

BEFORE THE HEARING PANEL

**IN THE
MATTER OF**

**The Resource Management Act
1991 (the Act)**

AND

**IN THE
MATTER OF**

**Proposed Plan Change 9 to the
Operative Hamilton City Council
District Plan**

**STATEMENT OF EVIDENCE OF BORIS BOGDONOVIC ON BEHALF OF
HERITAGE NEW ZEALAND POUHERE TAONGA**

Heritage Statement

28 April 2023

INTRODUCTION

1. My name is Boris Bogdanovic. I hold a Bachelor of Architectural Studies and a Bachelor of Architecture with First Class Honours from the University of Auckland, Aotearoa New Zealand. Since graduation, I have completed various specialised historic environment building courses, including the Society for the Protection of Ancient Buildings (SPAB) Scholarship in historic building maintenance and repair in the United Kingdom, an internationally recognised masterclass in conservation.
2. I am Conservation Advisor for Heritage New Zealand Pouhere Taonga (HZNPT) for the Northern Region Office. My role deals with built heritage matters for the Northern region and occasionally beyond – advising on the management of change in the historic built environment, including practical and philosophical advice, project management support, funding application help, planning etc. I primarily focus on historic places on HNZPT List Rārangī Kōrero but also advise on locally scheduled and even non-registered historic places. I present this evidence as an expert, not as the Conservation Advisor Northern Region.
3. Prior to my current position I worked as Director of Built Heritage in Jordan for 2 years and International Conservation Architect in Afghanistan for 3 years, both roles for a humanitarian/NGO organisation. Before that I was Senior Professional in the historic buildings team of a London-based engineering practice for 5 years and before that as Architectural Assistant in several roles in architectural practices specialising in historic buildings in the United Kingdom and Aotearoa New Zealand. I have taught at tertiary level at several universities and presented academic research papers at the University of Petra, Jordan and the University of Brighton, UK. Overall, I have over 15 years of working experience in historic and wider built environment.
4. Although this evidence is not prepared for an Environment Court hearing I have read the Environment Court Code of Conduct for Expert Witnesses Practice Note 2023 and have complied with it when preparing this evidence. I confirm that the topics and opinions addressed in this statement are within my area of expertise. I have not omitted to consider materials or facts known to me that might alter or detract from the opinions that I have expressed.

SCOPE OF EVIDENCE

5. HNZPT made a submission and further submissions on Proposed Plan Change 9 to the Operative Hamilton City Council District Plan (PC9).
6. I have been asked by HNZPT to assist by providing heritage evidence on PC9.
7. In preparing this evidence I have read the relevant submissions, further submissions, and the Section 42A reports prepared by Council staff and/or consultants. With regard to certain topics, I refer to the expert evidence prepared by Richard Knott, Robin Miller and Dr. Kai Gu.
8. The scope of my evidence covers:
 - Historic Heritage Areas (HHA) and methodology of assessment
 - Victoria Street Historic Heritage Area (VSHHA)
 - Frankton Railway Village Historic Heritage Area (FRVHHA)

HISTORIC HERITAGE AREAS

9. HHAs are areas where historic heritage values of multiple places are interlinked and, in my view, tell a story of the relationship of those values. Sometimes we may be able to see the inter-relationship immediately, for example a streetscape of similar buildings. Other times the value is less immediately visible and can only be defined by understanding the whole area, such as the urban form and street layout of a purposefully designed neighbourhood. At still other times those heritage values may be intangible, for example the association of place with an historic event or an important person from the past.
10. The interlinked heritage values of HHAs recognise historic heritage significance that may be locally, regionally, or nationally important, or in some cases all three at the same time. HHAs differ from Character Areas as they have the added layer of identified significance. Significance is informed by the history that occurred in that area, those buildings, their setting, and development and that is associated with people and events or illustrate a way of life or broad societal trends in the past. 'Character Areas' do not consider significance and focus more on visual qualities. Heritage can contribute to 'character', but 'character' is not necessarily heritage. They may overlap but are different things.

11. If a building, a street, or even an entire block is removed from an HHA, the rest of the area stays and therefore the interrelationships of the heritage values also remain. However, as elements are removed the values will inevitably diminish. Therefore significance remains but becomes eroded. It is very important that the HHA does not become so eroded that the heritage values are lost and finally historic heritage significance with it.
12. In defining HHA's, I concur with Richard Knott's acceptance of Dr. Kai Gu's recommendation to adopt development periods which will reflect the most significant phases of development, specifically "development periods and spatial structuring as these better respond to the policy directives within the Waikato Regional Policy Statement (WRPS)." (Statement of Evidence, 14 April 2034, Point 15 on Page 7)
13. Furthermore, I support Dr Kai Gu's comment that emphasis should be based on "historic heritage that is representative of a significant development period...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." (Gu Peer Review:Pg. 6)
14. I also agree with Richard Knott's methodology of assessment criteria based on specific representative 'Development Periods' and that the specific area displays consistency in physical and visual qualities in terms of criteria based on street/block layout, street design, lot size, dimensions and development density, lot layout, topography and green structure, architecture and building typologies and street frontage treatments. I concur with Richard Knott's point that the criteria should be considered at street, group of streets or block level as appropriate. (Statement of Evidence – Richard John Knott – 14 April 2023: Pg. 8)
15. The integrity of HHA and their component parts – whether individual buildings, blocks or streets, sustains the maintenance of their heritage values and, therefore, their significance, permits these places to convey a sense of the past. HHA are sustained by recognising the people, historical events, and everyday life that occurred in that area, the associations that would otherwise be lost through the destruction of buildings and their settings or the intrusion of new construction that may be incompatible to those same buildings and/or settings.

VICTORIA STREET HISTORIC HERITAGE AREA (HHA 31) (VSHHA)

17. I support the inclusion of the VSHHA and its extension towards Hood Streets. The historic heritage area recognition acknowledges the important set of buildings in the VSHHA which contain seventeen HCC scheduled heritage items, some of which are also HNZPT listed items. The VSHHA will ensure that any new building within the historic area is compatible with and does not detract from the historic heritage values of this important location and collection of buildings.
18. With reference to “Further Submission on Plan Change 9 – PC9 – The Lawrenson Group – B&A” I do not agree that that existing District Plan controls are sufficient to manage future development of the sites in Central Business District (CBD) that would be part of the VSHHA. Sites in areas as dense and historically complex as the proposed VSHHA require careful consideration to sustain the historic heritage values in the long term and ensure the values of the HHA are not compromised. By including the full extent of the proposed VSHHA, through inclusion of Hood Streets, the interrelated heritage values would be considered and maintained through the application of planning provisions.
19. As stated previously, the loss of a heritage building, historic street or block does not just affect that specific location – it has an impact on the heritage interlinks between buildings, streets and blocks around it. Introducing new buildings, redesignating streets, or adding new structures to blocks adjoining historic heritage areas must be done sympathetically and sensitively. The process should ensure that these new functions and activities are compatible with the wider historic heritage area. By including buildings and streets in HHAs we do not block development, rather introduce protection measure to ensure that change in heritage areas is managed in such a way that does not erode their heritage value and therefore significance of these finite taonga.

FRANKTON RAILWAY HISTORIC HERITAGE AREA (FRHHA)

20. The FRHHA is an important historic heritage place. HNZPT listed the ‘Frankton Junction Settlement Historic Area’ because it represents a significant part of New Zealand Railways history. It is considered significant because it was the first time an employer had provided employment and accommodation for its staff in Aotearoa New Zealand. Furthermore, its history and development are well documented and understood, as are the architects and designers involved. Lastly, the Frankton settlement was a forerunner in suburban planning with its low cost, architecturally designed housing together with recreational spaces.

21. The settlement was clearly and carefully planned and executed, with a new street layout conceived specially for the settlement. It was designed with a central square, the Weka St Reserve, which continues to function as a public park and recreation ground. This is centrally linked by Kea Street to a semi-circular area that was a secondary recreational area. The street grid was planned around these two key community spaces and the resulting blocks were divided into sections for house.
22. Frankton Railway Village's division into residential blocks, designed street layouts and inclusion of recreational space was loosely based on the principle of the "Garden City" or "Garden Suburb", an internationally important design approach as well as a social and spatial ideology of the early-1900s. Popularised by the English architect Ebenezer Howard (1850-1928), a 'Garden Suburb' promoted the importance of integrated green areas, good street layouts and well-spaced houses for the healthier and happier lives of its occupants. It is an approach better known in Europe, making it special in Aotearoa New Zealand.
23. Considering the preceding points, I support the Frankton Junction Settlement Historic Area becoming the FRHHA. As HNZPT's recommendation for registration (Historic Places Act 1993) made clear, the FRHHA has high significance defined by multiple heritage values – architectural, technological, aesthetic, historical as well as cultural and social. By way of summary, in terms of architectural value, the FRHHA was a forerunner of modern suburban planning. Technologically, it's value is as a permanent reminder of innovative and revolutionary model of housing provision in New Zealand's industrial history. In terms of aesthetic value, the design is a combination of standardised house designs, grid street planning and the use of large green spaces based on the ideology of a 'garden suburb' by the railways architect.
24. It is worth pointing out that most historic places may have significance across two, three and occasionally several types of heritage values. It is rare and special to have a historic place that has significance, like Frankton, across all the heritage values, so clearly defined and of such consistent significance. It is not surprising that this is the case for Frankton – a historic neighbourhood that, despite changes and even loss of historic buildings, remains unique within Hamilton City as a purpose-built suburb with the urban layout and amenities to sustain a whole community.
25. For this reason – and with reference to "Further Submission on Plan Change 9 – B&A" – I do not support the exclusion of the Moa Street crescent and the adjoining arch-shaped site at 51 Rifle Range Road from the proposed Frankton Historic Heritage Area. The Moa Street

crescent and site at 51 Rifle Range Road are a known part as part of the original layout concept of the Frankton Railway Suburb. They are authentic to the original design; the reason why they considered part of HNZPT's Frankton Junction Railway Settlement Historic Area. While the site has indeed lost the historic heritage buildings and original recreation areas, it has not lost the urban morphology of a crescent and arched site which align with the Weka Street Reserve on the Kea Street Axis. The exclusion of the Moa Street crescent and the site would mean that a unique and historic street form would be lost from the Frankton Historic Heritage Area.

26. I appreciate that the design scheme proposed for the arch-shaped site in which incorporates "key features attributed to the Frankton Railway Village (building colours, roof pitches, gables, weatherboards) in the building design to ensure the development integrates well with the existing built environment while also accentuating and modernising the area." (Further Submission on Plan Change 9 – B&A – Pg. 1), achieved through existing District Plan controls.
27. However, I do not agree that that existing District Plan controls are sufficient to manage future development of the sites at the edges of an HHA to ensure the values of the HHA are not compromised. With references to the arched site at 51 Rifle Range Road, the proposal is the third version in as many years and HNZPT were not consulted, only becoming aware of the proposal through this PC9 Process. Should future iterations of the proposal take place they may begin to detract from the values of the wider area. If the Moa Street crescent and the arched site are not included in the FRVHHA, a crucial element of the 'form and process' of Frankton Village's design history could be eroded, or, even worse, lose its relationship to the wider suburb through subsequent development without the beneficial checks-and-balances an HHA would provide.
28. Along similar lines and with reference to the submission of McChou to delete 37 Rifle Range Road from the proposed HHA, I do not agree with the exclusion. While I recognise that the site has lost its original house, it is bounded on both sides with historic railway houses. Furthermore, the proposal to delete the site goes against the advice of HCC's expert advisor Richard Knott that the area should align with HNZPT's Frankton Historic Area. Including 37 Rifle Range Road will ensure that future development of the site acknowledges and responds to the heritage values that are recognised within the HHA. Edge locations in historic areas are particularly vulnerable, where the loss of heritage elements begin to erode the whole.

29. In my opinion, the removal of the Moa Street crescent, the adjoining arched site, and the property at 37 Rifle Range Road from the HHA would be contrary to the definition and method of assessment defined by Richard Knott and supported by Dr. Kai Gu. Richard Knott's points regarding the area displaying consistency in physical and visual qualities in terms of street/block layout and street design, and that criteria are relevant at street, group of streets, or block level. Similarly, the proposed removal goes against Dr. Kai Gu's succinct but important point that form and process are inseparable – in this case, the street layout design as reflection of a community concept. As Dr. Gu implies, social, spatial relations and geographical setting are important in understanding historic heritage areas. The inclusion of the edges of an HHA is important in managing future change and maintaining the interrelated heritage values of the whole.



Boris Bogdanovic

28 April 2023