

1. EXECUTIVE SUMMARY

- 1.1 This statement of evidence has been prepared jointly by Michael Robert Campbell, director of Campbell Brown Planning Limited (“**Campbell Brown**”) and Mark Raymond Thode, principal planner at Campbell Brown. We have been engaged by Kāinga Ora-Homes and Communities (“**Kāinga Ora**”) to provide evidence in support of its submissions on **PC9**.
- 1.2 We have also been engaged by Kāinga Ora to provide evidence in support of its primary and further submissions on the three Waikato Intensification Planning Instruments (“**IPI**”), being; Hamilton City Council’s Plan Change 12 (“**PC12**”), Waipā District Council’s Plan Change 26 and Waikato District Council’s Variation 3 to the Proposed Waikato District Plan 2022.
- 1.3 The key points addressed in our evidence are:
 - a) The statutory context created by the National Policy Statement: Urban Development 2020 (“**NPSUD**”) and the implications that the extent of the proposed Historic Heritage Areas (“**HHA**”) on land use efficiency - particularly in relation to social housing delivery in accordance with the Kāinga Ora-Homes and Communities Act 2019 (“**Kāinga Ora Act**”).
 - b) In reference to the evidence of Mr John Brown (on behalf of Kāinga Ora), issues associated with the identification of HHA’s and the methodology utilised to justify their status under s6 of the Resource Management Act 1991 (“**RMA**”).
 - c) In reference to the evidence of Mr John Brown, issues associated with the assessment to identify specific buildings for historic heritage protection (i.e., scheduling) as a result of the modified criteria utilised by WSP Opus on behalf of Council, and the misalignment between that methodology and the one utilised to assess HHA’s.
 - d) The functional difference between the ‘protection’ of historic heritage under s6 of the RMA, and the ‘maintenance and

enhancement’ of amenity values under s7 as it relates to historic heritage v special character considerations.

- e) Omissions and inconsistencies with the supporting s32 analysis undertaken for PC9.

1.4 Notwithstanding the above and were the commissioners minded to approve (some or all) of the HHA’s and associated provisions:

- f) We recommend that Heritage Impact Assessments be required in a more considered manner that is proportionate to the nature and scale of works undertaken. Requiring such assessments for *all* applications within proposed HHAs is inefficient, and places a disproportionate cost on landowners in addition to the restrictions (and mandatory resource consent processes) otherwise-imposed through HHA identification.
- g) We recommend that Fences and walls forward of the front building line (i.e., to the street) be a permitted activity and subject to prescriptive permitted activity standards concerning fencing typologies that are appropriate.
- h) We recommend amendments to the ‘setting’ and ‘surroundings’ definitions based on the evidence of Mr Brown.

1.5 Overall, we consider that the costs associated with the proposed provisions of PC9 (as they relate to historic heritage and the spatial identification of HHA’s in particular) have not been properly assessed, particularly in circumstances where the HHA Overlay has been applied to sites and areas that do not contain sufficient intensity of ‘historic heritage’ fabric to merit protection under s6 of the RMA.¹

1.6 We also consider there to have been no consideration of the wider social effects of HHA application across large areas of land held by Kāinga Ora, and the cost associated with this in relation to the efficient delivery of housing under the Kāinga Ora Homes and Communities Act 2019.

¹ In this regard we rely on the expert evidence of Mr John Brown on behalf of Kāinga Ora.

- 1.7 As such, we do not agree with the conclusions drawn in the Section 32 assessment undertaken by the Council in support of PC9 (as notified) and we consider that PC9 should be refused (in part concerning historic heritage) as-sought in the Kāinga Ora submission.

2. INTRODUCTION

Michael Campbell

- 2.1 My full name is Michael Robert Campbell. I am a director of Campbell Brown Planning Limited (Campbell Brown), a professional services firm in Auckland specialising in planning and resource management.
- 2.2 I graduated from Massey University in 1995 with a Bachelor's Degree in Resource and Environmental Planning (Honours).
- 2.3 I began my career in planning and resource management in 1995. I was employed by the Auckland City Council as a planner from June 1995 to August 1998. I worked as a planner for the London Borough of Bromley in the United Kingdom from December 1998 to August 2000. I was employed by a Haines Planning, a planning consultancy firm, from October 2000 to December 2003.
- 2.4 From January 2004 to October 2010, I worked for Waitakere City Council, beginning as a Senior Planner. In my final role at the Council, I was Group Manager Consent Services, where I oversaw the Planning, Building and Licensing Departments. In 2010, I started Campbell Brown together with my co-director Philip Brown.
- 2.5 I am a full member of the New Zealand Planning Institute. In July 2011, I was certified with excellence as a commissioner under the Ministry for the Environment's Making Good Decisions programme. In 2013, I was appointed to the Auckland Urban Design Panel. In 2014, I was awarded the New Zealand Planning Institute's Best Practice Award for Excellence in Integrated Planning, as well as the Nancy Northcroft Supreme Best Practice Award.

2.6 I have been involved in a number of plan review and plan change processes, including the Independent Hearings Panel hearings on the proposed Auckland Unitary Plan. In particular, I have been involved in the following policy planning projects including:

- (a) The Auckland Unitary Plan review for a range of residential clients and assisted the Auckland Council with the Quarry Zone topic;
- (b) Plan change for Westgate Town Centre comprising residential and commercial activities;
- (c) Proposed Plan Change 59 in relation to a private plan change for approximately 1,600 homes in Albany;
- (d) Proposed Private Plan Change for a research integration campus for the University of Auckland.
- (e) Reviewing, making submissions and providing evidence on behalf of Kāinga Ora in relation to a suite of private plan change requests in the Drury area of South Auckland;
- (f) Reviewing, making submissions and providing evidence on behalf of Kāinga Ora in relation to the proposed New Plymouth District Plan.
- (g) Reviewing, making submissions and providing evidence on behalf of Kāinga Ora in relation to the proposed Central Hawkes Bay District Plan.

Code of Conduct

2.7 Although this is a Council hearing, I confirm that I have read the Expert Witness Code of Conduct set out in the Environment Court's Practice Note 2023. I have complied with the Code of Conduct in preparing this evidence and agree to comply with it while giving evidence. Except where I state that I am relying on the evidence of another person, this written evidence is within my area of expertise. I have not omitted to

consider material facts known to me that might alter or detract from the opinions expressed in this evidence.

Mark Thode

- 2.8 My full name is Mark Raymond Thode.
- 2.9 I am a Principal Planner at Campbell Brown, a national firm of planning consultants.
- 2.10 I hold the qualification of Master of Planning Practice with honours from the University of Auckland (2006). I am a full member of the New Zealand Planning Institute (NZPI).
- 2.11 I have over 17 years of experience in resource management and planning, including the preparation and assessment of resource consent applications. Prior to my role at Campbell Brown in October 2017, I was employed by Auckland Council and held various roles as Principal Planner - Practice and Training, Lead Project Planner - Housing Project Office, and as a Principal Project Lead - Premium Resource Consents. In those positions I exercised delegated authority as a decision maker.
- 2.12 I have been involved in a number of plan review and plan change processes. In particular, I have been involved in the following policy planning projects including:
 - (a) Plan Change 59 to the Auckland Unitary Plan in relation to a private plan change for approximately 1,600 homes in Albany;
 - (b) Reviewing and making submissions on behalf of Kāinga Ora in relation to a suite of private plan change requests in the Drury area of South Auckland;
 - (c) Reviewing, making submissions and preparing evidence on behalf of Kāinga Ora in relation to the proposed New Plymouth District Plan.

- (d) Reviewing, making submissions and preparing evidence on behalf of Kāinga Ora in relation to the proposed Central Hawkes Bay District Plan.

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Scope of Evidence

- 2.14 The PC9 hearing (“**the hearing**”) addresses submission points relating to PC9 in its entirety. The Kāinga Ora submission focussed largely on proposed HHAs and Historic Heritage Building identification; and to a lesser extent Significant Natural Areas (“**SNA**”) and tree pruning therein, and the ‘protected root zone’ definition in relation to notable trees.
- 2.15 Through expert conferencing that took place prior to the PC9 hearing, we supported proposed amendments by Council to ensure that tree pruning in areas bordering SNA’s is not overly restrictive (refer to JWS #1 and #4 appended to s42A report)². Therefore, our evidence does not address those matters and we agree with the recommendations of the reporting planner.³
- 2.16 In preparing our evidence, we have read both the ‘themes and issues’ and ‘planning’ reports prepared under s42A of the RMA, as well as the supporting appendices (insofar as they relate to our scope of evidence and the Kāinga Ora submission on PC9). We have also reviewed the briefs of evidence prepared by those experts appearing in support of

² Section 4.3 of the s42A report.

³ Section 5.3.5 of the s42A report.

the Council - in particular that of Mr Richard Knott as the s42A reporting heavily relies on his recommendations in relation to issues of historic heritage. We undertook site visits to all HHA's (with the exception of Templeview) in June 2022.

- 2.17 We have also considered the evidence of Mr John Brown, prepared on behalf of Kāinga Ora.
- 2.18 We note that the relevant statutory documents have been identified within the 'themes and issues' report, and restated in the 'planning report'. We agree with the reporting planners' identification of those matters and for the sake of brevity, do not restate them in their entirety in our evidence.

Areas of Support

- 2.19 We support the following recommendations of the reporting planner such that this evidence does not specifically address those matters:
- (a) As-agreed in Joint Witness statement #3, amendments to affected provisions to ensure use of the term 'avoid' is consistent with the caselaw directives under King Salmon.
 - (b) As-agreed in Joint witness statement #3, various amendments to affected PC9 provisions to qualify the requirement to 'maintain and enhance' amenity or other identified values, and replace with wording equivalent to 'maintain and, where appropriate, enhance' as-sought throughout the Kāinga Ora submission.
 - (c) As-agreed in Joint Witness Statement #4, amendments to provisions concerning the trimming of trees located within SNA overhanging boundaries of land *not* within an SNA.
 - (d) The recommendations to remove four HHA's that were notified within PC9, being Anglesea Street, Jamieson Crescent, Marama Road, Oxford Street (west).⁴

⁴ Kāinga Ora has land holdings within the Jamieson Crescent and Oxford Street West HHA's.

- (e) Removal of the definition of ‘historic heritage area’ from PC9 as ‘historic heritage’ is already defined within Part 1 of the RMA.⁵
- (f) While not opposed to the inclusion of rear site within HHA’s, their inclusion (for the reasons outlined in our evidence) must be on the basis that the HHA is of appropriate s6 importance and the rear site contributes to the overall significance of the area.

2.1 The remainder of this evidence addresses key matters of particular interest to Kāinga Ora that remain of concern - principally the approach taken concerning HHAs, heritage buildings and related provisions.

3. BACKGROUND - KĀINGA ORA SUBMISSION

3.1 Kāinga Ora opposed in part PC9 on the basis that the majority of new HHA’s proposed may not meet the requirements of Section 6 of RMA i.e., that they do qualify as historic heritage as a matter of national importance.

3.2 As outlined in the submission, a number of concerns were expressed around the methodology undertaken to identify and justify HHA’s (as well as individual buildings), particularly (without limitation):

- (a) Inconsistencies with earlier investigations of ‘historic special character areas’ undertaken by Lifescapes Ltd, which appears to have led in some cases to a conflation of special character values and historic heritage.
- (b) That the assessment methodology (for HHA’s and scheduled buildings introduced under PC9) departs from the existing established Historic and Cultural Heritage assessment criteria under Section 10A of the Waikato Regional Policy Statement (‘WRPS’) and existing Heritage Assessment criteria under Appendix 1.3 of the ODP.

⁵ 5.2.2

- (c) Kāinga Ora observed a mixed range of dwellings of varying styles, quality, condition and appearance (some of which are heavily modified) that do not accord with the overall quality of other Historic Heritage areas identified either within Hamilton or other Territorial Authorities throughout New Zealand.

3.3 It was also noted in the submission, that Kāinga Ora has substantial landholdings within a number of the HHAs⁶. The proposed HHAs will place a significant constraint on the ability of Kāinga Ora to comprehensively plan for and enable, sustainable land-use efficiency in the ongoing delivery of its housing and urban regeneration program - particularly where neighbourhood-wide master planning is intended to take place (e.g.: in Fairfield-Enderley areas with Council, the community, tangata whenua and stakeholders).

3.4 We have reviewed the s42A recommendations and analysis, and agree with the overall thrust of the Kāinga Ora submission. Our evidence is therefore structured on the basis of the key issues outlined above and cross-references relevant aspects of the s42A reports as-required, as well as the supporting evidence prepared by experts (on behalf of council) to the extent they address the concerns raised in the Kāinga Ora submission. We then turn specifically to relevant provisions.

4. **HERITAGE V CHARACTER (PROCESS THEMES AND ISSUES REPORT)**

4.1 The process leading up to the notification of PC9 and the various studies that have preceded the identification of HHA's, is outlined within section 3.4 of the themes and issues report.

4.2 It is noted that (emphasis added):

In 2020, Council commissioned a heritage expert, Carolyn Hill from Lifescapes Ltd, to undertake a strategic high-level overview of the historical special character across the city's residential areas and to identify areas that legibly present themes of historical and physical settlement patterns, architectural forms and landscape qualities.

⁶ Jamieson Crescent; Matai, Hinau and Rata Streets; Marie Ave, Parr and Taniwha Streets; Hamilton East; Wilson Street and Pinfold Avenue; Te Aroha Street; Riro Street; Claudelands; Oxford Street West; Oxford Street East and Marshall; Fairfield Road; Sare Crescent; Chamberlain Place.

[...] One of the key recommendations for the report was to redefine Frankton Railway Village and Hayes Paddock as scheduled Historic Heritage Areas and identify all original buildings as primary items under Chapter 19 of the District Plan, thereby to recognise their national historic heritage significance and to classify them as a ‘matter of national importance’ as per section 6 of the RMA.

[...] Another key recommendation was to redefine the boundaries for Hamilton East and Claudelands study area and to consider identifying them as Historic Character Areas, which would remain under Chapter 5 of the District Plan and subject to the provisions within this chapter. The purpose of identifying these two areas as Historic Character Areas was to highlight and clarify the historic settlement period and architecture of these areas.

- 4.3 We have reviewed the ‘Lifescapes’ report, attached at **Appendix A** to our evidence). In our review of the Lifescapes report it is clear that the focus of that investigation was on ‘special character’. This is outlined within the Lifescapes report whose purpose was to “...identify areas that legibly represent themes of historical and physical settlement patterns, architectural forms and landscape qualities, and to signal these as potential special character areas (SCAs)”.⁷ This is also clear within the s42A report commentary above, which (in a somewhat conflated manner) references ‘historic special character’. The Lifescapes report also is undertaken in reference to a working definition of ‘special character’ which was:

Special character areas (SCAs) are areas that have coherent physical and visual qualities that together represent historical themes of a city’s development. They contain a coherent concentration of natural and constructed features and characteristics that collectively establish the identity of an area and contribute to a distinctive “sense of place” when experienced from the public realm.⁸

- 4.4 We consider it relevant that the outcomes of the Lifescapes report (outlined in paragraph 4.2 above) only recommended that the existing Frankton Railway area and its buildings, and Hayes Paddock be accorded s6 protection under the RMA, while the remainder of those areas investigated (and confirmed through subsequent reporting) be managed ‘under Chapter 5 of the District Plan’. In addition, the ‘study areas’ noted in the Lifescapes report were to be considered potential future SCA’s.

⁷ ‘Hamilton City Special Character Study 2020’, prepared by Lifescapes Ltd for HCC (June 2020), section 1.1.

⁸ Lifescapes report, section 1.5.

4.5 In our opinion, Chapter 5 of the ODP has a clear focus on ‘special character’ which is to be distinguished from Chapter 19 and its focus on ‘Historic Heritage’.⁹ The stated purpose under Chapter 5, section 5.1 is (emphasis added):

a. 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 [...].

b. The intention of the Special Character Zones is to protect, maintain and enhance the respective ‘special’ characteristics of those areas. Five special zones are provided in this District Plan:

- i. Special Residential Zone.*
- ii. Special Heritage Zone.*
- iii. Special Natural Zone.*
- iv. Temple View Zone.*
- v. Peacocke Character Zone.*
- vi. Rototuna North East Character Zone.*

4.6 We note that the starting point for Mr Knott’s original reporting to support PC9 was the above work undertaken by Lifescapes, and in particular the ‘heritage themes’ identified therein.

4.7 We have concerns (which are also expressed in the evidence of Mr Brown) that historic development themes relied upon in the work undertaken by Mr Knott, were originally formulated in the context of a comprehensive ‘special character’ review and assessment. While those themes have since been refined into ‘development periods’ in response to submissions and the peer review’s commissioned by Council,¹⁰ the underlying principles that led to their identification (as SCA’s) remains. In our opinion, the Lifescapes report provides a useful counterfactual for the Commissioners’ consideration, given that the

⁹ Unlike Chapter 5, Chapter 18 has a clear reference to the definition of Historic Heritage under the RMA and in our opinion provides a clear signal that Chapter 19 is dealing with s6, while Chapter 5 is dealing with s7 (other matters) of the RMA.

¹⁰ Evidence of Mr Richard Knott, para. 35-39.

majority of the HHA's promoted under PC9 were previously considered as having potential 'special character' values rather than 'historic heritage'.¹¹

- 4.8 We accept that the alignment to 'development periods' is more-responsive to the WRPS and the established criteria under the ODP. However, we note that the reference within those criteria to being 'representative of a significant development period in the region or nation' is to be applied in the context of the assessment of 'Architectural Qualities' and their 'Style or Type'. We consider, in the context of identification of an 'area', the reference to being 'representative' is to ensure a sufficient grouping of buildings of a similar architectural style and form from a particular period.
- 4.9 In our opinion and having regard to the evidence of Mr Brown, being representative of a theme or period is only one component in the overall assessment that would need to be undertaken to justify an area as having historic heritage to the extent it should fall within the protection afforded by s6 of the RMA. An essential prerequisite (were the WRPS criteria to have been utilised) is also (perhaps more importantly) the assessment of 'Historic Qualities' and 'Associative Value' where:

The place or area has a direct association with, or relationship to, a person, group, institution, event or activity that is of historical significance to Waikato or the nation.

- 4.10 It is clear that there also needs to be a clear historical link to any identified area - being representative of a development theme or period does not, of itself, accord 'historic heritage' status as-defined in the RMA.¹² We have observed throughout the supporting documentation and the section 32 assessment in support of PC9 that the HHA's areas are already identified as having 'historic heritage' value. Again, these areas were informed on the basis of a 'special

¹¹ We note that a peer review of Mr Knott's original report for PC9 was commissioned by Council, which raised potential issues with the conflation of special character. Refer to the 'Archifact report' appended to corporate evidence for Kāinga Ora.

¹² Providing a clear historical linkage to proposed HHA's has been raised in a range of submissions on PC9 and was discussed through expert conferring – refer JWS #3.

character’ study which, while identifying heritage value associated with development periods broadly aligned with the WRPS criteria, were not equated with that of ‘historic heritage’ generally.

- 4.11 As such, we have concerns that the existing and established assessment framework within the WRPS and ODP has been eschewed in favour of a bespoke assessment methodology which has sought to ‘shoe horn’ areas that may have otherwise warranted a ‘special character’ approach under s7 of the RMA (as identified in the Lifescapes report) into matters of national importance under s6.

5. ASSESSMENT METHODOLOGY

Historic Heritage Areas

- 5.1 Mr Brown has provided an analysis of the assessment methodology developed and utilised by Mr Knott in the identification of the proposed HHA’s.
- 5.2 We agree with and rely on his expert opinion, and his conclusion that the assessment of potential HHA’s (and new buildings) would have more-appropriately been undertaken in reference to the existing established criteria under the WRPS and ODP. As noted by Mr Brown, those established criteria are ‘fit for purpose’ in the assessment of potential HHA’s and provide an assessment framework that is consistent with the established approach under the ODP.
- 5.3 Of particular relevance is that the WRPS criteria (reflected in the assessment criteria of the ODP) do refer to ‘areas’ when assessing ‘historic qualities’. While we agree with the view of Mr Robin Miller¹³ that some of the criteria relate to singular buildings, in our view this does not discount the application of the ‘architectural qualities’ matters on an area basis. In our opinion and as outlined by Mr Brown,¹⁴ these point towards an assessment framework that anticipates that any area which has direct historical associative value, will comprise of buildings and structures ‘representative’ of an identified

¹³ Evidence of Mr Robin Miller, para. 22.

¹⁴ Brown, paras 5.11 – 5.14.

development theme/period, that would otherwise warrant protection under s6 in their own right.

- 5.4 We do not share the view of Mr Miller that a ‘cost effective’ approach was required to be developed to aid in the identification of HHA’s in order to avoid the need to interrogate individual buildings within an area.¹⁵ In our opinion, such an investigation is wholly-appropriate in the context of the restrictions that s6 status and the provisions proposed under PC9 would place on land within an HHA.

Buildings and Structures (WSP Opus)

- 5.5 In relation to the proposed scheduling for additional individual buildings under PC9, Mr Brown goes on to assess the revised methodology and bespoke rating developed by WSP Opus¹⁶, as it applies to the significance criteria within the ODP.
- 5.6 Mr Brown notes that the rating system is not consistent with that used elsewhere, for example in Auckland, where a ranking of ‘moderate’ would not justify inclusion in a historic heritage schedule. It is also not consistent with the national ranking used by Heritage New Zealand Pouhere Taonga (‘NZHPT’). Areas of ‘moderate’ value or below would not typically meet the threshold for s6 protection under the RMA.
- 5.7 An assessment should be undertaken in reference to the established criteria in the WRPS and ODP and use a significance rating that has consistency with those utilised elsewhere in New Zealand and by NZHPT.¹⁷ The following schedule ranking approach is considered by Mr Brown to have greater consistency with established practice across New Zealand:

- *Plan ranking A (equivalent to HNZPT Category 1 places nationally significant)*
- *Plan ranking B (equivalent to HNZPT Category 2 places, regionally or nationally significant)*

¹⁵ Miller, para. 23.

¹⁶ Hamilton City Council Heritage Inventory Review, WSP Opus Ltd, June 2022.

¹⁷ Brown, para. 7.4

- *Moderate value (locally of interest, but not nationally significant under Section 6f), to qualify potentially as an ‘other matter’ under part 7.*

- 5.8 In our opinion, inconsistency on a national level is not an appropriate resource management outcome when issues of historic heritage are concerned. In our view the PC9 process does present an opportunity to ensure better-alignment with the approaches taken nationally, as outlined by Mr Brown in his evidence.
- 5.9 We therefore agree with the Kāinga Ora submission that proposed individual buildings for scheduling under PC9 are not appropriate, and should not proceed under PC9 until such an assessment is undertaken.
- 5.10 We also agree (for the reasons also outlined earlier in our evidence) that there should be alignment between the criteria for assessment of buildings and areas, and that use of those established criteria under the WRPS and ODP is appropriate. As noted by Mr Brown:¹⁸

the identification of proposed HHAs of ‘at least moderate value’ conflates areas of potential special character values to that of historic heritage. I consider that this may be resolved more appropriately with directly evaluating areas using the WRPS and ODP criteria, and by reference to comparative examples locally, regionally and nationally to justify inclusion at the level of s6 of the RMA. This would also ensure greater consistency at the regional and national level in the identification of historic heritage areas.

Application of the WRPS and ODP criteria

- 5.11 Mr Brown has undertaken ‘example’ assessments of a number of the proposed HHA’s in reference to the established criteria under WRPS and ODP. As we understand it, the purpose of such an assessment is to demonstrate the differing result that arises when compared to the methodology developed by Mr Knott and that the established criteria can be utilised appropriately for assessment of HHA’s and specific buildings.

¹⁸ Brown, para. 7.11

- 5.12 We rely of the expertise of Mr Brown in the above regard, and note that the assessment undertaken demonstrates a number of areas that would not warrant protection under s6 of the RMA. One example of particular relevance in the context of the Kāinga Ora submission is the Fairfield Road HHA which contains a large amount of ‘state housing’ style dwellings (some of which are owned by Kāinga Ora). As concluded by Mr Brown in the assessment attached at Attachment 2 to his evidence:

Fairfield Road exhibits moderate attributes which in general reflect the development of State Housing suburbs in Hamilton during the 1950s. It does not appear to be a significant example in terms of scale or with regard to the early provision of state housing through the First Labour Government. It is not apparently directly associated with any key events or person of national interest, but is reflective, by definition, of the broader theme of state house development in New Zealand.

While the locale demonstrates the typical character of a state house suburb in clusters, it is eroded to some degree by more recent development, especially that from the 2000s. This more recent development retains similar development scale with pockets of increased density arising from subdivision of lots. This is especially prevalent on rear sites, but these are still clearly evident in the visible public realm.

In my opinion the area does not merit inclusion as an HHA for these reasons.

- 5.13 Overall, it is our opinion that the identification of proposed HHA’s has utilised a methodology that has elevated a range of areas which exhibit potential special character values to that of historic heritage. As demonstrated by the assessments undertaken by Mr Brown, use of the established criteria under WRPS and ODP already provides a robust method of assessment and can be undertaken in a manner more-consistent with the approaches taken elsewhere across the country.
- 5.14 As such, we agree with the relief sought in the Kāinga Ora submission that PC9, insofar as it relates to matters of historic heritage, should be refused in part until such issues are addressed and an assessment is undertaken in reference to established criteria within the WRPS and

ODP.¹⁹ This would ensure consistency across the Waikato Region as well provide a greater level of consistency nationally in the identification of historic heritage areas and individual buildings.

- 5.15 This may also warrant some areas being considered ‘special character’ rather than ‘historic heritage’ which in our view, provides a more-nuanced approach to the application of the WRPS and ODP criteria. It may also provide a potentially more-enabling approach that would accommodate a greater range and intensity of housing. However, it is incumbent upon the Council to then justify those areas in light of the requirements of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021.²⁰

6. STATUTORY CONSIDERATIONS AND LAND USE EFFICIENCY

- 6.1 The section 32 analysis accompanying PC9 sets out the relevant statutory considerations that apply. We have reviewed that report and generally agree with the identification of those matters, which are also outlined at a high level within the ‘themes and issues’ report.
- 6.2 Of particular relevance to consideration of the Kāinga Ora submission and the preceding evidence, is the ‘shift’ that has been promoted through the NPS-UD to a greater focus on land use efficiency concerning development within urban environments. This directive approach at a national level is a fundamental shift in how spatial planning has typically occurred throughout New Zealand, and is a key and well-documented driver behind the NPS-UD and under the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021.
- 6.3 A key component of the NPS-UD is Objective 1, which seeks to ensure ‘well-functioning urban environments’. These are defined in Policy 1 as (emphasis added):

¹⁹ At the very least, we consider that Mr Brown has provided sufficient evidence to support ‘state housing’ HHA’s being removed from PC9 – with the exception of Hayes Paddock owing to its existing identification through the ‘special heritage zone’.

²⁰ Notwithstanding, we do not consider that areas such as the Fairfield Road HHA would be appropriate as special character for the reasons outlined by Mr Brown.

[...] are urban environments that, as a minimum:

- (a) have or enable a variety of homes that:

 - (i) meet the needs, in terms of type, price, and location, of different households; and*
 - (ii) enable Māori to express their cultural traditions and norms; and**
- (b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and*
- (c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and*
- (d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and*
- (e) support reductions in greenhouse gas emissions; and*
- (f) are resilient to the likely current and future effects of climate change.*

6.4 We do not dispute the fact that s6(f) identifies historic heritage as matter of ‘national importance’ and that s6(f) matters are identified as a ‘qualifying matter’. However, for the reasons outlined earlier in our evidence, we share the concerns expressed both by Mr Brown and within the Kāinga Ora submission that the methodology employed both leading up to and through the PC9 process, has departed from the established criteria under the WRPS and ODP and resulted a potential misapplication of s6 of the RMA.

6.5 As noted in the Kāinga Ora submission, Kāinga Ora has substantial landholdings within a number of the HHAs, and owns 6 buildings that have been newly scheduled and identified as heritage buildings. The proposed HHAs will place a significant constraint on the ability of Kāinga Ora to comprehensively plan for and enable, sustainable land-use efficiency in the ongoing delivery of its housing and urban regeneration program - particularly where neighbourhood-wide master planning is intended to take place (e.g. in Fairfield-Enderley areas with Council, the community, tangata whenua and stakeholders). This also includes the acquisition of existing private

properties within those areas as part of that delivery, the constraint subsequently placed on its build-partners and Community Housing Group providers who aid in that delivery, and the burden that such restrictions would impose on existing private landowners in the exercise of their private property rights is significant and unjustified.

- 6.6 While State Housing delivery throughout the ‘post-war’ period is a feature of New Zealand’s past, the very nature of state ‘public housing’ was and remains at its core, to provide housing for those in need. Much of the existing housing stock throughout Hamilton is nearing the end of its serviceable life and located on low-density residential zoned land which does not reflect the significant increase in New Zealand’s population since their original construction, and the relative increase and demand for public housing in the current environment. The practical implications of this from a development perspective are outlined in the corporate evidence of Mr Brendon Liggett.
- 6.7 Securing such areas or groupings of houses (and in some instances identification as ‘built heritage’) effectively-ascribes heritage value²¹ to past urban development patterns that are demonstrably *not* an efficient use of land, and presents a significant opportunity cost for public housing delivery - particularly where the Medium Density Residential Standards contemplate *at least* a 3:1 uplift in housing intensity as a permitted activity.²²
- 6.8 In our opinion and relying on the evidence of Mr Brown referred to earlier, the mixed-grouping of dwellings in the majority of the new proposed HHAs (in particular those areas where Kāinga Ora is a dominant landowner) does not outweigh the need on a national level to provide for the efficient use of existing land for the delivery of public and affordable housing. Particularly where the historic heritage quality of areas is questionable, we do not consider that such areas

²¹ For the reasons outlined in our evidence and that of Mr Brown, we also do not consider that state housing-style areas are appropriate as ‘special character’ either, particularly where there are already identified and protected dwellings of a consistent appearance within Hayes Paddock.

²² We accept that such ‘enablement’ is to be considered through the PC12 ‘IPI’ process, however HHA status would also substantially-frustrate and assessment of greater intensities (4+ dwellings) through a restricted discretionary consent process.

contribute to achieving objective 1 of the NPS-UD and the delivery of 'well-functioning urban environments' as they effectively prevent Kāinga Ora (and its development partners) from undertaking its core function.

- 6.9 In our view, such implications as those outlined above have a wider socio-economic cost to the community which has not been appropriately assessed or balanced within the section 32 of the RMA evaluation supporting the PC9. There is no consideration of the implications that such restrictions will have, and therefore we consider Council's s32 analysis to be fundamentally flawed in this regard.

Section 32 Considerations

- 6.10 In relation to the section 32 analysis, we consider the following matters of relevance.
- 6.11 Within 'Appendix 5: Matters for Consideration and Scale and Significance' it is noted in relation to 'who and how many will be affected' that:

The degree of impact on private property will be medium. Through the introduction of additional HHA areas in the city, these area will introduce additional provisions so that will impact on the demolitions, alterations and additions, and relocation of existing buildings presently anticipated.

For the reasons outlined above we consider this grossly-understates the scope of impact that PC9 may have on the community, and in particular those who necessarily depend upon social housing.

- 6.12 Within 'Appendix 6: Assessment of Options to Achieve Objectives (S32(1)(B)(I))' only two options are assessed in relation to historic heritage, being the 'status quo' option and that pursued under PC9. However, there is no consideration as to whether a more-nuanced approach should have been taken by distinguishing between areas of special character and legitimate historic heritage. In our opinion, this may have led to a more-efficient and effective approach where those

areas of marginal historic heritage value are classified under s7 as potential ‘character’ areas and managed by the ODP framework. It was recorded in the HHA JWS²³ that all experts understood the removal of the character zones (ODP Chapter 5) has been introduced as part of PC12, on the basis of the HHA’s sought to be established under PC9. This approach seems contrary to the preferred option.

6.13 We consider this important as s6 applies a far higher ‘test’ in the ‘protection’ of historic heritage, when compared to s7 and a general ‘amenity values’-based approach to ‘maintain and enhance’.²⁴ In the context of the NPS-UD and principles of land use efficiency promoted therein, this may have led to a more-efficient and effective approach which greater levels of intensification or infill development could be accommodated in strategically located areas in a manner that respects identified character.²⁵

6.14 The ‘benefits’ to the preferred approach (Option 2) are noted as [emphasis added]:

The city’s wide range of historic heritage, with the identified heritage values in accordance with the criteria set out under the WRPS are recognised and protected in the District Plan, and adverse effects on those resources will be appropriately avoided, remedied or mitigated. Buildings and structures and archaeological sites with heritage values that are not included in the Schedules of Appendix 8 of the ODP will be recognised and protected.

6.15 We do not dispute the overall benefits of ensuring the protection of historic heritage under s6, however for the reasons outlined earlier in our evidence, we have concerns that ‘historic heritage’ has not been identified in accordance with those existing criteria underlined above or through an appropriate methodology. The s32 analysis does not consider the efficiency or effectiveness of the approach that was taken in developing the comparatively ‘new’ assessment methodology undertaken by Mr Knott, or weigh the costs of that approach. As outlined in the evidence of Mr Brown, use of the existing criteria

²³ JWS 3. Para. 3.5.10.1

²⁴ This matter is also addressed in the corporate evidence of Mr Liggett.

²⁵ Such an approach, would have necessarily needed to be justified appropriately through PC12.

facilitates a different outcome that nevertheless also achieves the objectives of the ODP and PC9.

- 6.16 Overall, we consider there are costs associated with the proposed provisions of PC9 (as they relate to historic heritage and the spatial identification of HHA's in particular) have not been properly assessed, particularly in circumstances where the HHA Overlay has been applied to sites and areas that do not contain sufficient intensity of 'historic heritage' fabric or merit protection under s6 of the RMA.²⁶
- 6.17 We also consider there to have been no consideration of the wider social effects of HHA application across large areas of land held by Kāinga Ora, and the cost associated with this in relation to the delivery of housing under the Kāinga Ora Homes and Communities Act 2019²⁷. We do not consider the identification of further 'state housing' era typologies to be appropriate based on the evidence of Mr Brown, and the presence of higher-quality examples of such typologies already present within Hayes Paddock. In the Hamilton context, they already provide an appropriate and collective representation of that development period. Removal of such areas from PC9 (at the least) is also not inconsistent on a national level - there are substantive areas of such housing that are neither special character or historic heritage throughout the country.²⁸

7. PROVISIONS

- 7.1 Notwithstanding our overall position that PC9 should not proceed as currently proposed (concerning historic heritage specifically), we address particular matters in relation to proposed amendments to PC9 as it relates to the Kāinga Ora submission.

HHA objective 19.2.4 and policy 19.2.4a

- 7.2 Kāinga Ora opposed all associated provisions that relate to HHA's including the above objective and policy.

²⁶ In this regard we rely on the expert evidence of Mr John Brown on behalf of Kāinga Ora.

²⁷ Section 13, Kāinga Ora Homes and Communities Act 2019

²⁸ Brown, paras, 8.2 – 8.3.

- 7.3 Mr Brown has recommended amendments to the above provisions to reflect that any HHA included in the plan will have already been through an identification process to justify their protection. We support Mr Brown's recommended amendments which are, as follows:

Objective 19.2.4

That historic heritage areas which have ~~identifiable—historic heritage~~ significance to the history and identity of the city are identified and protected from inappropriate subdivision, use, and development.

Policy 19.2.4a

Ensure that areas which have ~~identifiable~~ historic heritage significance are identified in Schedule 8D of the plan.

Fencing forward of the front building line

- 7.4 Kāinga Ora opposed activities under 19.3.1(o), (p), and 19.3.2(h) that would require restricted discretionary activity consent for the construction of a fence.
- 7.5 The reporting planner has recommended that the submission be rejected, as in Mr Knott's expert opinion these are features which contribute to the identified values within HHA's and identified buildings.²⁹ Mr Knott notes at page 19 of his evidence:

Recognising that open frontages are a significant historic heritage feature of many of the HHAs (the values of these are specifically referenced in the new Statements for each HHA).

All fences forward of the dwelling now require a Restricted Discretionary consent within these identified HHAs and in the Frankton Railway Village HHA where whilst low fences are a characteristic of the area they have distinctive designs which need to be respected if the heritage values of the area are to be protected.

- 7.6 While we do not disagree that fencing may be an important characteristic associated with certain areas or identified buildings, we do not consider the requirement to obtain a restricted discretionary resource consent for the establishment or alteration of a fence to be

²⁹ We find no direct assessment of the Kainga Ora submission in this regard, but the matter was discussed during the Heritage and Planning expert conferencing.

an efficient or effective method in giving effect to the objectives of PC9.

- 7.7 We agree with the Kāinga Ora submission that this can more-appropriately be managed through a permitted activity standard concerning fencing height (which is now proposed to be removed) and (where a specific typology is critical to the historic significance of a site or area) specified fencing typologies that are appropriate. This may require more up-front assessment on the part of Council as to particular fencing typologies; however, it also removes what could lead to substantive costs associated with a resource consent process for the establishment of a fence as a standalone activity.
- 7.8 We therefore recommend that the notified PC9 approach to fencing be reinstated, where fencing forward of the front building line up to a height of 1.2m is permitted in HHA's under 19.3.2(h). In respect of built heritage under 19.3.1(o) we also consider (for the reasons above) that fencing is appropriate as a permitted activity with an associated permitted standard that may reference particular fencing typologies.³⁰

Heritage Impact Statements

- 7.9 Kāinga Ora made specific submissions on a range of provisions that require a Heritage Impact Statement for *any* activity requiring consent within a proposed HHA. It was noted in the submission that such a blanket approach is inefficient, and places a disproportionate cost on landowners in addition to the restrictions (and mandatory resource consent processes) otherwise-imposed through HHA identification. An example of this is the proposed consenting requirement for fencing within an HHA, and the implication that an impact assessment would be required for such an application.
- 7.10 The reporting planner considers submissions of the above nature in section 5.2.5 of the s42A planning report. Amendments are recommended to the 'special information requirements' chapter but

³⁰ We accept that in respect of built heritage (scheduled buildings) the operative and notified approach was to require consent for fencing as an RD activity.

we find no discussion directly addressing the concerns expressed in the Kāinga Ora submission or that of other submitters.

7.11 Mr Knott notes at page 11 of his addendum:³¹

As described in the Themes and Issues report, where consents are required, they must be supported by a Heritage Impact Assessment (HIA). To ensure that the production of the HIA does not place too great a burden on an applicant, it is accepted that scope and complexity of the HIA should be commensurate with the application proposal.

To further assist in this matter, the updated descriptions to be provided for each HHA will clearly identify the key values of the area.

7.12 Having reviewed both the amendments to chapter 1.2 and the updated HHA descriptions, we do not consider those amendments to have addressed the submission. While 1.2.2.8(c) notes (as notified) that the ‘...content and detail of the Heritage Impact Assessment must correspond with the scale, nature and potential adverse effects of the proposal’; it nevertheless still requires in our opinion, that an application for resource consent be accompanied by such an assessment.

7.13 We recommend that Heritage Impact Assessments be required in a more considered manner that is proportionate to the nature and scale of works undertaken. While we consider it likely to be administratively cumbersome to identify every development scenario where a Heritage Impact Assessment is or is not required, in our opinion the suggested amendments in the Kāinga Ora submission provide a more efficient and effective approach that provides for a contextual analysis at a policy level, of when such an assessment may be required. Such amendments (as an example below) also provide a clear signal at a policy level that the *requirement* as well as the content of any impact assessment, should respond to the nature of the works. We recommend the following amendment (as an example):³²

³¹ Attachment 1 to the evidence of Mr Richard Knott.

³² Similar amendments would be required (as identified in the Kāinga Ora submission) to 19.1 (i) and (m), 19.2.4(c), 19.2.5(a).(iv), 1.2.2.8(a)

19.2.4c

The design, material use and placement of buildings and structures, including relocated buildings and additions and alterations to existing buildings, demonstrate consistency with the physical and visual qualities of the historic heritage area through a Heritage Impact Assessment where the nature and extent of the proposed development requires it.

- 7.14 In our experience, such an approach is common-place in other Council's throughout the country where 'heritage' specialists also undertake review of resource consent applications on behalf of Council. In such instances, and where the scale of the work is relatively minor, 'doubling up' of such assessments would place a disproportionate cost on landowners in addition to the restrictions (and mandatory resource consent processes) otherwise-imposed through HHA identification.

Protected Root zone definition

- 7.15 Kāinga Ora opposed the proposed definition of 'protected root zone' sought to be introduced through PC9. It was noted that the definition is administratively complex. Given that rootzones have also been identified spatially for notable trees in PC9, Kāinga Ora consider it appropriate that a 'dripline' approach to the definition of 'protected rootzone'. This is administratively simple and understandable for the lay-person.
- 7.16 The reporting planner has recommended the submission be rejected, noting at section 5.4.14 of the s42A report that:

The advice from Council's arborist Mr Jon Redfern is relied on that the New Zealand Arboriculture Association has generally accepted and adopted three international standards (British standard, American standard and the Australian standard), which use the 12x stem diameter for the root growth interpretation, Therefore, I recommend that the proposed Protected root zone definition based on the trunk diameter multiplied by 12 is appropriate for the protection of roots, and the dripline approach for protected root zone is to be rejected.

However, in response to this submission the definition of the phrase 'Protected root zone' has been reviewed and it is

considered that the notified ‘Protected root zone’ definition is confusing.

- 7.17 We do not consider the proposed simplification of the protected root zone definition is appropriate, and support the Kāinga Ora position of a ‘dripline’ definition. We accept that in respect of scheduled and identified trees, a greater degree of certainty around protected root zones is warranted. As such, we note that Kāinga Ora did not oppose the spatial identification of protected root zones for notable trees under PC9.
- 7.18 However, we consider the definition remains relatively complex for the lay person to interpret and apply, as with the ‘root protection zone’ definition in the operative Hamilton City Plan where a level of expertise is required to determine the life expectancy of a tree, its vigour and the appropriate DBH³³ multiplier to apply.
- 7.19 In our view, a dripline definition is an established approach that is utilised across other Council’s³⁴, as well as within the proposed Waikato District Plan (Appeals Version) and operative Waipā District Plan. Utilisation of a dripline definition would, in our opinion, contribute a more efficient and effective approach across the region and avoid the need to (potential expense) associated with calculation of rootzones for the lay person.

Definitions of ‘Setting’ and ‘Surroundings’

- 7.20 Kāinga Ora opposed the definitions of ‘setting’ and ‘surroundings’ and under PC9, noting that both definitions are:

[...] broad and lack specificity, which should be outlined in any Heritage Area Statement as to what the protected ‘setting’ or ‘surrounds’ might be, in relation to any specific historic heritage values that are being protected. Furthermore, including arbitrary ‘views’ from the building or structure would need to be specifically identified in any Heritage Area Statement at the very least.

³³ ‘Diameter Breast Height’

³⁴ Such as Whangarei District Council, Tauranga District Council, Western Bay of Plenty, Wellington City Council, Kapiti Coast District Council

- 7.21 Mr Brown has reviewed both definitions and for the reasons stated as paragraphs 8.16 - 8.20 of his evidence, recommends amendments to those definitions.
- 7.22 We agree with Mr Brown's recommended amendments and also suggest that any aspects of a heritage place or area which are relevant and would be captured by those definitions, need to be clearly identified within any associated heritage statement.
- 7.23 In our opinion, it is not efficient to have such areas undefined, and creates unnecessary ambiguity in the interpretation and administration of the Plan. This also risks wider areas beyond specific buildings of HHA's being drawn into an assessment through the resource consent process.

8. CONCLUSIONS

- 8.1 Overall, we consider that the costs associated with the proposed provisions of PC9 (as they relate to historic heritage and the spatial identification of HHA's in particular) have not been properly assessed, particularly in circumstances where the HHA Overlay has been applied to sites and areas that do not contain sufficient intensity of 'historic heritage' fabric to merit protection under s6 of the RMA.
- 8.2 We have concerns that the existing and established assessment framework within the WRPS and ODP has been eschewed in favour of a bespoke assessment methodology which has sought to 'shoe horn' areas that may have otherwise warranted a 'special character' approach under s7 of the RMA (as identified in the Lifescapes report) into matters of national importance under s6.
- 8.3 We consider there to have been no consideration of the wider social effects of HHA application across large areas of land held by Kāinga Ora, and the cost associated with this in relation to the efficient delivery of housing under the Kāinga Ora Homes and Communities Act 2019. As such, we do not agree with the conclusions drawn in the Section 32 assessment undertaken by the Council in support of PC9 (as

notified). In our opinion, PC9 puts forward an approach that is neither efficient or effective at giving effect to the WRPS, and will not achieve Part 2 of the RMA as the underlying assessment methodology is flawed, based on the evidence and expert opinion of Mr Brown.

- 8.4 We consider that PC9 should be refused (in part) concerning historic heritage areas and individual buildings as-sought in the Kāinga Ora submission.

Michael Robert Campbell / Mark Raymond Thode
28 April 2023

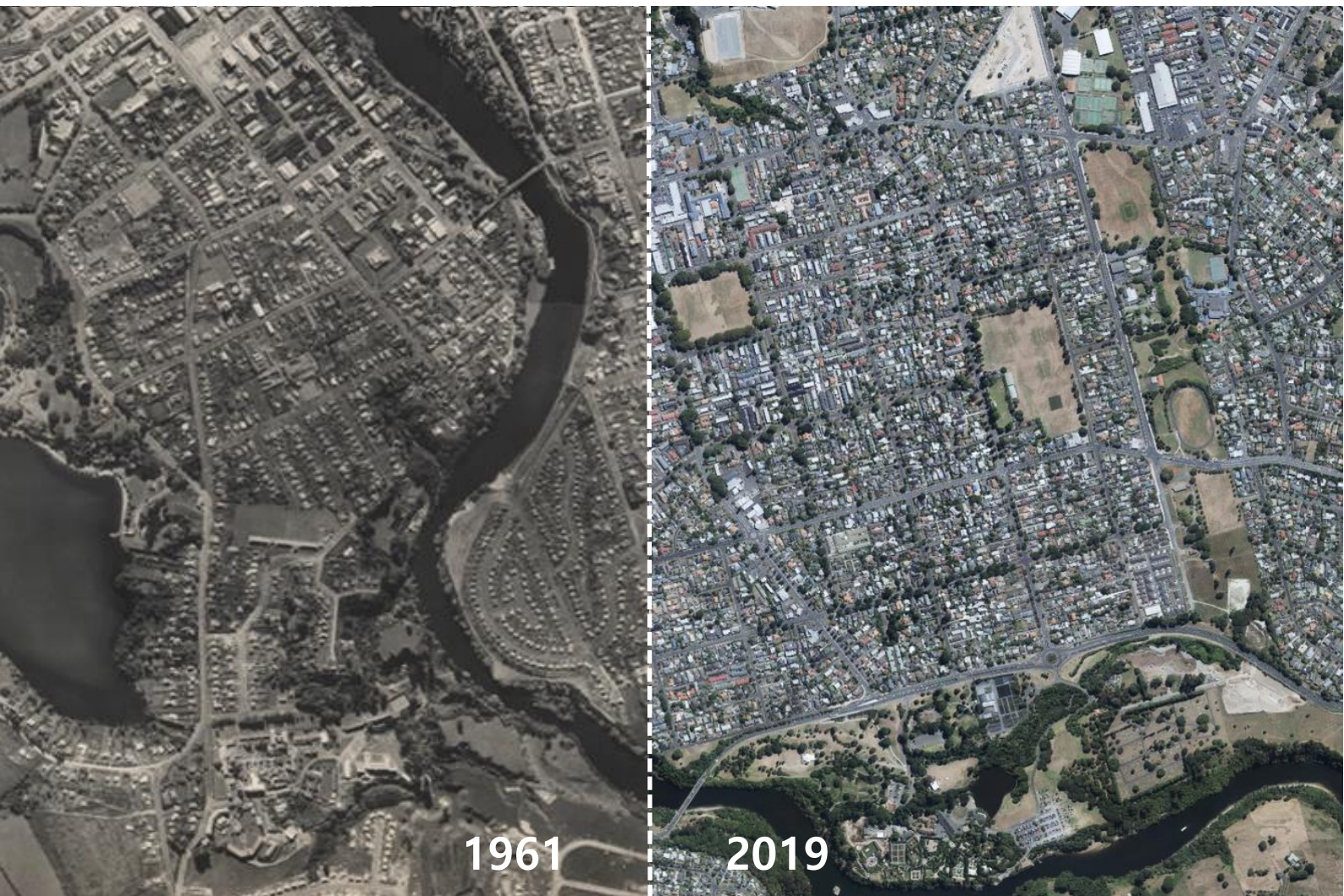
Appendix A - Lifescapes Report

Hamilton City Special Character Study 2020

Prepared by Lifescapes Ltd for Hamilton City Council

Revision 1, October 2022

May 2020	Draft	
July 2020	Final Report	
18 October 2022	Revision 1	Update to Housing Typologies text.



EXECUTIVE SUMMARY

The objective of the **Hamilton Character Study** is to provide a high-level overview of Hamilton city in terms of special character. Its purpose is threefold:

1. It identifies areas that legibly represent themes of historical and physical settlement patterns, architectural forms and landscape qualities, and signals these as potential special character areas (SCAs).
2. It identifies the main house types that are present in Hamilton, from pre/early 20th century to the 1970s.
3. It proposes working assessment criteria for future assessment of SCAs, including historical themes and physical and visual qualities.

This study forms Stage 1 of a two-stage process. Stage 2 will involve a series of detailed area-specific assessments of each potential SCA identified in this report.

The study's key findings and recommendations are both general and area-specific, and include:

- Consideration of potential SCAs should not be limited to pre-1940s areas (as is the common approach in other New Zealand jurisdictions). Extend Stage 2 assessment to areas representative of the 1950s – 1970s, as Hamilton's key decades of growth and consolidation.
- Trees in public and private land are often an important element of an area's special character. The following actions are recommended:
 - Undertake ecological and economic assessment of city tree values.
 - Establish a programme of planting to establish a continuous street tree network across the city. Prioritise areas of potential special character and areas identified (or already zoned) for intensification.
 - Prepare a policy framework for city-wide or area-specific tree protection (public only, or public and private) for potential inclusion in the HDP.
- Overhead powerlines are detrimental to the physical and visual experience of Hamilton's suburban streetscapes. It is recommended that a clear strategic direction be adopted by HCC for a phased undergrounding of overhead lines systems.
- SCAs should be considered as part of a network of urban amenity across the city. Examine other ways of experiencing SCAs beyond the road network as part of Stage 2 area-specific assessments – i.e. views from, and connections to, Hamilton's rich network of pedestrian paths, parkland and the Waikato river.
- Twelve "Areas of Interest" are identified across the city, including areas that represent suburban development from the 1920s – 1970s. See Findings Map, Section 6. It is recommended that these areas be taken forward to Stage 2 site-specific assessment.

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1. INTRODUCTION

Subject area	All residential suburban areas of Hamilton City established prior to the 1980s.
Commissioning details	Hamilton City Council Alice Morris, Principal Planner, City Planning Unit.

1.1. Purpose

Hamilton City Council (HCC) requires a strategic level assessment of historical special character across the residential areas of Hamilton City. The purpose of the assessment is to assist HCC in its ongoing planning for residential growth in the city. The assessment contributes to HCC's ability to proactively plan for maintaining and enhancing character qualities as a key part of the future development strategies required by the National Policy Statement on Urban Development Capacity (NPS-UDC).

The assessment provides a high-level overview of the city in terms of special character. It is intended that this project is "Stage 1" of a two-stage process. Its key outcome is to identify areas that legibly represent themes of historical and physical settlement patterns, architectural forms and landscape qualities, and to signal these as potential special character areas (SCAs). This would lead to Stage 2, being a series of detailed area-specific studies of each potential SCA.

1.2. Study scope

The Hamilton Special Character Study includes all parts of the city south of Wairere Drive. The subject area aligns with the city's suburban development prior to the 1980s and generally follows the boundary edge of the city's 9th extension in 1977.

The scope of the study includes:

- Identifying the main house types that are present in Hamilton, from pre/early 20th century to the 1970s,
- Establishing assessment criteria for special character, including historical themes and physical and visual qualities,
- Area by area analysis for potential SCAs and to identify streetscape characteristics.

This has been a desktop study using Hamilton Council's library resources, Hamilton District Plan maps and Google Maps. The Character Maps in this study represent high-level coverage rather than site-specific detail, and should be considered in that context. No community or iwi engagement has occurred as part of this work.

The study is focused on residential character. As such does not address commercial, retail, institutional or community facilities. The scope does not include identifying items or places which may have historic heritage values (with potential for scheduling), although some places that that were particularly notable in visual analysis are noted.

All images are sourced from Google Maps, unless otherwise noted.

1.3. Report outline

This report provides a brief history of Hamilton as it pertains to its suburban development in the 20th century, and then identifies housing typology characteristic of each decade. Section 4 outlines assessment criteria for proposed Stage 2 SCA studies, based on identifiable attributes that together represent historical themes and physical and visual qualities. Section 5 provides high-level analysis of the city on an area by area basis, examining development period, topography, street patterns, lot layout and density, green structure (parkland, public and private trees), house types and street frontage treatments (gardens, fencing). The report concludes with recommendations for areas to include in Stage 2 SCA assessment.

1.4. Principles

The study is based on similar work undertaken by Wellington, Auckland, and Christchurch councils regarding special character. It is predicated on three key principles:

1. That an area's special character, shaped by its history and physical attributes, contributes richly to the lived experience of residents – long-standing, recent and future;
2. That identifying, maintaining, and enhancing special character qualities is a critical component of high-quality urban design; and
3. That special character is not just about buildings. Rather, it is the combination of attributes such as development period, topography, street and subdivision patterns, green structure, housing typologies and street frontages that together contribute to visual coherence and special character.

1.5. What is a special character area?

The following statement is proposed as a working definition for special character areas.¹

Special character areas (SCAs) are areas that have coherent physical and visual qualities that together represent historical themes of a city's development. They contain a coherent concentration of natural and constructed features and characteristics that collectively establish the identity of an area and contribute to a distinctive "sense of place" when experienced from the public realm. These contributory features and characteristics include those in both public and private domains, and typically comprise a combination of the following:

- Streetscape forms shaped by the period of development, topography, street pattern, lot layout and density, footpath characteristics and green structure including parkland and trees, and

¹ This definition has drawn on those of Wellington and Auckland councils. See Boffa Miskell, "Wellington City Council: Pre-1930 Character Area Review"; and Auckland Council, "Insights: Topical Commentary on the Auckland Economy."

- Site-specific forms characterised by dwelling age, architectural style and materials, height and shape, siting and boundary setbacks, site coverage and street frontage treatments including gardens, trees and boundary edges.

2. HISTORICAL ANALYSIS

This section provides a brief overview of the history of Hamilton as it pertains to its town planning and residential development.

The area currently known as Hamilton was selected as one of several sites for military townships following the invasion of the Waikato in 1863. Established in 1864 on the land of the forcibly abandoned Kirikiriroa Pā, the area was part of Māori territory confiscated by the British Crown under the New Zealand Settlements Act 1863.²

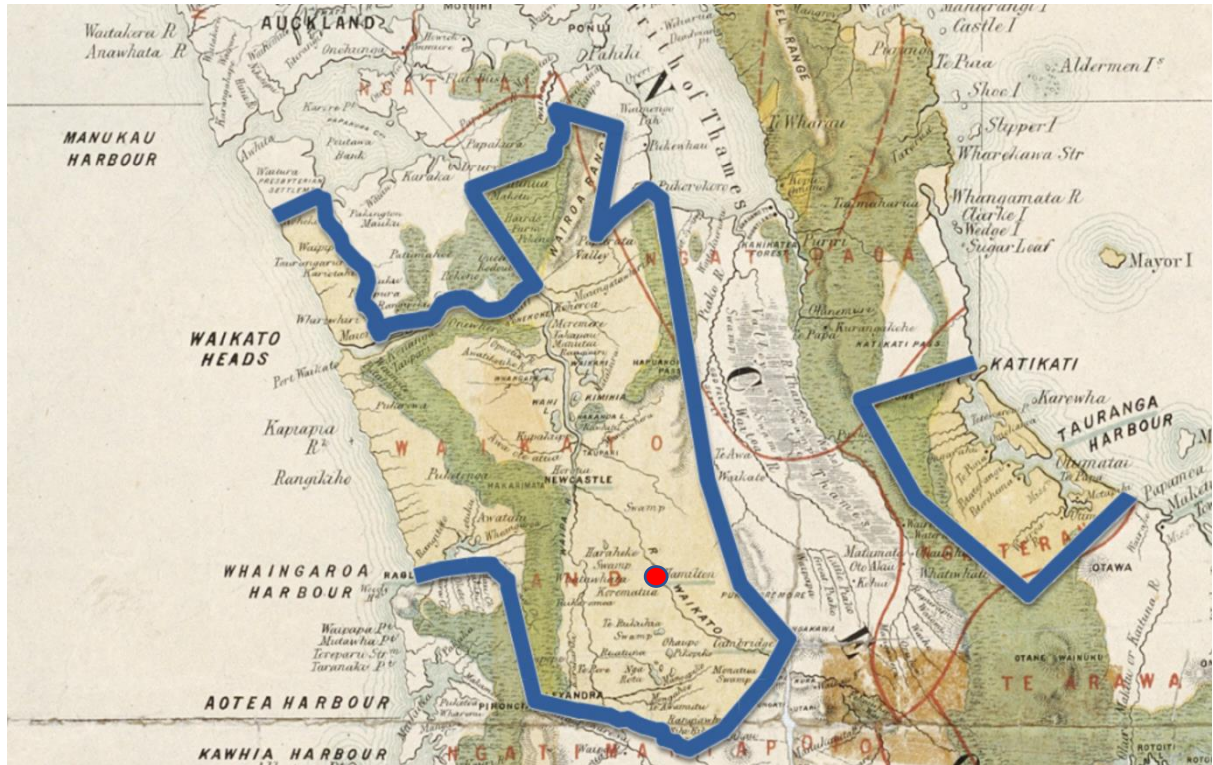


Figure 1: 1869 map showing the boundaries of the confiscated land in the Waikato and Bay of Plenty following the New Zealand wars. Hamilton is indicated by a red dot. Source: <https://teara.govt.nz/en/zoomify/28137/land-confiscation-map>

In 1866 Hamilton consisted of two distinct settlements on the east and west banks of the Waikato river, with their only connection via ferry (the area on the west bank remains known as Ferrybank).³ In 1877 they strategically combined as a borough to obtain central government funding for a bridge. The consequent Union bridge, built in kauri and completed the following year, brought together a collective population of 1,245 residents spread over 752 hectares.⁴ The Claudelands rail bridge

² O'Malley, *The Great War for New Zealand*, 409

³ O'Malley, *The Great War for New Zealand*, 453

⁴ Hamilton City Council, "The Story of Hamilton."; Swarbrick, "Waikato places - Hamilton east of the river."

followed in 1884, with a pedestrian bridge added to that in 1908. Victoria Bridge, which still connects Hamilton East to the CBD, replaced the deteriorating Union Bridge in 1910.⁵

Frankton was also established in 1877 following the completion of the railway line from Auckland. Its strategic importance increased with the completion of the main trunk line in 1908 and that year it acquired a town board, with borough status achieved in 1913.⁶ The previous year Hamilton had absorbed Claudelands and in 1917 the boroughs of Hamilton and Frankton amalgamated, enabling the town as a whole to benefit from Frankton's importance as a major junction on the main trunk line.⁷

Early development

Hamilton had its first major growth spurt after WWI. As a major river port, located on the main north-south road and well-served by rail, the borough became the major transport hub for the Waikato region, with produce able to be shipped directly to Auckland via Port Waikato. The Railways Department was a major employer in the area, and from 1920 to 1929 the Frankton Junction railway house factory made prefabricated railway houses which were erected throughout New Zealand.⁸

This period shaped the urban structure of Hamilton East, Claudelands, Hamilton Central, Frankton and Maeroa. Housing from this period continues to define the streetscape experience in Hamilton East, Claudelands and parts of Frankton, including the Frankton Railway Village.

⁵ Swarbrick, "Waikato places - Hamilton east of the river."

⁶ Swarbrick, "Waikato places - Hamilton west of the river."

⁷ Swarbrick, "Waikato places - Hamilton."

⁸ Shalders, *Railway Houses of New Zealand*.

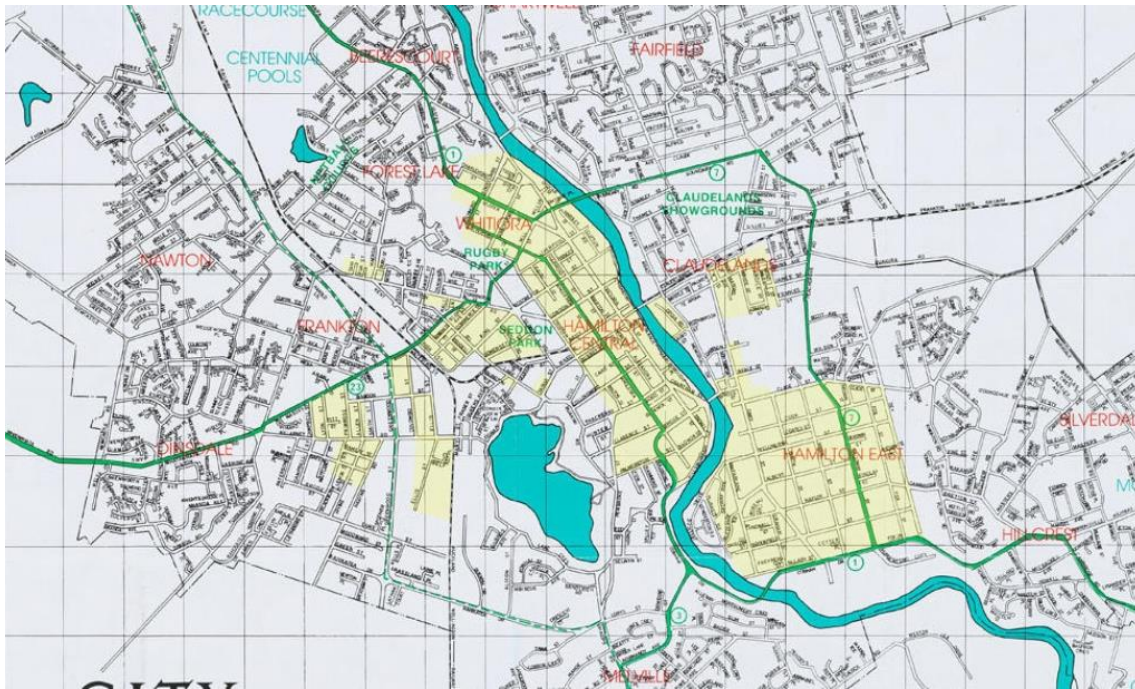


Figure 2: 1912 extent of subdivision, yellow. Source: "Bond's Map of the boroughs of Hamilton and Frankton 1912" overlaid on the Map of the City of Hamilton, 1986. Overlay by author.

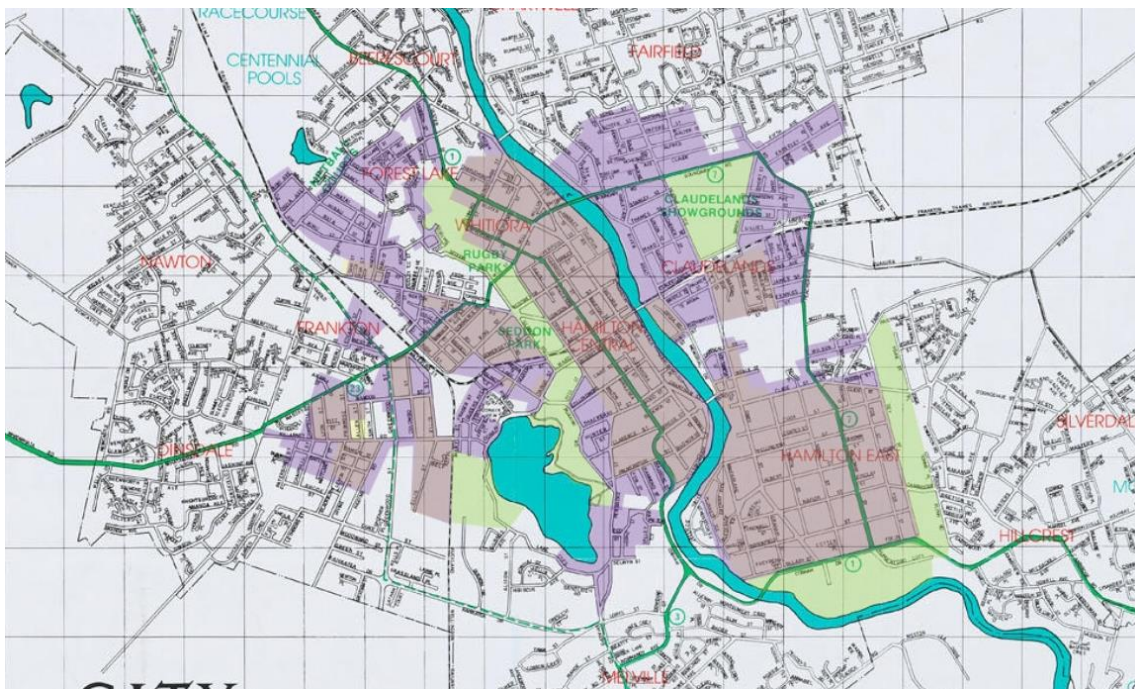


Figure 3: 1927 extent of subdivision, purple, with established greenbelt areas shown green. Source: "Map of Hamilton Borough 1927" overlaid on the Map of the City of Hamilton, 1986. Overlay by author.

1930s: The Rise of The State House

In 1935 the Labour 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 such as Hayes Paddock combined conformity with variance, with no two homes exactly alike but the collection as a whole presenting a consistent appearance to the street.⁹ Green structure created by well-connected parks or “paddocks” were an integral part of developments, with up to 10% of a suburb required to be given to Council.¹⁰ This approach to suburban design and residential architecture continued to shape Hamilton’s development in the 1940s and 50s.

This period defined the urban structure and housing typology of Hayes Paddock.

1940s: Consolidation

State-led suburban development ceased almost entirely in the early 1940s due to wartime shortages. However, Hamilton’s position as Waikato’s main centre was cemented when an airport, established at Rukuhia in the 1930s, developed after WWII.¹¹ By 1945 the population had grown to almost 22,000, and Hamilton was granted city status. A town planning society was formed followed by the appointment of the city’s first town planning officer in 1948.¹²

Zoning for land use was established in the late 1940s and Hamilton’s boundaries were extended again. This added 2,000 sections to the city, plus an additional 1,500 in the former city limit area and suburbs such as Beerescourt, Melville, Enderley and Hillcrest began to be developed upon former farmland. The city continued to be the main service and retail centre for farming communities but this period also saw significant growth in industry, along with agricultural research out of the Ruakura Research Centre at the city’s eastern edge.¹³

This period defined the urban structure of areas in Beerescourt, Maeroa, Hamilton Lake, Melville, Chartwell, Enderley and Hillcrest. Many houses in these suburbs date from this period.

1950s: Continued State Construction

By 1951 Hamilton had reached 30,000 and the State was its biggest developer, with new suburbs laid out in Melville and Fairfield.¹⁴ Private development during this time was also heavily shaped by

⁹ Ferguson, “History of State Housing.”

¹⁰ Mendruń, *Hamilton City’s Rural Frontier*.

¹¹ Gibbons, *Astride the River*, 221; Swarbrick, “Waikato places - Hamilton.”

¹² Gibbons, *Astride the River*, 233, 234

¹³ Gibbons, *Astride the River*, 236, 254, 289

¹⁴ Gibbons, *Astride the River*, 238, 245

Government policy implemented through the Land Sales Court and the Group Building Scheme.¹⁵ The State Advances Corporation (SAC), which tied lending to compliance with government-determined suburban design norms, had a virtual monopoly on lending to the low/moderate income group.¹⁶ Houses' size and form were regulated and developers were required to put in footpaths with kerb and channels before property construction commenced.¹⁷ As such, areas built privately during this period are often indistinguishable from state housing and have a similarly recognisable urban form.

The 1950s saw the beginning of "pan-handled" sections – a subdivision pattern that did not require every property to have a road frontage, thus enabling rear developments. Escalating building costs led the National government to lower the standard of state housing, resulting in more design uniformity, less amenities and poorer quality materials such as fibrolite.¹⁸

This period defined the urban structure of Fairfield and parts of Melville, with many houses remaining from this period. Temple View was also established in the 1950s.

1960s: Emergence of Construction Companies

Young families were the dominant demographic in Hamilton through the 1960s, with the 1966 census showing it as particularly youthful even in the context of an overall youthful country. The city was increasingly shaped by migration and urbanisation, with large numbers of Māori, Polynesian and Fijian Indians making a home in Hamilton.¹⁹ This cultural diversity along with the arrival of more tertiary-educated residents enabled the city to move beyond its "provincial town" status. The Waikato University was established in 1964, the hospital employed medically skilled workers, government department branches opened, scientists joined agricultural research institutions, the university and teachers' college attracted international academics, and teachers were recruited by new schools. By 1966, the population had grown to 63,000.²⁰

¹⁵ 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."

¹⁶ McLintock, "Housing Loans"

¹⁷ Gibbons, *Astride the River*, 238

¹⁸ Gibbons, *Astride the River*, 236, 237; New Zealand History (Ministry for Culture and Heritage), "State House Style."

¹⁹ Mendruñ, *Hamilton City's Rural Frontier*, 5, 6; Hamilton City Council, "Learning about Hamilton."; Swarbrick, "Waikato places - Hamilton."

²⁰ Swarbrick, "Waikato places - Hamilton."; Hamilton City Council, "Learning about Hamilton."; Mendruñ, 264, 5; Gibbons, *Astride the River*, 250

It was to be a big decade for Hamilton in terms of suburban form. The city experienced one of its largest boundary extensions in 1962, which incorporated areas such as Glenview, Dinsdale, Nawton, Bryant, Queenwood, Chedworth and Silverdale and demanded a large housing construction response. Two things happened. First, large mass-housing construction companies such as Neill Group and Keith Hay Homes, who had been able to get started under the Government's Group Building Scheme of the 1950s, now had the capacity to produce low-cost housing in large volumes. Second, building societies were established, offering an alternative private lending stream to that of the SAC.²¹

The first district plan was prepared in 1960. Some provision for housing diversity was made via a residential zoning "B" that enabled flats and hostels (concentrated around the CBD and in older parts of Hamilton East), but the city's residential areas were otherwise set out for detached family homes.²² This regulatory framework was to remain unchanged until 1975, and was fundamental in determining the city's residential character.

Regulations for residential development allowed developers to build cheaply and very profitably, and the construction sector proceeded with enthusiasm. Lot sizes were a minimum of 694 sqm, with most being 694 – 925 sqm. The minimum street frontage was 16.75 m (55 feet) so lots were set out as narrow rectangles. Boundary setback requirements established uniformity of dwelling placement. This planning approach was considered by some to be a poor response to the district scheme's declared intention "to make the best use of the available land," and issues of traffic congestion and urban sprawl began to be identified. However, as stated by the historian P. J. Gibbons in 1977:

By the time effective criticism of (the) enterprise had developed, the 'ticky-tacky' suburbs had been created.²³

Nonetheless, the resultant urban form was appreciated by many residents. Construction companies eschewed earlier compartmentalised house layouts and instead appropriated ideas from architecturally designed houses of the previous decade, moving to open plan interiors and more variation in form. The Garden Suburb model, promoting space, sun and vegetation, was often used as a design approach and selling point. Developments extended into sloped areas, capitalising on views and creating a new vernacular of semi-recessed basement in the process.²⁴

Bridges continued to be critical as the city grew on both sides of the river. In 1963 the Cobham Drive bridge was opened, and the following year the Claudelands bridge was converted to a traffic and pedestrian bridge following the undergrounding of the railway line across Victoria Street.²⁵ Appreciation of the river itself also grew in this decade, and concerns that the city had been built with its back to this key asset stimulated the inception of riverbank walkways and the Hamilton Gardens.

²¹ Swarbrick, "Waikato places - Hamilton."

²² Gibbons, *Astride the River*, 289, 291

²³ Gibbons, *Astride the River*, 292

²⁴ Swarbrick, "Waikato places - Hamilton."; Mendruń, *Hamilton City's Rural Frontier*, 11

²⁵ Swarbrick, "Waikato places - Hamilton east of the river."

Mature vegetation was also increasingly valued during this period, as evidenced by the protests that erupted in 1968 over a proposal to fell trees in Ferrybank and Memorial Park.²⁶

This period defined the urban structure and housing typology of Glenview, Dinsdale, Te Rapa, Nawton, Bryant, Queenwood, Chedworth and Silverdale.

1970s: Problems in the urban framework

By 1970, the era of the state house estate was over and private development continued apace in its attempts to meet middle class suburban expectations. Building companies sold house and land package which promoted their own architecture and materials. Houses that combined brick and timber became common, alongside variations in form, particularly the L-shaped floor plan. The qualities of these “ideal suburbs” are evident not only in their architecture but in the streetscape also, with powerlines undergrounded, footpaths laid in concrete rather than asphalt, and street trees planted.²⁷

While this could create attractive environments at an individual street level, the city’s strategic planning began to fray. The lack of long term planning policies allowed development that was unnecessarily extensive, creating issues for public transport, sewage connections etc. Farms being subdivided at different times created a tangle of cul de sacs where streets could not be connected through, undermining the establishment of efficient road networks. Collector roads were often laid out to follow natural gullies or ridgelines, creating erratic ribbon developments that utilised the higher land (with views) and left the lower and less accessible land in between.²⁸

The 1970s also amplified social variation to the urban form. Different housing needs were acknowledged and multi-unit developments proceeded at pace, along with municipal housing and 2-bedroom flats inserted on rear lots. Lower middle class housing was constructed on flat land, while properties on hills – being both more difficult to physically build upon and more desirable due to elevation – were more expensive, with street names that mirrored their status such as Summit Terrace, Maple Avenue and Grandview Road.²⁹

This period defined the urban structure and housing typology of Dinsdale, Nawton, Bryant and Brymer.

²⁶ Gibbons, *Astride the River*, 280

²⁷ Mendruñ, *Hamilton City’s Rural Frontier*, 8, 10, 11

²⁸ Mendruñ, *Hamilton City’s Rural Frontier*, 8, 9; Gibbons, *Astride the River*, 298

²⁹ Mendruñ, *Hamilton City’s Rural Frontier*, 10, 62; Gibbons, *Astride the River*, 272, 273

3. HOUSING TYPOLOGIES

This section provides a brief overview of the main house types that are present in Hamilton. Descriptive emphasis is placed on the 1950s and 1960s due to the dominance of these architectural forms in defining Hamilton's suburban character, and to the extensive coverage of pre-1940 New Zealand housing elsewhere.

3.1. Pre-1940 housing

Early cottage



Figure 4: Nixon Street, Hamilton East.

Early (pre-1900) cottages were simple and small timber-frame, weatherboard constructions with gable or hipped roofs. They address the street usually with a central door and double-hung windows each side. Verandas were often added to the front and lean-tos at the rear.

A relatively rare type in Hamilton due to the city's relatively late development and subsequent modification.

Villa



Figure 5: Firth Street, Hamilton East.

Villas were built in the late 19th and early 20th centuries when the kauri milling industry was at its peak, in response to an increasingly prosperous middle class. Constructed in timber frame and weatherboard-clad, they are typified by gabled bays, front verandas and generous ornamentation.

Villas have been variously retained in Hamilton oldest suburbs – Hamilton East, Claudelands, and a few remnants in Hamilton Central and Frankton.

Transitional villa



Figure 6: Firth Street, Hamilton East.

Transitional villas became common in the austerity after WWI and as architectural aesthetics changed. They show influences of the American bungalow and Australian Federation styles, and often feature shallower roof pitches, exposed rafters and simpler pattern-cut ornamentation. Shingles are common on gable ends.

Again, transitional villas are uncommon in Hamilton generally but do exist in pre-1940 suburbs.

Railway cottages



Figure 7: Typical cottage in the Frankton Railway Village.

Designed by the Architectural Branch of the Railways Department in the 1920s, these kitset houses were factory-produced to provide a cheap and easily assembled housing solution for railway employees. Influenced by American developments in prefabrication and architectural style, pattern books allowed variation within conformity.³⁰ The houses are distinctive for their simple box-like form, symmetrical frontage with central entrance porch, timbered detailing and multi-paned sash windows.

An exemplar collection of railway cottages has been retained in the Frankton Railway Village (directly south of the former production factory itself), and are patchily distributed elsewhere in Frankton and Swarbrick.

³⁰ Kellaway, *Frankton Railway Junction and the Railway House*; Shalders, *Railway Houses of New Zealand*.

3.2. Housing in the 1930s, 1940s

California and English bungalow



Figure 8: St Winifreds Ave, Peachgrove.



Figure 9: Thackeray Street, Hamilton Lake.

Californian bungalows were strongly influenced by American housing trends. They feature shallow-pitched roofs with wide eaves, deep porches, asymmetrical composition and revealed structural or functional detailing such as exposed rafters and louvered ventilators. Shingle cladding and brick piers are common.

English bungalows are more conservative stylistically and have less ornamentation. They often feature projecting boxed windows and faceted glasswork.

English bungalows are more prevalent in Hamilton and are present in Hamilton East, Peachgrove, Claudelands, Hamilton West, Hamilton Lake and Maeroa.

20th century eclecticism: Tudor revival, English cottage, Arts & Crafts, Spanish Mission



Figure 10: Tamihana Ave, Chartwell.

These early – mid 20th century houses encapsulate eclectic detailing with a range of stylistic and nostalgic influences. Built for wealthy owners and making the most of pattern books such as J.L. Hanna's *Modern New Zealand Homes* (1931), they draw upon English cottage, faux Tudor, Arts & Crafts and Spanish Mission styles and are often designed as a "storey-and-a-half," with a partial second floor constructed in the gable.



Figure 11: Firth Street, Hamilton East.



Figure 12: Hammond Street, Hamilton West.

This eclectic typology is present along the river and around Hamilton Lake, and in Chartwell, interspersed with more modern architectural forms.



Figure 13: Horne Street, Hamilton West.

Art Deco / Moderne



Figure 14: Anson Ave, Fairfield.

The Art Deco or Moderne style reflected a new aesthetic influenced by the International Style that rejected ornamentation. They are identifiable by their apparently flat roofs (usually a low pitch concealed by parapets), textured masonry walls (often stucco on a timber frame), horizontally banded windows and curved corners.

This typology can be found scattered through the city but there is a legible cluster in Fairfield.

Early state houses



Figure 15: Casey Ave, Chartwell.

This typology was conceived to provide stable homes and a route to homeownership post the 1930s Great Depression. Built to a high quality, and with 400 different designs,³¹ they vary in materiality, layout and detailing but encapsulate an identifiable aesthetic with English bungalow stylistic influences.

Early state houses are present in neighbourhood clusters in Claudelands, Fairfield and Maeroa.

³¹ Ferguson, "History of State Housing."

3.3. Housing in the 1950s (present by 1961 aerial photography)

Comprehensive state housing



Figure 16: Duplexes on Peachgrove Road.



Figure 17: Holland Road, Clarkin – north side of street.



Figure 18: Holland Road, south side.



Figure 19: 2-storey versions on Churchill Avenue, Maeroa.

Construction of state housing rapidly increased post World War II with entire suburbs laid out complete with parks, shops and amenities. Detached dwellings continued to be the dominant typology, but standardised multi-units and duplexes are also common from this period.

Aesthetic coherence was not only due to state-owned properties: most private housing built in the 1940s and 1950s was very similar in appearance to state houses due to the strict lending controls of the State Advances Corporation (SAC).

Material shortages and finance restrictions led to simpler, more homogenous designs and cheaper materials. Houses are timber-frame constructions clad in timber weatherboard, Huntly brick veneer, or asbestos-cement sheets or shingles, with concrete or clay-tiled hipped or single-gabled roofs. Windows are timber casements divided vertically.

Houses' internal planning is increasingly orientated to the sun rather than the street. As seen comparing Figure 17 and Figure 18, this can mean that back-of-house windows present to the street.

Houses are generally laid out at a consistent setback of between 8 – 10m, creating a legible rhythm to the street edge. Front gardens were originally simply grassed with low or no front boundary treatments; this has variously changed over time as properties have been developed. However, there are areas where the streetscape's overall visual coherence remains high.

This typology is present across Hamilton to its seventh boundary extension (1959), including Bader, Beerescourt, Maeroa and Swarbrick to the west and Peachgrove, Clarkin, Insoll and Enderley in the east.

3.4. Housing in the 1960s (present by 1971 aerial photography)

1960s plan book styles



Figure 20: Scott Ave, Hamilton East.



Figure 21: Kennedy Crescent, Porritt.



Figure 22: Carlyle Ave, Chedworth.



Figure 23: Frederick Street, Swarbrick.

The 1960s brought a new era of suburban housing vernacular in Hamilton. Construction companies and new financing options enabled designs to be more varied. Open-plan interiors – a key development in architecturally-designed houses of the previous decades – was embraced, along with greater connection to the outdoors.

Key characteristics of this wave of development include wider eaves and lower roof pitches as metal roofing became more popular. Timber windows are larger and French doors opening onto concrete patios are common.

Brick veneer or weatherboards remain the dominant cladding, but they are combined and contrasted with the use of horizontal and vertical weatherboards, asbestos-cement sheets and shingles, stucco and concrete block. Rather than the warm light buff shades of Huntly brick, the dominant brick type is the red Roman (longer and thinner) Benhar-style brick.

As with the 1950s, setbacks (approx. 8m) create a consistent rhythm to the street, and front boundary edges are low, enabling good visibility from the house to the street. Garaging is also visual element, sometimes as a standalone building or carport, or beneath the main house level on sloping land. Landscaped gardens and mature trees on private land make an important contribution to the character of the streetscape.

This typology is present across Hamilton to its eighth boundary extension (1962), with legible neighbourhoods evident in Queenwood and Chedworth, Porritt and Insoll, Hillcrest, Riverlea and Silverdale east of the river, and Swarbrick, Melville and Beerescourt on the west of the river.

4. ASSESSMENT CRITERIA

4.1. Attributes checklist

The following set of attributes has been established in response to the key [principles](#) and [definition](#) of special character laid out in the introduction of this report. When considered together, the attributes provide a useful overview of historical timeframe, streetscape forms and site-specific elements that together contribute to visual coherence and special character.

The attributes checklist have been used as an assessment framework in this study to provide a high-level understanding of areas of potential special character across Hamilton. Their application as a “checklist” across all areas of the city, as undertaken in Section 5 below, provides a logical and consistent approach to assessment. This results in a clear understanding of different areas’ coherency in terms of historical themes and physical and visual qualities, and provides a sound basis for decision-making regarding what areas to target for Stage 2 detailed analysis.

It is recommended that the same attributes checklist be applied when undertaking detailed area-specific assessments as part of Stage 2. It is noted that the checklist is a working document and as such should be flexible to adaptation and refinement as Stage 2 assessments progress. In particular, detailed “on the ground” analysis may reveal other attributes that commonly feature in an area and that contribute to its sense of place. These can be added to the checklist and the assessment modified accordingly.

Checklist:

- Period of development: pre WWI, early 20th century, 1950s, 1960s – 70s;
- Underlying topography: hilly / flat, gullies / river; if and how these landforms have determined subdivision patterns;
- Street patterns: open grid, through-roads and hierarchy, cul-de-sac designs;
- Lot layout and density: lot shapes, size, house setbacks, later infill;
- Green structure: public parkland, gullies, trees (street trees and private), berms, contribution of private gardens;
- Housing typology: apartment / multi-unit / townhouse / duplex / detached. Architectural style and era – pre-1950, 1950s, 1960s, beyond;
- Street frontage treatments: front gardens, garages / carports, boundary treatments – material, height, transparency. Visibility from the public realm.

4.2. Special Character Assessment Criteria

It is considered that special character area assessments should be based on two key assessment criteria:

1. ***Historical themes.*** This criterion recognises that a distinctive sense of place in a particular neighbourhood is grounded in its historical context. The conception and construction of any subdivision or neighbourhood is shaped by a combination of practical drivers (land form,

connections, scale of development, economics, target purchasers etc.) and ideological norms (what “good” residential planning is considered to be at the time). The period of development, and the reasons for the establishment of a particular subdivision or neighbourhood, are therefore fundamental in determining the physical and visual characteristics of an area.

The legibility of historical themes is an important aspect in assessing the quality and representativeness of a potential SCA. Under this criterion, a potential SCA should collectively represent an important aspect or significant period of suburban development within Hamilton. Themes can be further refined and potentially extended through the assessment work of Stage 2, but may include:

- a) “The two sides” – Hamilton east and west
- b) Early establishment as a service town
- c) Railway workers suburbs
- d) Comprehensive state housing schemes, Garden Suburb themes, control by the SAC
- e) The dawn of the construction company era – 1960s and 1970s plan book styles
- f) Change in modes of movement – the dominance of the private vehicle in the 1960s shaping patterns of suburban form.

2. *Physical and visual qualities.* This criterion recognises the importance of physical legibility of character qualities in a particular area; the outworking of historical themes and the qualities of urban form in contemporary reality. Assessment under this criterion not only identifies an area’s key features and characteristics (natural and constructed, public and private realms), but also involves consideration of whether there is a coherent concentration of these qualities such that special character can be perceived and appreciated by those who experience it.

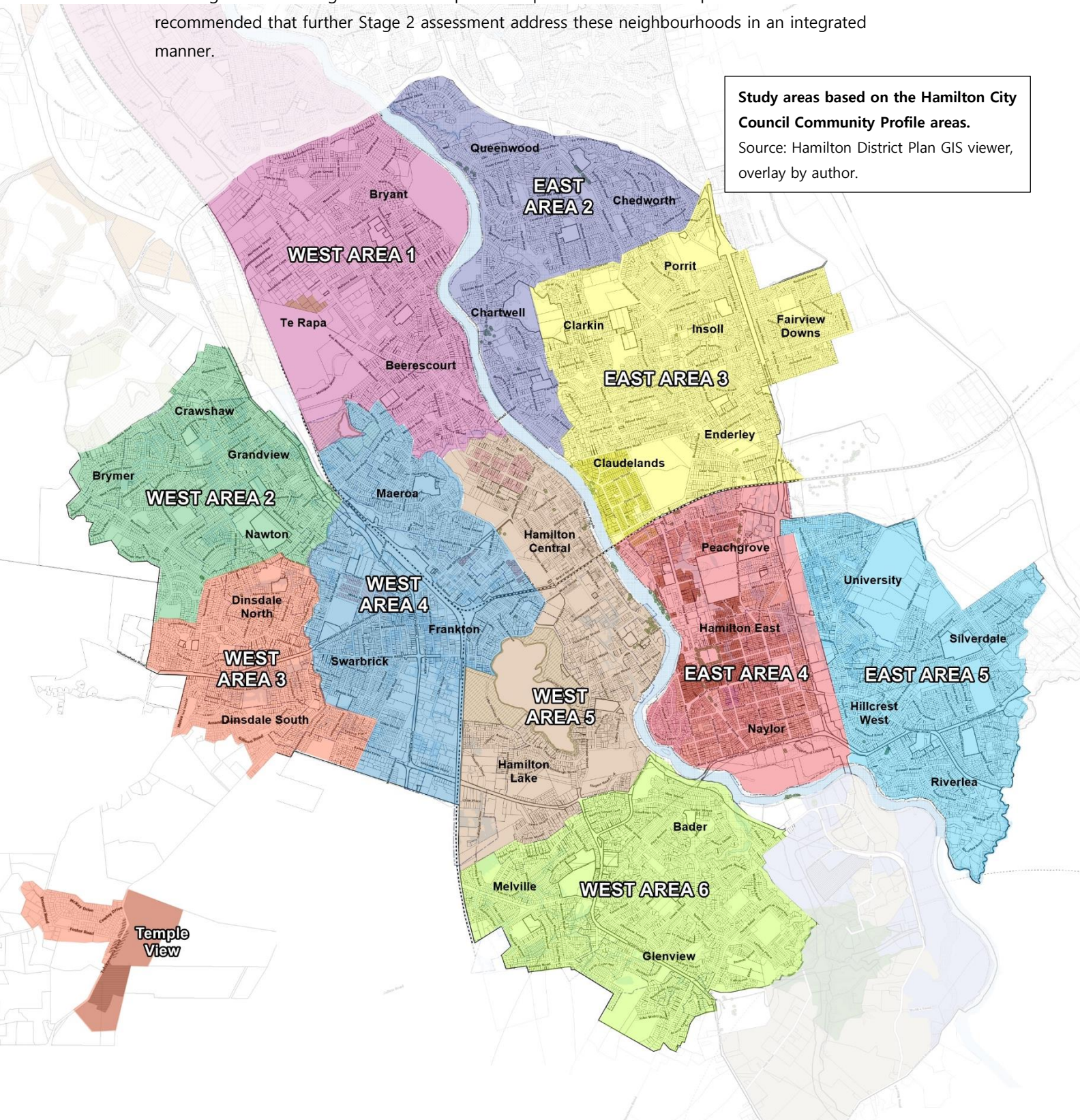
Under this criterion, a potential SCA should collectively demonstrate characteristics of street pattern, lot layout and density, green structure, housing typologies and street frontage treatments that are representative of the development period and that remain visually coherent. These qualities should be assessed in a holistic manner according to the assessment checklist established above.

The above criteria appropriately recognise that special character is shaped by historical context and physical attributes, and that these aspects together contribute to the lived experience of long-standing, recent and future residents. They also enable clear (and place-specific) identification of special character qualities of SCAs, such that these qualities can be maintained and enhanced as a critical component of high-quality urban design into the future.

5. STUDY AREAS








For the purposes of this assessment the city is examined area by area, with area boundaries following those of Hamilton Council's *Community Profiles* defined by the survey work of 2013 and 2018. These boundaries align with the Census Area Units defined by Statistics New Zealand and largely reflect recognisable suburbs within Hamilton. This enables the special character analysis to be easily understood geographically and to be incorporated into other concurrent analyses.




The Community Profile boundaries are only loosely related to the historical growth patterns of the city, meaning that some neighbourhoods of potential special character overlap the area boundaries. It is recommended that further Stage 2 assessment address these neighbourhoods in an integrated manner.



5.1. Mapping interpretation

The following series of character maps are overlaid with colour-coded street mapping and other information as follows:

	Areas that demonstrate consistency in streetscape (street patterns, lot layout, green structure), housing typology/era and street frontages; clear character.
	Areas that demonstrate consistent housing typology/era and have some consistency in streetscape, but an overall poor-quality urban environment.
	Areas that demonstrate some consistency in streetscape, housing typology/era and street frontages, but with infill and modifications.
	Areas that have an irregular streetscape with an eclectic mix of housing types, eras and street frontages.
	<p>Areas already covered by a Special Character zone in the HDP.</p> <p>Note: These areas have not been reviewed as part of the scope of work of this study. It is noted that these areas often contain significant street trees (that are not marked on the character maps below). Recommendations are made in Section 6 regarding area-specific assessment of Hamilton East in particular, in light of the overlap between the special character zone and the residential intensification zone there.</p>
	<p>Areas of late development (1980+) but that demonstrate consistency in streetscape and housing typology/era and street frontages.</p> <p>Note: As this period of development is outside the scope of this study (residential areas prior to 1980), these areas have only been marked where they were particularly notable.</p>
	<p>These dates on the character maps refer to the historical aerial photograph on which the majority of the dwellings in the area appear.</p> <p>The aerial photography used in this study was obtained from the Hamilton City Council City Libraries heritage collection and includes the following years:</p> <p>1948 (incomplete), 1956, 1961 (incomplete), 1966, 1971 and 1982.</p> <p>For example, an area marked as "1956" indicates that the area was laid out and established by the taking of the 1956 aerial. Some individual properties may have been present in the earlier 1948 aerial, but the comprehensive subdivision of the area occurred after that date.</p> <p>More generic dates "1960s", "1970s" etc. are used where particular areas are missing or unclear in the aerial record, and the development period is therefore approximated from street views and maps.</p>

	<p>Rows of mature and consistently-placed street trees.</p> <p>Note: These green line indicators do not purport to capture all street trees; rather, my intention is to highlight areas where trees' maturity/size, consistent placement and length of contiguous row makes a valuable contribution to streetscape character. Where street trees are present elsewhere, they are either less contiguous (individual or short, inconsistent clusters) or very immature.</p> <p>Recommendations are made in Section 6 regarding tree protection and planting.</p>
	<p>Individual properties (or small clusters of properties) that may have historic heritage values such that they warrant consideration for scheduling as historic heritage places.</p> <p>Note: Identifying places of potential historic heritage is outside the scope of this study, and as such the places noted in the character maps below should not be considered a comprehensive analysis. Rather, they are properties that were particularly notable architecturally in visual analysis.</p>
	<p>Green shading represents lines of the gully network that variously covers the city.</p>

5.2. EAST AREA 2 (Queenwood, Chedworth, Chartwell)

Development period

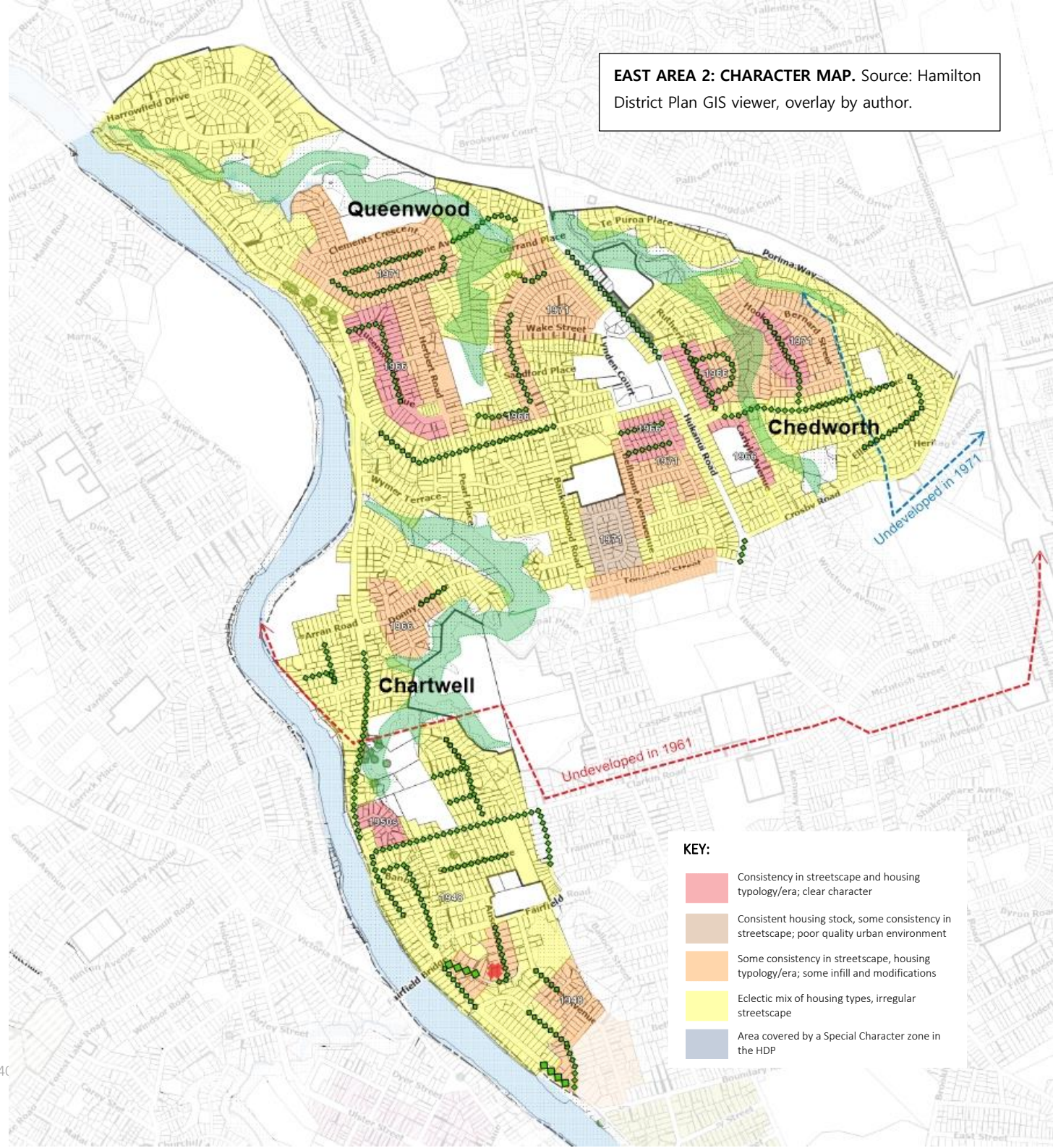
The suburbs covered by **East Area 2** were progressively developed from the early 1940s to the 1980s. The oldest portion of the area is south of Clarkin Road close to the river (present by 1948) and the then-recent connection to the CBD via Fairfield Bridge. Growth moved north as individual properties were established along the main northern routes of River, Bankwood and Hukanui Roads. However, the land north of Clarkin Road remained largely undeveloped until the city's eighth extension in April 1962 which opened up most land south of Wairere Drive. By 1966 the farmland as far as Comries Road and Pulham Crescent closer to the river was subdivided and built upon, and roads were continuing to extend north and east.

The area reflects various patterns of residential development in Hamilton through the second half of the 20th century:

- Subdivisions close to the river responded to increasingly prosperous citizenry wishing to establish Garden Suburb-influenced properties in close proximity to amenities and the city centre;
- 1960s subdivisions further north and east catered for a rapidly increasing population (almost 200%

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increase between 1945 and 1966) with middle-class residences and social housing clusters.

Topography

Development in East Area 2 is shaped by the gully system that furcates the underlying landform. This has defined placement of main roads and boundaries of individual subdivisions and means that the overall neighbourhood character is a collection of individual “pockets” rather than a continuous suburban pattern.

Street pattern

Street patterns in East Area 2 reflect the change in planning practices over the decades of construction. The earliest street layouts are based on an open grid model constrained by irregular gullies and hillocks. Curvilinear and increasingly hierarchical street patterns begin to dominate post-1962, with collector roads connecting local streets and cul-de-sacs – a layout that suited the topography and reflected the growing heavy reliance on private motor vehicles. The trend towards cul-de-sacs for traffic management and suburban amenity becomes increasingly evident in the 1970s developments of east Chedworth and north Queenwood.

Lot layout and density

While East Area 2 is predominantly low density with detached, single-storey dwellings, patterns of lot layout vary according to the underlying landform and in terms of the period in which particular subdivisions occurred. While section size and shape are generally consistent within a small neighbourhood, they range across the area as a whole from approximately 600 to 1100 sqm, with the smaller tending to be rectangular and the larger being determined by gully, hill or river boundaries.

Original lots have been subdivided in an interspersed manner throughout East Area 2, generally due to (1) being close to the river and therefore increasingly valuable,

and (2) enabled by generously sized, rectangular lot layout and relatively flat land. New houses have largely been built on the rear of sites and there has been little wholesale or multi-site redevelopment. As such, the area generally retains the rhythm of original lot layout patterns within its discrete neighbourhoods.

Green structure

A key aspect of the character of East Area 2 is its green structure. The gullies create a network of well-vegetated parkland that form green nodes through the area, in particular Tauhara, Donny, Porritt Stadium and Ranfurly Parks, and the gullies themselves are corridors of high biodiversity potential which is beginning to be explored. Disparity in ability of residents to experience these green spaces is an issue. The parks have several entry-points from surrounding roads, and pedestrian walkway connections from adjacent streets are variously present. However, the gullies have minimal accessibility from the public realm, which limits their experiential contribution to the area’s character and neighbourhood engagement.

Well-established vegetation, both in the public and private realm, is another notable element of East Area 2, but coverage varies considerably. Avenues of street trees are present but unevenly distributed, as seen in the character map above, and there is reliance on trees on private land to sustain the green character in many streets. Where mature street trees are present, they unify a streetscape character which is often disparate in housing typology.



Figure 24: Tamihana Ave, Chartwell – mature trees define character in a disparate collection of housing types.

Housing typology

Housing typologies vary through East Area 2 due to the different periods of construction over four decades and to most development occurring under a private ownership model rather than as comprehensive developments. Areas of consistent housing stock (red – orange in the EA 2 Character Map) generally consist of the following typologies.

Pre-1940:

- Art deco / Moderne – a cluster centred on Anson Ave, south Chartwell (marked with a red cross in the character map above);
- Early State houses – grouped around Casey Ave, south Chartwell.

Late 1940s, 1950s:

- Comprehensive state housing – a small cluster in Cussen St, Chartwell; common in central and north Chartwell but heavily modified and/or now dominated by later development.

1960s:

- Early 1960s state housing – represented in South East Chedworth in particular – see Sefton Crescent and around Bankwood Road.
- 1960s plan book styles – this is the most clearly represented housing typology in East Area 2, with legible collections in all three suburbs but particularly prevalent in Queenwood and Chedworth. See Queenwood Ave, Lamont St and Hooker Ave for examples.

Street frontage treatments

Front gardens are a character-defining feature of areas of consistent housing stock.

Pre-1940 areas are richly landscaped and usually feature large and varied tree species and well-developed gardens, often behind substantial walls.

The 1960s areas are notable for their minimal front boundary treatments, often with a simple brick or concrete upstand to the footpath edge or low fence. This provides generous visibility to front garden areas which are often well-manicured.

5.3. EAST AREA 3 (Porritt, Insoll, Fairview Downs, Clarkin, Claudelands, Enderley)

Development period

The suburbs covered by **East Area 3** were progressively developed from southwest to north east, as the eastern side of the city expanded. Earliest developments are in Claudelands, with Clarkin and western Insoll and Enderley being developed in the 1950s. Fairview Downs and Porritt have some early 1960s housing but were largely developed in the late 1960s and into the 1970s.

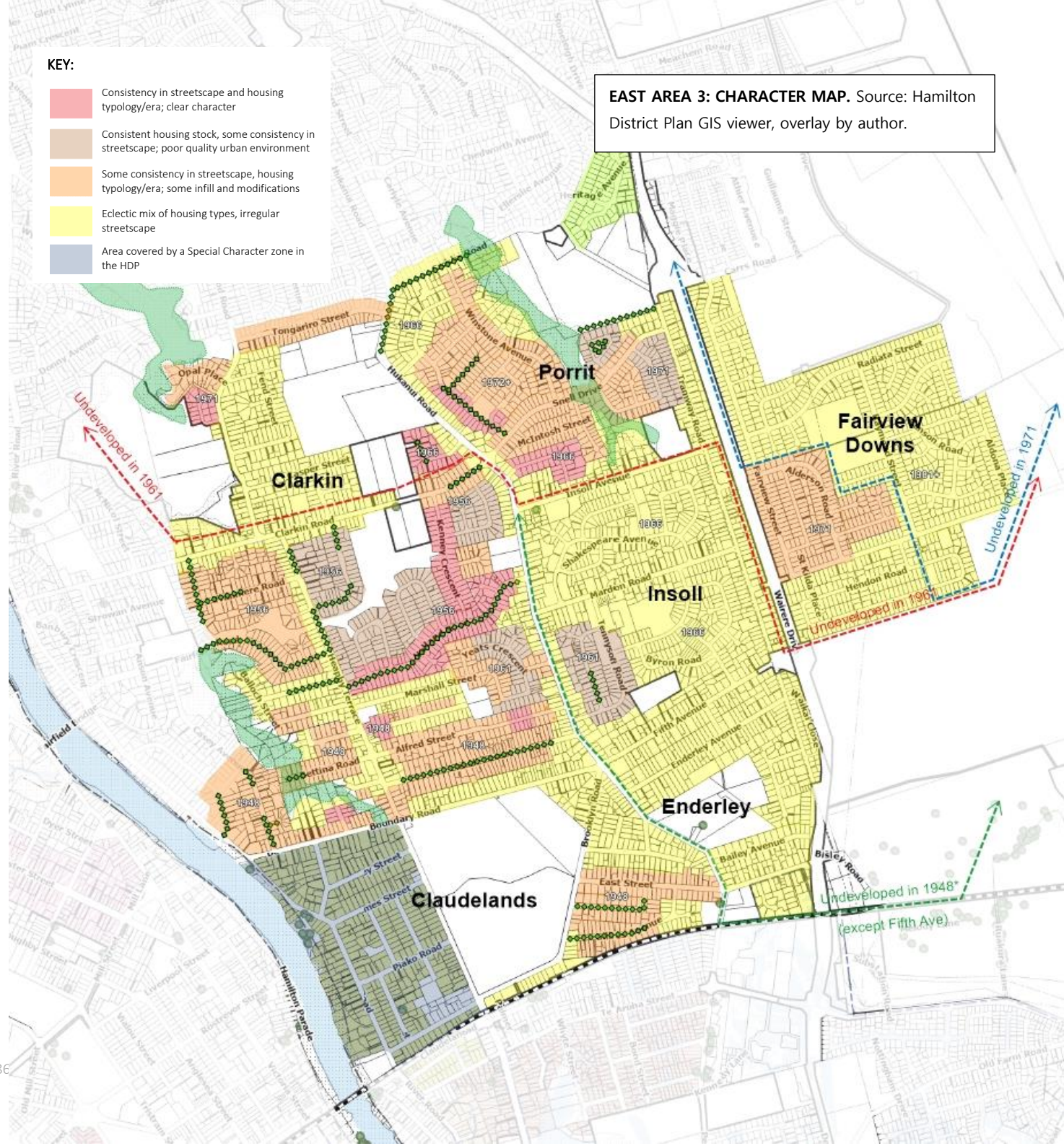
While East Area 3 includes areas that represent Hamilton's development through the 20th century, the key pattern of residential development that the area reflects relates to the 1950s period:

- The housing scheme in the centre of East Area 3 (spanning Clarkin, Insoll and Enderley) was part of the Government's state housing provision programme of the 1950s. This area's varied development over time displays the ideological Labour / National tensions between maintaining government ownership and private purchase incentive schemes.

KEY:

- Consistency in streetscape and housing typology/era; clear character
- Consistent housing stock, some consistency in streetscape; poor quality urban environment
- Some consistency in streetscape, housing typology/era; some infill and modifications
- Eclectic mix of housing types, irregular streetscape
- Area covered by a Special Character zone in the HDP

EAST AREA 3: CHARACTER MAP. Source: Hamilton District Plan GIS viewer, overlay by author.



Other themes represented include:

- Hamilton's early subdivision patterns and housing typologies, which are evident in Claudelands and south-west Enderley. A large portion of this theme are already covered by the HDP Special Character Area zoning, although Claudelands streets as far north as Bettina Road / Alfred Street also variously exhibit the urban characteristics this early development.
- The intact mid-1960s / early 1970s areas of Porritt and Fairview Downs represent new forms of suburban planning and residential design in the context of low socio-economic areas. This provides a comparison with the wealthier areas of Queenwood and Chedworth (East Area 2) which were developed in the same period.

Topography

The underlying landform of East Area 3 is generally flat, with areas of undulation largely being within the area's green structure (Claudelands Park and Porritt Stadium) and on the school grounds of Southwell.

Street pattern

Street patterns in East Area 3 reflect changes in planning practice over the decades. The earliest street layouts generally follow an open grid model within the constraints of the railway line and Claudelands Park. The northern part of Claudelands is defined by long unbroken streets running east-west (e.g. Claude St) and this is reflected in parts of Enderley (Fifth Ave, Enderley Ave). The 1950s centre of East Area 3 is an exemplar of the collector / local street hierarchy promoted by the Garden Suburb movement, with horseshoe or crescent-shaped streets forming nodules off the main arterials. Regardless of the flat land, Fairview Downs exhibits the trend towards cul-de-sac street patterns popular in the 1970s; in Porritt, the curved streets are more determined by the slope of the gully to the north east.

Lot layout and density

East Area 3 is predominantly low density with detached, single-storey dwellings. Lot shape and size is generally consistent across the area, with some triangulation at curving street corners / ends.

Subdivision of original lots or unit title development has occurred along main roads such as Heaphy Terrace, Boundary Road, Clarkin Road, Insoll Ave, Mardon Road and the roads around the Five Cross Roads hub. However, large parts of the area retain their original density.

Green structure

The 1950s housing scheme across the centre of East Area 3 is notable for its network of public parkland. This green structure is consistent with the principles of the Garden Suburb movement which form the ideological basis for this subdivision. Permeability of these amenity areas is good, with houses on the horseshoe / crescent streets backing onto them and multiple egress routes allowed for from streets themselves.

The quantity and quality of vegetation is inconsistent across East Area 3. While there are some streets with mature avenues of trees, most roads have uneven, infrequent or immature trees which make a relatively low contribution to streetscape character. Vegetation on private land is also very variable.



Figure 25: Multiple, well-connected parks providing amenity to 1950s social housing.



Figure 26: Alderson Ave, Fairview Downs – a lack of contiguous street trees creates reliance on private vegetation.

Housing typology

Key house types represented in East Area 3 are:

Pre-1940:

- Villas / transitional villas – uncommon but some present in Claudelands;
- Bungalows – common through Claudelands (e.g. Claude and Alfred Streets);
- Early State houses – also a feature in Claudelands.

Late 1940s, 1950s:

- Comprehensive state housing – a relatively large area of this type remains intact in the centre of East Area 3, extending from Holland Road. The period's street pattern is retained to the east of Peachgrove Road, but much of the 1950s housing has been modified / lost due to later development.

1960s:

- 1960s state housing – represented in north Insoll and Porritt, in the neighbourhood around Snell Drive.

Street frontage treatments

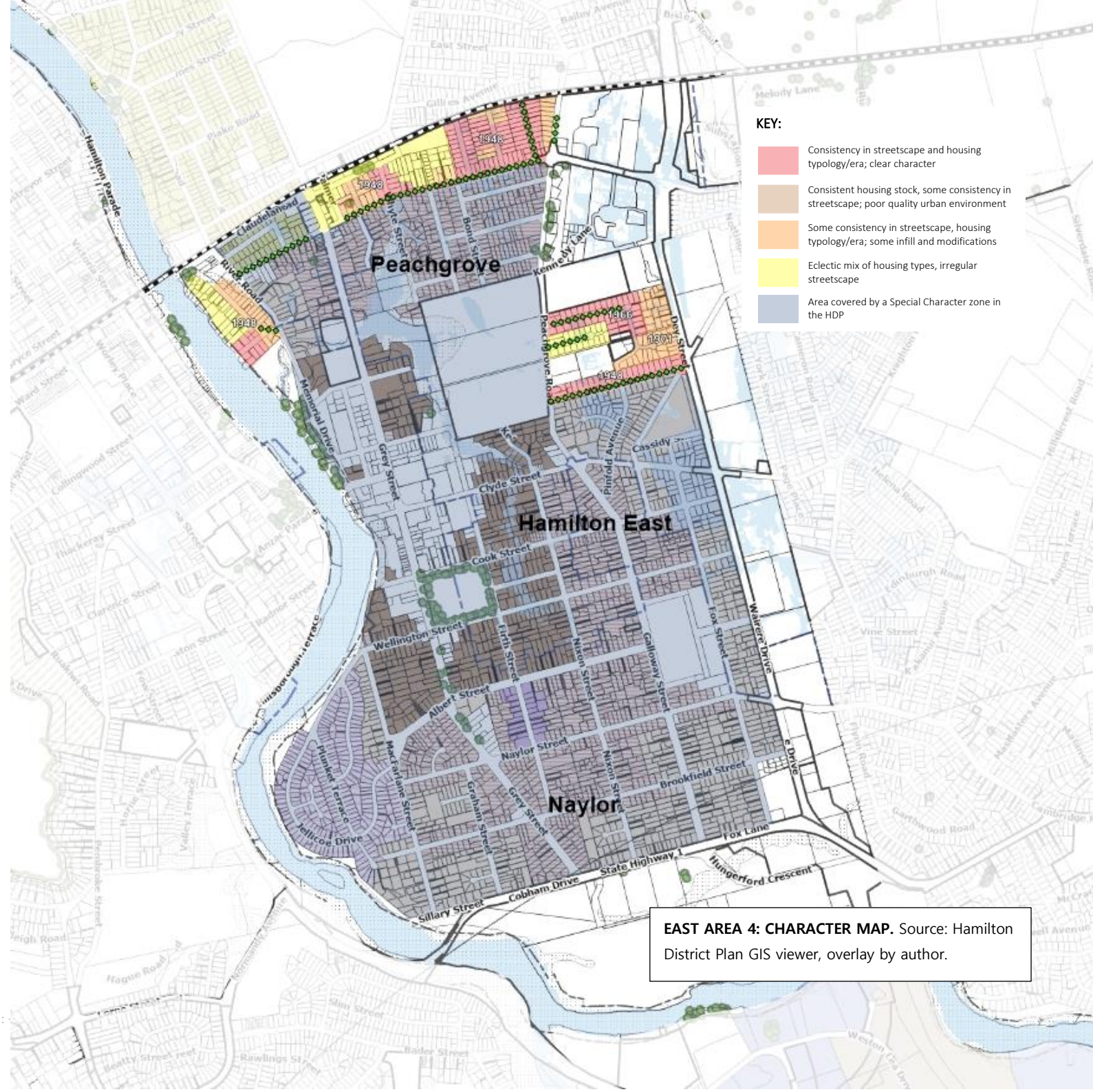
Street frontages vary considerably across East Area 3. Retrospectively built timber front fences are common but inconsistent. Some gardens are highly vegetated, but the majority have minimal planting and are largely lawn areas and parking.

5.4. EAST AREA 4 (Peachgrove, Hamilton East, Naylor)

Development period

The area covered by **East Area 4** includes some of Hamilton's oldest suburbs, and large parts of it is managed as historic heritage or special character under the provisions of the HDP. Settlement began 1864 as a military base; the Grey Street town centre was well established by the east/west amalgamation in 1877; and the area was fully subdivided and built upon by the early 20th century.

East Area 4 captures key suburban development patterns and architectural trends of New Zealand's Victorian and Edwardian periods, and also contains a high concentration of bungalows from the 1920s and 1930s. It represents changing trends in town planning in the early 20th century, with the Hays Paddock development exemplifying the ideologies of early state housing and the Garden Suburb movement.



Topography

The topography of East Area 4 is generally flat, with a slope down to the meander in the river upon which Hayes Paddock is sited, and to the Hamilton Gardens land to the south. There is a major gully (Seeley's gully, Armagh Street) that shapes Hamilton Boys High and Hamilton East schools, and runs west to the river.

Street pattern

Most of the area covered by East Area 4 is laid out as a square-shaped grid plan typical of the "model settlement" structure of New Zealand's earliest towns, with the monotony of the grid relieved by occasional diagonals (e.g. the south end of Grey Street). This street pattern is significant as a large and highly coherent remnant example of late 19th century town planning.

Lot layout and density

East Area 4 is characterised by rectangular lots typical of its period. Those on north-south streets are deeper, up to ½ an acre, while those on east-west streets fill in the edges of each square and are more commonly 1/8th of an acre. As such, the former have been subject to extensive subdivision, with most now containing two or more dwellings. Conversely, the density of the latter remain more intact.

Green structure

East Area 4 typifies late 19th century model settlement ideals for green structure in an urban context. Steele Park as a "village green" and Galloway Park were part of the area's earliest planning, followed by Claudelands and the town belt. While the parks are fully accessible from all surrounding streets, the major arterials of Cobham and Wairere Drive now effectively cut Naylor and Hamilton East off from the extensive parklands of Clyde and Flynn Parks and the Hamilton Gardens.

The area is known for its huge oaks and other exotic trees that densely line its streets.



Figure 27: Steele Park, Hamilton East – oak trees line the village green.

Housing typology

The dominant housing typology in Hamilton East continues to be its early 20th century architecture, although the area covered by the RIZ is increasingly characterised by two-storey townhouses. Transitional villas and English bungalows are a prominent feature and often remain highly intact to the exterior. Early state houses become more common as the area develops north (Peachgrove).

There is a very intact collection of 1960s brick houses on and around Scott Avenue in Peachgrove, however this is not a typical type for the area.

Street frontage treatments

Many street frontages retain a pre-1940 style of fencing, which varies property to property but generally maintains a relatively low height and high visual permeability. Front gardens are often highly developed and front hedges are a common feature.

Later developments at the rear have often caused large portions of a site to be laid with concrete driveways and parking areas. This detracts from the character quality of the streetscape and in some cases the legibility of character is lost.



Figure 28: Typical street frontage treatments, St Olpherts Ave, Peachgrove.



Figure 29: Nixon Street, Hamilton East – the rupture of coherent character is less from rear infill itself and more from its associated requirements – loss of trees and gardens for concrete driveways, often with two side by side.

5.5. EAST AREA 5 (University, Hillcrest West, Riverlea, Silverdale)

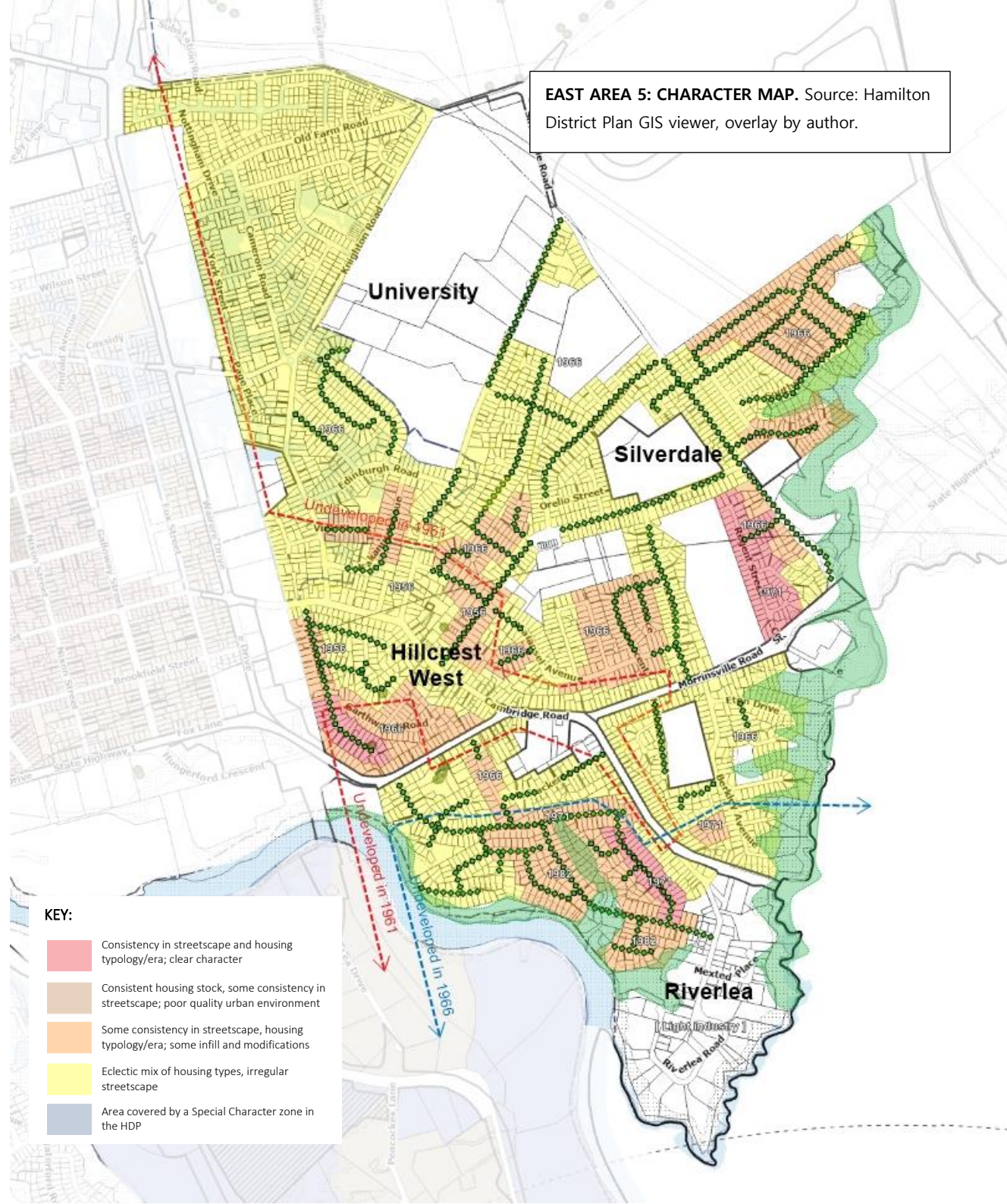
Development period

The suburbs covered by **East Area 5** were predominantly developed in two key periods.

In the 1950s, following Hamilton's 5th extension in 1949. Development initially occurred along the major inter-district roads to Morrinsville and Cambridge; streets and individual houses were established in west Hillcrest by 1956.



Figure 30: The extent of East Area 5 in 1956. Source: Hamilton City Libraries Heritage Collection, 1956 aerial.



The bulk of development followed the city's eighth extension in 1962 which opened up the entire area.

The hilly land sloping south to the river in Riverlea remained as farmland until the 1970s, although road construction is evident in aerial photography of 1971.

Topography

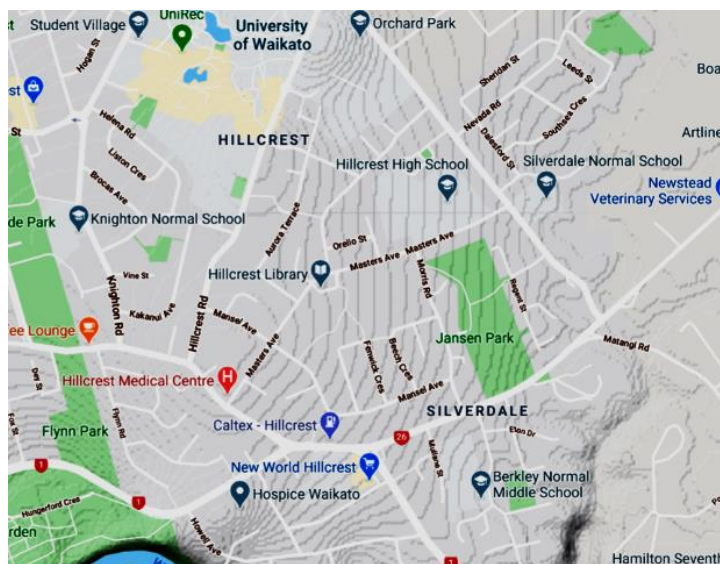


Figure 31: Hillcrest's topography.

The underlying landform of East Area 5 crests at Hillcrest Road and then slopes gently downward to the eastern extents of Silverdale. In the south, the land slopes more steeply to the river and the major gully lines to the east. This has defined road layouts and neighbourhood boundaries, and creates areas with some view.

Street pattern

The layout of local streets is determined by the sectional dividers of the earlier Cambridge and Morrinsville roads and by the underlying topography. Designations for large educational, community, and commercial facilities (Waikato University (1964), Hillcrest Normal / Berkley / Hillcrest High schools (1971/72), Hillcrest Shopping Centre, Jansen Park) also shaped the scale and form of contiguous street pattern. These factors make the street pattern uneven and, with the exception of Cobham / Cambridge / Morrinsville Road arterials, lacking in clear hierarchy.

Lot layout and density

East Area 5 exhibits three main patterns of subdivision layout and density:

1. Original lots with detached single dwellings on them. Lots are generally 600 – 700 sqm; this size combined with the undulating landform means that infill housing to the rear of properties is not usually feasible. This pattern is common in Riverlea and south-west Hillcrest.
2. Infill housing to the rear of original lots. This has occurred in east Silverdale backing onto the gully network, where large, unevenly shaped and sloping lots have been subdivided and built upon. The density pattern to the street remains coherent in these areas, as rear properties are largely concealed.
3. The University area, north Hillcrest and north-west Silverdale are now characterised by medium density multi-unit developments and townhouses, enabled by the RIZ and required for the University. The quality of streetscape character is poor in these neighbourhoods due in part to the lack of master planning across the University area as a whole.

Green structure

A key aspect of the character of East Area 5 is its green structure. The ridgeline of Hillcrest gives the area a geographic marker and provides some elevation and views, and connections to the river and its pedestrian pathways are of high amenity and character value to Riverlea residents in particular. The area is well-populated with parks and environmental initiatives continue to grow in relation to the eastern gullies, albeit largely via private properties.

Street trees are also a notable feature in East Area 5. Their quantity and rhythmic set out make a significant contribution to the area's character and streetscape quality, with housing and street frontages being more disparate. Hillcrest and Riverlea are well-endowed with trees and mature vegetation on private land.



Figure 32: Carrington Ave, Silverdale – the importance of these street trees for streetscape amenity and character will likely increase over time as the neighbourhood continues to intensify and the trees grow.

Housing typology

The most clearly represented housing typology in East Area 5 is 1960s plan book styles, with legible clusters in Hillcrest, Silverdale and Riverlea. Many houses have basements with inbuilt garaging due to the slope of the land, and this is a feature of the area.

Street frontage treatments

Street frontages vary considerably across East Area 5, with retrospectively built timber front fences being common, particularly on main roads. As such, original street frontages are an important aspect of continuity in areas of identifiable streetscape character. Visually linked to the housing itself, the front boundaries often retain the typical features of the 1960s era – low masonry walls or simply grass terminating at the footpath, large areas of lawn and specimen planting.



Figure 33: Howell Ave, Riverlea. Note the deciduous street trees that provide seasonal distinctiveness to the streetscape.

5.6. WEST AREA 1 (Pukete, Pukete West, Bryant, Te Rapa, Beerescourt)

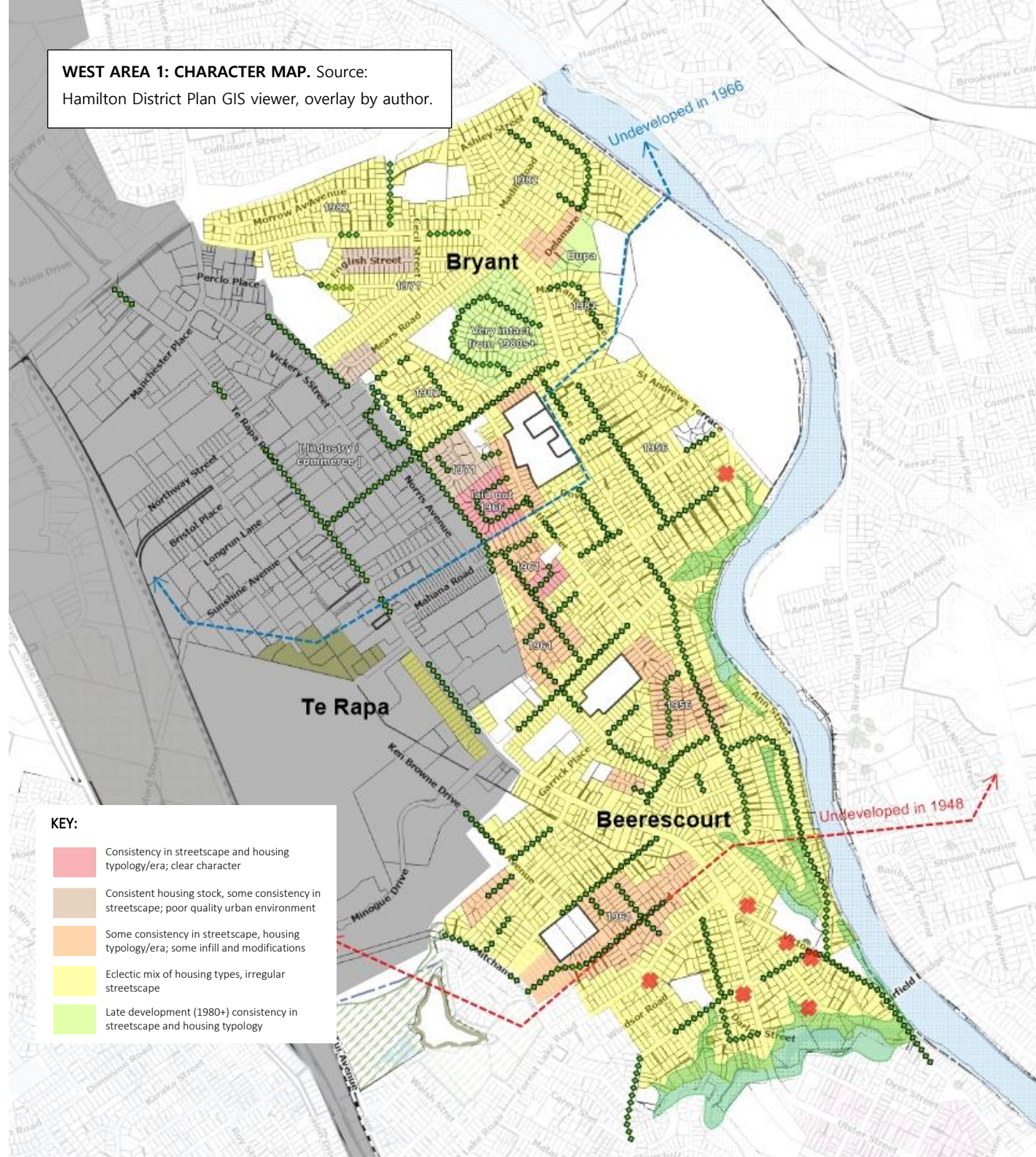
Development period

West Area 1 has experienced progressive and uneven development over multiple decades. The southern half of Beerescourt was established by the 1940s, and some of its housing stock dates to the early decades of the 20th century. However, as the city's main northern gateway until the early 2010s (Te Rapa Road terminates at the intersection of Ulster and Victoria Streets) this area has been subject to significant change.

West Area 1 had developed as far as the city's fifth boundary (Vardon Road) by 1961. North of Vardon Road remained largely undeveloped until the late 1960s and into the 1970s, with the exception of the St Andrew's Road curve which was established by 1948 (The Hamilton Golf club had established the St Andrews course in this bend of the river in 1913, and affluent "lifestyle block"-type properties were established on the land bounded by St Andrews Road as early as the 1940s).

Bryant demonstrates themes of uneven prosperity as the city has grown. Sandwich Road appears to have become a loose dividing line between working class housing to the west (presumably to service Te Rapa Road industry) and

WEST AREA 1: CHARACTER MAP. Source:
Hamilton District Plan GIS viewer, overlay by author.



affluent streets to the east, overlooking the river, golf course and parkland.³²

Topography

West Area 1 has some undulations in topography which giving a little slope to some streets and, on the eastern side, some views over the lower golf course land and river. However, the area is generally reasonably flat.

Street pattern

Street positions and forms vary across West Area 1 due to typographical constraints and the area's development over a long period. Various ideological phases of town planning are represented across the area from grid arrangements to cul-de-sacs, but all subdivisions are small-scale and do not collectively demonstrate street pattern themes.

Lot layout and density

The economic division of the area is reflected in its disparate lot layouts. Subdivision patterns closer to the industrial belt (west) are smaller (600 – 700 sqm), thinner and more homogenous. Subdivisions towards the river are larger (800-1100 sqm), wider and more variable.

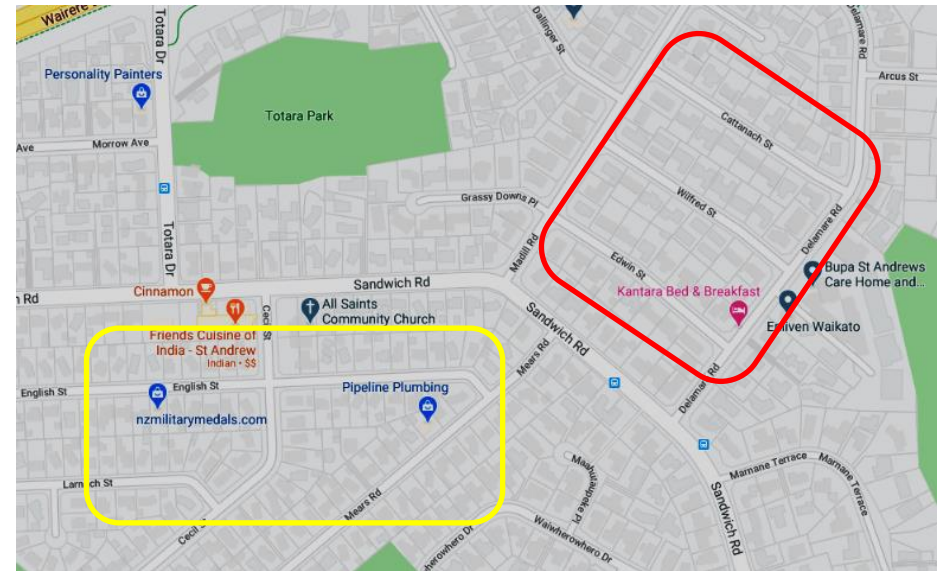


Figure 34: Comparison of lots in Bryant – smaller and more homogenous to the south-west (yellow), larger and more varied to the east (red).

Green structure

Street trees in West Area 1 are particularly important. This is due to the flat land, which limits any vista in most parts, an often disparate pattern of residential built form and street frontage treatments, and overhead power lines that can be visually dominant. However, the distribution of trees is uneven in the area and are often only semi-mature. Some mature avenues have been cut down – compare Morrow

³² An exception is the neighbourhood latecomer; the affluent Waiwherowhero Drive subdivision west of Sandwich Road that was developed after 1980.

Ave 2010 with its contemporary streetscape. The series of public parklands and mature tree avenues to the west creates a natural buffer to the industrial land adjacent. Pocket parks, the golf course and river walks play an important role in providing amenity in the area.



Figure 35: Mears Road, Bryant – power poles dominate the streetscape.



Figure 36: Storey Ave, Beerescourt – power poles still feature but their visual impact is lessened by contiguous street trees.

Housing typology

West Area largely contains housing from the 1950s – 70s. There is little recognisable or consistent pattern to housing through the area due to development pressure and commerce close to the CBD. There is a small cluster of 1960s houses in a very intact and tree-lined streetscape in Croall Crescent in Beerescourt, but this collection is modest in extent.

Beerescourt has some houses from the interwar – 1950s period that are exemplars of their type and are often landmarks in their context. While they do not form part of an identifiable area, it is recommended that further site-specific research be undertaken on these properties and consideration be given to scheduling as historic heritage places if appropriate.



Figure 37: 16 Cardrona Road – magnificent Moderne



Figure 38: 1319 Victoria Street.



Figure 39: 1331 Victoria Street.



Figure 40: 409 Ulster Street.



Figure 41: 1 Macdiarmid Road.



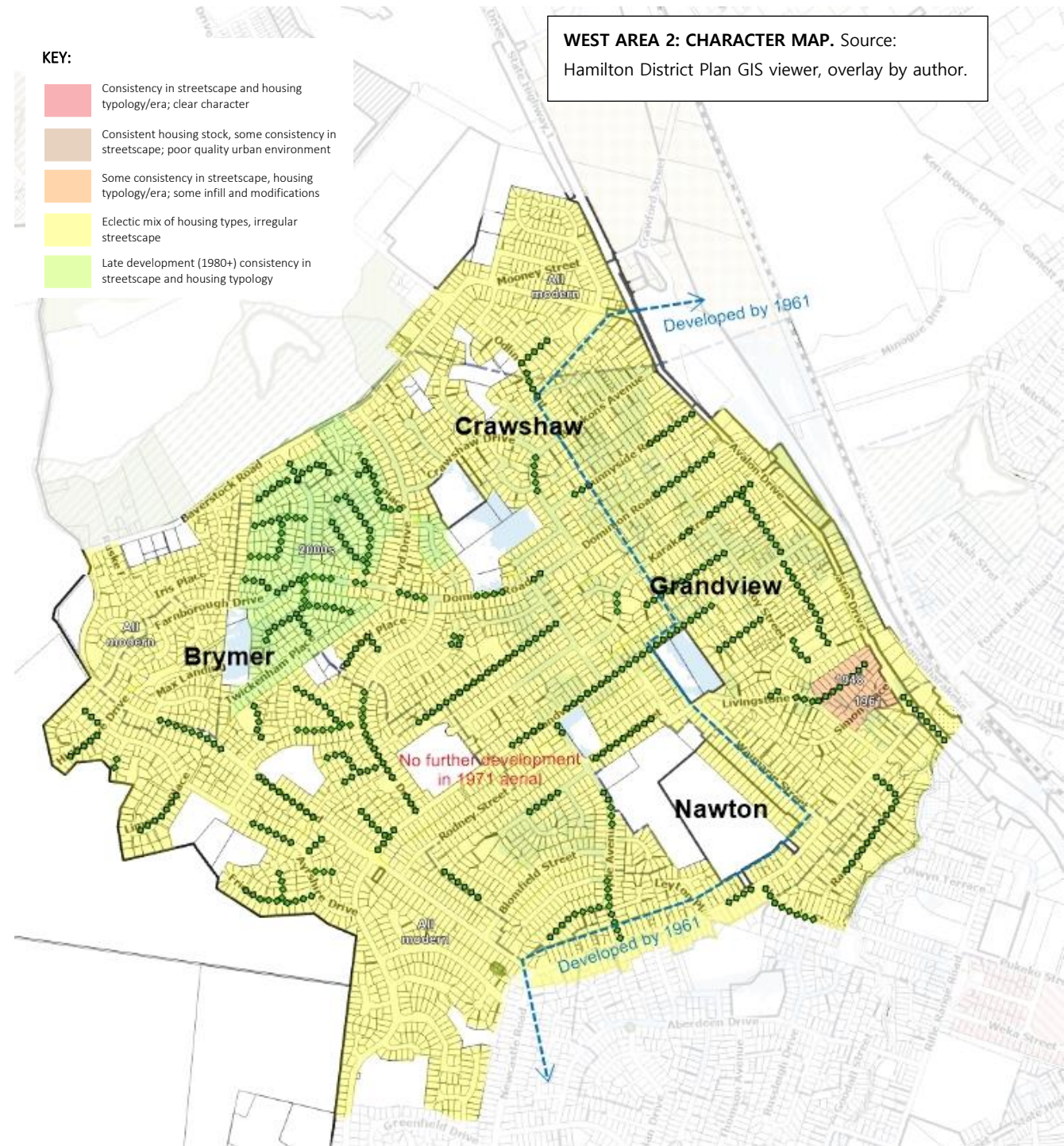
Figure 42: 69 Forest Lake Road.



Figure 43: 65 Braid Road – pre-1956 – potentially a significant work of modernism in Hamilton.

Street frontage treatments

Street frontages are inconsistent across West Area 1 as a whole, however, low or fences are common on side streets.



Brymer have a similar lot size but the proportions are shorter, wider and more uneven. The houses upon them are also generally larger, making any intensification difficult on a site-by-site basis.

Green structure

Dominion Park is a central feature of the West Area 2 and there are other small parks through the area. While some streets and cul de sacs have pedestrian easements to these green spaces, many do not, limiting community access. Street trees are inconsistently present, often with short stretches or single specimens rather than coherent avenues. Brymer is more consistently provided with street trees. Crawshaw and Brymer have good access to Waiwhakareke Natural Heritage Park to the north.



Figure 44: Street trees on Dorchester Place, Brymer. The narrow road width (enabled by the hierarchical street structure) also assists in creating a coherent streetscape.

Housing typology

Key house types represented in West Area 2 are:

1960s, 1970s:

- Modest plan book style housing is predominant in Grandview and Nawton. Later developments in Crawshaw and Brymer feature larger and more individualised houses on elevated sites.

Post 1980:

- Subdivisions are typically single-storey brick and tile, with double garages being a standard and dominant feature.



Figure 45: Housing typology in Brymer: Aldershot Place.

Street frontage treatments

Street frontages are typically open, with low picket-style timber fences or lawn running to the footpath. Plain lawns with minimal or “low maintenance” vegetation is the predominant front yard treatment.

5.9. WEST AREA 3 (Dinsdale North, Dinsdale South)

Development period

As with West Area 2, West Area 3 was largely developed post 1971, even though the area was largely included in the city's 8th boundary extension of 1962.

The area typifies the development patterns of private residential construction companies in the 1970s.

Topography

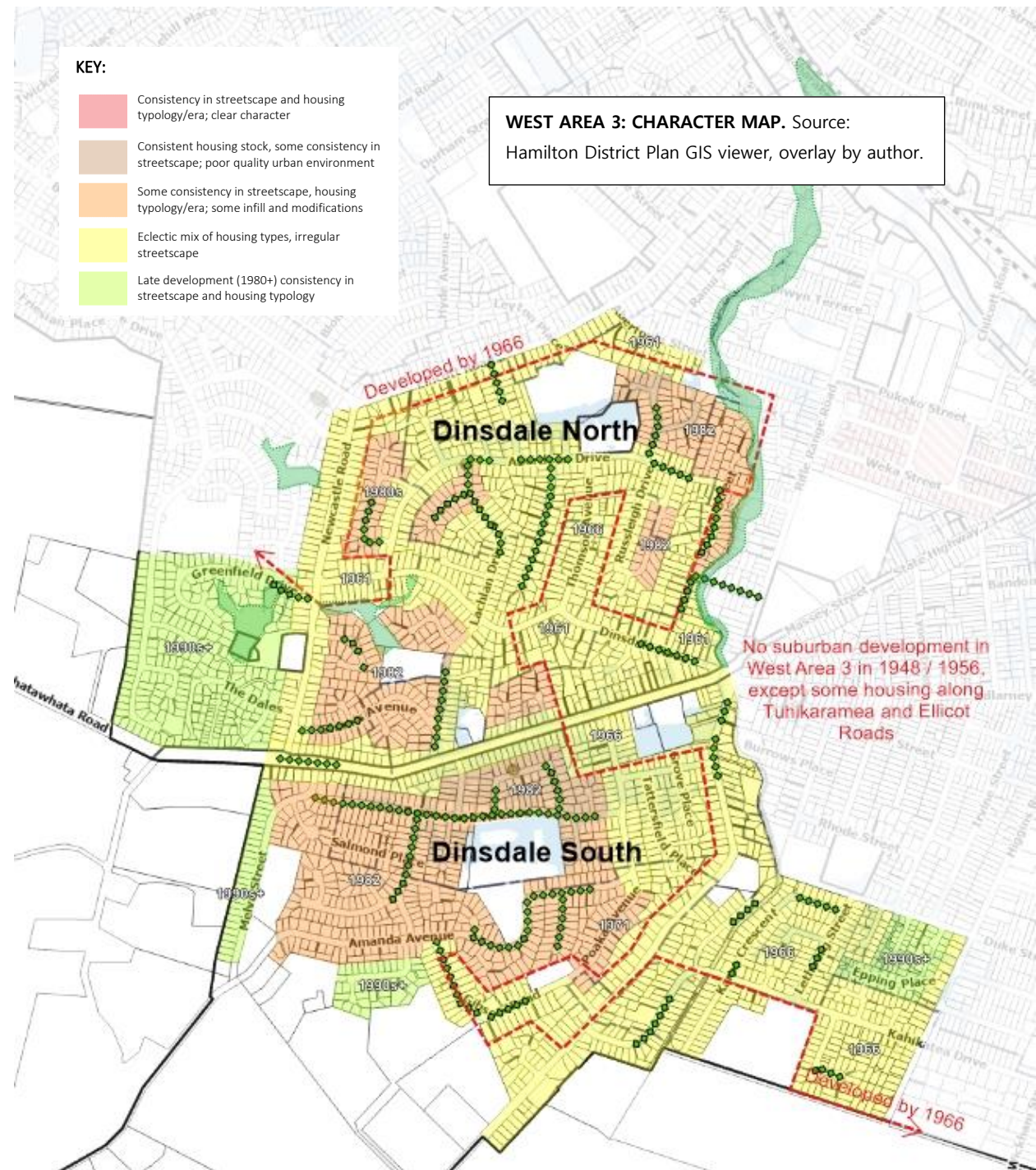
Dinsdale is relatively hilly by Hamilton standards, with a ridgeline defining its western edge. This shapes the street layout and housing typologies, with subdivisions laid out to take advantage of elevation.

Street pattern

Newcastle, Tuhikarama and Whatawhata Roads act as collectors for a web of local streets and cul de sacs with few pedestrian easements. As with West Area 2, the area's planning is prefaced on the ubiquity of private vehicles.

Lot layout and density

Lot sizes follow the planning requirements of the time, varying from 694 – 925 sqm. Properties from the 1960s were longer and thinner and have been built upon at the rear in many streets. The lots of 1970s subdivisions have shorter and wider proportions and are more uneven due to the topography, limiting options for infill.



Developments from the 2000s have the same (or smaller) lot size but the houses are larger, leaving minimal space for soft landscaping. See the Dales / Greenfield Drive.

Green structure

The two sides of West Area 3 have their own main park; Wake Park in the north and Bremworth in the south. There are smaller green spaces through the area but pedestrian easements are limited, restraining connections through / use of green spaces. Farmland to the west and south provides visual amenity to some residences on the suburban edge. Mature street trees contribute to streetscape cohesivity where they occur; Bremworth and Hazelwood Avenues are notable examples. However, street tree coverage is inconsistent across West Area 3 and in some places mature trees have been removed.



Figure 46: Poaka Ave, 2010



Figure 47: The same place in 2019.



KEY:

▲ Potential (but non-existent) pedestrian easements.

Pedestrian walkways in locations like these would enable this park to contribute more effectively to the character of the area and accessible amenity from the shopping centre to the north.

Figure 48: Grove Park, Dinsdale South: lack of pedestrian easements limits the practical amenity of pocket parks.

Housing typology

Key house types represented in West Area 2 are:

1960s:

- Modest plan book style housing in areas built in the 1960s around the main arterials.

1970s:

- Larger (often two storeys or main level with basement) and more individualised houses were designed to cater for the middle class in 1970s developments to the west.

Post 1990s:

- Large “upper middle class palatial” in elevated subdivisions on the western edge, represented on and around Greenfield and Melva Drives.

Street frontage treatments

Street frontages are shaped by the hilly landscape, with sloping and sometimes terraced front gardens, low vegetation to maximise views, lawns and low or no fencing. These are unifying elements in areas with more variation in architectural design.



Figure 49: Salmond Place, Dinsdale South – open, lawned frontages are a unifying element and important to a sense of place. Note the lack of overhead powerlines.



Figure 50: Dunvegan Place, Dinsdale North – open frontages, 2-storey vernacular.

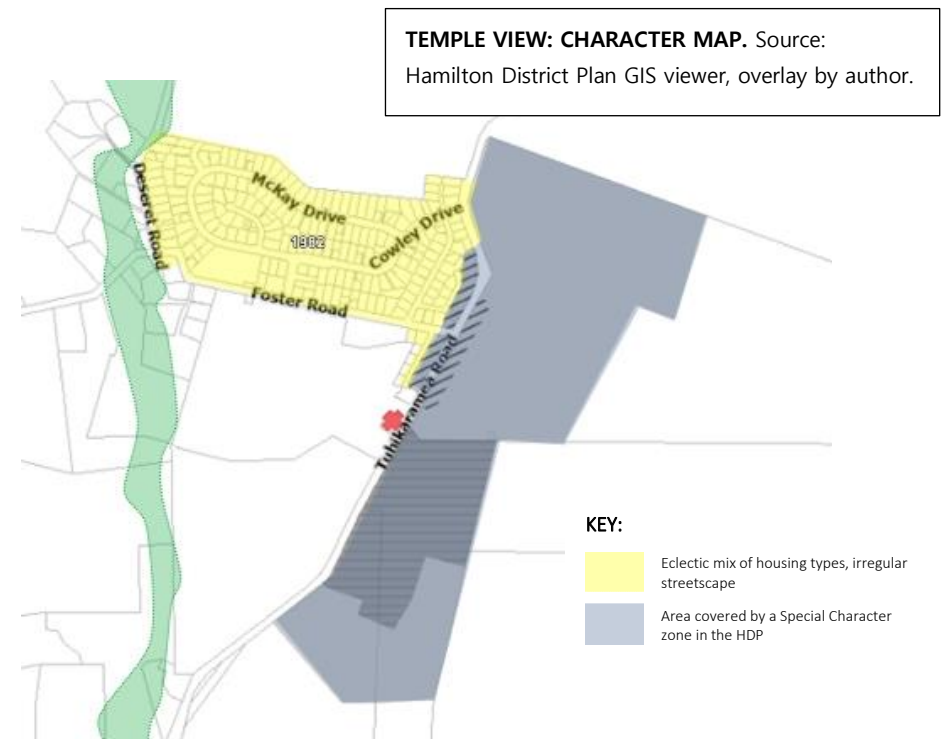
5.10. TEMPLE VIEW

The area known as Temple View was developed in the 1950s by the Church of Jesus Christ of Latter-day Saints. The site originally included the temple itself, a private secondary school (closed in 2009) and teachers' housing along Tuhikaramea Road. The land covered by the Temple View Precinct (Special Character zone in the HDP) is currently being completely redeveloped by the Church. Most of the school complex and almost all of the 1950s houses have been demolished as part of these works.



Figure 51: Temple View, 1961. Source: Hamilton City Libraries Heritage Collection, 1961 aerial.

The street cluster to the west of Tuhikaramea Road was developed in the 1970s, with houses being progressively built in the area since then. This neighbourhood is eclectic in lot layout, housing age and typology, and street frontage treatments. Conversely, the Precinct area is being developed according to a comprehensive master plan which seeks to maintain the distinctive character identified in the HDP.



Although not in the Precinct, the house at 504 Tuhikaramea Road (marked by a red cross on the character map above) is notable for its late 1950s stylistic qualities and

its visual relationship with the Temple. It is recommended that further site-specific research be undertaken on this property and consideration be given to scheduling it as a historic heritage places if appropriate.



Figure 52: 504 Tuhikaramea Road, Temple View. Present by 1961.

5.11. WEST AREA 4 (Maeroa, Frankton Junction, Swarbrick)

Development period

The area covered by West Area 4 contains some of the oldest parts of the city, with settlement in Frankton dating from 1877. However, the fabric of these early years is largely lost. Some remnants of the early 20th century township remain, with the commercial centre still clear along the lower end of Commerce Street.

The importance of the railway and the Frankton Junction railway factory is still evident in the urban form, and is highlighted by the block of streets that form the “Frankton Railway Village” south of the railway line.

The non-industrial portions of West Area 4 have two key development periods. North of the railway line, development commenced in Maeroa from the 1920s and continued into the 1950s. In the south, Swarbrick was laid out by the 1950s with development continuing into the 1970s.

Topography

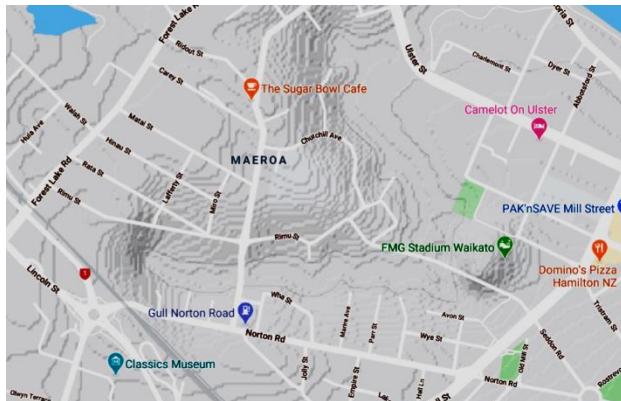
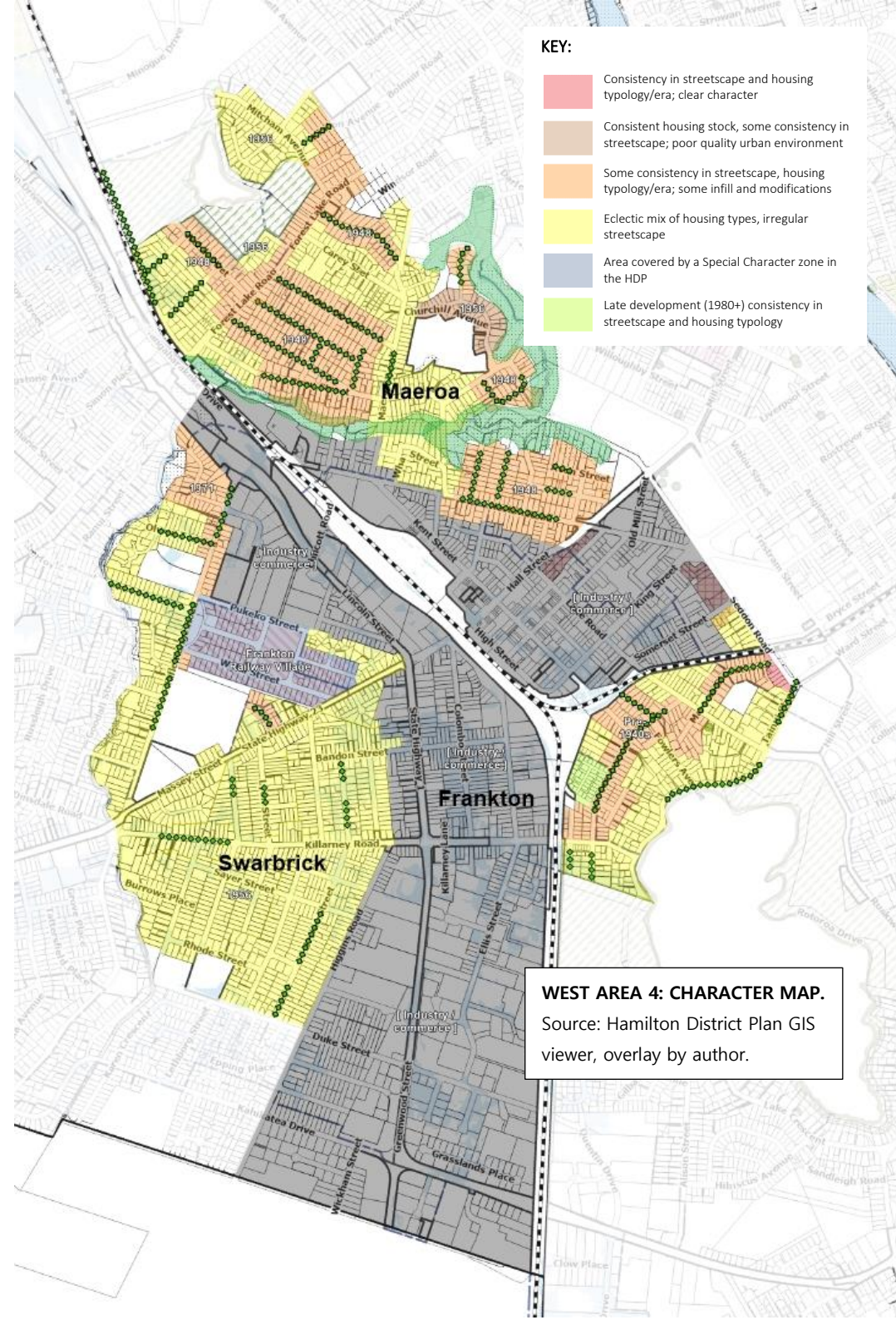


Figure 53: Topography of Maeroa.

To the west of the railway line the land is generally flat. The eastern side is shaped by the ridge around Rotoroa Lake (south) and the rise in Maeroa (north), although in the latter area the relatively low gradient allows a longitudinal layout



between Forest Lake and Maeroa Roads. The gully that lies between Rimu Street and Norton Road also creates a break in the urban structure.

Street pattern

Frankton and Swarbrick are characterised by three main “spoke” roads (Killarney, Massey and Rifle Range Roads), with longitudinal local streets in between. This is also attempted in Maeroa although the underlying topography creates inconsistencies and a cluster of cul de sacs on this side.

Lot layout and density

West Area 4 is predominantly low density with detached, single-storey dwellings. Lot shape and size is generally consistent across the area. Significant infill has occurred: in Maeroa this is largely in the form of additional properties at the rear of sections. In Swarbrick original houses have been replaced by multi-unit townhouse developments as enabled by the Residential Intensification Zone (RIZ) that applies to this area.

Green structure

West Area 4 is poorly supported by green structure, with few areas within walking distance of parkland – this is particularly problematic in Swarbrick as its population increases. The long and relatively narrow streets through West Area 4 lend themselves to avenues of street trees, but again this is a notable deficiency in Swarbrick, whose streetscapes are more defined by their overhead powerlines. The pre-1940s cluster of streets around Ridout Street in Maeroa has particularly notable eucalyptus as street trees, and street trees are also present in the streets between Rimu Street and Norton Road.

The eastern portion of West Area 4 (along and around Queens Ave) is within walking distance of Rotorua Lake, but the rest of West Area 4 is effectively cut off from the lake by the industrial belt.



Figure 54: Blackburn Street, Swarbrick.



Figure 55: Hinau Street, Maeroa. Note the effect of trees on streetscape character.

Housing typology

Key house types represented in West Area 4 are:

Pre-1940:

- Bungalows are a strong presence to the north of the railway line and around Queens Avenue.
- 20th century eclecticism and art deco / Moderne is common in wealthy areas with lake views.

1950s:

- 1950s state houses, sometimes of the larger 2-storey variety, are still represented in Maeroa, although much has been modified over time.

1960s:

- 1960s state housing is present in Swarbrick and Maeroa, and municipal two-storey flats are common.
- Working class plan book-style houses are also present in pockets such as Frederick Drive.

Modern town houses enabled by the RIZ are reshaping the urban experience in Swarbrick, often with positive results due to improved design requirements.



Figure 56: Killarney Road. Note the interesting cohabitation of 1920s English Cottage style and 21st century wealthy vernacular.



Figure 57: Modern townhouses in Blackburn Street, Swarbrick.

Street frontage treatments

Areas of general intactness continue to have a predominantly open appearance to the street, enabled by low fences / walls and elevated sections. Front gardens are eclectic but often well-tended with planting and lawn.

5.12. WEST AREA 5 (Hamilton Central, Hamilton Lake)

Development period

The area covered by West Area 5 is comprised of the city centre in its north eastern portion and industrial land / hospital in the south. The remaining residential parts are focused around Lake Rotorua, with a small portion along the river in the north.

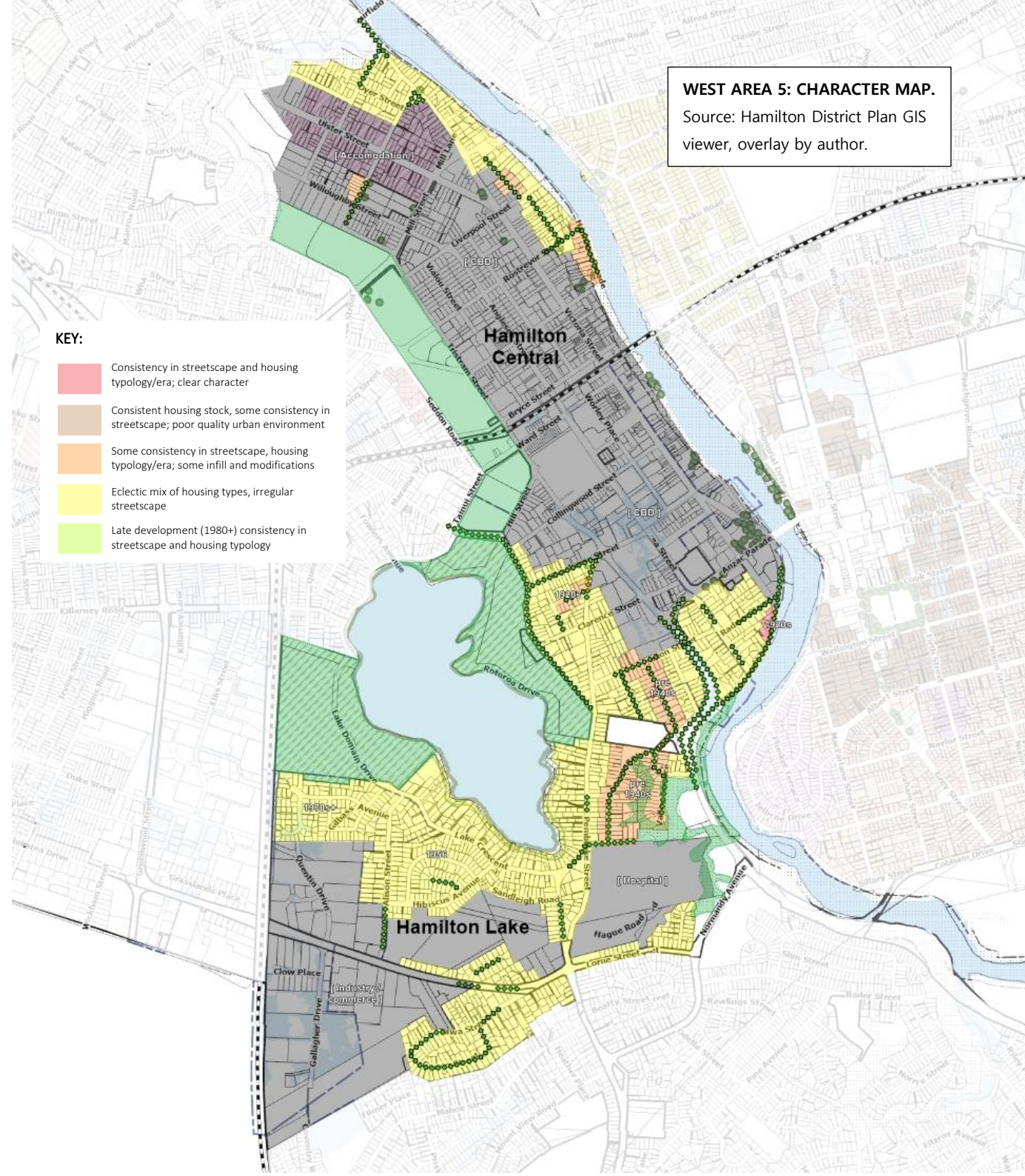
The CBD is the location of the original military settlement on the west bank of the Waikato. The area retains some of Hamilton's oldest streets, but its built form has changed dramatically as the central business district has developed and expanded.

Topography

The topography of West Area 5 is shaped by the river and the lake. Ruakiwi Road follows the ridge of the hills to the north east of the lake, and the streets to the east of Pembroke Street are defined by the sloped land descending to the river.

Street pattern

The CBD's street pattern is defined by the early 20th century grid model; elsewhere, the area's road patterns reflect the underlying topography.



Lot layout and density

Intensification close to the CBD, Waikato hospital and lake means that West Area 5 is now a reasonably densely built environment, however the nature of this density varies significantly due to a wide range of building typologies, piecemeal subdivision and comprehensive new developments.

Green structure

West Area 5 encompasses a green structure which is a significant amenity to the city as a whole. Rotoroa Lake, the Hamilton Lake Domain, Innes Common and the green belt along Seddon Road are all heavily used by residents. River walks also define this area, with increasing connections being made between the CBD and walking / cycling paths. Mature trees are also an important element to residential streets between the hospital and CBD.

Housing typology

The area has several remnant clusters of pre-1940 housing. Villas / transitional villas are uncommon, but a few remain. There is a remnant cluster of substantial bungalows and 20th century eclecticism in and around Horne and Hammond Streets and around the lake, representing the early desirability of this area.



Figure 58: 29 Horne St

The area contains pockets of housing from the 1950s – 70s to the south of Lake Crescent; this is generally poorer housing stock due to its proximity to the industrial zone. There is little recognisable or consistent pattern to housing through the area – some streets around the lake and north along the river have become dominated by a disparate assortment of wealthy houses and apartments; other streets are now predominantly flats / town house accommodation for hospital workers and others needing proximity to the CBD.

Street frontage treatments

Street frontages are inconsistent across West Area 5 as a whole, however the pockets of pre-1940s developments generally have their original or early street frontages intact, including low walls and gardens.

5.13. WEST AREA 6 (Peacocke, Glenview, Bader, Melville)

Development period

As can be seen in the Character Map, West Area 6 is a complicated array of cluster developments from the 1950s to beyond 1971.

The area typifies the benefits and problems of private subdivision in the 1960s – cul de sacs, heavy car reliance and an increasing rich / poor divide.

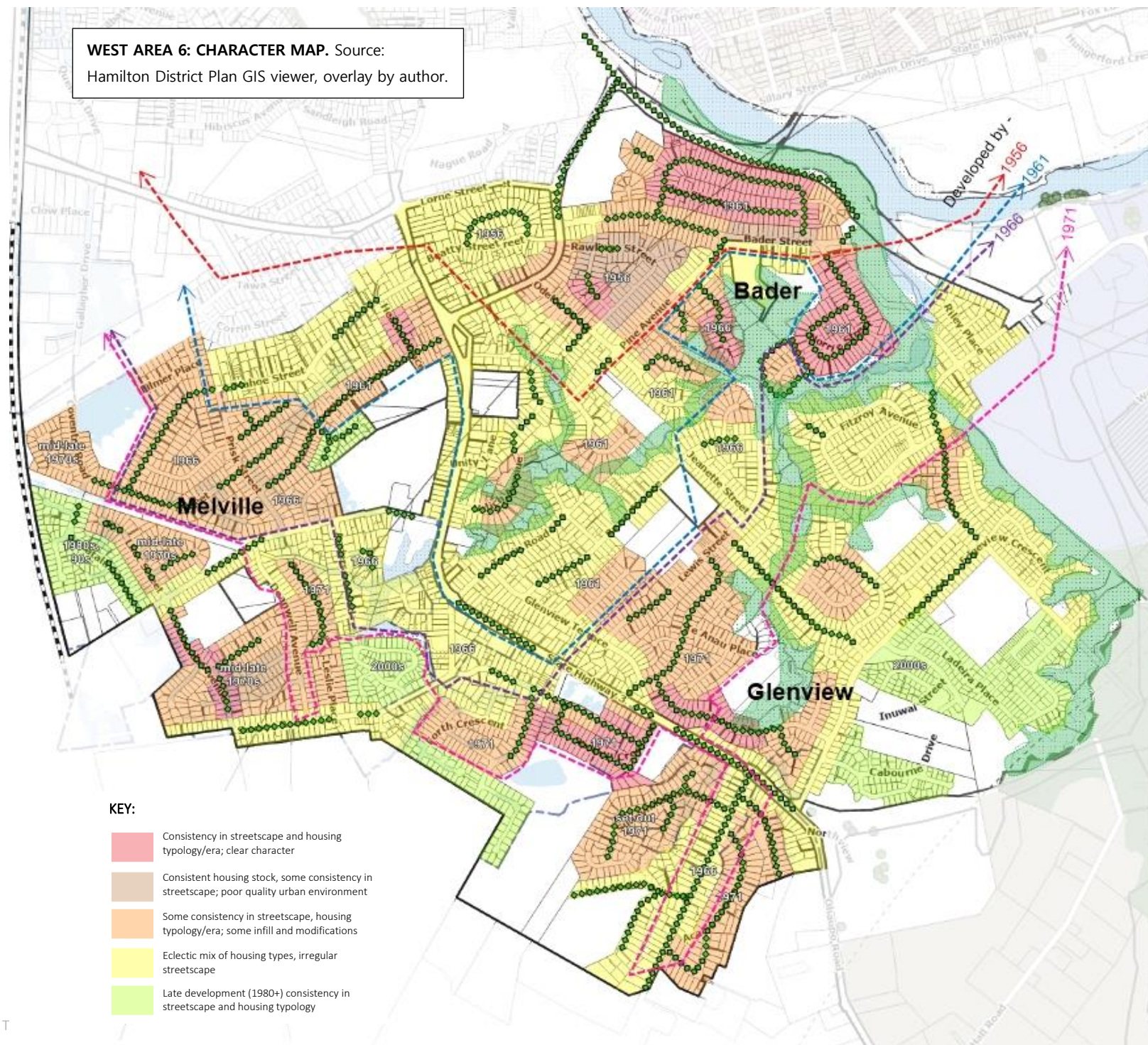
Topography

West Area 6 is laid over a network of gullies and low hillocks. These define its street layout and creates ribbons of elevation.

Street pattern

Ohaupo Road (State Highway 3) is a major intersector through the area. The road pattern follows the hierarchical structure of the 1960s, with collector roads connecting local streets and cul-de-sacs. This layout reflects not only the

WEST AREA 6: CHARACTER MAP. Source:
Hamilton District Plan GIS viewer, overlay by author.



topography but the piecemeal nature of private subdivision in this period, along with the increasing dominance of cars.

Lot layout and density

West Area 6 largely consists of lots that reflect the planning framework of the 1960s – detached single dwellings, 600 – 700 sqm rectangular lots, consistent positioning of dwellings. Many properties in flatter areas have had infill housing added at the rear.

Green structure

West Area 6 is well-provided with green space and its gullies are being developed as a natural amenity and alternative walking / cycling network. There is significant room for this to be developed. Mature / semi mature street trees create an important green structure through the area, though as with other parts of the 1962 city boundary extension, overhead powerlines are still a common and visually detrimental street element.

Housing typology

Key house types represented in West Area 6 are:

1950s:

- Directly to the south of the river, Bader has a small but significant intact 1950s state house development, set out in the typical long avenues with curved ends typical of this era. The housing and street frontages are largely of the period.

1960s:

- Plan book style housing is predominant in the areas further west and south. House sizes and details indicate different original demographics,

with more modest, standardised houses in flat areas and larger (often basemented) more individualised houses on elevated sites.



Figure 59: Cricket Place - typical working class streetscape and housing of the late 1960s.



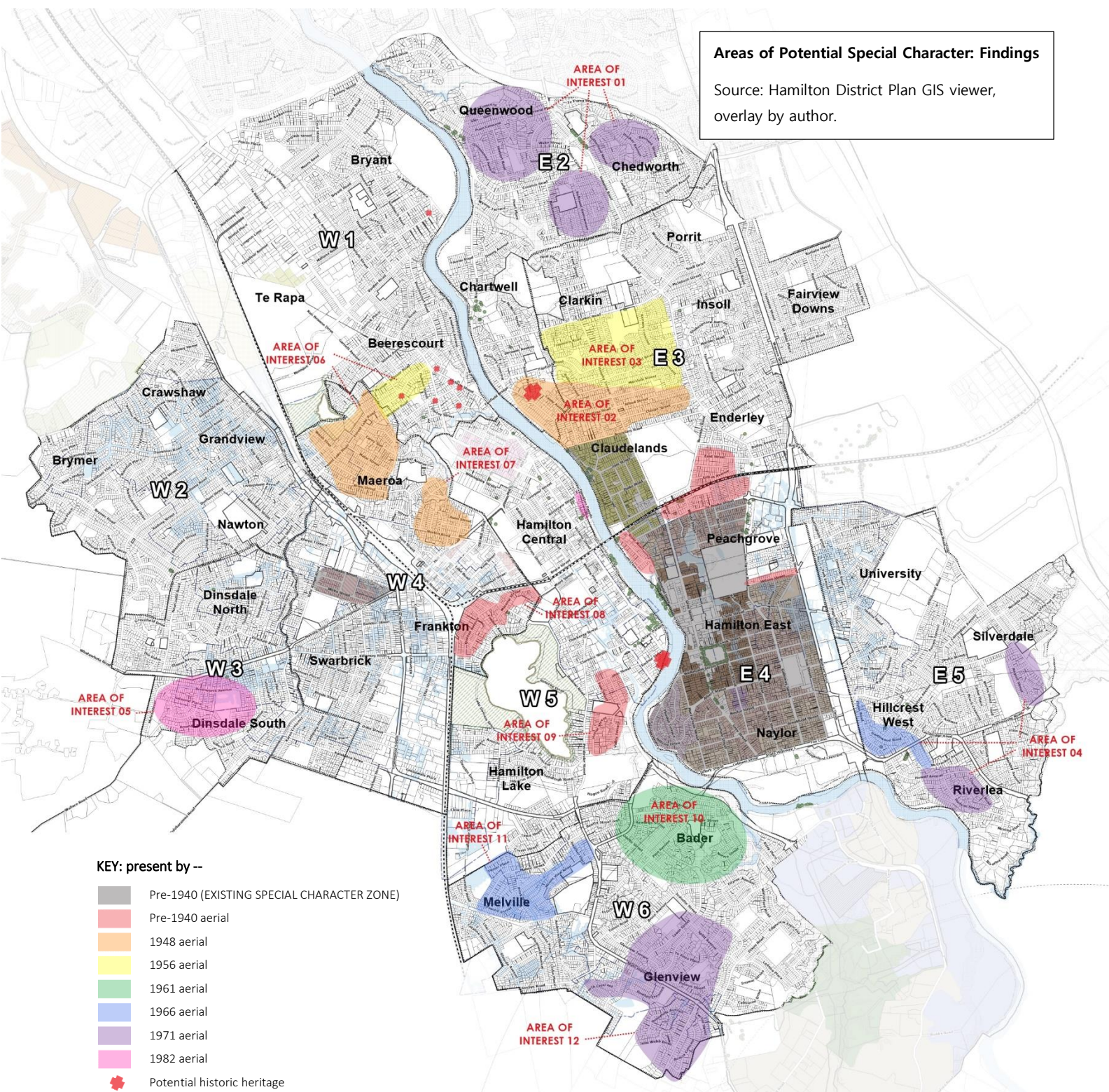
Figure 60: Resthill Crescent – same era, wealthier demographic. Note the lack of overhead powerlines.

Street frontage treatments

Presentation to the street is relatively consistent to the original intent in West Area 6. Earlier developments such as Bader are characterised by openness to the street, with no fence or a low fence or edge wall, and plain lawned front gardens. Later developments continue the trend of openness and generous front lawns but there is a wide variety of (later) fencing and garden vegetation.

6. FINDINGS AND RECOMMENDATIONS

This section summarises key findings from the study areas' assessments undertaken above. It provides recommendations on maintaining and enhancing special character generally, and on areas that should be considered for detailed Stage 2 analysis against the Attributes and Assessment Criteria described in Section 4.



6.1. GO BEYOND 1940

As demonstrated in the Findings Map above, Hamilton's areas of legible streetscape character relate not only to the pre-1940s period (which is largely already represented in existing Special Character zones) but also to suburban developments in the 1950s – 1970s. The 1960s was a particularly crucial decade for the expansion and consolidation of the city.

While inclusion of the second half of the 20th century in a Special Character policy framework would extend the scope of "Special Character" beyond what is identified in other cities,³³ it is considered that this is an exciting opportunity for Hamilton to lead the way in recognising the special character of its key development decades (historical themes, architectural forms, streetscape coherence) in their own right.

Recommendation:

- Include subdivisions dating from the 1950s – 1970s in the Stage 2 area-specific assessments, per the Findings Map above. Do not limit to potential SCAs to pre-1940s housing stock.

6.2. TREES ARE CRITICAL

The special character of Hamilton's streetscapes is often predicated on its green structure, particularly mature trees in public and private land. While trees always enhance a city, they are particularly important in Hamilton due to its relatively flat topography which restricts views across a wider landscape. Street trees play a critical role in an area's visual cohesivity and historical legibility, and are critical for ecological health and biodiversity.

Recommendation:

- Undertake ecological and economic assessment of city tree values. Factors for consideration should include, but not be limited to, climate change mitigation, biodiversity, species protection, parkland and public amenity, property price comparisons.
- Establish a programme of planting to establish a continuous street tree network across the city. Prioritise areas of potential special character and areas identified (or already zoned) for intensification.
- Prepare a policy framework for city-wide or area-specific tree protection (public only, or public and private) for potential inclusion in the HDP.

6.3. PHASE OUT OVERHEAD POWERLINES

Overhead powerlines are particularly detrimental on Hamilton's streets due to the same reason that trees are beneficial – the relatively flat land minimises wider views, meaning that powerlines visually dominate streets

³³ Wellington, Auckland and Christchurch all have a pre-1940s emphasis. This is appropriate in the context of cities that were very much established and consolidated in this period, but it is less applicable to Hamilton's own history and its relatively late and then rapid growth.

where they occur. Lines clearance requirements also necessitate adverse tree pruning in many locations where the two co-exist. These factors are detrimental to the physical and visual amenity of the suburban character.

Recommendation:

- Signal a clear strategic direction for lines companies regarding a phased undergrounding of overhead lines systems. Develop strategies and timeframes, and combine advocacy and regulation for undergrounding with lines companies as part of their stated objectives regarding modernising and future-proofing the network.

6.4. ENHANCE GREEN STRUCTURE CONNECTIONS

Perceptions of “special character” from the public realm have traditionally focused on views from the street. Hamilton, however, has a rich network of pedestrian paths and parkland that provides alternative views of SCAs. In considering additional SCAs, emphasis should be placed on areas that are accessible to multiple user groups (walkers, cyclists, vehicle passengers, accessibility to diverse socio-economic groups) and that form an important link between different parts of the city’s green structure.

Recommendation:

- Include views from, and connections to, Hamilton’s green structure as part of Stage 2 area-specific assessment. Consider SCAs as part of a network of urban amenity across the city.

6.5. AREA-SPECIFIC RECOMMENDATIONS

It is proposed that all the recommendations below are undertaken together as a Stage 2 project. However, they have been prioritised 1 – 3 should external constraints necessitate progressive assessment.

East Area 2

- Queenwood and Chedworth contain three main groupings of largely intact 1960s plan book style subdivisions – around (1) Herbert Road, (2) Belmont Avenue and (3) Hooker Avenue [Area of Interest 01].³⁴ These clusters are relatively small (~20 hectares each as compared with Hamilton East Special Character-zoned area ~280 hectares) and are separated from each other by areas of high diversity due to progressive modification and development over time.

Recommendations	Priority
Undertake detailed assessment of potential Special Character of Area of Interest 01 as a grouped area.	2

³⁴ See Findings Map above.

East Area 2 / 3

- There is a significant cluster of early 20th century Eclecticism and Art Deco housing extending across north Clarkin / south Claudelands, around Casey Ave [Area of Interest 02]. The streetscape in this area has identifiable qualities of character in terms of topography, street pattern and green structure. Art Deco in particular is relatively uncommon in Hamilton, especially as a somewhat contiguous cluster.

Recommendations	Priority
Undertake detailed assessment of potential Special Character of Area of Interest 02.	2
Undertake research and assessment of the Anson Avenue Art Deco cluster, consider for scheduling as a Historic Heritage group.	2

East Area 3

- The centre of this area (spanning Clarkin, Insoll and Enderley) is a largely intact 1950s comprehensive state housing neighbourhood, represented in its street pattern, lot layout, green structure and extant housing stock [Area of Interest 03].

Recommendations	Priority
Undertake detailed assessment of potential Special Character of Area of Interest 03. It is noted that Hayes Paddock, which is already covered by an SCA, represents a similar but slightly earlier suburban form – comparative analysis will be needed here.	2

East Area 4

- Most of this area is covered by the Hamilton East and Hayes Paddock Special Character Area zones. However, the housing typologies and streetscape qualities that those areas capture are also present in highly intact clusters up to the railway line. Conversely, the Hamilton East Special Character area bounded by Albert and Nixon Streets have new character qualities derived from recent multi-unit developments undertaken under the RIZ.

Recommendations	Priority
Extend the Hamilton East SCA to include the north side of Te Aroha Street.	1
Undertake detailed assessment of potential Special Character of the remaining streets directly north and south of the railway line from the river to Peachgrove Road, for potential inclusion in the Claudelands SCA.	1
Review the area currently covered by the Hamilton East SCA in light of development under the RIZ. This may result in some parts being excluded from the SCA and managed under an urban design-based policy framework with emphasis on green structure.	2

East Area 5

- The character of this area is principally shaped by its hilly topography and green structure, with eclectic housing types and styles. Tree protection and continued tree planting is critical to maintain and enhance these qualities. There are multiple but small clusters of consistent / semi-consistent 1960s streetscapes

across the area, particularly around Flynn Road (Hillcrest), Regent Street (Silverdale) and Chesterman Road (Riverlea) [Area of Interest 04].

Recommendations	Priority
Undertake detailed assessment of potential Special Character of Area of Interest 04.	3

West Area 1

- This area is limited in the legibility of streetscape character due to successive development and change over time. It does, however, retain some houses from the interwar – 1950s period that are exemplars of their type and are often landmarks in their context.

Recommendation	Priority
Undertake research and assessment of the identified houses, consider for scheduling as Historic Heritage places.	1

West Area 2

- The majority of West Area 2 was developed post-1971 and is characterised by cul de sacs and modern suburban architecture. It is not considered that further assessment regarding potential SCAs in this area is warranted at this time.

West Area 3

- West Area 3 was established as a new suburb in the 1970s. It has a reasonably contiguous area of 1970s suburbia around and south of Bremworth Ave [Area of Interest 05] that typifies the development patterns, site and street appearance, and architecture of private residential construction companies in the 1970s.

Recommendation	Priority
Undertake detailed assessment of potential Special Character of Area of Interest 05.	2

West Area 4

- West Area 4 includes residential development from the full spectrum of Hamilton's development, including the notable Frankton Railway Village. Other significant themes are also present in the area. This includes a subdivision cluster on and around the Forest Lake Road ridgeline that is characterised by housing from the early – mid 20th century, rows of trees and sloping topography [Area of Interest 06]. Note this area extends into West Area 1 (Beerescourt).
- North of the railway line, Maeroa represents areas of private and state development from the 1920s to 1950s and this has remained intact around Norton Road west of Hall Street [Area of Interest 07]. This cluster of streets is strongly characterised by gully vegetation and topography.
- There is a relatively contiguous cluster of interwar housing along and around Queens Avenue in the South East, characterised by the bungalow style in particular, and also by a sloping landform and street trees [Area of Interest 08].

Recommendation	Priority
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Undertake detailed assessments of potential Special Character of Areas of Interest 06, 07 and 08.	2
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West Area 5

- West Area 5 also encapsulates Hamilton's most historic and most recent development, and is increasingly characterised by (1) wealthy and highly eclectic residences around Lake Rotoroa, and (2) working class housing with good access to the hospital, the city and industry. There is a notable stretch of interwar housing on and around Horne and Hammond Streets [**Area of Interest 09**]. Many of the houses here are fairly grand and the large street trees provide a connection of high amenity between the hospital and southern city edge.

Recommendation	Priority
Undertake detailed assessment of potential Special Character of Areas of Interest 09.	2

West Area 6

- West Area 6 represents the end of the 1950s State-led housing era and the dawn of mass production by private residential construction companies from the 1960s onwards. Three areas capture these themes: 1950s on and around Slim Street in Bader [**Area of Interest 10**]; 1960s around Prisk Street in Melville [**Area of Interest 11**]; and 1970s on either side of State Highway 3 in Glenview.

Recommendation	Priority
Undertake detailed assessment of potential Special Character of Area of Interest 10.	1
Undertake detailed assessments of potential Special Character of Areas of Interest 11 and 12.	3

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8. APPENDICES

8.1. METHODOLOGY

The methodology for this Hamilton Special Character Study has involved the following steps.

- Compare early city plans with historical aerial photographs. Map city growth over the key stages of development: pre-WWI, inter-war, post WWII (1948 aerial photography), eight city extension - 1962 (1971 aerial photography). Visually overlay with late 20th – contemporary development areas and already-recognised SCAs to identify neighbourhoods that may represent key patterns of suburban development.
- Review historical sources re historical development, town planning models and architectural vernacular of Hamilton. Prepare an overview of the city's history as it pertains to suburban subdivision and residential development.
- Draft set of attributes with which to analyse each area – development period, topography, street pattern, lot layout and density, green structure, housing typology and street frontage treatments. The attributes checklist is applicable for this high-level assessment and also for detailed analysis in Stage 2.
- Use historical aerial photography combined with contemporary aerials and street views via Google Maps to map the city in terms of consistency of streetscape and housing typology. Note presence of regular street trees. Hamilton City Council's *Community Profile* areas are used as the working base areas.
- Identify and describe Hamilton's key housing typologies.
- Draft assessment criteria: (1) historical themes – confirmed by historical review, (2) physical and visual qualities – determined by attributes findings.

8.2. OTHER JURISDICTIONS

Analysis has been made of other major cities' approaches to and assessment methodologies regarding special character, including Auckland, Wellington and Christchurch, and what ideas and issues from these jurisdictions are relevant to Hamilton.

Auckland

Auckland has had to deal with the issue of infill before Hamilton. Prior to the region's amalgamation, the former territorial authorities had developed a range of responses. The Auckland Unitary Plan (Operative in Part) (AUP) is the third-generation response, based primarily on the former Auckland City Council's Residential 1 and 2 zones which covered the isthmus. The similarities between Hamilton and Auckland in terms of suburban planning and residential form mean that there is a lot we can learn from that city's experiences.

The creation of the AUP brought together the heritage / character planning instruments of eight former councils, resulting in the Special Character Areas Overlay.³⁵ This overlay covers large parts of Auckland's inner-city suburbs and seeks to "maintain and enhance" identified special character values of each area covered. A key aspect of the policy language both at Regional Policy Statement level and within the overlay provisions is a clear distinction between "heritage" and "special character."³⁶ This distinction ensures that special character falls under Section 7 of the RMA ("Other matters") rather than Section 6 ("Matters of national importance") historic heritage.

While the special character / heritage distinction is theoretically clear, it does not account for people's common perceptions - communities do not differentiate between "special character" and "heritage," and therefore can (and often do) rigorously oppose any change in the belief that their suburb is "protected."³⁷ Conversely, developers seek to utilise the enabling Restricted Discretionary activity status of demolition and new construction.³⁸

The *site-by-site* application of objectives and policies that apply to a *collective area* can result in unsatisfactory outcomes in both directions – progressive developments stymied, compromised, drawn-out and resource-intensive, while at the same time local communities increasingly distressed by historical fabric loss.

Auckland's SCA assessment methodology

Post amalgamation analyses of SCAs in Auckland have taken a thematic approach. In 2012/13, historical research, desktop analysis and targeted fieldwork were used to examine broad areas of urban landscape. Areas that legibly represented themes of historical and physical settlement patterns, architectural forms and landscape qualities were signalled as potential SCAs and were included for further area-specific study. One of the outcomes of this process was the **Point Chevalier Interwar Special Character Area report** (2014).

The Auckland SCA methodology is a useful precedent for Hamilton in several ways:

- 1) It articulates attributes that contribute to collective character and uses these attributes for area studies (both at high-level and streetscape scales). Identified attributes include historical context and physical/visual qualities (built form, architectural values and urban structure).
- 2) It identifies key historical themes and uses these to frame Character Statements for SCAs. The Statements are then explicitly used to inform resource consent assessment via the policies and matters of discretion in the AUP.³⁹ Themes include walking / tram / private vehicle-orientated subdivision patterns, trends in residential architecture, the Garden Suburb movement, state housing, rural settlements and relationship with natural landforms.⁴⁰
- 3) It establishes benchmarks of physical intactness and integrity such that SCA boundaries can be determined. In Auckland's case, areas considered have at least two-thirds of the bounded properties contributing to the

³⁵ AUP Chapter D18: Special Character Areas Overlay – Residential and Business.

³⁶ See AUP Regional Policy Statement – Chapter B5: Ngā rawa tuku iho me te āhua - Historic heritage and special character, and Chapter D18.

³⁷ This issue is exacerbated by rules that were originally designed for a "historic character" overlay (and therefore a strong emphasis on retaining historic built form) – the overlay was changed to "special character" following the Environment Court decision on Auckland City Council Plan Change 163 in 2013.

³⁸ AUP Table D18.4.1.

³⁹ See AUP Chapter D18. Note in particular D18.3(2) and D18.8.1.1.

⁴⁰ AUP Schedule 15 Special Character Schedule, Statements and Maps.

identified character values – i.e. being constructed during the identified period of significance and retaining sufficient physical integrity.

It is proposed that these aspects of the Auckland methodology be applied to the Hamilton study. It is also noted that variations between the two cities mean that several aspects of the Hamilton study will need to be shaped differently, notably:

- 1) Auckland's identified attributes are heavily weighed to built form, and this prescribes the management of SCAs through AUP implementation. As discussed in Section 0 this has created clashes in between "protection" and development and needs to be considered carefully in the Hamilton context. Also, it may be that special character in Hamilton suburbs is shaped more by cohesive landscape / streetscape qualities than by architectural values. As such, it is proposed that other jurisdictions' identified attributes are not adopted wholesale here but are shaped by the particularities of this city and its historical development.
- 2) Themes highlighted by Auckland's SCAs focus on pre-1940 housing and historical / social patterns that define its late 19th / early 20th century urban development. While Hamilton does have areas that emulate these themes, these are already partially captured by existing SCAs. Hamilton's suburbs are more defined by the interwar period and through to the 1980s. It will be important to structure themes to acknowledge this.
- 3) Auckland SCA identification has generally not involved engagement or collaboration with communities.⁴¹ It is anticipated that community views will form part of the assessment process of Stage 2 in Hamilton, with the extent and nature of this to be determined following Stage 1.

Wellington

Wellington City Council has also undertaken extensive identification and assessment work regarding SCAs in their city. The 2008 **Wellington City Urban Character Assessment** (WCUCA) provided "a strategic level assessment of urban character and townscape for all urban areas of Wellington City."⁴² Its goal was to provide greater understanding of the city's urban character, which would inform wider considerations of residential growth and strategic intensification. The investigation was broad in scale, with a focus on general character trends and overall character description, rather than a detailed site-specific description and assessment.

The scope and purpose of the WCUCA is very similar to that of this project, and as such provides a valuable precedent for Hamilton, particularly in its project approach (methodology), data collection and presentation. These will be adopted as applicable for this project.

The WCUCA laid the groundwork for the **Pre-1930 Character Area Review** completed for Wellington City Council in 2019. The Review provides detailed analysis for each SCA, in that instance the six areas already identified in the Wellington District Plan. Again, this study is a useful precedent for the proposed Stage 2 here in terms of methodology, data collection framework and thematic approach.

⁴¹ Based on knowledge to date, and noting the exception of Helensville. It would be good to discuss this with Auckland Council officers to understand their experiences in this regard, prior to actioning Stage 2.

⁴² Boffa Miskell. *Wellington City Urban Character Assessment*.

It is notable that Wellington's 2019 work was award-winning in that it stepped beyond technical report to an interactive web-based tool using the ArcGIS platform. This not only made the information visually rich and accessible, but also enabled efficiencies in field assessment and of-the-shelf software.⁴³ This would be a great approach to emulate in Hamilton, especially as we seek to engage residents in new ways of thinking regarding special character – i.e. expanding beyond a pre-1940 conception of value.

As with Auckland, Wellington's studies have differences to what is required in Hamilton:

- 1) As with Auckland's work, the Wellington Review's applicability to the Hamilton situation is somewhat limited by its focus on pre-1930s areas. Definitions, character attributes, themes etc. will need to be shaped for the Hamilton context.
- 2) The WCUA is strongly shaped by the widely varied nature of Wellington's topography. This is different to Hamilton's suburban development which is less characterised by landform.
- 3) The WCUA presents rich data but is limited in terms of discussion and assessment regarding consideration of SCAs moving forward. This analysis will be necessary in the Hamilton study.
- 4) Wellington Review focuses on physical attributes and patterns etc. and does not include historical summaries or significance assessments. This may be due to this information being included to some extent in the WCC District Plan, as the subject areas are already designated SCAs.⁴⁴ Historical research and significance assessments will be an important component of Hamilton's Stage 2 assessment work and I propose that we follow the Auckland approach more closely in this regard.

Christchurch

Christchurch includes 15 SCAs in its district plan of varying sizes and complexity, with a detailed Design Guide prepared for each.⁴⁵ These cover: area overview (establishing aspects of character significance); area context (street layout, landscape, vegetation); site design (house-garden ratio, setbacks, boundary treatments, parking); and building design (scale, form and detailing). This information is presented in an easy-access pictorial report form. These Design Guides are particularly useful as the relevant objectives, policies and rules are somewhat difficult to source and navigate in the plan itself. Their method of presentation of key information to the public includes more "why" (history, significance) information than Wellington's pre-1930 character website but it is confined to a report-based format (unlike Wellington's online platform). It would be useful to consider a "best of both worlds" combination of these approaches for Stage 2 engagement and information accessibility.

Christchurch has been a leader in place-making initiatives following the 2010/11 earthquakes and has won an NZPI award for their **"Shape your Place" toolkit**. While this is not directly related to special character, it provides

⁴³ NZPI, "Best Practice – Strategic Planning and Guidance." The Wellington website is at <https://wcc.maps.arcgis.com/apps/MapSeries/index.html?appid=bef08d8f53ef448eb93854022a5b63ec>

⁴⁴ See the Wellington City Council District Plan, Volume 1 Section 4.2.2. and Volume 2, *Character Area Design Guides*. Wellington City Council's 2013 report, "Thematic Heritage Study of Wellington," also provides thematic context.

⁴⁵ The Guides are not statutory documents but are included in Christchurch City Council's resource consent guidance document collection. See <https://ccc.govt.nz/consents-and-licences/resource-consents/forms-and-guides/guides>

rich insights re meaningful community empowerment and neighbourhood-building which could be precedents for Hamilton's special character within wider urban development strategies.



*Part of Hamilton looking North
December 1934.*

Figure 61: Photograph dated 1934. Source: Hamilton City Libraries Heritage Collection.