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Shelly Bay Road

Heritage and Archaeological Significance and Risk Assessment

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FINAL



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Executive Summary

WSP has been commissioned by Wellington City Council, to provide this Heritage and Archaeological Significance and Risk Assessment for Shelly Bay Road, to inform the investigation of options for upgrading of Shelly Bay Road between Miramar Avenue and Shelly Bay. The purpose of this Assessment is to document the history of the road and surrounding context, identify the heritage and archaeological values associated with the road, identify any particular sites of significance within the road reserve, outline any legislative requirements that will inform future works to the area, and make recommendations.

Shelly Bay Road runs along the west coast of Miramar Peninsula, with a steeply sloping hillside to the east and the foreshore to the west. The land is not a designated site under the Wellington City Council District Plan. The road, and the corridor of adjacent land between the cliffside and foreshore that is evaluated in this Assessment, does not include any heritage features scheduled within the Wellington City District Plan or the Regional Coastal Plan for Wellington, nor any buildings or sites listed with Heritage New Zealand Pouhere Taonga. The Shelly Bay Military Base is, however, located at the northern end of the road and has been identified (outside of this Assessment) as being of exceptional heritage significance, despite being neither listed nor scheduled.

Shelly Bay Road has high heritage significance, primarily due to its aesthetic and social significance and historic associations. The three kilometre stretch of road is one of the most scenic in the Wellington region, and is extremely popular with visitors and tourists. Both the local and wider community hold the place in high esteem and the place contributes to a sense of local identity, giving the road high social significance. Public interest in the area has been high since the late 1800s through to present day, illustrated by the flood of newspaper articles lamenting the loss of the scenic drive at times when it was closed to the public. The road has historic value as a pre-1900 construction undertaken by the Public Works Department which linked the military bases located around the peninsula, and also dramatically improved access to, and facilitated the growth and value of, the Miramar area.

Shelly Bay Road also holds high archaeological (scientific) potential. There are several recorded archaeological sites on Miramar Peninsula in the vicinity of Shelly Bay Road, one of which is immediately adjacent to the road corridor, within the road reserve (R27/461). Historical documentation confirms that Shelly Bay Road itself was first formed in the 1890s, and was being used to facilitate European military occupation and activity at Shelly Bay and other points around the Miramar Peninsula from the late 1800s onwards. Historical documentation also indicates that numerous pā sites were located on the coastline of the Miramar Peninsula in the vicinity of Shelly Bay Road at the time of European arrival; however, the exact extent of these sites is unclear. Therefore, there is a high likelihood of uncovering previously unrecorded early Māori and post-contact European archaeological material during future development of Shelly Bay Road.

Improvements to Shelly Bay Road are anticipated as part of improving access to Shelly Bay where it is expected that there will be greater residential and commercial development in the near future. Based on the assessments of heritage and archaeological significance provided in this document, and the provisions of relevant legislation – being the Resource Management Act 1991 and the Heritage New Zealand Pouhere Taonga Act 2014 – this Assessment recommends the following:

- Future works should respect the existing route of the road, retain its scenic qualities, and encourage ongoing public use by providing similar, or enhanced, opportunities for use, interpretation and engagement.
- A heritage specialist should be engaged to participate in the development and evaluation of options for works to the route; and to prepare a Heritage Effects Assessment once a final option has been selected, to ensure that its heritage significance is appropriately taken into account.
- A general Archaeological Authority should be sought for any works within the road reserve, and an archaeologist should be engaged to participate in the evaluation of options for works to the route, as well as to prepare the Archaeological Authority and associated documents.
- Options for future works should be planned in partnership with mana whenua, and a cultural values assessment carried out.

1 Introduction

1.1 Purpose of this Heritage Significance Assessment

WSP has been commissioned by Wellington City Council (WCC), to provide this Heritage and Archaeological Significance and Risk Assessment for Shelly Bay Road, to inform the investigation of options, planning and development for an upgrade of Shelly Bay Road between Miramar Avenue and Shelly Bay. The purpose of this Assessment is to document the history of the place and surrounding context, with particular reference to the length of Shelly Bay Road, identify the heritage and archaeological values associated with the place, and outline any legislative requirements that will inform future works to the area.

1.2 Legal Description and Ownership Details

Shelly Bay Road is a legal road, managed by Wellington City Council. Adjacent properties that are in private ownership are not considered in this Assessment, except to indicate nearby archaeological or heritage features that may be impacted by works to the road.

1.3 Description of the Road

The extent of the subject site is the entirety of Shelly Bay Road, beginning from its intersection with Cobham Drive at the south adjacent to the Miramar Wharf, and terminating where it becomes Massey Road at the north (Figure 1). The length of road in question wraps around the winding coastline at sea level, is approximately 3 kilometres in length, and is entirely flat. The road has foreshore to the west and vegetated cliffside to the east; however, there are some sections of the road (including Shelly Bay itself) where wider flat areas where there are buildings and structures, or smaller sliproads leading to parking facilities and commercial premises. The road is a two lane sealed surface with occasional shoulder spaces for vehicles to pull over where the land allows. The road provides scenic views across Wellington Harbour and is popular route for visitors. Some areas have seawalls of various ages, along with rest areas, walking track connections, and stairs leading down the small beaches.



Figure 1: Aerial view of Shelly Bay Road with the start and end points of the road indicated.
Source: Google Earth



Figure 2: Aerial view of the southern end of Shelly Bay Road where it meets Cobham Drive.
Source: Google Earth



Figure 3: Aerial view of the northern end of Shelly Bay Road where it becomes Massey Road.
Source: Google Earth

1.4 Heritage Status

The corridor of land that is evaluated in this Assessment, which includes Shelly Bay Road and adjacent land between the hillside and foreshore, does not encompass any heritage features scheduled within the Wellington City Council (WCC) District Plan or Regional Coastal Plan for the Wellington Region (RCPWR), nor any buildings or sites listed with Heritage New Zealand Pouhere Taonga (HNZPT). The land is not a designated site under the Wellington City Council District Plan. The Shelly Bay Military Base is, however, located at the northern end of the road and has been identified as being of exceptional heritage significance, despite not being listed or scheduled with either WCC or HNZPT.

As the road, and the military base, were constructed prior to 1900, both are afforded protection under the Heritage New Zealand Pouhere Taonga Act 2014 as archaeological sites. There are also several recorded archaeological sites listed in the New Zealand Archaeological Association (NZAA) ArchSite database, which are located in the vicinity of the Shelly Bay Road project area and will be discussed in this report.

1.5 Information Used to Prepare this Assessment

1.5.1 Site Inspection

The full length of Shelly Bay Road, beginning at the intersection with Cobham Drive to the south and ending where the road becomes Massey Road to the north, was surveyed on foot by Alex Pirie, WSP Heritage Consultant and Patrick Harsveldt, WSP Archaeologist and Heritage Consultant, on 26th June 2020.

Alex Pirie walked along the road corridor of Shelly Bay Road to identify and inspect built heritage structures within the project area, and make a photographic record.

Patrick Harsveldt walked along the full length of the road corridor of Shelly Bay Road and parts of the foreshore to assess the possible effects the road development may have on any recorded or unrecorded archaeological sites. Recorded archaeological sites listed in the NZAA ArchSite database in the vicinity of the project area were reviewed and inspected where these were within the subject area. A photographic record was made of any identified features.

1.5.2 Documentation

Information accessed to complete this assessment is listed in the Bibliography.

1.6 Constraints and Limitations

The following constraints should be noted:

- Only the documents listed in Section 5 have been consulted in preparing this Heritage and Archaeological Significance and Risk Assessment.
- No drawings have been prepared as part of this Heritage and Archaeological Risk Assessment. Drawings prepared as part of the documents listed above have been used.
- This Heritage and Archaeological Significance and Risk Assessment only considers the extent of the road identified and does not include any buildings or structures adjacent, unless specifically mentioned. Some important development works outside the identified extent of road have been included as they relate to the development of Shelly Bay Road.
- This Heritage and Archaeological Significance and Risk Assessment does not comprise a fabric condition assessment. No invasive testing or analytical investigation has been carried out for the purpose of preparing this Assessment.
- This Heritage and Archaeological Significance and Risk Assessment does not comprise a structural or safety assessment, or contain any kind of engineering advice.
- No consultation with HNZPT or any other stakeholders or affected parties has been carried out as part of preparing the Heritage and Archaeological Risk Assessment.
- This Heritage and Archaeological Significance and Risk Assessment does not present the views or history of tangata whenua regarding the cultural significance of the place. These are statements that only tangata whenua can make.

2 Historical and Physical Context

2.1 History of the Site

2.1.1 Pre-European Occupation

The Miramar peninsula was originally an island, prior to an earthquake that uplifted the island and closed the channel of water known as *Te Awa-a-Taia* separating it from the mainland in 1460.¹ Originally known as *Te Motu Kairangi*², the settlement of the island which is now a peninsula is recounted below:

The voyagers - Kupe, Ngahue, Toi, and Whatonga - ran down the east coast of the North Island, sojourned a space at Castle Point and Palliser Bay, then came on to Port Nicholson, where they landed at Seatoun, a place that seems to have been formerly known as Maraenui. At that time Miramar was an island, the sea flowing across the present isthmus at Kilbirnie: on this lone island the explorers camped. Several place-names commemorate the name of the chief man of the expedition: thus the foreshore at Seatoun is Te Turanga o Kupe; the Pinnacle Rock is Te Aroaro o Kupe; Barrett's Reef is Te Tangihanga a Kupe, also Te Rarangi a Kupe. Somes and Ward Islands are said to have been named Matiu and Makaro, after two of Kupe's daughters; two other daughters, Mohuia and Toka-haere, having their names perpetuated in two isolated rocks near Te Rimurapa (Sinclair Head).

The next event connected with this district, as gathered from Maori tradition, is the coming of a party from the Mahia district with the intention of seeking a home in these parts. Whatonga of Tahiti was to be the first settler of Wellington and designer of the first village at Miramar, [landing at] Maraenui on Seatoun beach.

"The largest island is situated to the southward, where the two channels connect with the ocean. The two small islands are desirable places on which to live."

The first task of the migrants was the erection of houses on Somes Island and the planting of crops. Whatonga remained here until the autumn (Nukutaurua), when he returned to his northern home. Prior to his departure he advised his sons to settle permanently on the largest of the three islands – the one we may now call Miramar Island, for it has not yet been named. He accompanied his sons to this island, where he selected a site for a fortified village on the ridge above Te Puna a Tara (the Spring of Tara) in Worser Bay. He marked out the lines of the stockades, and gave his sons detailed instructions how to build the pa, and also much advice as to their future activities.

The first band of Wellington settlers now set to work to erect the pa on the Seatoun heights. The necessary timbers were procured up the Hutt Valley, were hauled and carried to the river, and then floated down and across the harbour to Miramar Island, then dragged to the site of the new village. The defensive works consisted of three lines of stockades—for earthwork defences were almost unknown in this district, there being too much rock for the wooden implements of the Maori.

This fortified village was named Te Whetu-kairangi, and Miramar Island was called Motu-kairangi. The eastern channel (the present entrance to Wellington Harbour) was named Te Au-a-Tane, while the western channel, that flowed across the present Kilbirnie Isthmus, was given the name of Te Awa-a-Taia. In much later times, when Motu-kairangi became a peninsula and another people occupied the district, this peninsula was known as Hataitai. By this name it was known until the arrival of Europeans, when it was named Watt's Peninsula,

¹ <https://web.archive.org/web/20120206054509/http://www.lin.govt.nz/placenames/consultation-decisions/a-to-z/te-motu-kairangi-miramar-peninsula/report>

² The meaning of Te Motu Kairangi as provided by Adkin, p44 is 'esteemed' or 'precious' island, implying that it was the most favourable locality for occupying at the time in Te Whanganui-a-Tara.

and later it became known as Miramar – so named after a place on the shores of the Adriatic.

The first owner of Watts Peninsula (now Miramar Peninsula) was the European settler James Coutts Crawford, who purchased the land from the New Zealand Company in 1839. In 1872, Crawford presented a paper in the *Transactions of the New Zealand Institute* which discussed the archaeology and the natural history of the Miramar Peninsula. The paper included a map of topographical features and archaeological sites (see Figure 4). While no detailed descriptions of the archaeological sites were marked on the map, it does indicate that there were pā sites on Miramar Peninsula and the southern coastline.³ Maupuia Pā is shown on the western side of Miramar Peninsula in the vicinity of the Shelly Bay Road project area, along with the locations of Māori ovens and moa bones (indicated by A and B in Figure 4).

Another early landowner of the Miramar Peninsula, H.N. McLeod, printed a postcard map in 1904 of Wellington's Eastern suburbs which shows early Māori archaeological sites based on his observations of the area.⁴ The project area of Shelly Bay Road shows the location of Maupuia Pā and several other pā sites along this section of coast of the Miramar Peninsula (see Figure 5). The historic observations of early Māori archaeological sites were subsequently reproduced in maps by Best 1919 and Adkin 1959.

There has been limited archaeological work undertaken in the area of Shelly Bay Road in recent times, and the archaeological record for Miramar Peninsula is known to be incomplete. Recorded archaeological sites in the wider landscape include small defended pā settlements and undefended kāinga pā sites, which support Crawford and McLeod's records. Within the area of Shelly Bay Road, evidence of this archaeological landscape of early Māori activity and occupation has most likely been obscured or destroyed by intensive military, commercial and some residential development over the last century.

2.1.2 Drainage Tunnels Associated with the Draining of Swampland on Miramar Peninsula

In 1849, the first of two public infrastructure drainage tunnels were cut through bed rock of the western hillside of Miramar Peninsula, with the second following shortly after. These are located north of the Miramar Cutting which was constructed at the turn of the 20th century. A similar drainage tunnel was constructed at Moa Point on the southern coast of Miramar⁵ around the same time. The purpose of all three tunnels was to drain the swampy land isolated in the central area of 'Miramar'. Adkin (1959) states: "A tunnel to drain Para lagoon (or Burnham Water) and the Vale of Para (now Miramar Flat) was planned and constructed under the direction of the then owner of the land, Mr James Coutts Crawford, in 1849. This was the first tunnel driven in New Zealand. During the earthquakes of 1855, the land was raised ... from 4 ft to 5ft 6 inches and afterwards the floor of the tunnel had to be lowered 4'6"⁶ to maintain the drainage of the flat; this was done in 1859.

2.1.3 Pre-1900 Road Building

The construction of the road linking Shelly Bay and the other defence reserves to the north, as well as partial construction of the southern section of Shelly Bay Road, is outlined in Cooke & Kelly's Heritage Assessment (2019) and is summarised below:

Visitors in April 1885 observed the defence road being built:

About 100 men are employed in road-making under supervision of Mr Connall, of the Public Works Department, and excellent progress has been made. The road starts from Shelly Beach, on the eastern side of Evans Bay, and, after following the shore in a southerly direction for a couple of hundred yards, strikes up the hill, and points to the north-east over

³ Jones 2016: 3 and NZAA Site Record Form R27/554

⁴ Jones 2016: 3 and NZAA Site Record Form R27/554

⁵ NZAA Site R27/460

⁶ Adkin (1959) p61

a somewhat steep grade.... dynamite has been brought into request in displacing the rock. Up to the present, about half a mile of the road is in a forward state, but this is only a small portion of the work, as we are informed that there is fully six miles of road to be made in connection with these works.

This road soon linked coast defence batteries at Point Halswell (Figure 10), Kau Point and Gordon Point (Figure 9), making Shelly Bay the access point for those places. Facilities were also added in Shelly Bay itself at this time. A 'small mole' was built, extending south-west from the rocky outcrop between the two bays, at which it was intended to land the heavy guns for the forts. A camp was also pitched 'a few yards from the shore' for the 'navvies' being employed on road-making.

The road starting in Shelly Bay went up over the hill to service the forts, terminating at Fort Ballance at Point Gordon. It linked with Crawford Road on the ridgeline and branches went off to Point Halswell and Kau Point. This road increased the steamer traffic to Shelly Bay, for personnel accessing the forts, if not alighting directly at Mahanga Bay where a wharf was also built. The foreshore road from Shelly Bay round Point Halswell to Worser Bay was completed by 1898, by 'the Defence Department, with the aid of prison labour'.

The two bays (May Port and Port Janet) were taken for defence purposes in 1886 and gazetted a defence reserve. The Government took about 100 hectares – the whole northern Miramar (or Watts) Peninsula – from J Coutts Crawford (who had owned it since around 1858). The southern boundary of the defence reserve met the sea in Evans Bay just where the military road meets the foreshore.

Two years later Shelly Bay (incorporating the two bays) was also selected as a new site for the Submarine Mining Depot.

Plans for a road to Shelly Bay from Evans Bay were prepared soon after the site became a military depot, but they were not immediately put into effect. The road almost reached Shelly Bay by April 1894, but 'the portion constructed by the unemployed has been left very rough and rocky, and will have to be blinded before it can be used with any comfort'. The Permanent Militia completed the last 65 metres to where it joined the military road to the forts on the peninsula.

Few, other than hardy cyclists, used this new road before it was peremptorily closed again, in May 1898. This closure may have had something to do with moving the torpedo boatshed to Shelly Bay. The City Council and Seatoun Road Board advocated for the road to be reopened. The Defence Minister declined, saying the Commandant feared 'a danger of information concerning the forts being improperly acquired'.⁷

⁷ Cooke and Kelly (2019)

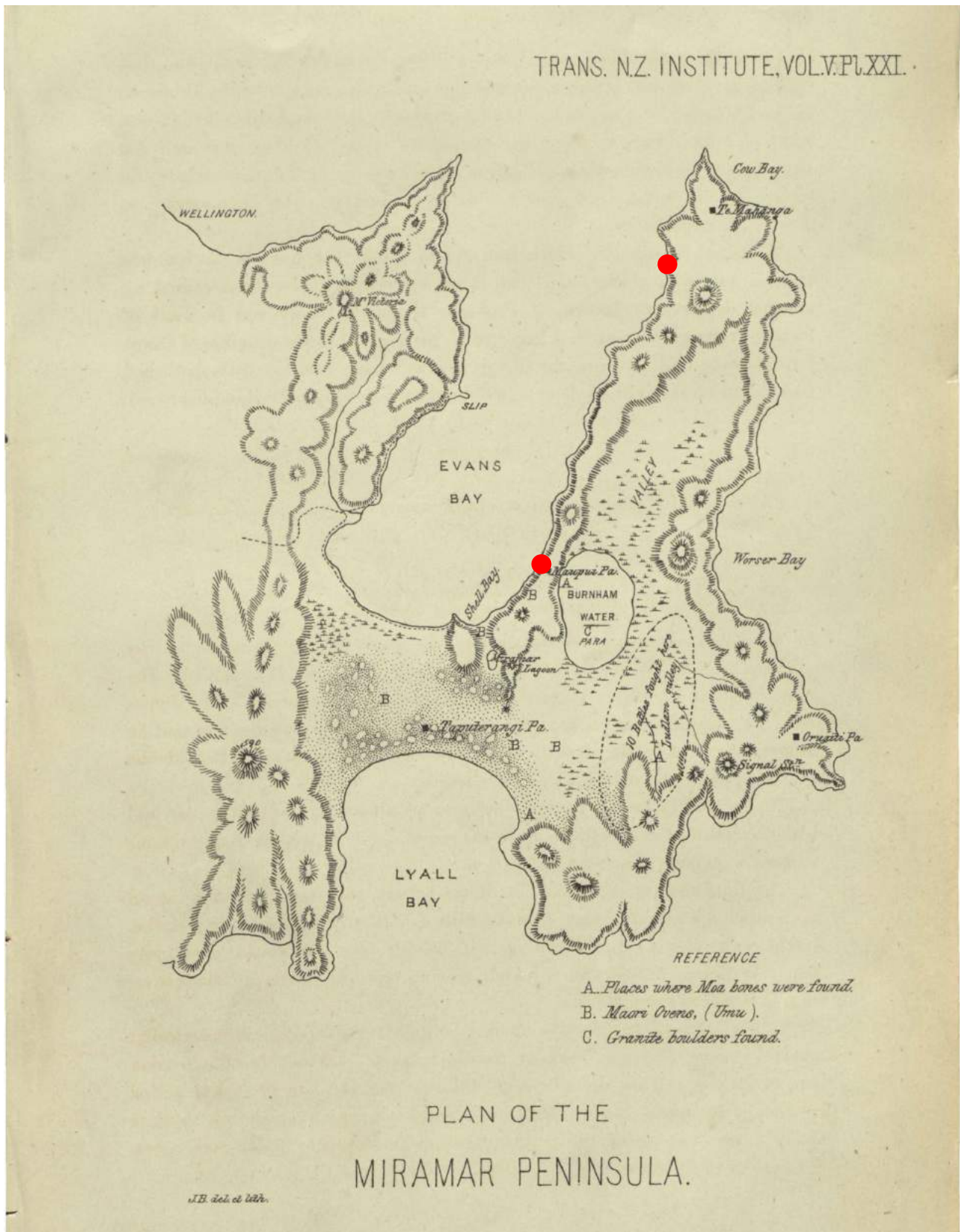
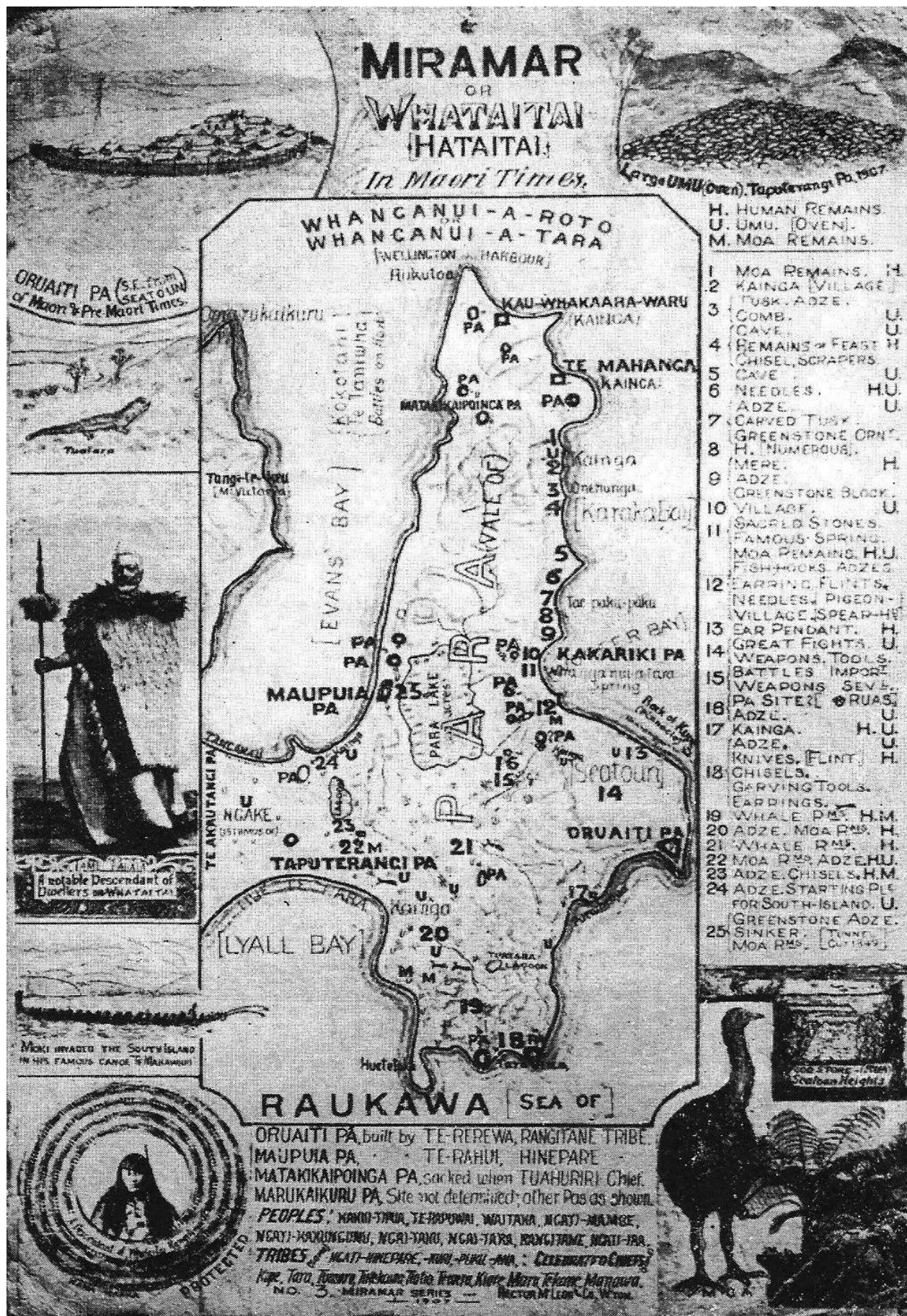


Figure 4: 1872 map of the Miramar Peninsula with Shelly Bay Road beginning and end roughly indicated.
Source: JC Crawford, Notes on the Miramar Peninsula in Transactions and Proceedings of the Royal Society of New Zealand.



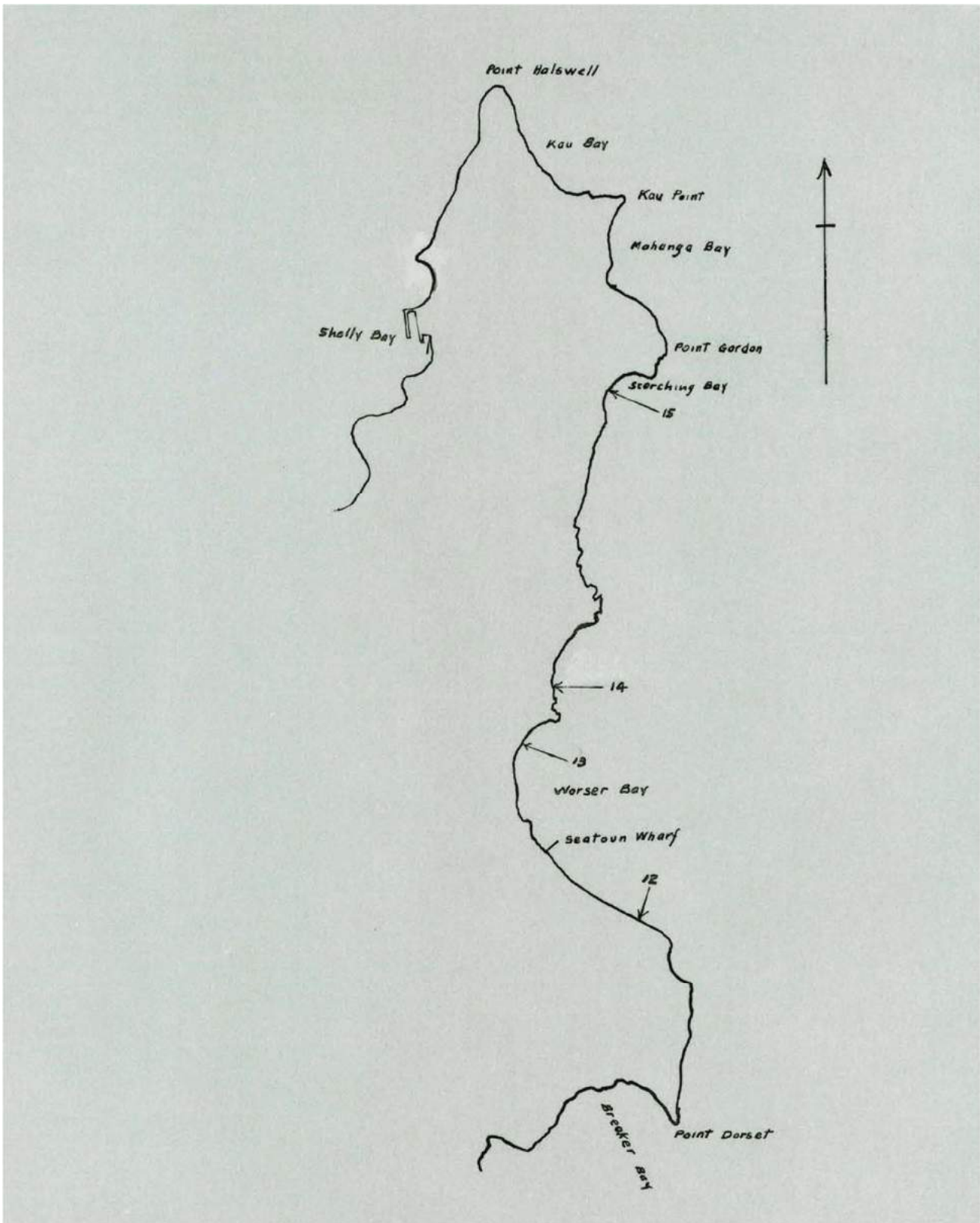


Figure 6: Map of the Miramar Peninsula with military reserves and batteries indicated, undated.
Source: WCC Archives, Ref: AC133-LT 63/58.

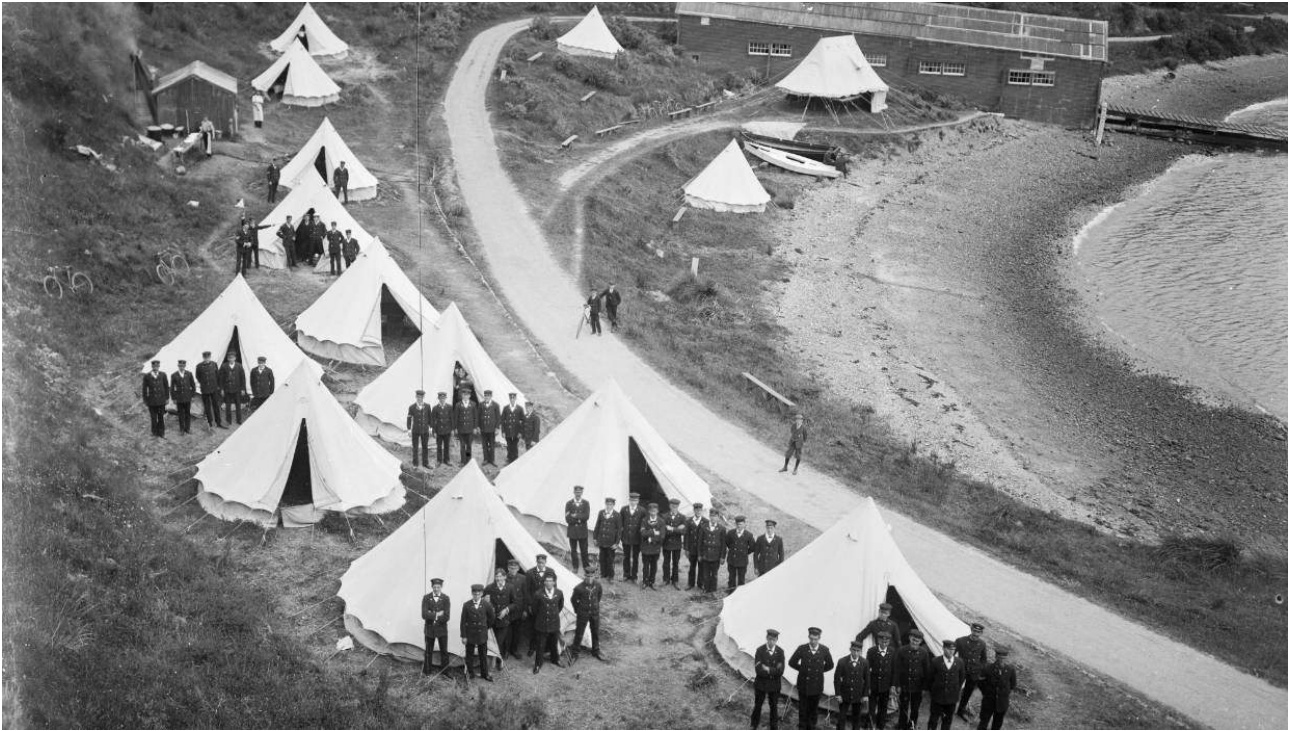


Figure 7: Submarine & Torpedo Mining Corps Camp Shelly Bay, 1899, with the road linking the base to the other defence reserves in the foreground.

Source: Alexander Turnbull Library, Ref: 1/2-091778-F

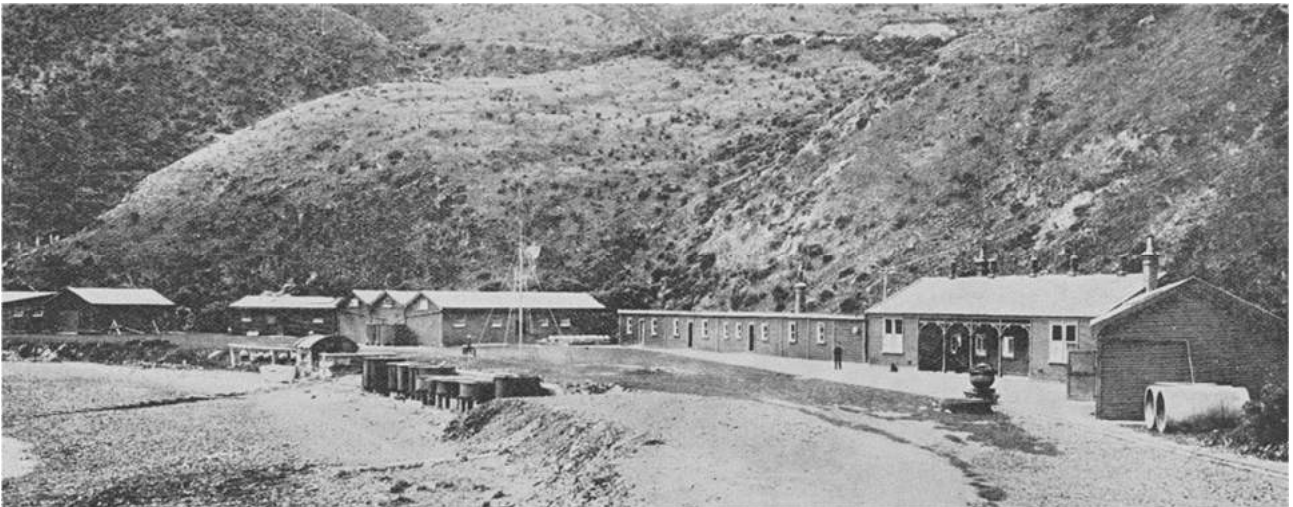


Figure 8. The Submarine Mining Station, Shelly Bay, and rough road in the foreground, c1900.

Source: Auckland Library Heritage Images, Ref: AWNS-19031105-7-2



Figure 9: Military Reserve at Point Gordon (Fort Ballance), linked by the Shelly Bay Road (Forts Road).
Source: Alexander Turnbull Library, Ref: PAColl-5032 Henry C. C. Wright



Figure 10: Military Reserve at Point Halswell, linked by the Shelly Bay Road (Forts Road).
Source: Alexander Turnbull Library, Ref: 1/1-006711-G

2.1.4 Pre-1900 Shelly Bay Public Access and Interest

In 1896, newspaper articles describing the scenic qualities of the 'Shelly Bay Road' are first recorded. One article describes that the popularity of the "Round the Rocks to Shelly Bay ride" was "increasing daily" with a "hundred-odd" visitors on a typical Saturday afternoon.⁸ Kelly and Cooke describe the increase in tourism that the new road linking the fortifications provided:

After the defence work began, excursions continued on public holidays, only now the ferry operators advertised taking excursionists to 'Shelly Bay and the Fortifications'. On public holidays this would be an hourly service until mid-afternoon.⁹

In 1898 the foreshore road from Shelly Bay round Point Halswell to Worser Bay is completed by the Defence Department, with the aid of prison labour, but is immediately closed to the public. Letters written by various community members soon appeared in newspapers in the same year, lamenting the loss of one of the most scenic stretches of road and coastline in Wellington (Figure 11). Public unrest grew, and eventually a large deputation formally requested the Government open the road to the public. Despite this, the road remained closed into the 20th century with the Government insisting that the public should not have access to areas of active military operations.

THE SHELLY BAY ROAD.

TO THE EDITOR.

SIR,—In support of opening the road to the public past the Halswell Point fortifications, I noticed whilst in Sydney some time ago that a public road went right past the fortifications at the South Head on the way to the "Gap." A high iron-railed fence was erected to prevent the public from having access. This was done several years ago. Surely the Defence Department can erect a similar fence at the Halswell Point forts. The defence authorities of Sydney seemed to think that there was no fear of the secrets of their forts being found out, which is, I understand, the contention of the Defence Department here. Hoping that you will continue to further agitate in your valuable columns for the granting of this privilege to the Wellington people, and thanking you in anticipation,—I am, &c,

CYCLIST.

Wellington, 7th October, 1898.

Figure 11: Letter from a cyclist requesting the Shelly Bay Road be opened for recreational use.

Source: NZ Times, 8 October 1898



Figure 12: A cyclist enjoys a ride around Wellington's scenic coastline, a popular recreational activity, c1900s.

Source: Alexander Turnbull Library, Ref: 1/2-050270-F

2.1.5 History of Shelly Bay Road Post 1900

In the early 1900s the Miramar Cutting (now Miramar Avenue) was undertaken which would greatly improve the connection of the inland residential areas of the Miramar Peninsula to the coastal Shelly Bay Road (Figure 13). In 1902, 132 residential sections were sold and, in 1904, the Miramar Borough was officially formed, showing the increasing popularity of the area.¹⁰ At this time, the road was transferred to the ownership of the Seatoun Road Board.¹¹

During this period of time, the coastal Shelly Bay Road remained closed to the public, much to the anger of the wider community. Local newspaper editors picked up the story, with excerpts from numerous articles from the time period reporting:

⁸ New Zealand Mail, 25 June 1896

⁹ Kelly and Cooke (2019)

¹⁰ <https://wellington.govt.nz/about-wellington/history/throwbackthursday/miramar>

¹¹ New Zealand Times, 9 March 1904

"The Commandant of the forces of that day apparently became possessed with a fear that a stray cyclist, or some Sunday tripper, might in passing grasp the details of his whole scheme of defence, and forthwith sell it to a foreign Power."¹²

"...the gates where pedestrians and charioteers must alike, halt, because the tapu military reserve commences here, and the Defence Department, in the mistaken idea of maintaining unnecessary secrecy, has erected [signs saying] 'No thoroughfare.'¹³

"The ridiculousness of enclosing a pretty piece of the marine frontage has been often exposed in the Post, and it still stands out in pitiful nakedness. Here is Wellington, the capital of the Dominion of New Zealand, shackled like a naughty child because its fond parent fancies that if it is allowed to stretch its legs it will get into mischief somehow."¹⁴

However, in 1908, the government bowed to public pressure and the scenic road was reopened once more:

"At last the barriers are up, the ban is lifted. People may go along the Shelly Bay Road without getting a bayonet presented at their breasts."¹⁵

In 1910, reclamation works (Figure 16 - Figure 18) took place along what is now Cobham Drive to create a new road with a protective seawall, and allowing even easier access for tourists and visitors to the Shelly Bay scenic route.

Access to the road, known at the time as Forts Road¹⁶ due to its connection to the other military bases, was closed for the duration of WWI from 1914-1918, and the defence minister maintained that it should stay closed even in times of peace.¹⁷ This decision was overturned as a direct result of intense public pressure to access what was widely described as 'the finest motor drive, handy to a city, in the whole of New Zealand'¹⁸, and the road was reopened in 1919, much to the joy of the public. However, access to the road was short lived:

Its [Shelly Bay Road] parlous state, however, led to its closure again in August 1922, for safety reasons. The Wellington City Council successfully attempted to have it transferred to their jurisdiction in 1927, but then had to beseech central government for funds to improve and maintain it. All they could secure was a £10,000 loan, but this allowed work to restart in August 1927 on widening the road at bluffs and building rubble walls to hold back the sea.¹⁹

During this time, increased access to the peninsula led to more construction of residential premises, buoyed by its aesthetic and scenic reputation, and in 1921 Miramar was officially incorporated into the City of Wellington. During WWII the road was once more closed, leading the Wellington Automobile Association to pass a motion at its annual meeting urging the road's reopening in October 1945.²⁰

¹² Evening Post, 3 January, 1902

¹³ Evening Post, 14 March 1905

¹⁴ www.stuff.co.nz/dominion-post/news/71169791/shelly-bay-road-a-hard-won-jewel-now-unloved---150-years-of-news

¹⁵ Dominion Post, May 1908

¹⁶ New Zealand Times, 11 October 1900

¹⁷ Dominion Post, 6 March 1919

¹⁸ Dominion Post, 6 March 1919

¹⁹ Kelly and Cooke (2019)

²⁰ Kelly & Cooke (2019)



Figure 13. The road cutting at Miramar to connect the peninsula to the coastline and Shelly Bay Road, 1900. This road is now known as Miramar Avenue.
Source: Alexander Turnbull Library, Ref: 1/1-020294-G

MILITARY OBSTRUCTION.

Until a few years ago the road by the sea shore past Shelly Bay to Seatoun was free to whosoever chose to enjoy a walk or ride along a most delightful way of escape from the cramped and huddled city. Then—though the fortifications had long since been erected—the Commandant of the Forces of that day apparently became possessed with a fear that a stray cyclist, or some Sunday tripper, might in passing grasp the details of his whole scheme of defence, and forthwith sell it to a foreign Power. This awful possibility realised, the Shelly Bay road was closed, and a city of some 50,000 inhabitants was deprived of what was one of the best avenues for public recreation within reach of the people. No wayfarer dare invade the ground made sacred to military occupation. Not long since a distinguished public official, with two youngsters in a skiff, essaying to capture the roving "varakihī" from off the sacred shore, was caught in a stiff nor'-wester. Row as he might, he could not escape his fate, and, despite the warnings of a small army on the beach, was driven ashore before the wind. He was received with a stern reprimand, and ordered to row out to sea and land elsewhere. Thinking it might be supposed that he was a Russian spy, he was at pains to explain that he was the Commissioner of Highways and Byways for New Zealand, and otherwise for the time being a luckless fisherman. Furthermore, it was a physical impossibility for him to row the boat to windward in the teeth of a gale of wind. These representations were so far considered that the military authorities, after consultation, finally consented to the retreat of the invaders by land, and the Commissioner and two shuddering small boys were promptly marched from off the sacred territory, the youngsters probably considering themselves fortunate in having escaped imprisonment "in the

deepest dungeon beneath the castle moat."

Seriously, however, so far as we can ascertain, the Defence Department insists upon the closure of the road to prevent access to the fortifications and the leakage of information concerning them. Well, access by the public can be absolutely prevented by the erection of an impassable barbed wire fence along the whole course of the road on its inner side, and the forts be made as inaccessible as they now are by the selfish and senseless plan of closing the outer gates. And, as to the risk of the plans or details of these defences being ascertained and disclosed by the non-observing public, what of the powers of observation of the prisoners who are constantly employed there? Are there many of these who could not be induced to tell what they know, when liberated, for a not extraordinary consideration? Some probably would cheerfully impart their knowledge for a pot of beer. The Defence Department can, we feel certain, for a small expenditure, open the road by the sea shore and make their forts and barracks as secure against intrusion as they now are to the great hurt and injury of the public welfare. Besides, as the years go by the present wrong will be more and more irremovable by use and prescription, and this section of road is essential to creation of a noble carriage way that some day—not far off we hope—will be made from the city by the sea shore to Happy Valley. To-morrow a deputation of citizens will wait upon the Acting-Minister for Defence to ask that the Shelly Bay road be opened. We quite expect that the application will be refused, and if on that refusal the citizens do not commence an agitation before which this wrong must disappear, then they will continue to suffer according to their deserving.

Figure 14: Excerpt from a 1902 newspaper article outlining why the Shelly Bay Road should be reopened to the public.
Source: Evening Post, 5 September 1902

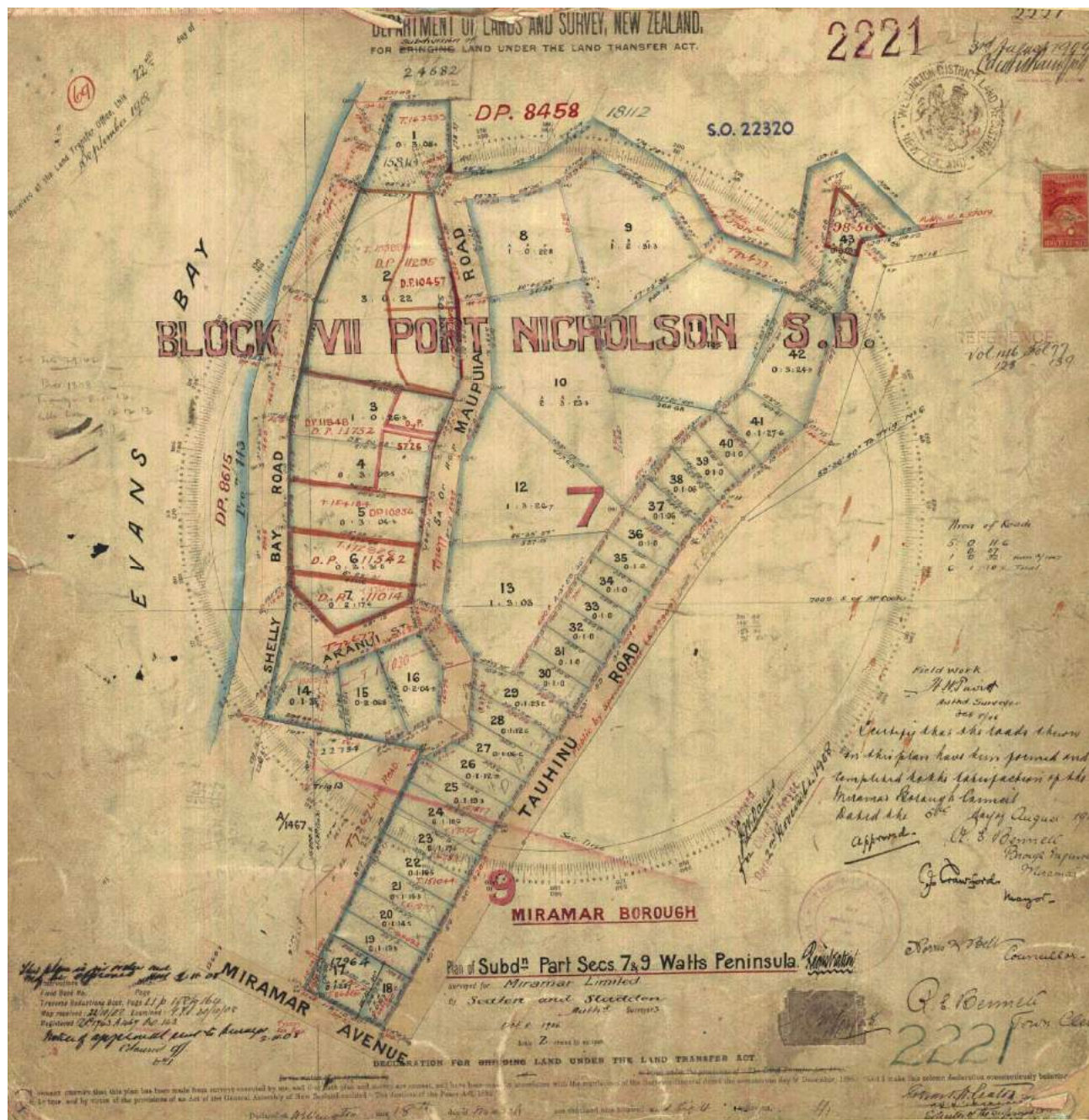


Figure 15: 1908 Survey Plan showing Shelly Bay Road to the left.
Source: LINZ

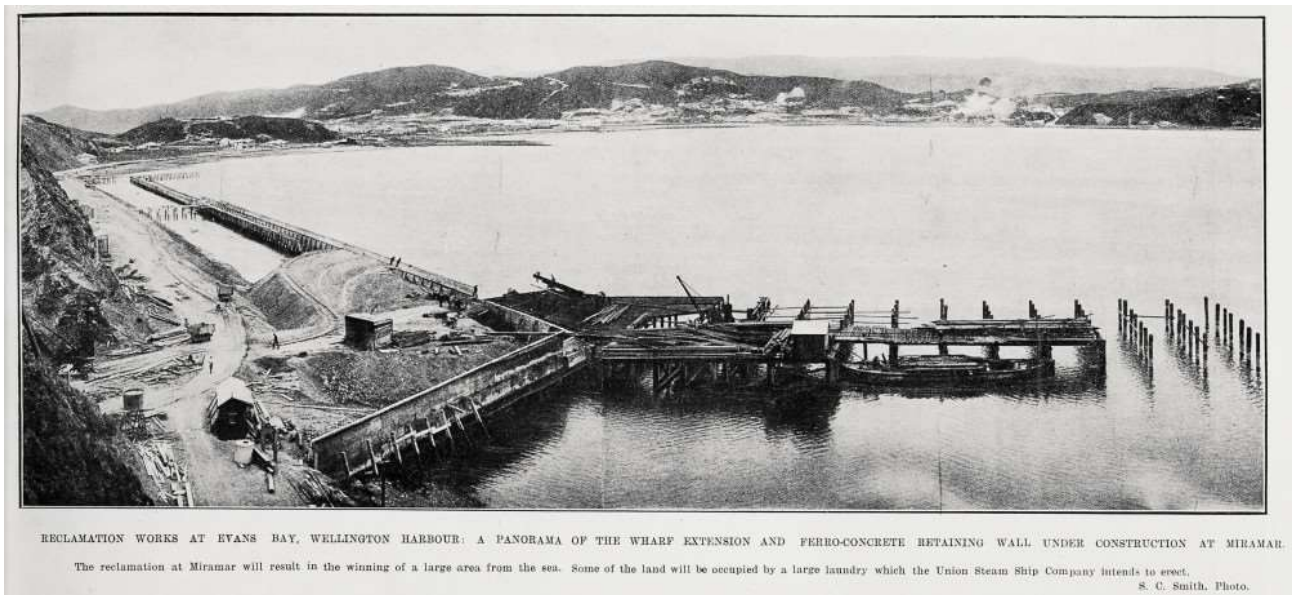


Figure 16: View of the start of Shelly Bay Road, at its intersection with Cobham Drive during land reclamation works in 1910, looking south. The Miramar Wharves are pictured to the right.
Source: Auckland Library Heritage Images, Ref: AWNS-19101110-7-2

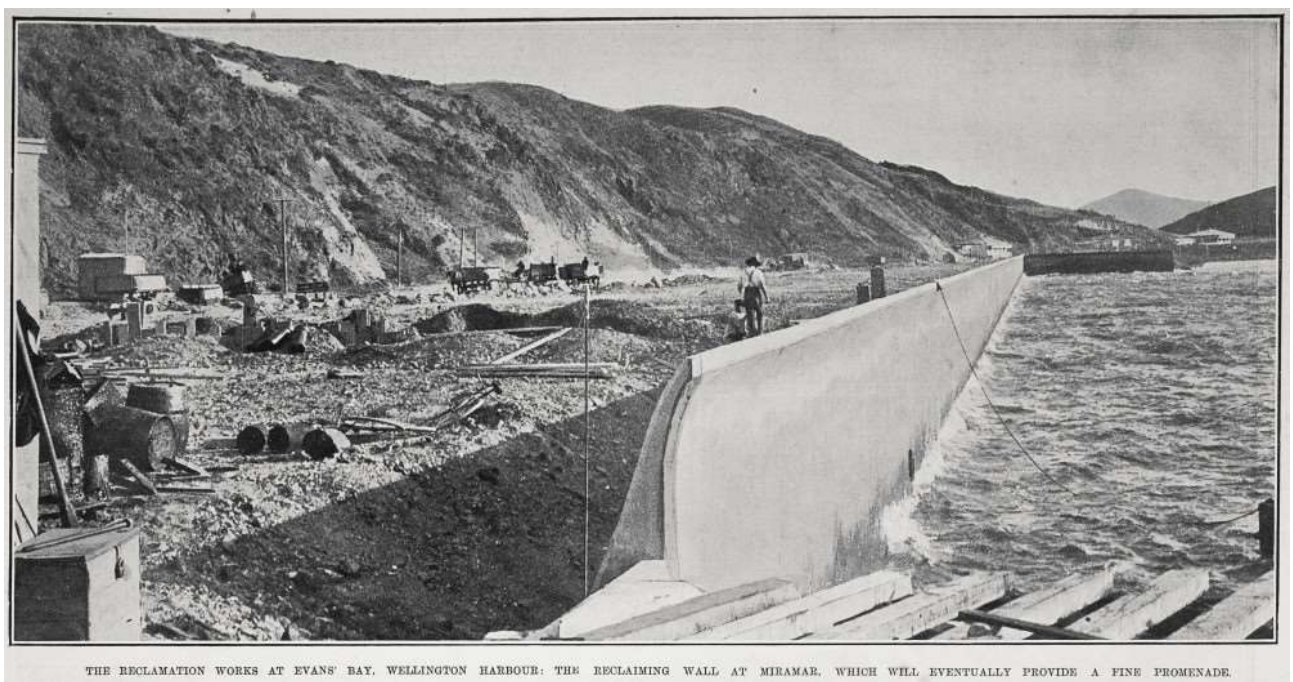


Figure 17: Reclamation works at Evans Bay and the construction of a seawall to Cobham Drive to the immediate south of Shelly Bay Road, 1911.
Source: Auckland Library Heritage Images, Ref: AWNS-19110406-12-1

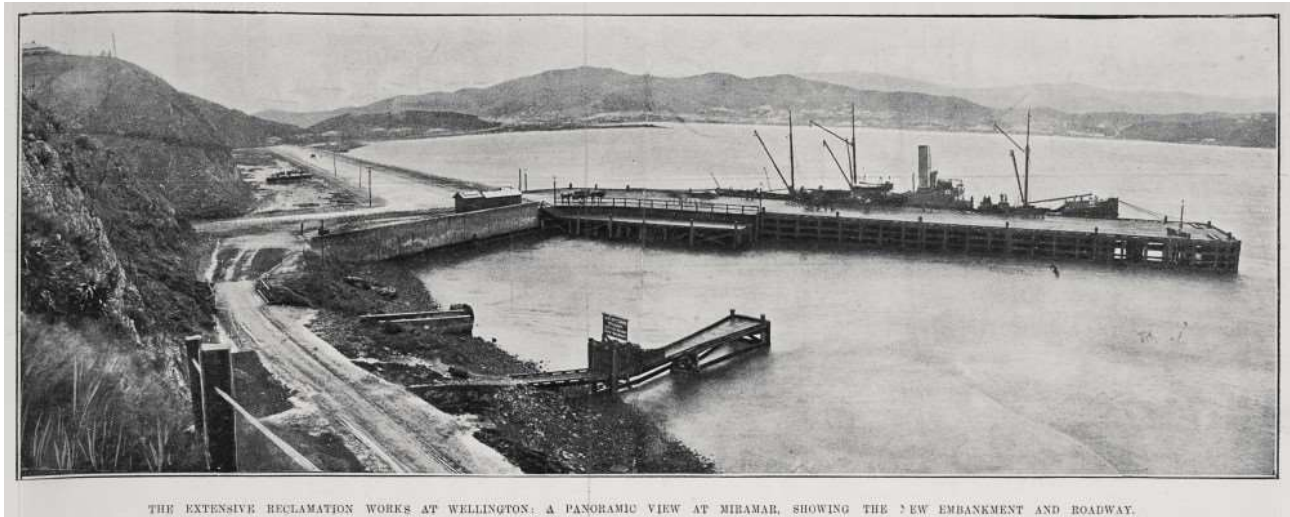


Figure 18: View of the start of Shelly Bay Road, at its intersection with Cobham Drive during land reclamation works in 1912, looking south. The Miramar Wharves are pictured to the right.
Source: Auckland Library Heritage Images, Ref: AWNS-19120801-1-1



Figure 19: Miramar and Burnham Wharves with the Shelly Bay Road heading north. This is the intersection currently known as Cobham Drive.
Source: Alexander Turnbull Library, Ref: 1/2-049175-C

THE FORTS ROAD

MINISTER OF DEFENCE CRITICISED

The Minister of Defence (Sir James Allen) is reported as having said that he did not think it advisable to open up the Scorching Bay-Point Halswell Road—that section of the main waterfront road that traverses the Defence Reserve at Miramar North, from Scorching Bay on the entrance side to Shelly Bay in Evans Bay—even in peace times. People who reside in the vicinity and motorists generally are considerably perturbed at the prospect of the embargo on the use of the finest marine drive Wellington possesses being made permanent. Mr. F. Townsend, Mayor of Miramar, when seen yesterday by a Dominion reporter, stated that the Minister's proposal to close the road permanently was not, in his opinion, well advised. The question was one which not only interested Miramar, but the whole of Wellington, as the section of road now closed was an effectual barrier to what was probably the finest motor drive, handy to a city, in the whole of New Zealand.

"Shortly, before the war," said Mr. Townsend, "I had the pleasure of motor-ing some Auckland visitors round Oriental Bay, Evans Bay, and round Point Halswell, back through the Seatoun tunnel to Lyall Bay, and home again via Island Bay and Happy Valley. These people were sceptical as to the thought of Wellington having any claims to scenic beauty, but after that drive those people said that it was the finest seaside drive in the Dominion, and Wellington was very fortunate in having so beautiful a road on the level (until we came to Happy Valley), and with an uninterrupted view of the water all the way. And this is the road the Minister proposes to close—even in peace times. I can't understand him. The forts are on the top of the hills, remote altogether from the road, and no one need be allowed any liberty on the hill side of the road, but what possible harm can ensue from the public use of the road I fail to see. It is certainly robbing the whole of Wellington of a great privilege. Wellington has not many motor drives, and I sincerely hope that the Minister does not seriously intend to deprive us of the best one we have."

Figure 20: An article in the Dominion Post describing the qualities of the 'Forts Road' as being the 'finest motor drive, handy to a city, in the whole of New Zealand' and lamenting its proposed permanent closure after WWI.
Source: Dominion Post, 6 March 1919



Figure 21: Aerial of the Miramar Peninsula with the Shelly Bay Road running along the coastline, 1931.
Source: Alexander Turnbull Library, Ref: 1/2-061244-F



Figure 22: Shelly Bay Road was a popular 'scenic drive' for Wellington residents, evidenced in this image by a local resident stopped at the water's edge to admire the view, 1936. NB: This section of road is where Hireace currents sits – the concrete section adjacent to the wharf is used as a storage facility for their vehicles.
Source: Te Papa Archives, Ref: A.007034



Figure 23: Shelly Bay Road leading to the Shelly Bay Military Reserve, 1947.
Source: Alexander Turnbull Library, Ref: WA-11361-F (excerpt)



Figure 24: Aerial of the Miramar Peninsula with the Shelly Bay Road running along the coastline and the main residential area inland, 1966.

Source: Alexander Turnbull Library, Ref: EP-1966-1339-F

2.1.6 The Road Today

The layout of Shelly Bay Road remains largely unchanged since its construction, winding as it does along what is, for the most part, a narrow stretch of flat coastline which is sandwiched against the cliffside, preventing straightening or widening. The road is not heavily trafficked, although it remains a popular route for locals and visitors, providing scenic views towards Wellington and catching the mid to late day sun. The accessible areas of beach along the route, and the café and art studios at the former military base, are also popular attractions. The cliffside is subject to slips during heavy weather events which can block the road, as occurred in June 2020.

It is anticipated that the volume of traffic along Shelly Bay Road will increase with the planned residential development of the former military base.

Photographs of the road in its current state are provided in Figure 25 to Figure 56 below.



Figure 25: Seawall to Cobham Drive (see Figure 17 for historic image).



Figure 26: Miramar Wharf (see Figure 16, Figure 18, and Figure 19 for historic images).



Figure 27: Where Shelly Bay Road meets Cobham Drive to the south of the subject site.



Figure 28: The 'Cutting' – Miramar Avenue and Cobham Drive (see Figure 13 for historic image). The entrance to Shelly Bay is to the left of image.



Figure 29: The section of Shelly Bay Road immediately north of the Cobham Drive intersection.



Figure 30: Commercial premises alongside Shelly Bay Road (1 Shelly Bay Road).



Figure 31: Residential buildings alongside Shelly Bay Road (44 Shelly Bay Road).



Figure 32: Residential buildings alongside Shelly Bay Road.



Figure 33: Commercial premises alongside Shelly Bay Road (Hireace - 17a Shelly Bay Road).



Figure 34: Seawall alongside Shelly Bay Road.



Figure 35: Residential property alongside Shelly Bay Road (70 Shelly Bay Road).



Figure 36: Residential property alongside Shelly Bay Road (72 Shelly Bay Road).



Figure 37: Scenic views alongside Shelly Bay Road.



Figure 38: Scenic views alongside Shelly Bay Road.



Figure 39: Shark Bay on Shelly Bay Road.



Figure 40: Shark Bay on Shelly Bay Road.



Figure 41: Walking track leading to Prison Road from Shark Bay on Shelly Bay Road.



Figure 42: Scenic rest stop at Shark Bay on Shelly Bay Road.



Figure 43: Scenic stretch of Shelly Bay Road.



Figure 44: Stretch of Shelly Bay Road leading into Shelly Bay and outbuilding.



Figure 45: Outbuilding at the edge of Shelly Bay.



Figure 46: Stretch of Shelly Bay Road leading into Shelly Bay and outbuilding.



Figure 47: Abandoned residential property at the edge of Shelly Bay.



Figure 48: Stretch of Shelly Bay Road leading into Shelly Bay.



Figure 49: Main Road leading up and away from Shelly Bay Road into the hillside.



Figure 50: Stretch of road which splits from the main Shelly Bay Road to the south (see Figure 60 for historic image).



Figure 51: Shelly Bay Road and extant military buildings.



Figure 52: Stretch of road which splits from the main Shelly Bay Road to the north (see Figure 60 for historic image).



Figure 53: Main promenade to the northern bay of Shelly Bay Road.



Figure 54: Main promenade to the northern bay of Shelly Bay Road.



Figure 55: The corner marks the point where Shelly Bay Road becomes Massey Road.



Figure 56: Massey Road continues to the north of Shelly Bay Road, leading to Halswell Point and Fort Ballance.

2.2 Relevant Chronology

This chronology documents the history of the Shelly Bay Road. Supplementary information has been sourced from others, including Kelly and Cooke (2019), Archifact (2019) and Opus (2008). Key points related to the occupation of the military base and the development of the area are presented in the chronology below to provide some context.

1880	The name Shelly Bay is first recorded in use in newspapers - the bay is popular for summer picnics and excursions.
1885	Construction of a road linking coastal defence installations at Halswell Point and Gordon Point (Fort Ballance) begins, and a camp for military road builders is set up at Shelly Bay
1886	The two bays that make up Shelly Bay (May Port and Port Janet) are taken for defence purposes in 1886 and gazetted a defence reserve.
1887	Shelly Bay proposed as the new site for submarine mining facilities to replace those at Mahanga Bay and Thorndon Quay, with the permanent New Zealand Torpedo Corps to maintain the depot and equipment First annual camp of the volunteer submarine mining corps
1894	Construction of the road connecting Shelly Bay to Evans Bay
1898	The foreshore road from Shelly Bay round Point Halswell to Worser Bay is completed by the Defence Department, with the aid of prison labour, but is closed to the public
1900-1910	Miramar Cutting is established to improve access to the inner suburbs of the Miramar peninsula, immense public pressure to reopen the scenic drive
1902-1904	Large scale sales of residential sections in Miramar in 1902 and official establishment of the Miramar Borough in 1904
1904	The road is transferred to the Seatoun Road Board
1908	The decision was finally made to allow public access to the Shelly Bay Road scenic drive, except during gun practice.
1911-1912	Large scale reclamation works take place to the south of Shelly Bay Road (Cobham Drive), including the construction of a seawall and a new roadway which allows for easier access to Shelly Bay Road and the Military Base
1914-18	Shelly Bay is an active defence force facility during World War I, and road access to the base is closed for the duration of the war.
1919	Following the conclusion of WWI, the road through Shelly Bay is reopened
1920s	Submarine Mining Depot Base closed
1922	The road through Shelly Bay is once again closed to the public
1927	The road through Shelly Bay is transferred to council ownership, and some improvements are carried out
1937	The Shelly Bay Road and Massey Road is resealed
1941	Shelly Bay becomes Wellington's main (and only) naval base, HMNZS Cook, housing Wellington's anti-submarine and minesweeping forces. The road through the base is closed and the tramway is re-laid. Work begins on reclaiming 2.7 hectares of land.

- 1944 HMNZS Cook Base is formally commissioned
- 1945 The base is finally completed as World War II ends.

Immense public pressure is put on the Navy to reopen the road – after much debate, public traffic is allowed to pass through during daylight hours and the naval base is fenced off from public access.
- 1946 Base operation taken over by the Royal New Zealand Air Force
- 1995 The base is decommissioned and officially closed
- 2005 Ownership of the road and land to the seaward side is transferred to Wellington City Council ownership
- 2008 Government sells land at Shelly Bay to the Port Nicholson Block Settlement Trust as part of its Treaty settlement

2.3 Persons and Groups Associated with the Road

2.3.1 Public Works Department (PWD) & The Ministry of Works (MOW)

From as early as 1844, the New Zealand Parliament were appropriating funds for "public works, fixed establishments, tools and contingencies, roads and buildings" to provide for its gradually increasing population. These efforts were most prominent under London-born Sir Julius Vogel, Colonial Treasurer and eventual Premier of New Zealand, who led the country through its most ambitious and successful public works programme in the 1860s. Vogel lay the ground work for the founding of the Public Works Department (PWD) through the 'Immigration and Public Works Act' of 1870, with the department officially founded in 1876. The PWD worked tirelessly to transform the country from the humble beginnings of the late 19th century into a modern, productive society participating in the global economy, extending the national rail and road networks, as well as expanding the network of public buildings and facilities. Every district needed new post offices, schools, hospitals, railway stations, departmental buildings, courthouses and police stations, and wharves, irrigation works, lighthouses, and other structures essential to community life. The department was also responsible for the construction of defence complexes, including the Shelly Bay Military Base in the 1940s.

The department was renamed the Ministry of Works (MoW) on 16 March 1943 under the Ministry of Works Act. This was to reflect the extended wartime functions, when the Minister explained it was, "to ensure that, whilst the building and constructional potential of the country is limited by war and immediate post-war conditions, it is assembled and utilized in the most efficient manner from the point of view of the national interest". The organisation was tasked with undertaking most major construction work across the country, including roading, power stations, military establishments, railways, and other infrastructure projects. The Ministry supervised an expansive programme, costing approximately £1.5 million per week at its peak and employing hundreds of contractors and thousands of workmen, aided by professional, technical, and administration officers. For a period of time, a Government Architect and Engineer-in-Chief were also appointed to oversee the work and ensure continuity in direction and vision for the projects. The Ministry of Works and Development was eventually disestablished and privatised in 1988 after reform of the state sector in 1984.



Figure 57. Members of the PWD, 1913.
Source: www.nzhistory.co.nz



Figure 58. Members of the MoW, 1909.
Source: www.mackenzie.co.nz

The Shelly Bay area is closely associated with the Public Works Department (PWD) (later the Ministry of Works) who planned and supervised the construction of both the initial road in 1885 and the initial military base.²¹ The Department also oversaw the 1941 works which involved the reclamation of land in preparation to turn the base into a naval station called HMNZS Cook, housing anti-submarine and minesweeping forces. Between 1941-1943, the wharves are considerably extended, a slipway, accommodation blocks, a mess, recreation hall/canteen, hospital, laundry, two boiler houses, store, workshop, shipwright's shop, offices and officers' quarters are constructed. A Naval Ammunition Depot, magazines and laboratory are also built above the bay using prison labour. The base was formally commissioned in 1944 and only fully completed as WWII ends in 1945.

2.3.2 Royal New Zealand Navy (RNZN)

The genesis of the modern Royal New Zealand Navy (RNZN) dates from 1887, when the British and colonial governments of Australia and New Zealand came together to address the threat to their ports and trade posed by Russian cruisers, and demanding a greater presence in local waters.²² The New Zealand Navy operated under a wider Australian system until 1912 when Defence Minister James Allen passed the Naval Defence Act in 1913, officially establishing the independent New Zealand Naval Forces.²³ On 20 June 1921, the 'New Zealand Division of the Royal Navy' was formally constituted and based in Wellington.²⁴

Following the disestablishment of submarine mining in 1907, the Shelly Bay area was immediately leased to the Royal New Zealand Navy. They continued to occupy the site until the end of WWII, when the base was leased to the Royal New Zealand Air Force. During this period of occupation, the site underwent a modernisation programme recommended for the New Zealand Army which included a share of £309,200 for new coastal defence batteries in the 1930s. In 1941, the site was prepared to become a naval station called HMNZS Cook, housing anti-submarine and minesweeping forces.

²¹ Kelly & Cooke (2019)

²² <https://nzhistory.govt.nz/war/royal-new-zealand-navy/origins>

²³ <https://nzhistory.govt.nz/war/royal-new-zealand-navy/origins>

²⁴ <https://nzhistory.govt.nz/war/royal-new-zealand-navy/origins>



Figure 59. Aerial view of the newly established HMNZS Cook, built for the Royal New Zealand Navy, c1943.
Source: Royal New Zealand Navy



Figure 60. HMNZS Cook Military Base, 1948. Note the split road to the rear of the site.
Source: Royal New Zealand Navy

2.3.3 Royal New Zealand Air Force (RNZAF)

At the conclusion of WWI, the New Zealand Government sought advice from Britain on what would be required for an Air Force in New Zealand. In response, Colonel Bettington, an air adviser from Britain, recommended the establishment of a Permanent New Zealand Air Force consisting of 79 officers, 299 airmen, and a Territorial Force of 174 officers and 1060 airmen in 1919. Four years later, the Government established on 14 June 1923 'The New Zealand Air Force' (a Territorial Force) with 102 officers on the Reserve lists and the 'New Zealand Permanent Air Force' (NZPAF) with a strength of four officers and two other ranks as full time staff. In 1934 King George V gave permission for the NZPAF to adopt the title Royal New Zealand Air Force, although it remained under the Army and under the existing defence legislation.²⁵

Following the end of WWII, the Shelly Bay base was transferred from Navy ownership to the Air Force and was used mostly for officer accommodation and entertainment. During this time, a number of Royal figures visited the base including Queen Elizabeth II, the Duke of Edinburgh, and Prince Charles.



Figure 61. Members of the WAAF marching at Shelly Bay with the road in the background, undated.
Source: Alexander Turnbull Library Archives, Ref: 1/2-046264-G

²⁵ <http://airforce.mil.nz/about-us/who-we-are/history/default.html>

3 Recorded Archaeological Sites

3.1 Recorded Archaeological Sites Along Shelly Bay Road

There are several recorded archaeological sites on Miramar Peninsula in the vicinity of Shelly Bay Road; however, only one of these is immediately adjacent to the road corridor: recorded archaeological site R27/461. This site, further discussed Section 3.2 below, refers to two drainage tunnels (including entrances) which were excavated through the bedrock in the mid-19th century to drain the swampy land of the Miramar Peninsula. The two tunnel entrances are within 5m of Shelly Bay Road and may therefore be affected by any future development of road.

There are several recorded archaeological sites in the vicinity of Shelly Bay Road including R27/142, R27/593, R27/241, R27/592, which are summarised in Table 1. However, these are some distance from the road and would not be affected by any proposed development works along the road corridor.

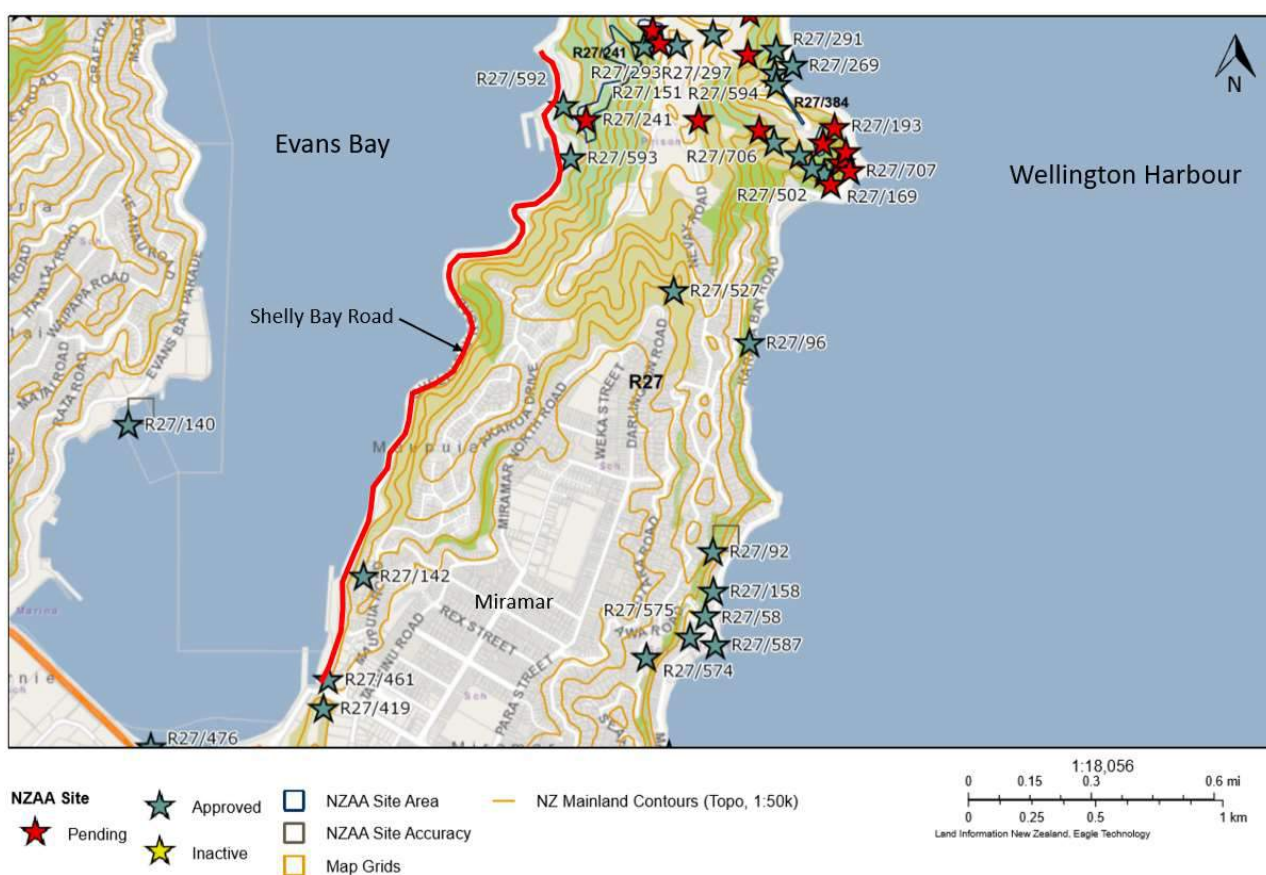


Figure 62. Map of Te Motu Kairangi / Miramar Peninsula, Wellington, showing the location of the Shelly Bay Road project area (indicated with a red line) and recorded archaeological sites (indicated by stars). The nearest recorded archaeological site R27/461 is located within 5m of the Shelly Bay Road project area. Source: NZAA Archsite

Table 1. Recorded Archaeological Sites in the Vicinity of the Shelly Bay Road Project Area

Site	Distance from Shelly Bay Road Corridor	Site Type Features	Description
R27/461	<u>Less than 5m east of the road corridor at the southern extent of the project area.</u> Finder aid: In road reserve, Shelly Bay Road.	Historic-period industrial site: drainage tunnels	Two drainage tunnels (1849). Associated with the draining of swampy land isolated in the central area of Miramar.
R27/142	<u>Outside of project area.</u> Finder aid: 1 Zaida Way, Maupuia, Miramar. To north of number 3 Zaida Way	Pre-European Māori site: pā pit/terrace	Pa site with terrace. Findspot for artefacts, including a piece of 1A adze and possible greenstone chisel.
R27/593	<u>Outside of project area.</u> Finder aid: location of torpedo boat shed and slipway at southern end of Shelly Bay.	Historic-period military building - boat shed (Non Māori)	Approximate location of the boat shed that housed the Thornycroft torpedo boat in the 1880s and 1890s. The later history of the shed is unknown but was still standing in 1906 (ref: SO 15459). The area was subsequently reclaimed and while there are no visible features there is reasonable cause to suspect that archaeological evidence such as the building foundations and slip way may survive beneath the reclamation fill.
R27/241	<u>Outside of project area.</u> Finder aid: on the hillside above Shelly Bay Shelly Bay. There are ten magazines alongside the road that runs up behind Shelly Bay Base towards Point Halswell and Mt Crawford. The road and some magazines are marked on R27 topo map.	Post 1900 - WWII military magazines	Area of ten magazines, built in middle of WWII.
R27/592	<u>Outside of project area.</u> Finder aid: Site is located at Shelly Bay. The site extends along the base of the escarpment. The original barracks building constructed in 1887 - 8 survives as the Chocolate Fish Cafe.	Historic-period military building (Non Māori): Building - barracks, Building - boat shed: Submarine Mining and Torpedo Boat Depot.	Submarine Mining and Torpedo Boat Depot established in 1887-88. The Shelly Bay Depot was established in 1887-8 to accommodate the Torpedo Boat and the operation and maintenance of the submarine Mines. Other facilities associated with Submarine Mining operations were also located at Mahanga Bay at this time. The Torpedo Boat became redundant by about 1900 and all submarine mining operations were suspended in 1907.

3.2 Recorded Site R27/461

The site record for R27/461 refers to two tunnels cut through bed rock; the first constructed in 1849, the second (next to it) probably soon after. A third tunnel drain in the area at Moa Point on the southern coast of Miramar (R27/460) is presumed to have been constructed at the same time. The purpose of all three tunnels was to drain the swampy land isolated in the central area of 'Miramar'. According to the site record form, Adkin (1959) states:

A tunnel to drain Para lagoon (or Burnham Water) and the Vale of Para (now Miramar Flat) was planned and constructed under the direction of the then owner of the land, Mr James Coutts Crawford, in 1849. This was the first tunnel driven in New Zealand. During the earthquakes of 1855, the land was raised...from 4 ft to 5ft 6 inches and afterwards the floor of the tunnel had to be lowered 4'6" to maintain the drainage of the flat; this was done in 1859. In his paper describing these events and works, Crawford published a map showing the peninsula in its primitive state in his day and earlier, together with the valuable notes thereon²⁶ (Adkin 1959: 29).

Recorded archaeological site R27/461 was inspected as part of the site investigations carried out for this Assessment on 26th June 2020. The entrance to the northern tunnel was brick-faced and sealed with timber boards, and featured an exposed ironwork entrance frame (Figure 63). This arched frame extended westwards out from the cliff face and likely once featured timber boards, which would have served as entranceway protection against rockfall. The entrance to the southern tunnel was lined with concrete and featured an open hinged metal door which lead to a 5m+ length of dark tunnel (Figure 65 and Figure 66). The tunnel showed evidence of recent occupation, possibly by a homeless person. This tunnel was not investigated beyond the entrance due to health and safety concerns (Figure 64).



Figure 63. Recorded archaeological site R27/461 which was located at the southern extent of the Shelly Bay Road project area (north of the Miramar cutting) and consisted of two drainage tunnels cut through the bedrock.

²⁶ Adkin (1959) p61



Figure 64. Northern tunnel entrance, boarded up to prevent access



Figure 65. Southern tunnel entrance, which was accessible



Figure 66. Inside the southern tunnel. Items indicated that the tunnel is or was being used as a shelter

3.3 Unrecorded Archaeological Sites

Historical documentation indicates that numerous pā sites were located on the coastline of the Miramar Peninsula in the vicinity of Shelly Bay Road; however, the exact extent of these sites is unclear. While no unrecorded pā or other pre-European sites were located during the investigations on 26th July 2020, there never-the-less remains a high risk of encountering previously-unrecorded historic-period and early Māori archaeological material during future development of Shelly Bay Road.

Historical documentation also confirms that this part of Miramar was being accessed by European settlers from the mid-1800s, and Shelly Bay Road itself was first formed in the 1890s, being used to facilitate European military occupation and activity at Shelly Bay and other points around the Miramar Peninsula. While the road itself is not recorded, and it has been modified over time, it warrants appropriate assessment and protection under the Heritage New Zealand Pouhere Taonga Act 2014. The seawalls along the western side of the road may also incorporate historic material and/or areas of construction which requires further investigation.

4 Assessment of Heritage Significance

4.1 Significance Criteria

Identifying and assessing heritage values can be a complex process. At present there is no legislative procedure or established common methodology for assessing the heritage significance of a place in New Zealand; however, there are a variety of precedents and guidelines. Those precedents and guidelines that are considered to be particularly relevant to the New Zealand context, or are considered to be respected international precedents, are outlined in Appendix 1.

The significance of Shelly Bay Road is assessed in Section 4.2 using the following criteria which have been developed from those used by Wellington City Council and Wellington Regional Council.

4.1.1 Aesthetic Value

- Architectural: Does the item have architectural or artistic value for characteristics that may include its design, style, era, form, scale, materials, colour, texture, patina of age, quality of space, craftsmanship, smells, and sounds?
- Townscape: Does the item have townscape value for the part it plays in defining a space or street; providing visual interest; its role as a landmark; or the contribution it makes to the character and sense of place of Wellington?
- Group: Is the item part of a group of buildings, structures, or sites that taken together have coherence because of their age, history, style, scale, materials, or use?

4.1.2 Historic Value

- Association: Is the item associated with an important person, group, or organisation?
- Association (event): Is the item associated with an important historic event, theme, pattern, phase, or activity?

4.1.3 Scientific Value

- Archaeological: Does the item have archaeological value for its ability to provide scientific information about past human activity?
- Educational: Does the item have educational value for what it can demonstrate about aspects of the past?
- Technological: Does the item have technological value for its innovative or important construction methods or use of materials?

4.1.4 Social Value

- Public esteem: Is the item held in high public esteem?
- Symbolic: Including commemorative, traditional, spiritual value. Does the item have symbolic, commemorative, traditional, spiritual or other cultural value for the community who has used and continues to use it?
- Identity: Including sense of place and continuity. Is the item a focus of community, regional, or national identity? Does the item contribute to sense of place or continuity?
- Sentiment: Is the item a focus of community sentiment and connection? A place, site or area identified must fit one or more of the listed criteria in terms of contributing to an understanding and appreciation of history and culture in a district in order to have significant heritage values.

4.1.5 Level of Cultural Heritage Significance

The Wellington City Council criteria give three key categories for assessing whether a place with heritage values is significant at a local, regional or national level:

- Rare: Is the item rare, unique, unusual, seminal, influential, or outstanding?

- Representative: Is the item a good example of the class it represents?
- Authentic: Does the item have authenticity or integrity because it retains significant fabric from the time of its construction or from later periods when important additions or modifications were carried out?

4.2 Shelly Bay Road Heritage Significance

4.2.1 Aesthetic Value

The three kilometre length of road which comprises Shelly Bay Road has **exceptional aesthetic value** for its scenic views of the Wellington Harbour and general aesthetic qualities which make the road a popular destination for tourists. The long and winding flat road sits right on the edge of the coastline and is bordered by vegetated cliffs to its land side, providing a scenic drive with parking and rest areas along its length for visitors to pull over and take in the scenic vista and coastline. Due to this aesthetic value and flat gradient, the road is also extremely popular with locals who use it for personal exercise such as walking, running, and cycling. Historic photos also provide evidence of day-trippers and tourists stopping along the length of the road to take photos and admire the view.

4.2.2 Historic Value

Shelly Bay Road represents **high historic value** for its early construction, prior to 1900, and its contribution to a network of roads around the Miramar peninsula which connect with other historic military bases - in particular, Fort Balance (Point Gordon), and Halswell Point. The road was initially constructed with the use of prison labour, providing valuable insight into standard construction methodology in the late 19th and early 20th century. While outside the scope of the specific subject site, the establishment of the Miramar Cutting (1900) and reclamation works and seawall to Cobham Drive (1910-1912) immediately to the south of Shelly Bay Road are an important part of the history of the area and greatly improved access to the coastal road from both the inland residential areas of the peninsula and the mainland itself. These improvements also allowed increased vehicle access for military purposes to Shelly Bay and other associated bases, allowing for greater expansion. The road also has historic significance for its association with the prolific Public Works Department (PWD) who oversaw the construction of the 1800s road and submarine base, as well as later works to convert the base into the HMSNZ Cook.

4.2.3 Scientific (Archaeological) Value

There is considerable potential for Shelly Bay Road to provide scientific information about the past through further archaeological investigation, and for the place to be a source of public education.

As the road was constructed prior to 1900, it is therefore afforded protection under the Heritage New Zealand Pouhere Taonga Act 2014 as an archaeological site. The area is also known to have been the first place of Māori occupation in the wider Wellington region, therefore presenting significant potential scientific value if excavation was undertaken.

The Shelly Bay Road project area also passes through the former Shelly Bay military base, which was in use from the late 19th century to the late 20th century. Whilst the existing facility is post-1900 in construction, there is potential for works within or around this area to unearth archaeological features and material associated with the 19th century military base. There is also potential for archaeological evidence associated with 19th century prison labour and contracted construction crews to be found during future earthworks along Shelly Bay Road. This archaeological potential may provide an insight into the technologies employed for this menial construction work.

The closest recorded archaeological site to the Shelly Bay Road project area refers to two mid-19th century drainage tunnels (R27/461), which are an early example of Wellington public infrastructure associated with the drainage of swampy land for development. These historic-period

underground features may have also left some physical evidence associated with their construction along the roadside, which may be of scientific value.

Shelly Bay Road may therefore be considered to have **high scientific value due to its potential archaeological values**.

4.2.4 Social Value

Shelly Bay, and the scenic road which leads to it, has **exceptional social value**. The place is known to have been a popular scenic destination from the late 1800s.³² Heavily patronised ferry services to the peninsula in the early 1900s also demonstrate the social value of the area. Well documented frustrations over restricted access from as early as the 1890s through to the mid-1900s indicates an intense public interest in the scenic stretch of coastline and its accessibility (or lack thereof) to the community. The place is held in high public esteem both by locals and those of the wider Wellington Region, and is a focus of local identity to those who live on the peninsula. The place is known as one of the first occupied sites in the Wellington region, and also therefore represents significant social sentiment and a connection to local history. Current development proposals targeting the area have ignited intense public interest, indicating the continued importance of the place to the wider community.

4.2.5 Level of Cultural Heritage Significance

Rare

The Shelly Bay Road in itself is not a rarity, but does have a large collection of relatively intact WWII era military installations along its length which is uninterrupted by modern development. There are very few such places in New Zealand that retain this much original fabric from one period; the vast majority have either had numerous buildings added, alterations to existing buildings or extensive demolition.³³ This is also true of its scenic rarity – there are few areas of modern Wellington coastline, especially within the city area, which are still relatively untouched by recent developments and infrastructure.

Representative

The road is representative of a coastal road constructed in the 19th century using prison labour and redeveloped along with increased popularity and modern development throughout the 20th century using modern materials and construction techniques.

Authentic

The road has been redeveloped and resealed multiple times as required over the past century, and so only retains authenticity in its original location and use.

4.3 Statement of Overall Significance

Overall, the Shelly Bay Road has **high heritage significance**, primarily due to its aesthetic and social significance, and supported by its archaeological potential, historic construction and associations. The three kilometre stretch of road is one of the most scenic in the entire Wellington region, and is extremely popular with visitors and tourists. Both the local and wider community hold the place in high esteem and the place contributes to a sense of local identity, giving the road high social significance. Public interest in the area has been high since the late 1800s through to present day, illustrated by the flood of newspaper articles lamenting the loss of the scenic drive at times when it was closed to the public. The road has historic value as a pre-1900 construction which linked the military bases located around the peninsula, and also provided access and facilitated the growth of the Miramar area. The road is also associated with the prolific Public Works Department. The

³² Kelly and Cooke (2019)

³³ Kelly & Cooke (2019)

place also represents significant scientific potential as a pre-1900 site known to have been a place of very early Māori occupation.

The road is a rare example of untouched coastline which is representative of its type and date of construction, though its authenticity is limited to its original path and use as it has been resealed and redeveloped over the course of more than a century.

4.4 Map Showing the Location of Significant Sites

The map below shows the location of significant sites and points of interest along Shelly Bay Road, including recorded archaeological sites and the location of the former military base.

SHELLY BAY ROAD HERITAGE SIGNIFICANCE MAP

REST STOP/SCENIC AREA

ARCHAEOLOGICAL SITE

BUILT HERITAGE ITEM

SHELLY BAY MILITARY HERITAGE AREA

SHELLY BAY ROAD EXTENT

KEY

7 Submarine Mining & Torpedo Boat Depot, 1887 (R27/592)
NZTM E 1752588/ NZTM N 5427041

6 Location of Thornycroft Boat Shed, 1880s (R27/593)
NZTM E 1752618 / NZTM N 5426836

8

Burnham Wharf, 1900's

Miramar Wharf, 1901

Drains/Tunnels (2), 1849 (R27/461)
NZTM E 1751664/ NZTM N 5424785

Miramar Cutting, 1900

Land Reclamation & Seawall, 1910

6

7

8

3

3

2

1 2

5

4

5 Statutory Considerations

This section provides an outline of the statutory provisions and guidance documents that apply to Shelly Bay Road when considering its heritage and archaeological values.

5.1 Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA)

The purpose of the HNZPTA is to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand (HNZPTA section 3), which places emphasis on avoiding effects on heritage.

The HNZPTA provides blanket protection to all archaeological sites whether they are recorded or not. Protection and management of sites is managed by the archaeological authority process, which is administered by HNZPT. It is illegal to destroy, damage or modify archaeological sites without an authority to do so from HNZPT.

The HNZPTA contains a consent (authority) process for any work affecting archaeological sites, where an archaeological site is defined in section 6 as:

- a) any place in New Zealand, including any building or structure (or part of a building or structure), that—
 - (i) was associated with human activity that occurred before 1900 or is the site of the wreck of any vessel where the wreck occurred before 1900; and
 - (ii) provides or may provide, through investigation by archaeological methods, evidence relating to the history of New Zealand; and
- b) includes a site for which a declaration is made under section 43(1)

Any person who intends to carry out work that may modify or destroy an archaeological site, or to investigate a site using invasive archaeological techniques, must first obtain an authority from HNZPT. The process applies to sites on land of all tenure including public, private and designated land. The HNZPTA contains penalties for unauthorised site damage or destruction. For places in which Māori have a particular interest, applications for an authority require records of appropriate tangata whenua consultation.

The archaeological authority process applies to all sites that fit the HNZPTA definition, regardless of whether:

- the site is recorded in the NZ Archaeological Association (NZAA) Site Recording Scheme or entered in the New Zealand Heritage List;
- the site only becomes known as a result of ground disturbance; and/or,
- the activity is permitted under a district or regional plan, or a resource or building consent has been granted.

In considering any application for an authority, HNZPT may grant fully, or in part, or decline any application. The Act allows for up to 2 months for HNZPT to process an authority after the application has been formally lodged although, except in special cases, the time allowed is 20 working days. There is a 15-working-day appeal period if an authority application is granted or declined.

HNZPT also maintains the New Zealand Heritage List/Rārangī Korero (formerly the Register), which maintains a record of Historic Places, Historic Areas, Wahi Tapu, Wahi Tapu Areas and Wahi Tupuna. The purpose of The List/Rārangī Korero is to inform members of the public about such places and to assist with their protection under the RMA.

5.2 Resource Management Act 1991 (RMA)

The RMA sets out how New Zealand's environment should be managed. It is based on the principle of sustainable management which involves considering the effects of activities on the environment now, and in the future, when making resource management decisions.³⁴

Part 2 of the RMA includes section 6(f), Matters of National Importance, which requires all persons exercising functions under the RMA – including (but not limited to) territorial and regional authorities – to recognise and provide for the protection of historic heritage from inappropriate subdivision, use, and development. Historic heritage is defined under section 2 of the RMA as:

- (a) means those natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures, deriving from any of the following qualities:
 - (i) archaeological;
 - (ii) architectural;
 - (iii) cultural;
 - (iv) historic;
 - (v) scientific;
 - (vi) technological; and
- (b) includes:
 - (i) historic sites, structures, places, and areas; and
 - (ii) archaeological sites; and
 - (iii) sites of significance to Māori, including wāhi tapu; and
 - (iv) surroundings associated with the natural and physical resources

The following documents give effect to the RMA:

- national policy statements;
- regional policy statements;
- regional plans;
- district plans.

5.3 New Zealand Coastal Policy Statement 2010 (NZCPS)

The NZCPS is a national policy statement under the RMA. The purpose of the NZCPS is to state policies in order to achieve the purpose of the RMA in relation to the coastal environment of New Zealand.

The NZCPS recognises that historic heritage in the coastal environment is extensive but not fully known, and vulnerable to loss or damage from inappropriate subdivision, use and development.³⁵ Policy 17 sets out the ways in which historic heritage can be protected from inappropriate subdivision, use and development as follows:

- a) identification, assessment and recording of historic heritage, including archaeological sites;
- b) providing for the integrated management of such sites in collaboration with relevant councils, heritage agencies, iwi authorities and kaitiaki;
- c) initiating assessment and management of historic heritage in the context of historic landscapes;
- d) recognising that heritage to be protected may need conservation;
- e) facilitating and integrating management of historic heritage that spans the line of mean high water springs;

³⁴ www.mfe.govt.nz/rma/about-rma

³⁵ Objective 6

- f) including policies, rules and other methods relating to (a) to (e) above in regional policy statements, and plans;
- g) imposing or reviewing conditions on resource consents and designations, including for the continuation of activities;
- h) requiring, where practicable, conservation conditions; and
- i) considering provision for methods that would enhance owners' opportunities for conservation of listed heritage structures, such as relief grants or rates relief.

5.4 Regional Policy Statement for the Wellington Region 2013 (RPSWR)

The RMA requires every regional council to prepare a regional policy statement (RPS) to promote sustainable management of natural and physical resources. The RPSWR sets down the policies and methods required to achieve the integrated management of the Wellington region's natural and physical resources including land, water, air, soil, minerals and energy, all forms of plants and animals and all structures.

The objectives of the RPSWR include:

Objective 3

Habitats and features in the coastal environment that have recreational, cultural, historical or landscape values that are significant are protected from inappropriate subdivision, use and development.

Objective 4

The natural character of the coastal environment is protected from the adverse effects of inappropriate subdivision, use and development.

Policy 22 of the RPSWR is specifically targeted at protecting historic heritage values, where historic heritage values are identified in Policy 21 (refer Appendix 1). Policy 22 requires that:

District and regional plans shall include policies, rules and/or other methods that:

- a) protect the significant historic heritage values associated with places, sites and areas identified in accordance with policy 21, from inappropriate subdivision, use, and development; and
- b) avoid the destruction of unidentified archaeological sites and wāhi tapu with significant historic heritage values.

Explanation: Appropriate subdivision, use and development respects historic heritage values. Planning for, developing and using a historic place, site or area must be done with full understanding of its value. In addition, destruction of, or damage to, places, sites and areas of historic heritage needs to be avoided when unidentified sites are discovered.

Policy 22(a) is not intended to prevent change to historic heritage, but rather to ensure that change is carefully considered. The places, sites or areas with significant historic heritage values identified in policy 21, and the degree of significance of those values, will influence what activities would be deemed to be appropriate or inappropriate.

Policy 22(b) requires district and regional plans assess which activities could destroy unidentified archaeological sites or wāhi tapu with significant historic heritage values and ensure such activities avoid adverse effects.

5.5 Regional Coastal Plan for the Wellington Region 2000 (RCPWR)

The RMA requires regional councils to prepare a coastal plan that sets out objectives and policies to assist with the assessment of resource consent applications within coastal marine areas. Included in the general objectives and policies (section 4) of the RCPWR are the following:

- 4.2.1 To recognise that the intrinsic values of the coastal marine area and its components are the heritage of future generations and are worthy of protection in their own right, while allowing for appropriate use and development.

Explanation. Policy 4.2.1 acknowledges the special recognition given in the [RMA] to the importance of protecting the natural and physical resources in the coastal marine area, while acknowledging the need to allow for appropriate use and development.

- 4.2.12 To protect significant cultural and historic features in the coastal marine area from the adverse effects of use and development.

Explanation. Policy 4.2.12 seeks to protect features such as historic buildings, shipwrecks, etc.

The RCPWR identifies “features and buildings of historic merit” in Appendix 4. Neither the Shelly Bay redevelopment site, nor any of the structures thereon, are identified. However, Policy 6.2.2 of the RCPWR states:

- 6.2.2 To not allow the use or development of structures in the coastal marine area where there will be adverse effects on: significant places or areas of historic or cultural significance; or structures of architectural or historic merit; unless such adverse effects can be satisfactorily mitigated, or remedied.

Explanation. Policy 6.2.2 lists important features of the coastal marine area which must be protected from the adverse effects of the use and development of structures... The Policy requires that such an effect be recognised, and remedied, or mitigated.

5.6 Wellington City District Plan

Shelly Bay Road is within the jurisdiction of Wellington City Council. The Wellington City District Plan details the specific objectives, policies and rules that have been adopted to promote the sustainable management of natural and physical resources in Wellington, as required under the RMA.

The District Plan identifies that certain elements of the city, such as species, landforms and heritage items, can be lost forever. We do not know which of these things will be needed in the future, or how people will value them. A key objective of the District Plan, therefore, is to maintain and enhance the city's heritage, to ensure continuity with Wellington's past in the development of the city in the interest of future generations.³⁶

Land to the east of Shelly Bay Road is predominantly zoned Open Space B (Natural Environment) but there are also areas zoned Outer Residential at the southern end of the road, and Business 1 around the Miramar cutting and the former Shelly Bay military base. To the west is the foreshore, and a small area of land zoned Business 2 at the southern end of the road. The relevant District Plan chapters are therefore as follows:

- Chapter 1: General
- Chapter 4: Residential area introduction, objectives and policies
- Chapter 5: Residential rules
- Chapter 16: Open space introduction, objectives and policies
- Chapter 17: Open space rules

³⁶ Chapter 1, p1-2, 1/17

- Chapter 33: Business areas introduction, objectives and policies
- Chapter 34: Business areas rules
- Business Areas Appendix 1: Shelly Bay Business Precinct
- Character Area Design Guide for Shelly Bay

As noted, there are no scheduled heritage items on or immediately adjacent to Shelly Bay Road; and, therefore, the heritage provisions of the District Plan (Chapters 20 and 21) do not directly apply.

6 Conclusions and Recommendations

6.1 Conclusions

6.1.1 *Significance of the Road*

The Shelly Bay Road, Miramar Peninsula, is considered to have the following heritage values:

- Exceptional aesthetic value as one of the most scenic drives in the Wellington region, especially in the city area, providing views of the entire Wellington Harbour and unmarred from modern development.
- Exceptional social value as an asset to the local and wider community, held in high esteem and contributing to part of local identity.
- High historic value for its connection of the historic coastal defence batteries around the peninsula and the general development of the Miramar area, and its association with the Public Works Department
- High potential scientific value as a pre-1900 archaeological site and place of early Māori occupation, though further investigation is required to ascertain specific archaeological value. Historical evidence indicates pre-European activity and occupation by Māori; and the road and adjacent drainage tunnels (recorded archaeological site R27/461) are known to have been formed in the late 19th century. Shelly Bay Road is also the location of pre-1900 historic-period military activity and development at Shelly Bay.

Overall, Shelly Bay Road has high heritage and archaeological significance despite not being scheduled with WCC or GRWC, listed with HNZPT, or recorded as an archaeological site.

6.1.2 *Heritage New Zealand Pouhere Taonga Act Requirements*

The project area of Shelly Bay Road is located in a known area of pre-1900 Māori and historic-period colonial activity and occupation. Given the concentration of Māori archaeological sites in the wider landscape, Shelly Bay Road and the adjacent corridor of land is also considered to have high pre-European Māori and historic-period archaeological values. There is high potential for subsurface archaeological remains to be encountered during earthworks within and adjacent to the road corridor. Therefore, any works that will break ground along Shelly Bay Road are likely to require an Archaeological Authority.

In addition, any works that may impact on recorded site R27/461 will also require an Authority.

6.1.3 *Resource Management Act Requirements*

As neither the road nor any adjacent properties encompass buildings, structures, features or other items scheduled as having heritage value under the Wellington City District Plan or the RCPWR, the site is not subject to heritage-specific protection or rules under these documents.

However, section 6(f) of the RMA identifies the protection of historic heritage from inappropriate subdivision, use, and development as a Matter of National Importance. This applies to all places that have historic heritage value, regardless of whether or not they are recognised on a heritage list or schedule. As Shelly Bay Road is known to possess historic heritage “qualities” (or values) as identified in the RMA, it warrants appropriate protection under section 6(f).

6.2 Recommendations

Improvements to Shelly Bay Road are anticipated as part of improving access to Shelly Bay where it is expected that there will be greater residential and commercial development in the near future.

The below recommendations are provided to facilitate that process.

6.2.1 Preserve, Enhance and Educate

Any proposals for future work to Shelly Bay Road should respect the existing route of the road, unchanged since its construction. Future work should also retain the scenic qualities of the road encourage ongoing public use by providing provide similar, or enhanced, opportunities for rest areas, beach access, public transport stops, cycle paths, and parking areas where appropriate. The addition of interpretation along the route, in the form of information panels, interactive displays, or something similar, would provide an opportunity for public engagement and education, making the heritage and archaeological values of the area more accessible to the community and visitors.

6.2.2 Engage a Heritage Specialist

As Shelly Bay Road has been identified as having high heritage significance, particularly in its aesthetic and social aspects, any future development to the route will need to be carried out in such a way as to avoid negatively impacting on these values.

To ensure that proposals for future works to Shelly Bay Road take the heritage opportunities and constraints into account, it is recommended that a heritage specialist be engaged to participate in the development and evaluation of options for works to the route; and to prepare a Heritage Effects Assessment once a final option has been selected.

6.2.3 Engage an Archaeologist

To avoid costly and lengthy stand-down period delays as a result of unearthing archaeological material, it is recommended that a general Archaeological Authority is sought from HNZPT for any proposed activity within the Shelly Bay Road reserve, including resurfacing (where excavation is required), widening, straightening of the road and associated parking, stopping and rest areas. This will allow for the expedient recording and sampling of archaeological material should it be uncovered.

It is recommended that an Archaeologist be engaged to participate in the evaluation of options for works to the route, and prepare an Archaeological Authority application when final option is selected. This will include preparation of an Archaeological Assessment of Effects report and a Site Instruction document.

6.2.4 Partnership with Mana Whenua

As the high concentration of Māori archaeological sites within Wellington's Eastern suburbs and around the coastline of Miramar Peninsula indicate, Te Motu Kairangi is an area of significance to Māori. Therefore, it is recommended that any proposals for future works to Shelly Bay Road be planned in partnership with iwi/hapū, and a cultural values assessment carried out. It will also be necessary to seek the views of iwi/hapū prior to submitting any Archaeological Authority application to HNZPT.

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Appendix 1: Heritage Significance Assessment Criteria

ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (Revised 2010)

The ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value, Revised 2010 (ICOMOS NZ Charter) sets out principles to guide the conservation of places of cultural heritage value in New Zealand.

Under the ICOMOS NZ Charter, a place is considered to have cultural heritage significance where it possesses:

“... aesthetic, archaeological, architectural, commemorative, functional, historical, landscape, monumental, scientific, social, spiritual, symbolic, technological, traditional, or other tangible or intangible values, associated with human activity.”³⁷

Article 2 of the ICOMOS NZ Charter states that, in assessing the significance of a place, all aspects of cultural heritage value should be considered and understood, even where these values differ or conflict. The ICOMOS NZ Charter identifies authenticity and integrity as crucial aspects of cultural heritage value.

Resource Management Act 1991

The purpose of the Resource Management Act 1991 (RMA) is to promote sustainable management of natural and physical resources in New Zealand, which includes historic heritage. The RMA requires local authorities to identify and protect historic heritage within their jurisdiction, where historic heritage is defined as:

- a) those natural and physical resources that contribute to an understanding and appreciation of New Zealand’s history and cultures, deriving from any of the following qualities:
 - (i) archaeological;
 - (ii) architectural;
 - (iii) cultural;
 - (iv) historic;
 - (v) scientific;
 - (vi) technological.³⁸

The RMA requires all territorial authorities to prepare a district plan to assist them in carrying out their functions in order to achieve the sustainable management purpose of the RMA.³⁹ One of these functions is the identification of historic heritage resources, and the protection of these resources from inappropriate subdivision, use, and development.⁴⁰

Regional Policy Statement for the Wellington Region

The RMA definition of historic heritage forms the basis of the criteria for assessing historic heritage values that are set down in Policy 21 of the Regional Policy Statement for the Wellington Region (2003) (RPSWR).

³⁷ ICOMOS NZ Charter (2010)

³⁸ RMA 1991 section 2. And includes:

- (i) historic sites, structures, places, and areas; and
- (ii) archaeological sites; and
- (iii) sites of significance to Māori, including wāhi tapu; and surroundings associated with the natural and physical resources

³⁹ RMA 1991 Section 72

⁴⁰ RMA 1991 Section 6

District and regional plans shall identify places, sites and areas with significant historic heritage values that contribute to an understanding and appreciation of history and culture under one or more of the following criteria:

- a) historic values: these relate to the history of a place and how it demonstrates important historical themes, events, people or experiences.
- b) physical values: these values relate to the physical evidence present.
- c) social values: these values relate to the meanings that a place has for a particular community or communities.
- d) tangata whenua values: the place is sacred or important to Māori for spiritual, cultural or historical reasons.
- e) surroundings: the setting or context of the place contributes to an appreciation and understanding of its character, history and/or development.
- f) rarity: the place is unique or rare within the district or region.
- g) representativeness: the place is a good example of its type or era.

Wellington City Council District Plan

The objectives and policies for Wellington's Heritage buildings are outlined in the Wellington City Council District Plan, under *Section 20 – Heritage*. The District Plan states that:

"The evidence of Wellington's heritage is seen in buildings, structures, objects, archaeological sites and areas. At the same time protecting the city's built heritage is not about locking it up. The continued use of a heritage building is essential to its survival, but it should not be at the loss of its historic and architectural integrity. The challenge is to protect the most valued heritage places in an evolving environment while meeting the needs of a rapidly changing community."

Council strongly supports the protection of the city's built heritage and in June 2005 adopted a Built Heritage Policy. This policy identified built heritage as: an individual or group of buildings, structures, monuments, or installations, or remains thereof, and their surroundings which are associated with the city's architectural, cultural, social, political, economic, scientific, technological, transportation, military or maritime history."

The District Plan has the primary objective of recognising the City's existing historic heritage and protecting it from inappropriate subdivision use and development.⁴³

Wellington City Council has adapted the criteria given in RPSWR Policy 21, with some slight adjustment as follows:

Aesthetic Value

*Architectural
Townscape
Group*

Historic Value

Association with important events or people

Scientific Value

*Archaeological
Educational
Technological*

Social Value

Public esteem

⁴³ 20.2.1, WCC District Plan

Symbolic, commemorative, traditional, spiritual
Identity/sense of place/continuity
Sentiment/connection

Level of Cultural Heritage Significance

Rarity
Representativeness
Authenticity

Heritage New Zealand Pouhere Taonga Act 2014

The purpose of the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA) is to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand. The HNZPTA identifies criteria for establishing significance that are used to establish whether or not a place may be assigned Category I or II status on the New Zealand Heritage List as follows:

- a) *the extent to which the place reflects important or representative aspects of New Zealand history;*
- b) *the association of the place with events, persons, or ideas of importance in New Zealand history;*
- c) *the potential of the place to provide knowledge of New Zealand history;*
- d) *the importance of the place to tangata whenua;*
- e) *the community association with, or public esteem for, the place;*
- f) *the potential of the place for public education;*
- g) *the technical accomplishment, value, or design of the place;*
- h) *the symbolic or commemorative value of the place;*
- i) *the importance of identifying historic places known to date from an early period of New Zealand settlement;*
- j) *the importance of identifying rare types of historic places;*
- k) *the extent to which the place forms part of a wider historical and cultural area.*

The HNZPTA defines an archaeological site as any place that:

- i. *was associated with human activity that occurred before 1900 or is the site of the wreck of any vessel where the wreck occurred before 1900; and*
- ii. *provides or may provide, through investigation by archaeological methods, evidence relating to the history of New Zealand.*

Heritage New Zealand Pouhere Taonga Sustainable Management of Historic Heritage Guideline Series

The HNZPT has published the Sustainable Management of Historic Heritage Guidance Series that aims to assist stakeholders in the protection and conservation of listed historic places. The series includes 24 Information Sheets with easily accessible key information. *Information Sheet 2: Assessment Criteria to Assist in the Identification of Historic Heritage Values* provides the criteria promoted by HNZPT for to identify and assess historic heritage values as follows:

Historic Values

People
Events
Patterns

Cultural Values

Identity

Public Esteem

Commemorative

Education

Tangata Whenua

Statutory Recognition

Physical Values

Archaeological Information

Architecture

Technology and Engineering

Scientific

Rarity

Representativeness

Integrity

Vulnerability

Context or Group Value

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