

BEFORE THE HEARING PANEL

IN THE MATTER OF

The Resource Management Act 1991

AND

IN THE MATTER OF

**Proposed Plan Change 12 to the Operative
Hamilton City District Plan**

For

STATEMENT OF EVIDENCE OF LAURA KELLAWAY,

FOR WAIKATO HERITAGE GROUP

FOR THE JOINT OPENING HEARING SESSION 1

01 February 2023

Introduction

- 1 My name is Laura Liane Kellaway. I hold a Bachelor of Architecture Degree and a Master of Architecture Degree from the University of Auckland. I am a member of ICOMOS New Zealand. I am a registered Architect and a Fellow of the New Zealand Institute of Architects. I have practised for over thirty years specialising in heritage with experience in the building, heritage consultancy and architecture. I am a Waikato based Historian.
- 2 I am acting on behalf of the Waikato Heritage Group.
- 3 As a long term resident of Hamilton I am familiar with both Hamilton and the greater Waikato region.
- 4 The Waikato Heritage Group submission number is 155 and includes a further submission.
- 5 Waikato Heritage Group (WHG) is a non-statutory, independent voice for heritage in Hamilton. Our main aim is to help preserve historic places in Hamilton; and the greater Waikato region for the benefit of present and future generations and to lift awareness and appreciation of heritage values. Our group members have been involved in identifying and protecting the region's limited historic heritage for many years and include historians, conservation architects, and members of the community. This work has included key roles in establishing community-recognised historic areas and sites, including South End Victoria Street, Frankton Railway Village and Hayes Paddock.
- 6 My practice involves architecture and assessing and addressing heritage-related and architectural issues in New Zealand, and includes submitting to Hamilton City Council District Plans since 1991. I have been engaged as an expert witness. I have worked with a range of councils, including as Conservation Architect for Heritage New Zealand Pouhere Taonga. I have been involved in identifying and assessing historic heritage in New Zealand, including the Waikato, for over thirty years, and assisting heritage owners. I have provided advice on character areas and historic areas.
- 7 I have written and reviewed statements about physical heritage as a means of establishing heritage values, reviewed building developments, participated in heritage studies, written Conservation Plans and been involved in historic and character areas in New Zealand for over 30 years. I was directly involved in the Waikato Heritage Study 1999, the only Waikato regional based heritage study,

which looked at the Waikato region, including themes and potential heritage areas.

Code of Conduct

- 8 My evidence statement is within my area of expertise and is my best knowledge about this matter. I have not omitted any material facts that might change this opinion. I have read and will comply with the Code of Conduct for Expert Witnesses (Environment Court Consolidated Practice Note 2011).
- 9 My evidence for Plan Change 12 is as a heritage consultant and architect in this statement, who is familiar with Hamilton City and the Waikato.
- 10 I live in the affected area, and have made a written submission in a private capacity on PC12. I have been a member of the Waikato Heritage Group.

Scope of Evidence

- 11 Waikato Heritage Group have submitted on aspects of Plan Change 12 on:
 - 11.1 Strategic matters in regards Character overlay and historic heritage;
 - 11.2 retaining the Character chapter and zones; and
 - 11.3 concerns over integration and processing of PC12 and PC9 in terms of historic heritage and processes
- 12 The original Waikato Heritage Group submission included:
 - 12.1 Retain character as an overlay zone and associated rules.
 - 12.2 Amend Chapter to Character Overlay Zone and retain rules and appendix.
 - 12.3 The removal of Character Zones does not leave the options for historic heritage areas that may not meet the threshold to be considered under Character zone and associated amenity values. This can also provide a transition between the main zone and historic heritage.
- 13 My evidence focuses on the wider framework of the proposed district plan changes in regards:
 - 13.1 strategy for character and historic heritage which includes sense of place, and identity

- 13.2 unintended consequences impact of the proposed changes to character and potentially historic heritage by processing PC12 ahead of PC9 on the Hamilton environment and Hamilton;
- 13.3 character as an other qualifying matter is consistent with the requests of the Waikato Heritage Group and other lay submissions, although a direct request is not stated.
- 14 In preparing this evidence I have considered:
- The proposed Plan Change 12, submissions and associated Section 42a and Section 32 reports.
 - Section 32 and appendices, and Section 42A
 - The New Zealand Urban Design Protocol (2021)
 - Expert Witness Statement Mark Davey
 - Lifescapes Existing Character Review Final 2021
 - ICOMOS New Zealand Charter (2010)
 - Policy for Government Management of Cultural Heritage Places (November 2022)

EXECUTIVE SUMMARY

- 15 *Character and historic heritage is an important consideration in planning for intensification, maintaining and protecting sense of place, identity, character and historic heritage within a changing planning framework.*
- 16 *A 20th century city, Hamilton has a finite resource in historic heritage and character. Its existing character is defined by the communities who have lived here, the Waikato river geography of the landscape, its history as the service city of the Waikato region, its urban development as a city from 1945 alongside its small town history to 1945, and includes tangible and intangible values.*
- 17 *Hamilton city - has a small finite range of existing character areas which include nationally significant historic areas. There are no historic areas under the Operative District Plan.*

- 18 *Tier 1 status under the NPS- US with three storey to six storey housing will have a considerable impact on the character of the suburbs of Hamilton and its existing sense of place which contributes to the well being of people and provides a supporting yet integral framework for ongoing change.*
- 19 *At a strategic level historic heritage and character provisions of the district plan have been separated in parts between two plan changes of PC9 and PC12, which may led to unintended consequences and does not provide adequate cohesive assessment to consider the impacts of intensification requirements and strategy. There are significant changes between both chapters and the Plan Changes.*
- 20 *There is no HCC Character Review included in PC12.*
- 21 *The transitioning of existing character areas into historic heritage (in PC9) which will provide a higher level of protection is supported however there is inadequate information to consider the impacts of intensification proposals on character and historic heritage in PC12.*
- 22 *As PC 12 deletes Chapter 5 (Special Character Zones) it essentially removes the existing Character Zones as Qualifying Matters with no alternative mechanism to manage character areas provided. PC 9 introduces Historic Heritage Areas, but those provisions are subject to a separate plan change process later in the year.*
- 23 *Intensification at the level provided by the Medium Density Residential Standards is not compatible with the community's desire to retain Character zones and local neighbourhood character, as acknowledged in the Section 32 report which notes the removal of the Special Character "would result in the potential loss of the current level of amenity and characteristics as identified within these areas due to future intensification" (page 12).*
- 24 *The request to the Hearing Panel is:*
- 24.1 *ask HCC to provide cohesive assessments on character and the impacts of removal of the character chapter and its impacts, including using the Lifescapes Character Review (2021) and its recommendations in PC12 as part of the assessment.*
- 24.2 *include Character as an **other** qualifying matter*
- 24.3 *run hearings for PC9 and PC12 in parallel in terms of character and historic heritage in order to have integrated processes that give a higher degree of certainty and the capacity for robust analysis.*

STRATEGIC MATTERS

- 25 Strategic matters include character and historic heritage at a city wide level in PC12. Both matters require robust analysis, appropriate structure (objectives and policies) and each should be integrated to meet current and future requirements.
- 26 In the Operative District Plan character and historic heritage are separated in two chapters, with no historic heritage areas. Historic heritage provisions have not included a city wide review in a number of decades, but a review was substantially underway and at hearing stage prior to notification of PC12, which included new heritage provisions.
- 27 Existing character areas, which were placed in a chapter for character overlay in the 2016 District Plan, (now OPD), include a mixture of character and historic heritage areas, with associated robust process, completed by heritage professionals.
- 28 PC9 has not progressed, and as a result there is incomplete modelling and strategy for Hamilton's distinctive character and heritage.
- 29 The proposed plan change 12 does not, at a strategic level ,sufficiently address sense of place, character, omission of the character chapter, and potential historic heritage. It does not provide a robust and integrated approach as parts of historic heritage, which is a qualifying matter, are in both PC12 and PC9, of which PC9 includes new matters on planning process.
- 30 PC12 documentation and detail is limited . It is therefore problematical to assess if Hamilton would retain sufficient sense of place and continuity of a well designed urban environment that supports a range of communities while under massive development. that includes good urban design protocols and is sustainable long terms.
- 31 The NPS-UD looks to provide integration and more national approach to urban planning. However there is no Waikato Regional Council Policy or regional strategy on urban character, no review on character that contributes to a regional understanding of the value of distinctive character of the Waikato and historic heritage. There is regional built heritage policy or inventory which supports what defines sense of place.

- 32 The Joint Themes and Issues (Section 42A) does not address character as a joint theme, which is evident in submissions. This would provide a consistent regional framework. Hamilton City Council removes character, while Waipa District Council includes character (clusters) as a qualifying matter.
- 33 I agree with the Section 32 report Appendix 2.2 that removal of the Special Character Zones *“would result in the potential loss of the current level of amenity and characteristics as identified within these areas due to future intensification”* (page 12).
- 34 However disagree with Section 32 Appendix 2.2 which considers options regarding the Special Character Zones. The statement is limited to “retention of existing provisions does not achieve the objectives of the HSAA” and “the recognition of special character is not justified as a Qualifying Matter”, and is insufficient.
- 35 As summarised in the Waikato Heritage Group submission (#155),:
- 35.1 “... the removal of Character Zones does not leave the option for historic heritage that may not meet the threshold to be considered under Character zone and associated amenity values. This can also provide a transition between the main zone and historic heritage.”
- 36 Further analysis is required in order to identify, value and establish the impacts of removing the existing character chapter and areas. By not providing scope to include proposed historic heritage areas (in PC9) that may not meet the threshold of historic heritage but may be sufficiently robust and consistent in integrity and authenticity to be included in character areas there are unlikely unintended consequences.

QUALIFYING MATTERS – Historic Heritage/Character

- 37 In the Joint Themes and Issues character has been identified, however only Waipa District Council has specifically progressed character as a qualifying matter.
- 38 HCC has proposed in PC12 to:
- 38.1 remove all of the existing character chapter overlay and areas,
- 38.2 remove the existing character areas in PC12, without advising in PC9

- 38.3 assumed the new historic heritage areas process and areas will be substantially included in Plan Change 9 as implied in Mr Davey's evidence.
- 38.4 include new provisions for increasing density and infill and site development controls in proposed historic heritage areas which were not available in PC9 as a baseline prior to notification of PC12.
- 38.5 omit character as a special qualifying matter
- 38.6 PC12 has not provided sufficiently considered character, by omission, as an other qualifying matter under (j) any other matter that makes higher density development as provided by policy 3, as the case requires, inappropriate, but only if section 77R is satisfied. Other Tier 1 councils are considering considered it a qualifying matter, including Waipa.
- 39 Imposing the MD provisions on character areas should be assessed specifically in the framework for background assessment for PC12. Removal of character chapter in full is a significant change.
- 40 There should be a review on the impact on imposing the MD in PC12 on existing character areas, historic heritage and the proposed historic areas.
- 41 A site by site survey along with recommendations on existing character has been provided as part of the documentation for PC9 but has not been provided in PC12. The Lifescape Report (2021), appended, provides a suitable method and review on the existing character areas. (Appendix 3)
- 42 There are significant changes proposed in PC9 which affect existing character areas, the moderating effects of reducing the impacts on historic heritage, and the provision of new policy and objectives and extents in PC9 which have not been tested, with proposed new modifications under the NPS- US for in terms of density, set backs etc. and infill that are not included in PC9 but in PC12...

CHARACTER

- 43 Within Chapter 5 – Special Character Zones – of the Operative District Plan it is noted that
- 43.1 *“There are areas of Hamilton City that are recognised as having a distinctive and special character. Character is influenced by the natural and built environment, architectural styles, the layout of streets and residential lots (and their size), land use, the trees, fences, landscaped areas and open space and the heritage and cultural values. Both public and private spaces contribute to defining the character of an area.*

43.2 *The unique character or values of these areas can be compromised by site redevelopment, infill development, demolition of character homes, additions and alterations of existing buildings and the design and location of structures such as fences, if these have little regard to the area's dominant character"*

- 44 Character definitions are within the HCC ODP and in other Tier 1 council plans. Character is distinctively different to historic heritage however there is relationship and the two may compliment each other support, be within or be adjacent within a city. Character may provide the context to a historic area and a buffer between historic heritage and intensive development, such as proposed in Hamilton.
- 45 Character is recognised nationally as contributing to a good urban environment and sense of place. Character areas have been an important part of most New Zealand district plans including Hamilton for many decades. Character areas contribute within a town or city to the urban fabric, and may progress to historic areas status.
- 46 The ODP intention of the Special Character Zones is to *"protect, maintain and enhance the respective 'special' characteristics of those areas"*. By omitting the chapter the inference is there is no special character now in Hamilton, which is not the case, as submissions indicate.
- 47 There is no definition of character in PC12 . An example of definition is in the Pre 1930 Character Review for Wellington City Council (WCC) and confirmed by WCC in 2019, which is:

47.1 *... 'a concentration of common, consistent natural and physical features and characteristics that collectively combine to establish the local distinctiveness and identity of an area, and that contribute to a unique 'sense of place' when viewed by the public at large from the street or other public spaces. These contributory features and characteristics include those in both public and private domains, and are typically comprised of a combination of the following:*

- *Streetscape level development form contributed to by topography, street pattern, public open space, street trees, land-use, lot size and dimension, garage type and location, and the presence (or otherwise) of retaining walls*
- *Site specific built form contributed to by building age, architectural style, primary building type and materials, building siting and boundary setbacks, building height and shape, and site coverage'* ¹

1 Boffa Miskell Pre 1930s Character areas in Wellington City (2019) p1

- 48 There is a relationship between character and historic heritage. Historic heritage may be within character areas or adjacent. A buffer between character areas and historic heritage is important. It is a finite resource within the city.
- 49 Hamilton’s character includes distinct land forms, subdivision and built form, mainly viewed from streets. Character areas are a representative sample of community agreed character which is important to Hamilton.
- 50 The challenge for any community is to allow necessary adaptation and change without significantly removing or reducing the values and qualities that make it significant and give it sense of identity and place, of which character and historic heritage are integral.
- 51 Streetscape level developments and site specific built form changes, at a scale unprecedented in Hamilton, are both central to new development provisions.
- 52 Moving most of the existing special character overlays potentially into Historic Heritage Chapter under PC9 is considered in Mr Davey’s evidence a more robust location for existing character overlays and higher degree of protection, however it leaves a vacuum if the existing character areas do not meet the threshold for historic heritage, and does not include an option to remain as a character area, or for new character areas.
- 53 Sequencing is important as there are potentially unintended consequences in poor processing and in the scale and breadth across the city of physical changes that are enabled in the plan change, without a balancing with ‘character’ and inclusive quality urban design.
- 53.1 An example is where boundary extents of an existing character area may have been proposed in PC9 to be reduced, such as in Claudelands, and this remains without modifying protection, in the interim, when PC12 removes the character chapter.
- 53.2 Proposed extents of proposed historic heritage areas are under discussion in PC9 and include both reduction and increase from submitters. The impacts have not been addressed.
- 54 Deleting of “unique character areas” and its replacement with “built heritage and “historic heritage” effectively removes the protection of those places where special character is informed by Hamilton’s development patterns and other features such as landscape and land form. The absence of objectives and policies

in PC12 in regards character will not “assist in the development of some areas to reflect its character, identity and heritage through quality urban design” as stated.

- 55 Imposing the MD provisions on character areas should be assessed specifically. A site by site survey has been provided as part of the documentation for PC9 but has not been provided in PC12. The Lifescape Report 92021) provides a suitable method and review on the existing character areas.
- 56 There should be a review on the impact on imposing the MD in PC12 on existing MDRS historic heritage and the proposed historic areas.
- 57 The intention of transitioning existing character areas into historic heritage areas is supportable and will benefit those areas which meet the threshold for historic heritage in Plan Change 9. However it leaves a vacuum and in terms of documentation provided to adequately gauge what happens to existing areas.
- 58 Character precincts, rather than overlay, can be included in PC12. A precinct spatially identifies and manages an area where additional place-based provisions apply to modify or refine aspects of the policy approach or outcomes anticipated in the underlying zone(s). Wellington City Council is using this strategy to include former character area provisions while allowing for intensification.

MDRS and Character

- 59 The scale of housing intensification proposed by PC12 and the MDRS across the city of three storey developments and the ad hoc manner proposed will potentially include the loss of character, proposed character areas and historic areas including proposed extensions to extents which are not defined.
- 60 Character is not defined in PC12. The OPD provisions for character overlays are removed.
- 61 Submissions that include removal, changes to extents, and new character areas and historic heritage areas are within PC9 provisions yet to be heard. Only HCC proposed extents (of HHAs) will have interim protection. A sample of character submissions is Appended in Appendix 2.
- 62 Character has not been assessed within PC12 background processes and identified within PC12 prior to enabling MDRS and 3 x 3 storey housing. The impact will include reducing character and may significantly and irreversibly change the character that gives Hamilton’s sense of place. This is at variance to the strategy that new development in Hamilton references that ‘character is to be assessed

and incorporated as part of good urban design criteria for development assessments.

- 63 Developments under the MDRS of three storeys to more than six storeys are likely to have considerable effects on sustaining the finite resources of character and historic heritage within the city, which is predominantly single to two storey housing.

Sustainable Management and RMA

- 64 The purpose of the Resource Management Act is 'to promote the sustainable management of natural and physical resources' (s5(1)). Sustainable management means 'managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while (among other things) avoiding, remedying, or mitigating any adverse effects of activities on the environment...' (s5(2)).
- 65 In the sustainable management of historic heritage consideration includes the place, (not just the building), its setting or context. The controls on setting and context are in the current OPD however are removed under character in PC12 and are not included in discussion until PC9 addresses proposed historic areas as defined in the PC9 extents. While PC9 does give a level of protection to HCC proposed historic heritage areas while under process this does not include outside of the proposed extents. It is unclear the impact of MDRS will have during this period due to the delay in hearing PC9 and proposed loss of character chapter in PC12.
- 66 The degree of intensification proposed across the city as stated by Mr Davey will have a significant and irreversible impact on character and the setting and context of historic heritage. Character which needs to include a robust level of integrity and authenticity, particularly near or within areas, will be easily eroded by demolition, significant increase in scale of new developments on the boundaries of areas and within suburbs.
- 67 The context and setting of both character areas and proposed historic heritage areas should be assessed and fine grained in order to review the impacts of MD provisions (including adjacent considerations) and provide a suitable set of controls that retain context and setting values, and do not reduce heritage values by inappropriate subdivision and development.
- 68 Significant change in scale, form and subdivision are proposed in PC12 will further erode existing character areas and impact on sense of place and well being, without an appropriate 'character' strategy to balance and support appropriate development.

- 69 There may be unintended consequences on character and historic heritage, which in the case of Hamilton, would be detrimental to sense of place and identity. For example:
- 70
- 70.1 Where developments may be underway between the ODP and more enabling PC12. Parts of proposed character areas may be demolished during the processing of PC12 and the completion of PC9, and it is likely that there is further erosion of individual sites which may reduce area integrity and authenticity.
- 71 The extents/ boundaries are an important component of retaining authenticity and integrity of character and historic area. The proposed extents for the proposed HHAs are in PC9 not PC12. There are no defined extents for character areas in PC12 as the chapter is proposed to be removed. Under the ODP there are only character area extents, and no historic heritage areas. Boundaries are likely to be significantly eroded in the processes at play.
- 72 Setting and context adjacent to where MDR and proposed high density is zoned may be significantly changed and reduce existing and proposed historic heritage values for individual sites and areas. There are no existing rules which buffer between intensification zones and areas in PC12, or existing in the ODP.
- 73 32 historic areas are proposed in PC9 and as PC12 will be complete in advance of PC9 there is no option for those proposed areas that are under the HHA threshold to be considered as character areas.
- 74 Confusion between PC9 and PC12 has further highlighted the inability to consider the impact on character and historic heritage. PC9 excluded consultation on the removal of Chapter 5; some submitters have requested retaining existing character areas (PC9), and inclusion of new character areas in PC12. An integrated approach is required.
- 75 Sequencing should be given to undertaking hearings on PC9 historic heritage areas before PC12, as was originally indicated to the public to have an integrated strategy. The next alternative would be to run the two hearings, in terms of character and historic heritage in parallel.
- 76 There is no certainty with the PC9 that the transition of existing character areas will meet the threshold of historic heritage. Some may fall short.

QUALIFYING MATTERS

- 77 The NPS-UD allows for some exemptions that may allow HCC to modify required three-storey and six-story building heights. Called 'qualifying matters' they are the characteristics within some areas where building heights may be limited. Qualifying matters may include such things as sites of cultural, historic, or ecological significance or areas with natural hazards. The government has identified several required qualifying matters that must be applied and allows council to identify other qualifying matters relevant and important for the city. An example given is character.
- 78 Intensification at the level provided by the Medium Density Residential Standards is not compatible with the community's desire to retain Character zones and local neighbourhood character. This issue is identified in the three council report and by submitters [see Appendix 2]. This issue is acknowledged in the s32 report which notes the removal of the Special Character *"would result in the potential loss of the current level of amenity and characteristics as identified within these areas due to future intensification"* (page 12).
- 79 Policy 4 of the NPS-UD allows council to modify the relevant building height or density requirements under Policy 3 only to the extent necessary (as specified in sub part 6) to accommodate a qualifying matter in that area.
- 80 Policy 6 (c) of the NPS-UD also applies in 'that the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1)' as keeping sense of place and identify, which includes character, is part of a well functioning urban environment.
- 81 Hamilton character should be a qualifying matter and there should be further assessment to support it as a qualifying matter across the residential areas.
- 81.1 Retention of character and character areas, is a theme and issue in the Section 42A combined report, and as evidenced in the submissions for Hamilton City [Refer to Appendix 2].
- 82 While character has been addressed specifically by Waipa District Council and is proposed as a qualifying matter, there is insufficient discussion and evidence based assessment in Hamilton City Council to be able to adequately assess character issues. The removal of the character chapter is a significant change to Hamilton City's urban protection to retain identify and sense of place.
- 83 Evidence is minimal on the impacts of removal and has not been an integrated approach to allow for the ability to assess.

- 84 The Qualifying Matters provided for under 3.32 the NPS-UD Policy 4 allow for alternate building heights and densities in certain areas – to...’modify the relevant building height or density requirements under Policy 3 only to the extent necessary (as specified in sub part 6) to accommodate a qualifying matter in that area.’ In my view PC 12 fails to take advantage of this opportunity, with the disconnect between PC9 and PC12 and proposed omission of Special Character overlays in PC12.

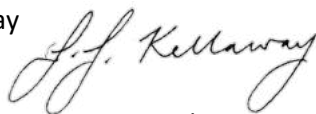
Appended is a draft example for Character as a Qualifying Matter - Appendix 1)

CONCLUSION

- 85 Subject to further reporting, PC12 fails in part to give effect to the Strategic Framework (2.2.10): Hamilton’s unique history, heritage and identity are reflected in its built environment. This includes:
- 85.1 Consideration of character as a qualifying matter has been insufficiently addressed
 - 85.2 Character and Historic heritage, in PC9 and PC12, is not integrated in terms of strategy, including but not limited to reviewing and providing robust documentation.
 - 85.3 Significant changes are proposed in Historic Heritage (PC9), but only in parts.
 - 85.4 Removal of the character chapter in PC12, (not advised in PC9), is unsupported by the limited evidence provided in the section 42A Themes and Issues, and the associated Section 32 reports.
 - 85.5 There is no certainty that PC9 historic heritage and proposed HHAs will effectively protect historic heritage areas and there is no option if existing character areas fall short of the threshold but hold character values.
 - 85.6 The Themes and Issues Report, specifically in regards Hamilton City, to remove the Character Overlay Chapter 5 has:
 - 85.6.1 Insufficient documentation to analyse in the Section 32 report on the character overlay removal, including an absence of a review of character.
- 86 There are issues with with the strategic matters and other qualifying matters in terms of Character and Chapter 5 Character Areas. Retaining character areas is an important matter. There should be robust and comprehensive documentation provided as the removal of character chapter and confusion over PC9 and PC12 has the potential to reduce the finite resource, and impact on historic heritage.

- 87 Character is an important component of sense of place, identity, and is utilised throughout the proposed PC12 without identification and definition, and as a moderating factor in city wide intensification that is unprecedented.
- 88 The Hearing Panel should ask HCC to:
- a. present a comprehensive set of plan change documents for both historic heritage and character areas.
 - b. apply NDS-UD policy with 'character areas ' as 'other special qualifying matter'. This would be in line, and provide a constancy of approach to urban planning with other Tier 1 councils, including Waipa District Council, who have proposed special qualifying matters to support and retain, but allow modification of existing character areas.
 - c. This would be in line, and provide a constancy of approach to urban planning with other Tier 1 councils who have proposed special qualifying matters to support and retain, but allow modification of existing character areas.
 - d. to provide additional S32a reporting on the impacts of the removal of the character chapter and historic heritage as a qualifying matter may potentially seriously effect sense of place, character and good quality urban design, which is embedded in RMA provisions and NPS-UD provisions.
 - e. Additional new areas should be considered for a character overlay or precinct that enable robust consideration of existing and new;
 - f. Progress PC9 which contains substantial new heritage provisions in parallel with PC12, to have an integrated model that can be assessed robustly.

Laura Kellaway



Architect and Heritage Consultant

Appendices:

- *Appendix 1 Sample of S32 report for Qualifying Matter- Character*
- *Appendix 2 Sample of PC12 Submissions on character and character areas*
- *Appendix 3 Hamilton City Review of Existing Character Areas, Prepared by Lifescapes Ltd for Hamilton City Council, March 2021 – Final Report (PC9)*



Appendix 1 – Assessment of Qualifying Matters

Section 77I of the Resource Management Act 1991 provides that Council may make modifications to the Medium Density Residential Standards and the relevant building height or density requirements under policy 3 of the National Policy Statement on Urban Development 2022 so that the standards are less enabling of development in relation to an area within a relevant residential zone. The modifications can be made only to the extent necessary to accommodate 1 or more of the following qualifying matters:

- (a) a matter of national importance that decision makers are required to recognise and provide for under section 6:
- (b) a matter required in order to give effect to a national policy statement (other than the NPS-UD) or the New Zealand Coastal Policy Statement 2010:
- (c) a matter required to give effect to Te Ture Whaimana o Te Awa o Waikato—the Vision and Strategy for the Waikato River:
- (d) a matter required to give effect to the Hauraki Gulf Marine Park Act 2000 or the Waitakere Ranges Heritage Area Act 2008:
- (e) a matter required for the purpose of ensuring the safe or efficient operation of nationally significant infrastructure:
- (f) open space provided for public use, but only in relation to land that is open space:
- (g) the need to give effect to a designation or heritage order, but only in relation to land that is subject to the designation or heritage order:
- (h) a matter necessary to implement, or to ensure consistency with, iwi participation legislation:
- (i) the requirement in the NPS-UD to provide sufficient business land suitable for low density uses to meet expected demand:
- (j) any other matter that makes higher density development as provided for by policy 3, as the case requires, inappropriate in an area, but only if section 77R is satisfied.

Hamilton City Council has identified existing and new qualifying matters for the application of the Medium Density Residential Standards in the relevant residential zones Hamilton, including Historic Heritage, Significant Natural Areas and Infrastructure Capacity with respect to Te Ture Whaimana.

There is an opportunity to align the other qualifying matters consistently across the three councils (Waikato, Waipa, Hamilton) which form a substantial part of the Waikato Region, and as defined Tier 1. Character is recognised in all three Operative District Plans. Other Tier 1 councils are seeking character areas as a qualifying matter.

Waipa District Council has identified character clusters and areas as a new qualifying matter.

Under s77O a Council may also modify the requirements of policy 3 in an urban non-residential zone to be less enabling of development than provided in those policies only to the extent necessary to accommodate 1 or more of the qualifying matters (a) to (j) listed above.

In relation to s77I(j) of the Act “*any other matter that makes higher density inappropriate in an area*” it is submitted that identified Character areas within Hamilton City are an appropriate Qualifying matter. This would be consistent with other Tier 1 cities such as Auckland and Wellington.

The tables below set out the required assessment of Character as a qualifying matter in accordance with the requirements of sections 77J and 77L of the of the Resource Management Act 1991.

For new qualifying matters in s77I(a) to (i) of the Act, Council is required to:

- (a) Demonstrate why it considers that the area is subject to a qualifying matter and that the qualifying matter is incompatible with the level of development permitted by the MDRS (s77J(3)(a) of the Act);
- (b) Assess the impact that limiting development capacity, building height or density (as relevant) will have on the provision of development capacity (s77J(3)(b), Act); and
- (c) Assess the costs and broader impacts of imposing those limits (s77J(3)(c) of the Act).

For any qualifying matter to which s77I(j) of the Resource Management Act 1991 applies, Council is required under s77L to:

- (a) Identify the specific characteristics that makes the level of development provided by the Medium Density Residential Standards inappropriate in the area;
- (b) Justify why that characteristic makes that level of development inappropriate in light of the national significance of urban development and the objectives of the National Policy Statement on Urban Development 2020; and
- (c) Include a site-specific analysis that-
 - i. Identifies the site to which the matter relates; and
 - ii. Evaluates the specific characteristics on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter; and
 - iii. Evaluates an appropriate range of options to achieve the greatest heights and densities permitted by the Medium Density Residential Standards while managing the specific characteristics.

Retaining / Expanding Special Character Zones (HCC District Plan Chapter 5) Preliminary Qualifying Matter Assessment 'other matter' (s77i(J))
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This qualifying matter applies to both the Medium Density Residential Standards and Policy 3 of the National Policy Statement on Urban Development 2020.
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This assessment is <u>preliminary</u> as not all the data is currently available and more detailed evidence on character areas will be presented in the subsequent hearings (around May/June 2023) on HCC Plan Change 12.

The area the qualifying matter applies to (s77I(3)(a) and s77L(c)(i) of the Resource Management Act 1991)
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Certain areas within Hamilton City have a distinctive and special character. The communities of these areas are typically proud of this character and take pride in the history it tells. A number of submissions and further submissions on Plan Change 12 have sought the retention of Character zones and/or expansion of them to include new areas.

Within Chapter 5 – Special Character Zones - of the Operative District Plan it is noted that
--

<i>“There are areas of Hamilton City that are recognised as having a distinctive and special character. Character is influenced by the natural and built environment, architectural styles, the layout of streets and residential lots (and their size), land use, the trees, fences, landscaped areas and open space and the heritage and cultural values. Both public and private spaces contribute to defining the character of an area.</i>

<i>The unique character or values of these areas can be compromised by site redevelopment, infill development, demolition of character homes, additions and alterations of existing buildings and the design and location of structures such as fences, if these have little regard to the area’s</i>

dominant character”

The intention of the Special Character Zones is to *“protect, maintain and enhance the respective ‘special’ characteristics of those areas”*.

Hamilton City has a distinct character and urban landscape, being a relatively compact inland City and is the first 20th century city. There are a number of unique character areas currently recognised. For example, the Hamilton East Character Area represents Hamilton East being the City’s oldest suburb, with the wider neighbourhood retaining the original, regular historical configuration of allotments. Sites typically have generous front and side yard setbacks resulting in relatively low building coverage with tree lined streets.

The variety of predominantly single-storeyed building styles avoids a uniform or regimented appearance, with a strongly unifying feature being large setbacks from a heavily vegetated streetscape and from neighbouring buildings. There are also similarities in siting, scale, height, building design and orientation, and vegetation. Garages and accessory buildings are generally located to the rear of sites, maintaining a strong relationship between dwellings and the street.

Hamilton City also has a finite number of houses and areas of architectural and heritage merit that enhance the fabric and character of the city as a young 20th century city. These are an integral part of the City’s identity and character and part of the ‘small town’ character of the city. This includes former government housing which is distinctive to the character of Hamilton’s suburbs.

The qualifying matter applies over the relevant residential zones of Hamilton and may include natural areas and landscapes.

The district plan currently identifies the following in respect of character:

- a) Special Residential Zone (comprising, Claudelands West, Hamilton East & The Dwelling Control Area which is concentrated in the blocks that surround the Hamilton East part of the Residential Intensification Zone)
- b) Special Heritage Zone (comprising of the Frankton Railway Village, Hayes Paddock, Hamilton East Villas.
- c) Special Natural Zone (comprising of Lake Waiwhakareke Landscape Character Area
- d) Rotokauri Ridgeline Area
- e) Temple View Zone (comprising two broad areas consisting of 5 precincts - Temple View Heritage Area and Temple View Character Area
- f) Peacocke Character Zone (comprising of Terrace Area, Gully Area and Hill Area)
- g) Rototuna North East Character Zone (comprising the natural rolling topography of the area north of the Waikato Expressway (Designation E90).

All Character have been previously identified by qualified experts and supported by statements in the Operative District Plan as to the significant character values present within these areas. Many of these areas are well established, in some cases pre-dating the Operative District Plan, for example the Claudelands West Character Area was included in the previous Operative District Plan (2012) and was initiated in the 1980s. These areas were retained when the current District Plan was reviewed between 2013 to 2016.

It is understood the methodology and criteria developed to identify these areas were based on current best practices for assessing and identifying character areas, and they align with the relevant provisions in the RPS.

The areas to which the Character Zones currently apply make up a relatively small proportion of

the overall spatial extent of the city subject to PC 12 and, as such, are unlikely to significantly compromise the intensification outcomes sought by the MDRS and Policy 3 of the NPS-UD. New Character areas would need assessment.

On this basis, it is considered practical and reasonable to adopt the identified character areas within the Operative District Plan and recognise the sites and areas within these areas as one of the Qualifying Matters listed in sub-section (j) of Sections 77I and 77O of the RMA.

To preserve this character, given its importance to the communities of Hamilton, the following objectives and policies are contained in the District Plan.

All Character Zones

Objective - 5.2.1

The Special Character Zones retain and enhance their identified values.

Policies

- 5.2.1a- Cumulative adverse effects on the character of the area are avoided
- wherever practicable.
- 5.2.1b - Development is consistent with the reasons for the site being included within a Special Character Zone.
- 5.2.1c - The size and scale of buildings and structures is compatible with the amenity of the locality.
- 5.2.1d - Buildings are designed so they do not physically dominate or adversely affect the residential character of the neighbourhood.
- 5.2.1e - Significant vegetation and trees should be preserved.
- 5.2.1f- New urban development in the Peacocke Structure Plan area should demonstrate consistency with the urban design guide for the development and create residential and commercial areas of high amenity which respond positively to the area's natural environment.
- 5.2.1g - Urban development in the Rototuna North East Character Zone maintains the natural pattern of the area's landforms as a key feature of residential development along with ensuring that development retains upper hill slope as legible features of the area's skyline.

Objective 5.2.2

Residential development produces good onsite amenity.

Policies

- 5.2.2a - Residential design achieves quality on-site amenity by providing:
 - i. Private, useable outdoor living areas.
 - i i. Access to sunlight and daylight throughout the year.
 - i i i. Adequate storage space and service areas to accommodate typical residential living requirements.
 - ii. Insulation to avoid or mitigate adverse noise effects.
 - iii. Any parking and manoeuvring areas on-site to meet the needs and convenience of residents.
 - iv. Energy-efficient and sustainable design characteristics and technologies where compatible with the scale and form of residential development.
- 5.2.2b - Residential sites adjacent to public space should achieve visual and physical connectivity to these areas.

- 5.2.2c -Building design and location should protect the privacy of adjoining sites.
- 5.2.2d - Buildings should be designed to conform to natural topography.

The District Plan also sets out specific objectives and policies applying to each of the relevant zones e.g., Special Residential Zone, Special Heritage Zone etc.

To contribute to Council’s preparations for giving effect to the National Policy Statement on Urban Development 2020 (NPS-UD), Hamilton City Council commissioned a review of the existing Special Character Zones (SCZs) (“Special Residential” and “Special Heritage” subsets) that are identified in the Operative District Plan (ODP).

These review recommendations included (among others) identifying Hamilton East and Claudelands extents as “Historic Character Areas” (HCAs) rather than their existing “Special Residential” subset. It was also recommended they remain under the existing Special Character Zones provisions of the ODP (Chapter 5 / Appendix 4).

This report provides site-specific analysis of specific character areas within the residential zones of Hamilton. A key output of this study was *“the site-specific data collected by on-the-ground surveying of each identified Study Area at a property-by-property level...”* This technical report has informed the assessment and proposed alternative controls described below.

Reference: Hamilton City Review of Existing Character Areas, Prepared by Lifescapes Ltd for Hamilton City Council, March 2021 – FINAL REPORT

The qualifying matter is incompatible with the level of development permitted by the Medium Density Residential Standards (as specified in Schedule 3A) or as provided for by policy 3 for that area (s77J(3)(a)(ii), s77L(a) and (b) of the Resource Management Act 1991)

Residential development within Hamilton City has resulted in areas that are distinctive in character to Hamilton and provide an important contribution to the overall make-up of the City. For example, there are groups of dwellings within the General, Medium Density and High-Density Residential Zone that potentially have special character. Plan Change 12 proposes to remove the existing character zoning and therefore does not seek to maintain this character.

The s32 evaluation report the ‘summary of key changes proposed in PC 12’ sets out that the requirements of the HSAA and NPS-UD are met through proposed changes to the district plan, including ‘Retention of existing qualifying matters’.

However, as PC 12 deletes Chapter 5 (Special Character Zones) it essentially removes the existing Character Zones as Qualifying Matters with no alternative mechanism to manage character areas provided. PC 9 introduces Historic Heritage Areas, but those provisions are subject to a separate plan change process later in the year.

Intensification at the level provided by the Medium Density Residential Standards is not compatible with the communities’ desire to retain Character zones and local neighbourhood character. This is acknowledged in the s32 report which notes the removal of the Special Character *“would result in the potential loss of the current level of amenity and characteristics as identified within these areas due to future intensification”* (page 12).

The s32 report also points out the deletion of the Special Character Zone chapter *“would result in potential environmental costs of good design, character and amenity controls due to the lack of resource consent process”*. (Page 12)

These areas are important as they are a physical representation of a period in the development of the city and they create unique characteristics in the City's urban landscape. It is considered important to preserve the character values present in Hamilton Character areas.

Proposed modifications to the MDRS to accommodate the qualifying matters

Current District Plan rules

The district plan currently contains rules which should be retained to accommodate existing qualifying matters (with some modification). The current regime in the district plan is that demolition, building relocation and construction of a second and subsequent (single) residential unit per site requires resource consent at different levels, depending on the relevant sub-zone.

Plan Change 9 proposes 32 Historic Heritage Areas, some of which overlap with the existing Character Zones in the Operative District Plan such as the Frankton Railway Village which is currently within Chapter 5 and proposed as a Historic Heritage Area under Plan Change 9. Both Special Character and Heritage provisions should also be fit for their intended purpose and complement each other.

The proposed additions to the character areas should be based on the Character Area Review undertaken by Lifescapes (2021 Final report) which recommended the formation of Historic Character and Historic Heritage Areas. This included identifying Hamilton East and Claudelands extents as "Historic Character Areas" (HCAs) to remain under the existing Special Character Zones provisions of the Operative District Plan (Chapter 5 / Appendix 4). The recommendations were based on a site-specific analysis of street facing properties within the study area.

If existing character areas proposed as historic heritage areas meet the threshold of historic heritage in PC9 then this qualifying matter is preferable.

Additional Character area have also been requested by submitters as part of Plan Change 12 for new character areas to be created.

The existing character zones are currently shown by site on the planning maps.

Range of options

Section 77L(c)(iii) of the Resource Management Act 1991 requires consideration of a range of options to achieve the greatest heights and densities permitted by the Medium Density Residential Standards or as provided for by Policy 3 while managing the specific characteristics.

The PC12 s32 evaluation considered two options in relation to Special Character zones:

- **Option 5:** Status Quo – retain existing standards and existing chapter for Special Character Zones
- **Option 6:** Rezone all applicable sites to align with residential zones and MDRS under Residential Zones Chapter and delete the existing Special Character Zones Chapter and appendices in whole

It was recommended by Council *"that Option 6 is most appropriate because it will result in a consistent and effective plan, and it will comply with the HSAA and the NPS-UD"*. The report considers that 'the recognition of special character' is not justified as a Qualifying Matter (page 11). There is no discussion as to why this is the case within the report.

Waikato Heritage Group [submission 155] submitted in support of retention of the Character zones and submitted that

“...removal of the Character Chapter is PC12 requires more consideration to allow for a transition between zones and HHAs”

The Waikato Heritage Group also considered that *“Full removal of character zones and associated rules is not supported. Some proposed historic heritage areas may be better as ‘character areas’, but if the chapter is removed there is no options”*

There is scope to have both Character Zones and Historic Heritage Areas – potentially Character could be applied in those areas that do not meet the criteria threshold for establishing a Historic Heritage Area. Therefore, covering different areas within the City’s residential zones.

The heights and densities promoted by the Medium Density Residential Standards or Policy 3 of the National Policy Statement on Urban Development 2020 are inconsistent with the character values that exist on the existing character zones and other potential Character zones in Hamilton.

Section 5.1 of the Operative District Plan notes *“The unique character or values of these areas can be compromised by site redevelopment, infill development, demolition of character homes, additions and alterations of existing buildings and the design and location of structures such as fences, if these have little regard to the area’s dominant character”*.

The intensification requirements under the Medium Density Residential Standards or as provided for by Policy 3 do not provide for the retention of character as per the District Plan and it should be determined by the Council that is essential to retain and protect these character values.

For this reason, it is considered provision for Character overlays is the most appropriate way of retaining the character values where they are valued by the communities in Hamilton and professional assessed, such as through the Lifescapes report.

There is a level of importance that character has in the fabric of the city, that makes it inappropriate to enable higher density development without resource consent assessment to give consideration to any impacts upon the special character values that have been identified.

The Lifescapes report(s) should have this should have been an input to inform PC 12 and associated s32 evaluation. It appears this has not been done.

Integration of historic heritage has not been provided within PC 12 with significant chapter objectives and policies and extents in PC9, to assist with assessment impacts.

Assess the impact that limiting development capacity, building height or density (as relevant) will have on the provision of development capacity (s77J(3)(b) of the Resource Management Act 1991)

As a Tier 1 council HCC undertook a housing capacity assessment as precursor to meeting its requirements under the NPS-UD. Dr Davey’s evidence is that based on the 2017 assessment by Market there is a significant amount of the market feasible supply, well in excess of forecast

demand even with the application of qualifying matter (paragraph 56).

It is not expected that there will be any significant impact on the provision of development capacity through the retention of the existing character zone framework.

If a development is not able to meet the required standards for a character zone a resource consent application for the activity will be required.

Within the existing and expanded/new Character zones areas, it is important to note the District Plan would still enable development to occur but within a context that recognises and is sympathetic to the identifiable attributes of character areas. A resource consent application would allow for proper assessment.

Assess the costs and broader impacts of imposing those limits (s77J(3)(c) of the Resource Management Act 1991).

It is acknowledged that landowners who do not meet the requirements of the proposed rules will have to bear the costs of applying for a resource consent and any assessment that is required by the assessment criteria for consented activities.

It is unclear whether any cost/benefit analysis been undertaken in relation to existing character areas in the Operative District Plan that would inform this consideration.

The report titled: *The Value of Urban Design: The economic, environmental and social benefits of urban design* (June 2005) from the Ministry for the Environment identifies the economic, social and environmental findings about local character as an urban design element:

	ECONOMIC VALUE FINDINGS	SOCIAL/CULTURAL VALUE FINDINGS	ENVIRONMENTAL VALUE FINDINGS
LOCAL CHARACTER	<ul style="list-style-type: none">▪ Attracts highly skilled workers and new economy enterprises.*▪ Assists the promotion and 'branding' of cities and regions.*▪ Contributes a competitive edge by providing a 'point of difference'.*▪ Potentially adds a premium to the value of housing.*	<ul style="list-style-type: none">▪ Reinforces a sense of identity among the residents of a neighbourhood.*▪ Encourages people to become actively involved in managing their neighbourhood.*▪ Offers choice among a wide range of distinct places and experiences.*	<ul style="list-style-type: none">▪ Supports conservation of non-renewable resources.*

The broader impact of the modifications to the Medium Density Residential Standards could potentially be a lower density and lower buildings heights are achieved in order for the character values of the buildings to be retained and protected.

It is noted that the **areas likely affected by [existing and new] Character overlays only represent a relatively small proportion of the spatial extent of residential zones within Hamilton that are subject to PC 12.**

A positive impact would likely be that any additions or additional buildings would need to be done in a manner sympathetic and respects the existing character values which would help retain the existing level of character values.

A description of how the modifications to the Medium Residential Standards as applied to the relevant residential zones are only limited to those modifications necessary to accommodate

qualifying matters.

The existing Character zones have been shown on a site-by-site basis on the Operative District Plan planning maps.

Any modifications required as a result of the Character zone qualifying matters will only be applicable to properties located within these areas which are clearly defined in the District Plan planning maps, and any additional/expanded Character areas can be reflected on planning maps also.

APPENDIX 2 Plan Change 12 – Character- sample of focused submissions [requests for retention/deletion of Character zones]

Note: Further submissions have not yet been published [as at 30 January 2023]

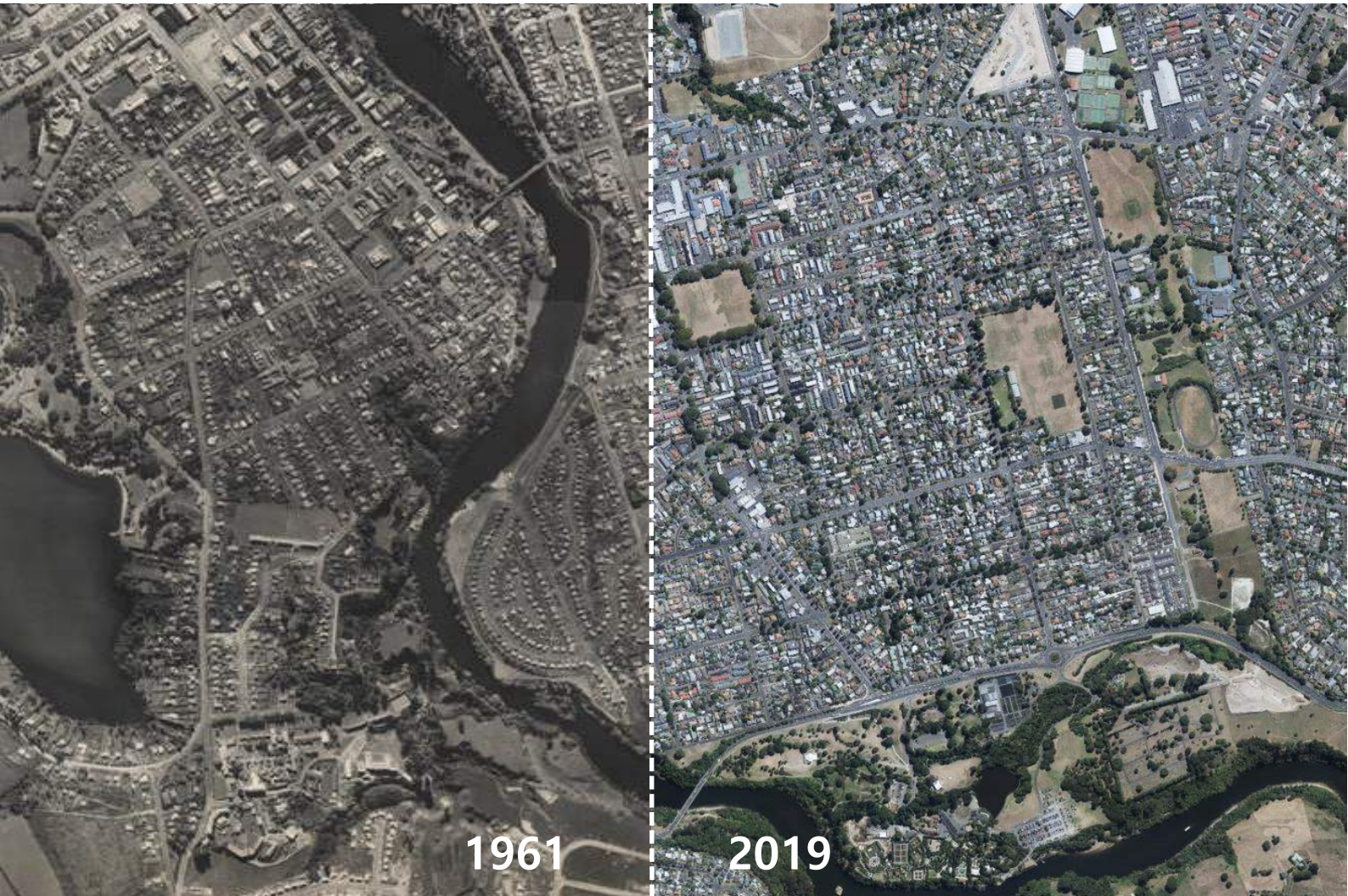
Submission point	Submitter	Summary of decision requested
12.1	T Mace	Seeks amendments to the proposed high-density buildings to allow for history and character to be preserved
35.1	Frankie Letford	The submitter suggests that the District Plan should have overlays on groups of houses that cluster together to reflect a style of housing and retain some of the historical features, like what has been done for the Frankton houses and Hamilton East state house overlays. He believes that there should be other parts of Hamilton where there is a street of the classic 1960/70 style houses (i.e., in Dinsdale) and Hamilton can be made into a place where periods of house styles can be viewed.
64.1 & 64.2	Christina Mulholland	The submitter seeks to keep the character of higher density new builds. Something similar to what Brookfield are doing in Christchurch https://brooksfeld.co.nz/current-listings/ . Keep the character in all areas not just historic heritage areas.
114.1 & 114.2	Anneliese Ginnaw	The submitter seeks to ensure that any pre-1940 home currently under the protection of a special character zone (specifically, but not exclusively West Claudelands) is categorized as part of the new HHA designation to preserve the character of the areas.
156.12	NZIA Registered Architect Practices - Brian Squair	The submitter opposes to the removal of the chapter because as a result of removal there is no option of character which in other councils remain.
160.32-160.47; 160.166 –60.173; 160.191- 194; 160.222;160.224; 160.183-190; 160.239-160.247; 160.258; 160.261; 160.266;160.239- 247;160.347	Kainga Ora - Homes and Communities – Gurv Singh	Amendments are sought for consistency with the Kāinga Ora submission on Plan Change 9 - Historic Heritage and Natural Environment (“PC9”). Kāinga Ora seeks the deletion of any proposed changes in PC12 that seek amendments to historic heritage and special character zones, consistent with the relief sought in PC9. Kāinga Ora considers that the proposed changes across PC9 and PC12 are not qualifying matters, as the assessments in its view, do not meet the requirements under s6, s77I, s77J, s77K, and/or s77L of the RMA.
166.2	Property Council New Zealand - Logan Rainey	Re-evaluate their heritage, character and archaeological sites to ensure that they strike a better balance of preserving true heritage as opposed to their current approach which is extremely liberal on the definition.
342.22	Sarah Josephine & Zoe Georgina Yzendoorn	No specific relief sought; the submitter supports the removal of the Special Character Zones from the District Plan.
209.1	Renee & Tim Beere	Retain Claudelands as a Special Character Area; and allow for development within the current rules.
216.5	Alexander (Sandy) Elliot	Supports the activity rules such as making apartments NC, & the limits on lot sizes. These are consistent with

Submission point	Submitter	Summary of decision requested
	Adam Archer	earlier protections in the area (under Special Character provisions of the DP before PC9). Hence, the provisions of PC12 will be consistent with has previously been accepted in the area (that is, established precedents).
224.1	Aaron Paul Beveridge	Consider a heritage zone in the Gillies Ave, East Street, Young Street, Brooklyn Road area to preserve the character, heritage and environment of the area.
232.1	Christina Mulholland Kelsey Holland	The submitter seeks for higher density new builds to keep the character of the area where they are located. And that character in all areas is kept, not just in historic heritage areas
306.1	Ewan Opie	Developers are required to undertaken consultation with local residents to understand and address impacts on the specific neighbourhood character in order to maintain them.
327.1	Carla Parry	No specific relief sought Note: The submitter believes the plan change gives little consideration to the character and established communities in existing neighbourhoods and disagrees with high rise typology in residential suburbs.
350.1	Margaret Louise Sale Frankton East Residents Group	Retaining the Character Zone, and placing our area within this as the option of being within the proposed historic heritage area has been undertaken in Plan Change 9 without most of us being aware of this. We seek inclusion in the historic heritage area as we have not been consulted with and these streets form part of the historic area. A neighbourhood plan which will be within the district plan rules, consulted in partnership with our Frankton East neighbourhood, retains its existing character, and includes aspects such as trees and street parking Clear objectives and policies written in the District Plan that protect and enhance existing character and amenity and ensure that consideration is given to neighbouring properties and the impact on the wider neighbourhood of housing developments.
155. 81	Waikato Heritage Group	Retain character as an overlay zone and associated rules. Amend Chapter to Character Overlay Zone and retain rules and appendix. The removal of Character Zones does not leave the options for historic heritage that may not meet the threshold to be considered under Character zone and associated amenity values. This can also provide a transition between the main zone and historic heritage. Character is talked about in the proposed plan however is not defined and there is no character area option unlike in other cites which would assist with the proposed changes to existing neighbourhoods.

Hamilton City Review of Existing Character Areas

Prepared by Lifescapes Ltd for Hamilton City Council

March 2021 – FINAL REPORT



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1. EXECUTIVE SUMMARY

This report provides Hamilton City Council (HCC) with a review of the existing Special Character Zones (SCZs) ("Special Residential" and "Special Heritage" subsets) that are identified in the Operative District Plan (ODP). Its purpose is to contribute to Council's preparations for giving effect to the National Policy Statement on Urban Development 2020 (NPS-UD).

Four Study Areas were identified for review: **Hamilton East, Claudelands, Frankton Railway Village** and **Hayes Paddock**. The extent of each Study Area included the existing SCZs' coverage plus additional streets in the vicinity where similar historic character attributes were present.

Each Study Area was surveyed using an ArcGIS web-based application developed in collaboration with HCC. On-the-ground street surveying collected contemporary data for each street-facing property in the Study Areas. Data collected includes GPS-location and photograph of each individual property, key streetscape and property-specific attributes, and the contribution that each property makes to the area's character.

The survey findings have been used to shape the recommendations of this report. For each Study Area it provides: a historical overview, key period of significance and architecture of significance; contemporary analysis of the historical character qualities and physical intactness of the Study Area's individual properties and streetscapes; Statements of Significance for each area; and recommendations for boundary adjustments and management hierarchy.

RECOMMENDATIONS

Key recommendation:

- Redefine Frankton Railway Village and Hayes Paddock as scheduled Historic Heritage Areas (HHAs), rather than Special Character Zones (Special Heritage subset). Group-schedule both HHAs in Appendix 8 *Historic Heritage* of the ODP and subject to the provisions of Chapter 19. Identify all original buildings as Primary Items. Elevating these areas from special character to historic heritage recognises their national historic heritage significance and appropriately puts them into a "matter of national importance category" under the RMA and the NPS-UD.

Other recommendations:

- Re-identify the north portion of the existing Hamilton East SCZ to be the southern portion of the Claudelands area. This is shown on the "**Recommended HCAs: Hamilton East and Claudelands**" map below. This approach provides greater alignment with the distinct historical establishment of these two different areas, creating a stronger case for their particular character attributes highlighted for retention.
- Alter the boundaries of Hamilton East and Claudelands SCZs as shown in the "**Recommended HCAs: Hamilton East and Claudelands**" map below. This refinement, based on contemporary survey analysis, appropriately delineates character-defining properties and their streetscapes. This establishes a robust basis for future retention under the requirements of the NPS-UD.
- Identify Hamilton East and Claudelands extents as "Historic Character Areas" (HCAs) rather than their existing "Special Residential" subset. They would remain under the existing Special

Character Zones provisions of the ODP (Chapter 5 / Appendix 4). This proposed change is to highlight and clarify the key basis for their identification, being their historic settlement period and architecture, such that the purpose for their retention as distinctive areas is clear.

- Identify the full extent of Hamilton East HCA and Claudelands HCA as a Dwelling Control Area. Individually identify each character-defining dwelling in the HCAs.
- Consider small clusters within the Hamilton East HCA and Claudelands HCA for possible group-scheduling as Historic Heritage Areas. Proposed clusters are identified in the “**Recommended HCAs: Hamilton East and Claudelands**” map below. Undertake further historical research, analysis and assessment of these clusters.
- Incorporate the Statements of Significance prepared for Frankton Railway Village, Hayes Paddock, Hamilton East and Claudelands into the ODP. The purpose of embedding the Statements within the ODP is to provide a basis for: understanding why the identified area has been designated as an HHA / HCA; understanding their particular historic heritage / historic character values; and assessing future resource consent applications for Discretionary / Restricted Discretionary activities.
- Prepare contemporary design guides for Frankton Railway Village, Hayes Paddock, Hamilton East and Claudelands, potentially using the 2006 *Hayes Paddock Design Guide* as a model and using ArcGIS as an interactive web-based tool. Incorporate these guides into the ODP. Design guides have the potential to become an important resource for ODP users, providing a simple explanation regarding the values of an area, the protection afforded to it, and guidance for future works.

Operative District Plan Zoning Map:
Hamilton East and Claudelands

KEY:

- SCZ: Special Heritage zone
- SCZ: Special Residential zone
- RIZ: Residential Intensification zone

Recommended HCAs: Hamilton East
and Claudelands

KEY:

- HHa: Historic Heritage area
- HCA: Historic Character area
- Possible HHa
- Existing ODP RIZ
- Opportunity for residential intensification
- Opportunity for residential intensification (sensitive to HCA)

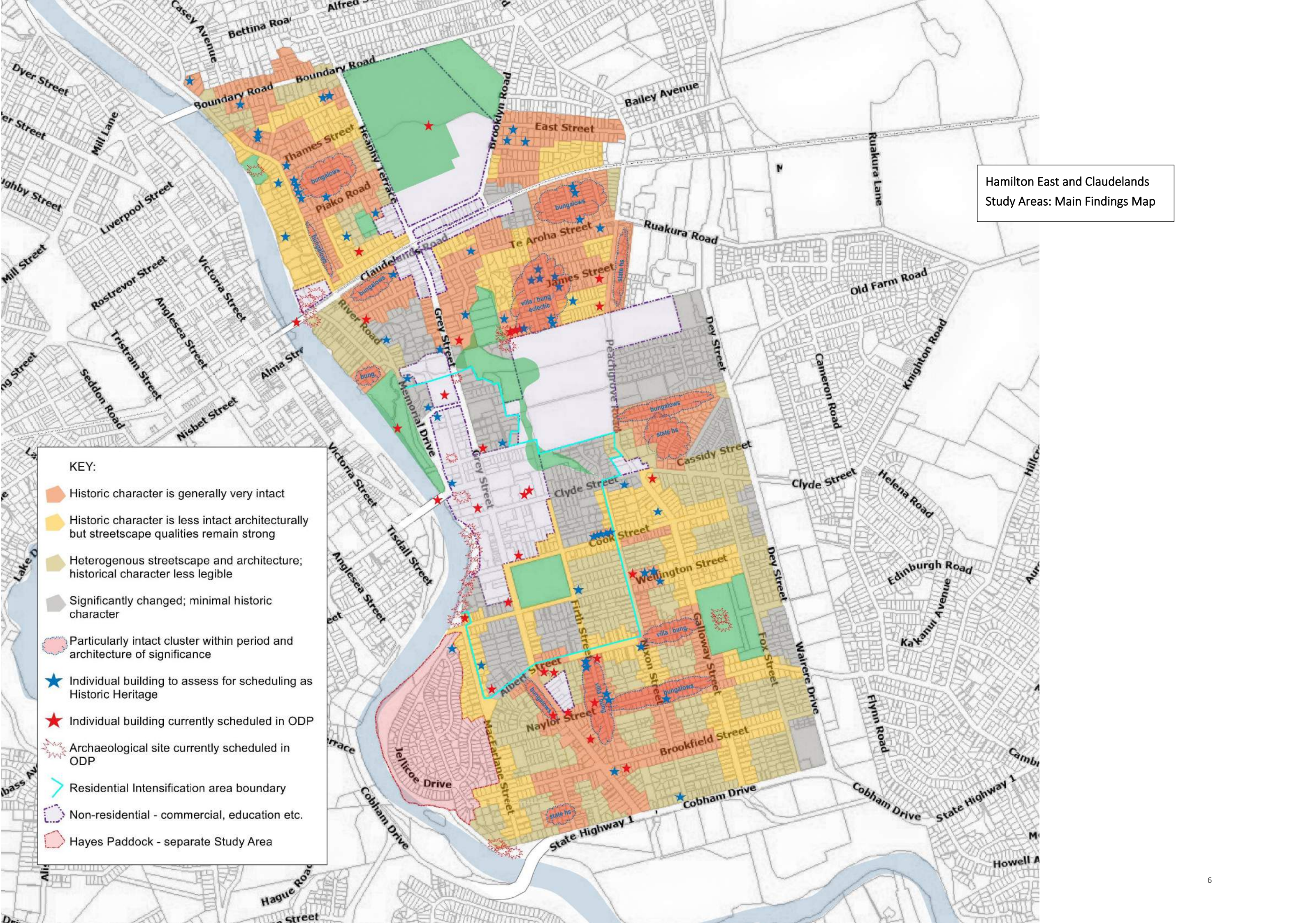
CLAUDELANDS

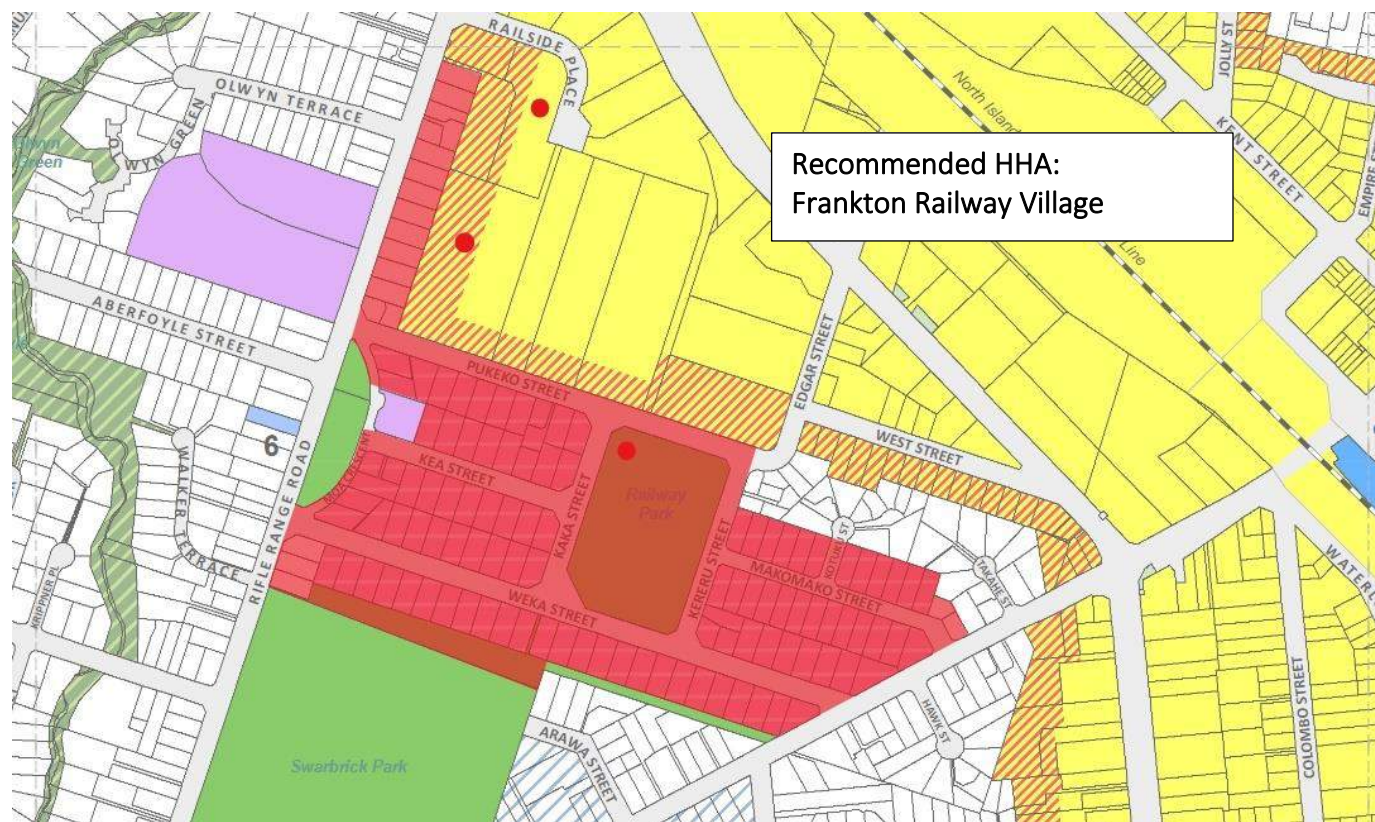
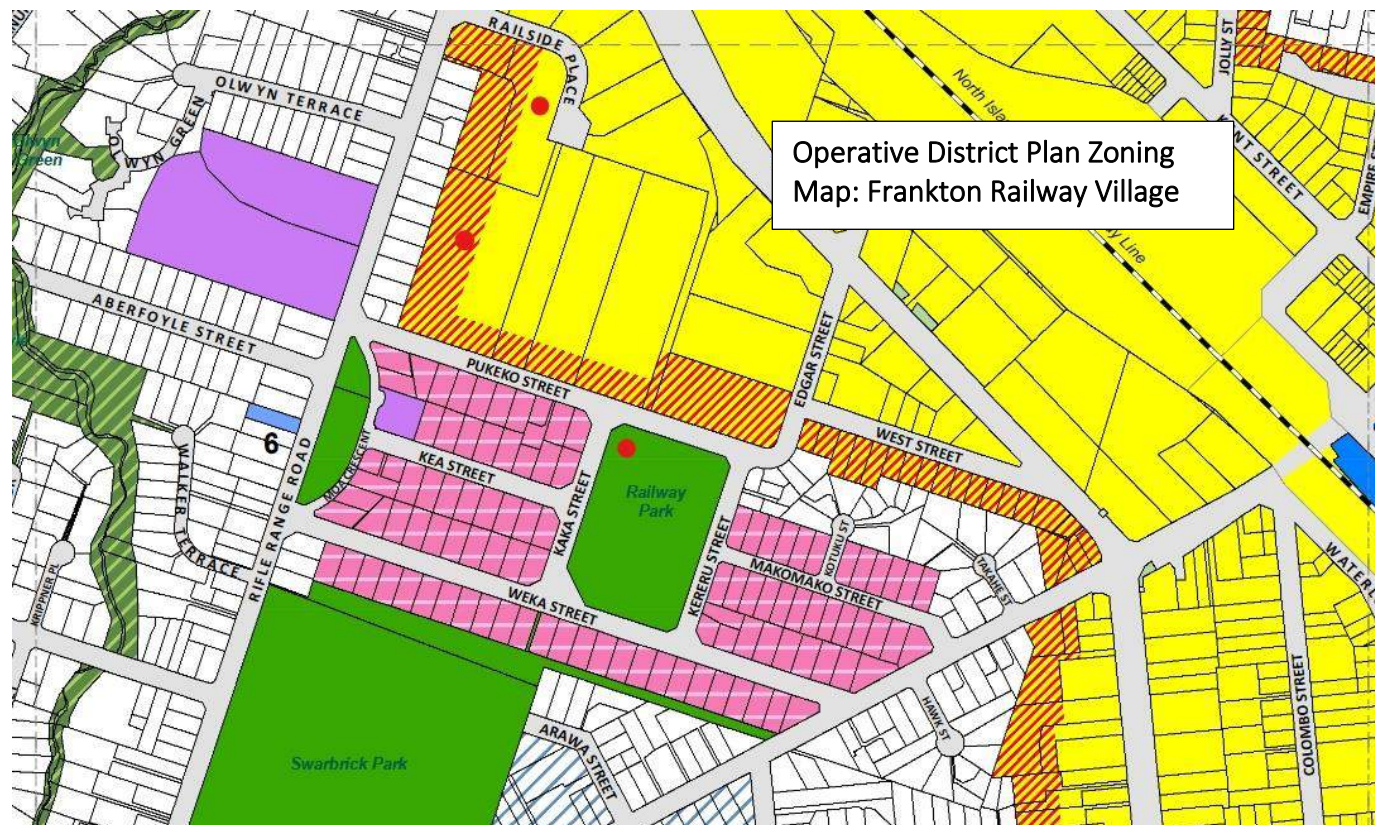
HAMILTON EAST

Hamilton East and Claudelands
Study Areas: Main Findings Map

KEY:

- Historic character is generally very intact
- Historic character is less intact architecturally but streetscape qualities remain strong
- Heterogenous streetscape and architecture; historical character less legible
- Significantly changed; minimal historic character
- Particularly intact cluster within period and architecture of significance
- Individual building to assess for scheduling as Historic Heritage
- Individual building currently scheduled in ODP
- Archaeological site currently scheduled in ODP
- Residential Intensification area boundary
- Non-residential - commercial, education etc.
- Hayes Paddock - separate Study Area





2. INTRODUCTION

Brief	Review of Hamilton City Council's existing Special Character Zones (SCZs) identified in the Hamilton City Operative District Plan 2017 (ODP).
Subject Study Areas	<p>The four areas identified as SCZs in the ODP Chapter 5.1.1a) and 5.1.2b), being:</p> <ol style="list-style-type: none"> 1. Claudelands West, 2. Hamilton East (including the Hamilton East Villa Precinct, Firth Street), 3. Frankton Railway Village, and 4. Hayes Paddock. <p>In addition to the above areas identified in the ODP, the study extends to other streets in the vicinity of the SCZs. The four Study Areas are shown in the Study Area map at Figure 1 below.</p>
Commissioning details	<p>Hamilton City Council (HCC)</p> <p>Alice Morris, Principal Planner, City Planning Unit.</p>

2.1. Purpose

This study follows as "stage 2" to the *Hamilton City Special Character Study 2020 (2020 Character Report)*, completed by Lifescapes in July 2020 for HCC. The 2020 Character Report provided a high-level overview of the city in terms of special character. Desktop analysis (using Council's archival aerial photographs, Hamilton District Plan maps, Google Maps and Google Street View) identified areas that legibly represent themes of historical and physical settlement patterns, architectural forms and landscape qualities, and signalled these for potential future special character areas. The 2020 Character Report did not examine HCC's existing SCZs, due to its focus on potential additional areas (rather than those already covered by a SCZ).

This report re-focuses on HCC's existing SCZs that are identified in the ODP Chapter 5. It provides a review of their coverage and boundaries, assessment of their historic character qualities, and recommendations regarding how they are identified and managed going forward. Its purpose is to contribute to Council's preparations for giving effect to the National Policy Statement on Urban Development 2020 (NPS-UD).

2.2. Report outline

A key output of this study is the site-specific data collected by on-the-ground surveying of each identified Study Area at a property-by-property level, applying the Attributes Checklist established in Stage 1. The survey findings provides the basis for this report, which includes:

1. Analysis of each identified Study Area: Historical analysis and summary; establishment of key period of significance / architecture of significance; contemporary analysis of the historical character qualities and physical intactness of the individual properties and streetscapes within

the area; recommended amendments to extent of areas, including extensions and retractions in line with the survey findings.

2. Statements of Significance for the two proposed Historic Character areas (**HCA**) – Hamilton East and Claudelands to support their consideration as a qualifying matter under NPS-UD Part 3.32(1)(h).
3. Statements of Significance for the two proposed Historic Heritage areas (**HHA**) – Frankton Railway Village and Hayes Paddock, to support their consideration as a qualifying matter under NPS-UD Part 3.32(1)(a) – a matter of national importance.
4. Identification of other small clusters that could collectively meet the threshold for scheduling as Historic Heritage groups under the assessment criteria of the ODP Appendix 8-1.2.

2.3. Context: The NPS-UD

The NPS-UD came into effect on 20 August 2020. As a national policy statement, the NPS-UD prevails over the Waikato Regional Policy Statement (**RPS**) and the ODP. The purpose of the NPS-UD is “to ensure that New Zealand’s towns and cities are well-functioning urban environments that meet the changing needs of our diverse communities.”¹

The release of the NPS-UD places new development requirements on Hamilton as a “Tier 1” local authority.² Tier 1 local authorities are required to give effect to a range of policies focused on achieving well-functioning urban environments through urban intensification. In particular, a key NPS-UD objective is that:

Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:

- (a) the area is in or near a centre zone or other area with many employment opportunities,*
- (b) the area is well-served by existing or planned public transport,*
- (c) there is high demand for housing or for business land in the area, relative to other areas within the urban environment.” (NPS-UD Part 2.1 Objective 3).*

Policy 3(c) provides further specific direction, requiring district plans to enable building heights of at least 6 storeys within at least a walkable catchment of existing and planned rapid transit stops, and the edge of city centre and metropolitan centre zones.

“Walkable catchments” are yet to be fully tested, but MFE guidance indicates that territorial authorities may consider 800m (or an average 10 minute walk) as a starting point.³ In Hamilton, the generally flat

¹ Ministry of Housing and Urban Development, NPS-UD

² NPS-UD Appendix Table 1

³ Ministry for the Environment. “Understanding and implementing intensification provisions,” Section 5.5.

topography and good bicycle connectivity could conceivably extend catchment boundaries. The existing SCZs are all fully or partially within this catchment definition, when considering proximity not only to the city centre but also to Hamilton East, Frankton and Chartwell as metropolitan centre zones and their related public transport services.

The NPS-UD (3.32(1)) sets out “qualifying matters” that territorial authorities can consider when proposing to modify the building heights and densities required by the NPS-UD.⁴ These include matters of national importance (as defined under section 6 of the Resource Management Act (**RMA**)), of which “historic heritage” is one. The qualifying matters do not include any reference to special character or urban amenity per se; however, they do include “any other matter that makes high density development... inappropriate in an area” (3.32(1)(h)). To be able to be considered in the “qualifying matter category,” an evaluation report is required under Section 32 of the RMA (**Section 32 report**) which provides site-specific analysis, identifies specific characteristics that make the level of development inappropriate, and justifies this in light of the national significance of urban development and the objectives of the NPS-UD (3.33(3)).

The NPS-UD therefore has significant implications for how areas of historical character can be identified and retained in a collective way. The aim of this survey and report is to contribute to refinement and clarity of Hamilton’s identified SCZs such that their historic character and historic heritage values can continue to be appropriately protected, maintained and managed.

2.4. Overall approach and terminology

The ODP (Chapter 5) differentiates two different sub-categories within the overarching Special Character zone (SCZ) descriptor.

- Hamilton East and Claudelands are “Special Residential Zones” (ODP 5.1.1)
- Frankton Railway Village and Hayes Paddock are “Special Heritage Zones” (ODP 5.1.2).⁵

In referring to the ODP’s status quo, this report uses the acronym “**SCZ**” to refer to each of the four Special Character Zones identified above (e.g., “the Claudelands SCZ”, “Hayes Paddock SCZ” etc).

In this report’s recommendations for identified areas, the following terms are used:

- Historic Character Area (**HCA**) – applies to the areas identified in Hamilton East (see Section 4.5) and Claudelands (see Section 5.5),
- Historic Heritage Area (**HHA**) – applies to Frankton Railway Village and to Hayes Paddock. It is also provisionally applied to additional groups of properties that may meet the assessment criteria for group-scheduling as Historic Heritage places. These clusters are identified in Sections 4.8 and 5.8 and include the Hamilton East Villa Precinct (Firth Street).

⁴ NPS-UD Section 3.32

⁵ The Hamilton East Villa Precinct is also identified as a Special Heritage Zone. This is discussed as part of the Hamilton East Study Area, see Section 4.8.

The reason for this changed terminology is twofold.

First, the findings of this report confirm an important difference between the Study Areas of:

- Frankton Railway Village / Hayes Paddock – which require identification and management as historic heritage places, a matter of national importance under Section 6 of the RMA; and
- Hamilton East / Claudelands – which appropriately sit in a special character-type management framework (and therefore under RMA Section 7 “other matters,” a lesser test).

See the historic heritage / character discussion below.

Second, using the word “area” rather than “zone” is a place holder to acknowledge different planning options that may exist for how HCAs and HHAs could be achieved. For example, they could be *overlays* rather than zones, which may enable a more holistic approach in terms of public realm inclusion – street trees, parks etc. However, the use of the zoning framework may provide a clearer and more certain approach by avoiding potential confusions between overlays and underlying zoning. While it is outside of the scope of this report to consider such matters, the terminology HCA / HHA is to highlight that they are distinct and that they need consideration in planning terms.

Differentiating clearly between “Historic Heritage” and “Character”

There is currently potential for confusion between “heritage” and “character” in the structure and terminology of the ODP. In particular, Frankton Railway Village and Hayes Paddock are variously understood by residents, the general public and HCC as a “heritage area” or “heritage precinct,”⁶ but they are formally categorised under the special character provisions of the ODP. While it is common for the terms “heritage” and “character” to be used interchangeably, they are two different things with regard to the provisions of the ODP and in terms of how they are interpreted legally under the RMA.

Under the ODP, buildings, structures, places and sites identified as Historic Heritage are considered significant such that they warrant recognition and protection, with the acknowledgment that they are “a finite resource which cannot be replaced”(ODP 19.1). The intention of the Special Character Zones, on the other hand, is to protect, maintain and enhance the particular special characteristics of identified areas while anticipating (and appropriately managing the effects of) ongoing development and change (ODP 5.1).

⁶ This is further complicated by earlier proposed versions of the District Plan which defined the Frankton Railway Village as a “heritage precinct” (see Hamilton City Proposed District Plan, November 2009, Heritage Precincts Overlay Rule 2.4-1), while the operative version uses the nomenclature of “special heritage zone” under the SCZ.

HCC's distinction between historic heritage and special character is generally consistent with other territorial authorities⁷ and with the RMA. Historic heritage is recognised in the RMA as a "matter of national importance" (section 6(f)) which requires protection from inappropriate subdivision, use, and development. Character, on the other hand, is not defined nor bound by any legislative requirements under the RMA. It is generally considered under "other matters" in section 7(c) and (f), which focus on overall amenity.

As discussed in Section 2.3, the NPS-UD also follows this approach – historic heritage is specifically identified as a qualifying matter when considering intensification requirements,⁸ whereas special character loosely falls into the "any other matter" consideration. It is therefore particularly critical now, as the city responds to the requirements of the NPS-UD, to be very clear on whether a group of buildings or neighbourhood area should be considered under a historic heritage planning framework or a special character one.

As laid out in the body of this report, Frankton Railway Village and Hayes Paddock demonstrably meet the ODP assessment criteria for group-scheduling as Historic Heritage Places. It is considered that they should therefore be included as such in the ODP Appendix 8 *Historic Heritage* and subject to the provisions of Chapter 19. While the ODP does not yet have any groups of properties collectively scheduled in this way, it is noted that the approach has precedence in the Auckland Council Unitary Plan and Wellington City Council District Plan.

With regard to Hamilton East and Claudelands, survey findings confirm that these larger and more diverse areas appropriately sit within a special character-type management framework rather than a historic heritage one, although there may be smaller clusters within these areas that warrant further investigation as HHAs. These are identified in the recommendations for each Study Area.

Use of the term "Historic Character"

Finally, a comment on the use of the term "Historic Character" area rather than the existing "Special Residential" subset of the ODP Chapter 5. This proposed change is to highlight and clarify that the key distinctiveness of these areas is their historic attributes – settlement period, historic architecture, historically-established urban structure, green structure etc., and that this is the basis for their identification and particularised management in the ODP. It seeks to make the purpose for their retention as distinctive areas clear, which will in turn assist in forming a robust basis for future retention under the requirements of the NPS-UD.

⁷ Wellington City Council in particular has done significant work in this area. See Wellington City Council, *Our City Tomorrow: Planning for Growth*. Auckland's Regional Policy Statement also makes a clear distinction between "historic heritage" and "special character." See the Auckland Unitary Plan, Chapter B5.

⁸ As a matter of national importance, NPS-UD 3.32(1).

3. STUDY AREAS AND METHODOLOGY

3.1. Extent of study

The extent of the four Study Areas are defined in the map below. The Study Areas collectively cover the ODP's existing SCZs and, where appropriate, additional streets in the vicinity. Inclusion of the additional streets was determined by the findings of the 2020 Character Report, which identified these streets as having similar historical character qualities as those within the SCZ. As they are in the immediate vicinity of the existing SRZ and originate from the same development period, it is considered appropriate that their character qualities and intactness be considered as part of any SRZ boundary reassessment / confirmation. This was particularly the case in Claudelands, and to a lesser extent around Frankton Railway Village.

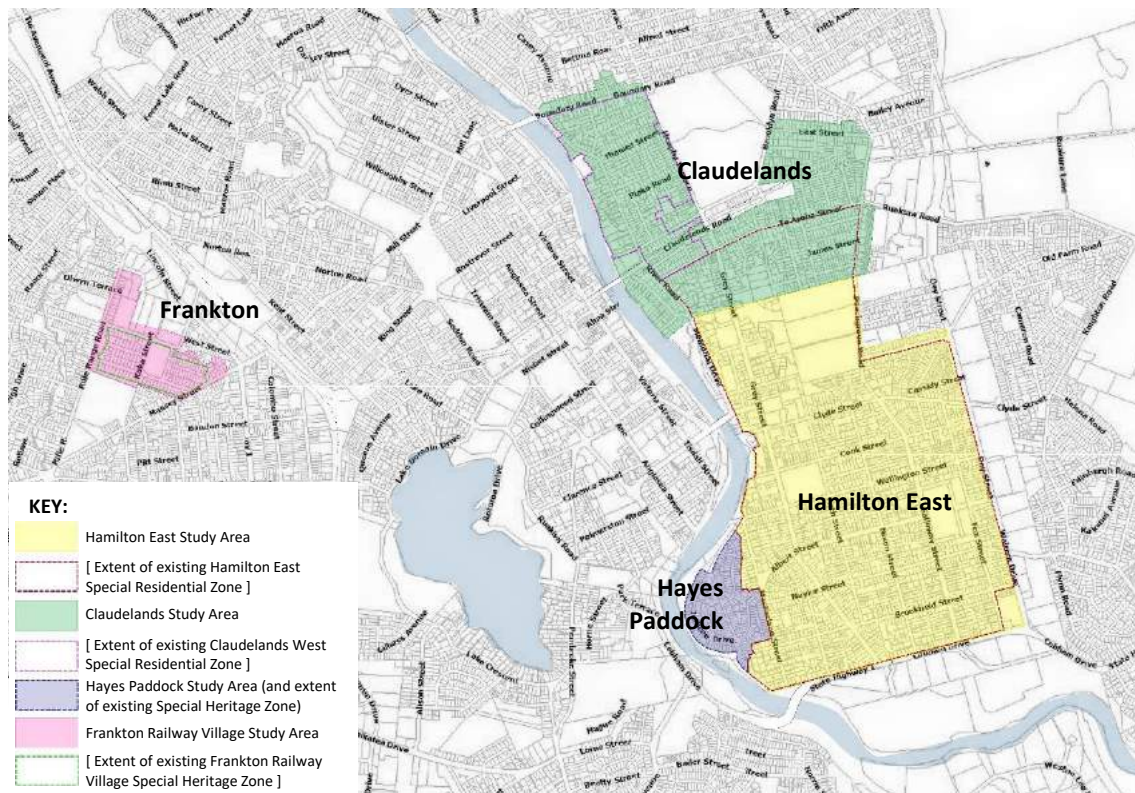


Figure 1: Study Area map – extent of the four Study Areas, with existing SCZs shown dashed.

As can be seen in the map above, the Study Area boundary between Hamilton East and Claudelands was set at the north end of Hamilton Boy's High School / Hamilton East Primary School / Parana Park, rather than at the existing SCZ boundary at the western end of Te Aroha Street.

It is considered that this boundary is more historically consistent and physically clearer than the status quo, due to:

- This boundary is consistent with the original northern extent of the 1864 survey plan of Hamilton East, the first area that developed as a settlement (see Figure 3);
- The area included in the Claudelands Study Area forms Hamilton's first boundary extension in 1912, and its suburban structure is consistent with this later period;

- The underlying landform is incised by Putikitiki (Seeley's) Gully, which creates a physical break between Hamilton East and Claudelands (see Figure 5);
- Contemporary residential intensification, business and community facilities zones divide the larger southern portion of the Hamilton East SCZ from its northern streets north of Boy's High.

The review has led to a recommendation to redefine the boundaries of the proposed Hamilton East and Claudelands HCAs to match this boundary. See Section 4.5.

3.2. Project methodology

A three stage methodology was developed and implemented by Lifescapes in collaboration with HCC staff to undertake this project. The approach was informed by the work undertaken in the 2020 Character Report, which established high-level principles, presented a broad history, established a housing typology list and outlined an attributes checklist and assessment criteria for considering and defining historic character qualities.

Stage 1: History review and thematic overview

- Review existing published histories on the Study Areas; prepare a historical summary of each Study Area relevant to the historic character assessment. It is noted that no primary historical research was conducted as part of this study. The historical summaries are largely drawn from the following texts, which are included in full in the bibliography:
 - P. J. Gibbons, *Astride the River: A History of Hamilton*, 1977
 - Barry Lafferty, *Hamilton East: Foundation for a Future City*, 2019
 - Deborah Challinor et al. *Heritage Hamilton: A Celebration of the City's Historic Buildings*, 2006
 - Laura Kellaway, "Frankton Junction and the Railway House" (BArch), 1988
 - Laura Kellaway, "Frankton Junction New Zealand Railways Settlement Conservation Area" (report), 1990
 - New Zealand Heritage Pouhere Taonga, "Frankton Junction Railway Settlement Historic Area: Frankton, Hamilton" (report), 27 October 1994
 - Ann McEwan and A. Challinor, *The Houses of Hayes Paddock, Hamilton*, 2008
 - Dave Pearson, D. "Hayes Paddock: State Housing Precinct Hamilton East – A Heritage Assessment" (report), February 2003
 - Material from the websites of Hamilton City Council, New Zealand History, Te Ara.
- Establish a key **period of significance** and **architecture of significance** specific to each Study Area, based on the history review.
- Identify the contemporary attributes of each Study Area based on those established in the 2020 Character Report, including:
 - Period of development
 - Underlying typography
 - Street patterns
 - Lot layout and density
 - Green structure
 - Housing typology.

Stage 2: SURVEY – data collection

- Develop an ArcGIS web-based application using the outputs of Stage 1 to enable “real time” recording and mapping of key streetscape and property-specific attributes within each Study Area, as well as the contribution that each property makes to the area’s character – character defining, character supporting, character neutral, character compromising. The ArcGIS application was developed by Stacy Mahon of HCC with input from Lifescapes.
- Capture data via on-the-ground street surveying. Attributes collected include:
 - GPS-location of individual property on Google base map
 - Photograph of the property as seen from the street
 - Building typology – residential / non-residential (converted) / non-residential (planned)
 - Housing typology – detached / duplex / multi-unit / townhouse / apartment
 - Period of development – pre-WWI / early 20th century / 1950s / 1960s-70s / 1980+
 - Architectural style – early cottage / villa / transitional villa / railway house / bungalow / 20th century eclectic / art deco + moderne / early state house / 1950s+ state house / 1960s plan book style / 1970s modern / modern (1980+) / modular housing
 - House setback – <5m / 5 – 10m / >10m
 - Boundary type – no edge treatment / above 1m timber fence / under 1m timber fence / above 1m masonry wall / under 1m masonry wall / hedge / other modern / other (define)
 - Whether property subdivision has negatively impacted historic character
 - Whether an infill driveway has negatively impacted historic character
 - Whether the site’s topography is a defining feature
 - Whether the site has any visible mature trees
 - Whether the property could warrant further research / investigation regarding possible scheduling as a historic heritage building (individual).

In addition, the following public realm attributes (directly in front of each property) were collected:

- Street trees
- Grass berms
- Power poles
- Accessways
- Adjacent parkland
- Other (define).

Site-specific assessments regarding character was made, with the following attributes being identified as character defining / character supporting / character neutral / character compromising:

- Overall historic character assessment (the property as a whole)
- Visible outbuildings (garage, carport etc.)
- Boundary treatment (fence etc.).

Stage 3: Data analysis and report preparation

- Analyse the attribute data collected and organise and present the results through key survey finding mapping and discussion.
- Prepare proposed HCA / HHA extent maps using the existing ODP zoning map as an underlay. Justify area extensions and retractions based on survey findings and in light of the key period of significance / architecture of significance for each Study Area.
- Highlight property clusters within the Hamilton East / Claudelands HCAs that warrant further research / investigation regarding possible group-scheduling as a HHAs, in addition to the Hamilton East Villa Precinct (Firth Street) already identified in the ODP.
- Prepare a Statement of Significance for each proposed HCA (Hamilton East and Claudelands) based on identified historical themes and physical / visual qualities.
- Prepare a Statement of Significance for each proposed HHA (Frankton Railway Village and Hayes Paddock) based on the Historic Heritage assessment criteria of the ODP Appendix 8-1.2.
- Present the survey findings in an ArcGIS dashboard for further future analyses and coordination with other future city initiatives.

3.3. Survey limitations

- Surveying was undertaken from the public realm only, with no assessment from within private properties. As such, the findings are limited to what can be seen from the street.
- Aerial photography, available from 1948, has been useful in providing confirmation of area / property development period. It is noted that several key maps from the 1948 aerial set are missing, including Frankton and southern Hamilton East. This has limited the ability to be able to confirm the age of housing stock in these areas by this means.
- No community or iwi engagement has occurred as part of this work.
- The study is focused on residential character. As such it does not address commercial, retail, institutional or community facilities, although these are noted as character supporting etc. when they occur in an otherwise residential context.

4. HAMILTON EAST STUDY AREA

Key period of historical significance:	pre-1945.
Key architecture of significance:	Pre-1900s cottages; late 19 th / early 20 th C villas; early 20 th C bungalows, art deco / moderne, eclectic styles; early state houses.
Overall level of significance:	High local significance to Hamilton.

The Hamilton East Study Area extent is shown in Figure 2 (dashed red line).

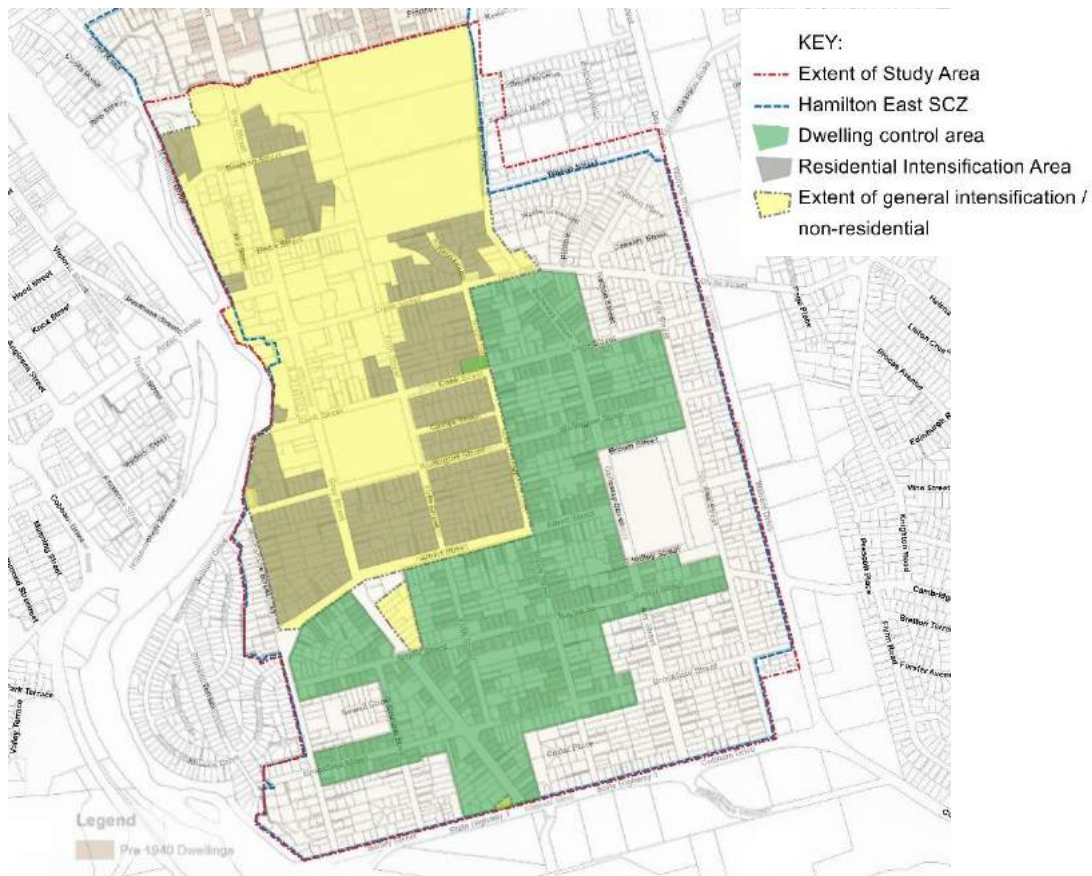


Figure 2: Hamilton East Study Area map. The blue dashed line indicates the existing SCZ boundary.

4.1. Historical summary

Hamilton East is one side of Hamilton's very earliest nucleus as a city, and remains the most historically intact. This summary provides a brief overview of the area's history from a "very small, bedraggled township"⁹ to a gentrifying inner city suburb.

⁹ Lafferty, *Hamilton East*, 39, quoting Irish Priest Father John Golden, who arrived in Hamilton in 1874.

The area that makes up much of Hamilton East was traditionally the lands of Ngāti Parekirangi, a sub-tribe of Ngāti Wairere of Waikato-Tainui, and was known as Te Nihinihi.¹⁰ It is part of the 1.3 million hectares confiscated from mana whenua following the 1863 New Zealand Settlements Act and the Waikato War of 1863/64.¹¹

Abandoned terraced crop gardens and pā were heavy reminders of the land as raupatu for the advance group of soldier settlers from the 4th Waikato Militia Regiment who arrived on the east bank in August 1864. Work began immediately on defensible redoubts on either side of the river: one up the slope at the eastern end of what is now known as Anzac Parade,¹² the other on the hill now occupied by St Peter's Cathedral on the west side.¹³ Within three months, the rest of the 4th Regiment and their families had arrived – about 1,500 residents; but with housing yet to be built, most set up in makeshift tents.¹⁴

A permanent township was urgently required, and surveyors laid out a comprehensive town plan for each side of the Waikato.¹⁵ The resultant 1864 survey plan for Hamilton East forms the basis for the suburb's layout today. The design followed then-current British trends in planning and public health principles, with a geometric grid layout set by straight wide avenues intersecting at right angles with substantial parkland, tree planting and a town belt.¹⁶ 1-acre allotments were pegged out for soldier settlers, along with spaces for community facilities and reserves. Sydney Square (now known as Steele Park) was established as a "town square," with hopes that the fledgling town's commercial district would form there.

¹⁰ Puke, *Pre-European history*, in Lafferty, *Hamilton East*, 4, 5.

¹¹ King, *The Penguin History of New Zealand*.

¹² In the vicinity of Von Tempsky Street.

¹³ Challinor, *Heritage Hamilton*, 8.

¹⁴ Challinor, *Heritage Hamilton*, 9.

¹⁵ Lafferty, *Hamilton East*, 9.

¹⁶ H, Peter. "Hamilton's town belt 1864 drawing."



Figure 3: 1904 layout of Hamilton East, which reproduces the layout of the 1864 survey. This is easily recognisable as contemporary Hamilton East.

Settlers set about constructing homes on their plot allocations on both sides of the river. However, lack of basic tools and building materials, no incomes, inadequate means of food production, and disillusionment with farm allotments – often inaccessible swampland – meant that many settler soldiers sold up and left as soon as their three years' required service was up. By the late 1860s Hamilton had only 300 residents, a third of them children,¹⁷ and the two sides of the river remained as isolated frontier villages tenuously connected by a semi-erratic ferry.¹⁸

¹⁷ Lafferty, *Hamilton East*, 9

¹⁸ Challinor, *Heritage Hamilton*, 9; O'Malley, *The Great War for New Zealand*, 453. The area on the west bank remains known as Ferrybank.

The 1870s brought some respite. In 1877 the railway arrived in Frankton; businesses began to proliferate, land values increased and the population crept up.¹⁹ In the same year, the east and west settlements strategically combined as a borough to obtain central government funding for a bridge. The consequent 1878 Union bridge brought together a collective population of just over 1,200 residents spread over 752 hectares,²⁰ and the town started to change from military settlement to service town.²¹ It was sometime in the 1870s that Ngāti Wairere exhumed the bones of chiefs who had been buried in an urupā overlooking the river at present day Cook Street, to prevent their further desecration by European settlement. King Tawhiao later lamented the loss of his tūrangawaewae when visiting the site in 1881.²²

It became clear in the years following Union bridge's construction that the borough's commercial centre would be on the western side of the Waikato, rather than in Hamilton East as had been hoped by prominent businessmen and land owners there. This was largely due to the main wharf and the vehicular arrival stop from Auckland being on the west bank, as well as the train link being located on the western side. The business centre gradually extended north along Victoria Street away from the Grantham Street wharf, leaving Hamilton East to develop as a residential area.²³

The population remained precariously small through the late 19th century, exacerbated by the 1880s depression. As development focused on the west bank, Hamilton East's housing stock was established in a piecemeal manner over several decades, its population scattered over the 1864 survey plan with many lots empty. It was not until the early 20th century that Hamilton began to stabilise as the Waikato's central farming market town and transport hub,²⁴ and it is from this period that Hamilton East's historic architecture principally derives.

¹⁹ Challinor, *Heritage Hamilton*, 9.

²⁰ Hamilton City Council, "The Story of Hamilton."; Swarbrick, "Waikato places - Hamilton east of the river."

²¹ Challinor, *Heritage Hamilton*, 9, 10.

²² Lafferty, *Hamilton East*, 14.

²³ Challinor, *Heritage Hamilton*, 10.

²⁴ Swarbrick, "Waikato places - Hamilton."; Swarbrick, "Waikato places - Hamilton west of the river."

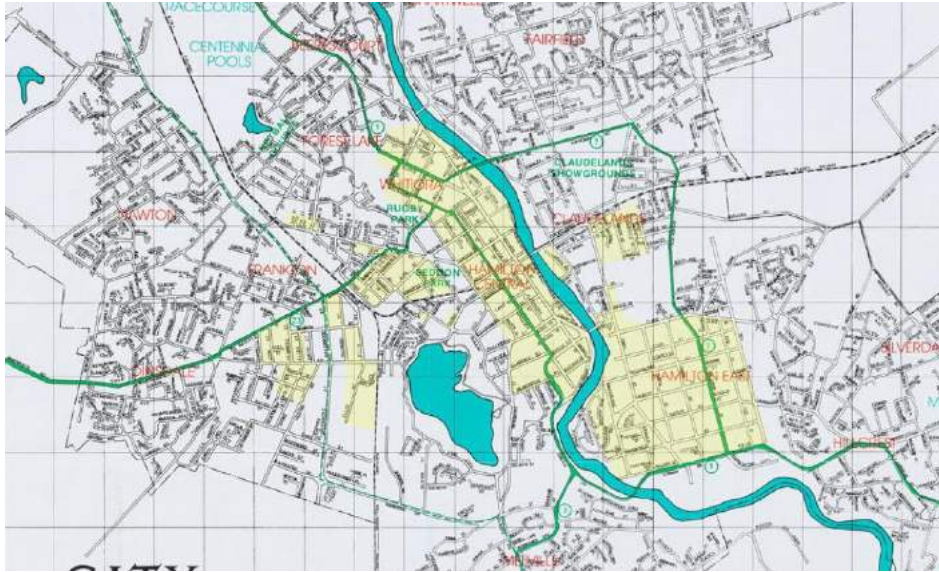


Figure 4: 1912 extent of subdivision, yellow. Source: "Bond's Map of the boroughs of Hamilton and Frankton 1912" overlaid on the Map of the City of Hamilton, 1986. Overlay by author.

While the area does retain a few individual examples of pre-1900 buildings, its earliest residential clusters date from the 1910s and are constructed in the Victorian villa style that typified the period. However, the subdivision lots of Hamilton East only really began to be fully filled in in the 1920s, during the borough's first major growth spurt following WWI. Having managed to barely scrape over 3,500 residents in the early 1910s, the town had over 11,000 people by 1921 and this continued to increase, reaching 14,000 by 1926. The number of houses grew from several hundred to several thousand, and the vast majority of these were built in the bungalow style.²⁵ In Hamilton East, unused sections were built upon, and the original 1-acre lots of the 4th Regiment began to be subdivided lengthways in the area's first phase of infill (see Figure 7, Firth Street example).

State housing initiatives deriving from the first Labour Government were the next major urban development to shape Hamilton East. In 1935 the government launched a nation-wide state housing programme under the leadership of Michael Joseph Savage. Directly responding to the deprivations and job losses of the Great Depression, the thousands of state houses built in the next five years aimed to provide stable homes and social cohesion. Suburb designs combined conformity with variance, with no two homes exactly alike but the collective presenting a consistent street appearance.²⁶ While Hayes Paddock is an exemplar of this housing programme, state housing was also erected in other then-still underdeveloped lot clusters on Hamilton East's edges, notably in the areas of Graham Street (south west) and Pinfold Avenue (north-east).

The state continued to have a strong influence on residential development as the population grew through the 1940s and 1950s. While new suburbs were laid out as comprehensive state housing

²⁵ Challinor, *Heritage Hamilton*, 11.

²⁶ Ferguson, "History of State Housing."

developments as the city expanded,²⁷ individual subdivision and house-building in existing suburban areas such as Hamilton East were also heavily shaped by government policy.²⁸ The State Advances Corporation (SAC), which tied lending to compliance with government-determined suburban design norms, had a virtual monopoly on lending to low/moderate income groups.²⁹ The SAC's strict regulations on size, form and materiality meant that Hamilton East houses built privately during this period are often indistinguishable from state housing, with personalised features or ornamentation being their only variation.

The 1950s saw the beginning of "pan-handled" sections – a subdivision pattern that did not require every property to have a road frontage.³⁰ This was a major change in Hamilton East, whose infill in previous decades had been in the form of lengthways subdivisions that still ensured each house had a direct connection to the street. The resultant infill created long driveways to access mid-block sections. At the same time, escalating building costs led the then-National government to lower the standard of state housing, resulting in more design uniformity, less amenities and poorer quality materials such as fibrolite.³¹

Hamilton's first district plan was prepared in 1960, followed in 1962 by the city's eighth (and to that date, largest) boundary extension (see **Appendix A**). The district plan's principal approach was for large new swathes of detached family homes in newly-created suburbs zoned "Residential A." However, provision was made for housing diversity via a residential zoning "B" that encouraged blocks of flats and hostels. Residential B was concentrated in Hamilton's oldest areas around the CBD and in Hamilton East.³² This catalysed Hamilton East's most major change in terms of architectural vernacular and streetscape appearance, as old homes were demolished and replaced by usually two-storey multi-unit housing blocks. The developments not only created a new architectural language but also precipitated the loss of green space as garden areas were taken up by parking and driveways. Private trees and street trees were also progressively removed to make way for larger building footprints and heights, new kerb crossings, infrastructure and other development requirements. In a city increasingly shaped by a culturally

²⁷ Such as Melville and Fairfield. See Gibbons, *Astride the River*, 238, 245.

²⁸ Implemented through the Land Sales Court and the Group Building Scheme. The Land Sales Court was established by the Servicemen's Settlement and Land Sales Act 1943. "In the early 1950s the government set up the Group Building Scheme to encourage the construction of new suburban homes. It took the risk out of speculative building by promising to buy unsold homes from the companies registered in the scheme. Many builders signed up. The scheme was also popular with house buyers. House plans were approved by the government, making it easier to secure loan finance, and buyers were reassured that their home was built by a reputable builder." Schrader, "Housing and Government - A Property-Ownning Democracy."

²⁹ McIntock, "Housing Loans"; Gibbons, *Astride the River*, 238.

³⁰ Following a Local Government Commission in 1948 which considered boundary extensions to Hamilton and resulted in the 1949 boundary extension and the ability for local authorities to permit panhandle sections. Gibbons, *Astride the River*, 236, 237.

³¹ Gibbons, *Astride the River*, 236, 237; New Zealand History (Ministry for Culture and Heritage), "State House Style."

³² Gibbons, *Astride the River*, 289, 291.

diverse and youthful population, Hamilton East was able to accommodate an eclectic community in ways that the Residential "A" zone precluded, providing a low-cost housing option in a rapidly growing city.³³

Other forms of intensification also continued through the following decades, with already-subdivided sections being subdivided again or simply cross-leased, enabling more units to be built to the rear (or sometimes in front) of original houses (see Figure 7). These are usually small and have often been of poor quality with issues of warmth and weathertightness.³⁴

Hamilton East has continued to evolve and, notably, gentrify as a growing number of people variously appreciate its ease of access to the city, local amenities, commercial centre, community facilities and transport links, and/or its historic character. There are points of conflict in this as community desires to maintain the suburb's historic urban amenity come against intensification pressures. These competing objectives are currently managed through the provisions of the ODP's Residential Intensification Zone (RIZ) (Chapter 4) and the SCZ (Chapter 5).

4.2. Contemporary attributes

Period of development

Hamilton East's primary historical significance and key period of development is pre-1945. This is established by two key factors:

- The 1864 survey plan, which set the structure for the fledgling town – including its subdivision layout, streets, reserves and town belt – but remained largely unactioned in terms of residential built form until:
- Residential development at the turn of the century and into the first decades of the 20th century; first in Victorian villas, then, most definingly, in the newly-popular bungalow style, and finally in the first state-led housing schemes in the late 1930s and 40s.

The era is important historically as it predates both the borough becoming a city in 1945, and the city's fifth extension in 1949 that increased the city's overall land area by more than 50% and set a new direction for suburban planning and residential form.

Underlying topography

Hamilton East is defined by its relatively flat topography, which enabled the geometric grid layout of the 1864 survey plan. To the north the land is incised by Putikitiki (Seeley's) Gully, which creates a physical break with Claudelands.

³³ The 1966 census recorded a population of 63,000. Swarbrick, "Waikato places - Hamilton."; Hamilton City Council, "Learning about Hamilton." Mendruñ, "Hamilton City's Rural Frontier", 264, 5; Gibbons, *Astride the River*, 250.

³⁴ These issues have been sought to be addressed by new building regulations contained in the Building Code (under the Building Act 2004).

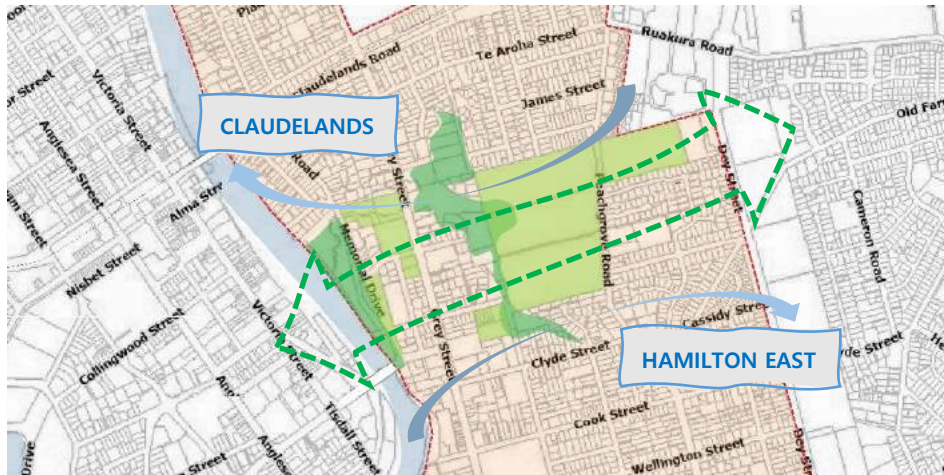


Figure 5: Historical landform creates a separation between Hamilton East and Claudelands.

Street patterns

Contemporary street pattern dates to Hamilton East's earliest inception in 1864. Its streets are wide and straight, laid out at right angles to create a large orthogonal grid of 12 acre blocks (~49,000 sqm). Hamilton East's main thoroughfares were originally conceived as Albert, Galloway and Grey, with Albert Street being a line of symmetry.³⁵ This is evident by their width – 1.5 Gunter's Chains (just over 30m boundary to boundary), with the rest of the streets being 1 chain (just over 20m).

The street pattern of the Hamilton East Study Area is notably different from the Claudelands Study Area, which was incorporated into Hamilton borough as its first extension in 1912. Set out several decades after the original Hamilton East, this area has a denser street structure and subdivision pattern, with narrower, rectangular blocks based on a quarter acre section lot layout. See Figure 6.

³⁵ Bowman, "Proposed 1950s / 60s Precinct", 9.

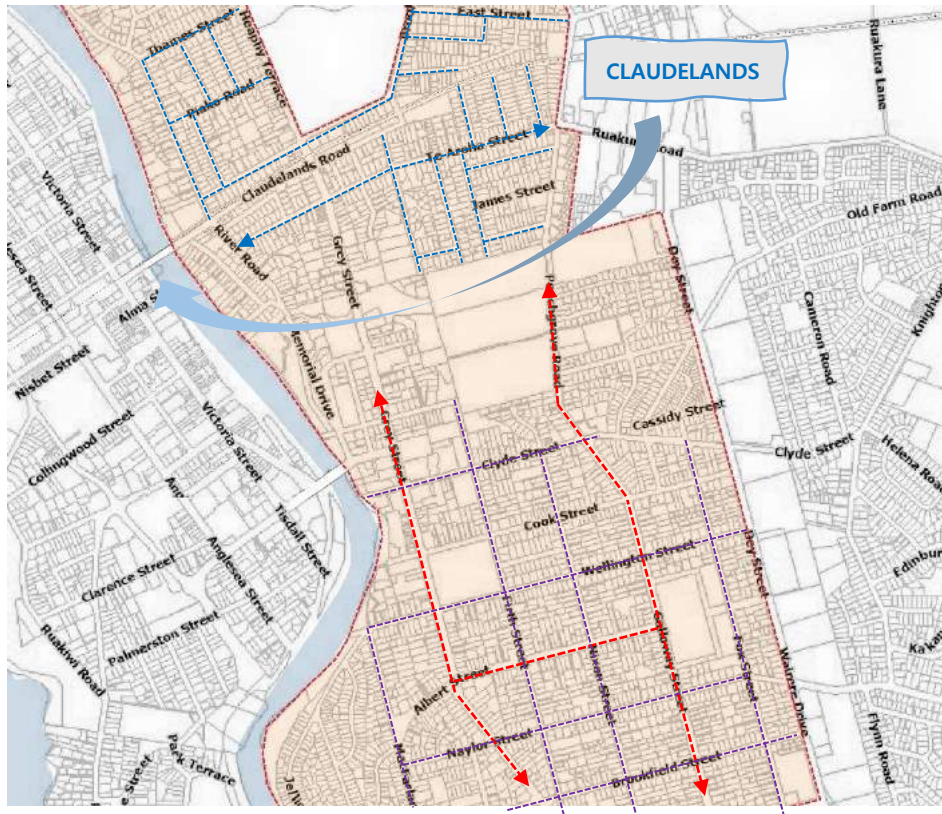


Figure 6: Street layout differences between historic Hamilton East and Claudelands.

Lot layout and density

Hamilton East is characterised by multiple phases of subdivision of its original 1-acre settler soldier lots:

1. In the early 20th century (dividing each 1-acre lot lengthways): this generally continues to define the streetscape appearance, although subsequent rear infill has adversely affected this legibility where infill driveways or modern housing dominates.
2. In the 1950s, when pan-handled sections became permissible, allowing the rear portion of sections to be subdivided and built upon,
3. From the 1980s, continual pressure for housing has led to a proliferation of further subdivisions and cross-leases, again usually to the rear.

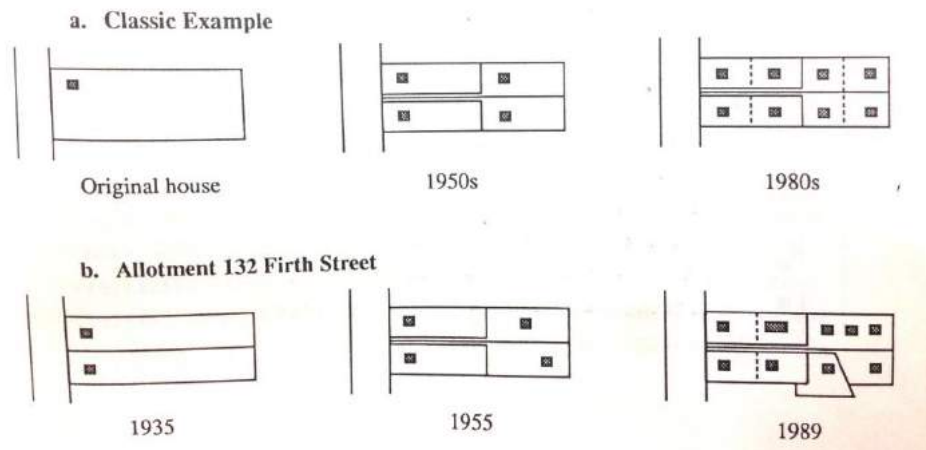


Figure 7: Typical approach to subdivision in Hamilton East over the years. Source: Porteous, “Hamilton East.”

In addition, more intensive forms of land use have been built in the area since the 1960s, including multi-unit flats (both single and two-storey), retirement villages, hostels and hotels, and modern town houses. The blocks around Steele Park in particular have been prioritised for intensification in various district plan iterations since 1960, and this area is currently identified as a RIZ (ODP 4.1.2); see Figure 2. This has created a notably different lot layout and density, as former single dwellings have been replaced by comprehensive blocks of flats or, more recently, multi-unit townhouses which have significantly greater site coverage, height and massing and minimal setbacks.

In the remainder of the Study Area east of Nixon Street and south of Firth Street, it is found that while the above phases of subdivision have changed the lot layout and density physically, the early 19th century appearance of density remains largely intact experientially. This is characterised by detached, single storey houses regularly spaced at roughly 66 feet (~20m) centres and set back 5 – 10m with front gardens. This is consistent with the Dwelling Control Area of the ODP Appendix 4 Figure 4-1.

Green structure

Green structure was a key part of 19th century planning principles and is a critical part of the contemporary identity of Hamilton East. Steele and Galloway parks were set out as part of the 1864 survey plan and remain the contemporary core of the area, and the streets have large, grassed berms and avenues of mature trees. These features are particularly notable and historically significant along the historical “main streets” of Albert, Galloway and Grey and around the perimeter of Steele Park. Some are scheduled as “significant” (and therefore subject to the provisions of ODP)³⁶ but most have no formal protection in the ODP.

Well-vegetated front gardens with mature trees – enabled by low building coverage – also make a significant contribution to the area’s historical legibility and character.

³⁶ The list of scheduled significant trees is in ODP Appendix 9, Schedule 9D. It is noted that only some of these trees appear on the planning maps.



Figure 8: Steele Park, Hamilton East – oak trees line the village green.



Figure 9: Grey Street tree structure. Notice the tree scale to building scale.

Housing typology

Hamilton East is the only area in Hamilton which covers the full story of housing development and typologies in the city in a legible and intact way. The housing typologies that define the historic character of the Study Area are outlined below. Refer to the 2020 Character Report for descriptions of each house type, and to **Appendix B** for Study Area maps and examples.



Figure 10: Nixon Street cottage.

Pre-1900 cottages – these are rare. They provide important tangible information regarding Hamilton's earliest European settlement.

High historical significance due to age and rarity; character-defining.



Figure 11: Firth Street villa.

Villas / transitional villas – these are also fairly uncommon, even in Hamilton East. They are scattered through the area as it began to stabilise and prosper 1890s – 1910s.




High historical significance due to age and rarity; character-defining.



Figure 12: Albert Street bungalow.

Bungalows – these are the most prevalent early 20th century housing type, set out as semi-continuous rows from Brookfield Street north and Galloway Street west. Examples in this Study Area are usually modest in scale and quite conservative architecturally, reflecting the working / middle class demographics of Hamilton East's early decades. With the earlier villas, bungalows form the basis for Hamilton East's historic architectural identity.

High historical significance as a defining attribute of the period of significance; character-defining.

 <p>Figure 13: Cook Street moderne.</p>	<p>Art deco / moderne – uncommon in the Hamilton East Study Area, they provide insight into other architectural trends that contributed to the borough's continuing consolidation in the 1930s.</p> <p>High historical significance due to rarity; character-defining.</p>
 <p>Figure 14: Firth Street Arts & Crafts / Queen Anne style.</p>	<p>Early 20th C eclectic (English cottage, faux Tudor, Arts & Crafts and Spanish Mission) – also uncommon in the area due to the area's generally low/middle income population in the early 20th C.</p> <p>High historical significance due to rarity; character-defining.</p>
 <p>Figure 15: Cook Street SAC-regulated house.</p>	<p>Early state houses / private homes built under the SAC – reasonably common, often brick and tile examples with some personal design flair.</p> <p>High historical significance as representatives of early state-directed housing, prior to the 1949 city extension that directed development away from Hamilton East. Character-defining.</p>

Other housing typologies in the Study Area include:

- **1950s+ state housing** – dominant in the two blocks bounded by Nixon, Brookfield and Fox Street with Cobham Drive, and very common in the blocks between Fox and Dey Streets and to the north-east of Cook and Peachgrove Streets.

This typology is outside of the period of significance (see discussion under *Period of Development* above) but these houses often continue the rhythm of the streetscape in terms of scale, setbacks and materiality. However, on streets where they numerically outweigh early typologies, and where continuity / quality of *other* character attributes is weak (e.g. character-compromising and unrelated front gardens and/or boundary treatments; visually detrimental

subdivision and driveways; lack of street trees etc.), the historical significance and character of the area is compromised.

This typology has moderate historical significance in this Study Area; generally character-supporting.

- **1960s / 70s / 80s standard housing** has been built in ad hoc ways through the Study Area as previously-subdivided sections have been further subdivided / cross-leased. These are usually modest, single-storey houses, often kitsets of low quality.

This typology makes little contribution to this Study Area's period of significance; generally character neutral or character compromising.

- **Multi-unit developments** have been progressively built in the area since the 1960s, evolving from "sausage block"-type buildings to modern townhouses. Single-storey types are also present, some of which are retirement villages.³⁷

This typology makes little contribution to this Study Area's period of significance; generally character neutral or character compromising.

³⁷ Examples include the housing cluster at 73 Firth Street, and the Roseland Park retirement village at 18 Fox Street.

4.3. Existing SCZ extent

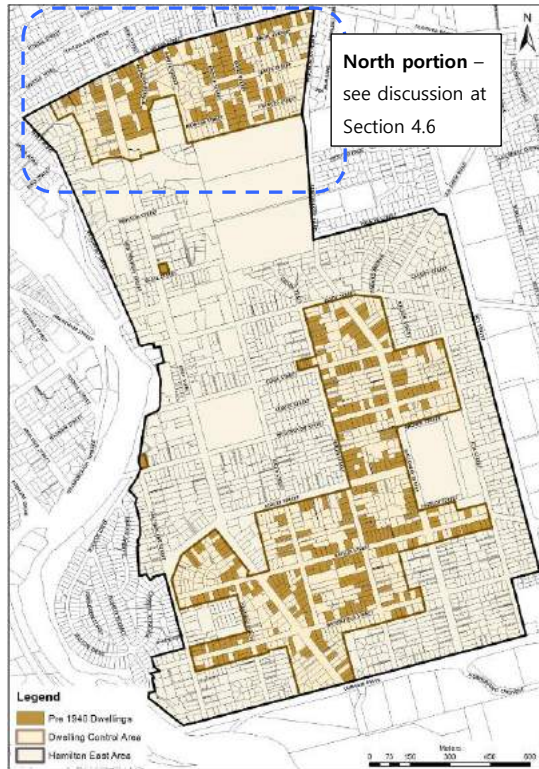


Figure 16: Hamilton East SCZ (ODP Fig 4-1).

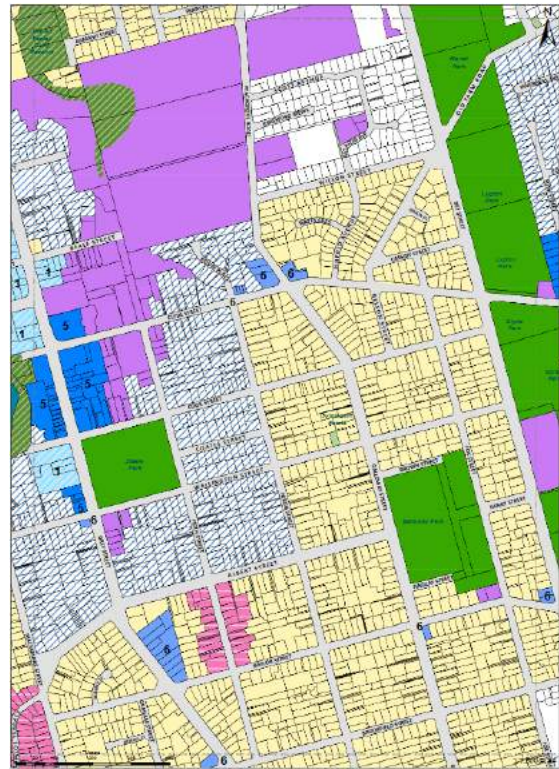


Figure 17: ODP zoning map 46A.

The Hamilton East SCZ broadly encompasses the area from Cobham Drive to the south side of Te Aroha Street, as laid out in the ODP Appendix 4, Figure 4-1 (Figure 16). This diagram is somewhat ambiguous in that its black edge appears to indicate the boundary of the SCZ, whereas the zone actually covers only some portions of this overall area, as represented in the ODP zoning maps.³⁸ In particular, the RIZ (blue diagonal hatch above) covers the central core of Hamilton East.

The intention of the RIZ is to encourage site redevelopment, primarily for multi-level and attached housing, while also protecting the area's amenity values, which are recognised as a strong "green" backdrop rather than the character of existing buildings (ODP 4.1.2a, d)).

The intention of the SCZ is to protect, maintain and enhance the "special" characteristics of areas that have been formally identified in the ODP as having a distinctive and special character (ODP 5.1a, b)).

³⁸ The ODP Fig 4-1 map appears to be based on a map included in the Variation 20 recommendations (July 2010), which shows the SCZ covering the whole area with a "High Density Area" overlaying it. Another ambiguity is that the Hamilton East Villa Precinct (on Firth Street, between Albert and Maylor Streets) is within the southern "Dwelling Control Area," but the houses that form it are not themselves identified as pre-1940 dwellings in Figure 4-1.

4.4. Key survey findings

The survey can be viewed in the HCC ArcGIS maps dashboard. Aerial overlay images taken from this data is included in **Appendix B**. Refer to the **Main Findings Map** below (**Error! Reference source not found.**) for context.

Key survey findings for Hamilton East:

Urban and green structure

- The RIZ has been successful in encouraging intensification within its coverage. The blocks directly around Steele Park now have a predominantly medium / higher density urban form. Although 2-storey blocks of flats from the 1960s+ remain present, the streetscape character is increasingly defined by contemporary townhouses, usually of a high quality in terms of design and materiality.
- The legibility of Hamilton East's historic urban form in the RIZ remains high due to the retention of the orthogonal street layout and green structure in the form of the central park and street tree avenues, most of which are decades old in this area.
- Clyde Street is experienced as a main urban thoroughfare, connecting the eastern suburbs to the CBD. It "book-ends" the area together with Cobham Drive to the south. Conversely, Grey Street, Galloway Street and Naylor Street (and, to a lesser extent, Nixon Street) while still main roads, are experienced as "gateways" into and through the historic character area itself, demonstrably representing its key period of significance, housing typologies and green structure.
- Council's approach to street tree avenues in Hamilton East is unclear. There have been many mature trees removed; this is sometimes in a singular way which may relate to individual tree health, but removal has been comprehensive in some parts, for example the south-eastern side of Nixon Street. Individual trees or groups of trees also appear to have been removed to expiate individual development objectives. Some streets (or block-portions of streets) have had new saplings planted; these are a wide variety of species and do not have a discernible relationship to the history of the area either in terms of pre-colonial or post-1864 European settlement.

Housing typologies

- Housing types and ages are highly mixed through the area. In general, earlier typologies are prevalent north-west from Galloway and Brookfield Streets; post-1945 typologies (particularly post-1945 state houses) predominate the south-eastern perimeter. However, there are still individual examples / small clusters of pre-1945 houses scattered among these blocks.
- Excepting Hayes Paddock, which is addressed separately, the area contains two other groupings of 1940s state housing: the most intact example centres on Pinfold Avenue; there is another fairly intact group along Graham Street and its associated cul-de-sacs.
- The ODP's existing **Dwelling Control Areas** defined inside the SCZ (Figure 16) have been a useful mechanism for retaining pre-1940 buildings within their coverage. Pre-1940 houses remains the dominant character quality in terms of architectural typology in these areas, and

the lack of development pressure has meant a high retention of other defining characteristics such as building setbacks, front gardens and mature private trees.

4.5. Proposed Historic Character Area extent

The proposed extent of the Hamilton East HCA is laid out in the map at Figure 20.

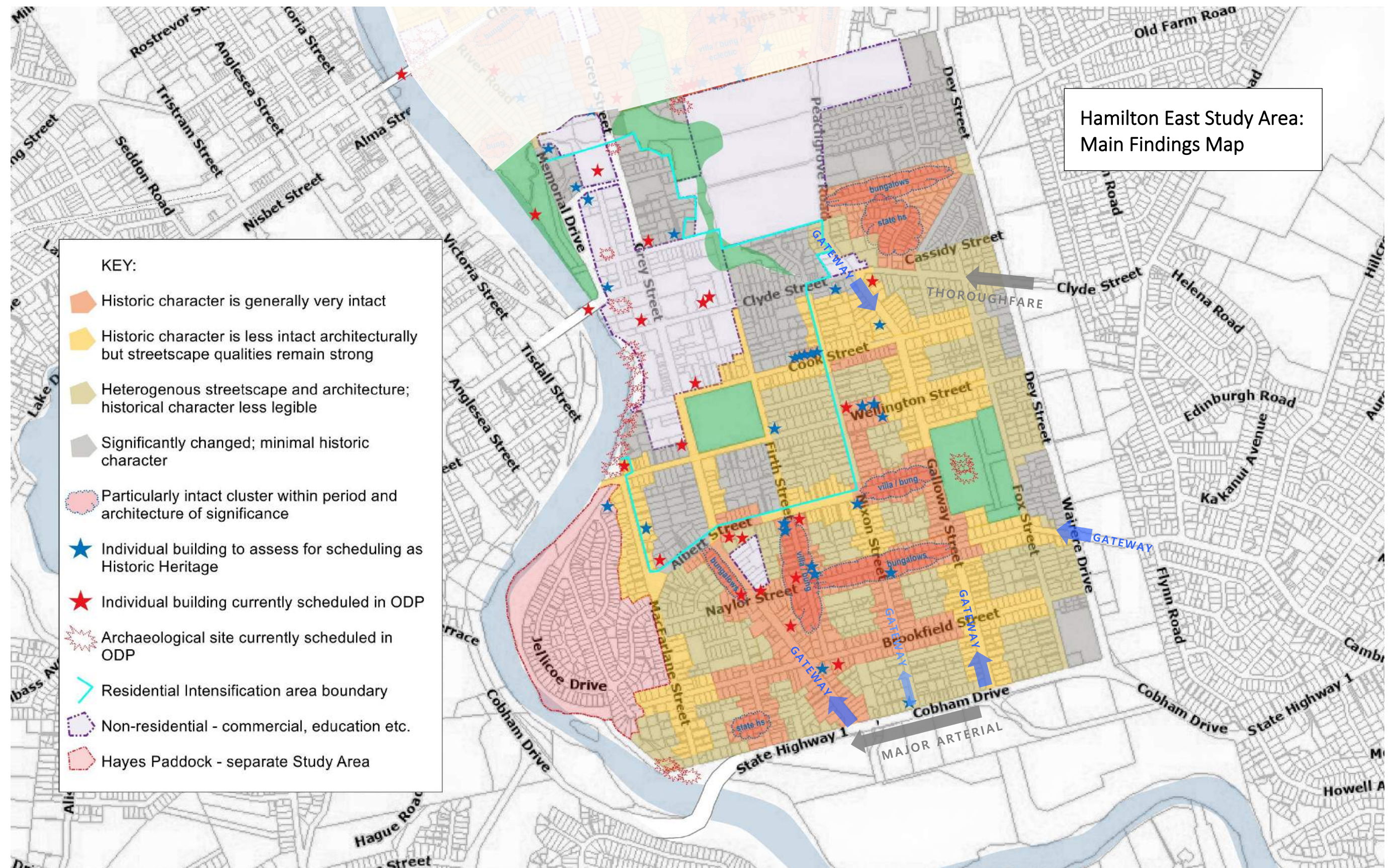


Figure 18: Hamilton East Study Area: Main Findings Map.

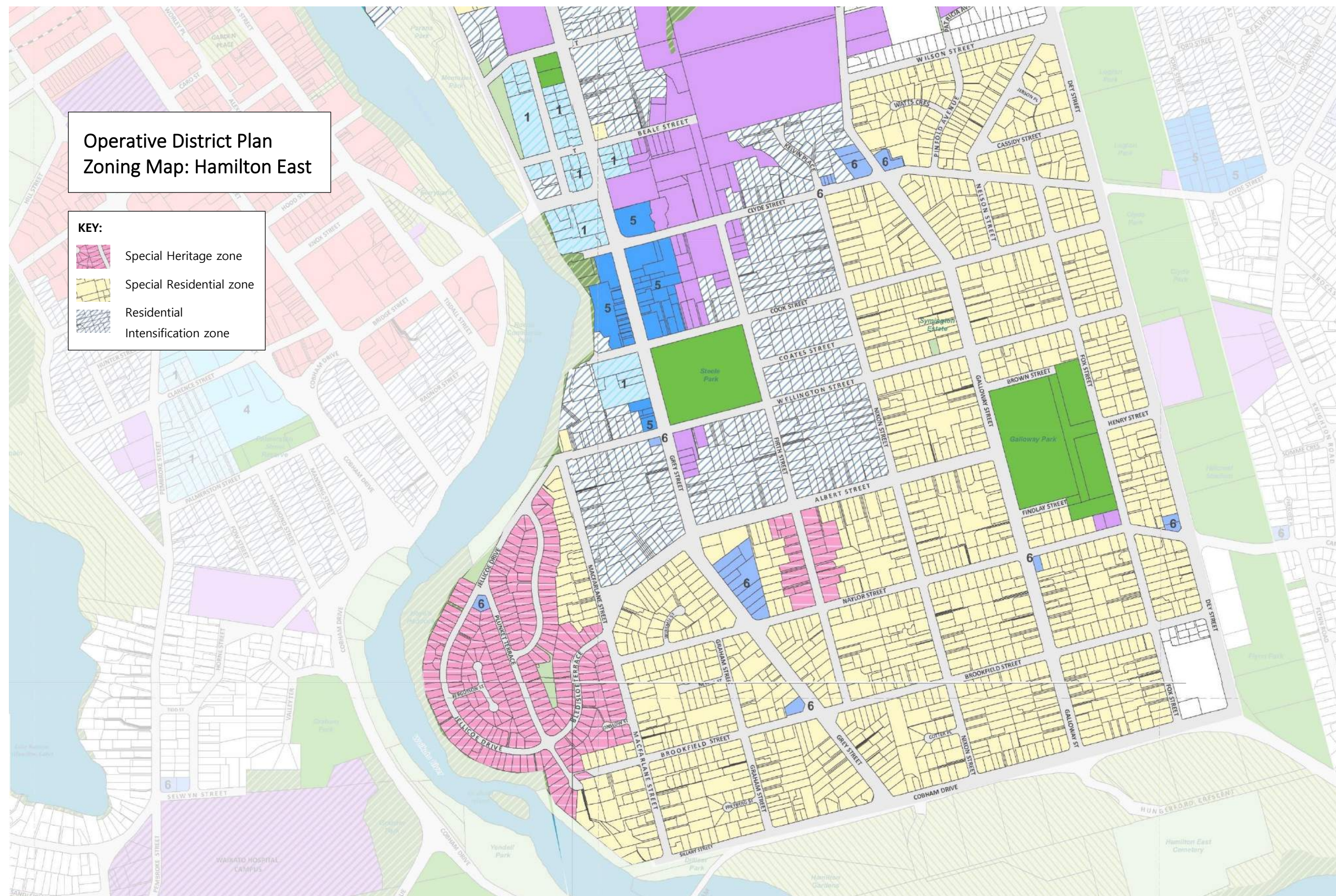


Figure 19: Operative District Plan Zoning Map: Hamilton East.

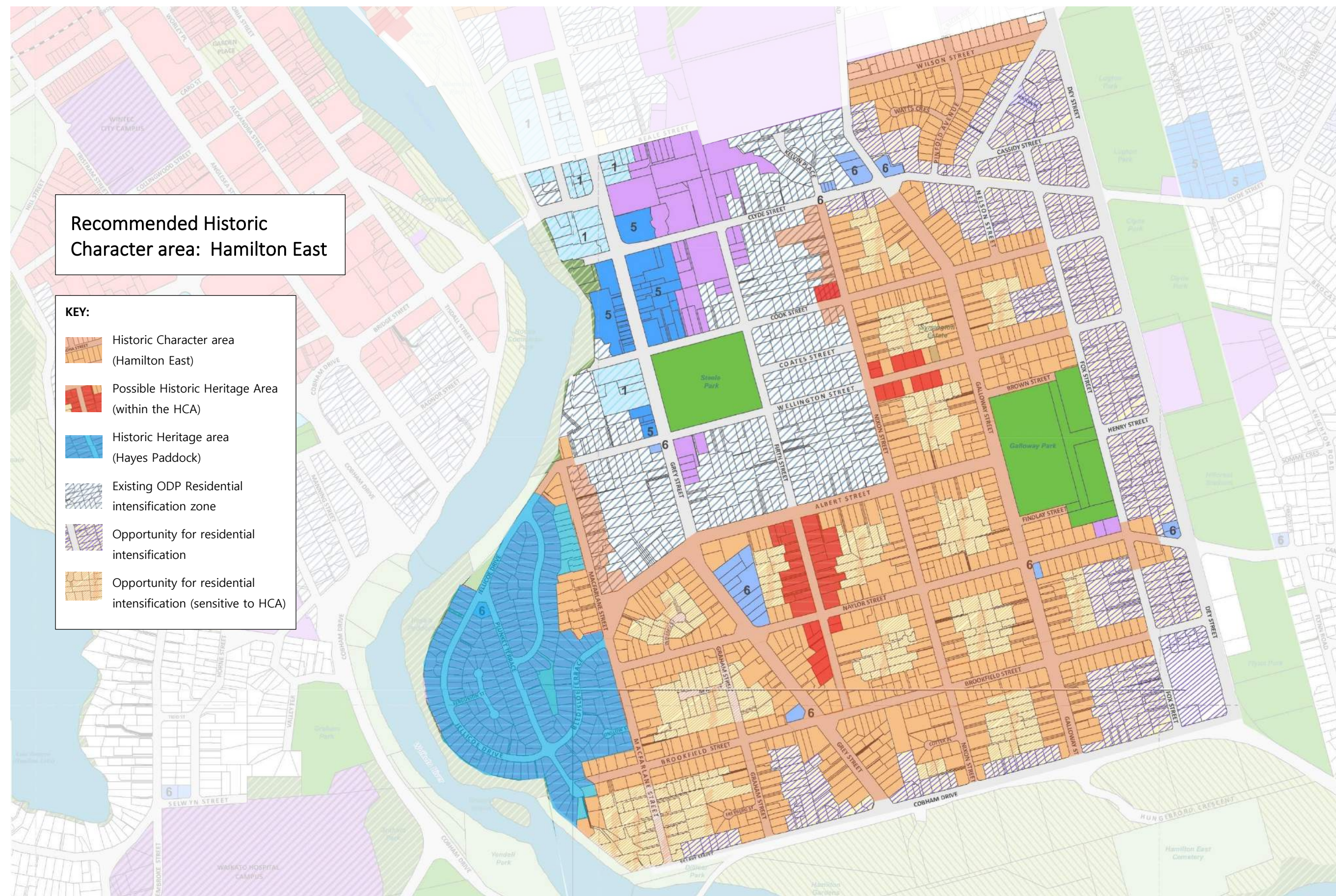


Figure 20: Recommended Historic Character area: Hamilton East.

4.6. Overall approach within the proposed HCA

The following approach is recommended for the proposed HCA identification and management framework.

1. The full extent of the HCA (i.e., all the area coloured solid orange in Figure 20) would be what is now defined in the ODP as a Dwelling Control Area. The provisions and rules of the existing Dwelling Control Area would apply.

Explanation: This takes out a complicating layer in the management hierarchy, as the HCA = the dwelling control area. Effectively, the HCA is a tighter and more fine-grained area but there is no additional layer of being “in” or “out” of the Dwelling Control Area.

2. Clusters of high integrity (identified as red clusters in Figure 20) would be considered for possible group-scheduling as Historic Heritage Areas (HHAs). This would require site-specific historical research, physical analysis and assessment against the criteria of the ODP Appendix 8-1.2. Subject to the outcomes of this assessment, each area would be identified as an HHA in the ODP Appendix 8. The protection provisions of Chapter 19 Historic Heritage (rather than Chapter 5 Special Character) would then apply.

Explanation: Identifying clusters of high historic and physical integrity as HHAs would recognise their importance as a finite resource which cannot be replaced, and which has the ability to reveal and preserve a particular historical theme in Hamilton’s story. Critically, identification of these clusters as Historic Heritage rather than Special Character brings them under the RMA Part 6(f) and the specific qualifying matter of the NPS-UD, and subject to the protection provisions of the ODP Chapter 19. As HHAs, these areas would be in the same management bracket as Hayes Paddock and Frankton Railway Village, but smaller and with their own particular narrative. Each proposed area is briefly described in Section 4.8 below.

3. Properties outside of the HCA (i.e., all the parts orange-hatched or purple-hatched in Figure 20) would be appropriately rezoned.

Explanation: This approach acknowledges that Hamilton East has long been valued for its accessibility, high amenity and proximity to the CBD. Rezoning areas identified as making little contribution to the historic character³⁹ would enable greater levels of development in ways that are spatially planned rather than ad-hoc throughout. When taken with (1) and (2) above, this approach would provide clarity for both residents and developers and would align with the objectives and policies of the NPS-UD.

³⁹ See Section 4.7 below for explanation of these areas.

4.7. Determining the edges

New boundary definition

A key recommendation is that the north portion of the existing Hamilton East SCZ (see Figure 16) be included in the **Claudeland**s Historic Character area, rather than Hamilton East. As discussed in Section 3.1, survey findings confirm that this proposed boundary is more historically consistent and physically clearer than the status quo. It also strengthens both areas' particular historic values – Hamilton East as Hamilton's earliest nucleus and a would-be CBD; Claudelands as an early middle/upper class suburb enabled by the city's consolidation and growth. See the Statements of Significance for each.

Key inclusions

The proposal aims to refine the extent of SCZ coverage based on the survey findings. In general, this has led to recommended exclusions rather than inclusions. However, three groupings currently outside the SCZ are recommended for inclusion in the HCA:

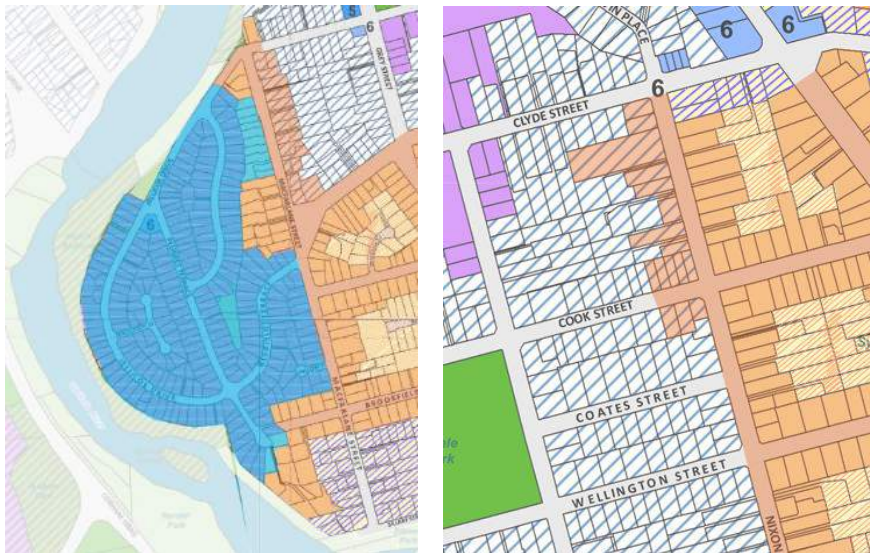


Figure 21: North Macfarlane Street (L) and north Nixon Street (R) – recommended for SCA inclusion, currently in RIZ.

1. The **north end of Macfarlane Street** is within the SCZ on the western side only, with the eastern side being zoned RIZ. While the architecture of the eastern side is mostly outside of the key period of significance and features some multi-unit developments, it is recommended for inclusion in the proposed HCA. This is due to:
 - The importance of the west side houses as an upper edge to the Hayes Paddock Historic Heritage area, maintaining their low-density street context. As can be seen in Figure 21, inclusion along this length forms a strong supporting edge and important historical context for Hayes Paddock;
 - The inclusion also provides historical context for Greenslade House at 1 Wellington Street, a scheduled building which is otherwise an outlier on the northern corner;

- The principle of including both sides of a street in a holistic view of streetscape; cohesivity of street character in terms of green structure, building heights, setbacks etc. on what is a quiet local road (different from a main thoroughfare where the two sides of a road may be considered separate in experiential terms); and
 - The distinctiveness of the pre-1945 houses that do survive on the eastern side, specifically at no. 96 and 98.
2. The **junction of Cook Street and Nixon Street** and extending north is included in the RIZ. However, this northern end of Nixon Street acts as a gateway to the HCA. It is recommended that both sides of the street be included such that the streetscape can be understood cohesively in its historical context at this key entry point. It also provides clarity for the five “soldiers cottages” of Cook Street, which currently appear to be both in the SCZ and the RIZ (see ODP Features Map 46B / Zoning Map 46A). The soldiers cottages’ historical context is also strengthened by including early/mid-20th century houses on the south side of this street – including a notable moderne house at 60 Cook Street.
 3. The **entirety of Wilson Street**. The south side of this street is included in the existing SCZ but the north side is excluded. Survey findings show that the street as a whole is a particularly noteworthy example of the identified historic character values of Hamilton East in terms of architectural period, intactness and continuity (bungalows) and its double-sided mature tree avenues. While its character is quite different to the early 20th century state housing character of abutting Pinfold Avenue (which is also very intact), they together form a legible and significant cluster representing key architectural typologies and urban development in Hamilton East.

Key exclusions

There are two main types of exclusion shown in the map at Figure 20.

1. The existing SCZ’s perimeter (see areas hatched purple, Figure 20) between Fox and Dey Streets, and along Clyde Street and Cobham Drive. Survey findings indicate that these areas are characterised by architectural typologies that are heterogenous and largely outside the key period of significance, and that street frontage treatments are particularly disparate in terms of garden treatments and fencing. There are individual properties within these areas that exhibit character qualities. However, the blocks as a whole make a low contribution to Hamilton East’s identified historic character in experiential terms, and they exhibit little discernible difference to other suburban developments in Hamilton in the latter half of the 20th century.





Figure 22: Heat map showing character defining properties – note the low coverage to the south-eastern perimeter.

It is noted that there are some stylistically consistent and intact rows of 1950s / 60s state (or SAC-regulated) houses in these parts of the Study Area, particularly on Cobham Drive and Fox Street, which have been previously considered for identification in the District Plan as a 1950s/60s precinct.⁴⁰ However, in my view it is appropriate that these areas be excluded from the Hamilton East HCA for two main reasons:

- a. First, Hamilton East's key period of significance is, in my view, appropriately established as pre-1945, as this is when the town formally became a city and began a major period of expansion beyond the limitations of Hamilton East and other parts of the early borough. This housing style is outside of the key period of significance; as such, while it may be character-supporting when part of a streetscape with other older houses, it does not in itself establish historic character in the Hamilton East area.
- b. Related to this is that while the Hamilton East group of 1950s/60s housing is an example of this period, it is by no means an exemplar, with more comprehensive groupings in Clarkin, Bader and Melville that better illustrate the historic themes prevalent at this stage of the city's growth. As discussed in my 2020 Character Report, it is recommended that these areas be examined as potential future Historic Character areas, which would exemplify this era.

It is also noted that similar rows are present on Brookfield, Nixon and Galloway Streets where they play an important character-supporting role to older (early 20th century) housing stock. As

⁴⁰ See Bowman, "Proposed 1950s / 60s Precinct".

such, the Hamilton East HCA will continue to include examples of this period of infilling in the area.

In summary, it is considered that there is little justification for these areas to be included in the HCA. Moreover, their proximity to major urban corridors makes a more intensive urban form (heights, densities, increased site coverage etc) appropriate here, meaning that their protection would likely have significant opportunity costs without commensurate benefits for protection of historic character values.

2. The second type of exclusion is property clusters that are situated in the interior of the original 12-acre blocks (see orange hatch, Figure 20) and are usually accessed via long driveways, sometimes shared. Survey findings indicate that these rear sites and their housing stock contribute little to the area's historic legibility and streetscape character. This is due to their later development (outside the key period of significance) and their often poor design quality as infill has been added to infill. There is therefore little justification to include them in the HCA.



Their limited visibility from the public realm usually means that their compromising impact on the area's identified historic character qualities are reasonably minimal, although multiple ad-hoc driveways has eroded character continuity and private garden areas. It is considered that these inner property clusters could accommodate more intensive urban form with minimal adverse effect on the HCA's significance, subject to appropriate controls that limit visibility and prioritise retention of mature trees and vegetation. Enabling development may also present opportunities to enhance urban quality by rationalising rear accessways.

This also applies to several short cul-de-sacs and to part of Macfarlane and Graham Street where the development period, streetscape and housing stock is heterogenous (but still within, rather than on the edge of, the broader HCA coverage).

4.8. Possible HHAs

The following clusters are identified as possible HHAs. It is recommended that further site-specific historical research and physical analysis is undertaken for these properties, such that a group assessment against the criteria of the ODP Appendix 8-1.2 could occur.

- **Firth Street HHA:** In this case, research and assessment has already been undertaken; see Ian Bowman's 2008 report "Proposed Villa Precinct." This report demonstrates the historical significance of this area and its justification to be identified as historic heritage, and this is confirmed by the high-level assessment against the ODP's criteria for scheduling (8-1.2) conducted as part of this review (see **Appendix C**).

The area is currently defined as the Hamilton East Villa Precinct, a Special Heritage Zone (ODP 5.1.2), meaning that it comes under the special character provisions of the ODP rather than those of historic heritage. It is recommended that this be amended to be a HHA as described in Section 4.6.

The survey findings indicate that Firth Street's intact and historically rich cluster continues beyond Naylor Street south, with an unusual row built on an angle to the street due to the diagonal of Grey Street to the west. It is recommended that this be researched, assessed and potentially included in the HHA.

- **Wellington Street HHA:** The survey findings indicate a historically and architecturally significant cluster of houses on Wellington Street between Nixon and Galloway Streets, and including the cottage at 156 Nixon Street which is already scheduled as an individual building. The diversity of architecture and age of this cluster has potential to reveal a historically significant part of Hamilton East's story.
- **Cook Street HHA:** This group of five houses known as the "soldiers cottages" has been previously researched by Ian Bowman, who concluded that there was "insufficient heritage values to recommend the precinct for listing."⁴¹ It is my view that the group warrants further investigation and assessment, particularly given their rarity in Hamilton in terms of unusually narrow lots and minimal setbacks, distinctive and homogenous architectural design, post-WWI narrative and local landmark value. This cluster should, in my view, be understood collectively as a finite resource.

Other streets that were examined as possible HHAs included Naylor Street (between Firth and Galloway), Grey Street (south of Albert), Albert Street (between Nixon and Galloway), Wilson Street, and the state house clusters on Pinfold Avenue / Watts Crescent and Freyberg Street. In all these cases it was considered that the collection was not intact or unusual enough to demonstrate or reveal significant historical information about Hamilton East such that a group-scheduling type protection framework would be appropriate.

4.9. Statement of Significance

This Statement is based on the recommended Hamilton East HCA extent as shown in Figure 20, and is structured according to the two assessment criteria established in the 2020 Character Report. It is recommended that the Statement is embedded in the district plan such that it forms the basis for:

- Understanding why the identified area has been designated as an HCA,
- Establishing the key historic character values of the HCA, and
- Assessing resource consent applications for Discretionary / Restricted Discretionary activities in the HCA.

Historical themes

Hamilton East has important historical significance to Hamilton as a key part of its earliest nucleus and its oldest suburb. Founded on raupatu land, its history is set in trauma and tension as soldier settlers from the 4th Waikato Militia Regiment sought to establish themselves amid the abandoned terraced

⁴¹ Bowman, "Proposed Soldiers Cottages Precinct."

gardens and pā of the iwi and hapū of Ngāti Wairere in 1864. Hamilton East represents the colonial endeavour to establish familiarity, order and control on an unknown land. The survey plan of 1864 exhibited the latest principles of healthy living and good urban design in a desire to establish a model British township in this then-remote outpost. It is this plan that continues to form the basis of Hamilton East today: the wide, orthogonal street layout based on a symmetrical 12 acre block grid; the central “town square” of Steele Park; the green reserve land of Galloway Park and the town belt; the lines of wide berms and large exotic tree avenues are all features of the area which directly relate to its conception and early aspiration.

The desire of the area’s early business people for Hamilton’s commercial district to be centred in Hamilton East following amalgamation with Hamilton West in 1877 was thwarted as the railway line, road and river connections gravitated business and development along the river’s west bank. It is from this period that Hamilton East developed architecturally as a residential suburb rather than town centre, although it was not until the population began to stabilise and then grow in the early 20th century that the original 1 acre lots began to be comprehensively built upon. From the late 1910s through to 1945 when the borough became a city, Hamilton East was a key centre of residential construction. After 1945 the city was to expand its boundaries several times, enabling more comprehensive developments to be established beyond earlier borough limits and leaving Hamilton East to continue to infill where land parcels were available or could be further subdivided. It is for this reason that the key period of significance for Hamilton East is established as pre-1945.

Physical and visual qualities

Hamilton East is significant for its physical and visual qualities as its earliest town plan remains clearly legible in its urban structure. The area’s existing street pattern dates to its earliest inception in 1864 and reflects the prevailing ideas of social health, wellbeing and order of its time. Its streets are laid out at right angles to create a geometric grid of 12 acre blocks (~49,000 sqm), and are wide and straight with generous berms and dominant tree avenues. The street pattern is unique for Hamilton in terms of its form, extent and completeness as a late 19th century town planning enterprise. Its structure has enabled avenues of very large street exotic tree specimens which were planted from the early 1900s and which remain a dominant of the area’s historic character and a rare feature in Hamilton’s contemporary suburban environment. A town square (Steele Park) and large expanses of public reserve land (Galloway Park and the town belt) were set out as part of the original town plan, and these have been retained and remain an integral part of the area as a living and vibrant historic inner city suburb.

Hamilton East is also significant as it encompasses a large grouping of late 19th and early 20th century houses, together with associated urban patterns of development, that collectively represent Hamilton’s development as a borough and reflect important trends in New Zealand’s architectural design. Hamilton East is defined by a relatively wide range of residential architectural styles that reflect its key period of development in the late 19th and early 20th centuries. With Claudelands, the area contains the city’s largest and most intact collection of housing types from this period, including some rare early cottages (c.1850-1890), late Victorian villas, Edwardian and transitional villas (c. 1890 – 1920), and English and Californian bungalows (c. 1920s and 30s). While bungalows are the predominant style, Hamilton East contains a range of other early 20th century architecture such as art deco / moderne, English cottage, faux Tudor, Arts & Crafts and Spanish Mission styles. The area also contains examples of state houses

and private houses built under the strict lending regulations of the State Advances Corporation (SAC), many of which are built in Huntly brick. Collectively, these houses are a finite resource which tell the story of Hamilton's earliest years of consolidation and growth.

4.10. SUMMARY OF RECOMMENDATIONS: Hamilton East

1. Refine and limit the character area to the HCA extent shown in Figure 20.
2. Identify the full extent of the HCA as a Dwelling Control Area.
3. Individually identify each pre-1945 dwelling in the HCA.
4. Undertake further historical research, analysis and assessment for potential group-scheduled HHAs within Hamilton East: Firth Street, Wellington Street and Cook Street as identified in Figure 20.
5. Prepare a design guide specific to Hamilton East. Incorporate this into the ODP.
6. Enable rezoning with potential for intensification in areas outside of the HCA.

5. CLAUDELANDS STUDY AREA

Key period of historical significance:	1878 – 1939.
Key architecture of significance:	Late 19 th / early 20 th C villas; early 20 th C bungalows, art deco / moderne and eclectic styles.
Overall level of significance:	High local significance to Hamilton.

The Claudelands Study Area extent is shown in Figure 23 (green).

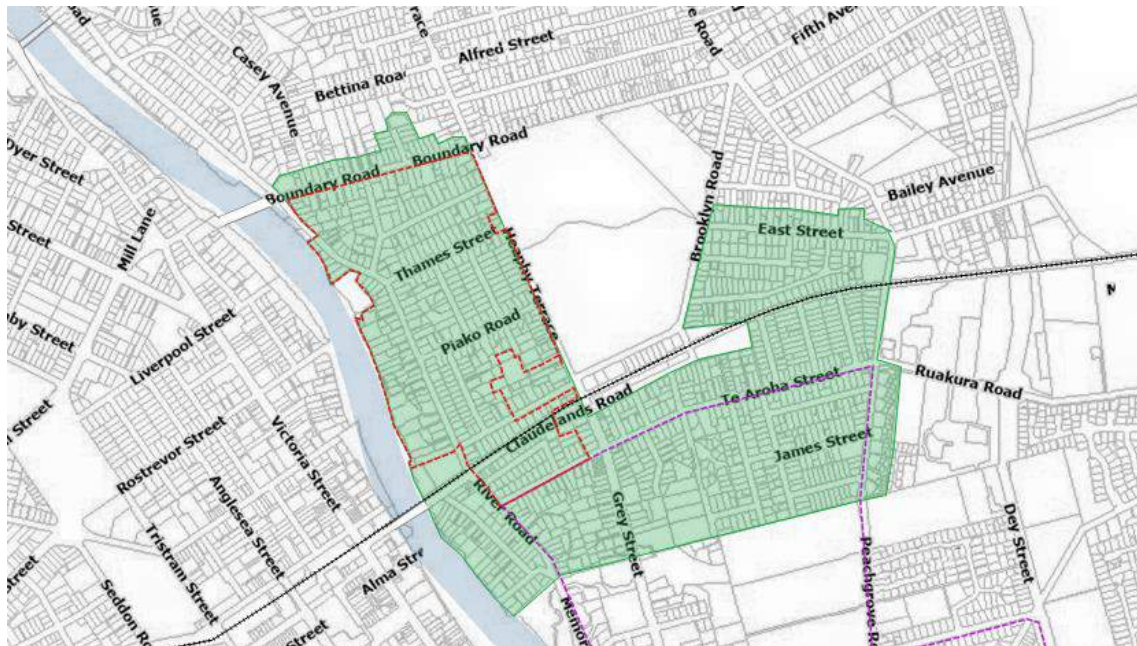


Figure 23: Claudelands Study Area map, with the Study Area extent shown green. The red dashed line indicates the existing Claudelands SCZ boundary. The northern boundary of the existing Hamilton East SCZ is also visible (purple dash).

5.1. Historical summary

Ngāti Hānui, a sub-tribe of Ngāti Wairere, occupied the east bank of the Waikato river which now forms part of Claudelands. A remnant portion of Miropiko pā remains as a protected public reserve at 339 River Road, and is a tangible connection to the area's pre-European past. However, this pā was abandoned in 1864 along with other Māori settlements along the river, and the land was confiscated to make way for British settlement.

The name "Claudelands" comes from an early wealthy speculator, Francis Richard Claude, who had come to New Zealand from South America in the 1860s. In 1867 Claude purchased 400 hectares (990 acres) of land – then semi-swamp lowland and kahikatea forest – from the original soldier settlers who had

been allocated parcels there. Claude was associated with the area relatively briefly, subdividing his land and selling most of it before leaving Hamilton in 1878.⁴²

Following Claude's subdivision, the "Claudelands Syndicate" – a group of Hamilton residents clearly keen on horse-racing – rented and then purchased the area now known as Claudelands Park. Native kahikatea forest bush was cleared to create a racecourse.⁴³ A remnant of this forest, now known as Te Papanui or Jubilee Bush, remains at the north-eastern corner of contemporary Claudelands Park. The racecourse was the beginning of the area's establishment as a sporting, agricultural and entertainment showground both for Hamilton and the wider Waikato region.

When the Claudelands rail bridge and railway station⁴⁴ opened in 1884 a vital connection to the main trunk line at Frankton was established, meaning that Claudelands was a relatively easy visit for Aucklanders as well as locals.⁴⁵ The racecourse was sold to the South Auckland Racing Club in 1887⁴⁶ and then to the Waikato Agricultural and Pastoral Association, who had their first A&P show there on 27 October 1892.⁴⁷ This event was much to the ire of Cambridge citizenry, who had wanted to have the event there.⁴⁸ Along with its own railway station, hosting the A&P show was a key step in Hamilton becoming recognised as the Waikato's leading town: in the 1880s Hamilton and Cambridge were competing for supremacy in the region, but by the 1890s Hamilton was being acknowledged as the "chief town in the Waikato district."⁴⁹ Its proximity to a major railway junction rather than being on a small branch line was a critical factor in encouraging business development and in enabling the fledgling township to host relatively large and prestigious events.

Nonetheless, Claudelands' resident population remained in the mid-hundreds into the early 1900s.⁵⁰ This began to change from 1908, when a pedestrian bridge was added to the rail bridge. This enhanced the area's desirability as an easily accessible place of residence, and Claudelands began to establish itself as Hamilton's first purpose-built suburb.⁵¹ This was different from the preceding Hamilton East, which had CBD aspirations and only became a suburb by default, and from Frankton, which was expanding in a piecemeal way as workers accommodation centred on the railway.

⁴² Hamilton City Libraries. "Claudelands through the years".

⁴³ Maitland, "Hamilton's Claudelands".

⁴⁴ Originally known as Hamilton East Station, then Kirikiriroa, then Claudelands. The station building burnt down in 1987. Hamilton City Council. "Hamilton East, Claudelands, Peachgrove."

⁴⁵ Gibbons, *Astride the River*, 84

⁴⁶ Gibbons, *Astride the River*, 102

⁴⁷ Maitland, "Hamilton's Claudelands".

⁴⁸ It must have been particularly galling to the people of Cambridge that the Claudelands grandstand used for this event had originally been theirs – the building was dismantled and moved by rail from Cambridge to Hamilton in 1887. Maitland, "Hamilton's Claudelands".

⁴⁹ Gibbons, *Astride the River*, 104

⁵⁰ Gibbons, *Astride the River*, 123

⁵¹ Swarbrick, "Waikato places - Hamilton east of the river."

Even before the area was formally incorporated into the Hamilton borough in 1912, large bungalows were being built by affluent citizenry along River Road on elevated sections with views over the river.⁵² The suburb filled in very quickly, largely within two decades, as the borough's population rapidly grew and new residents sought higher status properties in the prosperous, and essentially exclusively residential, suburb. By the 1930s Claudelands was well established as a place of residence for business people and professionals seeking to be close to the central commercial area but also well clear of its industry.⁵³ A beautifying society was established that had, by 1935, planted trees along 20 km of Hamilton's suburban streets, many of which were in Claudelands.⁵⁴



Figure 24: East Claudelands – well-established by the taking of this aerial in 1948. Many of these houses remain present.

In 1964 the Claudelands rail bridge was converted to a vehicular traffic bridge following the undergrounding of the railway line across Victoria Street.⁵⁵ At the same time, residential intensification opportunities enabled by the 1960 district plan began to be realised. Blocks of flats and hostels were built on properties zoned as "Residential B," which had been selectively applied in the area particularly at its north end close to Boundary Road, and on either side of the railway line.

The area has not experienced a great deal of development pressure since then, and it retains the city's largest, most continuous and intact collection of bungalows. This is recognised in the ODP and managed under the provisions of the Special Character Zone (Chapter 5).

⁵² Gibbons, *Astride the River*, 125

⁵³ Gibbons, *Astride the River*, 199

⁵⁴ Gibbons, *Astride the River*, 213

⁵⁵ Swarbrick, "Waikato places - Hamilton east of the river."

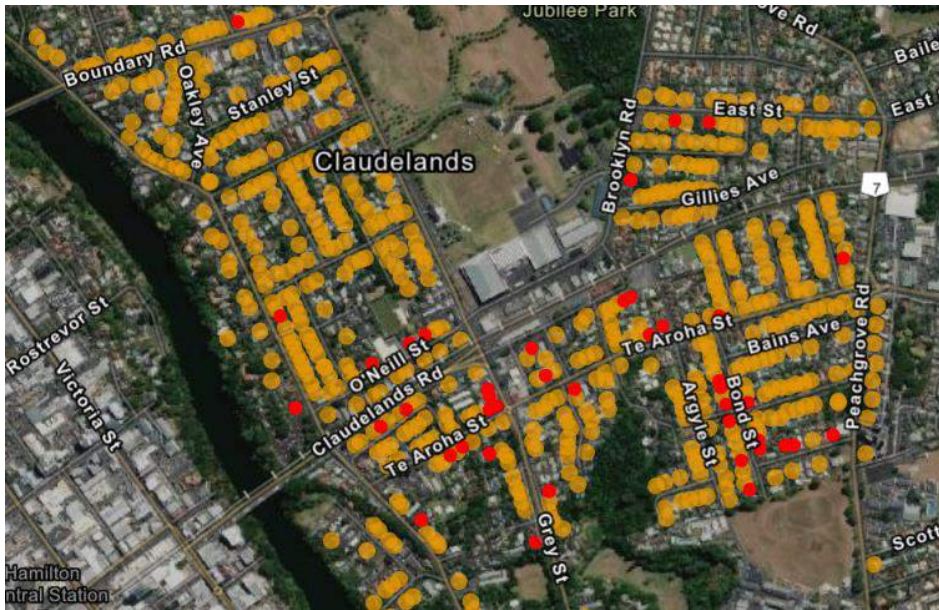


Figure 25: Extensive coverage of the bungalow style in the Claudelands Study Area (orange dots). The red dots indicate earlier villas.

5.2. Contemporary attributes

Period of development

Claudelands' primary historical significance and key period of development is 1878 – 1939. This date range starts at Claude's completed land subdivision in 1878, and ends prior to WWII.

The period is important to the historic character of Claudelands as it captures both its inception and its intensive development as Hamilton's first "professional class" suburb in the early decades of the 21st century. It also ends before the government-led housing initiatives (state / SAC-regulated housing) that were conceived by the first Labour Government and began to be rolled out during and immediately after WWII.

Underlying topography

Claudelands is shaped by the undulating form of its terrain, created by the slope to the Waikato river and by the incisions of the gully network, in particular Putikitiki. The slopes create many elevated properties that have been sought after since the early 1900s for their outlooks. Properties on upslopes can be particularly prominent, making their architecture and gardens important to the streetscape character. The land flattens out to the east.

Street patterns

Set out several decades after the original Hamilton East, Claudelands has a denser street structure and subdivision pattern, with narrower, rectangular blocks based on a quarter acre section lot layout (rather than the 1-acre lots of early Hamilton East). The road width remains at 1 chain (boundary to boundary), meaning that generous berms and space for street trees form part of the streetscape.

The street layout is also affected by the pre-existing railway line, Claudelands showgrounds, and Putikitiki gully. These features cause approximately one third of the streets in the Study Area to be cul-de-sacs,

and the remainder are short local roads fed off the experiential gateways of River Road, Brooklyn Road and Te Aroha Street. This street pattern sets a structure for local roads that are quiet, resident-dominated streets with little through traffic.

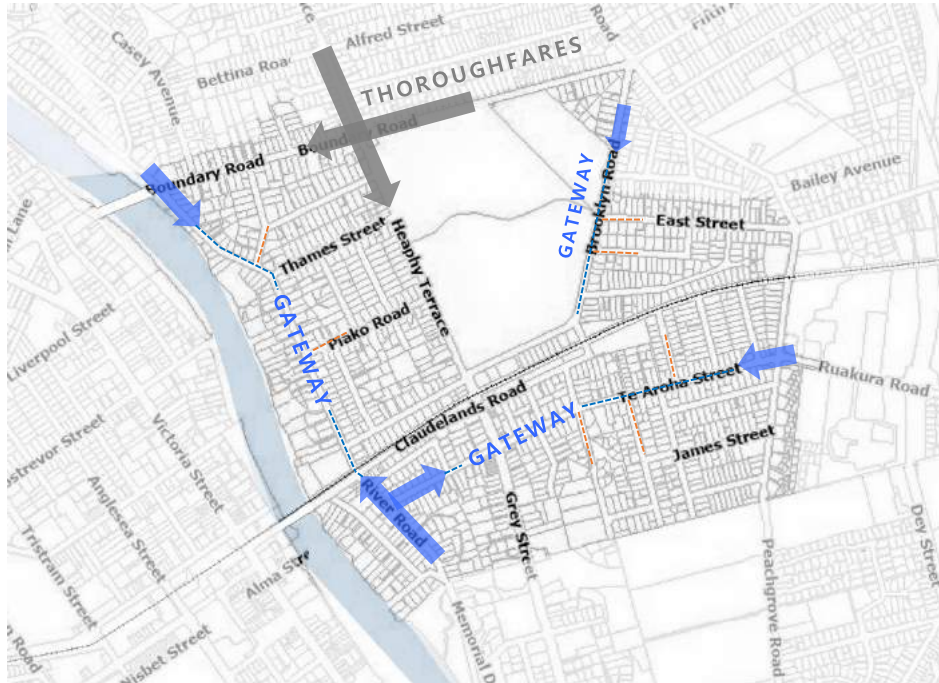


Figure 26: Street patterns in Claudelands, noting roads experienced as thoroughfares and those that form key experiential gateways through and into the HCA.

Lot layout and density

The original lot layout patterns have been less enabling of subdivision than Hamilton East. This is due to the originally-smaller size compared to those of Hamilton East, and due to less orthogonality as lots have been shaped around existing natural and built features – the river, park, railway line, older roads and gully pathways. While many lots have had one property added to the rear, many have also remained as their original single-dwelling configuration, and multiple sectioning is far less prevalent here. An important aspect of this lack of subdivision is the retention of generous private gardens and a lack of hard surface driveways that can cumulatively erode the rhythm and visual quality of streets.

A pattern of low density, detached dwellings set out in a rhythmic manner with 5-10m of front garden space remains the dominant appearance. There are some comprehensive multi-unit developments in the area, most dating from the 1960s to early 80s, particularly on Stanley, Thames and O'Neill Streets. However, these developments have not fundamentally shifted the predominant character of the area and their overall effect on historical character values is low. This is due to their general infrequency, sloping landforms that make them less dominant, and very large street trees that establish and maintain a cohesive streetscape appearance.

Green structure

The Claudelands Study Area, like Hamilton East, is particularly notable for its green structure, with large, grassed berms and avenues of trees characterising many of its streets. Particularly notable avenues are

Stanley and James Streets in the eastern side of the area and Gillies Avenue and Young Street (west). Te Aroha Road and Rover Road also have significant lines of mature trees and these avenues play a key role in these roads being experienced as HCA gateways. Some of these trees date to the work of the Hamilton Beautifying Society in early 20th century,⁵⁶ and as a green network they are critical to an understanding of the area's historical context as Hamilton's first "leafy green" suburb, reflecting the social aspirations of its earliest European residents.

Well-vegetated front gardens with mature trees also make a significant contribution to the area's historical legibility and character, and minimal / sensitive subdivision has enabled the overall tree canopy in this area to be well maintained. The local nature of many streets mean that front boundary treatments are often low (with many being original to the house) such that houses can be seen in their originally-intended garden setting from the public realm.

Housing typology

The Study Area encompasses Hamilton's most extensive and intact collection of early 19th century residential architecture. The housing demonstrates the living aspirations of Hamilton's growing "professional class" as the borough consolidated and grew beyond its original tentative settlements of Hamilton West and East. The housing typologies that define the historic character of Claudelands are outlined below. Refer to the 2020 Character Report for descriptions of each house type, and to **Appendix B** for Study Area maps and examples.

⁵⁶ See the Historical Summary for this Study Area, Section 5.1.



Figure 27: Frances Street villa.

Villas / transitional villas – these are fairly uncommon, even in Claudelands, with approximately 50 in the Study Area. They are scattered through the area Claudelands began to be established as a place to live for prosperous residents and newcomers in the 1890s – 1910s.

High historical significance due to age and rarity; character-defining.



Figure 28: River Road bungalow.

Bungalows – these are the most prevalent housing type in the Study Area and are set out as semi-continuously throughout, often absorbing pre-existing villas into an otherwise contiguous row. Examples in this Study Area are generally somewhat grander than those of Hamilton East (although with more modest examples closer to the railway line). They are a collective exemplar of the housing trends of the 1920s and 30s, with architectural forms and detailing that showcase the options for prosperous owners from architectural plan books of the period.

With the less-common art deco / moderne and eclectic styles, bungalows form the basis for Claudelands' historic architectural identity.

High historical significance as a defining attribute of the period of significance; character-defining.



Figure 29: Young Street art deco.

Art deco / moderne – uncommon in the Claudelands Study Area, they provide insight into other architectural trends that contributed to the area's continuing consolidation in the 1930s.

High historical significance due to rarity; character-defining.



Figure 30: Stanley Street English cottage.

Early 20th C eclectic (English cottage, faux Tudor, Arts & Crafts and Spanish Mission) – there are various examples of these architectural styles dotted around the Study Area, with two particularly notable clusters on Armagh Street and River Road.

High historical significance due to rarity; character-defining.

Other housing typologies in the Study Area include:

- **Early state houses / private homes built under the SAC** – this housing type is less common in Claudelands. They are often brick and tile examples with some personal design flair. They are generally singular but there is a more substantial cluster in Bains Avenue / James Street (east side of the Study Area). The row of artillery flats on Peachgrove Road were also constructed during this period; they are discussed in Section 5.6. This typology is outside of Claudelands' key period of significance (discussion at *Period of Development*, above) but these houses support the rhythm of the streetscape in terms of scale, setbacks and materiality.

This typology has moderate historical significance in this Study Area; generally character-supporting.

- **1950s+ state housing** – again not common in this Study Area but there are semi-contiguous groupings at the east ends of East Street, Young Street and Gillies Avenue (north-east). This typology is outside of the period of significance but these houses generally complement and support the scale, setbacks and materiality of earlier housing stock, especially when street trees support the streetscape legibility such as in Gillies Avenue.

This typology has moderate historical significance in this Study Area; generally character-supporting.

- **1960s / 70s / 80s standard housing** is uncommon in the Study Area and is generally found singularly where new houses have replaced old ones, with the exception of Bains Avenue which has a fairly continuous row on its northern side. They are usually modest, single-storey houses (sometimes duplexes) of varying architectural style and construction quality.

This typology makes little contribution to this Study Area's period of significance but is generally character neutral.

- **Multi-unit developments** in this area date from the 1960s – early 80s, and are usually two-storey blocks of flats whose architecture reflects the planning and housing trends of their respective construction periods. Some single-storey types are also present.

This typology makes little contribution to this Study Area's period of significance; generally character neutral or character compromising.

5.3. Existing SCZ extent



Figure 31: Claudelands SCZ (ODP Fig 4-7).



Figure 32: ODP zoning map 45A/46A/37A/38A.

The Claudelands SCZ broadly encompasses the area from the west end of Te Aroha Street (north side) to the south side of Boundary Road, as laid out in the ODP Appendix 4, Figure 4-7 (Figure 16). The Claudelands SCZ is more straightforward than the Hamilton East one in that the full area is identified as a Dwelling Control Area (rather than a subset).

5.4. Key survey findings

The survey can be viewed in the HCC ArcGIS maps dashboard. Aerial overlay images taken from this data is included in **Appendix B**. Refer to the **Main Findings Map** below (Figure 33) for context.

Key survey findings for Claudelands:

Urban and green structure

- The legibility of Claudelands' historic urban form remains high throughout the study area. The rectilinear street layout, often ending in cul-de-sacs, continues to be a notable aspect of the historic character of the area. The lack of through-access for many of its streets mean that they have a quiet neighbourhood character in experiential terms, and many of their houses are very visible in garden settings due to low street frontage treatments.
- The area retains a generally strong green structure in the form of extensive and often decades old street tree avenues, although some of these avenues have been cut down, with some subsequently replaced with smaller species. As with Hamilton East, there is no clear overarching strategy to street trees in the area, with reasons for removal unclear and new saplings having no discernible relationship to the history of the area.

Housing typologies

- Full coverage of the existing Claudelands SCZ by a **Dwelling Control Area** defined has clearly been successful in limiting redevelopment and retaining pre-1940 buildings within the zone. However, it is notable that other parts of the Study Area which are not inside the SCZ, i.e., the East Street / Young Street / Gillies Avenue block, the cul-de-sac streets north of Te Aroha Street, and the north side of Te Aroha Street itself, also remain largely intact in terms of the key 1878 – 1939 development period. Te Aroha Street is particularly important in this regard as it creates a gateway to the character area and makes an important contribution to the legibility of the area in experiential terms.
- Claudelands is more clearly defined by bungalows in particular and secondarily by villas, with other housing types and development eras being less common than in Hamilton East. Houses from the 1920s and 30s remain the dominant character quality in terms of architectural typology throughout the area, and the lack of development pressure has meant a high retention of other defining characteristics such as building setbacks, front gardens and mature private trees.
- Street frontage treatments are often original to the period of the house itself, with villas featuring timber picket fences or chain link and bungalows being bounded by low masonry walls, often finished to match the house.

5.5. Proposed Historic Character Area extent

The proposed extent of the Claudelands HCA is laid out in the map at Figure 35.

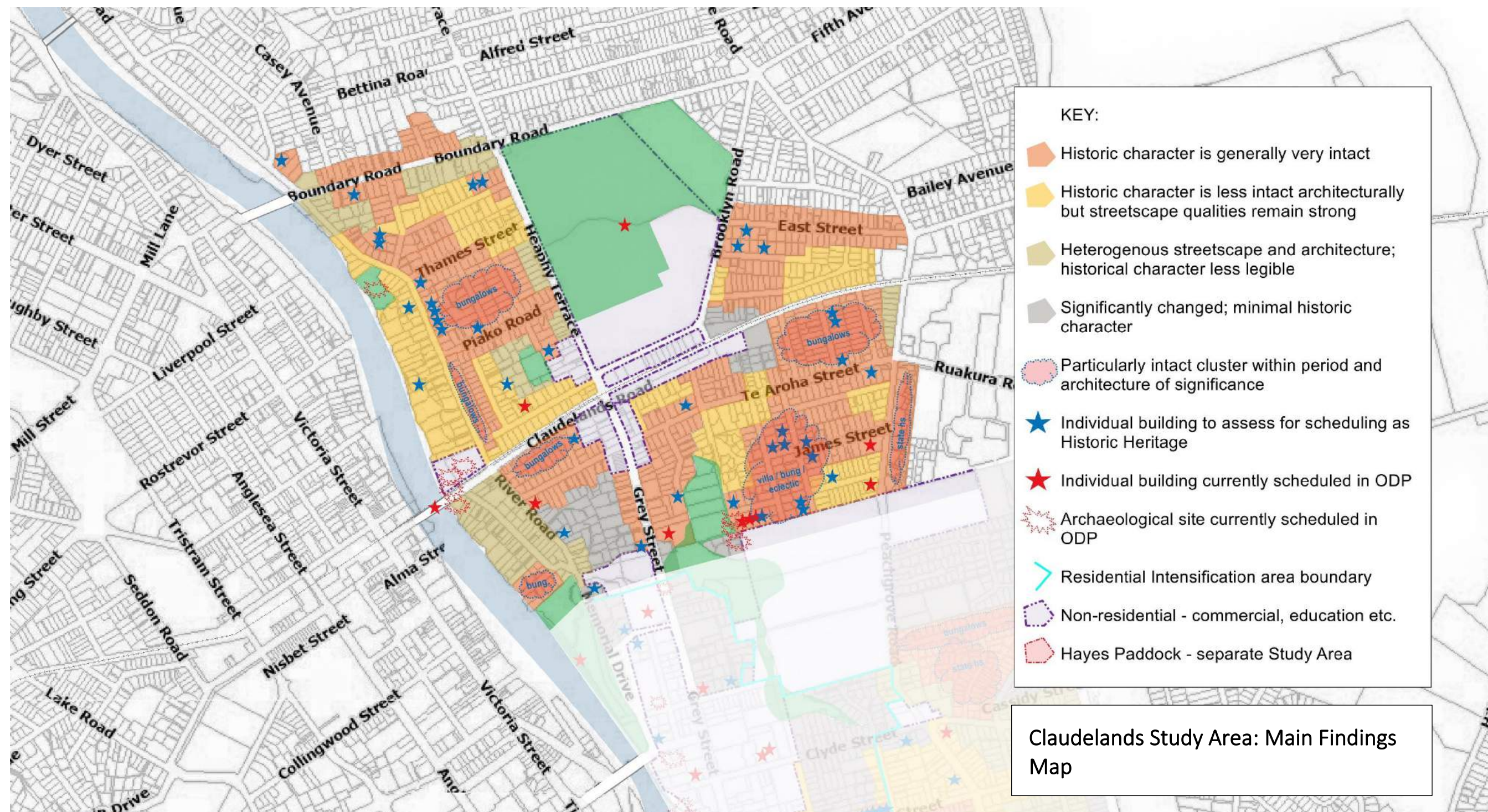


Figure 33: Claudelands Study Area: Main Findings Map.

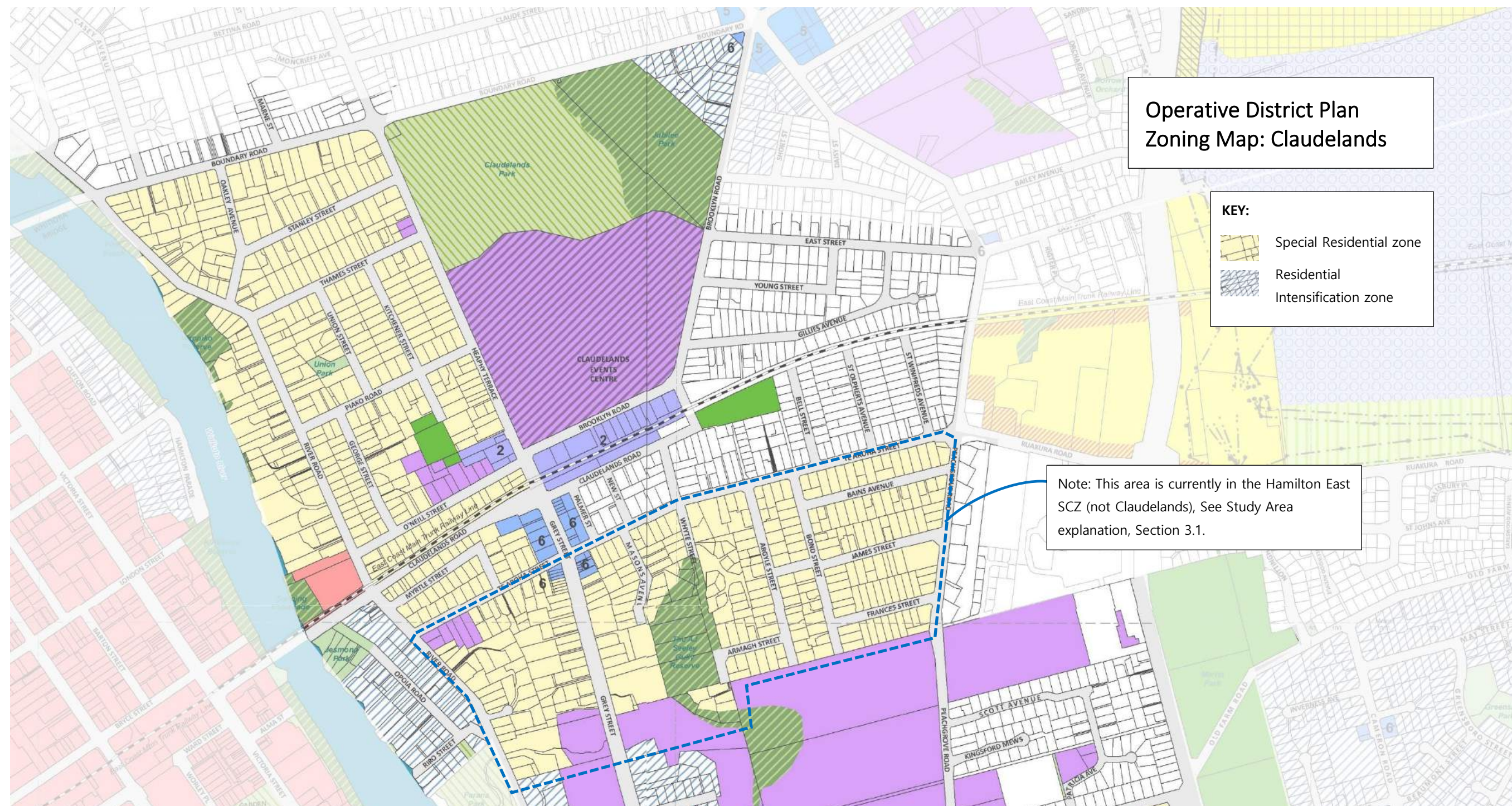


Figure 34: Operative District Plan Zoning Map: Claudelands.

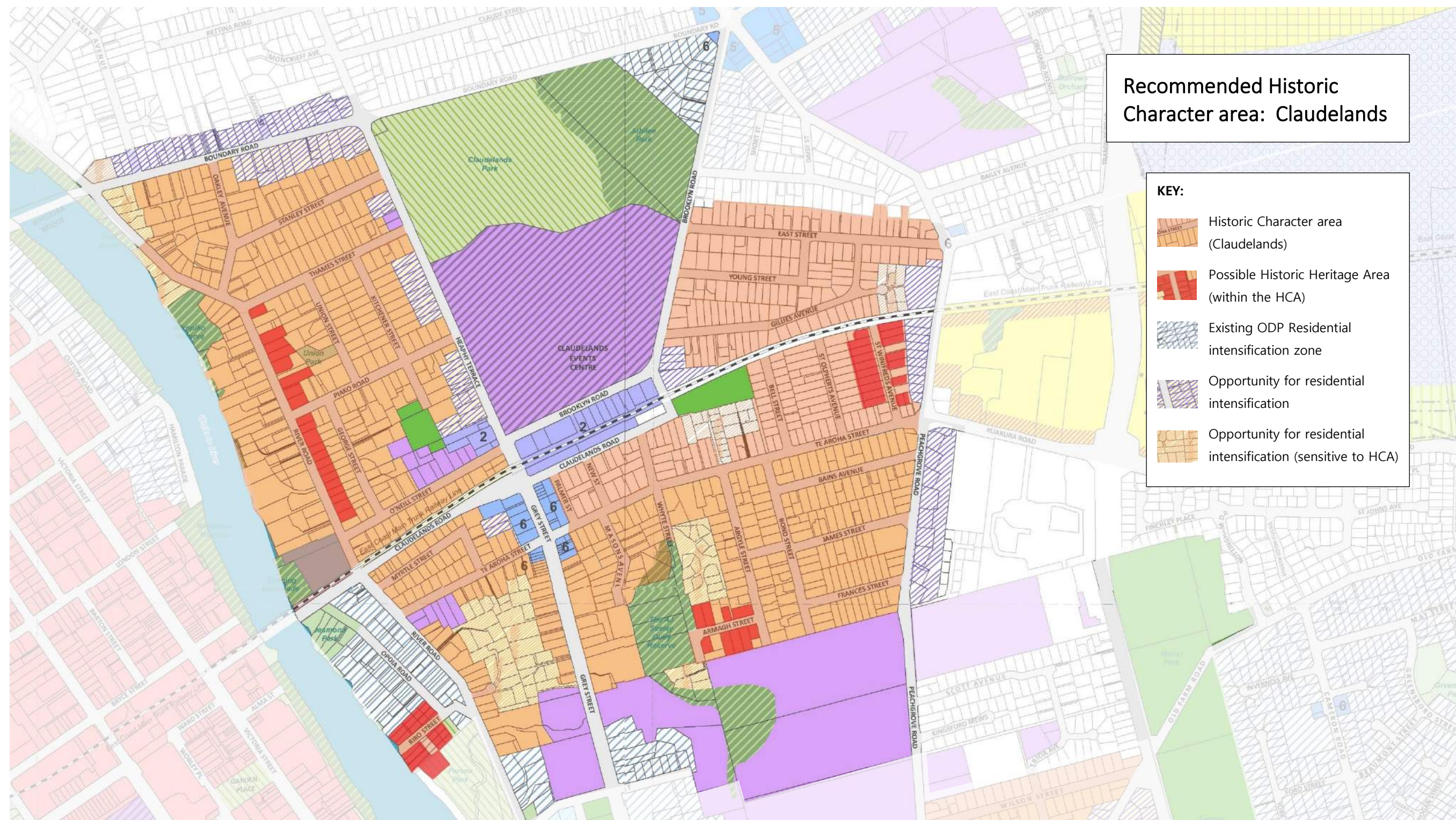


Figure 35: Recommended Historic Character area: Claudelands.

5.6. Overall approach within the proposed HCA

The following approach is recommended for the proposed HCA identification and management framework.

1. The full extent of the HCA (i.e., all the area coloured solid orange in Figure 35) would be what is now defined in the ODP as a Dwelling Control Area. The provisions and rules of the existing Dwelling Control Area would apply.

Explanation: The existing Claudelands SCZ is less complicated than the existing Hamilton East SCZ in that the full area is also the dwelling control area. It is recommended that this approach be continued for the HCA. I.e., no additional layer of being "in" or "out" of a Dwelling Control Area.

2. Clusters of high integrity (identified as red clusters in Figure 35) would be considered for possible group-scheduling as Historic Heritage Areas (HHAs).

Explanation: Same approach as Hamilton East - see discussion at Section 4.6. Each proposed area is briefly described in Section 5.7 below.

3. Properties outside of the HCA (i.e., all the parts orange-hatched or purple-hatched in Figure 35) would be appropriately rezoned.

Explanation: Same approach as Hamilton East - see discussion at Section 4.6. See Section 5.7 below for further explanation of these areas.

5.7. Determining the edges

New boundary definition

It is recommended that the north portion of the existing Hamilton East SCZ (see Figure 34) be redefined to form the southern portion of the Claudelands SCA. The rationale for this change is discussed in Sections 3.1 and 4.7.

An important recommendation following the survey findings is that the blocks of East Claudelands, from East Street south to Te Aroha Street, should be added to the Claudelands HCA as shown in Figure 35. As can be seen in Figure 36 below, the pattern of largely contiguous character-defining properties continues through this western section, with these streets being characterised by the same historic character attributes as in the south and west – early 19th century inception, rectilinear street layouts shaped by pre-existing features, low density dwellings rhythmically set out with front gardens, a strong green structure and bungalows as the dominant architectural style. It is considered that there is sufficient justification for this additional area to be included in the HCA. This approach will enable the HCA to appropriately reveal and retain the fuller story of Claudelands' history and significance to the city of Hamilton as a whole.

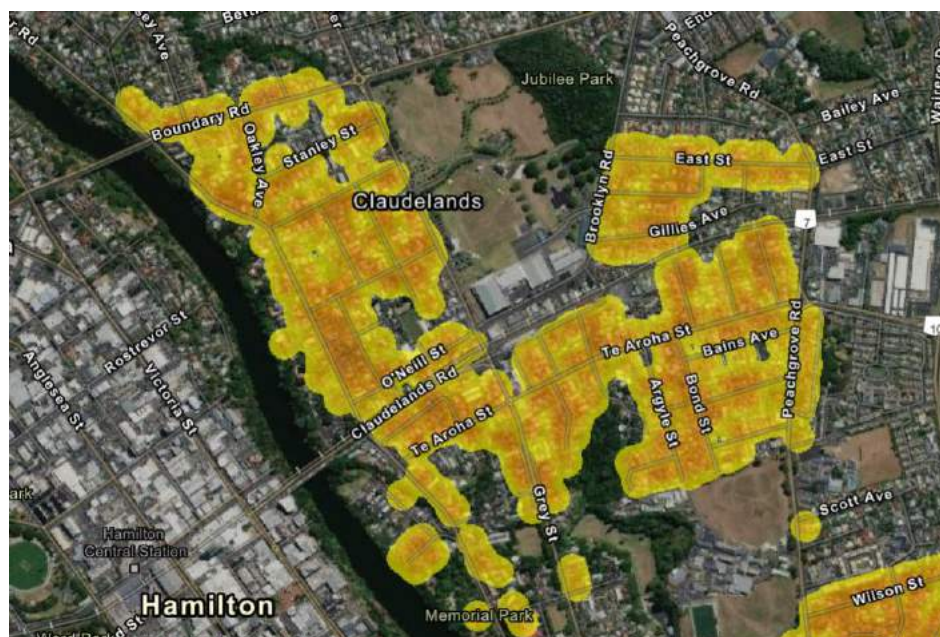


Figure 36: Heat map showing dense coverage of character-defining properties through the Study Area.

Key exclusions

The existing extent of the SCZ coverage in this area (with the additional area discussed above) is confirmed by the survey findings, which show that the covered area strongly represents the key period of significance and that identified architectural typologies of significance dominate its streetscapes. There are therefore few existing SCZ portions recommended for exclusion from the proposed HCA. They include:

- Properties along Heaphy Terrace,
- Properties on the south side of Boundary Road (east end).

These roads are major thoroughfares with an assortment of building types and architectural styles along them. As such, they have a limited ability to be appreciated in terms of a historic streetscape. However, corner properties which form gateways to the local streets to the west, are included in the HCA.

Additionally, there are several clusters of properties (see orange hatch, Figure 35) that could be up-zoned with minimal adverse effect on the HCA's significance. These clusters form the interior of blocks or are otherwise on the edge, and their contribution to the legibility of the area's historic character and to the streetscape is found to be low. See discussion at Section 4.6 (*Key exclusions*) regarding similar clusters in Hamilton East.

Question areas

There are four areas to draw attention to regarding where to “draw the line,” shown in Figure 37 and discussed below.

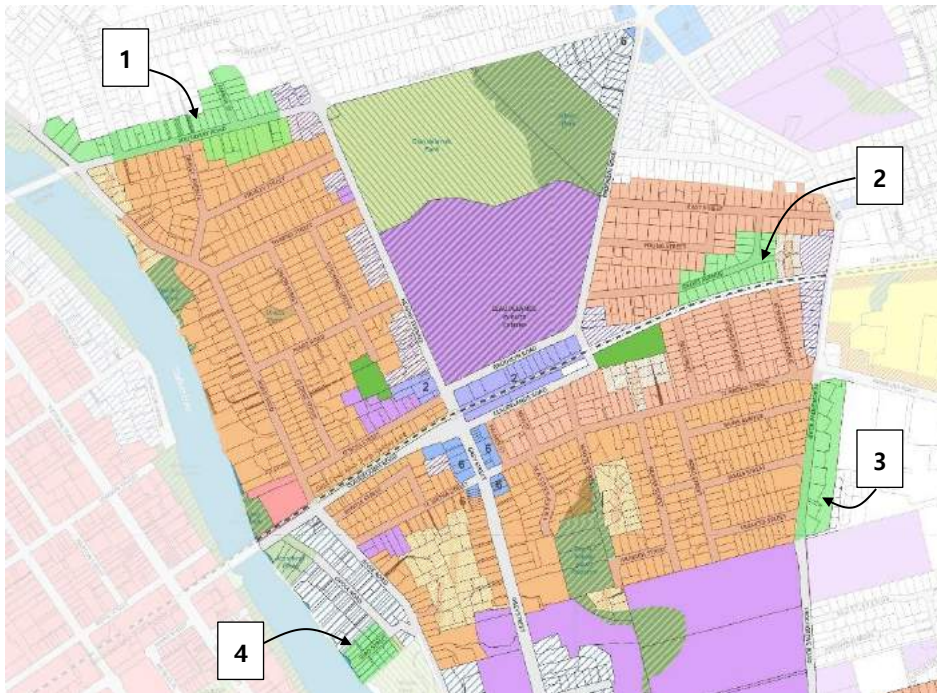


Figure 37: Questions of where to draw the line: Issue Areas 1 – 4.

1. Boundary Road

The south side of this road is covered in the existing SCZ while the north side is not. However, it is the north side of the road from Casey Avenue east that has the more contiguous and intact architecture – early 20th century bungalows – that legibly represent the period of significance. Marne Street adds to this collection. In my view, inclusion of the full street could be justified in terms of its collective historic character attributes and for consistency. However, it is noted that this road is experienced as a major thoroughfare (see Figure 26) and is experienced as two separate sides rather than a holistic streetscape. Its lack of strong green structure and the fact that many of its early 20th century houses are behind 1.2m+ fences means that the experience of historic character is low. Given the erosion of character qualities in the streetscape and in the properties along the south-eastern portion (no. 24 – 46), it is my view that Boundary Road should be excluded from HCA. An exception is at the west end, where the historic character attributes of this row of properties, and their connectivity to Oakley Avenue to the south, warrants their inclusion as a strong and clearly legible edge to the HCA.



Figure 38: Boundary Road – weak in historic streetscape qualities.

2. Gillies Avenue

As is clear in the 1948 aerial of this area (see Figure 24), only the western half of this street was developed in the first half of the 21st century, with the eastern half being built in the late 1950s and 60s. This is reflected in the housing stock, with the eastern length of the street being defined by character-supporting (rather than -defining) architectural styles (mainly SAC-regulated Huntly brick). However, the streetscape here is a particularly strong feature of the area, defined by local carriageway width, generous berms and continuous street trees. The streetscape plays a key role in creating a cohesive historic character down the length of the street, and supports the legibility of Young Street and East Street to the north. It also links this portion of the HCA with the streets to the south of the railway line. It is therefore my view that Gillies Avenue should be included in the HCA in its entirety, with the exception that different zoning may be appropriate at the end of its ancillary cul-de-sac, Griffiths Place.



Figure 39: Gillies Avenue – strong streetscape.

3. Peachgrove Road's artillery flats

The artillery flats have been previously considered regarding their historic heritage values, most recently at the time of Variation 20 when it was considered that they did not warrant scheduling as individual

historic heritage buildings. For the purposes of this study, the artillery flats were constructed outside of both the identified period of significance and architecture of significance for the Claudelands HCA. While they clearly have their own historical significance, it is not part of what defines Claudelands as a legible historic character area. It is therefore considered appropriate to continue to exclude this side of Peachgrove Road from the HCA.



Figure 40: Artillery flats, Peachgrove Road.

4. Riro Street, beside Parana Park

This street is currently in the RIZ, along with Opoia Road that branches off to the north (see Figure 34), and is separated from the broader SCA boundary which extends from the east side of River Road. While Opoia Road has become defined by blocks of 1980s+ flats, sometimes behind original bungalows, Riro Street has largely retained its original bungalows and garden settings. The street is directly adjacent and connected to Parana Park, and it is considered that it plays a key role in the historical legibility of this area, as well as making a significant contribution to its visual amenity (particularly as Opoia and River Road continue to intensify here). It is therefore my view that this street should be included in the SCA, and also that it be considered as a possible HHA – see discussion at Section 5.8.



Figure 41: Riro Street, directly connected physically and historically with Parana Park.

5.8. Possible HHAs

The following clusters are identified as possible HHAs. It is recommended that further site-specific historical research and physical analysis is undertaken for these properties, such that a group assessment against the criteria of the ODP Appendix 8-1.2 could occur.

- **Riro Street HHA:** As discussed above, this small cluster of houses appear to be directly associated with the history of Parana Park and the Memorial Gardens immediately adjacent. As a group of bungalows, they have particularly clear links with the Garden Suburb ideals prevalent at the time of their construction, demonstrated by their “house and garden” landscaped settings, their low or no boundary treatments, the Arts and Crafts qualities of their architecture. They also may be linked with the former house inside the public gardens directly to the south.
- **River Road HHA:** This stretch of villas and bungalows is one of the most contiguous rows of early 20th century housing in Hamilton. The group plays an important role in making the particular history of Claudelands easily visible on this major gateway into and through the area. Directly related to Claudelands’ particular history as an aspirational suburb for the prosperous professional class, the collection includes relatively grand examples with personalised architectural forms and detailing, and at the northern end is a row of four Arts and Crafts houses of particular architectural flair.
- **Armagh Street HHA:** Three houses in this cluster are already individually scheduled. The collection of houses and their streetscape context collectively have the potential to demonstrate a particular aspect of the area’s history in terms of the development of the prestigious Hamilton Boys High School, Seeley’s Gully etc.
- **St Winifreds Avenue HHA:** Currently outside of the SCA altogether, this street, and to a lesser extent its neighbours St Olpherts Avenue and Bell Street, demonstrate a particularly highly intact cluster of early 20th century timber bungalows. Smaller and more modest than their River Road counterparts, the street has potential to demonstrate the particular history of workers housing close to the railway line. It is unfortunate that the street trees, which had formed fairly contiguous avenues on both sides of the street, have recently been removed. However, the streetscape remains cohesive and there is potential for replanting in the wide berms.

5.9. Statement of Significance

This Statement is based on the recommended Claudelands HCA extent as shown in Figure 35, and is structured according to the two assessment criteria established in the 2020 Character Report. It is recommended that the Statement is embedded in the district plan such that it forms the basis for:

- Understanding why the identified area has been designated as an HCA,
- Establishing the key historic character values of the HCA, and
- Assessing resource consent applications for Discretionary / Restricted Discretionary activities in the HCA.

Historical themes

Claudelands has important historical significance to Hamilton as the borough’s first purpose-built residential suburb. Established on raupatu land, the Miropiko pā remains as a tangible connection to the area’s pre-European past. The area was named after an early wealthy speculator, Francis Richard Claude, who bought up parcels from

disillusioned soldier settlers from the 4th Regiment, subdivided and sold the land by 1878. Unlike the earlier areas of Hamilton East and West, which had been established as distinct townships, Claudelands grew as a distinctly residential area from its outset as a place for Hamilton's prosperous professionals to settle down. The area also tells the history of the development of Claudelands Park and the importance of the railway to its success. The clearing of a large block of native kahikatea bushland for a racecourse and the completion of the railway line from Frankton in 1884 together enabled Claudelands to establish itself as a sporting, agricultural and entertainment hub for the region. At the same time, its accessibility and proximity to the city, as well as its views and connections to the river, made it a prime area for established Hamiltonians and prosperous newcomers to establish themselves. Even before the area was formally incorporated into the Hamilton borough in 1912, large bungalows were being built by affluent citizenry along River Road on elevated sections with views over the river. The suburb filled in very quickly, largely within two decades, as the borough's population rapidly grew.

By the late 1930s and early 1940s, as other parts of the existing borough (and early extension areas like Maeroa and Swarbrick) were increasingly infilled with state housing and private homes built under the strict lending regulations of the State Advances Corporation (SAC), Claudelands was already firmly established as a place of residence for business people and professionals seeking to be close to the central commercial area but also well clear of its industry. Claudelands was to see some significant intensification in the 1960s as blocks of flats and hostels were built in streets close to Boundary Road or the railway line. However, its prevailing physical appearance remains in its early 20th century development period, and it is for this reason that the key period of significance for Claudelands is established as 1878 - 1939.

Physical and visual qualities

Claudelands is significant for its physical and visual qualities as it encompasses Hamilton's largest and most intact grouping of early 20th century houses, together with associated patterns of suburban development, that collectively represent Hamilton's consolidation as a prosperous regional centre and reflect important trends in New Zealand's architectural design.

Set out several decades after the Hamilton East and West, Claudelands has a denser street structure and subdivision pattern, with narrower, rectangular blocks based on a quarter acre section lot layout. The street layout is also affected by the pre-existing railway line, Claudelands showgrounds, and Putikitiki gully. These features establish the area as a collection of straight cul-de-sacs and short local streets fed off the main roads of Te Aroha Street and River Road. Streets generally have little through-traffic and feature generous berms and avenues of street trees. The topography of the underlying landform, incised by Putikitiki gully and sloped to the Waikato river, creates many elevated properties whose architecture and gardens form a prominent part of the streetscape character. Limited opportunities for multiple subdivisions have enabled private gardens to remain an important feature throughout the area. They continue to contribute to an understanding of the aspirational nature of the suburb's early years as homes were established in generous garden settings. Front fencing is often low, enabling a high level of architectural experience from the public realm.

Claudelands is defined by its large collection of bungalows, from the large and relatively grand examples close to the river, to the more modest homes to the east, further away from the CBD. The area also contains particularly notable examples of Edwardian and transitional villas, and conservative early 20th century eclectic architecture such as the English cottage, faux Tudor and Arts & Crafts styles. Collectively, these houses are a finite resource which tell the story of Hamilton's growth and growing prosperity in the early 20th century.

5.10. SUMMARY OF RECOMMENDATIONS: CLAUDELANDS

1. Refine and enlarge the character area to the HCA extent shown in Figure 35.
2. Identify the full extent of the HCA as a Dwelling Control Area.
3. Individually identify each pre-1939 dwelling in the HCA.
4. Undertake further historical research, analysis and assessment for potential group-scheduled HHAs within Claudelands: River Road, St Winifreds Avenue, Armagh Street and Riro Street as identified in Figure 35.
5. Prepare a design guide specific to Claudelands. Incorporate this into the ODP.
6. Enable rezoning with potential for intensification in areas outside of the HCA.

6. FRANKTON RAILWAY VILLAGE STUDY AREA

Key period of historical significance:	1920s.
Key architecture of significance:	Early 20 th century prefabricated timber railway housing.
Overall level of significance:	National

The Frankton Railway Village Study Area extent is shown in Figure 42 (dashed blue line).

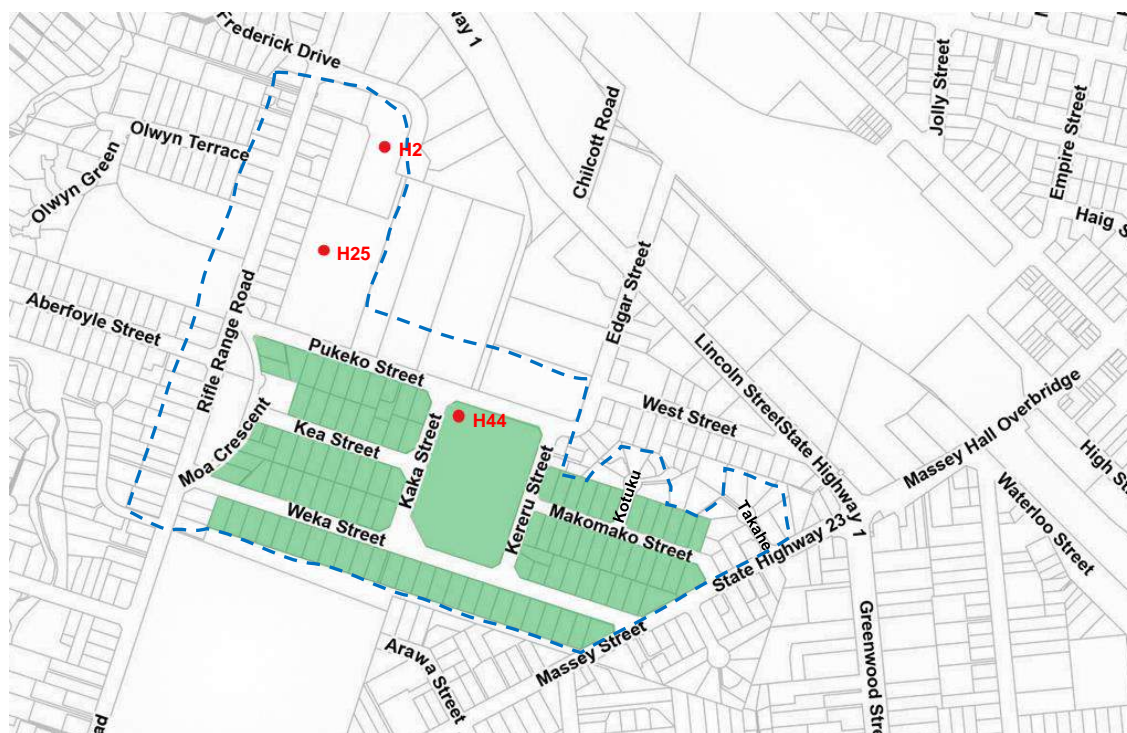


Figure 42: Existing extent of Frankton Railway Village SCZ, as identified in the ODP Appendix 4: Special Character Zones, Figure 4-4. The red dots indicate individually scheduled Historic Heritage items, as identified in Appendix 8: Heritage (Schedule 8A). The blue dashed line shows the Study Area extent.

6.1. Historical summary

The raupatu land on which Frankton was established was allocated to 4th Regiment Major Jackson Kendell in 1864. Kendell on-sold the land to Thomas Jolly, who subdivided his farm in expectation of the railway line's progress. A small settlement of Frankton was well established by 1877 by which time the railway line had arrived from Auckland. Its strategic importance increased in the 1890s as branch lines to Thames and Rotorua were established.⁵⁷ By 1906, a tightly set out township of 70 houses had been established with its own clear identity and commercial streets; High Street running parallel to the railway line and Commerce Street perpendicular to it.⁵⁸ The main trunk

⁵⁷ Kellaway, "Frankton Junction," 3

⁵⁸ Kellaway, "Frankton Junction," 3

line connecting Auckland to Wellington was completed in 1908 and that year Frankton acquired a town board. By 1910 over 80 trains were passing through Frankton per day, and many of the residents of Frankton were railway employees, with over 100 employees' resident with families by 1910.⁵⁹ Frankton achieved borough status in 1913, and by that stage its population was above 1,000.⁶⁰

By 1919 it was apparent that there was an acute housing shortage for people working the railways, a problem faced across New Zealand and amplified by shortages following WWI.⁶¹ The New Zealand Railways Department, which had been established as its own government department in 1880, began to consider approaches for providing workers' accommodation directly. There was some precedent in worker accommodation schemes in Britain, but these had been undertaken by private railway companies and based on terrace housing town models. This was deemed inappropriate for New Zealand, where terrace housing was eschewed in favour of aspirations for standalone, single family dwellings on cultivatable lots. As there was no shortage of land, and speed and simplicity of erection was paramount, a "plot and bungalow" concept was settled on.⁶²

The Railway Department established an Architectural Branch in late 1919 to design and supervise the construction of railway workers settlements. George Troup, an engineer and architect, was brought on to lead the project and the Architectural Branch set up office at Frankton Junction, with its staff using the first houses constructed there.⁶³

Troup's design concept was to establish complete neighbourhoods, an idea that was loosely based on Garden Suburb ideals promoted by English urban planner Ebenezer Howard. The model aimed to foster social harmony and health based on homes and gardens in a landscaped setting, and supported by a high quality public realm. The resultant railway settlements were the first planned housing settlements in New Zealand, preceding and informing the later comprehensive projects of the first Labour Government. Reserve land and trees were deliberately placed to buffer residents from smoke and noise while being close enough for workers to be called in at short notice, and community cohesion was promoted through public recreation grounds and facilities.⁶⁴

The Frankton Railway Village was the largest from the outset, largely due to the presence of the factory that was the centre of North Island production of the Railway department pre-cut timber houses, and to the fact that the architectural branch and many railway workers were based there. This settlement was planned around a central square (now known as Railway Park) with a symmetrical link via Kea Street to a secondary semi-circular recreational area which originally contained a pavilion, tennis courts and bowling green. A longitudinal street grid was symmetrically laid out on either side, with blocks divided into ¼ and 1/5 acre sections.⁶⁵ House lots were also laid out along Rifle Range Road, directly backing onto the factory site.

The Frankton House Factory began production in July 1923 and over the following five years produced over 1,300 houses for Railway Department employees. Standardised timber parts were cut, numbered and marked for specific house types and complete house "bundles," complete with detailed instruction drawings, were then transported by

⁵⁹ Kellaway, "Frankton Junction," 7

⁶⁰ Swarbrick, "Waikato places - Hamilton west of the river."

⁶¹ Kellaway, "Frankton Junction," 18

⁶² Kellaway, "Frankton Junction," 18

⁶³ Kellaway, "Frankton Junction," 20

⁶⁴ Kellaway, "Frankton Junction," 25 – 28

⁶⁵ New Zealand Heritage Pouhere Taonga. "Frankton Junction Railway Settlement Historic Area"

rail to the various railway centres around the North Island.⁶⁶ At the height of production over 400 houses were being cut each year. However, by 1926 there was a congestion of houses on the racks; the operation was deemed too efficient and production slowed – only 50 houses were cut in 1928, and the following year the factory closed.⁶⁷

The pre-cut houses, unskilled labourer, took 2 to 3 weeks to assemble. Over 100 pre-factory and factory cut houses of low cost, functional design were constructed. The Bungalow style of the timber houses and the variations on a single repetitive house plan make railway houses an important contribution to New Zealand's architectural history.

The houses became known and easily recognisable as "railway houses."⁶⁸ A low-cost, functional design based on variations of a single repetitive house plan, they were simple to assemble and were often put together by the future occupants themselves. They were notable from the outset due to their particular architectural form and detailing loosely based on the bungalow style, and to their establishment as neighbourhood collections rather than individual houses.⁶⁹

Survey findings confirm that the Frankton Railway Village remains highly intact architecturally, with a clearly legible historical context. The area also continues to be characterised by its particular orthogonal street layout centred around Railway Park, its historical green structure and remnant public space items from its inception, including iron railway lines used as park boundary edges.

⁶⁶ New Zealand Heritage Pouhere Taonga. "Frankton Junction Railway Settlement Historic Area," Assessment Criteria.

⁶⁷ New Zealand Heritage Pouhere Taonga. "Frankton Junction Railway Settlement Historic Area"; Kellaway, "Frankton Junction," 37, 41, 50. Kellaway notes that the NZ Railways Department was to later rue the closure of the factory and dismantling of its machinery, as the country's housing shortage continued but the opportunity for production being taken up by other government / private providers had been lost.

⁶⁸ New Zealand Heritage Pouhere Taonga. "Frankton Junction Railway Settlement Historic Area."

⁶⁹ Kellaway, "Frankton Junction," 24.



Figure 43: Typical railway house in the Frankton Railway Village.

6.2. Existing SCZ category and extent

The existing "Frankton Railway Village Precinct" is identified in the ODP Appendix 4: Special Character Zones, Figure 4-4 and in the planning maps (Zoning Map 43A). The ODP Chapter 5 categorises the area as a "Special Heritage Zone" (ODP 5.1.2b)), a sub-category to the overarching Special Character zone descriptor.

The Frankton Study Area survey covered the extent of the existing SCZ plus immediately adjacent / historically relevant areas as shown in Figure 42.

6.3. Key survey findings:

- The survey confirms the historical significance and high intactness of the properties included in the existing SCZ, with over 90% of the properties' overall character assessment being **character defining**.
- The short cul-de-sacs of Kotuku and Takahe Streets consist of state housing from c.1950s (contemporaneous with housing on the southern side of Massey Street) and are therefore different from the key period of historical significance.⁷⁰
- The eastern portion of Rifle Range Road from Frederick Drive to Pukeko Street consists of a row of very intact railway houses from the key period of historical significance and with the same architectural and planning language as that included in the existing SCZ group. The historical contiguity extends to 53 – 57

⁷⁰ One exception is the house at 1 Takahe Street, which is also an early 20th C railway house. As an outlier in an otherwise state house-lined street, it is considered that the house does not sufficiently justify inclusion.

Rifle Range Road (directly south of Weka Street and similarly bounding Swarbrick Park), which also feature railway houses.

- The commercial / industrial properties along Pukeko Street and behind the residences along Rifle Range Road have been substantially developed over time and feature large modern buildings. While the two scheduled historic heritage buildings in the industrial area (the Frankton Junction railway house factory (H2) and the factory kiln (H25)) are directly connected historically to the railway village, there is very limited experiential connection between the village streets and the old factory. The row of mature trees on the northern side of Pukeko Street makes an important contribution to the amenity and visual quality of this street in light of the industrial land directly beyond.

6.4. Proposed Historic Heritage Area category and extent

The following recommendations are made in light of the survey findings and review of historical analyses of the Frankton Railway Village.

1. Redefine the Frankton Railway Village Precinct as a scheduled Historic Heritage Area, rather than a Special Character Zone (Special Heritage subset).

Discussion

As discussed in Section 2.4, the nomenclature currently applied to the Frankton Railway Village is problematic due to long-standing confusion between historic heritage (and its emphasis on protection), and special character (and its focus on overall amenity). Although the village is termed a “special Heritage Zone” it is a subset within Special Character (ODP Chapter 5 / Appendix 4) rather than Historic Heritage (Chapter 19 / Appendix 8).

A high-level assessment of the Frankton Railway Village against the ODP’s criteria for scheduling (8-1.2) has been undertaken as part of this review (**Appendix C**). This assessment shows that the village (and associated historical factory structures) meets the threshold for scheduling as a historic heritage group. In particular, it has demonstrably high historical qualities (associative and thematic) of national importance, and collective architectural qualities that are rare at a national level.

Having undertaken this assessment, and in light of previous research and reports on the Frankton Railway Village and of the on-the-ground survey findings of this study, it is considered appropriate that the full area be redefined as a scheduled HHA under the ODP Appendix 8, Schedule 8A. As a scheduled group, the area’s statutory recognition and management would be elevated from special character (with development anticipated) to historic heritage, meaning that its collective rarity would be recognised and conserved as a finite resource. This approach would provide clarity regarding the status and protection approach for the area, would better align with public expectations regarding its protection, and would appropriately reconnect the railway houses to the factory that produced them in a unified historical narrative.

While the ODP does not currently include any areas scheduled as a built heritage group, this approach has precedent in the Auckland Unitary Plan and the Wellington District Plan.⁷¹ The approach would also create alignment

⁷¹ See AUP Schedule 14.2; WDP Chapter 21/1.

between the ODP and Heritage New Zealand Pouhere Taonga (HNZPT) in terms of formal recognition of the heritage significance of the Frankton railway village.⁷²

2. Enlarge the protected area to include the full extent of land shown in Figure 44 below. Identify each railway house and the NZ Railways Institute building as **Primary items**.

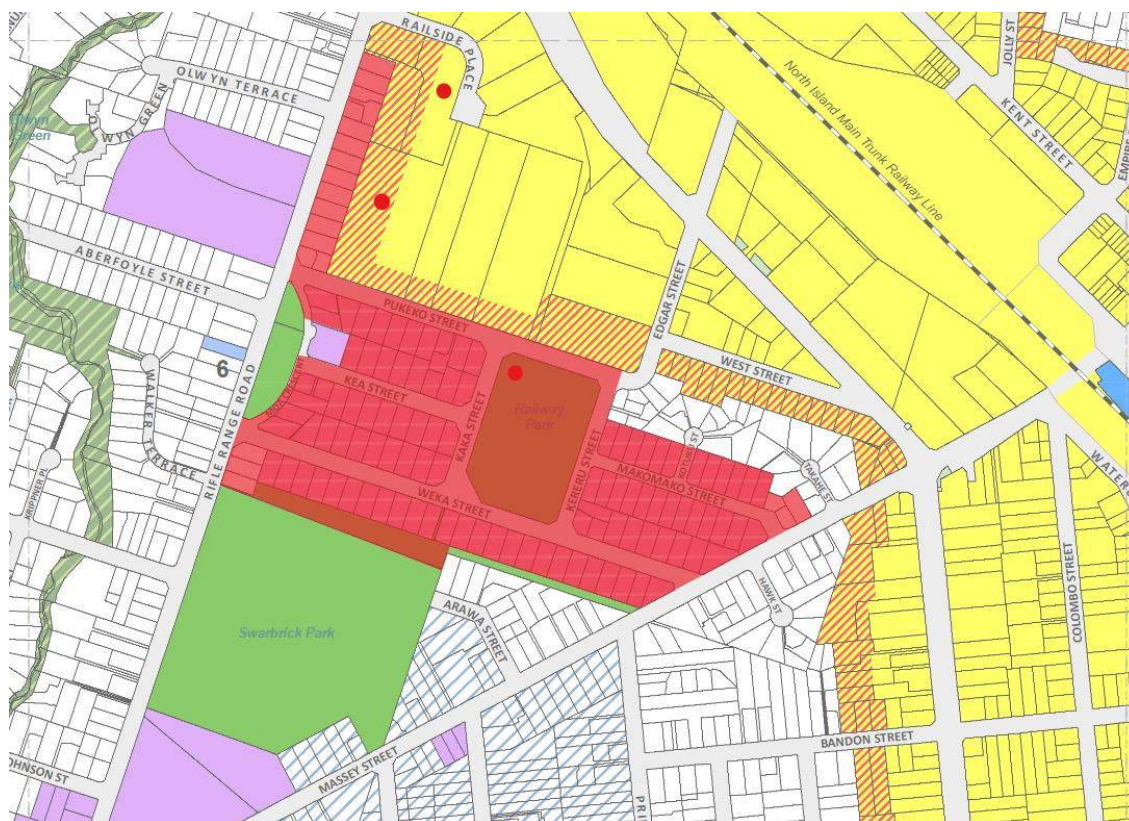


Figure 44: Proposed extent of the scheduled HHA (Frankton Railway Village). Currently-scheduled items are indicated by red dots.

Discussion

The survey findings confirm the intactness of the properties within the existing SCZ, but also highlight contiguous properties (along 29 – 57 Rifle Range Road; north-eastern corner of Makomako Street) that form part of the same historical narrative. In particular, Laura Kellaway's history suggests that the Rifle Range Road row may be some of the earliest houses built for the scheme.⁷³ It is therefore recommended that these properties be amalgamated into the area. This is in line with the HNZPT extent identification. It is also recommended that the NZ Railways Institute building, which are already individually scheduled (H44), be incorporated into the overall HHA, along with the

⁷² The Frankton Railway Village is registered by HNZPT as the "Frankton Junction Railway Settlement Historic Area," List no. 7014, list entry type *Historic Area*. See <https://www.heritage.org.nz/the-list/details/7014>

⁷³ Kellaway, "Frankton Junction," 30

Railway Park itself. Identifying the full area as a HHA enables its collective history to be understood and managed in a holistic way, rather than residential property focus of special character.

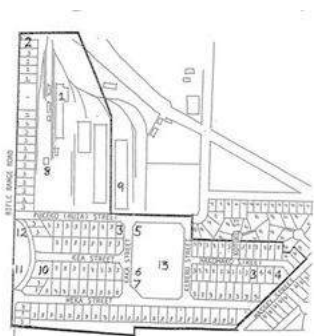


Figure 45: HNZPT extent of place. See <https://www.heritage.org.nz/the-list/details/7014>

It is noted that the HNZPT extent also includes the Frankton Junction Railway House Factory (H2), the factory kiln (H25). These are currently individually scheduled in the ODP (items H2 and H25 respectively). While this approach is consistent with the holistic management of historically-related heritage assets, in my view the different situation and zoning of the factory and kiln mean that they can be appropriately managed as individually-scheduled buildings, outside of, but directly related to the village itself.

Finally, the proposed map above recognises that the public realm makes an important contribution to the legibility and historical intactness of the HHA. It is recommended that the identified area explicitly incorporates the public realm, meaning that works within the public realm are similarly subject to the relevant heritage provisions of the ODP Chapter 19 where relevant. Of importance is the 2m footpaths and deep kerbs, wide 3m berms, visual and physical connectivity to related parkland (Swarbrick and Railway Parks) and public trees (particular the avenues on the northern side of Pukeko Street and on the northern side of Swarbrick Park).

The identification of **primary items** enables a management distinction between original buildings and later infill, specifically regarding demolition / alteration controls.

3. Update the 1989 Homeowners Manual prepared for the Frankton Railway Village to become a formal design guide for property owners. Incorporate this into the ODP.

Discussion

This existing manual has excellent and still-relevant content. With some updates⁷⁴ and, most importantly, easy public accessibility by being sitting within the ODP, it has the potential to provide a simple explanation regarding the national significance of the area (including the related commercial / community buildings), the protection afforded to it, and "one stop shop" guidance for home owners seeking to undertake works. Include updated information on the extent of the area, point-identify and geo-tag Primary items (subject to demolition controls), define rear yard areas (and other items not subject to demolition controls such as modern houses), and include the existing manual's guidance regarding design approaches.

6.5. Statement of Significance

In light of the recommendations above, this Statement of Significance uses the assessment criteria of the ODP Appendix 8-1.2 as a framework (see **Appendix C** to this report). The Statement is based on the findings of the survey undertaken as part of this study, and on previous research and reports on the Frankton Railway Village as listed in the bibliography and in **Appendix C**. It is recommended that the Statement is embedded in the ODP such that it forms the basis for:

⁷⁴ The Hayes Paddock design guide prepared by Boffa Miskell and Dave Pearson could be used as a model here.

- Understanding why the identified area has been designated as an HHA,
- Establishing the key historic heritage values of the HHA, and
- Assessing resource consent applications for Discretionary / Restricted Discretionary activities in the HHA.

The Frankton Railway Village is of high historic heritage significance at a national level as a rare, comparatively large and very intact exemplar of an early 20th century railway workers' settlement. Together with the Railway House factory, the remnant factory kiln, the NZ Railways Institute building and Railway Park, the settlement represents a significant part of New Zealand railways history, an early step in the country's mass housing provision and suburban planning, and an important exemplar of mass-produced prefabricated housing in 1920s New Zealand.

Historic qualities

The village has high historic associative value to New Zealand as the national centre for the country's first employer-provided workers' accommodation programme. Originally one of ten major north island settlements conceived and created by the NZ Railways Department, the Frankton site was the largest and most complete erected under a single large scale scheme before the advent of state housing. Frankton was also the location of the production factory itself, with kitset houses being transported north and south to other smaller workers settlements on the railway network.

Physical / aesthetic / architectural qualities

The village is a rare national example of factory-produced timber-framed kitset housing manufactured over a comparatively short period between 1923 and 1928. Based on variations on a single repetitive house plan, the railway house style is easily recognisable due to its particular architectural form and detailing loosely based on the bungalow style, and to its establishment as neighbourhood collections rather than individual houses.

The village is directly associated with George Troup, head of the Architectural Branch of the NZ Railways Department and later knighted for his services to New Zealand. He led the Architectural Branch of the Railway Department and was instrumental in envisioning the Frankton village as a complete neighbourhood based on Garden Suburb ideals. The settlement, including its houses, section layout and landscaping, street layout, public parkland and mature trees, enlarges understanding of Troup's design philosophy, which was to later influence state housing developments in the 1930s.

The village as a whole, and the elements that make it, is rare at a national level. It was the largest housing settlement built in New Zealand by the Railways Department, and it remains the most intact as an architectural collection and cohesive neighbourhood. It is also the location of the original factory where all such houses in New Zealand were manufactured.

Context or group qualities

The physical and visual character of the village as a whole is integral to its historic heritage value. Its collective integrity means that the village has a significant interpretative capacity as a place that can increase understanding of past ways of life. Along with the original houses, over 120 of which remain, the railway house factory and factory kiln buildings are also extant directly to the north of the settlement, although their uses have changed over time. The NZ Railways Institute building, a community facility conceived of and built by local residents in 1924 also remains in the settlement, having been relocated from semi-circular former reserve at Moa Crescent to Railway Park in 1989. The village also retains one of its two original park reserves, with remnants of historic railway line and sleepers used to form its boundary edges, and mature tree avenues form a boundary to the industrial area to the

north and bounding Swarbrick Park (south). Importantly, the historic village continues to live as a residential area and community.

Technological qualities

The village has important technological qualities as it demonstrates innovative methods of construction and technical achievements in 1920s New Zealand as the NZ Railways Department developed a new technique of rapid kitset manufacture and distribution for their workers across the country. The village has the potential to continue to contribute information about technological and house manufacturing history in Aotearoa.

6.6. SUMMARY OF RECOMMENDATIONS: Frankton Railway Village

1. Re-define the village as a scheduled Historic Heritage Area (HHA), rather than a Special Character Zone (Special Heritage subset). The HHA would be group-scheduled within Appendix 8 *Historic Heritage* of the ODP and subject to the provisions of Chapter 19.
2. Extend the extent of the area to include the row of railway houses along Rifle Range Road, as shown in Figure 44.
3. Individually identify each railway house as a Primary Item within the HHA.
4. Update the *1989 Homeowners Manual* prepared for the Frankton Railway Village to become a formal design guide. Incorporate this into the ODP.

7. HAYES PADDOCK STUDY AREA

Key period of historical significance:	1939 – 1945.
Key architecture of significance:	State houses built under the supervision of Gordon Wilson, Chief Architect of the Department of Housing.
Overall level of significance:	National

The Hayes Paddock Study Area extent is shown in Figure 46 (dashed blue line).



Figure 46: Existing extent of Hayes Paddock SCZ, as identified in the ODP Appendix 4: Special Character Zones, Figure 4-2. The red dots and lines indicate individually scheduled Historic Heritage items / archaeological sites respectively, as identified in Appendix 8: Heritage (Schedules 8A and 8B). The blue dashed line shows the Study Area extent.

7.1. Historical summary

In 1935 the Labour government launched a nation-wide state housing programme under the leadership of Michael Joseph Savage and with the vision of John A. Lee, Under-Secretary in charge of housing. Directly responding to the deprivations and job losses of the Great Depression, the thousands of state houses built in the next five years aimed to provide stable homes and social cohesion.

Projects commenced in 1937 in Wellington and Auckland, and Hamilton's first scheme followed shortly thereafter with a plan laid out for the area known as Hayes Paddock,⁷⁵ a semi-circular reserve on the eastern side of the Waikato river. As with other early state housing schemes, Hayes Paddock was fully and carefully planned. The approach was led by Reginald Hammond, a London-educated architect who had been appointed town planner and housing consultant to the Department of Housing Construction in 1936.⁷⁶ Hammond was strongly influenced by Garden Suburb ideals and translated these into the New Zealand context, expressed in a curving street pattern with cul-de-sacs, fenceless front gardens and provision of reserves, connecting walkways and community facilities.⁷⁷



Figure 47: Hayes Paddock, 1951. Note the presence of the commercial building at the tip of Jellicoe Drive and Plunket Terrace, substation building in Galway Reserve, and the changing / toilet block at Wellington Street beach. Source: Whites Aviation collection, ref. WA-27956-F. <https://natlib.govt.nz/records/23038367>

The housing areas were to be of the best quality, an exemplar of what workers' housing should be. The right to high-quality accommodation was regarded on the same level as the right to education, healthy water and healthcare, and Lee's socialist ideals meant that the selection of building sites were in desirable locations, with generous individual lots to promote health and wellbeing. The location of Hayes Paddock on a prime riverside location is an example of this philosophy.⁷⁸

While the newly-formed Department of Housing Construction oversaw the overall schemes, a selection of private architects was commissioned to design groups of houses under a clear brief. The highest construction standards were required to achieve well built, practical homes for families. The building form, material quality, room orientation, ventilation and fixtures were all specified, and guidance was provided regarding colour harmony, garaging, materials section, boundary edge treatments etc. Common site elements such as sheds, letterboxes, paths, kerbed frontages with no fencing were designed to create visual cohesion and an egalitarian commonality to the neighbourhood.⁷⁹ Topography was used to situate houses above the street, with their placement considered in

⁷⁵ Named after Patrick Hayes, who once farmed the land.

⁷⁶ Pearson and Boffa Miskell. "Hayes Paddock Design Guide."

⁷⁷ Pearson and Boffa Miskell. "Hayes Paddock Design Guide."

⁷⁸ Pearson. "Hayes Paddock", 5

⁷⁹ Kellaway. *Hayes Paddock Hamilton*.

relation to the sun and in relation to each other such that sunlight and privacy were optimised.⁸⁰ Power was undergrounded to avoid overhead lines, the first of its kind in Hamilton.⁸¹

In Hayes Paddock, the resulting suburban environment was one of variance in conformity, with no two homes exactly alike but the collection as a whole presenting a consistent appearance to the street.⁸² Roofs were clay or concrete tile, exterior walls were clad in weatherboard or brick, sometimes plastered, with concrete base perimeters. Windows were timber casement with some variation in format which allowed for moments of design flair.⁸³ Provision of housing was supplemented by well-connected green structure and suburban amenities, including the Hayes Paddock Reserve beside the river and Galway Reserve (between Plunket and Bledisloe Terraces), the changing and toilet facilities at Wellington Street beach. There was also a small commercial centre at the corner of Jellicoe Drive and Plunket Terrace which contained a butcher, grocer, greengrocer and dairy.⁸⁴

The properties of Hayes Paddock stayed in state ownership under the management of the State Advances Corporation until the 1950s when tenants were able to purchase their houses. Many took this opportunity and house extensions soon followed, particularly a third bedroom.⁸⁵ Demolition and new developments in the 1980s and 90s catalysed community protest, and the area was formally recognised in the ODP as a Special Heritage zone to limit and manage future change.



Figure 48: Typical houses in Hayes Paddock.

⁸⁰ Kellaway. *Hayes Paddock Hamilton*.

⁸¹ Kellaway. *Hayes Paddock Hamilton*.

⁸² Ferguson, "History of State Housing."

⁸³ Kellaway. *Hayes Paddock Hamilton*.

⁸⁴ Pearson. "Hayes Paddock", 17

⁸⁵ Pearson. "Hayes Paddock", 10

7.2. Existing SCZ category and extent

Hayes Paddock is identified in the ODP Appendix 4: Special Character Zones, Figure 4-2 and in the planning maps (Zoning Maps 45A, 55A). As with Frankton Railway Village, the area is categorised as a "Special Heritage Zone" (ODP 5.1.2b)) sub-category.

The Hayes Paddock Study Area survey covered the extent of the existing SCZ plus Macfarlane Street to the Brookfield intersection; see Figure 46. Note that all other properties in the immediate vicinity were also surveyed as part of the Hamilton East Study Area.

7.3. Key survey findings:

- The survey confirms the historical significance and high intactness of the properties included in the existing SCZ, with approximately 90% of the more than 280 properties' overall character assessment being **character defining**.
- There are two properties at the end of Plunket Terrace whose houses are part of the original development period and design intent, but that are excluded from the existing SCZ. It is recommended that these properties be included for consistency.
- The western side of Macfarlane Street also contains housing from the key period of significance. The southern portion (from the top of Bledisloe Terrace to just south of Onslow Street) is included in the SCZ but the northern cluster (no's 101 – 121) is not. Earlier reports⁸⁶ have suggested that these houses may be some of the earliest in the Hayes Paddock scheme. While some have been altered in various ways, they too remain an intact representation of the original plan, and are a particularly contiguous collection of the style built in brick. It is recommended that these properties be included such that the historical completeness and legibility of the area remains intact.
- The area's riverside reserve and walkways were not specifically examined as part of the survey. However, this reserve land and the various public walkways that connect between the Hayes Paddock streets and to / along the river, are a historically significant part of the original design intent. The inclusion of this public land in the protected area is endorsed.
- It was noted that the Hayes Paddock Study Area does not have any clear relationship with the two scheduled buildings in the vicinity (see Figure 46) in terms of history or architecture, with these two houses being present prior to Hayes Paddock's conception. It is considered appropriate to continue to manage these as separate singular entities.

⁸⁶ See Warwick Kellaway's reports to Variation 20 etc.

7.4. Proposed Historic Heritage Area category and extent

The following recommendations are made in light of the survey findings and review of historical analyses of Hayes Paddock.

1. Redefine Hayes Paddock as a scheduled Historic Heritage Area, rather than a Special Character Zone (Special Heritage subset).

Discussion

Refer to the discussion regarding the Frankton Railway Village (Section 6.4), where the same recommendation is made. As with Frankton, Hayes Paddock is currently categorised under the special character provisions of the ODP (Chapter 5), not the historic heritage provisions (Chapter 19).

A high-level assessment of Hayes Paddock against the ODP's criteria for scheduling (8-1.2) has been undertaken as part of this review (**Appendix C**). This assessment shows that Hayes Paddock collectively meets the threshold for scheduling as a historic heritage group. In particular, it has demonstrably high historical qualities (associative and thematic) of national importance, and collective architectural qualities that are rare at a national level.

Having undertaken this assessment, and in light of previous research and reports on Hayes Paddock and of the on-the-ground survey findings of this study, it is considered appropriate that the full area be redefined as a scheduled HHA under the ODP Appendix 8, Schedule 8A. As a scheduled group, the area's statutory recognition and management would be elevated from special character (with development anticipated) to historic heritage, meaning that its collective rarity would be recognised and conserved as a finite resource. This approach would provide clarity regarding the status and protection approach for the area in light of its national significance and in response to the NPS-UD.

2. Enlarge the protected area to include the full extent of land shown in Figure 49 below. Identify each state house, the commercial building at 31 Jellicoe Drive, the changing / toilet block at Wellington Street beach and the electrical substation building in Galway Reserve as **Primary items**.



Figure 49: Proposed extent of the scheduled HHA (Hayes Paddock). The green-dashed line indicates the existing SCZ boundary.

Discussion

The survey findings confirm the intactness of the properties within the existing SCZ, but also highlight contiguous properties at the end of Plunket Terrace and along the north-western end of Macfarlane Street that form part of the same historical narrative. It is therefore recommended that these properties be amalgamated into the area.

Inclusion of community facilities buildings as primary items is considered important to preserve the historical legibility of the HHA and the fact that these facilities were considered as part of the original Garden Suburb-influenced planning ideals. The proposed HHA extent also recognises that the public realm makes an important contribution to the historical intactness of the HHA, in particular the provision of the river reserve and walking accessways as part of the original scheme. This aligns with the existing SCZ. It is recommended that the identified area explicitly incorporates the public realm, meaning that works within the public realm are similarly subject to the relevant heritage provisions of the ODP Chapter 19 where relevant. Of importance is the 1.5m footpaths, 1.5m berms, Galway Reserve and its original electrical substation building, the visual and physical connectivity to the Hayes Paddock river reserve including public walkways and steps, and street trees and trees in the reserves.

The identification of **primary items** enables a management distinction between original buildings and later infill, specifically regarding demolition / alteration controls.

3. Collaborate with HNZPT to enable consideration of Hayes Paddock as a listed historic area in Rārangī Kōrero, the New Zealand Heritage List.

Hayes Paddock is currently not listed as a historic area by HNZPT, but in my view the findings of this review clearly indicate that it would be an appropriate candidate. While inclusion in Rārangī Kōrero does not have statutory authority, it is an important confirmation of a place's significance at national level. The research that has previously been done regarding Hayes Paddock would provide HNZPT with robust base material to conduct review, assessment and comparative analyses nationally. Following the Frankton example, this approach would create alignment between the ODP and HNZPT in terms of formal recognition of the heritage significance of Hayes Paddock.

4. Update the 2006 Hayes Paddock Design Guide to become a formal design guide for property owners. Incorporate this into the ODP.

Discussion

The design guide prepared by Boffa Miskell and Dave Pearson for Hamilton City Council has excellent content and could be used as a model for other design guides for HCAs / HHAs. With some updates and, most importantly, easy public accessibility by being locatable within the ODP, it has the potential to provide a simple explanation regarding the national significance of the area (including the related commercial / community buildings), the protection afforded to it, and "one stop shop" guidance for home owners seeking to undertake works. Include updated information on the extent of the area, point-identify and geo-tag Primary items (subject to demolition controls), define rear yard areas (and other items not subject to demolition controls such as modern houses), and include the existing manual's guidance regarding design approaches.

7.5. Statement of Significance

In light of the recommendations above, this Statement of Significance uses the assessment criteria of the ODP Appendix 8 as a framework. The Statement is based on the findings of the survey undertaken as part of this study, and on previous research and reports on Hayes Paddock as listed in the bibliography and in **Appendix C**. It is recommended that the Statement is embedded in the ODP such that it forms the basis for:

- Understanding why the identified area has been designated as an HHA,
- Establishing the key historic heritage values of the HHA, and
- Assessing resource consent applications for Discretionary / Restricted Discretionary activities in the HHA.

Hayes Paddock in Hamilton East is of high historic heritage significance at a national level as a rare, comparatively large and very intact exemplar of New Zealand's first state housing scheme. Together with the associated reserves, public walkways and steps, and community facility buildings, the development represents a significant early step in Aotearoa's provision of state housing and the urban design principles that influenced this period.

Historic qualities

Hayes Paddock has high historic associative value as one of New Zealand's first large-scale state housing projects which were initiated by the first Labour Government from 1937. The area embodies the philosophies and ideals of the first Labour Government, in particular the concepts that high-quality housing should be a basic right for all, and that housing could be a tool to improve social health, wellbeing and cohesivity.

Physical / aesthetic / architectural qualities

Hayes Paddock has high architectural significance as a highly intact and representative example of the architectural language and design philosophy of the country's first comprehensively planned state housing. Built between 1939

and 1945 as part of the first waves of state house building, the collection demonstrates the social ideals of its era. The area is highly significant nationally as a rare example of its type, both in scale and intactness; earlier or contemporaneous examples in Auckland (Orakei, Belmont and Narrow Neck on the North Shore) and Wellington (Miramar) were variously less complete or have been more altered. The best preserved comparable example is Savage Crescent in Palmerston North, also designed by Reginald Hammond.

Hayes Paddock is notable and distinctive for its high quality but practical design qualities and by standardisation and conformity combined with individual variance and flair. It is also reflective of its time in terms of understandings of the ideal family, housewife and neighbourhood, demonstrated by its single house within its own garden setting, the standardised interior house plan, and openness to, and outlook over, the street environment.

The scheme is directly associated with Reginald Hammond, an architect and town planner to the Department of Housing Construction, who oversaw the overall project and created the stringent design briefs and construction standards for private architects to follow. His vision is evident in the easily-recognisable architectural forms of the housing collection which is largely based on an English cottage style but with some flat-roofed modernist examples.

The holistic approach taken to individual homes within a broader neighbourhood is a key aspect of the physical qualities of Hayes Paddock. Modern ideas of town planning are evident in the curved streets and cul-de-sacs of the layout, the open-plan garden layouts and the provision of connecting walkways and public recreational reserves. Houses are carefully placed in relation to the sun and to each other, presenting a rhythmic pattern to the street that is amplified by standard architectural forms and the use of a limited range of high-quality materials – clay or concrete tile roofs, weatherboard or brick wall cladding, and timber casement windows. There is also consistency in form and placement of site elements, including sheds, letterboxes, concrete paths, and kerbed frontages.

Context or group qualities

The physical and visual character of Hayes Paddock as a whole is integral to its historic heritage value. Its collective integrity means that the area has a significant interpretative role regarding ways of life and aspirations in 1930s/40s New Zealand. The original scheme's houses and gardens, street structure and trees, community buildings and reserves have been largely retained and remain well-connected via the multiple public walkways between streets and the river. Importantly, the area continues to live as a residential neighbourhood and local community.

7.6. SUMMARY OF RECOMMENDATIONS: Hayes Paddock

1. Re-define Hayes Paddock as a scheduled Historic Heritage Area (HHA), rather than a Special Character Zone (Special Heritage subset). The HHA would be group-scheduled within Appendix 8 *Historic Heritage* of the ODP and subject to the provisions of Chapter 19.
2. Extend the extent of the area to include the end of Plunket Terrace and the northern portion of Macfarlane Street, as shown in Figure 49.
3. Individually identify each 1939-45 house as a Primary Item within the HHA.
4. Update and standardise the *2006 Hayes Paddock Design Guide*. Incorporate this into the ODP.

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