

**BEFORE THE HEARING PANEL**

**IN THE MATTER** of the Resource Management Act 1991

**AND**

**IN THE MATTER** of Proposed Plan Change 9 to the Operative Hamilton  
City District Plan

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**STATEMENT OF EVIDENCE OF DR KAI GU**

**(Historic Heritage Areas)**

**14 April 2023**

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## INTRODUCTION

1. My full name is Kai Gu.
2. I obtained my PhD in urban planning from the University of Waterloo, Canada in 2002. Following research and teaching appointments at the University of Birmingham, UK and the University of Waterloo, Canada, I joined the University of Auckland in 2006 and I am now Associate Professor in planning at the School of Architecture and Planning. Most of my research work is on urban morphology and heritage conservation. I am a member of the Editorial Board of five international journals for urban scholarship and served as Secretary-General of the International Seminar on Urban Form (ISUF), the principal world organisation for urban landscape research, between 2010 and 2018.
3. I provided a peer review report assessing matters on historic heritage areas arising under the proposed Plan Change 9 to the Operative Hamilton District Plan (**PC9**) (Appendix 9 to PC9 - *Hamilton City Historic Heritage Area Assessment* dated 21 June 2022 by Richard Knott Limited) (**HHA Assessment Report**).

## CODE OF CONDUCT

4. I am familiar with the Code of Conduct for Expert Witnesses (Environment Court Practice Note 2023) and although I note this is a Council hearing, I agree to comply with this code. The evidence I will present is within my area of expertise, except where I state that I am relying on information provided by another party. I have not knowingly omitted facts or information that might alter or detract from opinions I express.

## SCOPE OF EVIDENCE

5. I provide a summary of the findings from my peer review and respond to matters raised in the HHA Assessment Report.
6. My peer review includes research on international best practice in the field of area-based conservation planning, a high-level desktop review of Mr Knott's HHA Assessment Report, an assessment of the methodology applied by Mr Knott, and a review of background information and supporting evidence.

## EXECUTIVE SUMMARY

7. In anticipation of major redevelopment and to underpin conservation planning policy, the adoption of historic heritage areas by the Hamilton City Council (**HCC**) is to ensure the historic urban landscape is sustained and its character is protected.
8. The identification and assessment of the historic conservation areas, referred to as Historic Heritage Areas (**HHAs**) in PC9, generally align with the principles of international practice. However, the relationships between heritage themes, development periods and the spatial structuring of Hamilton should be re-established to better understand and justify the designation of the proposed HHAs.
9. A three-part sequence of change in the pre-1980 urban area in Hamilton can be identified: pioneer development (1860s–1880s), late Victorian and Edwardian and during and after inter-war growth (1890s–1940s), and early post-war expansion (1950s–1970s) (**Development Periods**). Within these Development Periods, a series of heritage themes can then be recognised.
10. The character and uniqueness of Hamilton is largely connected to the structure of its physical form which is derived from this series of

Development Periods. A Development Period represents a segment of development history that creates distinctive material forms in the urban landscape to suit the particular socio-economic needs of society at the time.

11. Hamilton East, Hamilton West, Frankton and Claudelands represent four urban villages in central Hamilton. Each urban village has a clear boundary and commercial centre facilitating local traditional and sustainable urbanism. Surrounding the main commercial centre – Victoria Street, the four urban villages are connected through axial streets. The four urban villages together with the town belt are natural and physical resources that contribute to an understanding and appreciation of Hamilton’s urban history and cultures.
12. Among the 32 proposed historic heritage areas, over half of them in various sizes are within the four urban villages. The other 15 historic heritage areas, mostly small-sized areas represent the early post-war urban expansion.
13. More historico-geographical research and community engagement will help underpin the delineation of the boundaries of HHAs. The development of a structure-preserving strategy concerning the protection and management of the principal urban landscape divisions and their spatial-temporal relationships in central Hamilton will complement and enhance the efficacy of the implementation of HHAs.

#### **TECHNICAL REPORTS/ANALYSIS**

14. The heritage themes in the HHA Assessment Report underpin classification of the types of HHAs. In the Historic and Cultural Heritage Assessment Criteria set by the Waikato Regional Policy Statement (10A, 2016, updated 2018), the emphasis is on historic heritage that is representative of a significant *development period* in the region or the nation.

15. The identification of development periods is therefore fundamental for heritage assessment. A three-part sequence of change in the pre-1980 urban area in Hamilton can be identified: pioneer development (1860s–1880s), late Victorian and Edwardian and during and after inter-war growth (1890s–1940s), and early post-war expansion (1950s–1970s). Within these development periods, a series of heritage themes can then be recognised.
16. The dynamics of the historical development have resulted in a very distinct and clearly structured urban form in Hamilton (see Figure 1 in my Peer Review Report dated March 2023 (**Peer Review Report**) which is set out at **Attachment 1** to this statement of evidence). Hamilton East, Hamilton West, Frankton and Claudelands represent four urban villages in central Hamilton. Each urban village has a clear boundary and commercial centre facilitating local traditional and sustainable urbanism. Surrounded the main commercial centre – Victoria Street, the four urban villages are connected through axial streets. The four urban villages together with the town belt are natural and physical resources that contribute to an understanding and appreciation of Hamilton’s urban history and cultures.
17. Among the 32 proposed HHAs, over half of them in various sizes are within the four urban villages. The other 15 historic heritage areas, mostly small-sized areas represent the early post-war urban expansion. Further adjustments to the distribution and the boundaries of the proposed HHAs, if required, can be informed by understanding of their relationships with the principal urban form divisions (see Figure 1 and Table 3 in my Peer Review Report).
18. The town belt is a significant part of Hamilton’s sense of place and has played a critical role in shaping the city. It was designated during the design of both Hamilton East and West – providing green, open space for the pleasure and health of its citizens. The town belts established around the settlements planned on the Wakefield model in New Zealand and Australia

were unique for their time anywhere in the world. While I acknowledge that the town belt is not identified in PC9 as HHAs, I consider that it should ultimately be included in the list of HHAs within Hamilton City.

19. Drawing up the boundaries of HHAs involves consideration of both morphological and cultural features. Because of the pursuit of diverse purposes and variations in required levels of resolution, different researchers working independently in the same area are unlikely to precisely replicate the patterns of historic heritage areas. The final delineation of boundaries ideally rests on historico-geographical research and community consultation.
20. The significance of the HHAs is justified by their economic and community benefits. Maintaining and enhancing a multiplicity of HHA values merit a careful planning response. UNESCO's Historic Urban Landscape (**HUL**) approach incorporates a capacity for change. It has the potential to form the basis for development coordination and control that ensure future urban changes fit coherently into existing urban structures. Based on the monitoring of change, the demarcation of historic heritage areas and district plan provisions need to be revised regularly.

#### **UPDATED PC9 PROVISIONS**

21. *The Hamilton City Council Addendum - Hamilton City Historic Heritage Area Assessment* dated 6 March 2023 by Richard Knott Limited (**Updated HHA Report**) has provided responses to matters raised in submissions to PC9, and responded to the recommendations in my Peer Review Report that 'Heritage Themes' be replaced with 'Development Periods'. I support the changes, especially those reflecting the recommendations in my Peer Review Report.

22. The character and uniqueness of Hamilton is largely connected to the structure of its physical form which is derived from a series of Development Periods. The Development Periods represent a segment of development history that creates distinctive material forms in the urban landscape to suit the particular socio-economic needs of society at the time. I support that the previous heritage themes are presented under the overarching Development Periods.
23. In the expert conferencing held on 17 March 2023, heritage experts considered that the development periods be further refined, because the broad nature of the periods adopted has resulted in omission of some important aspects of Hamilton's history such as the rural subdivisions. The three Development Periods cover the entire European history of Hamilton before 1980. The rural subdivisions may be considered a heritage theme within a particular Development Period.
24. I support the inclusion of the commercial centres of Frankton and Claudelands in the list of HHAs. The physical structure of the four urban villages is fundamental to defining the urban landscape character of central Hamilton. The commercial centres within those urban villages are not only the historic structural elements, but also essential for local sustainable urbanism.

## **CONCLUSION**

25. The designation of urban conservation areas, like the HHAs, has often been used as a planning tool to manage the extent and effects of urban redevelopment. Given the intensifying pressure for change, the adoption of HHAs by the HCC is timely and significant.
26. Hamilton possesses a distinct structure of urban form and place legibility. The four urban form divisions embody the efforts and experiences of

communities and provide a resource for improving the quality and character of an urban area. The configuration of the four urban villages and town belt and their historical interconnections are not only significant urban heritage, but also fundamental for place making and urban sustainability.

27. A structure-preserving plan, which was not a central component of the notified version of PC9, should be used to underpin the identification of the proposed HHAs. Mr Knotts Updated HHA Report reflects this foundation, which is concerned with the protection and management of the configuration of the principal urban form divisions and their relationships in central Hamilton. I consider that placing greater emphasis on these factors has the potential to complement and enhance the efficacy of the implementation of the proposed HHAs.
28. The current urban conservation project has developed a foundation for the formulation of plan provisions for achieving valued spatial-temporal outcomes. Upon further improvements, it will not only make a contribution to the search for solutions to the planning problems in New Zealand, but also add a New Zealand dimension to international efforts to promote innovative area-based conservation planning.

**Dr Kai Gu**

**14 April 2023**



**ATTACHMENT 1**

# Peer Review Report: Plan Change 9 – Proposed Historic Heritage Areas (HHAs) by the Hamilton City Council

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## Author's profile

Following research appointments at the University of Birmingham, UK and the University of Waterloo, Canada, I joined the University of Auckland in 2006 and am now Associate Professor in Planning at the School of Architecture and Planning. Most of my work, including some 60 publications, is on urban morphology and heritage conservation. My research on the delimitation and assessment of heritage urban areas – key aspects of conservation planning – has been published in high-impact international journals, including *Cities*, *Habitat International*, *Journal of Planning Education and Research* and *Progress in Human Geography*. My research programme concerning New Zealand towns and cities focuses on the critique and development of methods of urban landscape characterisation and management. Through examination of the changing urban environment in Auckland, Wellington and Mount Maunganui, my research reveals the historical urban landscape as a significant resource of experience that informs decision taking about future built environments. My field-based urban research has been funded by the British Academy, the British Economic and Social Research Council (ESRC), the Canadian International Development Agency (CIDA) and the Natural Science Foundation of China. I am a member of the Editorial Board of five international journals for urban scholarship and served as Secretary-General of the International Seminar on Urban Form (ISUF), the principal world organisation for urban landscape research, between 2010 and 2018.

## Summary

Like many towns and cities in New Zealand, intensifying pressures for changes to the historic urban environment in Hamilton have created challenges to conservation planning. In relation to the Hamilton City Council's Plan Change 9, this report aims to evaluate the newly proposed historic heritage areas (HHAs) by Richard Knott Limited. The identification and assessment of the historic conservation areas in Plan Change 9 generally conform to the principles of international practice. However, the relationships between heritage themes, development periods and the spatial structuring of Hamilton could be re-established to better understand and justify the designation of the proposed 32 historic heritage areas in the wider urban context. A total of 13 historic heritage areas represent the urban growth of the 1960s–1970s. Further clarification of their historical association with significant urban activities, people or events is needed to validate their heritage values. The delineation of the boundaries of historic heritage areas needs to take account of both professional judgment and community value. The Hamilton City Council has the potential to lead heritage planning practice in New Zealand and internationally by taking a historico-geographical and configurational approach to urban landscape management. The development of a structure-preserving strategy concerning the protection and management of the principal urban landscape divisions and

their spatial-temporal relationships in central Hamilton will complement and enhance the efficacy of the implementation of historic heritage areas.

## **Assessment of historic heritage areas**

### *The recognition of historic urban areas*

Historic urban areas are fundamental to a civil society as they contribute to community identity and generate economic benefits in the form of urban vibrancy and cultural tourism. A general shift of attention from the individual historic monument to the scale of urban areas, precincts and districts emerged in the heritage discourse in the second half of the twentieth century. Area-based urban conservation became apparent in international declarations and charters between the 1960s and the 1970s and was more explicit in the Washington Charter of 1987: the ICOMOS Charter for the Conservation of Historic Towns and Urban Areas. Through district plan measures such as scheduling and zoning, New Zealand's first historic urban areas were recognised by local authorities in the 1970s. The New Zealand Historic Places Trust began its list of classified historic areas in 1981.

In addition to counterbalancing large-scale urban redevelopment, the designation of historic urban areas has been used to recognise buildings that might not meet the threshold for individual listing but have *collective* value as component parts of a community or a particular context. Historic urban areas are also referred to, apparently interchangeably, as heritage precincts (Australian Heritage Council, 2009), conservation areas (Bristol City Council, 2023) and heritage conservation districts (Ontario Ministry of Culture, 2006). Within the New Zealand context in connection with historic heritage management in the Resource Management Act 1991 (RMA), the term historic heritage areas is used in the Hamilton City Council's Plan Change 9. Careful use of technical terms can lay the groundwork for robust defensible heritage planning. In this case, the term 'historic heritage areas' does not explicitly recognise the urban context and the combination of 'historic' and 'heritage' appears redundant. In line with the heritage list under the Heritage New Zealand Pouhere Taonga, the term could be changed to 'historic urban areas'. However, to be consistent with the Hamilton City Council's Plan Change 9, the term historic heritage areas is used in this report.

### *Defining and assessing historic heritage areas*

A historic heritage area has *a concentration of heritage resources with special character or historical association* that distinguishes it from its surroundings. In terms of scale, such an area ranges from a small site with a group of buildings, to an urban precinct, to an entire city. The assessment of a historic heritage area is supported by insights into why a place has come to look the way it does and how the past is encapsulated in the landscape, highlighting its significant elements. Site (topography, vegetation, physical geographical features), ground plans (patterns of streets, lots and building block plans), building typology (viewed 3-dimensionally), land use and building materials are analysed in relation to the wider process of urban change. The assessment illuminates the character of an area, which is derived from a combination of different elements, including characteristics that are shared with other places or particular to that area. A historic heritage area is identified within a complex matrix that takes account of both professional judgment and community value.

Methods of characterising historic heritage areas operate at different scales and levels of resolution and serve diverse purposes. Each historic heritage area tends to be historically influenced in two ways: first, through the environment provided by existing forms, especially their layout; and secondly, by the way in which forms, most obviously buildings, though embodying the innovations of their period of construction, also embody characteristics ‘inherited’ from previous generations of forms. To understand this creation process of a historic heritage area, it is necessary to appreciate not only the physical sequences of which the physical form is a product, but also the decision-making processes, planned and spontaneous, that it represents. In addition to archival and documentary studies, field- and cartographic-based research is essential for urban heritage characterisation. Fieldwork allows deep engagement with the complexities of landscape forms, including better understanding of smaller features that cumulatively create character, the factors that shape the lived experience and the *genius loci*. Physical and morphological mapping is essential for representing, conceptualising and communicating heritage resources and their characteristics (see, for example, Bristol City Council, 2023; Martyn, 2023). An analytical map not only helps in finding a way around more easily, but also supports the investigation of aspects and relationships that would not otherwise be visible.

‘Significance’ assessment is essential to the identification, protection and management of historic heritage areas. The following criteria are considered in the ‘significance’ assessment of historic heritage areas (Historic England, 2017):

- Rarity – does it exemplify a pattern or type seldom encountered elsewhere?
- Representativeness – is its character or type representative of an important historical or architectural period?
- Aesthetic appeal – does it derive value from the intrinsic visual quality of its architecture, design or layout, the harmony or diversity of its forms and materials, or through its setting?
- Integrity – does it retain a sense of completeness and coherence?
- Associations – is it associated with important historic events or people?

Integrity is often used as a measure of single-period survival, but some buildings and landscapes are valuable because of their multiple layers and heterogeneous forms. Such variations may be the expression of different periods of development or different patterns of ownership, or they may reflect the operation of different socio-economic forces.

Time is not noted as a factor in ‘significance’ assessment. Some newly developed urban areas are amongst society’s most valued and pressured for change. For instance, Melbourne’s Federation Square was completed in 2002 and it was nominated for heritage listing by the Victorian branch of the National Trust of Australia in 2018 due to what were, at the time, ‘significant changes proposed at Federation Square. These included the proposed demolition of the Yarra building to make way for an Apple store and the construction of a Metro Tunnel entrance. The Heritage Council of Victoria received 754 submissions in response to the recommendation, all except three were in support of Federation Square’s inclusion on the heritage register.

Part 1 of the RMA defines historic heritage as those natural and physical resources that contribute to an understanding and appreciation of New Zealand’s history and cultures. This statement is aspirational rather than operational. Professionals rely on local precedents and

the Regional Policy Statement to determine the threshold for the identification of historic heritage. A sound knowledge of the history of a place, as well awareness of who values the physical resources that embody the past, will increase community acceptance of the designation of historic heritage areas (McEwan, 2022).

### *Boundaries*

Boundary delineation is a critical task during the study and implementation of historic heritage areas. To keep historic heritage areas focused and manageable, it is important to establish appropriate boundaries. Too large an area may entail considerable work and cost and unsatisfactory management results; too small an area may restrict the scope and contextual understanding of the area. The smaller the historic heritage area, the more specific will be the historical data (such as lot metamorphosis and building block-plan changes). Conversely, the larger the area, the more generalised the historical data and the greater the likelihood that sampling procedures will be employed.

Practitioners tend to identify boundaries by employing personal knowledge, visual observation, and cartographic compilation. Some areas have a clear frame of reference or a high degree of uniformity of character and thereby a definite set of boundaries. In other areas, diversity may itself be a distinctive quality worth highlighting. With urban landscapes of particular complexity, it may be necessary to divide a historic heritage area into more subtly differentiated sub-areas. For instance, the traditional urban nucleus and the inter-war development zone have retained a large portion of original streets, with the two areas comprising a mixture of modern and traditional buildings and large and small lots. Identifying the sub-areas that make up a significant part of community identity is essential to site-specific urban landscape management.

Planners are likely to encounter demands for detailed information on the rationale for the precise location of a boundary line. Detailed measurements of morphological elements (individual plots and buildings) derived from digital mapping using GIS appear to add to a more intuitive process of drawing boundaries. Such measurements can help establish characteristics of delimited areas, which in turn may permit greater precision in determining policies concerning the amount or extent of change that might be permissible before the character of an area is compromised (Larkham and Morton, 2011).

Drawing up the boundaries of historic heritage areas involves consideration of both cultural and natural features. These may cross political boundaries and evolve over time. Boundaries in many cases are not part of observable geographical reality, but rather are mental constructs for the rational pursuit of planning purposes. Because of the pursuit of diverse purposes and variations in required levels of resolution, different researchers working independently in the same area are unlikely to precisely replicate the patterns of historic heritage areas. The final delineation of boundaries ideally rests on historico-geographical research findings and community consultation.

The boundaries of some proposed historic heritage areas in the Hamilton City Historic Heritage Area Assessment roughly overlap with the existing Operative District Plan Special Character Zones, such as areas within Hamilton East and Claudelands. But there are differences, and they need to be explained.

### *Heritage and character*

Heritage is commonly used to denote a historic legacy or inheritance and can be used to convey a sense of place and community belonging (McEwan, 2022, p. 250). Character refers to a particular combination of aesthetic, physical and visual qualities of a place that makes it different from others (Fernandez and Martin, 2020; Samuels and Clark, 2008). While a heritage area is expected to have its own character, a character area may not be regarded as heritage. As in other countries, many old established suburbs in New Zealand cities are continuously being defended by the community against change, on the basis of a threat to their character (Auckland 2040, 2017; Character Coalition, 2017).

Historico-geographical research explains how the character of a historic heritage area is established (Whitehand, 2009). In addition to site, a historic heritage area has three form components: the ground plan or two-dimensional layout (comprising the street system, plot pattern and building block plans), building forms, and the pattern of land and building utilisation. All these components derive their character from their historical and cultural context. The ground plan provides the framework for the building forms and pattern of land utilisation, the buildings being the containers of the covered part of the land utilisation. The ground plan is most resistant to change, reflecting a major capital investment, particularly in the case of the street plan. Building forms tend to persist for a lengthy time span, but are more susceptible to adaptation and replacement. The pattern of land and building utilisation is most subject to change, at least in and around the urban core – where new functional impulses and fashions are prevalent (Table 1). These differences between the three components in their change over time, combined with the tendency for each to take characteristic forms according to the period in which it was created or adapted, are evident in the way in which the urban landscape is historically stratified – the basis for historic heritage characterisation.

**Table 1. The contribution of different urban landscape components to areal character**

<i>Attribute</i>	<i>Persistence</i>	<i>Contribution to hierarchy</i>
Ground plan (including site, topographical features)	High	Mainly high and intermediate rank
Building fabric	Variable but often considerable	Mainly intermediate and low rank
Land use	Low	Mainly low and intermediate rank
Vegetation	Low	Mainly low and intermediate rank

Source: Whitehand, 2009.

The designation of historic heritage areas as a planning tool has been used in cities with both a long and short history. A body of literature on heritage assessment in the context of relatively ‘young’ urban environment is well established in new world countries. Indeed the physical fabric within cities with a short history provides an observable record of societies changing over time. In the context of relatively ‘young’ urban environment, the application of analytical techniques generally allows quite precise reconstructions of the historical development of the urban landscape and consequently more definite boundary delineation.

## **Hamilton City Historic Heritage Area Assessment (the HHA assessment report) prepared by Richard Knotts Limited: A review**

### *Background information and supporting evidence: Research project design and execution*

The HHA assessment report is based on a number of studies of Hamilton's development history and urban landscape character commissioned by the Hamilton City Council (Lifescapes Ltd, 2020; Williams, 2021; Morris and Caunter, 2021). Three heritage themes that have historic heritage significance for the growth and change of Hamilton are identified: 1) early establishment of a service town and railway worker suburbs (pre-1920s); 2) comprehensive state housing schemes and control by the State Advances Corporation (1930s–1950s); and 3) the construction company era and the dominance of the private car and changing suburban form (1960s–1970s) (Knott, 2022, pp. 8-14). All proposed historic heritage areas are classified according to the three heritage themes.

The criteria for assessment of the proposed historic heritage areas are derived from the Historic and Cultural Heritage Assessment Criteria outlined in the Waikato Regional Policy Statement (10A, 2016, updated 2018) (Knott, 2022, pp. 15-16). A historic heritage area displays consistency in physical and visual qualities that are representative of their identified heritage theme(s) and assessed as being of at least moderate value in relation to the majority of the consistency criteria (Knott, 2022, p. 15). Supported by survey maps provided by the Hamilton City Council, fieldwork was carried out in the areas containing a predominance of pre-1980 buildings. Where the coverage of pre-1980 buildings in a street is sporadic and interrupted by newer development, the street was not visited or assessed. The assessment of the proposed historic heritage areas was also based on detailed information on their street/block layout, street design, lot size, dimensions and density, lot layout, topography and green structure, architecture and building typology and frontage treatments (Knott, 2022, pp. 15-16).

Assessment against the 'consistency' criteria dictates the working process. 'If an area is assessed as being not consistent it cannot be considered representative. An area is deemed green if it is representative, orange if it is partly representative (for instance where it was a representative area but has seen some change) and red when it is not representative (whether as originally built or currently existing due to change). Each area is considered in turn and scored green if the criteria are met (1 point), orange if they are met in part (i.e., the area has never been consistent or there has been some change in the area which has affected its consistency – 0.5 points) and red where the area is not consistent (whether as originally built or currently existing due to change – zero points). This scoring inevitably relies upon some value judgements. A short comment is provided for each street, generally relating to the consistency criteria. An overall score is provided for each street based upon the sum of the scores for each consistency criterion. To be recommended for inclusion in a future HHA, any street must achieve a full positive (green) score against the representativeness criteria (an overall score of 5 to 7)' (Knotts, 2022, pp. 17-18).

A total of 32 historic heritage areas are recommended for inclusion in the Operative Hamilton District Plan. Table 2 shows these 32 historic heritage areas organised under the three heritage themes. The design and execution of the research project in general are in line with the principles of international practice. However, the heritage themes in the HHA assessment report refer to significant urban activities, major planning policy initiatives and driving forces for development, which underpin classification of the types of historic heritage areas. In the

Historic and Cultural Heritage Assessment Criteria set by the Waikato Regional Policy Statement (10A, 2016, updated 2018), the emphasis is on historic heritage that is representative of a significant *development period* in the region or the nation. Form and process are inseparable, and social and spatial relations and the geographical setting are important in distinguishing, characterising and explaining the spatial structure of Hamilton and its historic heritage areas. The identification of development periods is therefore fundamental for heritage assessment.

A total of 13 HHAs are classified under the construction company era and the dominance of the private car and changing suburban form (1960s–1970s). The narrative of their associated heritage value needs to be strengthened. Under the heading Historic Qualities in the Historic and Cultural Heritage Assessment Criteria set by the Waikato Regional Policy Statement (10A, 2016, updated 2018), the heritage place or area needs to have a direct association with, or relationship to, a person, group, institution, event or activity that is of historical significance to Waikato or the nation. Moreover, the building or structure of heritage value should be associated with a significant activity (for example institutional, industrial, commercial or transportation). In cases in which a historical association is difficult to establish or is repetitive, HHA status may be removed.

**Table 2. Heritage themes and the 32 proposed historic heritage areas.**

Early establishment of a service town and railway workers suburbs (pre-1920s) (Total: 17 HHAs)	Comprehensive state housing schemes and control by the State Advances Corporation (1930s–1950s) (Total: 11 HHAs)	The construction company era and the dominance of the private car and changing suburban form (1960s–1970s) (Total: 13 HHAs)
Anglesea Street HHA (2)	Casey Avenue HHA (5)	Acacia Crescent HHA (1)
Casey Avenue HHA (5)	Chamberlain Place HHA (7)	Ashbury Avenue HHA (3)
Claudelands HHA (8)	Fairfield Road HHA (9)	Augusta Street Casper Street and
Frankton Railway Village HHA (10)	Frankton Railway Village HHA (10)	Roseburg Street HHA (4)
Graham Street HHA (11)	Graham Street HHA (11)	Cattanach Street HHA (6)
Hamilton East HHA (12)	Hayes Paddock HHA	Chamberlain Place HHA (7)
Hayes Paddock HHA (13)	Jamieson Crescent HHA (15)	Hooker Avenue HHA (14)
Marama Street HHA (18)	Marire Avenue, Parr Street and	Jamieson Crescent HHA (15)
Marire Avenue, Parr and Taniwha Streets HHA (19)	Taniwha Street HHA (19)	Jennifer Place HHA (16)
Matai, Hinau and Rata Streets HHA (20)	Sare Crescent HHA	Lamont, Freemont, Egmont and
Myrtle Street and Te Aroha (West) HHA (21)	Temple View HHA (30)	Claremont HHA (17)
Oxford Street (East) HHA (22)	Wilson Street and Pinfold Avenue HHA (32)	Seifert Street HHA (26)
Oxford Street (West) HHA (23)		Sunnyhills Avenue HHA (28)
Riro Street HHA (24)		Temple View HHA (30)
Te Aroha (East) HHA (29)		Springfield HHA (27)
Victoria Street HHA (31)		
Wilson Street and Pinfold Avenue HHA (32)		

Note: Nine proposed HHAs (5, 7, 10, 11, 15, 19, 22, 30, 32) highlighted in red are under two themes.

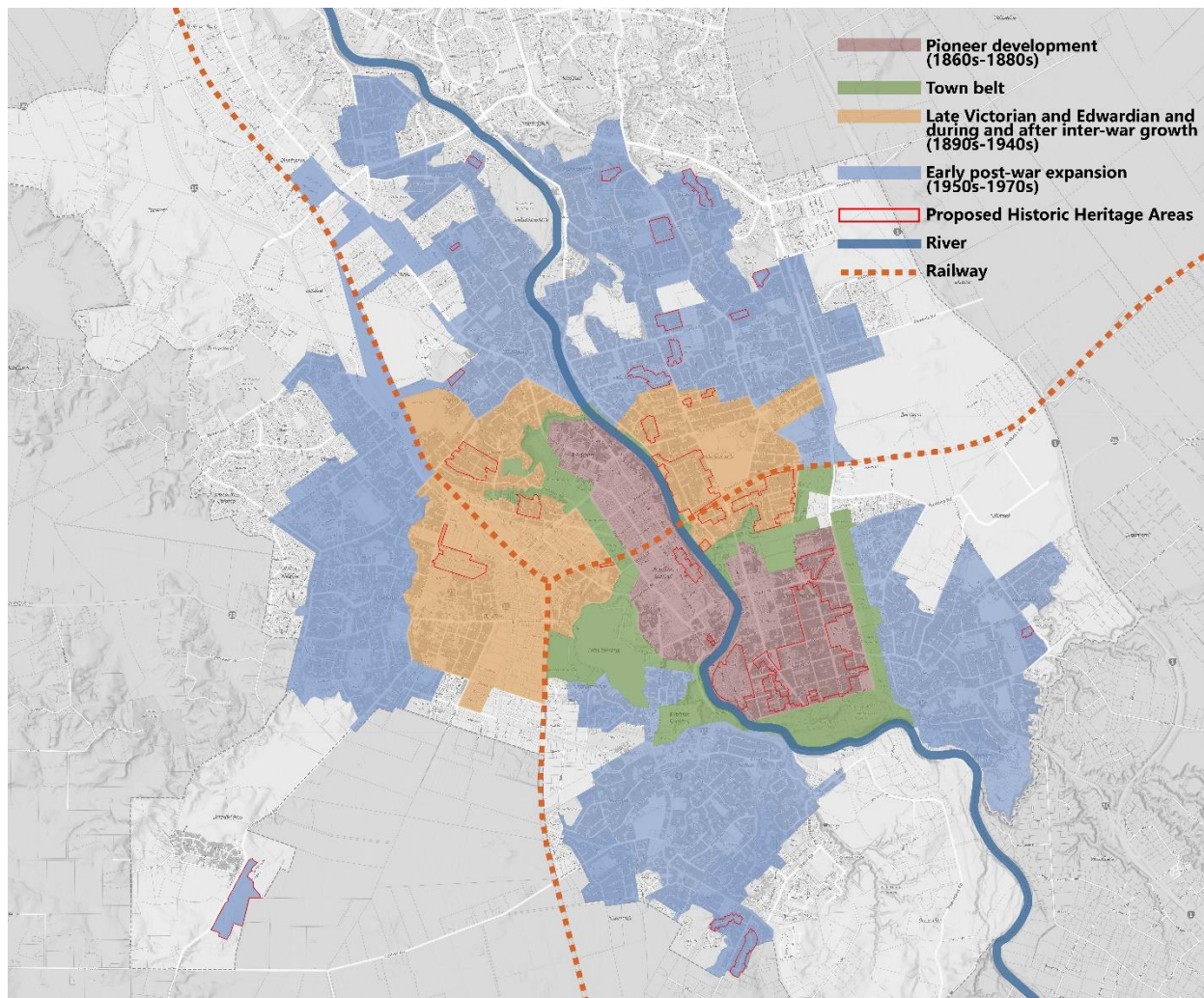


## Suggested changes to and further development of the HHA assessment report: Towards sharper analysis and greater integration

### *Heritage themes, development periods and the spatial structuring of Hamilton*





Urban change takes place within a series of development or historical periods: geographers recognise urban morphological periods (Whitehand, et al., 2014) and architects speak of architectural periods or phases (Caniggia and Maffei, 2001). A development period represents a segment of development history that creates distinctive material forms in the urban landscape to suit the particular socio-economic needs of society at the time.

A review of cartographical sources and documentary records has suggested a three-part sequence of change in the pre-1980 urban area in Hamilton: pioneer development (1860s–1880s), late Victorian and Edwardian and during and after inter-war growth (1890s–1940s), and early post-war expansion (1950s–1970s). Within these three development periods, the three heritage themes and possibly more (i.e. military settlement, river city urbanism, garden suburbs) are then recognised. The principal urban landscape divisions of Hamilton, their characteristics and heritage themes are shown in Figure 1 and Table 3.



**Figure 1. The principal urban landscape divisions of Hamilton and the 32 proposed historic heritage areas.**

**Table 3. The principal urban landscape divisions and their characteristics and heritage themes as Hamilton had developed by 1980.**

Distinctive urban landscape divisions and associated heritage themes	Ground plan	Urban landscape character
Pioneer development (1860s–1880s, the development and consolidation of Hamilton East and West) (Themes: <i>military settlement; river city urbanism; early establishment of a service town</i> )		Grid or connected street pattern; super street blocks (200m by 200m); later creation of cul-de-sacs; planned areas of park and reserve; late Victorian bay villas
Town belt		Higher proportion of open ground and lower building coverage; lower street density and greater vegetative cover; urban structures serving diverse purposes
Late Victorian and Edwardian and during and after inter-war development (1890s–1940s) (the development and consolidation of Frankton and Claudelands) (Themes: railway workers suburbs and comprehensive state housing schemes, <i>garden suburbs</i> )		The pattern of development influenced by pre-urban morphological frame; streets tend to meet at right angle; back-to-back lot pattern and a relatively high-density built environment; green open spaces in the neighbourhood reflecting the influence of garden-suburb ideas; single-storey detached villas and bungalows in an eclectic architectural style.
Early post-war development (1950s–1970s) (Themes: the construction company era and the dominance of the private car and changing suburban form, state housing schemes)		Loop roads, crescents, culs-de-sac and irregular shapes; neighbourhood units and the grouping of houses around common green spaces; more variation in house plan forms such as L, T and shallow V shapes.

The demarcation of the distinctive urban landscape divisions in pre-1980 Hamilton is shown in Figure 1. Military settlements marked the beginning of the development of Hamilton by Europeans in the 1860s. Two redoubts – Hamilton East and West were constructed on either side of the river. In Hamilton West the residential blocks were surveyed in 10-acre street blocks, while the street blocks were 12-acre (about 200m by 200m) on the eastern side. These super street blocks are about twice as large as those in Brisbane and Melbourne. A ‘town belt’ – a belt of reservation land was designated during the design of both Hamilton East and West – providing green, open space for the pleasure and health of its citizens. The town belts established around the settlements planned on the Wakefield model in Australia and New Zealand were unique for their time anywhere in the world. Hamilton East and West, which were consolidated in the 19th century, form the urban nucleus. Their significant heritage

value is justified by their origin as one the major military settlements in New Zealand and the built forms serving urban life associated with Waikato River.

The development of Frankton and Claudelands was associated with the introduction of the railway line in 1877. Their ground plans were influenced by the pre-urban morphological frame – the rural roads and farmland divisions and garden suburb idea. The two areas were largely consolidated during the interwar period. Hamilton East, Hamilton West, Frankton and Claudelands represent four urban villages in central Hamilton. Each urban village has a clear boundary and commercial service centre facilitating local traditional and sustainable urbanism. The commercial centres of Frankton and Claudelands are recommended for inclusion in the list of historic heritage areas. Surrounded the main commercial centre – Victoria Street, the four urban villages are connected through axial streets. The four urban villages together with the town belt are natural and physical resources that contribute to an understanding and appreciation of New Zealand’s urban history and cultures. A structure-preserving strategy should be prepared to manage their future change.

In the early post-war development area, loop roads, crescents, cul-de-sacs and irregular shapes came to dominate urban layouts. In 1954, the Ministry of Works published a manual for local authorities in which neighbourhood units and the grouping of houses around common green spaces were recommended. The style of the early 1960s house was akin to those of the 1950s, but there was more variation in plan forms such as L, T and shallow V shapes. Garages became more common during the early 1960s. The low roof pitch, larger area of glazing (often floor to ceiling) and multiple direct access points to the outdoors were considered typical features of a modern house. The open-plan interiors and ample built-in storage meant space was used effectively.

Under the heading Historic Qualities – Historical Pattern in the Historic and Cultural Heritage Assessment Criteria set by the Waikato Regional Policy Statement (10A, 2016, updated 2018), a heritage place or area is associated with broad patterns of local or national history, including development and settlement patterns, early or important transportation routes, social or economic trends and activities. Figure 1 shows the mapping work that creates a template against which historic heritage areas can be mapped and analysed. The understanding of the contributions of different urban landscape forms to areal characterization further leads to the identification of sub-areas within these principal urban landscape division. A historic heritage area could be understood as a sub-area which has unity in respect of its combination of site, streets, lots and buildings that distinguishes it from surrounding areas.

Table 4 shows the principal urban landscape divisions of Hamilton and the 32 proposed historic heritage areas. The historic heritage areas are expected to be a product of practical reasoning and sensitive to context and consequences. Adjustments to the distribution and the boundaries of the proposed HHAs, if required, can be informed by understanding of their relationships with the principal urban landscape divisions.

**Table 4. The principal urban landscape divisions of Hamilton and the 32 proposed historic heritage areas.**

<b>Pioneer development (1860s–1880s) (Total: 6 HHAs)</b>	<b>Late Victorian and Edwardian and during and after inter-war growth (1890s–1940s) (Total: 11 HHAs)</b>	<b>Early post-war development (1950s–1970s) (Total: 15 HHAs)</b>
Anglesea Street HHA (2)	Casey Avenue HHA (5)	Acacia Crescent HHA (1)
Graham Street HHA (11)	Claudlands HHA (8)	Ashbury Avenue HHA (3)
Hamilton East HHA (12)	Frankton Railway Village HHA (10)	Augusta Street Casper Street and Roseburg Street HHA (4)
Hayes Paddock HHA (13)	Marama Street HHA (18)	Cattanach Street HHA (6)
Victoria Street HHA (31)	Marire Avenue, Parr and Taniwha Streets HHA (19)	Chamberlain Place HHA (7)
Wilson Street and Pinfold Avenue HHA (32)	Matai, Hinau and Rata Streets HHA (20)	Fairfield Road HHA (9)
	Myrtle Street and Te Aroha (West) HHA (21)	Hooker Avenue HHA (14)
	Oxford Street (East) HHA (22)	Jamieson Crescent HHA (15)
	Oxford Street (West) HHA (23)	Jennifer Place HHA (16)
	Riro Street HHA (24)	Lamont, Freemont, Egmont and Claremont HHA (17)
	Te Aroha (East) HHA (29)	Sare Crescent HHA (25)
		Seifert Street HHA (26)
		Springfield HHA (27)
		Sunnyhills Avenue HHA (28)
		Temple View HHA (30)

The features of Hamilton’s town belt include Hamilton Gardens, Waikato Stadium, Seddon Park, Waikato hospital and the Hamilton Lake Domain. It contains large, often well-vegetated plots, frequently the site of institutional buildings, and sometimes monuments and landmarks. They are heterogeneous in terms of ground plans, building forms, and land and building use. Public utilities, parks, and recreational areas are particularly important for public life. However, because of its proximity to the CBD, this urban area is under pressure for change. Desired change to the town belt requires a process of adaptation, particularly in terms of maintaining the original land uses and existing permeability to encourage more positive management and the creation of public places, as distinct from a process of alienation. The city planners are aware of the need to preserve and improve the segments of the surviving town belt (Hamilton City Council, 2019). They have provided much-needed public open space and are promoting the image of the city. However, the promotion and management of the town belt as a whole, which is essential for enhancing both spatial legibility, urban ecology and community attachment, is underdeveloped. The town belt is a dividing line between historically and morphologically distinct urban areas. Its future changes have important planning implications, and thus should be given priority in urban conservation.

Heritage is defined within the context of the place, not benchmarked against what might or might not constitute heritage in another locality. Urban heritage conservation, after all, is to protect and improve the legibility and intelligibility of established urban environment. In the Hamilton context, the dynamics of its historical development have resulted in a very distinct and clearly structured urban form (see Figure 1). What makes Hamilton special is largely associated with that urban form and therefore its spatial legibility merits a careful planning response. The establishment of the relationship between the proposed HHAs and that urban form helps the interpretation of urban heritage within the context of the place.

### *Development control measures*

The HHA assessment report recommends that the HHAs be applied as an overlay, with the general residential zoning or relevant business zoning retained. Bespoke standards should be developed for the Overlay with clear guidance that the HHA standards override the Zone Standards. Density should remain as existing on each site/lot (Knott, 2022, p. 42-43). More detailed information is provided on control over the demolition of existing buildings, structures and key features, and control over new buildings, alterations and extensions, fences and walls, hard standings and driveways, development on rear sites, impact of greater densities on adjoining sites and assessment of applications.

The United Nations Educational, Scientific and Cultural Organization (UNESCO) formulated and promoted the Historic Urban Landscape (HUL) approach for integrating heritage management and urban development this century, publishing the Vienna Memorandum on World Heritage and Contemporary Architecture: Managing the Historic Urban Landscape (2005), and the General Conference Recommendation on the Historic Urban Landscape (2011). The integrated management of historic cities is to secure their evolutionary development, taking into account issues of ecological sustainability as well as geo-cultural distinctiveness and identity. It is as much people-driven as artefact-driven, focused on the inhabitants and others who conduct their daily lives within historic cities, without which they serve a limited range of activities and lack the essential ingredients of spirit of place. Development control needs to ensure the continuity of the evolutionary process of the historic urban landscape as well as social-cultural development.

The historico-geographical articulation and understanding of urban landscape character and its dynamic generative processes allow for more informed evaluation and decision making, and offer a sound basis for communication with communities and other stakeholders to achieve acceptance of future development forms. Historic heritage areas are living heritage that accommodates daily life. By using historio-geographical analysis of the spatial structure of the urban landscape as the basis for development coordination and control, future urban changes are likely to fit coherently into existing urban structures.

The special character zones in the current district plan may be retained for larger historic heritage areas and the heritage areas developed during the early post-war period where certain levels of adaption and change are allowed. Driven by individuals and agencies, there will be continuing changes and modifications to the character areas. Based on the monitoring of change and agreement that a change is sufficiently beneficial, the demarcation of the special character areas and development control measures may be revised. The proposed historic heritage areas may focus on small-sized areas with a high concentration of historic landscape forms that require stricter development control. The proposed historic heritage areas are expected to be historic heritage of national importance.

### **Conclusion**

Historic heritage defines the urban character and connects people to a place. In anticipation of major redevelopment and to underpin conservation planning policy, the Hamilton City Historic Heritage Area Assessment (HHA assessment report) was prepared by Richard

Knotts Limited in 2022. The adoption of historic heritage areas ensures that the community's heritage conservation objectives and stewardship are respected during the decision-making process. Heritage means different things to different people. There are variations in how heritage resources are identified and managed and heritage designation often engenders public debate and media scrutiny. The involvement of heritage experts, community groups and property owners in the process of significance assessment facilitates successful decision-making (Bristol City Council, 2014).

Traditionally, urban conservation in New Zealand is reactive and ineffective in guiding positive management of change to historic urban areas (McEwan, 2022). Moreover, conservation planning policy mainly concerned with land uses and building details has not addressed some of the most defining and persistent landscape elements of the city. The Hamilton City Council has the potential to lead heritage planning practice in New Zealand and internationally by taking a historico-geographical and configurational approach to urban landscape management.

The historic urban environment can be seen as an accumulation of past experimental results and the refinement of practical solutions. Rooted in an understanding of the built environment as a dynamic rather than static entity, historico-geographical and configurational analyses provide a framework for articulating heritage planning objectives and corresponding management. Hamilton possesses a distinct structure of urban form and place legibility. The four urban landscape divisions embody the efforts and experiences of communities and provide a resource for improving the quality and character of an urban area. The configuration of the four urban villages and town belt and their historical interconnections are not only significant urban heritage, but also fundamental for place making and urban sustainability. The relationship between historic heritage areas and society is especially pertinent to the intelligibility of the historic landscape, the conservation of local identity and the preservation of human scale. A structure-preserving strategy is concerned with the protection and management of the principal urban landscape divisions and their relationships in central Hamilton. It will particularly complement and enhance the efficacy of the implementation of historic heritage areas.

In recent times, particularly since the mid-twentieth century, there has been increasing attention given to conserving aspects of the character of places. Much attention has focused on what parts of urban areas should be conserved, whether it be for their local, national or international significance. However, a review of the international literature suggests that decisions on this are far from being well informed. Investigations into what should be conserved are frequently ill-supported by basic research in relevant academic disciplines. The absence of a sound theoretical foundation is a major problem in urban conservation planning. In conjunction with urban conservation research and practice in other parts of the world, the Hamilton project has the potential to provide an informed understanding of the urban landscape to support the formulation of process strategies for achieving both valued spatial-temporal and representational outcomes. It can not only make a timely contribution to the search for solutions to the acute planning problems in New Zealand, but also add a much stronger New Zealand dimension to international efforts to promote innovative heritage planning.

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