are incompatible with the heritage values of the grounds or the wider parliamentary precinct should not be supported" and "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".</p>	

Criterion	Applicant – Bowman	Applicant – Wild	WCC
		<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 Precinct. 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><i>21A2.2.5 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>Having been occupied prior to 1900 the site is likely to have significant archaeological values.</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 site recording scheme (R27/422).</p> <p>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.</p>	<p>The site has been occupied since the mid-19th century so there is a possibility that archaeology will be found during excavations. It should be noted that much of the site has been occupied by a variety of buildings over its post-European history so there may be little left to uncover.</p> <p>The site of the former Government House stables is recorded by the New Zealand Archaeological Association site recording scheme (R27/422). It is not known if this site is extant or not.</p>

Criterion	Applicant – Bowman	Applicant – Wild	WCC
		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.	The granting of an Archaeological Authority by HNZPT and the presence of an archaeologist on site should ensure that archaeological values are appropriately managed.
<p><i>Rule 21B.2.1 The construction of any new building or any modification to any existing building on a site within a heritage area that is not provided for as a permitted activity in 21B.1, is a Discretionary Activity (Restricted) in respect of:</i></p> <p><i>21B.2.1.1 Effects on historic heritage</i> <i>21B.2.1.2 Design, height, siting and coverage and the bulk and massing of buildings (to the extent that these affect historic heritage).</i></p>			

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>21B.2.1.3 The extent to which the form, mass, proportion and materials of the new building or structure is compatible with the original architectural style predominant in the heritage area.</i>			Both new buildings will be stand alone and large, so it would not be appropriate for them to be designed in a way that is compatible with the older buildings in the area. It is more appropriate for them to respond to the era they are designed in and to add to the richness of architectural history of the Parliamentary precinct.
<i>21B.2.1.4 The extent to which the new building or structure is positioned or sited to maintain continuity of front façade alignment of buildings in the vicinity.</i>			N/A
<i>21B.2.1.5 The extent to which proposals meet the provisions of any relevant Design Guide and particularly in respect of the Heritage Areas within the Central Area, the provisions of the Central Area Urban Design Guide.</i>			See assessment under Parliamentary Precinct Heritage Area guidelines.

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>21B.2.1.6 For modifications, alterations and additions the Council will have regard to relevant assessment criteria under Rule 21A.2.1.</i>	The proposal reduces the authenticity of PH by the removal of the window.		See assessment under 21A.2.1.
<i>21B.2.1.7 Whether professional heritage or conservation advice has been obtained from the NZHPT or any other professionally recognised expert in heritage conservation.</i>			Advice has been provided by conservation architect Ian Bowman and HNZPT has been consulted.
<i>21B.2.1.8 Whether work is in accordance with the conservation plan prepared for the area.</i>			A suite of conservation plans has been prepared for the Parliamentary precinct by Ian Bowman et al.
<i>21B.2.1.9 Whether the site has or is likely to have significant archaeological values, and whether the effects on those values by the proposal can be</i>			See 21A2.2.5.

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>adequately avoided, remedied or mitigated.</i>			
<i>Rule 21B.2.3 Earthworks which are not a Permitted Activity are a Discretionary Activity (Restricted) in respect of: 21B.2.3.1 Effects on historic heritage.</i>			
<i>21B.2.3.2 Whether the earthworks will result in the loss of heritage values for which the area was listed.</i>		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. The Parliamentary Precinct Contextual Overview conservation plan (p1) recognises the “physical and sensory	There is a low but not negligible likelihood of archaeology being uncovered during excavations. Archaeology is not one of the values that the area was listed for so its discovery or removal would not lead to a loss of heritage values that the area was listed for anyway.

Criterion	Applicant – Bowman	Applicant – Wild	WCC
		<p>richness of the area”. It describes the “spaciousness” of the area and the “relationship to surrounding places”, including prominent views. The conservation plan (p4) recognises the “distinctive, relatively low scale nature” of the major buildings in the PP while “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”. Excavation facilitating a basement level enables connection to existing subterranean facility 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. As a consequence the proposed scope and</p>	

Criterion	Applicant – Bowman	Applicant – Wild	WCC
		extent of earthworks will not result in the loss of heritage values for which the area was listed.	
<i>21B.2.3.3 The extent to which earthworks will enhance the use or appreciation of a listed heritage area.</i>		The establishment of a new building on Museum Street to accommodate all members of the Parliament not otherwise accommodated within the EW within the PP and providing a direct and secure access for those accommodated in that building to PH. 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.	N/A.
<i>21B.2.3.4 The extent to which earthworks are necessary to provide for the protection or conservation of buildings, structures or features constituting a heritage area.</i>		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.	N/A.
<i>21B.2.3.5 Whether the site has or is likely to have significant</i>		Museum Street and the western side of the PP has long been associated with a variety of occupations that predate the	See 21A2.2.5.

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<p><i>archaeological values, and whether the effects on those values by the proposal can be adequately avoided, remedied or mitigated.</i></p>		<p>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.</p>	
<p><i>Rule 21C.2.1 The:</i></p> <ul style="list-style-type: none"> <i>•destruction, removal or partial removal of any listed tree that is not a Permitted Activity</i> <i>• the trimming of any listed tree that is not a Permitted Activity</i> <i>• any activity within the dripline of a listed tree that is not a Permitted Activity</i> 			

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>is a Discretionary Activity (Unrestricted). Objectives and Policies:</i>			
<i>21C2.1.1 In respect of any listed tree:</i>			
<i>The necessity for carrying out the works</i>		<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 Parliament Grounds conservation plan (p71) recognises the values of the Museum Street Oak as being ‘exceptional’ and that the Oak tree has a “primary role in understanding the distinct heritage significance of the place”. The conservation plan (p64) acknowledges that the “western precinct has been subject to considerable change” and recognises that “the area around the Museum Street oak requires special consideration.” The proposed</p>	<p>Construction of Museum Street Building will require the removal of the oak. It cannot proceed with the tree in its current location. Assuming consent is granted for the former then a new site will have to be found. The chosen location is directly west of its current site, which is the nearest available option.</p>

Criterion	Applicant – Bowman	Applicant – Wild	WCC
		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.	
<i>Whether the tree has a potentially fatal disease or has been damaged beyond recover.</i>		See arborist report submitted with the application for resource consent.	The arborist report states that the tree is healthy.
<i>The need for compliance with any statutory or legal obligation under other legislation.</i>		The presence of the oak tree in this location from the mid-1860s implies that any proposed relocation will likely require an Archaeological Authority form HNZPT.	Archaeological oversight will be required for the move. It is assumed this will be provided for under the Archaeological Authority from HNZPT.
<i>Whether the tree can be, or needs to be, relocated.</i>		See arborist report.	The arborist report states that the tree can be moved.
<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>		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.	In the circumstances, given the tree has to be moved, the outcome is probably as optimal as can be gained.
21C.2.1.2			

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>In respect of any activity carried out within the dripline of any listed tree:</i>			
<i>Whether the proposed activity within the dripline is likely to damage the tree or endanger its health.</i>		See arborist report.	The arborist report states that the tree can be moved without damaging the tree.
<i>The necessity for carrying out the works.</i>		Assessed under 21C2.1.1.	See 21C2.1.1.
<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>		Not considered applicable.	N/A.
Central Area Urban Design Guide, Appendix 3 – Heritage Areas, Parliamentary Precinct			
<i>Objectives (PP) 01.1 To ensure that the Parliamentary Precinct Heritage Area’s buildings and structures</i>			

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<p><i>are retained and conserved.</i> <i>(PP) O1.2 To ensure that the dignified open spaces at the front of Parliament buildings are retained and enhanced.</i> <i>(PP) O1.3 To ensure that there is minimal impact on the immediate setting of the area by buildings and structures on adjacent land.</i> <i>(PP) O1.4 To ensure continuity of public access to the formal forecourt area in front of Parliament Buildings</i></p>			
<p><i>(PP) G1.1 No heritage building should be altered externally, except to reinstate lost features or remove non-contributing fabric. There should be no interruption of original rooflines, parapet lines and elevations in this area.</i></p>	<p>(EW) N/A</p> <p>(PH) The west elevation of PH will be physically modified by the removal of the window and the addition of the bridge from the proposed new building.</p> <p>(PL) N/A</p>		<p>The proposal fails this guideline in that the link bridge will require the removal of a window from the west elevation of Parliament House and the attachment of a structure (the link bridge) to the west elevation.</p>

Criterion	Applicant – Bowman	Applicant – Wild	WCC
<i>(PP) G1.2 Locate any new buildings in Parliament Grounds at the rear of Parliament Buildings, the Beehive and the Parliamentary Library.</i>	<p>(EW) The [new buildings] will be sited to the rear of Parliament House and the Parliamentary Library.</p> <p>(PH) Does not apply as this is not a new building.</p> <p>(PL) The [new buildings] will be sited to the rear of Parliament House and the Parliamentary Library.</p>		The new buildings will be located to the rear of the Parliamentary Buildings.
<i>(PP) G1.3 Maintain Museum Street as a formed space between the existing buildings and any new buildings; and maintain the pedestrian access between Hill St and Bowen Street.</i>	A realigned Museum Street will be maintained, although in a different location to the original. Museum Street has been realigned at least twice since 1865.		The formation of a more articulated Museum Street will help define the buildings and the access way. The pedestrian way between Bowen Street and Hill Street will be maintained.
<i>(PP) G1.4 General sight lines to, from and around the area and the associated open spaces and wherever possible enhanced.</i>	<p>(EW) General sightlines to and from the EW will be largely unaffected. Views of the EW along Hill Street, not a major sightline or vista, will be modified.</p> <p>(PH) Sightlines of PH will be impacted from the west of the building. As the proposed new building is taller than PH, it will obscure views of it from the</p>		The principal effect of the new structures (the Museum Street Building) will be to block views of Parliament House from the west (both immediate and more widely from that direction). The link bridge will partially interrupt views of Parliament House from south and north. Views to and from the other

Criterion	Applicant – Bowman	Applicant – Wild	WCC
	<p>immediate further distant west. The projecting wing of the proposed new building and the bridge will partially obscure PH from the north and south.</p> <p>(PL) General sightlines to and from the PL will be largely unaffected. Views of the PL through the trees along Hill Street will not be affected.</p>		heritage buildings will be largely unaffected.
(PP) G1.5 Assess any proposed new buildings on immediately adjacent land to ensure they will not have adverse effects on the wider setting of the area.	N/A		N/A
(PP) G1.6 Encourage the removal of visually and aesthetically discordant features, e.g. underground car-parking entries.	N/A		N/A
(PP) G1.7 Any proposed changes to the general layout of Parliament Grounds on the Molesworth Street	N/A		N/A

Criterion	Applicant – Bowman	Applicant – Wild	WCC
elevation, should be undertaken to enhance the existing values of the area.			
(PP) G1.8 Any necessary security measures should take into account traditional public access and views both to and from the front of Parliament.	N/A		N/A
(PP) G1.9 Consider the possibility of uncovering archaeological material when any earthworks or subsurface investigation are planned.			See 21A2.2.5. The prospect of archaeology being uncovered during the work has been acknowledged and appropriately catered for.
(PP) G1.10 Enhance views of all the elevations of the Cenotaph, including keeping large vegetation clear of the structure.			N/A

6. Proposed District Plan assessment

HH-P7 – Additions, alterations and partial demolition of heritage buildings and structures

Provide for additions and alterations to, and partial demolition of heritage buildings and heritage structures where it can be demonstrated that the work does not detract from the identified heritage values, having regard to:

1. *The extent to which the work:*

- a) *Supports the heritage building or heritage structure having a sustainable long-term use;*

The construction of the Museum Street Building will provide accommodation for MPs and their staff in a location close to Parliament House and the link bridge will provide access to and from that building. A link between the buildings is essential for the function of the Museum Street Building but how that is achieved is the pivotal issue.

- b) *Promotes, enhances, recovers or reveals heritage values;*

N/A

- c) *Retains the main determinants of the architectural style or design of the heritage building or heritage structure;*

The addition of the link bridge will lead to the loss of a small part of the fabric on Parliament House's secondary elevation.

- d) *Is compatible with the scale, form, proportion and materials of the heritage building or heritage structure;*

The link bridge is modern in style and use of materials but some effort has been made to make it fit with the older building. Given the requirements of the bridge to be lightweight and flexible, compatibility in these matters will always be difficult to achieve.

- e) *Respects the identified relationship of the heritage building or heritage structure with its setting;*

The link bridge will diminish the setting of Parliament House by interrupting views of the west elevation from both directions (north and south).

- f) *Enables any adverse effects on identified heritage values to be reversed;*

The intervention can be reversed.

- g) *Minimizes the loss of fabric and craftsmanship;*

The loss of fabric and craftsmanship will be confined to that relatively small portion of the building that will have to be removed to accommodate the link bridge.

- h) *Is in accordance with any conservation plan that has been prepared by a suitably qualified heritage professional;*

The applicant's agent (conservation architect Ian Bowman) considers that the proposal is in accordance with the conservation plan for Parliament House. The plan gives the west elevation 'High' significance but places no specific constraints on the treatment of that elevation beyond 'spaces and fabric as being of lower heritage value are less constrained and therefore better suited to adaptation, if required' (see 6.1.2.9).

Action 6.1.1.3 states that 'Retention and conservation of the extant Campbell exterior and interior design features and fabric should be a prevailing consideration in any future decisions on modifying or changing the use or configuration of the building.' Again, this does not necessarily preclude the kind of intervention envisaged by the link bridge proposal. [See 21A.2.1.12 for a fuller explanation of this assessment].

i) Increases structural stability, accessibility and means of escape from fire;

The proposal will increase accessibility and, presumably, means of escape from fire.

j) Fulfils the intent of the Heritage Design Guide;

The Design Guide Heritage, provides guidance on new development and heritage. Much of this relates to buildings within conventional street arrangements, but the relevant guidelines are as follows:

G7. New development on the sites of heritage buildings, heritage structures and within heritage areas should consider the setting of the site, area, building or structure. Defining and valued patterns can be determined by analysing the setting for the development, and by referring to the Wellington Heritage Inventory report for the heritage area.

Considerable thought was given to the location of the two proposed buildings. The purpose of the buildings largely dictates their locations and the consequences for the existing heritage buildings arise from those needs. In the case of the Museum Street Building, there is an obvious requirement that it be located close to Parliament House. An effort has also been made to plan a more coherent avenue out of Museum Street, with the new building and landscaping framing the west side of the street.

G8. Carefully consider the compositional relationship between new developments and heritage buildings, and between new developments and the defining or valued pattern of heritage areas. Carefully consider:

- *The siting and alignment of new buildings.*
- *The alignment of front façades on new buildings.*
- *The alignment of key horizontal elevational elements of new buildings or additions to existing buildings – including roofs, cornices, parapets, verandahs and floor lines.*

See G7. Some consideration has been given to the arrangement of the buildings to achieve some streetscape and landscape coherence.

G10. Contrast is discouraged where it:

- *creates a focus for attention on the new development; and*
- *reduces the appreciation of architectural or landmark values; or*
- *degrades townscape values of a collective group of buildings, or the townscape values of the heritage site, area, building or structure.*

- *also consideration can be given to the alignment of floor levels and window heads and sills.*

The size of the Museum Street Building will be such that, regardless of its design, it will inevitably draw attention from Parliament House and the other heritage buildings in the area. The building's design makes no attempt to marry in with the heritage buildings, but given the size of the building and the ornate architecture of Parliament House, that would be unfeasible and inappropriate.

G11. Consider the dimensional relationship between new developments and heritage buildings, and between new developments and the defining or valued pattern of heritage areas, including:

- *Overall building heights.*
- *Proportions and heights of secondary forms on a larger building with the primary forms on the smaller.*
- *Widths of frontage modules.*
- *Overall building widths*

See G10. The primary issue is the relative heights of the proposed Museum Street Building and Parliament House. The disparity is significant, with the former a potentially overwhelming presence.

G14. New buildings in heritage areas should not reproduce or replicate the appearance of existing façades.

Criterion met.

G26. New development should seek to enhance the quality of the settings of heritage buildings and heritage structures, including those in heritage area.

The proposed landscaping of the area adjacent to the new and old buildings, including the plaza and pedestrian access, will enhance the overall quality of the setting within the area.

G28. Consider the contribution of open spaces to the values of heritage areas.

There will be a diminution in the extent of open space at the rear of Parliament Buildings, but there will still be considerable open areas, particularly at the south of the site and in pockets around the new buildings.

2. The visibility of the work from street frontages;

The work will be visible from Bowen Street and, more distantly, The Terrace.

3. Whether the works would lead to cumulative adverse effects on identified heritage values;

There is no indication at this point that the proposal will lead to further or cumulative adverse effects on heritage values.

4. Whether there has been any change in circumstances since scheduling in the District Plan, including damage from natural disaster;

No change.

5. *Any advice that has been obtained from a suitably qualified heritage professional including Heritage New Zealand Pouhere Taonga; and*

Advice was provided by conservation architect Ian Bowman and Heritage New Zealand Pouhere Taonga was consulted as part of planning of the work.

6. *The identified heritage values of the heritage area, where located within a heritage area.*

Parliament House is a key building in a heritage area of the highest national significance. The proposed link bridge will be part of major change to the area but the effects on Parliament House will be relatively small compared to the size of the building and the overall scale of the project.

HH-P8 – New buildings and structures, and modifications to existing non-scheduled buildings on the site of a heritage building or structure

Provide for new buildings and structures, and modifications to existing non-scheduled buildings and structures on the same site as heritage buildings or heritage structures where it can be demonstrated that the work does not detract from the identified heritage values, having regard to:

1. *The extent to which the work:*

- a) *Is compatible with the scale, form, proportion and materials of the heritage building or heritage structure;*

The proposed Museum Street Building and Ballantrae Place Building will be significant additions to the rear of the listed Parliamentary buildings. Of the two, the former will have a much greater effect on the heritage buildings, mostly because of its height. Most particularly, it will be noticeably taller than Parliament House, the building it sits directly behind. To that extent, it will be out of scale with the prevailing height of both Parliament House and the Parliamentary Library.

- b) *Respects the identified relationship of the heritage building or heritage structure with its setting; and*

The area set aside for the new buildings is a much modified and relatively undistinguished area and there are only some aspects of the existing landscape that can be historically linked with the extant heritage buildings. So, the construction of new buildings in this area can be supported. The major considerations are the size and location of the buildings. The Museum Street Building's size and location will challenge the presence and status of, particularly, Parliament House.

- c) *Fulfils the intent of the Heritage Design Guide.*

See HH-P7 above.

HH-P13 – Additions and alterations to, and partial demolition of buildings and structures within heritage areas

Provide for additions and alterations to, and partial demolition of buildings and structures within heritage areas where it can be demonstrated that the work does not detract from the identified heritage values of the heritage area, having regard to:

1. *The extent to which the work:*

- a. *Supports buildings and structures having a sustainable long term use;*

It is assumed that Parliament House will retain its long-term use regardless of whether the link bridge or any other link to the Museum Street Building is constructed.

- b. *Promotes, enhances, recovers or reveals heritage values;*

N/A.

- c. *Respects the valued neighbourhood patterns of the heritage area including any predominant architectural style or design;*

N/A.

- d. *Is compatible with the scale, form, proportion and materials that have been identified as part of the heritage values of the heritage area;*

The link bridge is part of new work using modern materials that will obviously be different from the old fabric of Parliament House. There will be some design work required to mitigate the effects of this incompatibility.

- e. *Responds to the relationships between buildings and structures within the heritage area;*

N/A. The new buildings will be built in an area that currently does not contain buildings and which will be significantly redeveloped. So, beyond the links to the old buildings, a mostly new landscape of buildings, plantings, paving and street furniture will be formed.

- f. *Enables any adverse effects on heritage values to be reversed;*

The removal of the window for the link bridge can be reversed.

- g. *Minimises the loss of heritage fabric and craftsmanship;*

The opening to be created will be the minimum necessary and the window can be reinstated if the opportunity arises.

- h. *Is in accordance with any conservation plan that has been prepared by a suitably qualified heritage professional;*

See HH-P7, 1 a.

- i. *Increases structural stability, accessibility and means of escape from fire; and*

The proposal will increase accessibility and, presumably, means of escape from fire.

- j. *Fulfils the intent of the [Heritage Design Guide](#);*

See HH-P7 above.

2. *The relative contribution of the building or structure to the identified values of the heritage area;*

The proposed work will take place on the west elevation of Parliament House, a building of the highest heritage significance and a key contributor to the Parliamentary Precinct Heritage Area. The precinct is one of the country's most significant heritage areas.

3. *The visibility of the work from street frontages;*

The work will be somewhat visible from a short section of Bowen Street and to a much lesser extent The Terrace.

4. *Whether the works would lead to cumulative adverse effects on the identified heritage values of the heritage area;*

There is no indication that this work will lead to later work that will have adverse effects on the heritage values of the heritage area.

5. *Whether there has been any change in circumstances since scheduling of the heritage area in the plan, including damage from natural disaster; and*

No change.

6. *Any advice that has been obtained from a suitably qualified heritage professional including Heritage New Zealand Pouhere Taonga.*

Conservation architect Ian Bowman was consulted over the proposal, along with HNZPT.

HH-P14 – New buildings and structures within heritage areas

Provide for new buildings and structures within heritage areas where it can be demonstrated that the works will not detract from the identified heritage values of the heritage area, having regard to:

1. *The extent to which the work:*
 - a. *Respects any valued neighbourhood patterns of the heritage area including any predominant architectural style or design;*

N/A.
 - b. *Is compatible with the scale, form, proportions, design and materials of the heritage area;*

See HH-P8.
 - c. *Is sited to maintain a consistent pattern of front façade alignment; and*

N/A.
 - d. *Fulfils the intent of the [Heritage Design Guide](#).*

See HH-P7.

7. Conclusion

The proposal to construct two new buildings to the rear (west) of the present Parliamentary buildings is supported in principle. The site is appropriate for new buildings and the planned landscaping for areas around the buildings and adjacent to Parliament House will enhance the wider area significantly from its current use and appearance.

Specific conclusions:

The location of the proposed Museum Street Building will be very close to Parliament House and this, together with its height and bulk, will make it a dominant presence next to the heritage building. The building's location and required capacity appear to be fixed so if the building is to proceed there is no obvious mitigation for this issue.

The construction of the link bridge between the Museum Street Building and Parliament House will be a poor heritage outcome. The west elevation of Parliament House is one of the country's finest secondary elevations and a great example of Imperial Baroque architecture in its own right. The removal of an existing window and the obscuring of views of the elevation are a significant price to pay for enhanced accessibility. If there is no way to put this link underground, then ground level would be far preferable to a bridge.

The location and general arrangement of the Ballantrae Place Building has few implications for heritage values.

The relocation of the oak is unavoidable if the Museum Street Building is to be constructed in the proposed location. As the moving of the oak has been deemed feasible by an arborist (and endorsed by a peer review) then this can be supported.

The landscaping work, including the plaza, pedestrian walkways, plantings and street furniture, is supported, as is the moving of the George V gates. The obscuring of part of the basement of the west elevation of Parliament House (opposite the north end of the Museum Street Building) is not ideal, although it should be noted that it is not covered over; just sitting behind a lightwell. If the prevailing ground level is set, then this matter cannot be ameliorated.

Based on the above assessment the proposal is acceptable on heritage grounds.

Suggested Changes to Proposal:

The following conditions/advice notes should be included on the decision:

Suggested Conditions

- If the link bridge is approved, the design should ensure that it is as light and as transparent as possible to minimise its impact on the immediate environment.
- The final design will be approved by WCC heritage advisors.
- Appropriate advice should be sought from relevant experts on all heritage-related aspects of the project.
- Adopt other mitigation measures as proposed by Ian Bowman in his AEE (section 7.2), including the protection of heritage fabric during work.
- Photographic record

1. The consent holder shall submit to the Council (Compliance Officer in consultation with the Cultural Heritage Advisor) a photographic record in digital format, and labelled with a location and date, and these locations should be noted on a plan or elevation.

Prior to carrying out the photographic record, the consent holder shall liaise with the Council (Compliance Officer in consultation with the Cultural Heritage Advisor) to agree the positions from where photos are to be taken. The archival photographic record shall be submitted at the following stages, or upon request:

- a) Prior to Development:
Undertake a photographic record showing the existing external fabric on the west elevation (window and surrounding stonework) before it is removed, and including:
 - Photographs of the window and associated fabric in situ;
 - Overall views from different angles; and
 - Views of any significant details of the window.
- b) During Development:
Photograph the removal of the window and its aftermath, including
 - Storage of the window and its surrounds
 - Work to remediate the loss of fabric.
 - The installation of the bridge.
- c) Following Development (but no later than three months of the completion of construction):
Photographic record of the completed works, taken from the photographic record locations used for a) above.

Suggested Advice Notes

Archaeological sites

This proposal may affect a recorded archaeological site(s), being R27/422. [Note that the location of this site is not known with accuracy, nor is it known if it is still extant.] It is also possible that the area contains unrecorded archaeological sites.

Work affecting archaeological sites is subject to a consent process under the Heritage New Zealand Pouhere Taonga Act 2014. An archaeological authority (consent) from Heritage New Zealand Pouhere Taonga (HNZPT) must be obtained for works to proceed if the archaeological site has the potential to be modified or destroyed. It is illegal to modify or destroy an archaeological site without obtaining an archaeological authority.

The applicant is advised to contact HNZPT for further information prior to works commencing.

The proposal **is** eligible for resource consent fee reimbursement.

Name:
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Peer reviewed by:

Noel Luzzi
Senior Heritage Advisor

Check the box to confirm that your time has been recorded in Project Partner.

Appendix 1: Adam Wild comment on Rule 21A.2.2

As both 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.

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 junction 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.



The SPA Design Statement Figure 33 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.

The proposed MUS Building is an appropriate addition within the historic heritage area.

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 EW and PH. The heritage area height control standard 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 “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”. 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.

The WCC guidelines and 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 Precinct. In terms of location the location optimises the relationship between the MUS Building, PH, and the Bowen State building. Appropriately located and proportionally referenced, the proposed MUS Building is an appropriate addition within the historic heritage area.

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 affects the heritage values of PH or its primacy within the Parliamentary Precinct. 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 enhance the perception of what has traditionally been considered a “rear” elevation. This emphasis is also a response to the wider western precinct approach to the integration of the Parliamentary Precinct and the adjoining Bowen Campus.