

Absolutely Positively Wellington City Council

Me Heke Ki Pōneke

Wellington City Council Te Ngākau Civic Precinct Framework October 2021



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Appendix one: Key stakeholders

*"...the place where you
can change yourself,
change Wellington and
change the world."*

- Dr Sarah Rusholme
Experience Wellington


1. Executive Summary

Te Ngākau Civic Precinct is Wellington's unique civic place: an anchor point that connects the central city and the waterfront, both a place in its own right and a gateway between the city and the harbour. The precinct is the result of Wellington's evolving planning, civic and architectural ideals of the 20th Century and represents an enduring place for Wellingtonians to engage with civic life. Most of all, it is a place that Wellingtonians identify with and love.

The precinct is entering a phase of transition. The civic buildings and assets within the precinct are in various states of operation. Some are currently closed, due to earthquake damage or as a precaution due to seismic risk, such as the Wellington City Library, the Civic Administration Building (CAB), the Municipal Office Building (MOB), Wellington iSite, car parks and Capital E. The Town Hall is currently under repair but the square itself, Michael Fowler Centre and the City Gallery remain open. Beyond seismic resilience challenges, the precinct faces significant issues relating to the management of water, including current flooding and inundation issues and the overall threat that climate change and sea level rise poses to this coastal precinct, which will increase over time.

While some of these buildings, like the Town Hall and the Central Library, are on a course to repair and restoration and will see out another era in the square, there are still outstanding issues that require resolution to reinstate Te Ngākau as the vibrant heart of the city. These include significant resilience issues, to spatial issues relating to how the precinct is laid out, connected and accessed as well as individual building performance, programming and activities. In addition, the affordability of restoring Te Ngākau is a major issue for Council, who, given the current financial constraints, cannot afford to fund this alone.

A thriving and resilient Te Ngākau would enrich our community, local economy and natural environment at a time when the Capital city faces increasingly complex challenges from population growth, climate change, housing pressures and the decline of infrastructure. Rather than addressing each issue and site in isolation, this framework provides the strategic approach required to ensure decision making for all components contributes to the vision for Te Ngākau.



Te Ngākau is the beating heart of our capital city: A thriving neighbourhood where creativity, culture, democracy, discovery and arts experiences collide on the edge of Te Whānganui-a-Tara.

The Te Ngākau vision statement

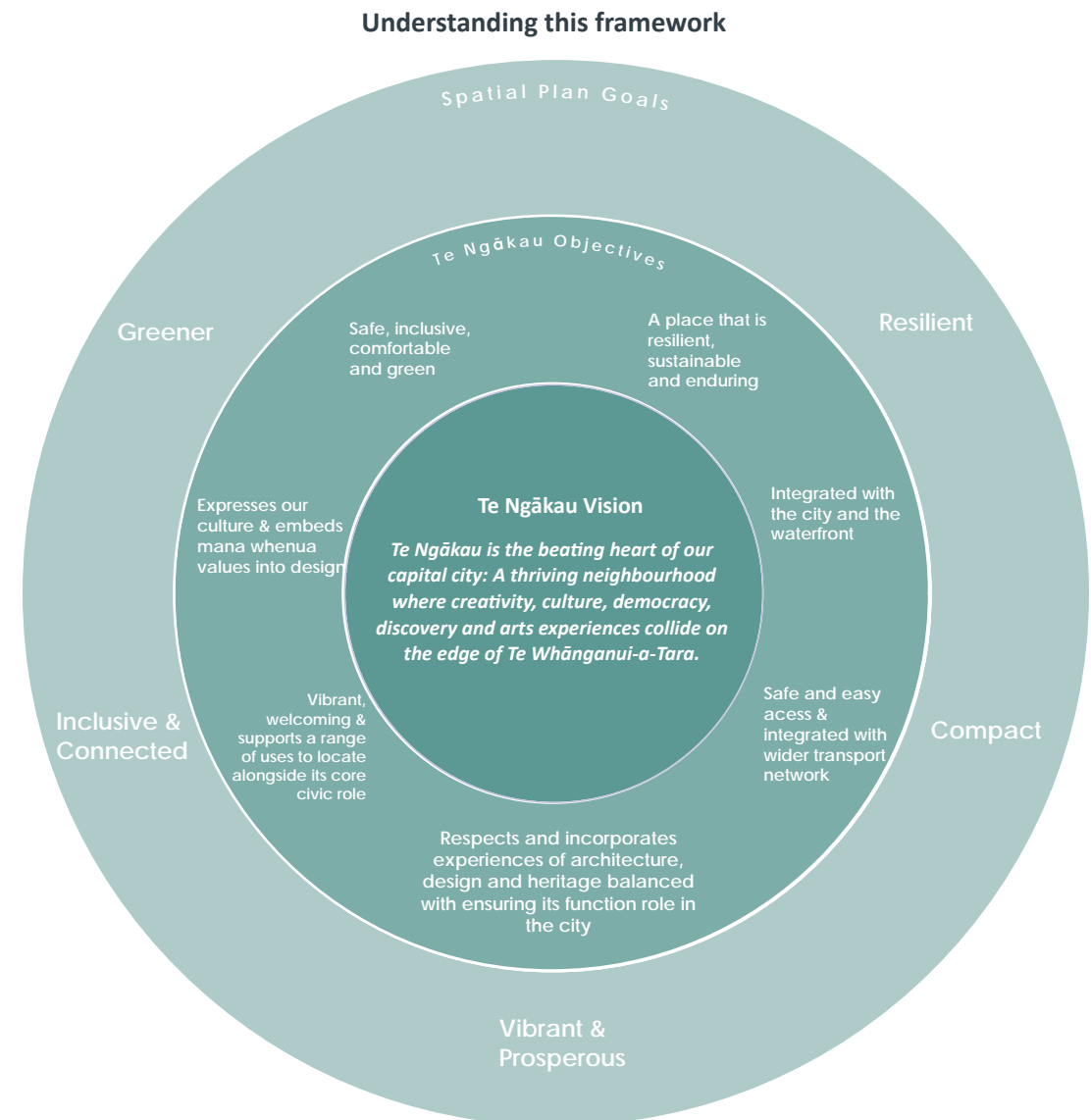
2. Introduction and Purpose

The purpose of this framework is to provide an integrated and strategic guide for the future of the Te Ngākau Civic Precinct. The framework provides a comprehensive vision, objectives and policies for the precinct which align with the spatial plan goals of a Wellington that is resilient, greener, compact, vibrant and prosperous, inclusive and connected. The vision, objectives and policies were developed with key stakeholders, including mana whenua, Councillors, Council staff and advisors, existing users of the precinct and local community. These have been tested with the wider community to ensure they represent Wellingtonians' aspirations for this important place.

Preparation of the framework

To ensure Te Ngākau Civic Precinct is a thriving, successful public place a considerable list of issues require addressing. These were identified through interviews with key stakeholders:

- Closure of buildings due to seismic damage or poor seismic performance has meant a loss of people, activity and vibrancy in the precinct
- Te Ngākau does not reflect Wellington's unique culture and identity, specifically, it does not reflect mana whenua and Te Ao Māori
- The precinct has major resilience challenges now and is not equipped to deal with future resilience challenges such as climate change or a major earthquake
- The precinct fails to integrate with the central city and the waterfront and provide clear, safe and inclusive access between these important places



-
- As a public space (even before building closures), civic square is unsuccessful. It lacks activation from the buildings, it is hard and impermeable and there are inherent safety and access issues due to challenging levels, obstructed sightlines and an overall lack of permeability and legibility (access and intuitive wayfinding)
 - The precinct lacks greenery and green open space and does not reflect the natural character of Wellington harbour

The issues Te Ngākau is subject to are complex and occur at varying scales, from repair of individual buildings with seismic damage, to wider-scale issues such as layout and access, to significant global issues such as, how the precinct will adapt to climate change and sea level rise. A strategic approach is required to ensure that the resolving of these issues happens in a comprehensive, integrated way that supports the vision for the precinct and delivers value and affordability for Wellingtonians.

A living framework

The aim of this framework is that it will be a 'living' document and tool which supports Council and its partners to work towards the ongoing transformation of Te Ngākau Civic Precinct. The framework will provide the overarching frame of reference for decision making to resolve these complex issues. Importantly, it also identifies key areas of change- parts of the precinct where opportunities for transformational change should be seized to deliver on the vision for the framework, but also where opportunities exist for new development to occur that will provide new investment to help deliver value for Wellingtonians.

Wellingtonians care deeply about the future of Te Ngākau Civic Precinct. The framework aims to provide the city with a clear direction and certainty about the overall direction for the area, while retaining flexibility to allow for the detail of what happens to be worked out within individual projects in years to come.

Consistent decision making

Te Ngākau Civic Precinct requires significant investment to achieve the vision as set out. There are a range of interdependencies through the precinct between buildings, public space, infrastructure and activities. Consideration of how individual decisions on components impact the broader vision for the area is critical in being able to ensure that momentum builds towards delivering the outcomes intended and that progress is made.

The vision cannot be delivered solely by Council, a partnership approach must be taken to develop the precinct efficiently and to a high standard. Commercial partnerships on some sites should be utilised to offset the considerable investment Council will be required to make into its own assets.

3. Historic Context

History

It is from Māori that we have the earliest stories about Te Whānganui-a-Tara where Te Ngākau Civic Precinct is located, on the western shores (Figure 1).

The renowned Polynesian explorer and navigator Kupe, is often linked to the discovery of Te Whānganui-a-Tara. From Kupe and his whānau, who are thought to have come to the harbour in the 1200s¹, we have been gifted with not only names for the Wellington region, but the name 'Aotearoa' itself.

Māori legend also tells the story of two taniwha, Ngāke and Whātaitai, who are said to have created the harbour with their thrashing bodies as they attempted to escape the original lake.

Later came brothers Tara and Tautoki, sons of Whātonga who brought reports of the harbour back to their father in the Mahia peninsula of a 'great harbour'. These reports encouraged Whatonga to establish a settlement here, and it is from this story the name Te Whanganui a Tara 'the Great Harbour of Tara' is derived. The descendants of Tara and Tautoki include the iwi of Ngāi Tara, Rangitāne, Muaūpoko, Ngāti Apa, and Ngāti Ira.

The early 19th Century saw the arrival of Taranaki iwi, including Ngāti Toa and Ātiawa to the area. This caused major change for the iwi who had been resident here for many generations.

Today, Port Nicholson Block Settlement Trust who represent Taranaki Whānui ki Te Upoko o Te Ika and Te Rūnanga o Toa Rangatira are recognised as the mana whenua of Wellington.

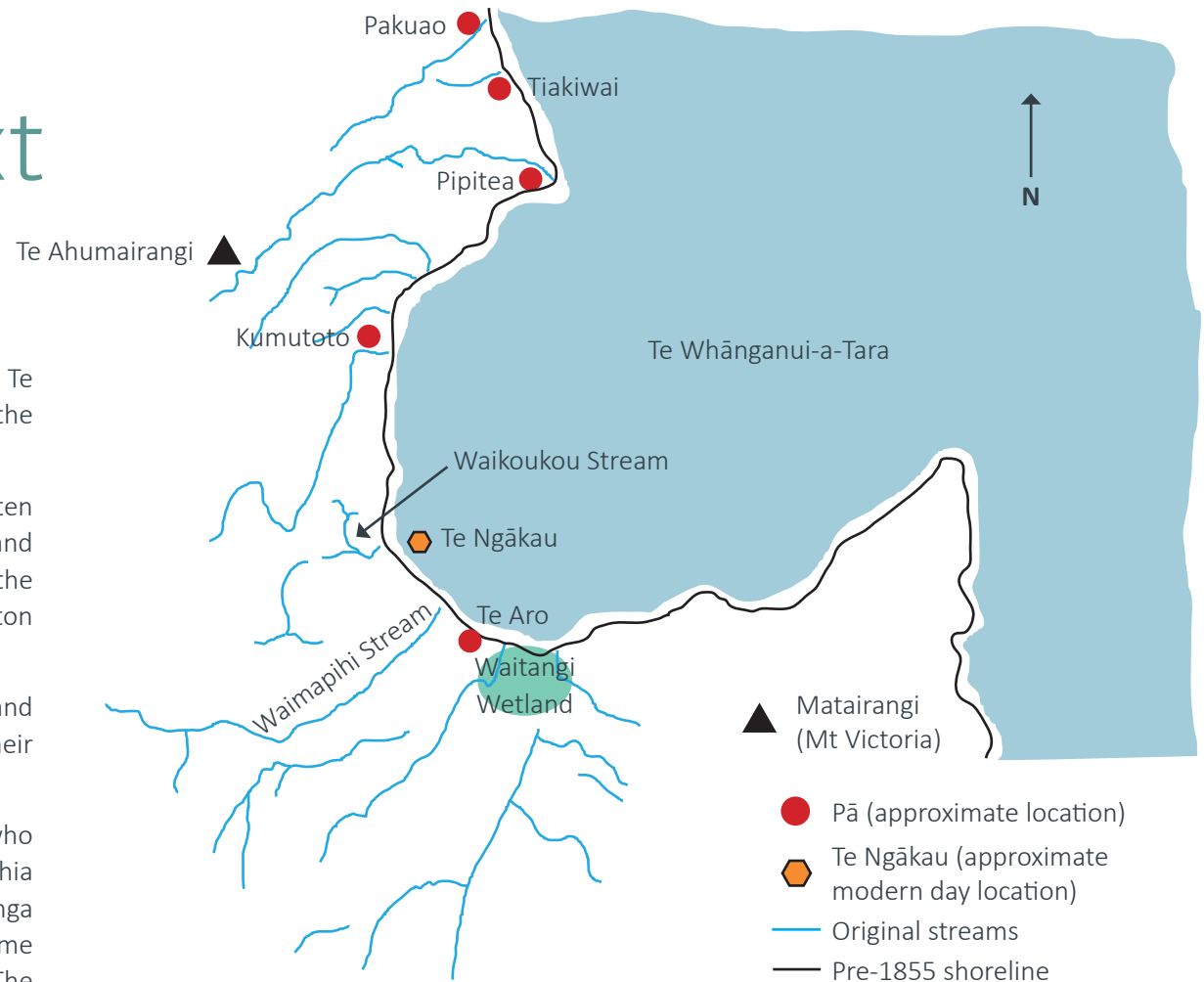


Figure 1: Approximate location of modern day Te Ngākau

Thriving kāinga (villages) and pā stretched along what would have been a pristine coastal landscape fed by freshwater streams. Water-based trade and communications system were in place and the area south of Te Aro Pā (Figure 1) was well cultivated with gardens extending back to Pukeahu and even the hilly areas of Brooklyn. Teeming with birds and aquatic life, the harbour and the streams that flowed into it would have been at the heart of local life, providing a plentiful food basket for māori who lived here.

Modern day Te Ngākau is located between several significant places, the Te Aro Pā, situated in the heart of the waterfront, Kumutoto Pā, to the north, and the Waikoukou and Waimapihi Streams.

¹<https://teara.govt.nz/en/photograph/2295/kupes-anchor>

Diagram reference: Te Whanganui a Tara Me Ona Takiwa: Report on the Wellington District (Wellington: Legislation Direct, 2003)

Natural character and landscape

Today, Te Ngākau is an inner-city urban public space, home to several civic buildings with limited green open space. Historically, this place would have been the shores of Te-Whānganui-Tara, a place where stingrays basked in shallow waters, a place for fishing and food gathering.

Prior to human occupation, the Wellington region was covered in dense forest, from the harbour to the hilltops. Forest ecosystems are thought to have covered around 782,200ha of the Wellington region. Today, only 27% of this remains².

As shown in Historical Habitat Cover (Figure 3), the low-lying area where central Wellington is now located would have been hardy wind and salt-resistant coastal forest dominated by bluffs and steep escarpments. Streams filled with native fresh water aquatic life would have flowed from the forest to the sea. The area known as Te Ngākau would have been located here at the water's edge, with Kumutoto stream to the north, the Waikoukou Stream nearby (reaching the harbour close to modern day Manners Street) and the Waimapihi Stream and Waitangi wetland nearby to the south east.



Figure 3: Approximate location of modern day central Wellington and Te Ngākau are indicated on the Historical Habitat Cover map.

(source: <https://wellington.govt.nz/~media/services/environment-and-waste/environment/files/habitat-historical.pdf?la=en>)

²<http://www.gw.govt.nz/assets/Our-Environment/Environmental-monitoring/Environmental-Reporting/Forest-ecosystems-of-the-Wellington-region-reduced.pdf>



Figure 4: Photograph of the Public Library and Technical School seen from Mercer/Wakefield Street (Alexander Turnbull Library)



Figure 5: Photograph of the Town Hall (with now removed clock tower) attributed to Robina Nichol (Alexander Turnbull Library)



Figure 6: Wellington Public Library in Mercer Street 1940 (Alexander Turnbull Library)

REF: <https://teara.govt.nz/en/libraries/page-1>

<http://www.wellingtoncityheritage.org.nz/buildings/301-450/325-wellington-town-hall?q=> (TOWN HALL SOURCE)

The Evolution of Te Ngākau

Today, much of Wellington’s waterfront and central city is located on land reclaimed from the harbour during the settlement of Wellington by British colonists in the late 1800s. By the end of 1870, the Government, provincial and city councils had reclaimed some 70 hectares from the harbour. The civic precinct we know today is located entirely on this reclaimed land. The first public building erected on Te Ngākau was a combination of Wellington City Council’s 1893 Public Library and the Technical School (Figure 4) and these were indicated on Thomas Ward’s first survey of Wellington in 1889 (Figure 7). Designed by William Chrichton, this public library was actually Wellington’s third or fourth in its short history as a British settlement. However, it was the first built by the Wellington City Council who were inaugurated in 1870 and have maintained a constant presence in the precinct since the construction of the original library.

These buildings were soon followed by the first Town Hall, built in 1904 (Figure 5) and a new library building, today referred to commonly as the ‘Old Library’ (because it predated the current Athfield library), that replaced the poorly constructed Chrichton buildings which were demolished in 1945 due to seismic damage. The ‘Old Library’ (Figure 6) was a new purpose-built public library, design by Gummer and Ford architects in the Art Deco style. Today it is the home of the City Gallery, Te Whare Toi. It is the first of these early buildings to provide associated public space in Te Ngākau .

The development of the Te Ngākau we recognise today emerged in the early 1970s, when British planner Robert Kennedy was commissioned by Council to provide a development concept for a Civic Square which, at the time, would have comprised of a number of disparate civic buildings and streets.

Kennedy’s ambitious proposal reflected the post-modernist urbanism and architecture ideals of the time and proposed a transformation of the area, creating a pedestrian-only precinct with interconnected buildings set around a central civic plaza. It was not until the following decade, in 1983, when one of the buildings Kennedy proposed was realised – not as he had intended, as a replacement for the existing Town Hall, but as the Michael Fowler Centre a new events centre. It was designed by Warren and Mahoney.

Much of Kennedy’s plan was realised in the following decades by a consortium lead by Fletchers Construction and designed by Ian Athfield, Gordon Moller of Craig Craig Moller Architects, and Stevenson and Turner’s Maurice Tebbs. It was this era of development that shaped the precinct we know today, with the enclosed pedestrian only square, the Athfield designed Central Library, the sweeping Nikau Palm ramp, the variable levels and decorative pools, the City to Sea Bridge and the Civic Administration Building.

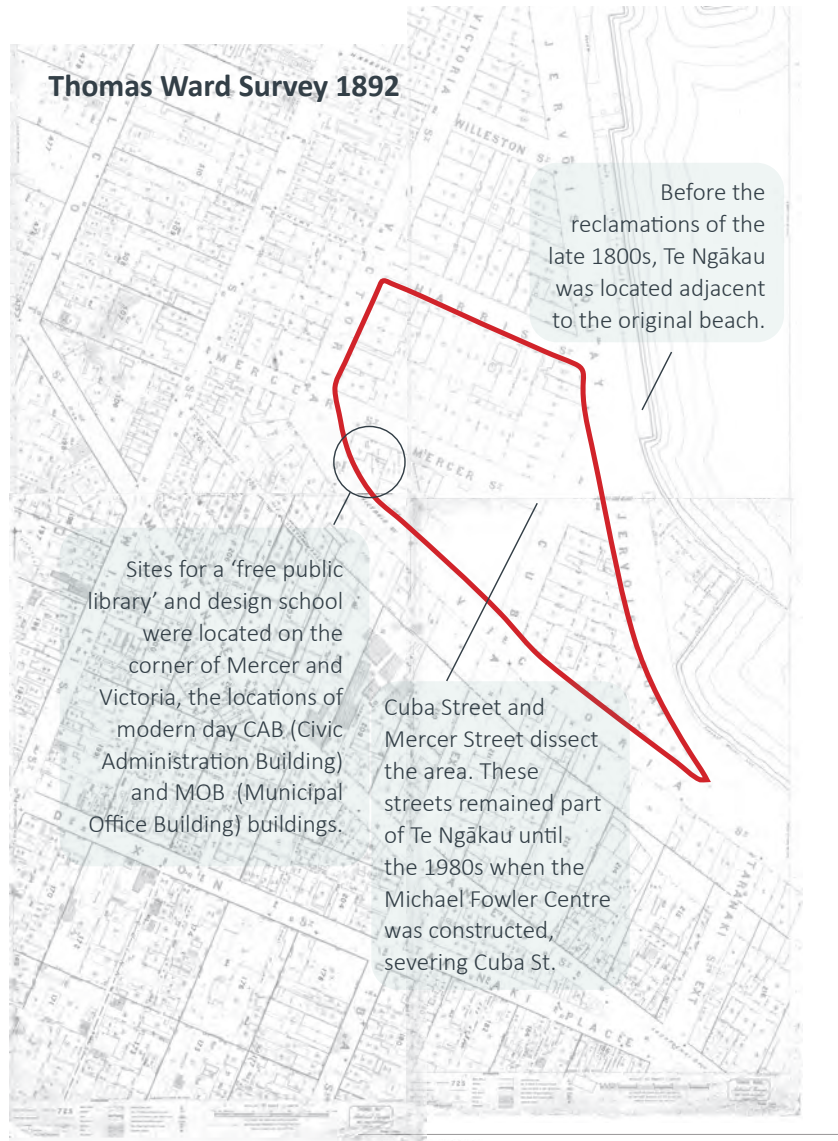


Figure 7: Thomas Ward’s original survey of Wellington showing sites for the free public library and technical school (source: Wellington City Council Archives)

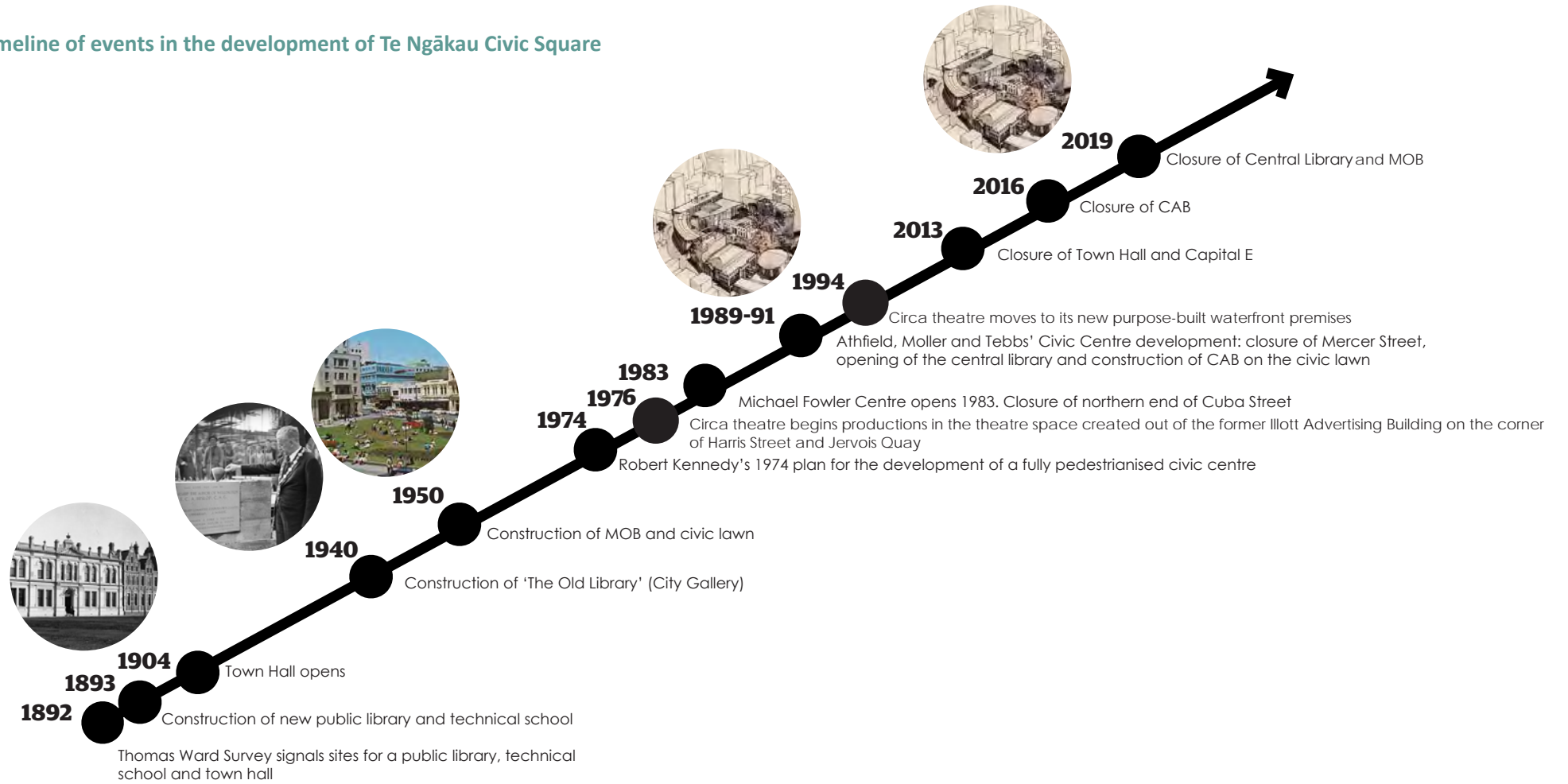


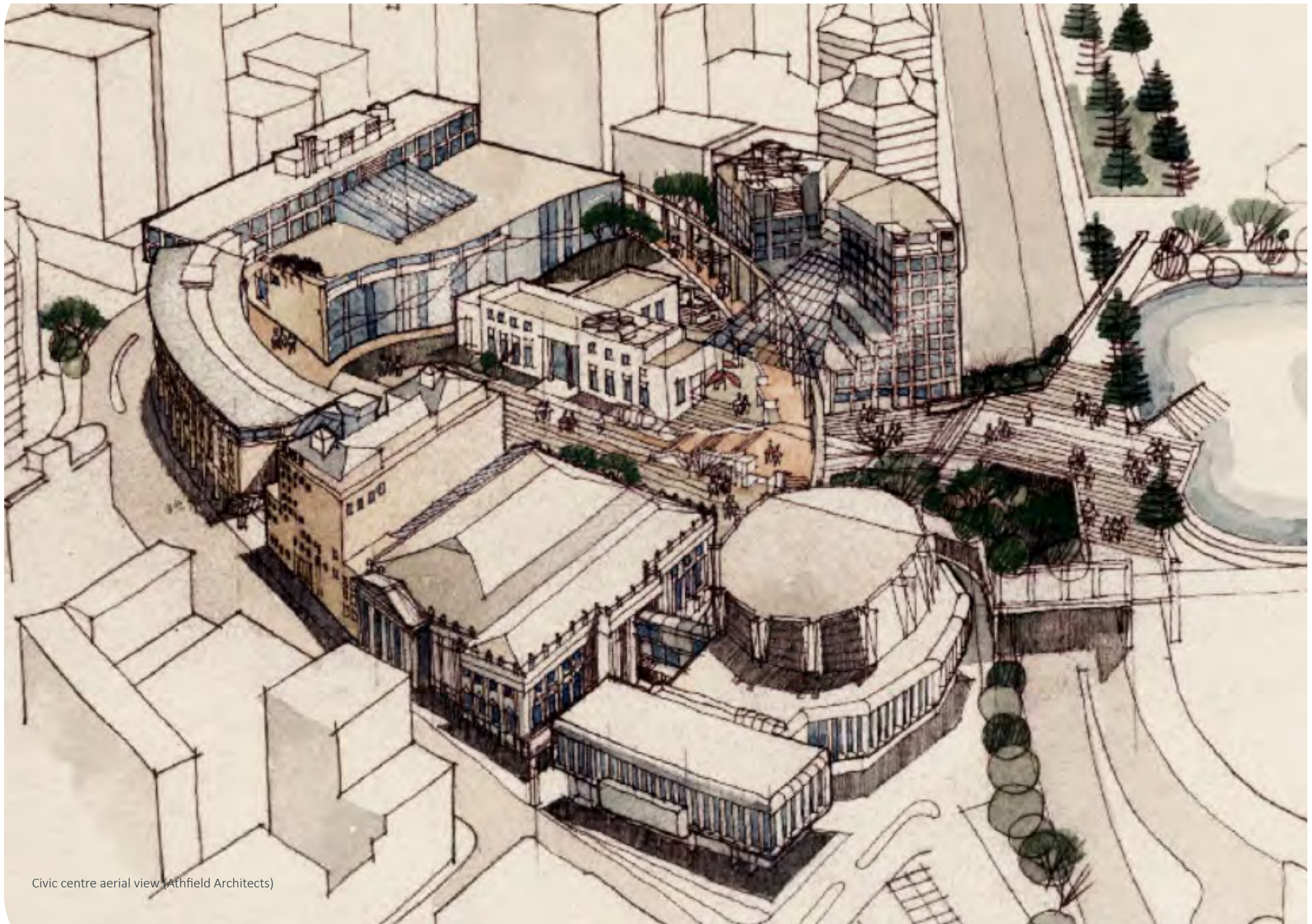
Figure 8: Civic centre aerial view (Athfield Architects)



Figure 9: Civic centre plan view (Wellington City Council Archives)

Timeline of events in the development of Te Ngākau Civic Square





Civic centre aerial view (Athfield Architects)

4. Policy context

Policy context

The current planning framework for the precinct is set through a range of strategies, policies and programmes established by Wellington City Council. This includes the existing planning controls given in the District Plan and the future directions currently being developed as part of Planning for Growth. Planning for Growth is a programme run by Council to guide the city's future growth. The focus of the programme is the development of a new Spatial Plan for the city incorporating the Central City Spatial Vision as well as a full review of the District Plan. Both of these will impact and shape Wellington's urban environment.

Draft Spatial Plan and Central City Spatial Vision

The development of this framework has been informed by and is intended to give effect to the overall directions of the Draft Spatial Plan and Central City Spatial Vision. The goals for the Draft Spatial Plan have been used to guide development of the objectives for the Framework as follows:

- **Compact** – the framework aims to allow transformation of the precinct in a way that builds on existing urban form and enhancing provision of open space with quality development allowed for in the right locations.
- **Inclusive and connected** – the framework seeks to improve the overall connectivity through the precinct and to create an inclusive space open to all.
- **Greener** – the development of the framework has sought to investigate opportunities for increasing green space throughout the precinct. The improvements required to existing buildings presents an opportunity to increase greening through the precinct.
- **Resilient** – The framework seeks to ensure that each project undertaken within the precinct will achieve an overall improvement to resilience and support its role as a resilience anchor.
- **Vibrant and prosperous** – The framework allows for the introduction of new uses into the precinct to enhance vibrancy whilst ensuring it can continue to play its civic role.



District Plan Provisions

The District Plan sets the development controls that currently apply to development within the precinct.

The precinct is zoned Central Area and is listed as a heritage area (Civic Centre Heritage Area) in the District Plan. There are also two listed heritage buildings- the Wellington Town Hall and the City Gallery; and two “contributing buildings”, the Municipal Office Building (MOB) and the Michael Fowler Centre. Four remaining buildings are identified as “non-heritage buildings”: Wellington Central Library, Civic Administration Building (CAB), Ilott Green and approaches to the City to Sea Bridge. Pouhere Taonga Heritage New Zealand has recently classified the Wellington Central Library as a heritage building, however this does not change the status of the building in the District Plan.

Whilst the Central Area zoning allows for a broad range of uses and activities to be undertaken within the precinct the heritage provisions mean that development and change within the precinct must be considered within the context of how it contributes to the overall heritage qualities of the area. The design guidance for the Civic Centre Heritage Area acknowledges that the heritage values of Civic Centre lie not only in the historic buildings themselves but also the way in which the buildings are carefully integrated into the public space and create the framing and enclosure of the ‘square’ resulting in complete exclusion of traffic from the area. The redevelopment of buildings within the precinct provide an opportunity to enhance these qualities and improve the usage of the public space.

A maximum 27m height for new buildings is given in the Civic Centre Heritage Area design guide. This is consistent with the height of the existing library building but lower than MOB. The purpose of this height limit, at the time of drafting, was to ensure that any new development on either the Michael Fowler carpark site or Jack Ilott Green was sympathetic to the existing building heights and to retain the landmark value of the Michael Fowler Centre. Whilst the Spatial Plan does not indicate the height controls in the central city will change, the change that is set to occur in the precinct will require a review of the height controls given in the heritage design guide. Any change to height limits should be considered within the context of the objectives of this framework.



5. Constraints and opportunities

Today, Te Ngākau is subject to a range of complex issues including seismic damage, poor building performance, lack of activation and vibrancy, flooding and inundation, a lack of quality green open space and greenery and poor connection between the waterfront and the central city. These issues are analysed in this section, which then inform the concept, key spatial moves, objectives and policies set out in the following sections of the framework.

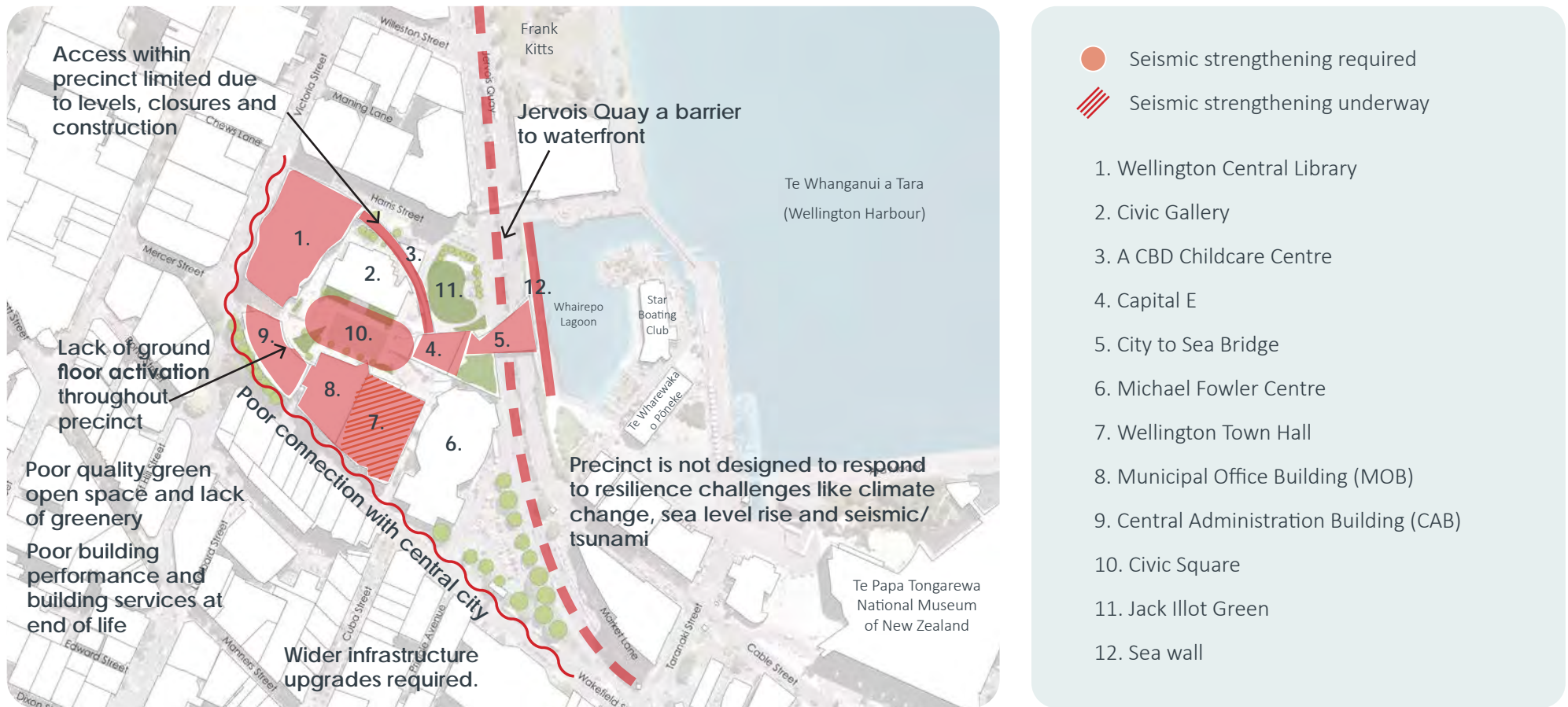
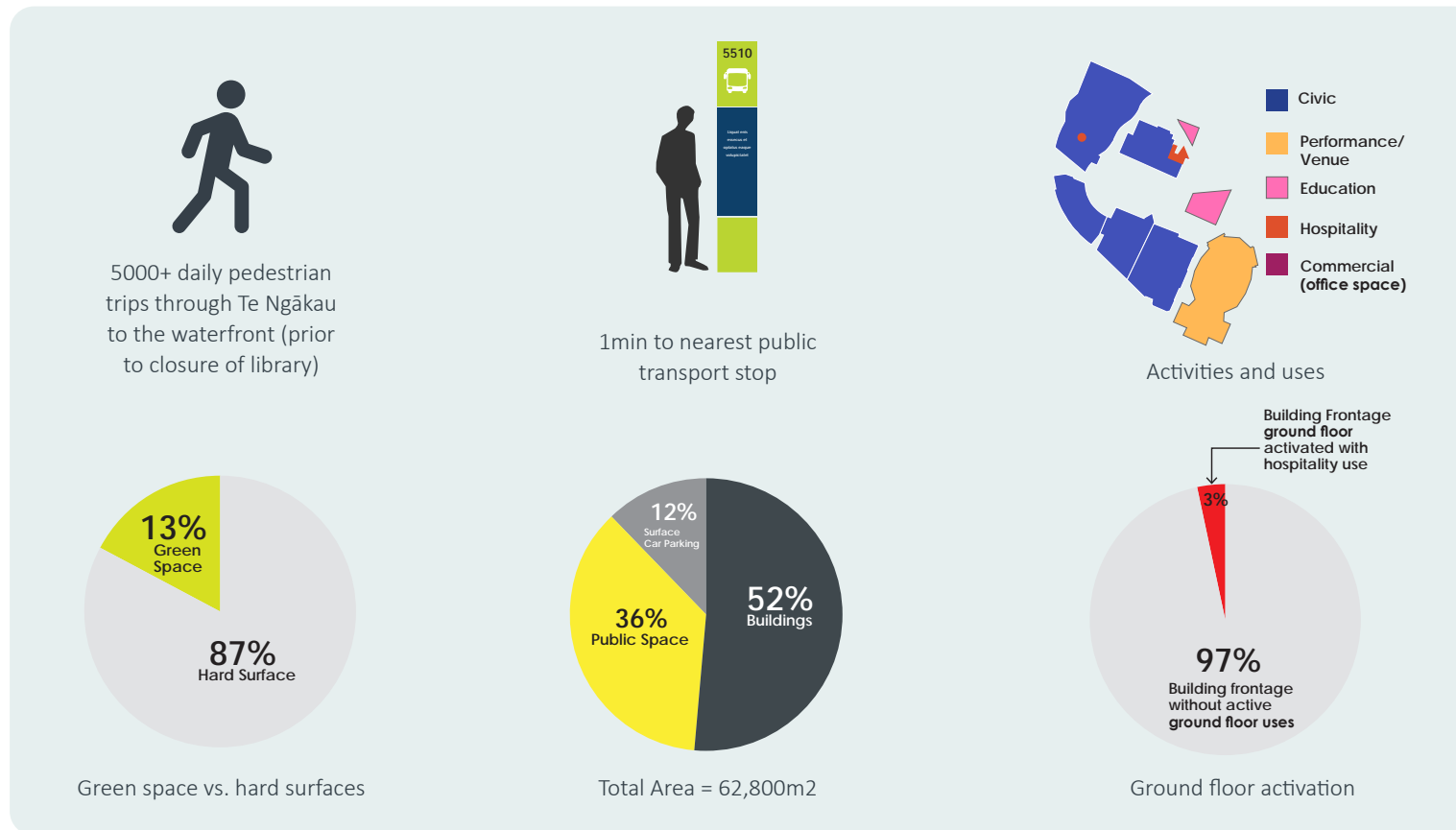


Figure 10: Te Ngākau today

Public space analysis

Te Ngākau Civic Precinct is part of the Wellington central areas network of public spaces. As a significant public space in the central area, Te Ngākau must play a role in supporting the provision of high-quality green public space in the central area, especially given its location on the harbour, where the sustainable management of water through green open space is paramount. With 50,000-80,000 more people expected to live in Wellington by 2050, (the majority of whom will live in Te Aro and the central city) it is increasingly important that central city public spaces are green, accessible, safe and functional to support these growing neighbourhoods.



Connectivity

Te Ngākau is located near central Wellington with many important city destinations including the Waterfront, the Golden Mile, Te Wharewaka o Pōneke, Cuba Street, Te Papa, Frank Kitts Park and Courtenay Place all within a 5-10 minute walk. The nearest public transport stop is a 1-minute walk on Willis Street.

However, access to the precinct is restricted and the precinct lacks permeability and clear wayfinding. This is in part because of the arrangement of the buildings, which create a sense of enclosure for the square but prevent easy access to the precinct. Permeability and wayfinding are important because they pertain to the extent to which a place permits or restricts the movement of people, the directness of their journeys and the ease with which people can intuitively find their way. Current building closures exacerbate this issue and inhibit the use of the laneway between Michael Fowler Centre and the Town Hall, the entrance between CAB and MOB, the accessway between the library and the City Gallery and the ramp to the City to Sea Bridge – which is of particular importance to people in the precinct who are restricted in their mobility. Accessing the precinct by vehicle is also challenging at this time, with closure of the underground car park and the temporary installation of the Royal New Zealand Ballet on the Michael Fowler Centre car park reducing the overall number of car parks in the precinct.

While it is located immediately adjacent to the waterfront, there is no direct ground level access between Te Ngākau and the waterfront because Jervis Quay acts as a physical barrier and no crossings are provided. Direct access between the waterfront and Te Ngākau is limited to the City to Sea Bridge which is currently inaccessible to anyone with restricted mobility due to the closure of the ramp and creates a barrier to direct visual connection between the waterfront and the square. Secondary access at ground level is available from the Harris Street Pedestrian over bridge (also inaccessible to anyone with restricted mobility) or via the pedestrian crossing at the Michael Fowler Centre car park which links to the waterfront.

Figure 11: Te Ngākau walking catchment





Figure 12: Connectivity issues

Activation and uses

Te Ngākau is situated between the commercial heart of Wellington and the entertainment and cultural areas, and therefore enjoys close proximity to a diverse range of activities and uses including retail, hospitality, hotel accommodation, commercial, recreational, cultural and community as well as many of the events that are held on the waterfront.

As to be expected, the precinct itself is mainly comprised of civic activities (Figure 13). These include the Central Library, the City Gallery, the Town Hall, and council office buildings MOB and CAB. There are two educational uses, Capital E which is currently closed and operating from Queens Wharf. There are also two hospitality uses: Nikau Cafe in the City Gallery and Clarks Café which operated from the Library mezzanine. The Michael Fowler Centre is a major events venue, hosting local, national and international events. It is also the current location of the Wellington iSite. As explained previously, many of these activities are not currently in operation due to the closure of buildings.

The clustering of similar types of activities has both benefits and drawbacks. There are potential benefits in the sharing of facilities, the maximisation of operational efficiencies, the facilitation of partnerships and service integration. However, the drawbacks of a precinct with a majority of civic activity that only operates during business hours, is that it will restrict the times of day that the precinct is ‘activated’ by people to daytime (Figure 14). Combined with a reduction in 24 hour public access above, the night-time use of the precinct is low.

The facades of buildings define the edges of streets and spaces and are important for creating an active, interesting and engaging space- especially at the ground floor level where the public will experience the buildings. Commercial activity (such as hospitality or retail) at the ground floor level is the greatest contributor to ‘positive edges’ or ‘ground floor activation’ because it draws the most people to a place, making it feel vibrant, interesting and increasing the perception of safety. Ground floor activation of Te Ngākau is generally poor, with only a small amount of active frontage provided by Nikau cafe (Figure 15) which faces away from the square. While not every building facade can be ‘active’ at minimum, the condition of edges should ideally allow people to engage visually with the building either with glazing/windows or architectural detail at eye level.

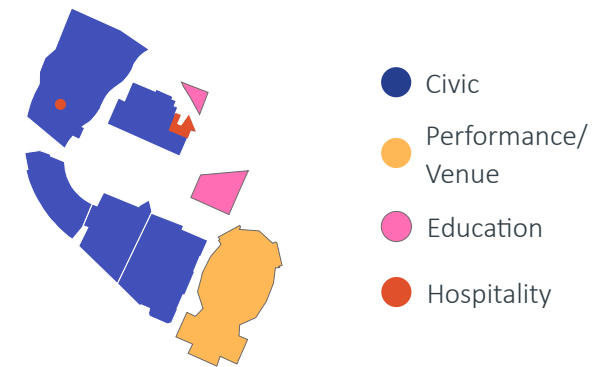


Figure 13: Typical activities and uses

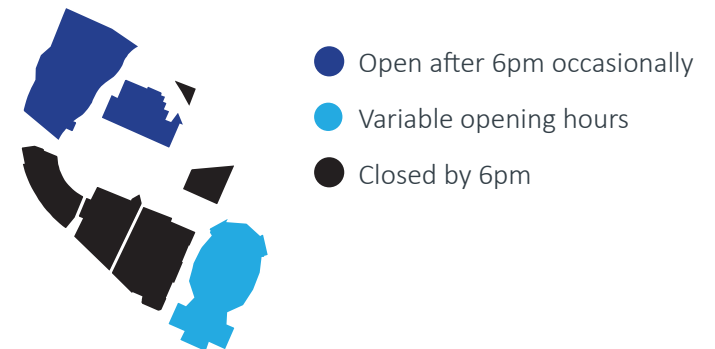
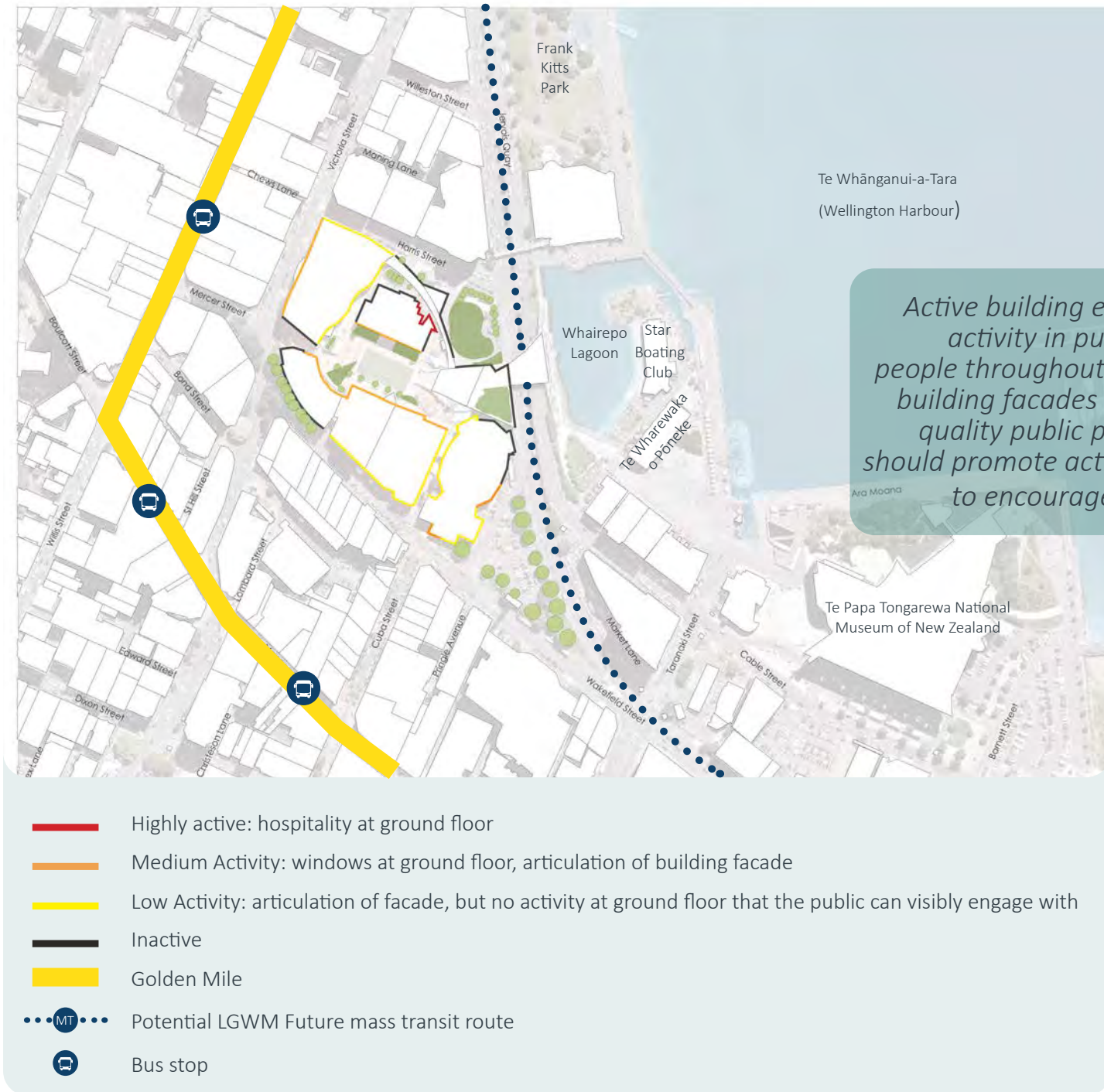


Figure 14: Activities supporting nighttime economy



Active building edges encourage more activity in public spaces, attracting people throughout the day. While not all building facades can be "active" a high quality public precinct like Te Ngākau should promote active edges on buildings to encourage use of public spaces.

Figure 15: Activation of edges in Te Ngākau

Climate and resilience

Te Ngākau is vulnerable to complex and long-term resilience challenges. These relate to seismic risk and existing seismic damage to buildings and structures, ground quality and the management of both stormwater and sea level rise.

As identified in the District Plan, Te Ngākau is located on reclaimed land which is vulnerable to liquefaction and ground shaking. The precinct is located in a 'moderate' liquefaction potential area (Figure 16) and has areas of both 'high' and 'moderate' ground shaking risk (Figure 17). A number of seismic events both here and around the world could have an impact on Wellington and Te Ngākau is especially vulnerable to damage from these events. This has already occurred, with the 2016 Kaikōura earthquake damaging and causing the closure of the CAB and Capital E buildings.

The CAB and MOB Buildings as well as the Town Hall, Capital E, City to Sea Bridge and Central Library are all subject to seismic issues. While the Town Hall is currently being strengthened and the Central Library is to be strengthened, decisions about the remaining buildings and structures are still to be made.

The precinct is also experiencing issues with flooding and the inundation of basement levels which impact on the operation of the basement car park (which is currently closed due to seismic risk) and the storage and servicing requirements of precinct buildings such as the City Gallery. This is likely to be exacerbated as climate change and sea level rise (SLR) become more advanced and extreme weather events increase in frequency.

The Ministry for the Environment recommends developing flexible adaptation plans. Guidance to local authorities planning for changes to *existing* coastal developments and assets (like Te Ngākau) is to conduct a risk assessment using all four sea-level rise scenarios and the adaptive pathways planning approach. Figure 18 (map on left) shows the scale of 1m of sea-level rise could look like for the precinct in the lighter blue shading.

For investments in major *new* infrastructure, a longer planning horizon of more than 100 years and the highest sea-level rise scenario (called the H+ scenario) should be considered. Currently, this scenario is for 1.4m of sea level rise (based on current modelling, though this will increase over time if green house gas emissions continue to increase). The need to plan for more than 100 years and the highest sea-level rise scenario (also shown in Figure 18 left hand image in darker blue shading) reflects the anticipated long life of such new developments in the coastal environment and the requirement in the NZ Coastal Policy Statement to avoid the increasing hazard risk.

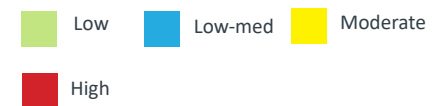
With climate change, the severity of flooding and inundation is also likely to increase. Figure 18 (right) also shows the extent to which flooding could impact Te Aro, with Te Ngākau indicated.



Figure 16: Liquefaction potential (source: WCC)



Figure 17: Ground shaking (source: WCC)



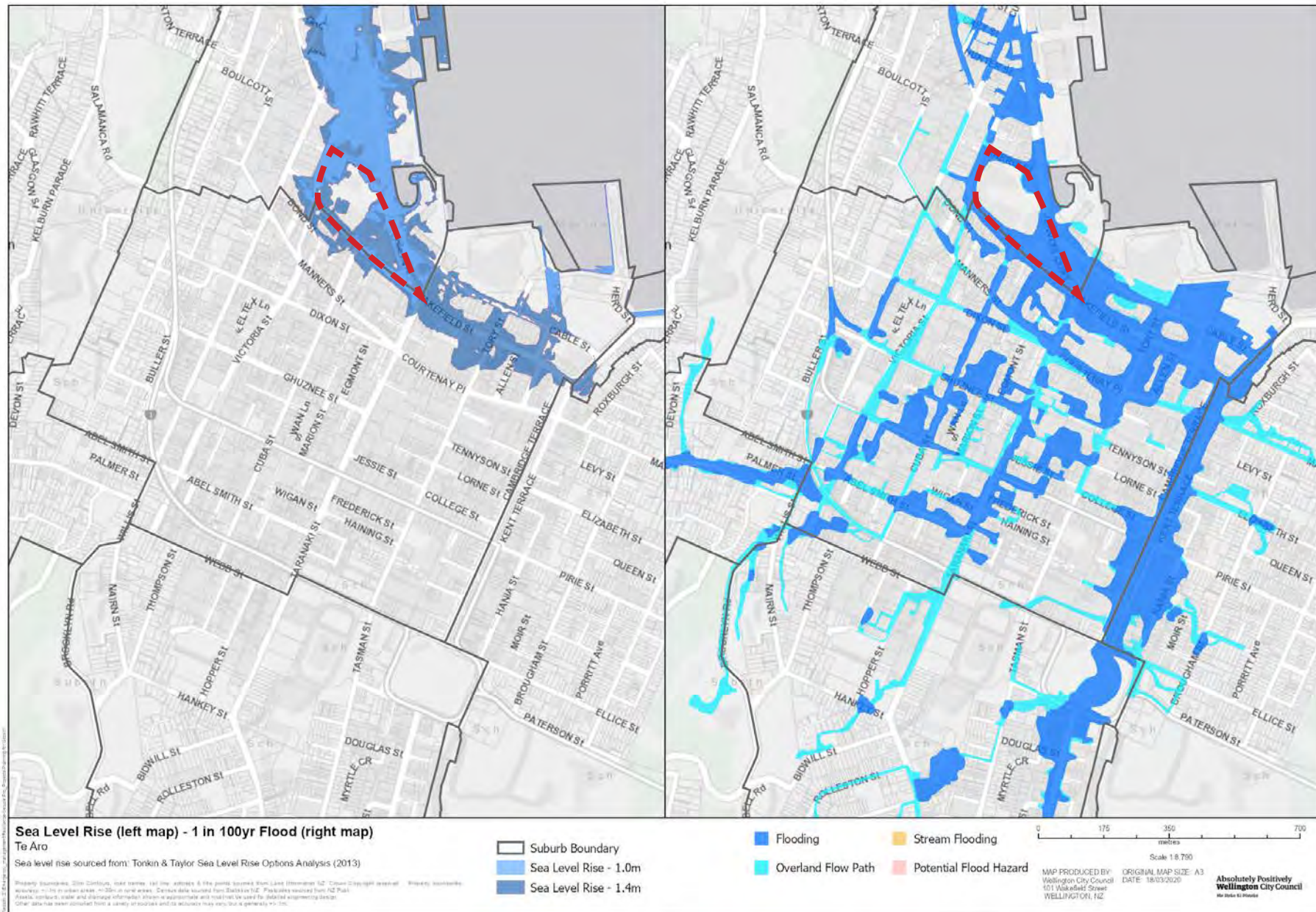


Figure 18: Sea level rise sourced from Tonkin and Taylor Sea Level Rise options analysis (source: WCC)

6. The Vision

The purpose of the vision is to guide the future direction of the precinct. It is a long-term goal that encapsulates the different aspirations for Te Ngākau Civic Precinct. A unifying statement that brings together what we want to achieve long term. Something that each different project or proposed change can strive towards, acknowledging that each different component of the precinct plays a unique role in achieving the overall goal.

The following vision statement has been developed through a review of stakeholder engagement and engagement with councillors, as well as analysis of the opportunities that exist.

The vision reflects the important role the precinct plays in the Capital city as a centre of local democracy and culture, but also reflects the desire to see the precinct come alive as a vibrant inner-city neighbourhood, and home of the creative arts. It is a space that provides a central meeting place for visitors and residents of our city that is adaptable and vibrant. It embraces the different roles the precinct plays in supporting and showcasing our creative arts industries as well commercial activity and civic functions. It also acknowledges the proximity of the precinct to the Harbour and importance it has in providing a connection from the city to the water.

Vision statement

Te Ngākau is the beating heart of our capital city: A thriving neighbourhood where creativity, culture, democracy, discovery and arts experiences collide on the edge of Te Whānganui-a-Tara

7. The Concept



The concept identifies spatially where change and transformation is required to deliver on the vision, objectives and policies. It does not define or design the precinct but provides strategic direction

-  Area of change
-  Development area
-  Redevelopment expected
-  Transformation opportunities
-  High place function, medium movement green street
-  High place function, low movement green street
-  Green open space
-  Active frontage
-  Precinct connection
-  Laneway connection
-  Potential laneway connection
-  Pedestrian priority crossing point
-  Golden Mile

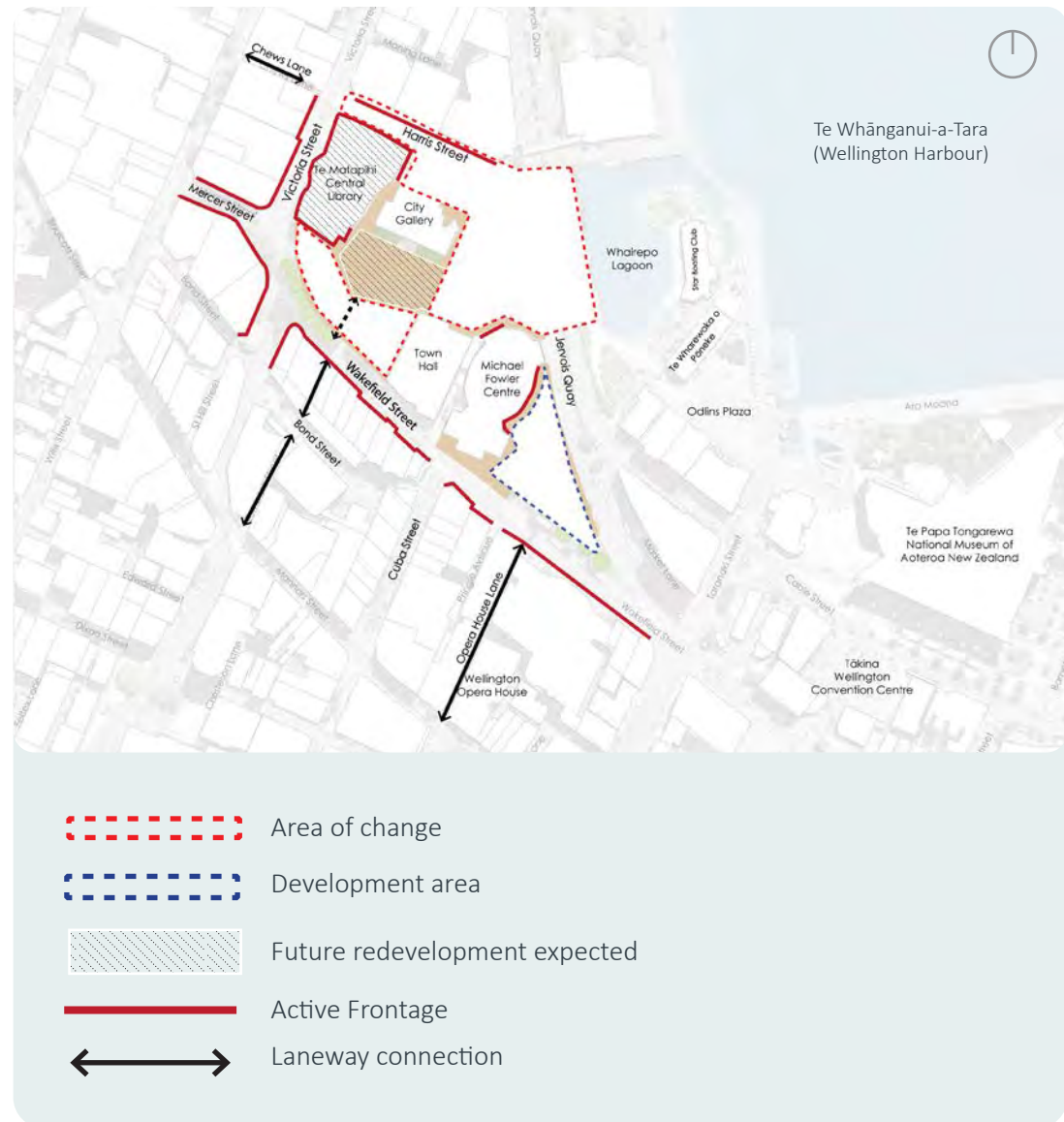
8. Key spatial elements

The following series of maps illustrate the key spatial changes that underpin the concept. These elements work together with the following objectives and policies section to achieve the vision for the precinct.

Areas of change and development

Three areas of change and development have been defined that represent significant opportunities for transformation in the precinct. These have been identified because they contain buildings or structures with poor seismic performance that require repair or have existing earthquake damage, poor design and/or they are underutilised parts of the precinct.

Within these spaces there are opportunities for new development, new green open space, improved connectivity and improved access to support the integration of the precinct, the city and the waterfront.

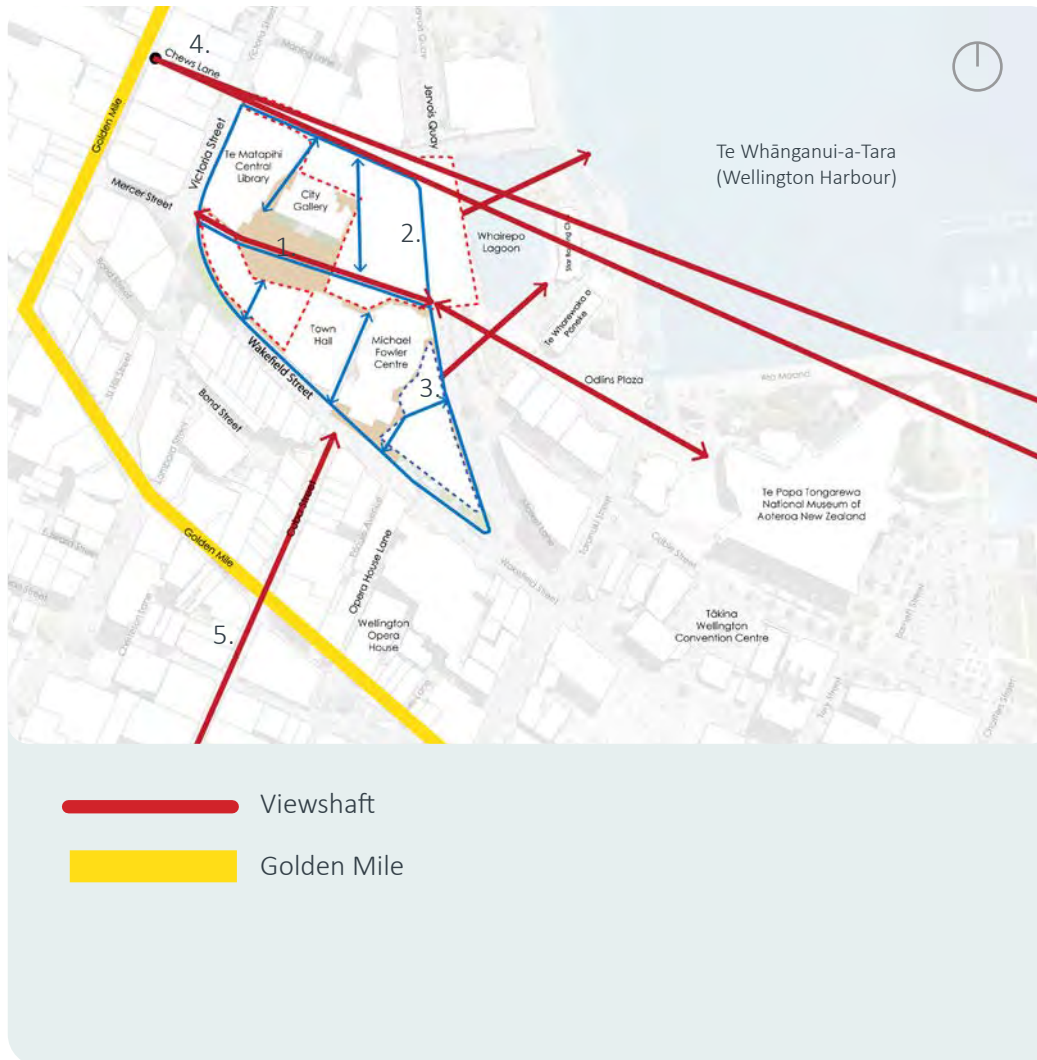


Key Connections

To create clear and legible access between the city, Te Ngākau and the waterfront, the following key pedestrian movement corridors to be established are:

1. Mercer Street, Te Ngākau and the waterfront to enable direct pedestrian access between the Golden Mile, Te Ngākau and cultural destinations such as Te Wharewaka o Pōneke, Odlins Plaza, Te Papa and Tākina Wellington Conference Centre
2. Golden Mile, Chews Lane, Harris Street and the waterfront
3. Cuba Street via Michael Fowler Centre area of development, the waterfront, providing a clear route between Cuba Street, Te Ngākau, and the waterfront.





Viewshafts

In order to establish a visual connection between the harbour, the precinct and the central city the following key views should be retained and established.

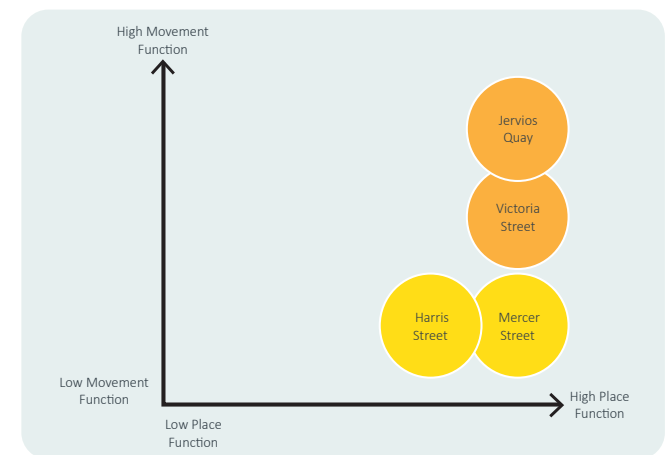
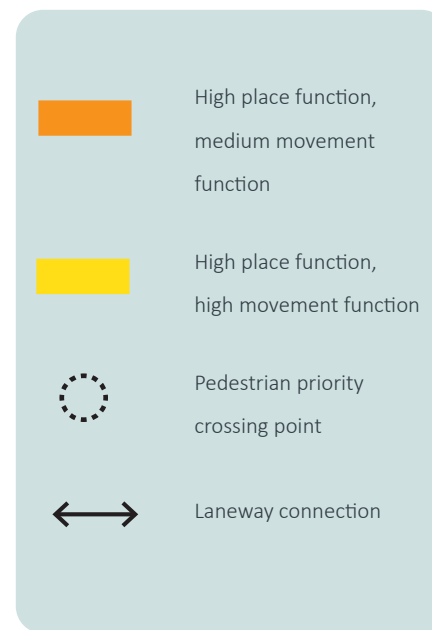
1. Views from the Mercer Street entrance across the precinct and views from the precinct onto Te Wharewaka o Pōneke and Te Papa
2. Views to Whairepo Lagoon, the waterfront and the harbour from the precinct
3. Views to Whairepo Lagoon, Star Boating Club and Te Wharewaka o Pōneke and ground level connection between Michael Fowler area of development and the waterfront
4. View from Chews Lane, Harris Street to Whairepo Lagoon and Star Boating Club
5. Cuba street view north to Michael Fowler Centre

Surrounding Streets

Safe, comfortable, attractive and green surrounding streets are essential to support people using the precinct, and to strengthen the network of connected public space in the precinct. The balance of movement and place functions are critical, as there are key movement corridors surrounding the area such as Jervois Quay and Victoria Street which must support people moving through the city and support 'place' functions as high-quality public spaces. The surrounding streets should be defined as follows:

- “High place function, medium movement function” - Jervois Quay and Victoria Street are signaled as streets which should balance place and movement by prioritising pedestrian movements and offering high quality streetscapes, while still allowing for slow vehicle movements where these streets border the precinct
- “High place function, high movement function” - Mercer Street, Harris Street and Wakefield Street should provide priority to place function by prioritising pedestrian movement and spill out activity while allowing limited vehicle access and slow vehicle movements.

Surrounding streets should consider the provision of safe crossing points to ensure that pedestrians have frequent opportunities for safe and comfortable ground level crossing points between the precinct, the central city and the waterfront. These crossing points should align with access to the precinct.



Increasing greenery and green space

To increase the quantity and quality of green open space in the precinct, green space should be delivered in the areas of change as part of the overall site redevelopment.

Green spaces are important for connecting people with nature and natural character in urban environments, mental and physical wellbeing, ecosystem services (such as air purification, carbon sequestration, biodiversity, sustainable stormwater water management, habitat for fauna and flora) shade and shelter.

Surrounding streets should also contribute as green streets integrated with sustainable stormwater drainage.

Note: the green circles on the diagram indicate that green space should be incorporated in the areas of changes, but these circles do not indicate the exact amount or exact location of green space which would be subject to more detailed design work that meets the objectives.

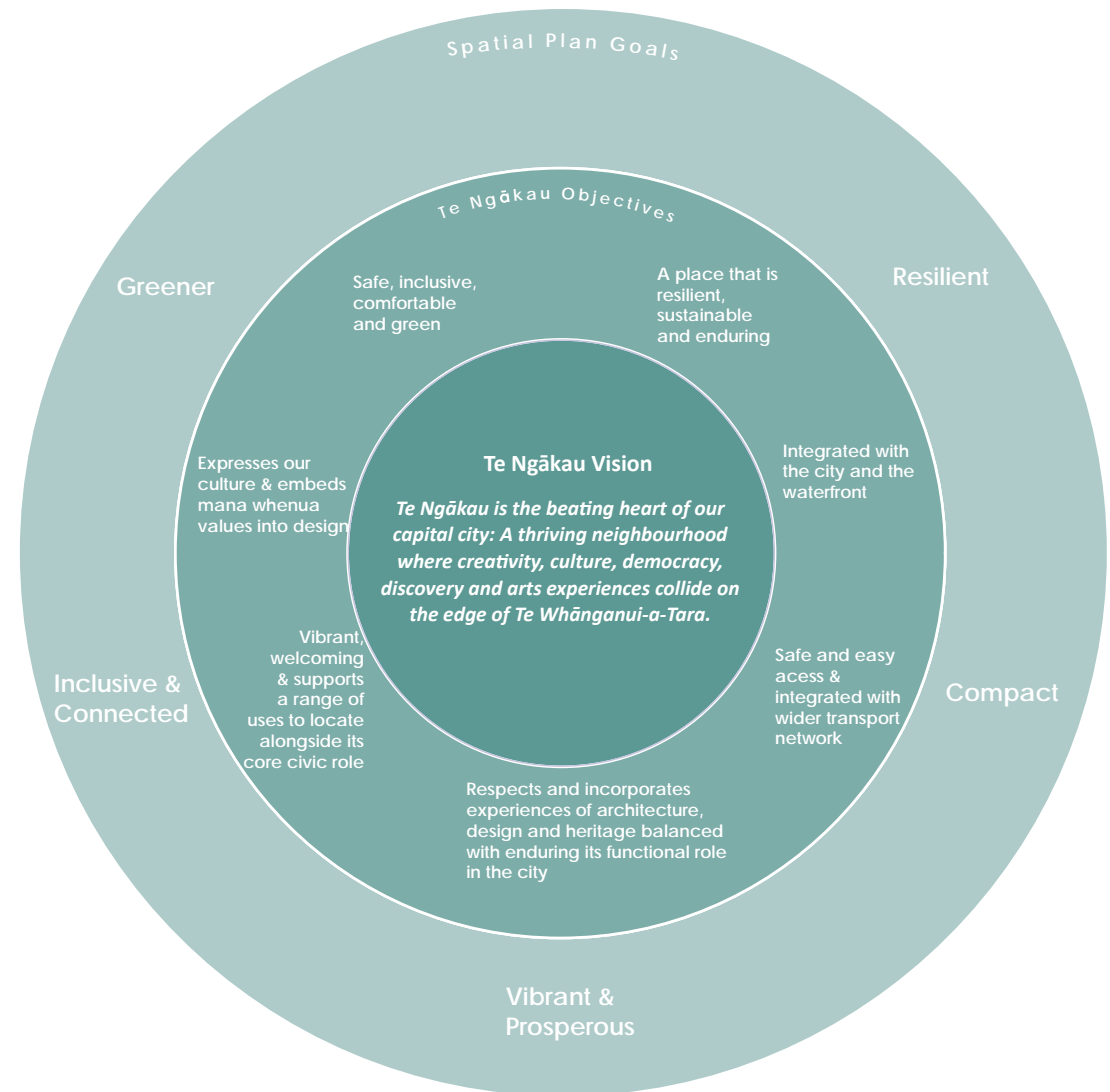


9. Objectives and policies

The following section outlines the policies that sit under each objective to provide a framework for achieving the vision. It is intended that they can form part of a design brief or a set of guidelines to ensure projects or proposed changes within the precinct will contribute to the overall outcomes for the precinct.

The vision and objectives for Te Ngākau are in alignment with Council's Draft Spatial Plan goals and the Central City Spatial Vision.

It is noted that some projects may not be able to achieve every policy in full. Rather, they provide a benchmark we should strive to achieve.



Objective 1: Te Ngākau is a place that welcomes and expresses our diverse culture and integrates Mana Whenua values into design and delivery processes.

Reconnecting the precinct with the Te Whānganui-a-Tara and the foreshore is of importance and references the origins of this place for mana whenua.

Embedding Mana Whenua values into the design and delivery processes offers up significant opportunities that benefit all cultures. Mana Whenua values are aligned to working in collaboration across all cultures and providing opportunities for all.

The Te Aranga Māori Design Principles are a set of outcome-based principles founded on Māori cultural values, and reflect the values outlined above. They provide practical guidance for integrating a Te Ao Māori perspective through design and delivery. The intent of adopting these design principles to guide change within the precinct is to create opportunities for the involvement and expression of all cultures and to create a welcoming and inclusive space. This includes their core values of whakawhanaungatanga (making connections and linkages), rangatiratanga (self-determination), manaakitanga (caring for others), and kaitiakitanga (providing guardianship). Mana whenua have a role as kaitiaki of the precinct, and as such their values should be reflected in the governance and design of the area.

Policies

1.1 Te Aranga Māori Design Principles (or as adopted by Wellington City Council) are incorporated as part of design and engagement processes for all buildings and spaces within the precinct.

Objective 2: Te Ngākau is a place that respects and incorporates experiences of architecture, design and heritage balanced with ensuring its functional role for the city

Te Ngākau is a heritage area but it also plays an important role as a living civic place and resilience anchor. To continue to play its role in supporting the civic functions of the city it needs to be able to evolve to ensure that buildings and spaces remain resilient and continue to be useable over time. There needs to be an acknowledgement that change must be allowed for alongside respecting and enhancing heritage.

By allowing change and new development within the precinct there is potential to embed a new phase of our heritage and showcase the architecture of Aotearoa New Zealand's capital city on the global stage. The significance of this precinct warrants a careful and considered design and procurement process that ensures high quality design in both architecture and building performance.

2.1 The design and procurement process should incorporate steps to ensure building and public space design achieves a high standard in both architecture design and building performance.

2.2 A Conservation Plan should be prepared for the precinct to guide how change can occur in line with this Framework whilst also retaining the sense of scale and configuration that is associated with the Civic Centre Heritage Area listing.

2.3 New or modified buildings and spaces should contribute to the heritage qualities of the precinct and include design elements which reflect the history of

Wellington and the origins of the place. New buildings and structures should not compromise the value of adjacent listed heritage items through dominating bulk and form or through reduction in visual connection from surrounding public spaces.

- 2.4 Removal of non-heritage listed buildings including contributory buildings can be considered where the outcome or replacement building will result in overall improvements to the function of the precinct and meets the objectives of this framework

Objective 3: Te Ngākau is a place that is vibrant, welcoming and supports a range of uses to locate alongside its core civic role

Increasing the activity and vibrancy of the Te Ngākau Civic Precinct will be achieved by encouraging more people to move through the precinct and visit it as a destination to work, live or play. This will be achieved by supporting the relocation of Council's main premises back into the precinct alongside a greater range of uses and improving overall access and connectivity. Introducing residential development at upper levels would mean people could be living within the precinct, present day and night, opening up the night-time economy and improving safety of the space.

Policies

- 3.1 Buildings and spaces are designed to be universally accessible and allow for and encourage public access to the civic functions located in the precinct.
- 3.2 Open spaces are designed to be universally accessible, adaptable and support a diverse range of uses for all ages, including short- and long-term events, both small and large scale, night or day. This includes the provision of digital infrastructure to support these uses.
- 3.3 Building entrances and pedestrian entrances to the precinct are accessible, open, attractive and well positioned.
- 3.4 A portion of each building is to have an active edge addressing both the internal precinct area and outward to the surrounding streets. Note: Active edge takes the WCC District Plan definition (Central Area Design Guide G4.3)
- 3.5 Buildings are to be adaptable spaces, able to provide a range of unit sizes and scales, to allow for some commercial activities including retail and hospitality to locate within the precinct at the ground floor.
- 3.6 Consideration should be given to providing some flexible community spaces, suitable for a range of community uses, as part of building redesign
- 3.7 Allowance for residential and commercial development in the upper levels of buildings within the precinct to encourage people using the precinct both day and night
- 3.8 The design of all buildings and structures must maintain sunlight access to and prevent shading of Civic Square between the hours of 12pm and 2pm throughout the year.
- 3.9 An increase in height above 27m can be considered along the southern edge of the precinct, provided the requirements for sunlight access and the heritage outlined in Objective 2 of this framework can be achieved

Objective 4: Te Ngākau is a place that integrates with the city and the waterfront

The Te Ngākau Civic precinct holds a strategic position in Wellington City, being a civic space located at the juncture of the Lambton Quay grid, the Te Aro grid and the waterfront. A point where the city transitions from the core of the central business district to the wider city area. To enable the precinct to play its role as the heart of our city it needs to better integrate with these spaces and allow for the ease of movement between them for people of all ages and stages. Integration will be achieved by improvements to access into the precinct and long-term upgrades to the surrounding area to reinforce the precincts role as a people centred place. Improvements to access across the precinct should incorporate a universal design approach to accessibility to ensure safe and comfortable access for all people.

Policies

- 4.1 Multiple connections are to be created for people to move from the precinct to the waterfront which are logical, safe and enjoyable.
- 4.2 Improved pedestrian connections through all sides of the precinct are made, including from Harris Street, to ensure there are logical connections between the precinct and the surrounding city.
- 4.3 Key pedestrian connections and space between structures should double as viewshafts from the city and precinct to the waterfront and to key buildings and structures.
- 4.4 Surrounding streets are to be attractive, people focused, green, safe and legible. Design of these streets is to be guided by their role identified in the Framework Concept.
- 4.5 Building entrances are to provide a logical and level connection with the surrounding streets and open spaces within the precinct to support easy wayfinding.
- 4.6 Open space should be designed with reference to how it contributes and links to the inner-city network of open space, supporting the needs of both inner-city residents and visitors

Objective 5: Te Ngākau is safe, inclusive, comfortable and green

The Te Ngākau Civic precinct is an important space for the city, its visitors, and its residents. It has multiple roles including providing a place to hold community events, a recreation space for inner city workers, supporting commercial activity and supporting the needs of the increasing number of inner-city residents, including families. A balance is to be achieved to meet the needs of these different user groups. It needs to be an inclusive space that is open and safe for all. Where people feel welcome but also have space to carry out their activities.

To meet these differing needs an overall increase in the quality of the public spaces is required in a way that is guided by meeting the objectives and policies of the framework. This includes providing a mix of green open space, trees, vegetation and hard landscaped areas with a focus on increasing greening and an overall improvement to the way people can move through and enjoy spaces.

Policies

- 5.1 An increase in the quantum of green space in the precinct is to be achieved through site re-design. This should include provision of high-quality landscaping, greening of existing public spaces and creation of new usable green open space areas.
- 5.2 The amount of green space will be increased, located and sized to ensure safety, usability, and shelter.
- 5.3 Plant selection and landscape design should give preference to species native to the Wellington region and consideration of our climatic conditions. Planting and landscape design should encourage shade and shelter and support wayfinding in the precinct.
- 5.4 The positioning and form of buildings and structures is to ensure a high degree of sunlight access is achieved within the precinct throughout the day.
- 5.5 The design of public spaces should allow for some temporary 'spill out' of use for commercial activity at the ground floor where appropriate. Landscaping should be used to define the spill out areas and areas where public access is to be prioritised.
- 5.6 The design is to ensure the safety of all users through the creation of fully accessible, open, well-lit and visible spaces which allow for passive surveillance.
- 5.7 Safety and accessibility is to be supported through appropriate design of pick up and drop off areas, inclusive design of all footpaths and spaces and clear wayfinding.
- 5.8 Provision of adequate public amenities including public toilets, drinking fountains, adequate lighting and seating.

Objective 6: Te Ngākau is a place that is resilient, sustainable, and enduring

The strategic role of the precinct as the beating heart of the city means it must be a resilient anchor for the city and Council, where the community can gather safely at all times and, in the event of a major earthquake and/or Tsunami, it must be able to remain operational both during and after the event occurs. This means a high degree of resilience must be designed into each of the precinct's buildings, structures and public spaces which must also be designed to live with more water in the future over time.

Its location within close proximity to the harbour means sea level rise and resilience are key issues to be considered as part of every aspect of its redevelopment. This should be addressed across the precinct as a whole and also as part of each development. Consideration must also be given to the interdependencies of the wider infrastructure which supports the resilience of the precinct, including the sea wall, the Whairepo Lagoon, the harbour and the wider stormwater network. The change that this area will go through presents an opportunity to not only improve the quality and function of stormwater in this area of the city but also be a demonstration of high-quality sustainable buildings.

Policies

- 6.1 All new precinct buildings and refits of existing buildings should be designed, constructed and operated in ways that reduce or remove negative impacts on the environment and people using it. This includes striving for low-carbon buildings using the relevant national standards (for example Green Star, or NABERS-the National Australian Built Environment Rating System which deals with energy efficiency) and more locally, aligning with the direction of Te Atakura First to Zero.
- 6.2 Each development site or project must address stormwater to ensure sustainable stormwater management across the precinct. Consideration should be given to the energy neutrality of the precinct's stormwater system i.e. whether it requires power and pump stations to manage stormwater. Consideration should also be given to the role of surrounding streets in managing stormwater as well as impacts of stormwater management on the Whairepo lagoon and the wider harbour.
- 6.3 Te Ngākau Civic Square faces significant challenges due to climate change so the design of each new or changed building must meet current Ministry for the Environment guidance to local authorities on planning for sea level rise as a minimum. Future advice from the Ministry will inform future planning for the area over the long term.
- 6.4 The design of buildings and public spaces supports access to safe emergency evacuation areas. This could include provision for evacuation to a public space from a building, vertical evacuation to upper floors of a building and safe evacuation from the precinct to higher ground.
- 6.5 All buildings and structures are to be designed to achieve high performance in seismic resilience
- 6.6 Building services are resilient, carbon neutral and managed separately across the precinct.

Objective 7: Te Ngākau is easily and safely accessible and integrated with the wider transport network

The precinct plays an important civic and cultural role for the city and should be universally accessible. This means safe and direct pedestrian connections suitable for all people and integration with the wider transport network to enable easy linkages with public transport and cycling. Vehicle connections to the precinct are also important, and should support access to the precinct for those who cannot use other modes and to enable ease of servicing the buildings and activities.

- 7.1 The movement of people through the precinct should facilitate direct connections with surrounding public transport networks.
- 7.2 Car parking is provided to support those who cannot access the precinct by other modes.
- 7.3 Servicing of building activities, including provision of underground car parks, must be addressed through the design of service entrances and areas and should not detract from the safe movement of pedestrians into and throughout the precinct. Consideration should be given to reducing the number of car park entrances across the precinct.

11. Consistent decision making

Identified throughout this framework are the range of interdependencies between the buildings, public space, infrastructure and activities within the precinct. Consideration of how individual decisions on components impact the broader vision for the area is critical in being able to ensure that momentum builds towards delivering the outcomes intended and that progress is made.

Mana whenua as kaitiaki

Te Ngākau is an important place for mana whenua and as such they should be empowered to express their tikanga and fulfill their role as kaitiaki (guardians) of the area. Cultural values and interests of mana whenua should be integrated within the precinct, and mana whenua should remain a critical partner to the precinct.

Partnerships

Te Ngākau Civic Precinct requires significant investment to achieve the vision as set out. There are a range of Council and community assets that require seismic strengthening and some areas that have been identified for transformation through the development of a mix of buildings and new open space. The vision cannot be delivered solely by Council, a partnership approach must be taken to develop the precinct efficiently and to a high standard. Commercial partnerships in some areas of change should be utilised to offset the considerable investment Council will be required to make into its own assets.

Establishing enduring governance

Transformation of the type and scale proposed will naturally occur over a longer duration, with individual projects being delivered throughout. Establishing a governance model that is enduring and ensures the application of the framework is consistent will be critical to its success.

Appendix one - key stakeholders

Mana whenua are Council's partner in shaping the future of Te Ngākau Civic Precinct through this framework.

As part of the process of developing this framework, Council also worked with the following key stakeholders who have interests, responsibility or knowledge of the precinct. Each of the following stakeholders were interviewed to understand what the constraints were from their unique perspectives:

- Inner City Wellington
- Council staff and advisors with responsibilities relating to the precinct such as future libraries, property, arts and resilience
- Wellington NZ
- Experience Wellington
- New Zealand Symphony Orchestra and Te Herenga Waka, Victoria University Wellington
- Waterfront Technical Advisory Group (TAG).

Issues identified by the stakeholders are set out on the following page.

Issues identified by stakeholders and their connection to the objectives of the framework:

