



The Wellington Waterfront Framework

Report of the Waterfront Leadership Group

April 2001



Tumeke Pōneke
Wellington City Council

Contents

Message from the Mayor	3	Experience of space and openness	19
1. Introduction and background	5	Ease of access for all	20
1.1 The Waterfront Leadership Group	5	3.2 Waterfront objectives	21
1.2 History of the Waterfront Project	7	4. The areas	23
2. Vision and themes	11	4.1 Waterfront-wide	24
2.1 Vision statement	11	Map showing key features	26, 27
2.2 The Waterfront themes	11	4.2 North Queens Wharf	32
Historical and contemporary culture	11	4.3 Queens Wharf	33
City to water connections	13	4.4 Frank Kitts Park	35
Promenade	13	4.5 Taranaki Street Wharf/Lagoon	36
Open space	14	4.6 Chaffers area	37
Diversity	15	4.7 Area summary	40
3. Values, principles and objectives	17	5. Waterfront management	41
3.1 Values and principles	17	5.1 Governance	41
Expression of heritage and history	17	5.2 Statutory planning	43
Expression of Maori heritage and presence	17	6. Costs and phasing	45
“Sense of place” for Wellingtonians	18	7. Conclusion	49
Diversity of experience	18	Appendix one	50
Sense of collective ownership and involvement	19		



Message from the Mayor

The City Council's adoption of this framework as its policy for Wellington's waterfront marks a significant milestone in our efforts to develop the waterfront in a way that makes the most of this unique and special part of the city.

After the debates of recent years, we now have a plan for the waterfront about which there is a remarkable degree of consensus. It is not a detailed master plan for the area and that, perhaps, is the secret of its success. The Waterfront Leadership Group has delivered a framework that sets out the vision, values and principles that will guide the development of the waterfront. The Group has described the character of each area and the issues that we need to think about during the detailed planning. Importantly – perhaps most importantly – the Group has shown us how we can move forward to work through the next stages in the process.

The Leadership Group worked in a way that was totally open and up-front. People could read the same briefing papers, go to the meetings, hear the discussions, and read the meeting notes and newsletters. The Group was always interested in hearing what people thought and the ideas that came through. We won't all agree with every decision made, but by keeping the process open and by giving everyone a chance to have their say, the public can understand and accept those decisions.

The group has had to balance competing demands – the demand for open space versus the demand for buildings and new activity; the demand for high quality developments versus the demand to keep the cost to ratepayers down; the demand for certainty about what will happen next versus the demand for flexibility in the future.

I think they've got the balance about right.

There is still the question of whether or not there will be any new buildings at the Chaffers area, but there is time to resolve that through an open public discussion without holding back all other areas. The framework will form the basis of a District Plan variation, with resource management issues identified

from the vision and themes, and objectives and policies identified from the values and principles. All new buildings and significant alterations to existing buildings will require a notified resource consent. By incorporating it into the District Plan this way, people know what they can expect on the waterfront, and can be confident that we are ready to move forward, while protecting the public's right to have a say.

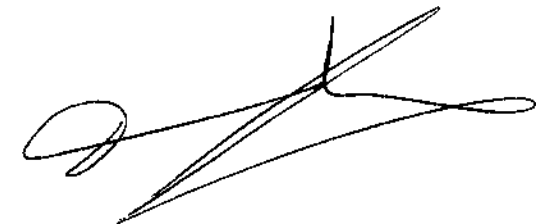
Some thought the Leadership Group had been given an impossible job. The way the Group resolved difficult issues is a credit to all the members and to the support team of officers and advisors. It has taken a little longer than originally hoped, but I think we'd all agree that it's better to spend a bit more time and get it right.

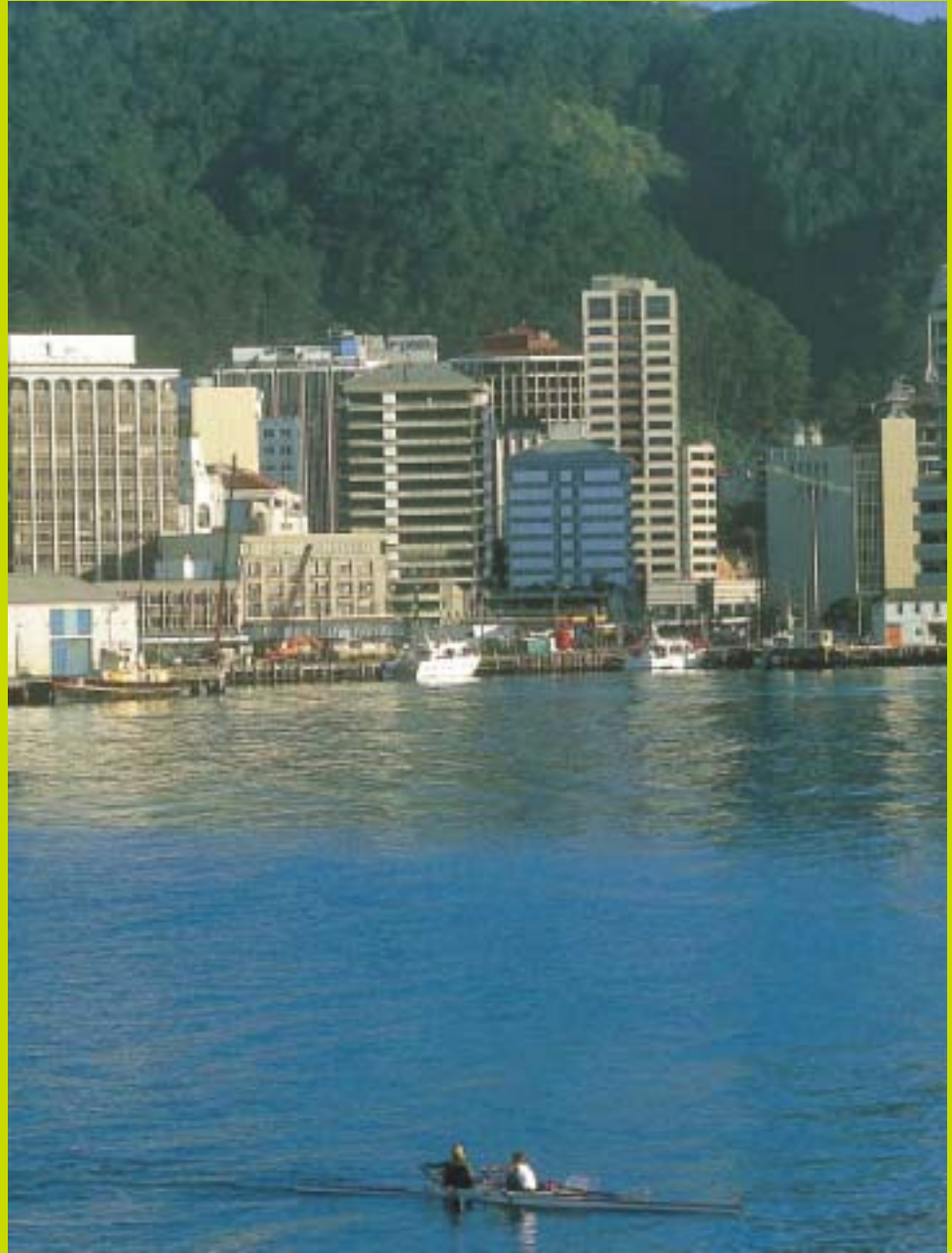
Wellingtonians do care passionately about their waterfront. They do want to be part of the on-going debate. The transparency and public engagement modelled by the Leadership Group must continue as we move forward. In unanimously adopting the framework, the City Council has shown its willingness to support a good plan and a good process.

All the members of the Group deserve our thanks for the time and energy they spent on this task. The best way we can thank them is to make their framework work.

A sub-committee of Council will be established shortly to act as the waterfront development group and lead stage two as outlined in the framework. This will continue the successful partnership between the community, designers and the Council that was established by the Leadership Group. We can all help make stage two work by taking part in the process and supporting the sub-committee as it makes progress on the waterfront.

Mark Blumsky
Mayor of Wellington
April 2001





1: Introduction and background

1.1 The Waterfront Leadership Group

The Wellington City Council-appointed Waterfront Leadership Group started work in early September 2000. Its job was to recommend to the Council a framework to guide the future development of Wellington's central waterfront area – a 20-hectare site from the Overseas Passenger Terminal near Oriental Bay to Shed 21 opposite the Railway Station. This framework is a platform for development on the waterfront.

The Group's brief was to recommend a vision for the waterfront, the principles and values that should govern future development, and an urban design framework for the area. Later stages of the project will develop the detailed performance briefs, based on this framework, which will see areas of the waterfront developed for Wellingtonians to enjoy. As well as developing an overall framework, the Group was asked to consider a number of specific issues: governance structures; the future of the Herd Street Post and Telegraph building and its impact on Chaffers Park; and sites, either on or off the waterfront, for a "Chinese Garden".

This framework covers all these issues and is the Group's report to the Council.

The purpose of this framework is threefold: firstly to record the Leadership Group's work; secondly to describe what the Group recommends should be done on the Wellington waterfront; and thirdly to present how it believes this future work should be undertaken.

The overarching **Vision** provides a statement of what is wanted on the waterfront and is supported by the themes that give the waterfront its "flavour" or identity. The **Values** and **Principles** reinforce these themes. The **Principles** are where the Group started and these were the basis of subsequent discussions and from which the **Objectives** were derived.

The framework is based on a set of performance criteria rather than on a number of prescriptive standards. Relevant issues for each physical area, including the

whole waterfront, have been grouped under each of the themes and have been described in performance terms that will form the basis of future design briefs. These performance terms indicate the end result the Group want the design to achieve, such as ensuring a safe waterfront. This contrasts with a prescriptive approach, which specifies how a development is to be designed by using standards – for example stipulating lux levels for lighting.

The framework reflects the need to provide certainty for the community, but at the same time allows a level of flexibility for future years. Part of the stage two process will be about balancing principles that may be in conflict. Performance criteria allow for greater flexibility in this balancing process than prescriptive standards, but there also needs to be a strong, transparent implementation process in place that provides for public input.



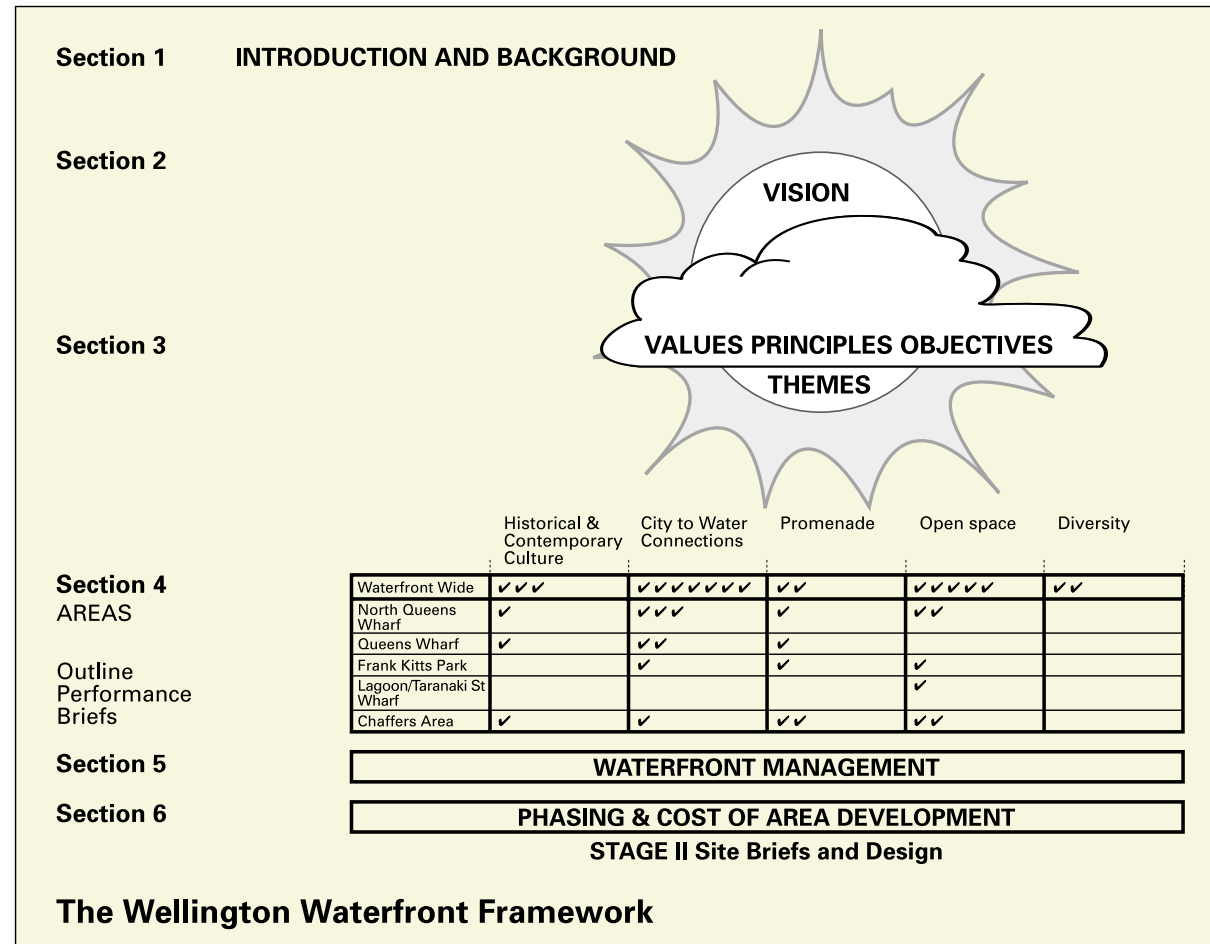
The Waterfront Leadership Group (left to right) Di Buchan, Morrie Love, Miria Pomare, Geoff Henley (facilitator), Andy Foster, Ian Hutchings, Sue Piper, Lindsay Shelton, Clarence Aasen, Mark Petersen, Nick Jennings.

Lastly, the framework deals with the implementation process, including finance, governance and planning.

It is important to note that the performance approach taken – what will be developed – and the implementation process with its emphasis on public involvement – how it will be developed – are inextricably linked. They work together as a mutually supportive package to provide the certainty and flexibility required.

In reaching its conclusions the Group has:

- Held 23 meetings over seven months
- Read 170 submissions
- Heard 64 presentations covering a vast array of issues and opinions from the public
- Discussed more than 32 reports from advisors
- Commissioned market research among the wider Wellington public.



The framework structure.

The research, which was carried out in January and February 2001 showed that 72% of Wellingtonians were in favour of the proposed approach outlined in the Group’s progress report.

A summary of the ideas for the waterfront presented to the Group is listed in appendix one.

Throughout its deliberations, the Group has been conscious of the extensive work done in the past for waterfront development, and have drawn on this work. While this document is the guiding framework for work on the waterfront, reference can be made to other documents, in particular the November 1996 and December 1997 reports of the Community Consultative Committee (CCC) and the 1998 Wellington Waterfront Public Spaces Concept Plan.

The Group also acknowledges the enormous public interest in the waterfront and aspects of it over recent years, in particular that expressed through the lobby groups Waterfront Watch and Chaffers Park – Make It Happen!

It has actively encouraged public involvement through the following measures:

- All meetings have been open to the public and well attended
- Progress reports and copies of documents have been sent directly to interested people
- Documents and information have been made available through a website

- Eight editions of a newsletter have been published, with a mailing list of around 3,000
- An eight-page supplement in the Council's newspaper, *Absolutely Positively Wellington*, explained progress, and
- The Wellington media regularly reported on work.

Wellingtonians care passionately about their waterfront. The intention of this framework is to give people clarity and certainty about the overall direction of the development of the waterfront, while still allowing some flexibility in the development of the detail for each area. Integral to the framework is the process by which future decisions will be made. The Group has worked amid lingering mistrust created by the furore over Variation 17. As a result, it believes people will only have confidence in the future direction of the waterfront project if they can be actively engaged in the decision-making process.



The waterfront area in central Wellington.

1.2 History of the waterfront project

The development of a plan to guide the transformation of Wellington's central waterfront area from a working port to a vibrant part of the city has had a chequered history.

The first settlers arrived by sea to an exciting and unknown land, where the hills shaped the enclosed harbour. Initially the location of settlements was influenced by the existing land forms, and then later the reclaimed land at the water's edge. Wellington's economic prosperity went hand in hand with trade through the port. This special relationship between the city and the harbour is the character of Wellington.

The city and sea relationship makes for a dynamic city-scape. Other great cities such as Sydney, Cape Town, San Francisco, and Boston have also derived their identity from this relationship. As in these cities, interest in the idea of transforming Wellington's waterfront grew in the 1970s and 1980s as port administrators realised they no longer needed so many conventional wharves.

As overseas experience has also shown, such projects take a long time and during that time public views tend to shift and reflect competing and varied interests.

In 1982 the Wellington Harbour Board and City Council sponsored the Wellington Civic Trust to organise a public competition and conference on transforming the redundant port land.

The Lambton Harbour Group was established in 1985 by the Harbour Board and the Council. A year later the Group produced the Lambton Harbour Development Concept, which allowed for generous public open spaces and the retention and enhancement of existing buildings together with provision for new buildings.

A joint-venture agreement to develop the area was signed by the Harbour Board and Council in 1986. The agreement established a Special Development Zone, a Concept Plan, and the formation of two companies to provide the management and administration of the project: Lambton Harbour Overview Limited, and Lambton Harbour Management Limited (LHML), a local authority trading enterprise (LATE). This means it was owned by the Harbour Board

and Council but run as a wholly-owned separate company. In 1987 an Empowerment Act allowed the Lambton Harbour Development Project to proceed. Company assets from the port were transferred to the City Council in 1989 when the Wellington Harbour Board was disestablished as part of local authority restructuring.

When LHML was established to manage the development of public space projects and private building developments, waterfront development was intended to be self-funding. The company produced new plans for the waterfront, which included a 31-storey building north of Queens Wharf known as the Landmark Tower, Chaffers Marina, a hotel/conference centre on Taranaki Street Wharf, and a multi-unit housing development at Chaffers.

Many of the capital-intensive proposals in the development, including the Landmark Tower, fell by the wayside after the stock market crash in October 1987. However, through the early 1990s Lambton Harbour Management continued to develop areas not affected by the crash. Frank Kitts Park was remodelled in 1990, along with the development of the lagoon. The Dockside and Shed 5 restaurants and bars opened in the early 1990s. Chaffers Marina, Queens Wharf Apartments, and the City-to-Sea bridge were completed in 1993, and Circa Theatre was relocated. Work to build a new National Museum started on a key site on the waterfront and Te Papa opened in February 1998.

But in 1995 a public outcry greeted the first new constructions on Queens Wharf – the Retail and Events Centres. The residential complex proposed for Chaffers and a casino proposed for the Odlins building fuelled public anxiety about the project. From this point on, public debate and concern about the waterfront steadily increased, particularly as to how much land was being proposed for private use.

The Council and Lambton Harbour Management responded by holding a public forum in mid-1996, and the results from the forum and other surveys led to a moratorium being placed on development.

In July 1996, the Council set up a group of community and business representatives, the Community Consultative Committee (CCC), to review development and consult with the community. By late 1996, the CCC had reported back, advising that the waterfront was a key recreational area for the



Queens Wharf in the 1980s.

city, and that public spaces should be designed first with built development to follow.

In September 1997, the Council commissioned a multi-disciplinary design team to use the CCC's recommendations as the basis for designing public spaces on the waterfront. The Lambton Harbour Public Spaces Concept Plan (the Concept Plan), with four options for the Chaffers area, was unveiled in October 1997 to much acclaim. Public submissions on the plan were canvassed by the CCC and the findings reported to the Council in December 1997. The CCC's recommendations, including a number of modifications to the Concept Plan and buildings on the roadside edge of Chaffers Park (option three) were adopted by the Council in March 1998. However, after technical reports recommending against moving the Herd Street Post and Telegraph building, the City Council subsequently replaced the adopted Chaffers option with an option to retain the Herd Street building and allow for new buildings along the seaward edge of the park.

During 1999, work began on writing the statutory planning rules and design guidelines for the project. However, a breakdown in the design management and communication process, aided by the disbanding of the CCC after its report to the Council in 1997, contributed to the CCC's recommendations not being incorporated in this work. This planning work was named Variation 17 as it was the 17th variation to Wellington City's Proposed District Plan. Variation 17 was advertised for public submissions in October 1999.

This was the beginning of what became another passionate public debate about the waterfront. For a number of reasons – reasons which in themselves may be debated for some time to come – public sentiment appeared to have shifted and there was not the support for or understanding of Variation 17 that had been evident for the Concept Plan.

A campaign against Variation 17 around the slogan “Stop the Wall”, run by Waterfront Watch, gained momentum amid accusations of misinformation



Concept Plan illustration.

from all sides, with public opposition and debate reaching intense levels during January 2000. By 7 February 2000, the original closing date for submissions, the Council had received some 2,500 submissions – the highest number ever recorded on a planning issue in Wellington. Some 94% of those submissions opposed Variation 17 proceeding without modification. Under intense political pressure, the Council voted to extend the submission date.

Finally, in April 2000, the Council agreed to withdraw Variation 17 and asked for a new process to be developed to find a way forward for the waterfront.

Council officers consulted around 40 community groups and other interested individuals and from that a three-stage process for developing and implementing a new plan for the waterfront was proposed and subsequently approved in principle by the Council in July 2000. Stage one was to develop a framework for the waterfront, stage two to decide more detailed plans for each area, and stage three to implement and monitor the plans. The 10-member Waterfront Leadership Group, made up of three City Councillors and seven community representatives, was appointed to lead stage one. A six-member Waterfront Monitoring Group with design and community expertise was also appointed, to advise as plans were developed and to monitor the implementation of plans.



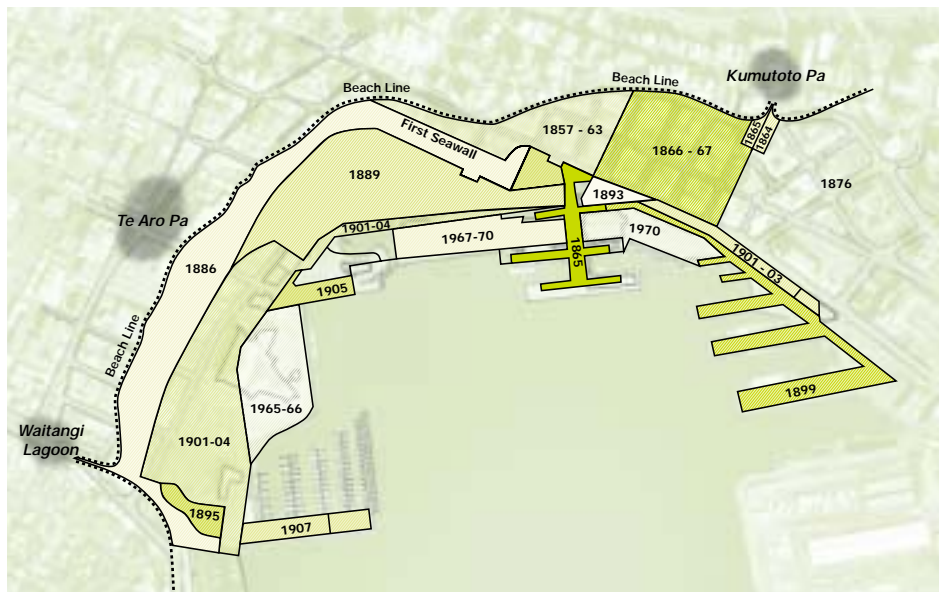
2: Vision and themes

2.1 Vision statement

The Leadership Group considered a whole range of possible vision statements, beginning with the vision agreed by the CCC in 1996.

The Group has adopted the following vision statement, based on the vision for the waterfront previously agreed by the Council and Lambton Harbour Management:

Wellington's Waterfront is a special place that welcomes all people to live, work and play in the beautiful and inspiring spaces and architecture that connect our city to the sea and protect our heritage for future generations.



Pa sites and the various reclamations since 1857.

2.2 The waterfront themes

A number of inter-linking themes underpin the Leadership Group's work and together they express how the Group sees the waterfront development coming together. They instil a level of coherence along the waterfront and put it in context within the city and its harbour setting.

The themes reflect the areas of high public interest in the future of the waterfront. They are developed for the waterfront as a whole and for each of the individual areas. The themes are:

- **Historical and contemporary culture**
- **City to water connections**
- **Promenade**
- **Open space**
- **Diversity.**

Historical and contemporary culture

The waterfront is an intensely-used area at the very centre of the city. Parts of it remain a working port. There is a need to refer to the natural ecology, the Maori history and the industrial maritime heritage as well as the central city in determining the character of the respective areas and the components and elements that make up those areas.

By acknowledging its history and layering the area with contemporary culture the identity of the waterfront can develop and grow.

Maori culture

The story of Te Whanganui-a-Tara begins with Kupe who is said to have stayed in the harbour many hundreds of years ago. Many place names in the harbour



Te Aro Flat was cultivated and provided an important food source for local Maori settlements.
(Te Aro Flat panorama from Illustrations to Adventure in New Zealand).

acknowledge Kupe's presence. Matiu and Makaro – Somes and Ward Islands – are the names of two of Kupe's nieces.

When the Europeans arrived in the early 19th century they found thriving settlements and a bustling water-based trade and communication system. A chain of settlements extended from Waiwhetu on the eastern side of the Hutt Valley, Petone, round to settlements at the mouth of the Kaiwharawhara Stream, continuing to Pipitea Pa, Kumutoto Pa, Tiakiwai Pa and finally into Te Aro Pa in the heart of the waterfront. Te Atiawa, who settled the inner harbour area, had a close relationship with Ngati Toa further north.

The area south of Te Aro Pa was well cultivated. Gardens extended to the old museum site at Buckle St and on some of the hills up to Brooklyn and Vogeltown. The streams that flowed into the harbour, the Waitangi lagoon on the eastern end of Te Aro Flat, the surrounding bush and the harbour itself were rich food sources and sources of other supplies such as flax and wood.

The "story" of the Tangata Whenua is one that is intrinsically connected to the waterfront. Opportunities to express this story should be woven into the different levels of the overall design.

Mercantile history

The other important part of the waterfront history is its mercantile and trading background. For most of the past 160 years it has been a working port and the centre of much of the comings and goings from the city.

A variety of reclamations have occurred over this period and relate to the different eras of port development – from the first "T" wharf at Queens Wharf dating back to the 19th century, through to the start of roll-on roll-off facilities at Taranaki Street Wharf in the 1970s and the development of Clyde Quay Wharf as the Overseas Passenger Terminal in the 1960s. There are opportunities to acknowledge these developments, as has happened at Taranaki Street Wharf where the original wharf configuration has been re-exposed.

Traces of history include not only the remaining waterfront buildings, artefacts and wharf structures, but the evidence of usage and industrial/maritime wear and tear. These are irreplaceable indicators of the history of the area, and while they are often damaged, they substantially enrich the experience of the waterfront. Physical traces of age and occupation are the collective memory of the waterfront, and are fundamental in establishing its identity.



Te Papa detail.

Contemporary culture

The development of the waterfront's contemporary culture is ongoing with a change in emphasis from a working port to a recreational and cultural area. It is depicted by the ongoing events on the waterfront such as dragon boat racing and open-air concerts. The Museum of New Zealand, Te Papa, is a strong magnet on the waterfront, attracting people to a range of events. Te Papa is supported by the Museum of Wellington City and Sea, the Academy of Fine Arts, and the soon-to-be-opened Plimmer's Ark Gallery on

Queens Wharf – all strong cultural draw cards on the waterfront.

This ongoing development of contemporary culture has been further enhanced by the work at Taranaki Street Wharf, which has been recognised by a New Zealand Institute of Architects' award for its design. Opportunities to build on these achievements should be taken.

City to water connections

This theme is about the transition from the city to the waterfront and from the waterfront to the harbour. To be successful, the waterfront needs to be connected to, and accessible from, the city and sea. This accessibility has to be made comfortable for a wide range of people at all times of the day and night.

Improving pedestrian access across the heavily-trafficked “quays” is critical to the success of the waterfront development. The work proposed by the Council should be undertaken as soon as possible. This work includes: significant planting along the length of the quays and Cable Street; a central median giving refuge for people crossing from the city to the waterfront; and an increased number of controlled pedestrian crossings along Jervis and Customhouse Quays. More bridging across the quays and Cable Street should be considered as opportunities arise.

There needs to be vehicle access for servicing and parking and better links to public transport stops. The water should be accessible for ships, boats, fishing and swimming. Connections operate at a number of different levels as there are various communities of interest that use the waterfront. There are the neighbourhood connections such as that found near the Chaffers area, where people will be using the area every day. Given the proximity of the waterfront to the working hub of the central city, there are opportunities to draw people during



Bollards and lighting at Taranaki Street Wharf.

the working week. People from the greater Wellington region are attracted to the waterfront for both informal and formal events, and this is more likely to be in the evenings and weekends. An estimated two-thirds of weekend visitors to the waterfront are from Wellington suburbs and further afield, so parking is an issue.

Te Papa draws tourists in their thousands – an average of more than 3,800 visits a day – from Wellington, the rest of New Zealand and overseas. There is a real opportunity to make other parts of the waterfront drawcards that support and develop Te Papa's strengths.

Connections are also about the views and glimpses of the harbour, and the hills beyond, along the various city streets. The panoramic views from the promenade and water's edge out to the harbour are special and there are views from the harbour and hills back to the city over the waterfront area. Framed views are also important to increase the sense of drama and to reinforce distance and scale.

Promenade

The promenade is the spine of the waterfront – it connects the different parts. Varying in width, it provides a sequence of changing, rich and interesting experiences. It should be a shared pathway, designed to accommodate a range of non-motorised uses including strolling, cycling, roller-skating, scooters, pushchairs and wheelchairs. The promenade should also be recognised as a part of the city and an extension of the wider city flow of pedestrians.



View through the Queens Wharf gates.

There should be opportunities for buildings to open out onto the promenade and provide different levels of activity along its length.

The promenade at the water's edge needs to be enhanced to allow people of all abilities to access the water at various points. This is not a natural edge and therefore it should contribute to the urban waterfront experience in different ways, for example with bridges, sea walls, pontoons, and piers.

Open space

The water itself is the waterfront's primary open space. It draws people to the edge of the waterfront and this relationship should be enhanced.

The waterfront can be thought of as a string of open spaces of different sizes and types. They reflect the character of different parts of the waterfront and their relation to central city spaces.



Map showing the promenade and major green spaces.



Hacky sac players in the Chaffers area.

There will be two large green parks: one at Chaffers and one at Frank Kitts Park. There will be other spaces, such as squares – small and large – walkways and lanes that are more formally defined by buildings and are predominantly paved.

The quality of public space is crucial for success. There is a need to achieve a public environment that is vital, safe and attractive, and that provides the context in which activity in associated buildings can flourish.

The buildings that face onto the public spaces should help define these spaces, provide for natural surveillance and allow for activities that engage people using these spaces. These buildings should be of a size and shape that relate to the spaces around them, the neighbouring buildings and the water.

Diversity

The waterfront is a large area and its spaces are not all the same. All kinds of different people want to use the waterfront at different times of the day and night, for different activities in different areas. There are spaces for large crowds to gather, and spaces for more intimate meetings. There are spaces such as the promenade that allow people to move through areas.

Public spaces should support uses that can contribute to the vitality, safety, recreational potential, shelter, comfort and social inclusiveness of the waterfront. This in turn will support the life, culture and vitality of the city. If these uses in turn encourage other mutually supportive uses, this will maximise the greater range of activities on the waterfront. Diversity of use will support the diversity of opportunity, and of occupation and the extended use of the waterfront.



Children fishing outside Shed 6.

3: Values, principles and objectives

3.1 Values and principles

Early in its work the Group compiled a list of key principles that captured its views on all important issues regarding the waterfront. These principles became the basis of a set of values and the following section organises them under each of those values.



Artefacts and historic traces express the richness of how the area was created and used.

Expression of heritage and history

The waterfront is rich in both Maori and European history which are important parts of the identity of the waterfront. Both contribute to the spiritual, social, maritime, and economic evolution of Wellington. While the waterfront has changed enormously, especially with the various reclamations, the heritage buildings, artefacts and historic traces express the richness of how the area was created and used. They therefore should be key features of the waterfront.

Principles:

- Heritage and the history of the waterfront are important parts of the identity of the waterfront. There is a range of aspects to the pre and post-colonial history of the waterfront, including maritime, social and economic aspects, and all these stories need to be told.

- Heritage buildings are an important aspect of the history of the waterfront and should be restored and reused.

Expression of Maori heritage and presence

Maori have had a long connection with the harbour and the waterfront and it continues today. The Maori connection reinforces the waterfront identity.

Principles:

- Maori cultural heritage will have a strong presence on the waterfront and play a key role in identifying the water front.
- Maori cultural presence on the waterfront should be an active one – to show a living culture – and will include a focus on waka culture.
- Maori history and heritage will be reinforced by a variety of methods.



Maori cultural heritage will have a strong presence on the waterfront.

“Sense of place” for Wellingtonians

The waterfront has a distinct character; it is the connection between city and harbour. The waterfront is and should remain distinctly “Wellington”. It is a place where Wellingtonians can experience the things that are so uniquely Wellington – the wind, the harbour, the form of the city. The quality of architecture and design will enhance this character.

Principles:

- The waterfront as a whole is, and will remain, a unique asset to the city that is a drawcard in its own right.
- Any development will be of a high quality.
- Any new buildings will be complementary to, and in a scale appropriate to, the existing buildings around them.



The waterfront is a place where Wellingtonians can experience the things that are so uniquely Wellington.

- The identity developed for each area will be in character with the waterfront as a whole.
- The design and use of buildings should be orientated outwards to maximise the unique value of the waterfront location.
- The waterfront is part of Wellington and new work will complement the buildings and public spaces in the adjacent city.

Diversity of experience

The waterfront is somewhere to live, work and play with a wide diversity of uses and a range of visually interesting experiences. To reflect the diversity of its users, there will be a range of built and green environments and opportunities for passive and active uses.

Principles:

- The waterfront is somewhere to live, work and play.
- The waterfront will meet the needs of a diverse range of people.
- Recreational, cultural and civic uses are particularly appropriate for the waterfront, complementary to similar uses in other parts of the city.
- There will be an allowance for some commercial development on the waterfront.
- Public space development does not depend for funding on commercial development.
- New buildings can be considered for the waterfront.
- Ecological values of the waterfront will be maintained – bearing in mind that this is a highly modified environment.

- The entire waterfront is predominantly for people, not motor vehicles. Pedestrians and non-motorised transport will be able to use the waterfront safely. However, service vehicle access needs to be provided for.

Sense of **collective ownership** and involvement

The waterfront is predominantly a public place and a place we all own. As Wellingtonians we have diverse views about our waterfront and we all have a role in deciding what should happen there and how it should look.



The waterfront is predominantly a public place and a place we all own.

Principles:

- The waterfront is predominantly a public area.
- The public should be consulted – either through the stage two process or through a statutory planning process – about any proposed new buildings and any significant changes to existing buildings.
- Ground floors of buildings will be predominantly accessible to the public.

Experience of space and **openness**

The experience of openness along the waterfront reinforces the transition between the built up city and the expansiveness of the harbour. This openness is expressed through a series of open spaces including the water's edge promenade, views and sightlines between these spaces and between the city and water. Buildings support open space and open space supports built areas.

Principles:

- The harbour is the primary open space on the waterfront.
- There will be a network of paths throughout the area.
- A series of different open spaces that cater for diverse uses and activities will predominate.
- In addition to Frank Kitts Park there will be a second large green open space at Chaffers.
- There will be a variety of open spaces – some green, some sheltered and some paved.

- Important views and vistas from the city to the sea will be protected and important new ones created.
- Panoramic views from the water's edge, along with framed views of the waterfront, are important.
- Buildings will support the open spaces, both in their design and their associated uses and activities.



The harbour is the primary open space on the waterfront.

Ease of access for all

It will be easy for people to get to, and move around, the waterfront. There will be opportunities for people of different ages and abilities to get to a range of different events and attractions. The area will be user-friendly and safe at all times.

Principles:

- There will be a public walkway/promenade along the length of the waterfront, predominantly at the water's edge.
- There will be better pedestrian access from the city to the waterfront. There will be better access points for pedestrians, for example from Post Office Square to Queens Wharf, and from Courtenay Place to Te Papa. Improvements to pedestrian access points will include the provision of shelter. The Council is

encouraged to implement the proposed upgrade of the quays and streets, including landscaping and improving street crossings.

- The waterfront needs to be linked to the rest of the city, in terms of both physical access and visual links such as views and signage.
- More private and public transport drop-off points are needed.
- There should be opportunities for people to gain access to and from the water.
- There should be good access from the water to the waterfront area.
- The waterfront should be accessible for people with special needs.



It will be easy for people to get to, and move around, the waterfront.

- It will be easy to find your way around the waterfront.
- The waterfront will be designed with safety and security in mind.
- Natural surveillance achieved through good design is preferred to electronic or formal methods of surveillance.
- Ideally, surface parking should be progressively removed as development takes place. The parking requirements of Te Papa, Circa, Chaffers Marina and other waterfront venues need to be considered.
- Parking provided on the waterfront will be primarily for waterfront users.



The waterfront will meet the needs of a diverse range of people.

3.2 Waterfront objectives

Seven objectives have been set for the waterfront. The overall design, and the detailed area-by-area designs, will be developed to achieve these objectives when the redevelopment is completed. Further work will be required at stage two to set performance measures and targets.

The objectives are:

- The waterfront is locally and internationally recognised for its design.
- The waterfront is readily accessible to all people.
- The waterfront is, and is perceived to be, safe at all times.
- The waterfront is seen as an attractive place that draws Wellingtonians and visitors alike.
- The waterfront successfully caters for a wide range of events and activities.
- Significant heritage buildings are protected on the waterfront.
- Activities on the waterfront are integrated with those on the harbour.



4: The areas

This section provides the basis for the performance briefs that will be developed in stage two of the waterfront process. The briefs will cover the whole waterfront and the five individual areas.

The character of the whole waterfront provides a richness and cohesion that is central to its development. However, within the wider waterfront, each area has its own character that relates to both the built form and the open spaces and reflects the close proximity of the area to the central city.



A busker entertains the crowds at Queens Wharf.

Making each area distinct will allow the development of a unique “sense of place” or local character for the area. Recognising the history and cultural significance of the site will further enrich the area including the public spaces and buildings. The principal use/s of the area must also be considered.

This section looks at the issues relating to the character of the whole waterfront, followed by a description of the character and relevant issues of the significant areas. Those five areas are:

- **North Queens Wharf**
- **Queens Wharf**
- **Frank Kitts Park**
- **Taranaki Street Wharf/Lagoon**
- **Chaffers.**

A high quality of design and implementation is paramount on the waterfront. Spaces must be attractive and safe and work effectively for all users. Design will take into account the routes through, and the uses in and next to, spaces because these will influence their success.

The attractiveness of spaces – and how well people treat them – will also depend on using high quality materials that are well put together. The design will establish the arrangement of the paving, planting, lighting, orientation, shelter, signage, street furniture and the way open spaces are viewed from any vantage point.

An appropriate level of ongoing management and maintenance of these spaces is important to encourage people to respect, enjoy and feel safe in them.

4.1 Waterfront-wide

A number of key issues need to be considered for the waterfront as a whole to ensure a “seamless” connection between the individual areas.

These issues are grouped under the five themes as listed in Section 2.2.

Historical and contemporary culture

Heritage issues

Opportunities to interpret both the maritime heritage and the Maori story on the waterfront should be woven into the interpretation and art of the area.

Maori settlements in the 200 years before the arrival of the European were centred on and near to the harbour. Important sites near the waterfront were Kumutoto Pa, where Woodward Street is today, Te Aro Pa, near Taranaki Street, and Waitangi lagoon south of the Chaffers area. A contemporary Maori cultural presence on the waterfront should reflect waka culture in particular, such as waka construction, but could also include weaving, decorative arts, building construction, carving and performing arts.



Shed 5 is one of the oldest buildings on the waterfront. It has been converted to a popular restaurant.

The traces of maritime history include the remaining waterfront buildings, artefacts and wharf structures, and also the evidence of usage and industrial/maritime wear and tear. As much of this history as possible should be retained. This can be done by a number of mechanisms, such as heritage trails, signage, and museums.

Heritage buildings must be restored and used to contribute to the vitality of the waterfront. The Group considers the following buildings to be the heritage buildings of the waterfront:

- **Shed 21**
- **Eastbourne Ferry Terminal**
- **Shed 13**
- **Shed 11**
- **The Wharf Offices (Shed 7)**
- **Shed 5**
- **Dockside restaurant (Shed 3)**
- **The Bond Store (Museum of Wellington City and Sea)**
- **The Rowing Club**
- **Star Boating Club**
- **The Wellington Free Ambulance building**
- **Odlins building**
- **Shed 22**
- **Herd Street Post and Telegraph building**
- **Overseas Passenger Terminal.**

Not all these buildings are classified as heritage buildings in the District Plan or Regional Coastal Plan. However, rather than recommend changes to the plans' lists, the Group recommends to the Council that the listings be reviewed in light of the history of the waterfront.

Other heritage elements include features such as cranes, wharf gates and bollards, and these should be preserved and reused or enhanced.

Art The waterfront should be a place for art, including artworks, craft and the performing arts.

Public art should be promoted on the waterfront and be an integral part of the design of any space or a distinct element. The integration of art should be considered with reference to the status and role of any site in the waterfront spatial hierarchy, to its public visibility and the possibility of enhancing or signaling visual linkages and its location. By its very nature, art may surprise, delight and provoke contemplation. Temporary or permanent art installations help develop a sense of place and enrich the experience of public spaces and can play a role in interpreting waterfront history. Offers to develop public art on the waterfront should be explored.

The waterfront is a place for crafts. There are many interesting and worthwhile proposals for craft activities on the waterfront and in waterfront buildings and these should be given consideration.

The waterfront is a venue for the performing arts. Design of the open spaces on the waterfront should provide for a wide range of possible sites for performances, including sites for outdoor performances and sites for temporary events such as the Dans Paleis and the Dome, both highlights of the 2000 Festival of the Arts.

Landscape Spatial definition, and the location of trees, planting and “hard” landscape elements such as paving and street furniture, should reflect that this is an urban waterfront, and an urban rather than a natural landscape.

However, opportunities should be taken where possible to link heritage and cultural issues with the landscape, such as planting flax for weaving materials. Landscape materials can provide shade, shelter and spatial definition.

The choice of planting and materials should be chosen in awareness of the different ecologies of Wellington’s coastline. These could be the basis of materials selected for planting, paving and rocks.



Albatros sculpture and fountain at the lagoon.

City to water connections

Pedestrian access

Pedestrians have priority over vehicles on the waterfront. There are a number of ways of making the waterfront safer and more comfortable, convenient and inviting for people on foot.



Lunch-time runners on Taranaki Street Wharf.

The edge of the quays and Cable Street should be welcoming and safe; there should be frequent, convenient and direct connections to existing streets and pedestrian ways that adjoin the waterfront; and there should be shelter where possible.

Water access Good access to the water itself is a fundamental requirement. While the promenade provides public access right along the water’s edge, places should also exist where people can get into the water and get on to the waterfront from the harbour. Access and berthage for small craft must be improved along parts of the water’s edge. This is important to support the use of the inner harbour for recreational water activities, such as boating and swimming.

Views Existing views down city streets to the harbour and hills should be enhanced and improved, and new views created where possible.

The panoramic views from the various open spaces should be enhanced where possible. Framed views are also important to increase the sense of drama and to reinforce the sense of distance and scale.

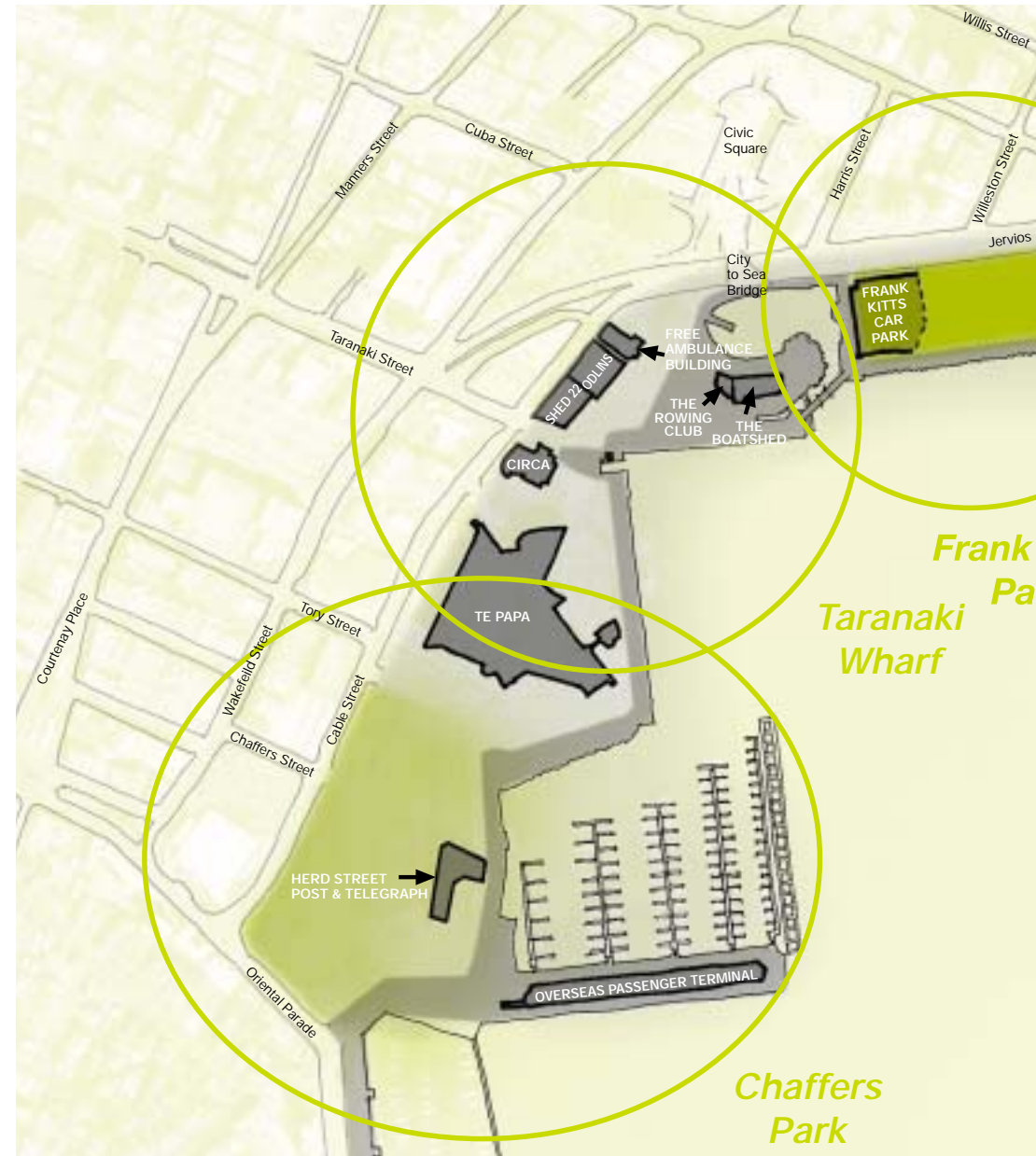
Key features of the waterfront

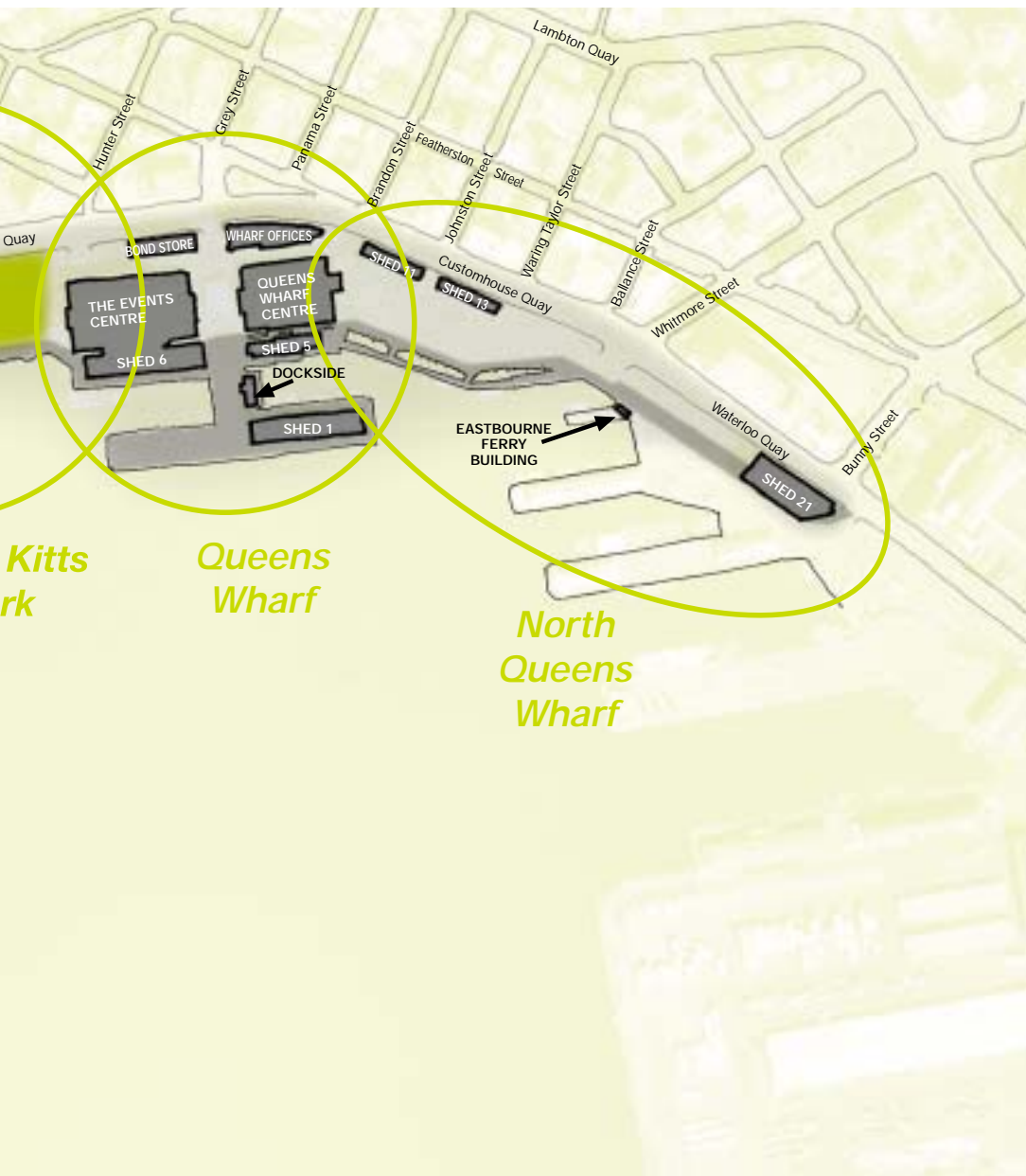
Taranaki Street Wharf and lagoon

- Access to water from lagoon for a range of recreational users
- Link between Civic Square and Te Papa important and gives ceremonial and civic character to the area
- Near lagoon preferred site for a waka house and related cultural activities
- Reinforce area between Te Papa marae and water with a greater Maori presence
- More seating and shelter along the promenade, particularly the section in front of Te Papa
- Circa Theatre to remain on its site either in existing building or a new building
- Redevelopment options for the Odilins group of buildings to be in line with the framework.

Chaffers area

- Area principally a large green urban park
- Both active and passive recreation opportunities with all age groups catered for
- Retain and develop Herd Street Post and Telegraph building – open ground floor to the public with uses that support both park and promenade
- Retain and develop Overseas Passenger Terminal
- Chinese Garden within the area
- Improve connections to the water – marina the basis of water-based activities
- Water feature to connect the park to the water and emphasise waterfront locations
- Road edge to be safe without limiting natural surveillance of the park
- Provide more parking for park and facility users – parking areas to be discreet
- Link promenade to both the park and buildings and improve connection to Oriental Bay
- Transition zone on eastern side of Te Papa – could be landscape or buildings – to be decided at stage two using detailed design studies
- Possibility of new buildings to the east of Herd Street building – to be decided at stage two using detailed design studies.





**Kitts
rk**

**Queens
Wharf**

**North
Queens
Wharf**

Frank Kitts Park

- Large green park
- Centre for outdoor activities both on and off the water
- Jervois Quay edge to be made safer, especially for children using the playground, without compromising park safety
- Access to the water improved
- Water activities enhanced by creating an “intermediate harbour” with a break-water, pontoon or alternative
- South end of the Events Centre could be improved for aesthetic reasons and to provide activity on the edge of the park.

Queens Wharf

- Heart of the waterfront, reflecting working wharf and mercantile history
- Outer-T a special and unique site – competition to explore options for an “iconic” structure
- Cruise ships and other vessels encouraged to use Queens Wharf
- Solution required to potentially dangerous conflict between pedestrians and service vehicles along the promenade around Shed 6
- Narrow section of promenade in front of Shed 5 pedestrian only
- Could open Shed 6 to the promenade.

North Queens Wharf

- Strong connection to CBD
- Maritime character
- New buildings in scale with heritage buildings and enhanced with squares and lanes
- Sheltered route from Railway Station along Customhouse Quay
- Underground parking preferred – an alternative could be above-ground parking in a building on Site 102
- Views from city streets to be preserved, and improved where possible
- “Two parts” promenade – one path along the Tug Wharf and a more sheltered path incorporated by new buildings along the inner water’s edge
- Tug Wharf refurbished and access to water for fishing and pleasure boats improved.



Existing views, such as this view of the Boatshed and the Rowing Club, should be preserved.

Safety Developing a safe waterfront for 24-hour use is a key issue.

The principle of natural surveillance is preferred to electronic surveillance or security patrols. Natural surveillance can be achieved by providing activities at the edges of public spaces and by having occupied buildings overlooking spaces and walkways.

The potential for concealment and entrapment should be minimised. A choice of routes through the waterfront is preferred with a safe level of lighting at night.

Access for all There are opportunities to enhance accessibility for the elderly, the disabled and people with prams or wheelchairs by the detailed design of elements such as crossings, paths, and ramps.

Parking and vehicle access Any parking on the waterfront is to support people who visit, live and work on the waterfront.

Surface commuter parking should be removed progressively as the waterfront is developed. There is a need for some parking to ensure that as wide a range and number of people as possible can get to, and enjoy, the waterfront. These parking areas should be as discreet as possible. Opportunities to increase on-road parking along the quays and Cable Street should be explored.

As a general principle, vehicle traffic is restricted or excluded from moving on and around the waterfront. Access for service and emergency vehicles will be allowed in a controlled manner, but minimised, as will access for car parking. There will be no routes dedicated to different forms of access, except for a pedestrian-only section of the promenade by Shed 5 because of congestion at this narrow part of the promenade. Otherwise, pedestrians, cyclists, service and emergency vehicles will all share the same space, while still giving pedestrians priority.

Public transport There will be no provision for public transport on the waterfront itself.

Public transport would conflict with pedestrians and non-motorised users. However, better public transport connections should be explored so as many people as possible can readily get to the waterfront. Better public transport could also reduce the need for parking.

Orientation It should be easy to find your way to and around the waterfront. This is particularly important as the area is expected to attract large numbers of visitors.

Clear signage helps people to orientate themselves. One way of expressing Maori heritage on the waterfront is through signage.

Orientation and comprehension on the waterfront can also be enhanced by developing the character of an area, and important elements within it, to differentiate it from other areas in a memorable way.

Promenade

The promenade is continuous – stretching from the Railway Station to Oriental Bay and following the water's edge for most of this distance. These two points are key gateways to the waterfront.

The promenade varies in width along its length and in some cases is proposed as two paths – as at North Queens Wharf. The opportunity to enhance these differences should be taken to allow for a variety of experiences as people move along the promenade. Shelter, seating and activities should be provided along the route.

The promenade is a shared surface, used by walkers, joggers, cyclists, roller-bladers, skateboarders and scooters.

Buildings that face onto the promenade should have public uses along those edges so they open up and provide activities that can engage people.

Open space

Open space The primary space on the waterfront is the inner harbour itself, and the design of other spaces should include appropriate design to make the water an integral and well-used part of the area.

The design and details of open space must provide visual interest and character. This should always be carried out with reference to other spaces and to the nature of adjoining building facades.



The promenade continues across the new Taranaki Street Wharf bridge.

Large spaces may be broken down into smaller spaces, in particular around the edges of the main spaces, to allow for a diverse range and scale of activity.

Spaces must be sufficiently robust to allow for multiple and changing activities. Possible activities include all those typically seen in city streets and squares and might also include performance art, children's play, vending, public meetings, fishing, picnicking, and other waterfront recreational events.

There is also a need to provide spaces for the servicing of ships and other vessels. The detailed design of spaces within the waterfront should take into account the need to allow for these and other, as yet unforeseen, activities.

Relationship of buildings to open spaces Buildings should contribute to the open spaces of the waterfront.

The ground floors of buildings should be predominantly accessible to the public. This could include commercial activity – provided it is aimed at the general public. Buildings should have “active edges”. Windows and doors at ground



Buildings should be in scale with surrounding heritage buildings.

level allow people to interact with activities within the building. The buildings and their activities should be focused outwards to address their surroundings and generally contribute to the activities and life of the waterfront.

Buildings can shape or contain the open spaces. They can provide enclosure and shelter to adjacent spaces, or they may become landmarks and add character to public spaces.

Buildings on the waterfront should be in “scale” with their surroundings. Scale may mean buildings are the same height, but it may also mean they are different heights and sizes. However, there will be strong proportional relationships between them. Two types of comparison are particularly relevant. The first is the size of a building in relation to its surroundings, both other buildings and the dimensions of open spaces. The second is the size of parts of a building or its details, particularly in relation to the size of a person.

Shelter and sunlight The combination of sunshine and shelter is a key ingredient of successful open space in Wellington, especially given the sometimes inclement weather.

Sheltered spaces are important so that people can use the waterfront in a variety of weather conditions. People are attracted to sunny outdoor spaces, while they are less likely to use an open space that is shaded, except in summer conditions. The detailed design of spaces should take into account the prevailing winds and when a given public open space is likely to be used most. Elements and furniture should be located to support use. The impact of shading from any new buildings into the public spaces needs to be taken into account.

Waterfront furniture People are more likely to occupy a space if seating, lighting and other furniture is provided.

There should be a range of different seating types. Furniture should be consistent throughout the waterfront and used to enhance the identity of the area and the city as a whole.

Lighting is an integral part of public space design. It gives the opportunity to create special night-time effects within the waterfront. Functional lighting to meet safety standards is important, but specially designed lighting is desirable



Shelter and sunshine are key ingredients in successful open spaces in Wellington.

throughout the waterfront. Consideration should be given not only to the night-time lighting effect but also to the day-time appearance of lighting standards, which may also be used to support banners or signs to enrich the public environment. In addition to observers on the waterfront, lighting design should consider people observing the area from other vantage points around the harbour and surrounding hills.

Diversity

Diversity of use The waterfront will cater for a wide range and variety of activities.

Open spaces will range from small, intimate, areas to large, more open areas and design will be flexible to allow for a mix of uses in each space. In addition, there must be flexibility to allow for uses to change over time. Public spaces and building types that are responsive to changes in use will ensure continued activity and vitality on the waterfront.

Continued maritime port activity is an important contributor to diversity of use, as well as maintaining the waterfront identity.

Vitality and diversity will also be enhanced through the presence of people at all times and in all weathers. Mixed uses for buildings and spaces will help bring people to the waterfront 24 hours a day, seven days a week, which will also have safety benefits in terms of informal surveillance.

Visual diversity A primary contributor of visual complexity and interest to spaces is the existence and visibility of activities at their edges.

Occupants and activities add vitality and attract further occupation. Conversely, visual monotony and empty or barren spaces do not invite use. A degree of richness of detail in the building facades or other elements that form the walls of spaces is also critical.

Successful urban environments tend to be characterised by visual diversity within a framework of unity. That is, components and elements should be of a family common to the waterfront as a whole.

Many of the existing elements on the waterfront will offer diversity, interest and even surprise, whereas the “furniture” within the waterfront offers one of the few opportunities to enhance continuity and consistency.

The approach of visual diversity with reference to a strong common theme fosters visual richness, but avoids arbitrary and confusing visual effects and develops a strong waterfront identity.



Existing elements and activity at the water's edge add to the visual diversity of the waterfront.

4.2 North Queens Wharf

North Queens Wharf has a strong connection to the city's Central Business District. This will be reflected with a stronger sense of the city form being developed in this area through a higher proportion of buildings than on the rest of the waterfront.

The character of the area will be of squares, lanes and new buildings in scale with the heritage buildings, such as Shed 21 at the northern end and the Queens Wharf Apartments and Sheds 11 and 13 at the other end.

Heritage The area will have a maritime character, with fishing and recreational boats continuing to moor alongside the Tug Wharf.

There will be opportunities for small boats to access and berth at this area.

Pedestrian access Buildings can provide a protected sheltered route from the Railway Station along the quays.



An aerial view of North Queens Wharf.



Fishing and recreational boats will continue to moor alongside the Tug Wharf, which could be widened when it is refurbished.

New buildings could include a colonnade on the quay edge to continue the line of the colonnade proposed at Shed 21.

Parking and vehicle access A large underground car park that would service the individual buildings is the preferred option and could be connected into the existing car park under the former Retail Centre.

It is recognised that this might not be practical or economically viable. An alternative that could be considered is above-ground parking in a building on Site 102, next to Shed 21.

Vehicle access needs to be provided to access parking areas, but the principle that pedestrians come first needs to be taken into account.

Orientation Views of the waterfront and harbour down Whitmore, Johnston and Waring Taylor Streets will be preserved and improved where possible.

At-grade pedestrian crossing points should be enhanced at each of these intersections.

Promenade The waterfront promenade in this area works as two paths.

There is the protected colonnade as part of any future buildings fronting along the inner water's edge. The promenade also passes along the Tug Wharf. The need to refurbish the Tug Wharf offers the opportunity to widen the promenade and emphasise the original part of the finger wharf. The character of the area can be enhanced by encouraging fishing boats and other craft to berth at the wharf by the promenade.

Open space Successful squares are characterised by spatial definition, sunshine, areas of shelter, activity around the edges, views in and out and connections with other spaces.

Open spaces usually contain a feature or focal point that gives them a distinctive character. To avoid barrenness, obvious use and activity is important, particularly around their edges.

Streets and lanes are the primary space form within the adjacent central city, and this space type appears in the North Queens Wharf area. These linear public spaces are destinations as well as pathways or access routes. Successful streets and lanes are usually well-defined, unified spaces with their own recognisable character and have activity and vitality at their edges.

Building relationship to open spaces As part of the connection to the open spaces, all ground floors of buildings will be accessible to the public.

Building edges that face onto the major open spaces should enhance activity in these spaces.

New buildings in this area will have a range of uses, and could include recreational, retail, commercial, residential and institutional uses. An option to be further explored in this area is the idea of a contemporary maritime museum.

New buildings in the North Queens Wharf area will be sympathetic to, and relate to the scale and size of, the heritage buildings, bearing in mind that Shed 21 at the northern end is higher than the heritage buildings at the southern end. They will also be designed in a coherent fashion so they relate to and complement each other.

4.3 Queens Wharf

Queens Wharf is the heart of the waterfront. The nature of the working wharf and its mercantile history is paramount in this area. The primary symbolic entry to the waterfront from the city is through the Queens Wharf gates. The outer-T of Queens Wharf is a special and unique site – a focus for the waterfront and for vessels entering the inner harbour. A structure that reflects this “iconic” nature could be located on the outer-T.

A competition should be held to explore options for the outer-T. The competition brief will require all proposals to respect the general principles of the framework including public access and the importance of the view out to the harbour. All proposals should take into account that the outer-T is a berth for cruise liners and other vessels.

The Group notes that the existing Shed 1 provides shelter for the water space and the Shed 5 and Dockside buildings. This aspect of shelter must be considered in any proposals, particularly for the northern end of the outer-T, but also possibly for the southern end. An integrated approach is important. The impact of the investigation development licence held by Waterfront Investments in respect of the whole of the outer-T needs to be assessed in the context of this framework.



An aerial view of Queens Wharf looking back into the city.

Heritage The Queens Wharf structure dates back to the 1860s. It facilitated the growth of trade in Wellington.

The important mercantile connection needs to be represented.

Pedestrian access Any structure on the outer-T must allow access around the edge of the wharf and, if it is a building, there should be public access to the ground floor at least.

Parking and vehicle access Access must be provided for vehicles to service the businesses on the wharf, and visiting ships and boats.

An urgent solution needs to be found to resolve the existing potentially dangerous conflict between pedestrians and service vehicles along the promenade in this area, particularly around the southern end of Shed 6. Options might include extending the wharf or redesigning Shed 6 to provide a pedestrian route under or along the edge of the building. The principle that pedestrians come first must be applied directly to this area.



A cruise ship moored at the outer-T.

Promenade There is a conflict between pedestrians and non-motorised transport on the very narrow section of the promenade by Shed 5.

An exception to the principle of shared usage should be made for this area by designating it pedestrian-only, with an alternative route found for cyclists through this section of the waterfront away from the water's edge.

There is the opportunity to open out Shed 6 to the promenade and allow for activities that engage people.

Water access The two water spaces inside the north and the south sides of the outer-T provide shelter and access for small craft, including yachts, tourist launches, fishing boats, ferries and sea kayaks.

This shelter and access should be enhanced. Shed 1 on the northern arm of the outer-T, in conjunction with Dockside and Shed 5 restaurants, provides shelter for the water space.

Building relationship to open spaces New buildings in this area will also have a range of uses, and could include recreational, retail, commercial, residential and institutional uses.

An extension could be built around the back of the Events Centre to provide a more appealing and active edge to Frank Kitts Park.



The promenade next to Shed 6.

4.4 Frank Kitts Park

This is a large green park and a centre for outdoor activities both on and off the water. There is a concern that the park faces the city and does not open out to the water's edge. However with the exception of the need for improvements around both the quay edge and the water edge, and the end of the Events Centre, work in this area is not seen as a priority.

The lagoon end of the park, incorporating the car park structure, is proposed as an alternative site for the city's waka shelter.

Safety Urgent thought should be given to making the Jervois Quay edge of the park safer, especially for children using the playground, without compromising safety within the park itself by obscuring natural surveillance from the street and buildings on the city side.

Development above the parking building on Jervois Quay opposite the park would potentially improve natural surveillance.



Frank Kitts Park from the air.



The water's edge can be improved so people can access the water.

Pedestrian access Better and easier pedestrian access is needed to the park from across the road.

One option to be explored is a bridge from the park to the parking building above the petrol station on Jervois Quay.

Parking and vehicle access Parking and drop-off zones are important considerations to allow access for a wide range of people.

As part of reconfiguring the edge along the quays, more car parking and/or drop-off zones should be considered – provided they do not compromise traffic movement and safety.

Promenade There is an opportunity to do more with the water's edge, both to make it possible for people to actually get to the water from the park and to enhance activities on the water by creating an "intermediate harbour". This could be by means of a breakwater, or pontoons or other alternatives.

Open space While no major work is proposed for the main part of the park, it is recognised as major green open space.

It provides visual relief from the predominantly hard surfaces of the adjacent central city.

4.5 Taranaki Street Wharf/Lagoon

Taranaki Street Wharf has a number of defining characteristics. The lagoon provides safe and easy access to the water for a range of recreational users and this interface between land and water is important. Taranaki Street Wharf connects Civic Square and Te Papa and thus also has a ceremonial and civic character. It has a strong cultural significance for Maori and can be seen as a hub of the waterfront, where direction changes from an east/west axis to a north/south axis.

Open space A large proportion of the design and implementation work has been completed in this area.

The link between Civic Square and Te Papa is important and access between these two points should continue to be improved. There are a range of ways of dealing with this, which should be considered at stage two.

The City-to-Sea bridge itself is an important open space. It is a popular gathering place and viewing point.

More shelter and seating should be provided along the promenade, particularly the section in front of Te Papa. The space in front of Te Papa, near the Chaffers Marina, can be developed to make the connection between Te Papa and the sea.

Building relationship to open space Circa Theatre has long-term rights to stay on its site, either in the existing building or in a new building.

Any new building should be in context with the Odlins building and relate more actively to the open space around it.

A separate process to review redevelopment options for the Odlins group of buildings has been undertaken as part of an appeal in the Environment Court about the public space development at Taranaki Street Wharf. The Leadership Group is concerned to see this area developed in line with this framework and notes in particular the potential conflict over the site currently occupied by the “grassy knoll”. This has been identified by the Leadership Group as the preferred site for the waka house, but this could conflict with the shifting of the Free Ambulance building.

Heritage The lagoon has been identified as the best place for a landing site and shelter for the waka of the local mana whenua.

This is because of its proximity to the former Te Aro pa site, the ceremonial link with the Civic Centre, and ease of access to the water. It is proposed that a waka shelter is built for the city’s waka, *Te Raukura*, and related cultural activities. Such a cultural presence will be an active one – a living culture – and would be open to the public to encourage participation by all people visiting and enjoying the waterfront. Potential cultural activities include waka construction, weaving, decorative arts, building construction, carving and performing arts.

Near Te Papa The area between the Te Papa marae and the edge of the water should be reinforced with a greater Maori presence, such as the completion of the ramp and the possible location of a shelter for the waka of national importance.

The water’s edge by Te Papa should be considered as a mooring site for any visiting international waka.



The lagoon.

4.6 Chaffers area

This area will principally be a large green urban park. The park is to have a recreational emphasis that offers a range of opportunities – both active and passive. There should be opportunity for informal recreation, rest and relaxation. There is a need to have places suitable for informal gatherings as well as formal public events for both large and small groups.

The park will be a destination in its own right to complement Te Papa. The park opens out from the promenade and complements the waterfront experience. Within the recreational context, the park design will develop the arts, culture and heritage themes of the waterfront as a whole. Contamination of the site, from its former industrial uses, will have to be dealt with as part of the park development.

Uses should be considered for all age groups. Some ideas raised include a children's playground, innovative play facilities for disabled children, areas for contemplation, small boat launching, skateboard and roller-blade facilities, a bowling green, croquet green, petanque court, walkways, fitness trail, picnic areas, community gardens and fountains.



An aerial view of the Chaffers area.

The Herd Street Post and Telegraph building will be retained and developed because it is a heritage building that provides a degree of shelter to the park and marina as well as offering a level of natural surveillance over the park. The ground floor will be publicly accessible, with activities that support both the park and the promenade. The floors above can be used for commercial return. The opportunity to develop a public viewing area on the roof should be explored because of the panoramic views offered. The building is an example of the prominent architect Edmund Anscombe's work.



The corner detail of the Herd Street Post and Telegraph building.

The Group has heard a number of interesting proposals for the building, including the idea of an applied arts centre, and these are listed in appendix one. Many of these ideas could be explored in more detail when proposals are considered for the reuse of the building, although the Group notes that significant public use of the building, that is more than the ground floor, will impact on the projected financial returns. This is of concern given the Group's desire to limit further public funding to a realistic level.

The Overseas Passenger Terminal will be retained and developed.

The Leadership Group was asked to consider sites on and off the waterfront for a Chinese Garden that would be gifted by the Wellington Chinese community. The Group believes the Chaffers area is a good location for a Chinese Garden, and would fit with a recreation emphasis. No decision has been made about where on Chaffers this might go, although the Group notes that the Chinese community has indicated the area to the east of Te Papa is its preferred location. The Group has asked that safety and access issues be addressed at stage two.

Water access The Chaffers area must connect to the water. The marina is an important part of the area and provides the basis of water-based activities.

It is important that the opportunity is taken to provide small boat launching along the foreshore.

A water feature connected to the harbour should be part of the park to emphasise the waterfront location. Care needs to be taken in the design to ensure the water quality is maintained to a high standard.

Heritage Waitangi lagoon, which was near the Chaffers area and is now covered by the Courtenay Place/Cambridge Terrace intersection, was a very important food gathering area for Maori.

Opportunities to acknowledge this presence could be taken, along with an acknowledgement of the more recent history of the Chaffers area as a significant reclaimed site.

Safety Two sides of the area are busy roads.

The road edges must be made safe, especially for children, without compromising the safety of people using the area itself by limiting natural surveillance from the road and adjacent buildings.

Parking and vehicle access Current levels of parking in the Chaffers area are inadequate to support a park development. Discreet parking within and around the area needs to be provided, including the option of parking along Cable Street.

Parking and servicing space must be provided for the Herd Street building, the Overseas Passenger Terminal, the marina and users of the park. Pick-up and drop-off points are needed in this area. The Group notes that this is the only area of the waterfront where it might be possible to provide some parking close to the water to enhance access for disabled users.

Promenade The promenade should link into both the park and any buildings, and the connection through to Oriental Bay must be improved.



There is to be a transition zone on the eastern side of Te Papa.

The Herd Street building and any new buildings should provide uses that open out on to the promenade by providing activity that spills out into the spaces.

Te Papa transition Either a building or a landscape feature to the eastern side of Te Papa could serve as a transition zone between the relatively massive edge of the museum and the human-scale activities that would occur in the park.

The Group debated, but could not agree, whether a building or a landscape feature would be best in the transition zone and believes the options can best be assessed at stage two through design studies, which will be open to public scrutiny. Whichever option is adopted, adequate allowance must be made in the transition zone for Te Papa's servicing needs.

Building relationship to open spaces Two areas were considered where new buildings might be appropriate; to the east of the Herd Street building and in the transition area on the eastern side of Te Papa.

The Group has debated this issue, but could not agree whether or not buildings would add to the quality of the park. Additional buildings would provide places for a range of uses, such as cafes and indoor activities. Some believe safety in the park would be improved by having people in the buildings overlooking the park and by providing more activity in the park. Similarly, shelter could be improved by having more buildings. Additional buildings near the Herd Street building would reduce views from the park to the water, and new buildings in the transition zone would reduce views of Te Papa.

The Group believes the decision is best made at stage two of the waterfront process when the options can be explored in more detail as part of the design process, which will be open to public scrutiny. If there were to be any new

buildings, their use must be relevant to the park and waterfront. Any buildings to the east of the Herd Street building should be in a scale and character that reflects the nature and needs of the waterfront, and configured to take into account the view that could potentially exist down Cambridge/Kent Terrace, should the existing New World building be removed.

An option to be further explored is the possible relocation of the Wharf Police to the area to the east of the Herd Street building.

Shelter and sunlight The Chaffers area is exposed and shelter needs to be provided.



Looking across Chaffers Marina to the Overseas Passenger Terminal.

4.7 Area summary

The following table summarises the main characteristics of each area.

	Predominant use Physical character	Water's edge characteristic	City/quays edge characteristic	Heritage buildings
Waterfront-wide	Diversity, mixed use, variety of spaces.	Continual promenade, different land-water edges and access points.	Better connections to the city, safe edge along the quays and Cable Street.	
North Queens Wharf	Connection to CBD, small buildings, squares and lanes, mixed use, paved surfaces.	Two-tier promenade, Tug Wharf, covered walkway – building colonnade, rocky coastal garden edge.	Buildings define edge of quays, pedestrian access via building colonnade.	Shed 21. Eastbourne Ferry Terminal. Shed 13. Shed 11.
Queens Wharf	Working wharf, base for leisure activities, paved surfaces.	High, working wharves, to service shipping.	Main city-to-sea connection, Queens Wharf gates.	The Wharf Offices (Shed 7). Shed 5. Dockside (Shed 3). The Bond Store (Museum of Wellington City and Sea).
Frank Kitts Park	An urban waterfront park, soft (green) surfaces.	Wide promenade, improve low level access to water, breakwater.	Improve safety, pedestrian access, parking.	
Taranaki Street Wharf/ Lagoon	Lagoon access to water, Maori presence and civic connection, hard/soft surfaces.	Wharfs, coastal garden, small boat access, waka house at the lagoon.	City-to-Sea bridge, Taranaki Street gate, building edge to Cable Street.	The Rowing Club. Star Boating Club. The Wellington Free Ambulance building. Odlins building. Shed 22.
Chaffers area	Large green park, emphasis on recreational pursuits, soft (green) surfaces.	Boat access, increase amount of water into park.	Improve safety, pedestrian access, parking.	Herd Street Post and Telegraph building. Overseas Passenger Terminal.

5: Waterfront management

5.1 Governance

This section covers the roles and structures the Leadership Group believes should be put in place to govern the ongoing planning and decision-making for the waterfront.

The following principles should guide governance arrangements:

- **Transparency** – All the roles and structures set up to govern the waterfront must be open to public scrutiny. This principle is a right of Wellingtonians as “owners” of the waterfront through the City Council, but is also a response to the interest they take in the waterfront as a special part of the city.
- **Public engagement** – As the waterfront history shows, Wellingtonians want to be involved in making decisions for the area. The Leadership Group acknowledges that it is impossible to please everyone with every decision about the waterfront, but the Group believes people will have more confidence that the right decisions have been made if they have seen how decisions have been made and have been able to give input. The price of lack of confidence and mistrust in the process is slow progress, punctuated by periods of intense controversy as seen in 1996 over the Retail and Events Centres and again in early 2000 over Variation 17. Public engagement and transparency have been important principles driving the Leadership Group.



Sunrise on the waterfront - looking across the marina towards the city.

- **Momentum** – It is important that momentum is maintained. Any delays in proceeding with stage two of this process will undermine the public's confidence in the Council's commitment to achieving the waterfront vision and will undo the positive support for the process built up during stage one.
- **Separation of planning and implementation** – The Leadership Group believes the planning of the waterfront should be done by a separate entity from the entity that implements the decisions. This is because the planning entity will have particular responsibility for managing the public engagement process, and this will be best kept separate from the entity managing the more commercial aspects of implementing development decisions.
- **Arm's length governance** – The governance of the waterfront should be at arm's length from the Council. The Group believes that, on a day-to-day basis, better progress will be made on the waterfront if politics are kept out of it. The Group also believes that the entities governing and implementing waterfront development require a different style of operation from the way the Council is required to operate.
- **Final accountability with the Council** – Ratepayers will pay for a significant part of the waterfront development. The Council must retain final accountability for both organisations because it is only the Council that is accountable to ratepayers for how money is spent.

In terms of the governance roles and structure, the Group envisages two entities.

Waterfront Development Group

The first entity is an independent group made up of both professional and community representatives. Its job is to complete a development plan for the waterfront, manage the preparation of design briefs for the area as a whole and for each individual area, and monitor the implementation of plans. The development group itself will not design buildings or public space. The group will further explore some of the ideas put forward during this stage (appendix one).

It is likely that the development plan will be done fairly quickly, followed by a lengthier period to finalise plans for each part of the development. Beyond that, the precise timeframe for the stage two process is unknown. The Leadership

Group believes a balance has to be found between making good progress on the waterfront and providing the public with sufficient opportunity to be involved with the process. The development plan will develop directly from the framework.

The design briefs will develop from the performance criteria that underpin this framework. For instance, at Chaffers Park the amount of sunlight, wind protection, and the different types of activities and spaces that need to be provided for by the designers would be described. These briefs will be developed with full public involvement and will become the basis on which the implementation entity is instructed to commission the design work. All designs will then come back to the development group for discussion and sign-off, again with public involvement, before being implemented.

The development group will monitor all proposed developments on the waterfront to ensure they comply with the framework. The additional functions of the current Waterfront Monitoring Group will be incorporated into the role of the development group.

Waterfront Implementation Agency

The second entity acts as the waterfront development manager and is responsible for the implementation of plans and projects, including managing development contracts and managing the day-to-day operations of the waterfront. A local authority trading enterprise (LATE) structure is appropriate because of the commercial expertise that will be needed. Its size and structure would match its functions, which will be more limited than those of the existing Lambton Harbour Management.

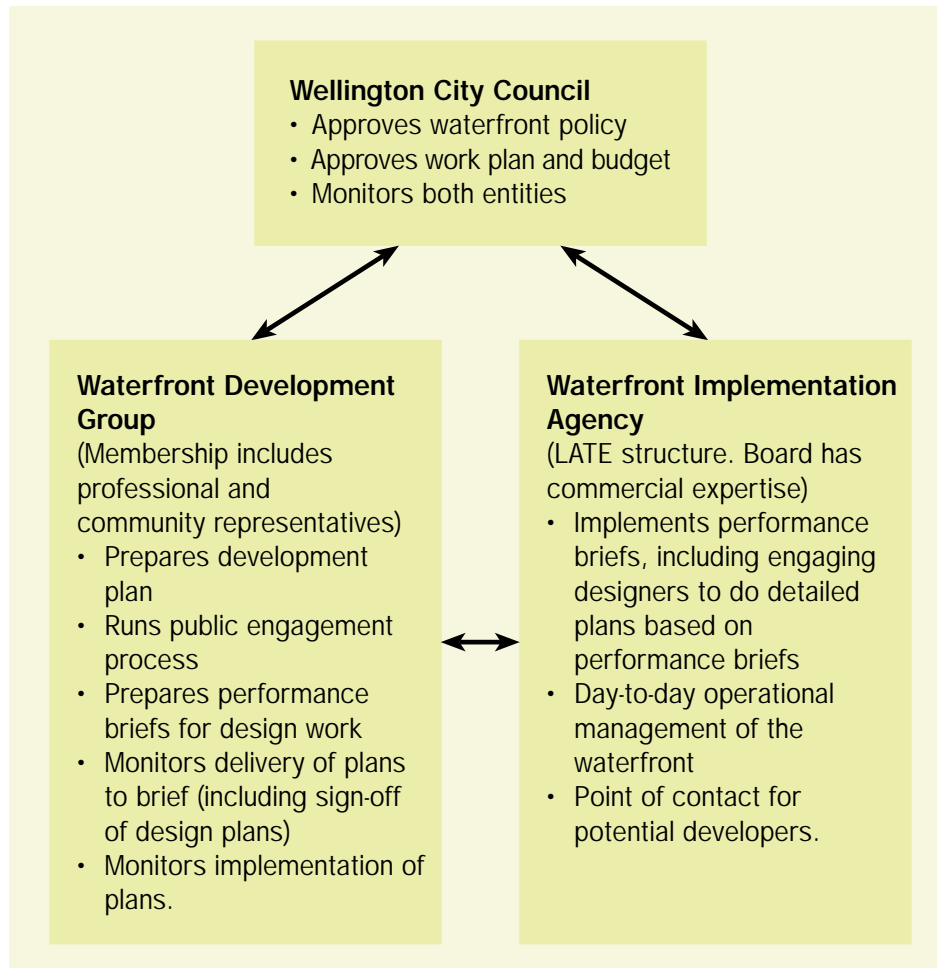
Proposed governance structure

The Group believes the detailed roles of both entities, as well as the form of the development group, should be determined by the Council.

The Council will approve the strategy and budget for waterfront development, and monitor both entities. Both entities will work closely together and report directly to the Council.

The Group acknowledges that this recommended governance structure is different from that approved by the Council in July 2000. At that time, the Council approved a Waterfront Monitoring Group and waterfront leadership group(s) to lead stage two, but the stage one Leadership Group believes that monitoring should be incorporated into the process for the reasons outlined.

This governance structure should be reviewed when most of the planning and implementation work is complete in six to eight years' time.



5.2 Statutory planning

Planning recommendations made by the Leadership Group include the overall planning approach, what should go in the District Plan and when, and in what circumstances there should be notified resource consents. Many planning decisions are inter-related with the governance discussion, because they are about meeting the public's need for certainty over what is to happen, ensuring the public have confidence in the process and allowing for sufficient flexibility at later stages.

In making planning recommendations, the Group has been concerned to ensure momentum on the waterfront development continues. Any delays following the completion of this framework will undermine the public's confidence in the Council's commitment to achieving the waterfront vision and will undo the positive support for the process built up during stage one.

The Group has sought to develop a process that gives the public confidence that opportunities for public input will be ensured. The Group has also been mindful of the role commercial development will play on the waterfront and the need to have a process that allows future development proposals to progress without unnecessary delay and with an appropriate level of public input.

In line with the Resource Management Act (RMA) and the current District Plan, the Group believes the planning provisions for the waterfront should be "effects based". In other words, planning provisions will not spell out exactly what will happen on the waterfront or how it should be done, rather they will specify the results that should be achieved.

District Plan

Our recommendation to the City Council is that the substance of this framework should be incorporated into the District Plan by way of a variation to the Plan. It will be important to ensure that the meaning and integrity of the framework is retained, notwithstanding its translation into District Plan issues, objectives and policies.

This will give the framework statutory weight as an indicator of the Council's

policy direction for the waterfront until more detailed plans are agreed through the second stage of the waterfront process. A new District Plan variation would replace the Transitional District Plan provisions (the 1989 Lambton Harbour Combined Planning Scheme and Concept Plan) and remove the risk that out-of-date provisions, including a high-rise building at North Queens Wharf and a major residential development at Chaffers, could carry weight by default.

Incorporating the framework into the District Plan will also give the public an opportunity to make formal submissions on the framework through the RMA statutory process. While the stage one process has allowed for continual public engagement and provided many opportunities for public input, it has not included a formal consultation process.

When further design work is completed at the end of stage two, it is likely a further District Plan change will be initiated to incorporate these later decisions.

The Group believes that stage two of waterfront planning should begin while the District Plan variation is proceeding. Careful management of the two processes will be needed to ensure there is no confusion between the two, but the Group does not want to see stage two delayed until after the completion of the District Plan variation, which is likely to take six months to a year.

Resource consents

Under the stage one variation, the District Plan rules would require that new buildings and significant alterations to existing buildings be a Discretionary Activity (Unrestricted) and would require a notified resource consent. As greater detail is agreed at stage two, it would be clear what could proceed on a non-notified basis and this could be incorporated as part of a further change to the District Plan. Applications for any new buildings that were outside the framework would continue to be notified.

The opportunity for public input is thus protected either through the notified resource consent process in the meantime, or through the stage two waterfront planning process. The Group has incorporated a number of protections for public input during stage two and we believe these are critical to achieving public confidence in the process.

Regional Coastal Plan

The Group notes that significant parts of the waterfront, including the outer-T of Queens Wharf, are seaward of the line of mean high water springs and fall within the coastal marine area and therefore the jurisdiction of the Regional Coastal Plan, administered by the Wellington Regional Council. The Regional Council has signalled its intention to vary or change the Coastal Plan to align its provisions with those developed by the City Council for the rest of the waterfront to achieve a consistent set of provisions for the whole area. A further statutory planning process is therefore likely once the City Council has completed its District Plan processes.

Other **statutory planning** issues

Open space The two large areas of green space – at Frank Kitts Park and Chaffers – should be identified as open space.

Heritage list The Group considered whether or not to recommend changes to the list of heritage buildings on the waterfront.

The Group's decision is not to do this, but to ask the Council to look at the listings in light of the history of the waterfront. The Group notes that the Odilins building and the outer-T of Queens Wharf are two structures that have particular heritage importance in terms of waterfront history.

Cable and Wakefield Streets The four city blocks bounded by Cable and Wakefield Streets have not been incorporated in the framework and our recommendation is that they not be included in the waterfront area in the District Plan.

However, the Group notes the importance of the edge adjacent to the waterfront, particularly with respect to access and parking.

Other waterfront land The Group recommends that the area in front of Site 102 and Shed 21, and the Waterloo and Inter-island Wharves themselves, be included in the waterfront area if no longer used for operational port purposes.

This should be with the agreement of CentrePort.