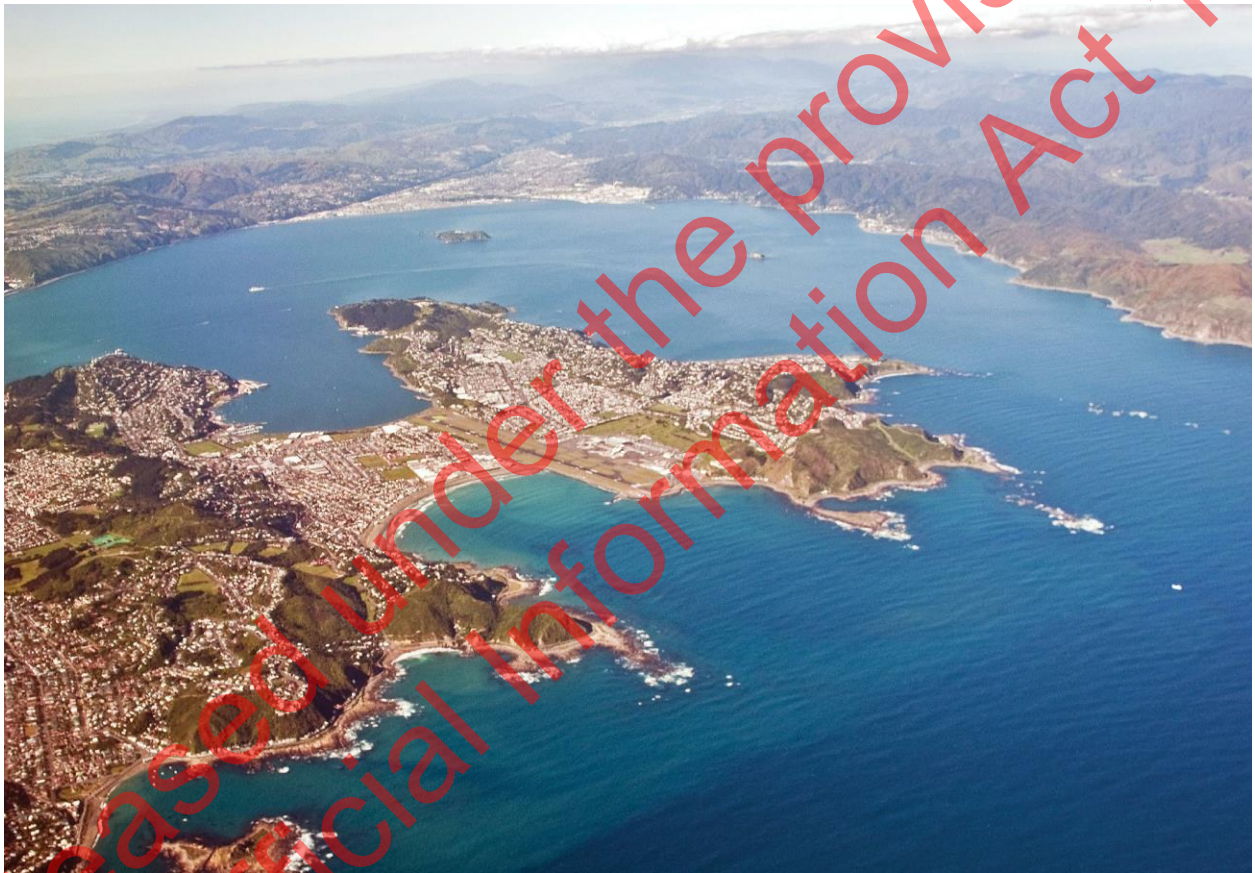




HUDSON ASSOCIATES
LANDSCAPE ARCHITECTS

MATAI MOANA

Landscape Assessment



December 2022¹

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EXECUTIVE SUMMARY

Taranaki Whānui (Acting on behalf of Port Nicholson Block Settlement Trust) seeks agreement from the Minister for the Environment to Fastrack their consent application for housing development at Matai Moana (Mt Crawford). The site comprises former corrections and defence land.

History shows matai moana has been occupied since Māori first arrived in New Zealand. It has always been an observation point, allowing a visual connection with Matui – Somes Island, Matairangi (Mt Victoria) and Te Moana o Raukawakawa- Cook Strait. It provided for surveillance of the harbour entrance, Cook Strait and the inner harbour Te Whanganui a Tara.

Māori history of the peninsula was largely supplanted by European occupation following the arrival of the NZ Company and their being granted a Crown grant for much of the land as rural blocks in 1848. James Coutts Crawford was a prominent European settler at the time who gained control of all the peninsula land². He named it Miramar (Behold the sea), *'as appropriate and suitable to the locality'*³.

The **site** for the proposed development is approximately 14ha and is the location of the disused Mt Crawford prison that is in an excavated and filled valley (figure 3) and well screened by Pines. Its current amenity and open space attraction is very poor. This is the existing environment into which the new development is proposed. The District Plan zones it in the PDP as Natural Open Space and has many overlays across the site, including Special Amenity Landscape. It is located south of the 74ha area of Defence land and, which does exhibit these qualities.

The proposed development will contain approximately 650–700 units. These will be made up of apartment blocks 3-8 storeys tall, townhouses 2-3 storeys tall and some stand-alone dwellings.

The design for the site has been developed purposefully to limit visual effects, respect and incorporate cultural requirements including papakianga, and create well-functioning and attractive buildings and urban spaces. Liaison within the design team, which was led the Architects and involved cultural advice, Urban Designers, Landscape Architects, Engineers, Ecologist, and Planner. Input from Taranaki Whānui has been ongoing and will continue to be through implementation of the Cultural Design Approach⁴ they have written for Matai Moana. Public transport is planned, with the cable car and electric ferry.

Mitigation has been built into the design of the development as it has evolved, with a focus on maintaining a low-profile skyline by consolidating buildings and limiting height. Emphasis on creating high quality public spaces has also been central to the design, plus providing for cultural expression through the Cultural Design Approach, as well as meeting planning provisions.

Development on the **site** has the support of mana whenua, maintains the prominence of Matai Moana, remains south of the summit and the open space of the headland, and can be seen as an extension to the existing suburb of Maupuia.

Considering all these factors, the conclusion is reached that, in this context, and having regard to the values identified below, overall, adverse effects on landscape (including visual amenity) and natural character values will be no more than low – moderate which equates to no more than minor.

² Miramar Peninsular, A Historical and Social Study, John Struthers 1975. p36

³ Ibid p31

⁴ Mana Whenua Te Āti Awa ki Taranaki Whānui, Cultural Design Approach, Len Hetet December 2022

BACKGROUND

Māori occupation of Te Motu Kairangi (Miramar Peninsula) stretched from around 1150 A.D. to the present day. This is a land with a long and complex Māori history which was largely supplanted by European occupation following the arrival of the New Zealand Company and their being granted a Crown grant for much of the land as rural blocks in 1848. Matai Moana was part of their wider cultural landscape around Te Whanganui a Tara.

Matai Moana is the highest point on Te Motu Kairangi (Miramar Peninsula) and from its name could be considered as a significant Māori observatory with a focus on the observation of the surrounding ocean and the harbour Te Whanganui a Tara.⁵

Mt Crawford was known to Māori as Matai Moana literally meaning the “view of the ocean,” however it was described as a lookout place (H M n Adkin p38). The naming is similar to Matai-rangi (Mt Victoria) which was also a lookout site.⁶

Occupation by Māori in the area were lower down the ridgelines closer to the coastline from the earliest times of occupation of Motu Kairangi (there are no pa sites within the application site). Matai Moana can also mean the “study” of the ocean or oceanography and Matairangi being the study of the sky or cosmology

When referring to Miramar Peninsula (an island but raised to become a peninsula in the 1460 earthquake), noted historian Elsdon Best said: “Probably no portion of the island (New Zealand) has seen more changes, shattered more peoples or sent forth more heke (migrations) than this small strip of country.”⁷

Headland Pā were established as part of a defensive network including Mahanga Pā, above Mahanga Bay, Oruaiti (Point Dorset) and Rangitatau Pā (looking out to Te Moana o Raukawakawa- Cook Strait). These Pā were all in visual communication with each other (using signal fires) to warn those Pā and kainga of potential invaders coming into Te Whanganui a Tara by sea.

Ngāi Tara’s main Pā on Motu Kairangi was Whetu Kairangi and it was located around where the Worser Bay School is today to the south of the proposed development and looking out to the main entrance to Te Whanganui a Tara known as Te Au a Tane.

History shows Matai Moana has been occupied since Māori first arrived in New Zealand. It has always been an observation point, allowing a connection with Matui – Somes Island, Matairangi (Mt Victoria) and Te Moana o Raukawakawa- Cook Strait. It provided for surveillance of the harbour entrance, Cook Strait and the inner harbour.

⁵ Cultural Values Report. Proposed development of Matai Moana (Mt Crawford) on Te Motu Moana in association with Taranaki Whānui limited and The Wellington Company along with Port Nicholson Block Settlement Trust (PNBST) November 2022. Raukura Consultants. p4.

⁶ Ibid p12

⁷ Miramar Peninsular, A Historical and Social Study, John Struthers 1975. p3

CHANGE

By about 1500 AD the landscape had changed through deforestation, and areas of gardening had expanded to include the sandy soils of Te Motu Kairangi, which warmed easily, for kumara cultivation.

In 1840, Crawford writes that the hills of the peninsula were chiefly clothed with the common fern mixed with *Phormium tenax* (common flax), koromiko, tutu, ti (cabbage tree) etc. A few patches of bush filled the gullies, but, in general, the forest had been destroyed.

'The depasturing of cattle and sheep, with a considerable surface sowing of English grasses had had the effect of almost destroying the common fern on the hills and replacing it with a close sward of a considerable variety of English grasses, mixed with a portion of those indigenous to this country'.

As Wellington grew, the conditions at the cities only gaol, the Terrace Gaol worsened until in 1914 it was decided to build a new prison at Point Halswell, with a second prison on higher ground. In 1919 the lower prison was altered to accommodate females only in place of the old Terrace Gaol which had become almost unfit to live in. Mt Crawford was the site for new prison. The Minister of Justice stated at the time: "Our plan is for the gaol on the Defence Reserve at Point Halswell to replace the three gaols already existent. The place is right away from the city and yet prisoners can be brought to and from the city without difficulty and that part of the peninsula is not likely to be used for residential purposes for many years to come...." About 140,000 trees have been planted (mostly pine) and appear to be flourishing and we propose to put in 90,000 more during the coming winter'⁸

These were prophetic words 100 years ago: "... that part of the peninsula is not likely to be used for residential purposes for many years to come...."

JAMES COUTTS CRAWFORD

Much changed in this area after 1840. This land was not included as a part of the Wellington Tenths arrangements of the 1840s and the New Zealand Company sold a significant part of the peninsula to James Coutts Crawford before 1850. There was the lagoon which covered some 200 acres which JC Crawford set out to drain through a tunnel out to Evan's Bay.⁹ It was mentioned that Maori brought eels from Heretaunga (Hutt River) and kept them in the lake as a store.¹⁰ It was later offered by Mr Crawford¹¹ as a racecourse.

He wrote in 1872 *'the name of Watt's Peninsula is neither euphonious nor appropriate. Mr James Watt had no other connection with the land in question than the fact that he landed a cargo of cattle upon it. The name 'Miramar' or 'Behold the Sea' is appropriate and suitable to the locality.'*¹² However, Watt's Peninsula persists in common usage still today.

⁸ Hon A L Herdman, Minister of Justice 1915 Ibid p91

⁹ Cultural Values Report. p14

¹⁰ Miramar Peninsular, A Historical and Social Study, John Struthers 1975. p30

¹¹ Isabella Nevay was Crawford's relation by marriage, after whom Nevay Road is named.

¹² Miramar Peninsular, A Historical and Social Study, John Struthers 1975. p31

In 1904, Crawford offered to sell to WCC 497 acres of land in Miramar as a sporting centre for the city, conditional upon an electric tramway service be put though Miramar Flat. WCC declined¹³. The tramway was eventually built and connected by 1921.

The Miramar Ferry ran 5 times each weekend and 3 times on Sunday and 6 sailings on weekdays with late sailing Tuesday and Thursday. These were so popular that Customs men stood by at the wharves to ensure the boats were not overloaded between Ferry Wharf in town and Miramar wharf¹⁴. The original ferries were called the Admiralty and Loyalty and their replacements the Duchess and the Cobar.

Released under the provision of
the Official Information Act 1982

¹³ Ibid p31

¹⁴ Ibid p50

PROPOSAL

Taranaki Whānui (Acting on behalf of Port Nicholson Block Settlement Trust) seeks agreement from the Minister for the Environment to Fastrack their consent application for housing development at Matai Moana (Mt Crawford). The Site comprises the following former Corrections and Defence land, detailed as follows:

The Corrections land is located at 6, 7 and 20 Main Road and 209-234 Nevay Road, Miramar, Wellington. The legal titles of this land are 760897, 760898, WN46B/923, WN46B/926 and WN46B/927. The former corrections land is outlined in RED on the aerial photograph below.

The Defence Land known as the 'East Prison site' and the 'West Prison site', forms part of the land legally described as 'Part Section 2 and Part Section 3 Watts Peninsula District held pursuant to Proclamation 55, New Zealand Gazette 1886, page 694'. This is outlined in GREEN on the aerial photograph below.



Figure 1. Former Corrections (red) and Defence (green) land makes up the site.

The proposed development comprises multi storey apartment buildings, townhouses and detached houses. Combined, a total of 650 - 700 units are proposed with the site. The 74ha of land to the north and out to Point Halswell, which is also zoned as Natural Open Space, remains untouched by the proposal.

The proposed development of the site on the former Mt Crawford prison on Miramar Peninsula, Wellington, will involve demolition of the old prison (except retention of parts for heritage NZ requirements) and construction of dwelling units including papakianga, supporting amenities (e.g. Café, Early learning centre, Superette) and cable car.

The site presents a significant development opportunity for housing and affordable housing as well as a potential opportunity to enhance key cultural and historical attributes of the site, which are extremely important to Taranaki Whānui ki Te Upoko o Te Ika.

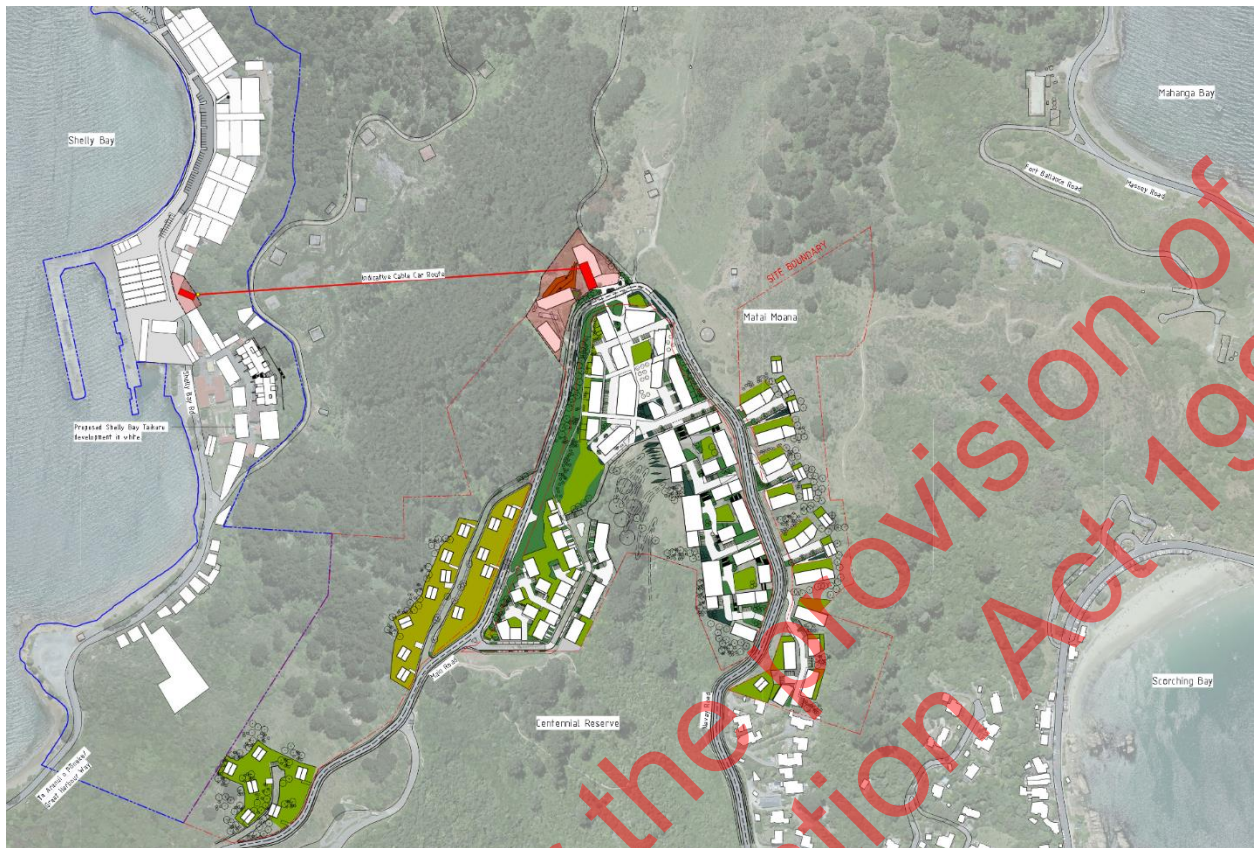


Figure 2. Site development plan

The Crown and Taranaki Whānui are Treaty Partners. The Mt Crawford site has an RFR over it, which requires the Crown to provide an offer back to Taranaki Whānui. Taranaki Whānui via its commercial arm (Taranaki Whānui Limited) have elected to work with Crown to explore potential development opportunities on the site for housing purposes

SUMMARY OF POLICY PROVISIONS

The underlying land is zoned Open Space B in the Operative District Plan (ODP) and Natural Open Space in the PDP, which also has overlays of Significant Amenity Landscape (SAL), Ridgelines and Hilltops, and Coastal Environment (CE).

There are many mitigating factors that allow the development to be assessed as having landscape effects that are no more than minor. These include importantly that 'Landscape' is made up of physical, perceptual, and associational factors. Two important associational factors are that Māori have a long history of occupation of Te Whanganui a Tara and the application is by Taranaki Whānui; the other associational factor is that the Ministry of Housing and Urban Development support the application.

Physically the site is approximately 14ha, which is a small portion of the Natural Open Space Zone of the PDP that covers the **site** and adjoining land. Most buildings will be screened from western views by the existing pines trees that cover the escarpment – an important perceptual factor.

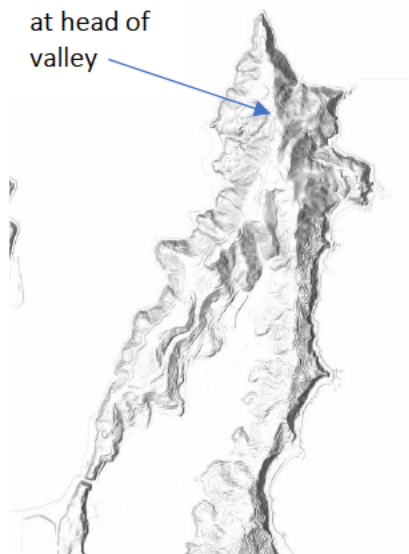
The former prison is located on the **site** at the top of a gully of excavated and filled land. This is currently covered by the Ridgelines and Hilltops overlay, which will also apply to the proposed development (another perceptual factor). The Special Amenity Landscape (SAL) overlay also covers the **site** (including the prison) plus adjacent Open Space land.

The areas within the proposed development that fall within the CE overlay, as mapped in the PDP, are at the top of the escarpment 80-100m above the coastal edge. The mapped CE also covers much of Hataitai and the CBD. In my opinion, the zoning and District Plan overlay provisions have more resonance with the character of the Headland north of the summit (Figure 5) adjacent to the site.



Figure 3. Prison at head of valley and within land of the proposed development

Prison site
at head of
valley



Other Operative Plan notations and overlays applicable to the site are:

- Māori Precinct - Mataki-kai-poinga Landscape Feature Precinct (red dashed line)
- Designation K1 - Minister of Corrections, Justice, Wellington Prison (blue line)
- Ridgelines and Hilltops (grey dashed line)

Under the Proposed Plan the **Site** is proposed to be zoned 'Natural Open Space' and is subject to the following overlays and notations:

- Sites of significance to Māori – Mataka-kai-poinga landscape Takiwā (Category B)
- Ridgelines and Hilltops – Mt Crawford / Point Halswell (orange line)
- Coastal Environment – High Coastal Natural Character Area: Miramar Peninsula (blue line)
- Special Amenity Landscape (orange overlay)
- Significant Natural Area – Maupuia Reserve Coastal Forest (WC166) (purple)
- General District-wide Matters overlay – coastal environment
- Designation MCOR1– Minister of Corrections, Wellington prison, Mt Crawford (blue outline)
- Flood Hazard Overlay – Inundation (light blue)
- Flood Hazard Overlay – Overland Flowpath (light orange)
- Flood Hazard Overlay – Stream Corridor (dark blue)

The proposed development involves more than only housing. Facilities associated with a well-functioning community will also be provided for including:

1. Café,
2. Early learning centre
3. Superette
4. Cultural/ community centre (part of the ex-prison) with the proposal to create/ turn this into a significant community amenity/ asset – a big part of the development will be shared gardens and other community facilities.

A new cable car is also proposed which will form part of the public transport connection via electric ferry to the city – reminiscent of the former trams and ferries servicing Miramar a century ago.

In my opinion, these all contribute to a well-functioning community and have been considered in reaching my conclusion on overall landscape (including visual amenity) and natural character effects.

METHODOLOGY

The methodology and terminology used in this report has been informed by the concepts and principles outlined in the New Zealand Institute of Landscape Architects Tuia Pito Ora (NZILA) Assessment Guidelines.¹⁵

This report is tailored to suit the nature of the project and its context including the framework of the governing legislation. In particular, this report has been prepared to support an application to the Minister for the Environment for referral into the Covid Fast-Track process.

Landscape character assessment

A detailed landscape assessment will be carried out using the broad and local scale existing and potential effects rating method if the proposal is accepted into the Fast-Track process. An experience based precursor for a landscape assessment has been undertaken to identify the key characteristics of the peninsula. These key characteristics were then described and analysed to interpret the area's landscape character and the effects the proposed development will have on these.

Landscape effects were assessed against the identified landscape character values listed in the relevant provisions, although these were found to be fairly generic. The more specific characteristics derived from assessment of the peninsula were considered more valuable in assessing effects against provisions.

Natural character assessment

The same principles and approaches apply to assessing 'natural character' as apply to assessing other types of landscape character but with the focus on natural characteristics and qualities.¹⁶

Information sources

Hudson Associates has made a number of visits to the site and wider area previously while living in Wellington for 50 years and specifically during November 2022 for this project. Visits were by car and included visiting the site plus viewing it from vantage points including Seatoun, Seatoun Heights, Mt Victoria, Hāitaitai, Point Jerminham, Bāleana Bay, the CBD, and Evans Bay Parade.

Statutory documents which have been reviewed as part of this assessment include and will be addressed in a more comprehensive assessment are: the Wellington City District Plan (Operative and Proposed), New Zealand Coastal Policy Statement 2010 (NZCPS) and the Resource Management Act 1991 (RMA).

Consideration has been given to measures to avoid, remedy and mitigate potential adverse effects, and these have been included in arriving at the assessment of the overall level of effects.

Assessment scale

The assessment uses a seven-point scale to rate effects. As aligned with the NZILA Guidelines:

¹⁵ Te Tangi a te Manu: Aotearoa New Zealand Landscape Assessment Guidelines, Tuia Pito Ora New Zealand Institute of Landscape Architects, July 2022

¹⁶ Ibid

Table 1: Effects rating table

Very Low	Low	Low-Moderate	Moderate	Moderate-High	High	Very High
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The following table provides guidance on how to relate the effects rating scale to RMA terminology and is based on direction provided in the NZILA Guidelines:¹⁷

Table 2: Rating of effects and RMA terminology.

Less than minor		Minor	More than minor				Significant
Very Low	Low	Low-Moderate	Moderate	Moderate-High	High	Very High	

¹⁷ Te Tangi a te Manu: Aotearoa New Zealand Landscape Assessment Guidelines, Tuia Pito Ora New Zealand Institute of Landscape Architects, July 2022

CHARACTERISATION

Context

The Māori cultural context and landscape of Te Motu Kairangi and particularly the areas around and north of Matai Moana (Mt Victoria) tell the early story of Māori occupation of Te Whanganui a Tara by the Ngāi Tara people. Any development here should acknowledge those sites of Māori significance and that early history.¹⁸

*The cultural views from Matai Moana include out to Mātiu (Somes Island) to the north east and across due west to Matairangi (Mt Victoria), to the harbour generally but importantly to Te Au-a-Tane, the Harbour Entrance and beyond to Te Moana o Raukawa Cook Strait.*¹⁹

Miramar Peninsula has had a long history of importance to Maori, dating back to 1150. There has been a relatively recent overlay from colonisation and use of the land for prisons and defence. These dual historic purposes have left an indelible mark on the land:

*The Māori cultural context and landscape of Te Motu Kairangi and particularly the areas around and north of Matai Moana (Mt Victoria) tell the early story of Māori occupation of Te Whanganui a Tara by the Ngāi Tara people.*²⁰

And

*The place is right away from the city and yet prisoners can be brought to and from the city without difficulty and that part of the peninsula is not likely to be used for residential purposes for many years to come....*²¹

Both tell the story of occupation (current or foreseen).

In terms of landscape character, the physical, perceptual and associational characteristics are briefly reviewed below.

Physically, the peninsula is 3.5km long²² and reaches a height of 160m at Matai Moana²³. Massy Memorial is located at the northern end, pine forest covers most of the escarpments, and a coastal road encircles it. Maupuia suburban development covers the southern ridge and southeastern portion of the peninsula and former Mt Crawford prison is located near the summit.

Perceptually [when viewed from the west (e.g. Baleana Bay) (figure 4)], the vast majority (over 90%) of the peninsula is unbuilt escarpment. Maupuia and Shelly Bay make up 9%, and the coastal edge makes up the rest. The former Mt Crawford prison is not visible from most external angles due to enclosing topography and vegetation, and its location at the head of a (partially filled) gully. Staff houses are similarly discrete

¹⁸ Cultural Values Report. p19

¹⁹ Ibid p19

²⁰ Ibid p19

²¹ Hon A L Herdman, Minister of Justice 1915. Miramar Peninsular, A Historical and Social Study, John Struthers 1975. p91

²² From Cobham Drive to Point Halswell

²³ Highest point on Te Motu Kairangi (Miramar Peninsula)

for the same reasons plus the fact that other nearby (private) housing characterises these hills when viewed from the east.

Associationally, the peninsula is important for both observation and communication and is part of a network of sites that contain the harbour: Te Whanganui a Tara.

Yet despite all the change that has occurred over time, the peninsula retains a high degree of coherence in terms of its essential landscape character. In my opinion, the essential characteristics of Miramar peninsula are:

1. A thin coastal edge, which defines to interface with the sea
2. A new thin consolidated area consented for development along this coastal edge at Shelly Bay
3. Another thin ridgetop strip that defines the Maupuia suburban development.
4. The extensive vegetated coastal escarpment.

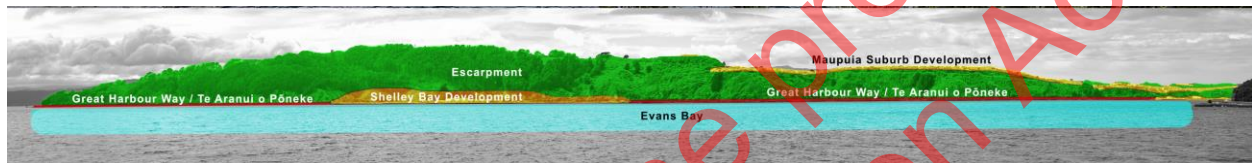


Figure 4. Key landscape characteristics of Miramar Peninsula

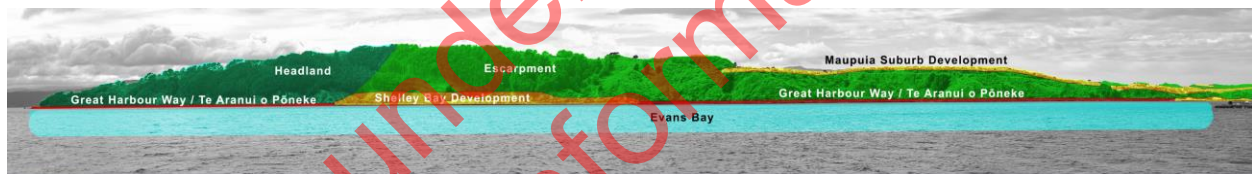


Figure 5. The headland can also be defined at land north of the summit and north of Shelly Bay consented development

The physical form of the peninsula is Long and Thin. It has high coherence. This is accentuated by development (Maupuia, Shelly Bay) that are also Long and Thin. It has high associational values for Maori. These defining elements reflect the physical and metaphysical character of the peninsula. Metaphysically, Maori valued Matai Moana as a place of observation and communication. In my opinion, further development of the peninsula should be cognisant of these characteristics.

This contrasts with the complex character of adjacent Mt Victoria. More peaked in form, its land cover is numerous scattered buildings interspersed with vegetation. Diversity is its main characteristic, with the numerous small scale houses following the contour of the roads.

Māori saw the strategic importance of the peninsula, and this should be recognised and preserved. The Cultural Report notes that:

The development is unlikely to have any significant effects on the old Pā sites either to the north or the south or any of the archaeological sites of Te Motu Kairangi. Pā sites like Puhirangi, Mahanga, Kau-whaka-aua-warū, Mataki-kai- Poinga will not be impacted by the development which will largely not be visible from those sites.

Matai Moana is visually and culturally connected with Matai-rangi (Mount Victoria) and the Pā along the ridgeline of Te Ranga a Hiwi including Akatarewa, Uruhau and Waihirere. It is also visually connected with Mātiu island, the original home of Ngāi Tara in Te Whanganui a Tara²⁴.

The design has evolved respecting both the landscape (physical, perceptual, associational) values and incorporating the cultural values, which are both listed below:

- Maintaining Matai Moana as the highest point
- Concentrating development.
- When observed from the west, development should follow a linear rather than vertical pattern
- Keeping the headland (north of Matai Moana) clear of development
- Following the horizontal form of the peninsula ridgeline
- Keeping the escarpment predominantly clear of development.
- Where development does occur on the escarpment, the coherence is maintained.
- Scattered small scale housing and other facilities if recessive and mitigated but retaining the dominance of the escarpment. Any other development on the escarpment should be simple and maintain the escarpments vegetated horizontal form.

Matai Moana Design Considerations²⁵ identified in the Cultural Design Approach Dec 2022 are:

- To acknowledge our Ahi Kā - To visually showcase our ability to maintain prominence throughout Matai Moana and how this space connects to our wider Taki wā (our complete area of guardianship)
- How do we acknowledge our ancestors and history of Matai Moana
- The architecture and landscape has to intrinsically connect people to the land, the harbour and water tributaries.
- To acknowledge areas of cultural significance.
- Consider cultural place making to indicate the main entrance and exit points.
- Consider cultural expression, integration and application to streets and pathways.
- To define commercial and residential boundaries and identify cultural design response to the spaces.
- To recognise our flora and fauna within the landscape
- Explore traditional Maori methods of self sustainable living - gardens, farming, rongoa, kai moana, kai awa
- To ensure Mana Whenua are included in the communication and marketing strategies.
- To keep Mana Whenua updated on all stages of design.
- To identify areas within Matai Moana that acknowledge Mana Whenua papakainga.
- To differentiate the intrinsic connection of papakainga to Maori versus the legal and commercial benefits of being a papakainga.

Both lists are concerned with similar matters, requiring a design that reflects the landscape and cultural character of the site.

²⁴ Cultural Values Report. p5

²⁵ Mana Whenua Te Āti Awa ki Taranaki Whānui, Cultural Design Approach, Len Hetet December 2022. p13

DESIGN

The design of the proposed development has been led by Athfield Architect in conjunction with Wraight Landscape Architect and McIndoe Urban Design. Hudson Associates has been involved in the evolution of the design and offered advice on the landscape and visual constraints of the site. This advice has primarily revolved around;

- keeping houses clear of pines in order to avoid the need for felling and potential windthrow from exposed edges
- minimising effects on the unbuilt vegetated escarpment
- limiting effects in the mapped Coastal Environment on the site
- limiting effect of high buildings at the top of the cable car
- maintaining Matai Moana as the prominent feature
- mitigation options, particularly for west facing houses

These points have all been discussed and provision made for them in the design.

The design philosophy adopted has been a design led approach that responds to the physical and cultural characteristics of the site. Dispersed development provides a series of individual buildings throughout the site that create active open spaces and capitalise on the natural amenity and cultural history of the site. Density and more meaningful earthworks are planned for areas which have substantial buildings and modified ground, larger structures are placed to be difficult to perceive if not invisible from obvious vantage points in the harbour. A Papakianga is included. The range of buildings offer different typologies to cater for different housing needs and demands.

Public transport through the installation of a cable car is incorporated and connection to an electric ferry to the city is planned as an integral feature of sustainable development for the site. Two ferry boats (the Admiralty and the Loyalty) used to provide a regular service linking the city with Miramar, so a new one would not be unprecedented. Similarly, a cable car continues to provide regular transport from the CBD to Kelburn so a new one in the city would also not be unprecedented.

Pine trees, which cover the escarpment, have been retained in the design apart from necessary clearance for the cable car. Native vegetation regeneration will be encouraged where Pines need to be removed throughout, while active recreation opportunities such as walking and mountain bike trails are anticipated. It is proposed that a ragged edge of pines is left to reduce the linear appearance from the felled trees beside the cable car. The existing ragged edge of mature pines along the top of the escarpment should also not be as the edge pines have a natural strength due to prolonged wind exposure.



Figure 6. Native regeneration (Tinakori Hill) after Pines have been felled

felled

The escarpment pine trees provide screening of development when viewed from the west (figure 7). Like other hills in Wellington (figure 5), if the Pine trees are felled, they should be gradually replaced with native regeneration as they reach maturity. Care has been taken to maintain the development as a concentrated cluster respecting Matai Moana the profile of the ridgeline (figure 4). Even if the pines are progressively replaced, the horizontal form of the ridgeline would be retained as one of the characteristic features of the peninsula while the native vegetation on the escarpment grows. The proposed development will be seen as an extension of the established Maupuia development and in the constructed context of the reservoirs and prison and the wider context of Māori occupation of Te Whanganui a Tara.



Figure 7. Simulation of completed development with pines still in place. Due to the linearity of the development, the ridgeline would retain its characteristic horizontal dominance even with native vegetation.

MITIGATION

Mitigation has been integrated into the design process. This has been done with concentrated building density, varied building typology, building height limits, compact form, public open space, connectivity to the city and cultural integration. It is not something that can be listed for later addition.

The only list that can be added applies to the small group of houses in the SW corner of the site at the top of the escarpment because of their potential prominence (although they do read as an extension to existing development in Maupuia). When these are designed and built the following conditions should apply to them:

For western units use the following strategies as a design methodology / design guide:

1. To present a main frontage that is primarily a single floor,
2. For taller vertical elements to be fine grained and in material that respond to natural conditions.
3. For west facing walls to be heavily shaded and to include good amounts of glass
4. For upper storeys to be included in roof spaces where possible,
5. For understories to be set in and back as a preference.
6. For houses to be in dialogue with mature trees and sit amongst them.
7. Main exterior walls shall use natural materials or if coated they shall have a Reflectivity Value of no more than 40%
8. Roof shall be darker than walls
9. Road and driveway access is created by wall and fill and seeking to limit cut faces
10. Existing vegetation is retained as much as possible especially around entry road and driveways

CONCLUSION

In this context, the overall form of the Miramar Peninsula needs to be considered. This is assessed as having 4 key characteristics (as seen from the west) which are identified as:

1. Vegetated escarpment
2. Thin band of suburban development
3. Condensed band of Shelly Bay development
4. Long low-profile ridgeline

The Site sits on the ridge and reads as an extension of the Maupuia suburban area and will have no more than low effects on these key characteristics.

While zoned as Natural Open Space (in the PDP) and having overlays of Special Amenity, Coastal Environment and Ridgelines and Hilltops, practically these relate more to the headland area north of the summit rather than the **Site**. Support for this proposition comes from the fact that the **site** has the former Mt Crawford prison, which and is located in a filled valley.

The Coastal Environment overlay covers part of the site and extends up to the top of the escarpment 100m above sea level. It should be noted that this same overlay also covers much of Hataitai and the CBD, indicating that built form is acceptable. This extent must relate only to the Coastal Context area and a cluster of stand-alone houses 80-100m above the active coastal edge will have only low effects on the natural character of the coastal environment.

While this zoning and these overlays may be appropriate for the adjacent land to the north, in my opinion they are inappropriate when applied to the application site housing the old prison. However, for completeness I have addressed every applicable objective and policy related to my area of expertise. This is contained in Appendix 1. Other provisions will be addressed by others. Overall, adverse effects on landscape and visual amenity values will be no more than low – moderate which comparatively equates to no more than minor.

The methodology and terminology used in this report has been informed by the Aotearoa New Zealand Landscape Assessment Guidelines.

This report is tailored to suit the nature of the project and its context including the framework of the governing legislation. In particular, this report has been prepared to support an application to the Minister for the Environment for referral into the Covid Fast-Track process.

APPENDIX 1

Released under the provision of
the Official Information Act 1982

RELEVANT STATUTORY PROVISIONS

The Wellington District plan (Operative 2000) and the Proposed Wellington District plan are the most relevant statutory documents to the proposed development. A detailed analysis of the compliance with the applicable provisions is contained in the following. The two plans are both currently applicable to varying weightings, with the proposed District Plan having been notified and submissions have closed. Hearings have not yet taken place. The provisions of both plans are considered, with reasonable weight being given to the Proposed Plan due to the age of the Operative Plan (written late last century but not fully operative until 2000) and the notified status of the Proposed Plan.

In summary, the land of the former Mt Crawford prison site, coastal escarpment and peninsula out to Point Halswell is zoned Open Space B in the Operative Plan and Natural Open Space and Special Amenity Landscape (plus other provision listed above) in the Proposed Plan.

The Proposed Plan has a Coastal Environment overlay over the escarpments east and west of Main and Nevay Roads respectively.

Both plans have the Ridgelines and Hilltops overlay across the site and north to Point Halswell.

TABLE FIVE: DISTRICT PLAN OBJECTIVES AND POLICIES PRELIMINARY ASSESSMENT

PROVISION		COMMENTS
WELLINGTON OPERATIVE DISTRICT PLAN		
CHAPTER 16. OPEN SPACE OBJECTIVES AND POLICIES		
Objective 16.5.1	To maintain, protect and enhance the open spaces of Wellington City.	The site itself contributes little to the open spaces of Wellington due to its relatively small size (15ha) and the screening by topography and vegetation. The local area's primarily contributing to the open spaces of Wellington are the 73ha headland north of Matai Moana and the vegetated escarpment. The headland north of the summit remains untouched, as does the escarpment north of Shelly Bay's consented development.
Policy 16.5.1.1	Identify a range of open spaces and maintain their character, purpose and function, while enhancing their accessibility and usability.	The open space of the headland north of the summit plays a role of contributing to Wellington's amenity and mix of unbuilt v built areas. It is untouched by the proposed development.
Policy 16.5.1.5	Identify land that contributes towards an Outer Town Belt that will provide an open, undeveloped edge to the City.	The Peninsula is not part of the outer Town Belt. This policy is N/A.
Objective 16.5.2	To maintain and enhance natural features (including landscapes and ecosystems) that contribute to Wellington's natural environment.	<p>The proposed development achieves this by retaining SNA areas and encouraging native regeneration.</p> <p>SNA's on the site may contribute to Wellington's ecosystems. All SNA'S on the site are retained.</p> <p>The natural landscape features of the site that may contribute to Wellington's natural environment relate to; the escarpment (currently planted in pines,</p>

TABLE FIVE: DISTRICT PLAN OBJECTIVES AND POLICIES PRELIMINARY ASSESSMENT

PROVISION		COMMENTS
		to be revegetated with native vegetation where disturbed), the ridgeline (an extension of the suburban Maupuia ridgeline), the eastern flanks (only upper areas affected but experienced as an extension of existing adjacent housing). The natural features are maintained.
Policy 16.5.2.1	Identify and protect from development and visual obstruction landforms and landscape elements that are significant in the context of the Wellington landscape, and in particular significant escarpments and coastal cliffs.	The headland north of the site may be significant in the context of the Wellington landscape. However, the coastal escarpment and cliffs of the headland will not be affected by the development.
Policy 16.5.2.2	Restrict the construction of buildings, structures and earthworks on [identified ridgelines and hilltops].	A small area of the Ridgeline overlay, which extends north from the site to Point Halswell, covers the proposed development. This overlay includes the derelict prison, which is in a valley. A restricted number of buildings will be placed on a ridgeline in the overlay, covering 450m of the ridgeline which has a 3.5km perimeter). All buildings have been restricted in height.
Policy 16.5.2.3	Encourage retention of existing native vegetation and where appropriate re-introduce native cover.	Native revegetation will be encouraged where pines are removed. SNA's will be avoided.

WELLINGTON PROPOSED DISTRICT PLAN

STRATEGIC DIRECTION

Description of strategic objectives in the Proposed Plan:

The Strategic Objectives set the direction for the District Plan for managing growth, land use and development in Wellington City. The Strategic Objectives help to implement relevant Council strategies and policies as well as regulatory planning documents that the District Plan must give effect to. The Strategic Objectives will be implemented through future plan changes and complex resource consent applications, as follows:

- *For the purpose of plan implementation (including the assessment of resource consents and notices of requirement):*
 - *The Strategic Objectives may provide guidance on what the objectives and policies in other chapters of the Plan are seeking to achieve.*
 - *The relevant objectives and policies of the plan (including Strategic Objectives) are to be considered together, and no fixed hierarchy exists between them.*
 - *In addition to the specific objectives and policies contained in topic chapters of the Plan relevant Strategic Objectives in this chapter will also need to be assessed for any activity identified as discretionary or non-complying.*

ANGA WHAKAMUA – MOVING INTO THE FUTURE

AW-O4	The development and design of the City reflects mana whenua and the contribution of their culture, traditions, ancestral lands, waterbodies, sites, areas and landscapes, and other taonga of significance to the district's identity and sense of belonging.	Mana whenua have been integral in the design and have recently prepared the Cultural Design Approach, which forms part of the development approach.
HHSASM-O3	The cultural, spiritual and/or historical values associated with sites and areas of significance to Māori are protected.	Cultural, spiritual, and historic values connected with Matai Moana and Te Motu Kairangi values as identified in the Cultural Values Report ²⁶ by Maori are protected.

²⁶ Cultural Values Report. Proposed development of Matai Moana (Mt Crawford) on Te Motu Moana in association with Taranaki Whānui limited and The Wellington Company along with Port Nicholson Block Settlement Trust (PNBST) November 2022. Raukura Consultants.

TABLE FIVE: DISTRICT PLAN OBJECTIVES AND POLICIES PRELIMINARY ASSESSMENT

PROVISION		COMMENTS
		Also addressed by others.
ZZZHHSASM-O4	Sites of significance to Māori are identified and mana whenua's relationships, interests and associations with their culture, traditions, ancestral lands, waterbodies, sites, areas and landscapes, and other taonga of significance are recognised and provided for.	Mana whenua's relationships, interests and associations with their ancestral lands and landscapes, as identified in the Cultural Values Report ²⁷ by Maori, are recognised and provided for. Also addressed by others.
HHSASM-O5	Recognise that only mana whenua can identify impacts on their relationship with their culture, traditions, ancestral lands, waterbodies, sites, areas and landscapes and other taonga/sites of significance to Māori.	Mana whenua's interpretation of their interests and associations with the landscape, as identified in the Cultural Values Report ²⁸ by Maori, are recognised and provided for. Also addressed by others.
TE TAI AO MĀORI NATURAL ENVIRONMENT		
NE-O1	The natural character, landscapes and features, and ecosystems that contribute to the City's identity and have significance for mana whenua as kaitiaki are identified, recognised, protected, and, where possible, enhanced.	The natural character, landscapes and features that have significance to Maori as identified in the Cultural Values Report are identified, recognised and protected. This includes respect for Matai Moana, understanding its role in observation, transience and communication, plus removal of the prison. The project provides opportunities to enhance connections to adjacent significant sites including matai rangi and matui as well as connect mana whenua with ancestral connections such as Te Moana o Raukawa-kawa- Cook Strait. It provided for surveillance of the harbour entrance, Cook Strait and the inner harbour Also Addressed by others.
NE-O3	The City retains an extensive open space network across the City that: 1. Is easily accessible; 2. Connects the urban and natural environment; 3. Supports ecological, cultural, and landscape values; and 4. Meets the needs of anticipated future growth.	Currently the site currently contributes little value to the City's open space network or the wider natural open space area across the peninsula. This will change with densification to help meet the needs of future growth, it becomes readily accessible through connectivity between urban and natural areas via the cable car and ferry, opportunities are created for additional mountain bike and walking tracks, there is improved access to Massey Reserve. Also addressed by others.:
NE-O4	Mana whenua are able to exercise their customary responsibilities as mana whenua and kaitiaki with their own mātauranga Māori in the protection and management of the natural environment.	Part of the landscape mitigation will involve protection and management of the natural environment such as native vegetation, with mana whenua able to exercise customary responsibilities in

²⁷ Ibid²⁸ Ibid

TABLE FIVE: DISTRICT PLAN OBJECTIVES AND POLICIES PRELIMINARY ASSESSMENT

PROVISION		COMMENTS
		this and other natural environment management matters. Also addressed by others.:
URBAN FORM AND DEVELOPMENT Also addressed by others.		
SASM-P4	<p>Construction of buildings and structures within sites and areas of significance</p> <p>Provide for the construction of buildings and structures within sites and areas of significance to Māori where it can be demonstrated that the spiritual and cultural values of the site will be protected and maintained, having regard to:</p> <ol style="list-style-type: none"> 1. The cultural and spiritual values of the site or area; 2. Consultation undertaken with mana whenua; 3. The extent to which the building or structure respects the tikanga of the site or area of significance; 4. The extent to which the values of mana whenua incorporated into the proposal; 5. Whether alternative methods, locations or designs are available that would reduce the impact on the identified site or area of significance; 6. Any positive effects of the development for mana whenua or opportunities to enhance the cultural values of the site; 7. The extent to which mana whenua retain access and use of the site or area; 8. The extent to which the building or structure is set back from the boundary with the site or area of significance; 9. Where adjacent to marae complex, the extent to which the new building or structure has been designed or oriented to prevent windows or balconies from looking directly into or over marae; 10. Whether landscaping or screening are proposed to reduce overlooking or provide screening from the site or area of significance; 11. The positioning and orientation of the building or structure relative to the site or area of significance; and 12. The extent to which the exterior treatment and materials of the new building or structure are compatible with the site or area of significance. 	<p>1-4The development has been cognisant of the Cultural Values Report²⁹ and the Cultural Design Approach³⁰ to embody the cultural and spiritual values into the design for the site.</p> <p>9 No buildings are to be higher than Matai Moana in order maintain prominence throughout of Matai Moana</p> <p>12 Conditions related to design, form and external appearance of some buildings are proposed to assist compatibility with the site,</p> <p>Also addressed by others.</p>
NGĀ PŪNAHA RAUROPI ME TE KANORAU KOIORA TAKETAKE ECOSYSTEMS AND INDIGENOUS BIODIVERSITY Addressed by others		
NGĀ HANGA MĀORI ME NGĀ NOHOPAE. NATURAL FEATURES AND LANDSCAPES		
NFL-O2	<p>Special amenity landscapes</p> <p>The characteristics and values of special amenity landscapes are maintained and, where practicable, enhanced.</p>	<p>The SAL extends from Mt Crawford north to Point Halswell. The development site is at the very southern end of the SAL and includes the dilapidated old buildings of the former prison and land modifications. The PDP identifies the area as having significance to Maori and identifies Shared and Recognised values as Very High. The PDP also states that the landscape is highly valued by the community for its recreational opportunities, particularly along the fairly undeveloped coastal roadway. It is rated as having High Sensory values, and Moderate Natural Science values.</p>

²⁹ Cultural Values Report. Raukura Consultants Nov 2022

³⁰ Mana Whenua Te Āti Awa ki Taranaki Whānui, Cultural Design Approach, Len Hetet December 2022.

TABLE FIVE: DISTRICT PLAN OBJECTIVES AND POLICIES PRELIMINARY ASSESSMENT

PROVISION		COMMENTS
		<p>The proposed development will affect a small modified portion of the SAL at its southern end, away from identified sites of significance to Māori (it has full Māori support and the applicant is Taranaki Whānui), and completely separate from the coastal roadway. Natural science factors will be enhanced through revegetation.</p> <p>Adverse effects on the SAL will be low.</p>
NFL-O3	<p>Ridgelines and hilltops</p> <p>The natural green backdrop provided by identified ridgelines and hilltops is maintained.</p>	<p>The ridgeline and hilltops overlay extends over much of the peninsula north of Mt Crawford through to Point Halswell. A small area of the Ridgeline covers the site of the proposed development. This overlay includes the derelict prison, which is in an excavated and filled valley. The adjacent ridgeline within the site also falls within the overlay for a short distance. Existing Pine trees will continue to provide a natural green backdrop.</p>
NFL-P2	<p>Use and development within ridgeline and hilltops</p> <p>Enable use and development within identified ridgelines and hilltops where:</p> <ol style="list-style-type: none"> 1. The activity is compliant with the underlying zone provisions; and 2. There is a functional or operational need to locate within the ridgeline and hilltop area; and 3. Any adverse effects on the visual amenity and landscape values can be mitigated. 	<p>The landscape values (vegetated escarpment, coastal edge, a thin layer of development) of the area will continue to be maintained. The Ridgeline will be affected for the short distance that the overlay affects the site. Mitigation will include the screening provided by existing Pines, public open space within the development, a cultural design response to the spaces, retaining the summit as the highest point, varying building typologies, cultural place making to indicate the main entrance and exit points, papakianga, revegetation with native species.</p>
NFL-P3	<p>Use and development in special amenity landscapes outside the coastal environment</p> <p>Provide for use and development within special amenity landscapes outside the coastal environment where:</p> <ol style="list-style-type: none"> 1. Any adverse effects on the identified values can be avoided, remedied or mitigated; and 2. The scale of the activity maintains the identified landscape values and characteristics. 	<p>As above, plus</p> <p>The SAL overlay covers a large area in addition to the site. Its highest values relate to Shared/Recognised and Sensory. These appear to relate to māori cultural values, recreational values and the coastal road. None of these will be adversely affect by the development, with Taranaki Whānui being the applicant.</p>
NFL-P9	<p>Restoration and enhancement</p> <p>Provide for restoration or rehabilitation of the identified landscape character values in SCHED11 and SCHED12 by:</p> <ol style="list-style-type: none"> 1. Recognising the landscape character values present; 2. Encouraging natural regeneration of indigenous species, including where practical the removal of pest species; and 3. Providing for mana whenua to exercise their responsibilities as kaitiaki to protect, restore and maintain areas of indigenous biodiversity. 	<p>As above, plus</p> <p>The landscape character values listed in the schedules will be maintained for the same reasons as above.</p>
SUBDIVISION. Addressed by others		
SUB-P9	<p>Subdivision of land within a site or area of significance to Māori Category A or B</p>	To be addressed by others

TABLE FIVE: DISTRICT PLAN OBJECTIVES AND POLICIES PRELIMINARY ASSESSMENT

PROVISION		COMMENTS
	<ol style="list-style-type: none"> 1. Provide for the subdivision of land within a site or area of significance to Māori Category A or B having regard to: 2. The extent to which consultation has been undertaken with mana whenua; 3. The extent to which the values of mana whenua have been incorporated into the proposal; 4. Whether alternative methods, locations or designs are available that would avoid or reduce the impact on the identified site or area of significance; 5. Any positive effects of the development for mana whenua or opportunities to enhance the cultural values of the site; and 6. The extent to which mana whenua retain access and use of the site or area. 	
SUB-P17	<p>Subdivision of land within ridgeline and hilltops</p> <p>Provide for subdivision of land containing ridgelines and hilltops where:</p> <ol style="list-style-type: none"> 1. The integrity of the ridgeline is protected; and 2. The subdivision is designed to minimise the adverse effects of future use and development on the visual amenity and landscape values. 	<p>As above plus:</p> <p>The development is within a small portion of the Ridgeline overlay, which includes the old prison located in a valley of excavation and fill. The adjacent ridgeline within the site will be affected by development, which is designed to limit affects on visual amenity and landscape values. This is contributed to by the dispersed footprints of multiple buildings rather than a few high buildings, screening currently provided by existing height limitations on buildings, screening provided by existing pine trees, conditions on some building designs (including colour).</p> <p>The overall integrity of the wider ridgeline overlay will be protected because of the unique mitigation applying to this site and the small proportion of identified ridgeline affected.</p>
SUB-P18	<p>Subdivision of land within special amenity landscapes</p> <p>Manage subdivision of land within identified special amenity landscapes as follows:</p> <ol style="list-style-type: none"> 1. Provide for subdivision of land in identified special amenity landscapes outside the coastal environment where: <ol style="list-style-type: none"> i) The subdivision is designed to ensure that adverse effects of future use and development enabled by the subdivision on the identified values are avoided, remedied or mitigated; and ii) The identified landscape values and characteristics are maintained. 2. Provide for subdivision of land in identified special amenity landscapes within the coastal environment where: <ol style="list-style-type: none"> i) The subdivision is designed to ensure that significant adverse effects of future use and development enabled by the subdivision on the identified values are avoided; and ii) The subdivision is designed to ensure that any other adverse effects of future use and development enabled by the subdivision on the identified values are avoided, remedied or mitigated; and iii) The identified landscape values and characteristics are maintained. 	To be addressed by others

TABLE FIVE: DISTRICT PLAN OBJECTIVES AND POLICIES PRELIMINARY ASSESSMENT

PROVISION		COMMENTS
NOSZ-O1	<p>Purpose</p> <p>Natural open space areas are predominately used by the public for informal recreation activities, within undeveloped natural areas, in such a way that protects, and where possible enhances, the predominant character and amenity values of the Natural Open Space Zone which include:</p> <ol style="list-style-type: none"> 1. Large undeveloped open areas; 2. High natural, ecological, landscape and historic heritage values; 3. A low level of built form and scale, with buildings, structures and roads principally ancillary to informal recreation activities or conservation activities; and 4. A general absence of urban infrastructure. 	<ul style="list-style-type: none"> - While the development area is part of a wider open space area, it is not itself an 'undeveloped open area' - The development area itself does not have high natural, ecological. It has (dubious) historic heritage values which will recognised in the design. - The existing built form and scale is not consistent with the intent of buildings and structures in open space - The development area is not absent of urban infrastructure
NOSZ-O2	<p>Managing effects</p> <p>Adverse effects of activities undertaken in the Natural Open Space Zone at the zone interface and surrounding area are managed effectively.</p>	Effects are managed at throughout the zone and at the interface by concentrating development, dispersing typology and maintaining coherence.
NOSZ-O3	<p>Mana whenua</p> <p>Taranaki Whānui and Ngāti Toa Rangatira are acknowledged as the mana whenua of Te Whanganui ā Tara (Wellington). Their cultural associations with and role in exercising kaitiakitanga over Wellington's parks and reserves are recognised and facilitated.</p>	<p>The application complies.</p> <p>And also to be addressed by others</p>
NOSZ-P4	<p>Potentially compatible activities</p> <p>Only allow other activities to establish where it can be demonstrated that they are compatible with the purpose, character and amenity values of the Zone, having regard to whether:</p> <ol style="list-style-type: none"> 1. They are consistent with the relevant reserve management plan for the site; 2. They support or are complementary to informal recreation activities, or there is a functional need for a location at that site; 3. The activity will not limit or constrain the existing or future use of the open space, or restrict public access; and 4. Any reverse sensitivity effects can be appropriately managed. 	The application can comply because development that already modifies the site will not constrain (but will enhance / facilitate) the existing and future use of adjacent open space areas.
NOSZ-P6	<p>Potentially compatible buildings and structures</p> <p>Only allow other buildings and structures where it can be demonstrated that they will be compatible with the character and amenity values of the Zone, having regard to whether:</p> <ol style="list-style-type: none"> 1. They are consistent with the relevant management plan for the site; 2. They support or are complementary to informal recreation activities, or there is a functional need for a location at that site; 3. The open and spacious character of the area will be retained; 4. Any adverse visual amenity and character effects will be avoided, or if avoidance is not possible adequately mitigated through the design, siting or landscaping; 5. Any adverse residential amenity effects will be minimised; 6. Hard surfacing is minimised, and indigenous vegetation and visually prominent trees will be retained; and 7. Public accessibility will be maintained or enhanced through connections to walkways, cycleways and pedestrian access points. 	<p>The Natural Open Space zone relates to an extensive area covering the northern part of the peninsula. The Site for the proposed development is in a small are at the southern end of the zone and contains buildings that are incompatible with open space character and informal recreation. The far more extensive wider area of Natural Open Space zoning does have these qualities.</p> <p>Development will be concentrated where Open Space values are already low, while retaining access and an increased patronage to the adjacent expansive existing Natural Open Space. Public access will be enhanced by the ferry and cable car, potential mountain bike and walking paths, plus the enlarged local population.</p>