

**BEFORE THE HEARING PANEL**

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

**AND**

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

**AND**

**IN THE MATTER** Session 1 Historic Heritage Areas

---

**STATEMENT OF EVIDENCE OF LAURA LIANE KELLAWAY**

**ON BEHALF OF PETER WERE # 96**

**DATED 28 04 2023**

---

## INTRODUCTION

1. My name is Laura Liane Kellaway. I hold a Bachelor of Architecture Degree and a Master of Architecture Degree from the University of Auckland. I am a member of ICOMOS New Zealand. I am a registered Architect and a Fellow of the New Zealand Institute of Architects. I have practised for over thirty years specialising in heritage with experience in the building, heritage consultancy and architecture. I am a Waikato based Historian.
2. As a long-term resident of Hamilton, I am familiar with both Hamilton and the greater Waikato region.
3. I am acting on behalf of Peter Were, submitter #96.
4. My practice involves architecture and assessing and addressing heritage-related and architectural issues in New Zealand, and includes submitting to Hamilton City Council District Plans since 1991. I have been engaged as an expert witness. I have worked with a range of councils, including as Conservation Architect for Heritage New Zealand Pouhere Taonga. I have been involved in identifying and assessing historic heritage in New Zealand, including the Waikato, for over thirty years, and assisting heritage owners. I have provided advice on character areas and historic areas since the 1990s and prepared conservation plans for historic areas including the Waihi Railway Historic Area.
5. I have written and reviewed statements about physical heritage as a means of establishing heritage values, reviewed building developments, participated in heritage studies, written Conservation Plans and been involved in historic and character areas in New Zealand for over 30 years. I was the Conservation Architect for Heritage New Zealand Central Office for a period of four years, which included reviewing historic areas and as part of the team involved with preparation assisting the Wellington City Council with character and heritage review. Part of my role was assistance and review of consents for district and regional council historic areas including the Jackson Street Historic Area, Petone, and Cuba Street Area Wellington.
6. In 1998 I was involved with the Waikato Heritage Study, with Dinah Holman, a heritage study, which looked at the Waikato region, including themes and potential heritage areas.
7. I am familiar with the existing Special Character Areas proposed as Historic Heritage Areas and associated histories over a 35 year period, including Frankton Railway Village, Hayes Paddock, Claudelands West, and Hamilton East. I am aware of a number of the proposed areas. I was a member of the South End heritage group which initiated the proposed historic South End historic area in the 1990s and contributed to the associated South End heritage guide, which is forms part of the proposed Victoria Street HHA.

I carried out site visits to the proposed HCC HHAs over several days in March 2023. I also took part in the expert conferencing event on 17 March 2023 and confirm my agreement to the content of the Joint Witness Statement but noting my conflict in relation to a personal submission, and former member of the Waikato Heritage Group.

## CODE OF CONDUCT

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

## SCOPE OF EVIDENCE

10. The scope is limited to Queens Avenue as a proposed historic area requested by Peter Were. The submitter is concerned with ongoing loss of character homes and is encouraging the protection and preservation of a number of pre-1940's homes along Queens Avenue (between 1 and 100 Queens Avenue). A number of these are examples of California Bungalows, Arts & Crafts Cottages and Interwar Houses. He requests that all properties (comprising pre-1940 housing stock) between 1 Queens Avenue and 100 Queens Avenue be included in a Historic Heritage Area and be subject to:
  - a) building controls that limit any further multi-unit development;
  - b) building controls that ensure future development will ensure an architectural aesthetic sympathetic to the character streetscape of Queens Avenue.
11. My statement includes a preliminary report of Queens Avenue in regards a proposed historic heritage area, to support my expert statement. I have prepared the Preliminary Report on Queens Avenue (April 2023) with underlying historical research provided by Ms William. The Preliminary Heritage Report for Queens Avenue is appended.
12. I have completed a visual street assessment over two weeks in March and April, walking through the street and associated streets. In addition, comparing dating research with each house. The report includes comments on the initial Knott Street analysis for consistency, the amended criteria of development periods provided by Mr Knott and the Waikato Regional Heritage Assessment criteria.

## EXECUTIVE SUMMARY

13. Queens Avenue is located in eastern Frankton on the western side of the city, near in Trunk Line at Frankton. It is approximately 1 km long and connects two major roads Lake Road and Killarney Road, to Frankton, Dinsdale and the inner city. The street curves around the base of the Lake Rotoroa hill to the south and is bound by the Main Trunk Line and secondary rail line to Hamilton central which contains Hamilton's only city railway terminal and station. The Queens Avenue includes a section to the west, which is not included in the proposal.
14. The area was first developed in the 1870s as the Jolly farm and is directly linked by establishment of the town of Frankton and the arrival of the main railway, by Jolly followed by development of commercial, industry and associated housing. A separate town to Hamilton it has a cultural identity with Frankton. It includes a range of early 20<sup>th</sup> century

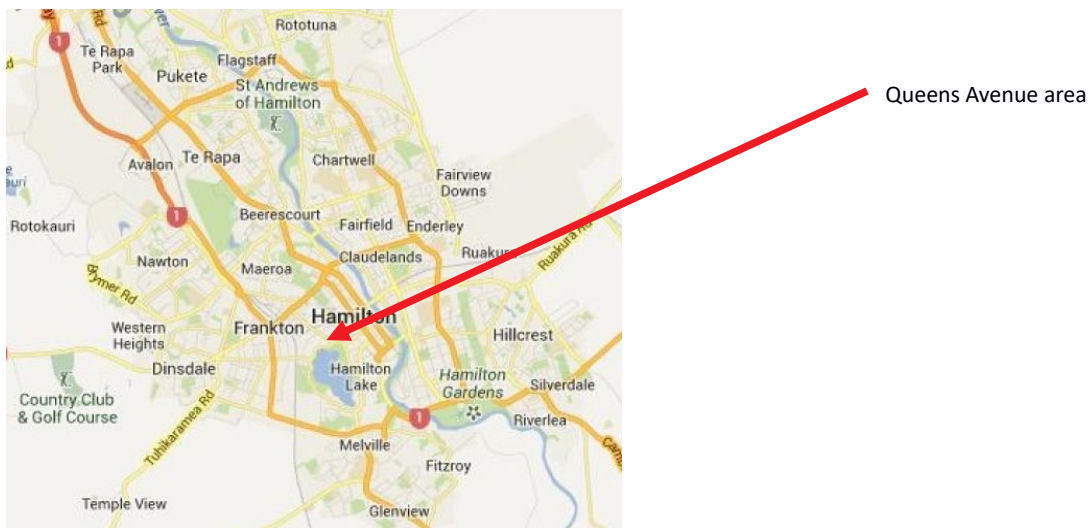
bungalows and sits between a hill and drained swamp bounded by the national railway lines. Until recently the street included the front entrance to the city railway station but has been infill with housing.

15. It was proposed by Peter Were, a resident, as a historic heritage area, however has not met the initial assessment criteria for inclusion.
16. A revised assessment has been undertaken by myself and is provided along with a proposed extent for a Queens Avenue Historic Area, (appended) which includes a portion of the area that is representative of the Edwardian development of Hamilton.

The area of the street is zoned from residential general in the Operative District Plan. It has one commercial premise in an existing house. It is proposed to have both medium and high density under PC 12.

## GENERAL

17. Queens Avenue is a housing suburb both close to the central city and Frankton commercial area, with three associated cul de sacs of Islington, Upper Kent and French Street. It is a significant thoroughfare for local traffic. In the last decade the front of the Hamilton Railway station entered from Queens Avenue, has been sold and in-filled with housing.



18. Houses from 1 to 100 Queens Avenue were identified by Peter Were in his submission for inclusion. There are approximately 45 early houses including several in the rear. The avenue numbers from 2 to 118, however for the study area was confined to between Killarney and Lake Road. It did not include Mary Street. The proposed houses for inclusion in the extent of the proposed HHA include 1 to 106 Queens Avenue. Approximately 41 houses of the period between 1910 and 1940 are included, as well as Windermere. The area has archaeological sites, and two scheduled places with one of the two Windermere listed with Heritage New Zealand. A map is appended of the area along with a proposed final extent for a Historic Heritage Area (HHA).



19. The small suburb is made up of a major historic home, Windermere, of s sets of early 20<sup>th</sup> century housing subdivisions. Most housing of the period is original single storey bungalows with a few villa. There are mid century flats, and 2010s infill town houses. In the 1950s and 1960s there was a further set of subdividing as common in mist Hamilton suburbs of this time.
20. Queens Avenue, Islington and Upper Kent Streets in Frankton was assessed as a group in the street survey in the 'Hamilton City Council – Hamilton City Historic Heritage Area Assessment' ('the original report') dated 21st June 2022, by Mr Knott, where it was found not to be representative or score sufficiently high in the consistency criteria with a score of 4/7, as the first of two tests.
21. The original Knott street survey is appended. I have made comments in my view of the streets
22. In regards the street assessment criteria the following comments are made:
  - a. The proposed Queens Avenue extent is under assessment criteria representative of a Heritage Theme which has local historic heritage significance to the development of the city3- Late Victorian and Edwards and during and after inter-war growth (1890 to 1949) ; and the area displays consistency in physical and visual qualities that are representative of their identified Heritage Theme and assessed as being at least moderate value in relation to the majority of the consistency criteria.
  - b. There is some consistent **Street/Block Layout** which makes a positive contribution to the heritage significance and quality of the area (includes typical private subdivision streets and cul de sacs as original)
  - c. Consistent **Street Design**, including street trees, berms, carriageways and other planting within Queens Avenue which make a positive contribution to the heritage significance and quality of the area. (Berms and carriageways are consistent however street trees are not historic );
  - d. Consistency in **Lot Size, Dimensions and Development Density**, including shape and size of lots which makes a positive contribution to the heritage significance and quality of the area, and are historically varied. However recent infill does impact negatively and equates to a reduction in score within the selected area.
  - e. consistent **Lot Layout**, including position of buildings on lots, dominance of car parking, and landscape and tree planting within the lot which makes a positive contribution to the heritage significance and quality of the area. There is some historic landscape and tree planting within section, and a few original garages. Tree planting on street is modern and does not contribute.
  - f. Whether the overall **Topography and Green** Structure of the area makes a positive contribution to the heritage significance and quality of the area. The topography of the area is original with sloping land with housing at low levels and on the upper side of the street reflecting the topography in setting. Green space has been recently

removed which linked the city railway station to the avenue and has diminished any contribution, although original gardens are evident in a number of properties.;

- g. Consistency of styles of Architecture and Building Typologies, including overall shape, form and material, etc is evident with both builder housing types of the Edwardian period, some Arts and Crafts and architect designed homes of the same period.
  - h. Consistency in Street Frontage Treatments, such as walls, fences and planting, and whether these make a positive contribution to the heritage significance and quality of the area. There is some consistency in walls and plantings with the same palette as the homes, however there is also more recent elements which detract.
  - i. It is noted that these criteria can be considered at street, group of streets or block level as appropriate. It is therefore appropriate to reduce the assessment area which is what I have done from the original Knott assessment which was Queens Avenue , Islington and Upper Kent. The area selected is based in terms of subdivision blocks based on the history provided by Ms Williams.
  - j. My rating as tabled is at 5/7 for the selected area.
23. The identification and assessment of HHAs in PC9 have been amended and now includes anchoring around 'development periods'. These are identified as: pioneer development (1860s–1880s), late Victorian and Edwardian and during and after inter-war growth (1890s–1940s), and early post-war expansion (1950s–1970s) (Development Periods). However, in visually reviewing the Queens Avenue area in 2023 Mr Knott has advised that "it would not be representative of the Late Victorian and Edwards and during and after inter-war growth (1890 to 1949) Development Period".
24. Based on the underpinning historic heritage research provided by Ms Williams, assessment and visual assessment, while the full Queens Avenue may have inappropriate recent infill, a substantial portion of Queens Avenue is representative of the Late Victorian and Edwards and during and after inter-war growth (1890 to 1949) Development Period, with three groupings of subdivision and homes (notated in the appended map) that are original. The area proposed is a significant local example of Hamilton city's historic development integral to both Frankton and the industrial and housing history of Hamilton.
25. The historic heritage research, provided in Ms William's A Thematic Study and the Report on the Proposed Queens Avenue Historic Heritage Area, which includes a specific history by Ms Williams, provides evidence that there is historic heritage value for this area and its associated heritage and histories.
26. The initial scoring of Queens Avenue by Mr Knott does not include historic research and identification of housing or the wider context which form part of the setting and context for historic heritage within this street.
27. Supported by the historical research provided in Ms Williams Thematic Study of Hamilton for historic heritage values, and my own heritage assessment, the parts of the suburb /street

scores, identified in the attached map on Appendix 3, Killarney Road consistency criteria should be adjusted to meet the consistency criteria (4/7).

28. A proposed Queens Avenue HHA, as defined in the appended map should be included in PC9. The extent includes much of 1-100 Queens Avenue but is amended to include the World War One Soldiers Settlement and houses which face both Queens and Lake Road, that form part of the Jolly subdivision.

## HHA ASSESSMENT

29. Consideration of the HHAs require the application of the definition of 'historic heritage' provided in the Resource Management Act 1991, which includes historic areas that *"contribute to an understanding and appreciation of New Zealand's history and cultures"* deriving from archaeological, architectural, cultural, historic, scientific, or technological values. In my view the above values should be included in assessment as a visual consistency test is incomplete without specific history. I have provided an assessment for Queens Avenue as a proposed HHAs, focusing on the area's architectural and historic heritage value to the development of the city.
30. The heritage themes in the HHA Assessment Report underpin classification of the types of HHAs. In the Historic and Cultural Heritage Assessment Criteria set by the Waikato Regional Policy Statement (10A, 2016, updated 2018), the emphasis is on historic heritage that is representative of a significant *development period* in the region or the nation. The identification of development periods is therefore fundamental for heritage assessment.
31. Mr. Knott's approach has used the WRPS 10A [now APP7] & District Plan 8-1.2 criteria, where they are relevant to HHAs (as opposed to individual historic buildings and structures).
32. *"Undertaking the identification of heritage conservation areas calls for a multi-disciplinary approach, based upon a sound knowledge of the underlying history of an area and using assessment criteria that are aligned with the RMA definition of historic heritage. The criteria should be consistent with those used to identify individual heritage items for scheduling in the District/City Plan and identification should proceed from a best...practice thematic assessment framework1 that does not privilege age and architectural pedigree over other considerations. Or, to put it another way, the story of New Zealand's history and cultures is obviously not entirely captured by architecturally designed Victorian and Edwardian housing for the upper middle class, and so best practice historic heritage identification and protection seeks to acknowledge the diversity of circumstance and experience of all New Zealanders."*  
*Shroeder; McEwan*
33. The focus of Mr Knott's appraisal has been on the visual consistency of defined areas; prioritising the visible integrity, consistency, and representativeness of the area's remaining historic features and aesthetic appeal of the area. The focus has been on identifying the physical and visible elements of the historic form, including the street pattern/layout, topography, lot layout and density, architectural and built forms, and street frontage treatments, while also evaluating the representativeness (remaining integrity) of the identified development period.

34. Visual consistency may apply to state housing or groups of mass-produced housing, however consistency is difficult to see and judge unless the history of the area, heritage values and its historic subdivisions and building typologies are researched. This is illustrated by looking at Queens Avenue area and aligning with historical dates and the history of the area and sites.
35. In Mr Knott's Addendum - Hamilton City Historic Heritage Area Assessment 6th March 2023 he states that "Queens Avenue - this area was assessed as part of the original report, where it was found the street was not to be representative or score sufficiently high in the consistency criteria (4/7) to warrant consideration as a historic area". And "it would not be representative of the Late Victorian and Edwards and during and after inter-war growth (1890 to 1949) Development Period" (It is noted that this is the revised proposed criteria from the original themes to developments periods.)
36. Mr Knott has not provided a further street assessment in Queens Avenue but did revisit the street. As noted, research for HHAs has been very limited due to the brief and specific research was not undertaken. Consideration of a reduced area of the 1km avenue was not considered as an option.
37. A historic background report was not provided, as is commonly used in heritage studies such as the pre 1933 Auckland City Council Studies of towns and suburbs. Historic heritage research and valuing should be included as part of initial assessment for any proposed historic area, in my view.
38. The following comments are made:
- a. The consistency test was not applied to parts of the street, and did not include base research on the area, its houses and dating of the houses.
  - b. The second test of a theme – initially- early development of a service town- in my view would have aligned if specific research was completed.
  - c. With the shift from 'themes' to 'development periods' which includes "representative of the Late Victorian and Edwards and during and after inter-war growth (1890 to 1949) Development Period", The Queens Avenue area in my view would should be included as being ' representative of the Late Victorian and Edwards and during and after inter-war growth (1890 to 1949) Development Period'. It dates from 1910 to 1930, with the majority of homes in the late 1910s to early 1920s, however is broken historically into a set of subdivisions.
  - d. The significance of the Jolly development of Frankton is contained within Ms William's Thematic Study, and the role of Frankton, as a town, in the development of Hamilton City.
39. In my view substantial parts of Queens Avenue meet both consistency and the development period threshold, based on historical research provided and additional specific Queens Avenue research, and visual assessment. However, like many old areas in Hamilton are unlikely to meet sufficient scoring for lots (when historically inconsistent), green structure (when removed) and frontage treatments (dependent on council policy).
40. There are three blocks which, in my view display a higher level of consistency:
- a. Queens Avenue Killarney Road end (1913 known as the Soldiers Settlement)
  - b. The upper Queens block fronting the Jolly estate and home; and

c. Queens Avenue Lake Road end block

41. The suburb retains historic links to the surviving Windermere historic Jolly home, and to the 19<sup>th</sup> century Frankton Railway Station which is adjacent. Windermere forms a central landmark in the wider area and links to the Edwardian subdivisions formed by one family. It is unclear how context and setting is included in assessment.
42. I agree with Mr Knott's initial assessment for the area in part, which gives a full score under architecture for the houses along Queens Avenue, as they are generally of a similar period and include a number of similar elements in design and material which is given full score in the assessment. This is confirmed by research.
43. There is variety of Edwardian styles with use of standard components is evidence. Most are bungalows, with a few traditional villas of the same period. There are bungalows with Arts and Crafts detailing, and at least two architect designed home at 92 and 7 Queens Avenue, of which one at 7 Queens Avenue is proposed for scheduling.
44. The street form with wide street and berms is retained, along with the historic cul de sacs. The wider geography of the area remains similar to the 19<sup>th</sup> century, with the housing responding to the sloping site, and the main street, and views on the upper side. Historic street planting is not evident. A few historic retaining walls and fences are evident.
45. As noted by Mr Knott modern 21<sup>st</sup> century infill housing in the middle on the former railway station site has diminished the historic view of the full street which previously visually linked to the open space of the city railway station, but the historic homes substantially remain, and are mainly street facing but including several sited at the rear. Housing from 1910s to 1930s is clearly evident.
46. This area retains its layers of housing development in physical form, and historic links as the Jolly estate, with both eastern and the middle block reasonably intact.
47. The Killarney Road end known as 'the Soldiers Settlement' is potentially a rare regional example of the government and community assisting soldiers and their families in an urban subdivision, when the Patriotic Act was designed for settlement in rural areas.
48. In Queens Avenue the main historic home (Windermere) and several 1910s-20s homes were divided early on but are of equal status to street facing bungalows, and in the case of Windermere a significant component and landmark of the historic heritage values.
49. Consideration of the HHAs require the application of the definition of 'historic heritage' provided in the Resource Management Act 1991, which includes historic areas that *"contribute to an understanding and appreciation of New Zealand's history and cultures"* deriving from archaeological, architectural, cultural, historic, scientific, or technological values. I have provided an assessment for Queens Avenue as a proposed HHAs, focusing on the area's architectural and historic heritage value to the development of the city.
50. In my view in closer assessment of the Queens Avenue area and in combination with the histories of the area, a proposed Queens Avenue historic area has:
  - a. archaeological (19<sup>th</sup> century landscape, house sites, 19<sup>th</sup> century railway site);

- b. architectural values of local significance (housing styles including design and build houses and architect designed); and
    - c. historic values of local significance in regards Hamilton city development, which includes town development of Frankton and the Jolly family who establish the town of Frankton and are highly influential in its progress and the progress of Hamilton by providing the commercial town, housing sites, railway and industrial sites.
51. There may likely have cultural layers prior to 1864 and historic landscape values, which have yet to be assessed.
52. Queens Avenue and the Jolly estate is an example where more than visual assessment is required and hence within the preliminary report history and assessment have been included, but should be further supported by historic landscape and cultural heritage.
53. HHAs can reflect successive layers of history, such as those that have been used in a variety of different ways and/or with different physical expressions over a period of time, may have multiple contextual themes. Queens Avenue has a range of contextual themes.
54. Integrity does not only relate to physical fabric; the way integrity is considered is dependent on the value being assessed (e.g., historical). There are different aspects of integrity to consider, including the materials used, the design and craftsmanship involved, the location, immediate setting and wider visual and social linkages, the continuing association with significant people or institutions or cultural practice and intangible values included in historic heritage. Queens Avenue has a range of the above and association with significant people and contextual themes.
55. HHAs may have either or both tangible and intangible values. This includes sacred places, battle sites, the locations of historical or traditional events, former associations with significant people or other geographic locations that have strong social or cultural associations and connections. Queens Avenue has known associations and is part of the only city area to survive a substantial tornado in 1948.
56. There are different standards for integrity, depending on the reasons the a place may be significant. For a place that represents the work of a notable architect, design integrity is very important. For a place that is significant for its association with an event, the more important aspect of integrity is that the place is much the same as it was when the event occurred. Queens Avenue includes:
- a. the work of early 20<sup>th</sup> century housing companies;
  - b. the work of at least two Hamilton architects (Daniel and Lambeth);
  - c. WW One Soldiers Settlement in a town (rather than rural settlement or farming area)
  - d. successive layers of history (including 19<sup>th</sup> and 20<sup>th</sup> century development of a housing suburb still visible)
  - e. event – the survival of the 1948 Frankton tornado
  - f. specific association to significant Hamilton people which forms a part of the city and provided to its development in transport (railway), industry and dairying servicing along with civic facilities (since demolished).

57. Historic heritage research and valuing should be included as part of initial assessment for any proposed historic area, in my view.

## DISTRICT PLAN CONSIDERATIONS

58. Retaining the single storey scale of the Queens Avenue housing is important to retain heritage values, and the proposed rules for the new HHAs for height (in Plan Change 12) will assist. The addition of extra floors to the existing single storey homes is likely to diminish heritage values.
59. Retaining historic context, setting (including historic views and links to other heritage) in a historic area is important. However, view shafts are not within the proposed PC9, and outside of the scope, and should be considered. Queens Avenue is an example where with the loss of the connection to the Hamilton City Railway Station and North Island Main Trunk Line and views diminishes values. In particular the views to the railway line down Upper Kent and Islington Street should be considered, as the connection to the station has been lost and the understanding of the railway's role in the development of the city, including Queens Avenue.
60. Demolition and relocation off rear sites can have a significant effect on the heritage values of the Queens Avenue area, so the recommendation to alter this from a Permitted to Restricted Discretionary activity is preferable rather the proposal set out in the notified version of Plan change 9.
61. Infill in the Queens Avenue area has impacted on the heritage values of the area, however there is also a historic pattern in this particular suburb similar to others such as Claudelands West.
62. The historic landscape and historic spaces which were part of the Queens Avenue area have only been recently built on, and have diminished heritage values, as indicated in part of the Knott score. It highlights that importance of historic views, parks and frontages of green spaces.

## CONCLUSION

63. In my professional opinion, at least grouping or parts of Queens Avenue Frankton, as defined in the proposed Historic Area, is in my view retain sufficient heritage value and is representative of a period of Hamilton's Edwardian development, which has specific heritage values that *"contribute to an understanding and appreciation of New Zealand's history and cultures"* deriving from archaeological, architectural, cultural, and historic values. It requires assessment of historic heritage values and reconsideration of the heritage values that the place provides as an example of early 20<sup>th</sup> century subdivision, which is representative of the Edwardian period development of the town of Frankton and Hamilton city.
64. There are three main areas within the proposed HHA which collectively form a proposed Queens Avenue Historic Area, which is provided in the appendix and includes housing from 1 Queens Avenue to 106 Queens Avenue, but excludes a central portion of the street. In my

view scoring would be based on the three areas meeting the identified criteria with a total of 5/7.

65. The impact of modern infill has affected many of Hamilton's private housing suburbs, and its streets as evidenced by the overall scoring of Hamilton streets, however in my view this highlights that grouping of Hamilton's historic heritage is increasingly important of which Queens Avenue is an example.
66. The consistency and scale of suburb that may be considered today of under housing area types under HHAs in private developments is unlikely to be of the type such as the Railway Village (Settlement) or Hayes State Housing area. Similarly, Hamilton's surviving Edwardian housing heritage is in small groupings, sets of standardised houses rather than a suburb or even a street of which Queens Avenue area is an example. It is an increasingly finite resource. I therefore recommend the area be included as an HHA within the District Plan.

Dated this 28<sup>th</sup> day of April 2023.

Laura Liane Kellaway





## **APPENDIX 1**

### **Queens Avenue Historical Study (Preliminary)**

**Lynette Williams**

**For Peter Were, 98 Queens Avenue**

**April 2023**

# **Queens Avenue Historical Study (Preliminary)**

**Lynette Williams**

**For Peter Were, 98 Queens Avenue**

## **Land History**

The area adjacent to the natural lake, Rotoroa, was within the rohe of hapu of Waikato iwi, the lake forming a major resource for food and technological resources such as raupo and flax. After the land confiscations of 1864, the area that now forms Queens Avenue was the southern part of the military grant to Major Jackson Keddell, who sold his land to a new immigrant, Thomas Jolly, in 1867. The land adjoined the Town of Hamilton West and extended north of Rotoroa (Hamilton Lake) to the Waitawhiriwhiri Stream.

Jolly drained the swampy areas and developed the land, some 500 acres, into crops and pasture for sheep and cattle.

The Jolly name became synonymous with Frankton, after Thomas Jolly subdivided the land adjacent to the railway station in December 1877 into small residential and commercial lots and named the intended new town Frankton after his eldest child, Francis (Frank).

Frankton was within Waipa County. After Frankton became a town district in 1908, and then a borough in 1913, with its own autonomy, Frankton became more prosperous. Frankton merged with Hamilton Borough in April 1917 as Hamilton's 2<sup>nd</sup> Extension. Frank and Thomas (junior) Jolly were both members of the Frankton Town Board and/or the Frankton Borough Council from January 1908 intermittently until March 1917, with Frank serving as chairman and mayor for over seven years. The family undertook many subdivisions over the decades, including those of Queens Avenue and its surrounds.

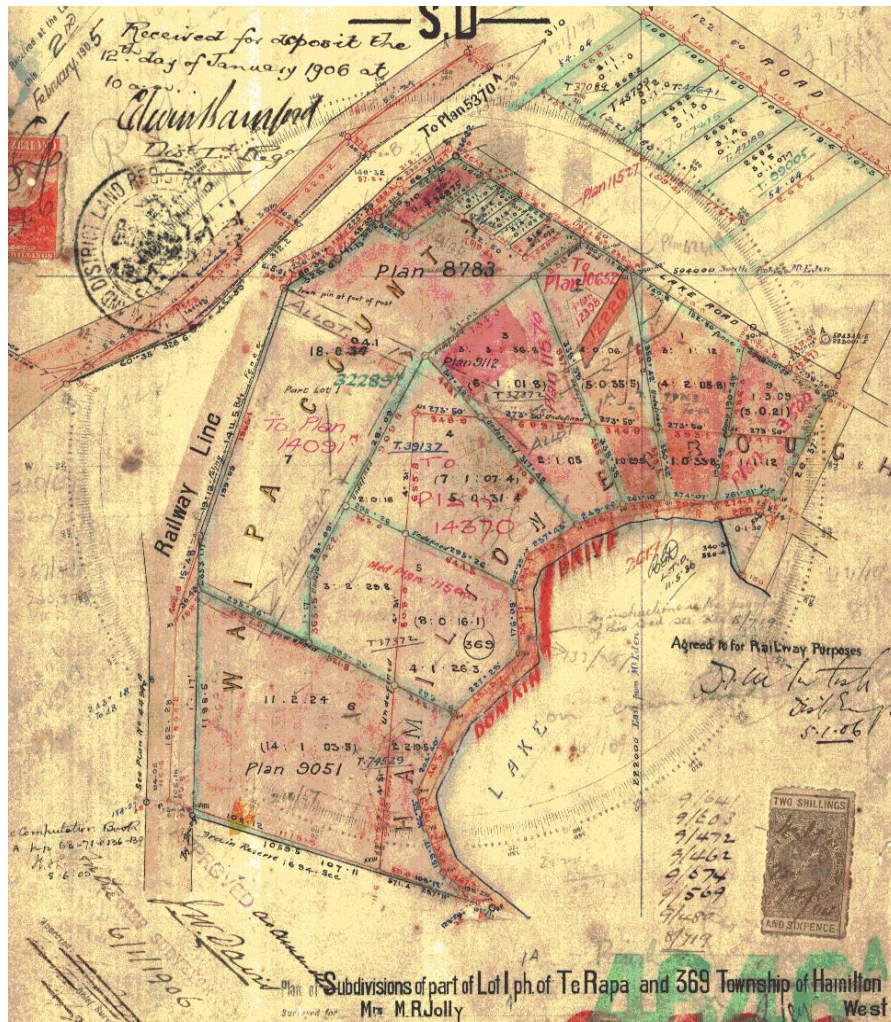
For several decades the Jolly family were in the forefront of Hamilton and Frankton social life, engaged in church activities, sports and entertainments. Elizabeth (Bessie) Jolly, Frank Jolly's wife, was the first president of the Hamilton Branch of the Plunket Society when she was mayoress of Frankton; she bequeathed land to the Plunket Society on her death in 1930. Kate Jolly married a prominent surveyor, Henry Biggs.

The first European house in this vicinity was built by Thomas Jolly in the late 1860s, on the slope facing the lake. The family shifted to Commerce Street in the new Frankton township. The original house burnt down in 1888 but its site is one of a number of archaeological sites.

After Thomas Jolly's death in 1894, ownership of the land passed to his widow, Mary Ridout Jolly. She began subdividing the south-eastern end of her property in 1906 (DP 3493), roughly 68 acres. As well as small parcels along Lake Road to individuals, she transferred ownership of large areas of the land between the lake and the railway junction to her sons

and daughters: Francis (Frank) Jolly, Thomas (Tom) Jolly, Alice Beale, Kate Biggs, Constance Jolly and Edith Jolly. These parcels were all around Queens Avenue – Lake Road.

In 1913 Mary Jolly applied to the Frankton Borough Council for the council to take over the new streets she had created.<sup>1</sup> In 1914 Alice Beale applied to have Queens Avenue extended at the Killarney Road end.<sup>2</sup>



DP 3493 (cropped) surveyed in 1906 for Mary Jolly. Queens Avenue has been partially sketched in at a later date; Lake Road forms the north-eastern boundary of the subdivision (pink areas). Note that a few small residential-sized lots were created on Lake Road.

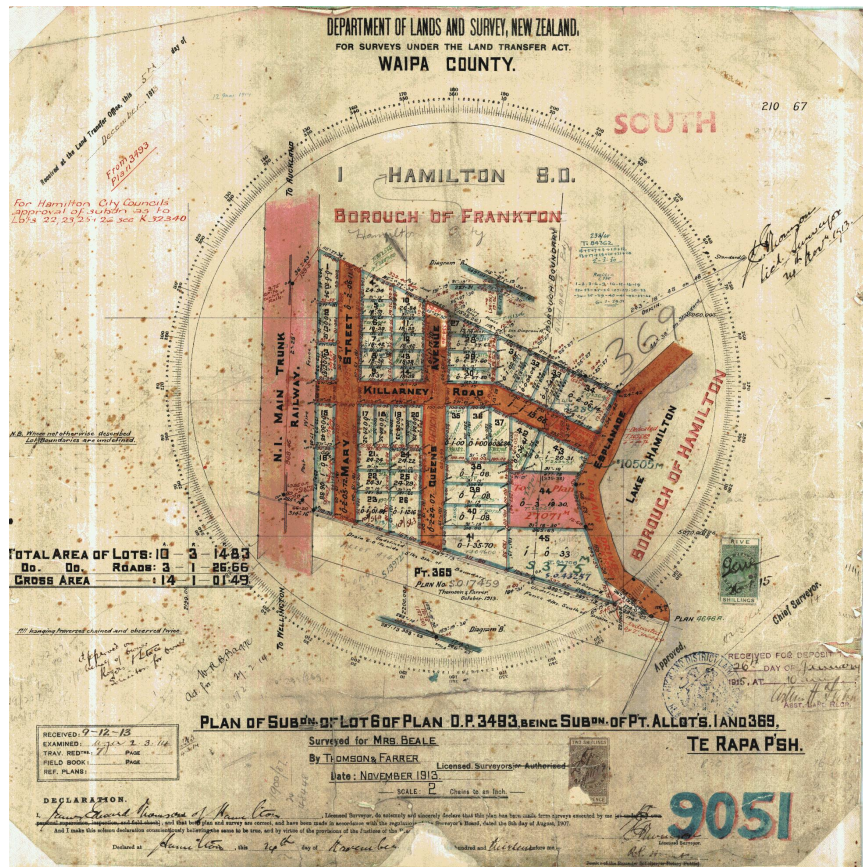
During 1908-10 Frank Jolly built a substantial dwelling, Windermere, on his approximately six acres; the house overlooks the lake but is accessed from Queens Avenue and is a landmark visible from much of Frankton. The house is on Heritage New Zealand's List (no.5300) and is scheduled under the Operative District Plan as H24. Frank's brother Tom built "Lakeside", also accessed from Queens Avenue; it has been demolished. In the early 1900s the two unmarried sisters and Mary Jolly lived in wooden villas overlooking Queens Avenue and Lake Road.

<sup>1</sup> *Waikato Argus* 9 August 1913

<sup>2</sup> FBC Minutes 12/5/14

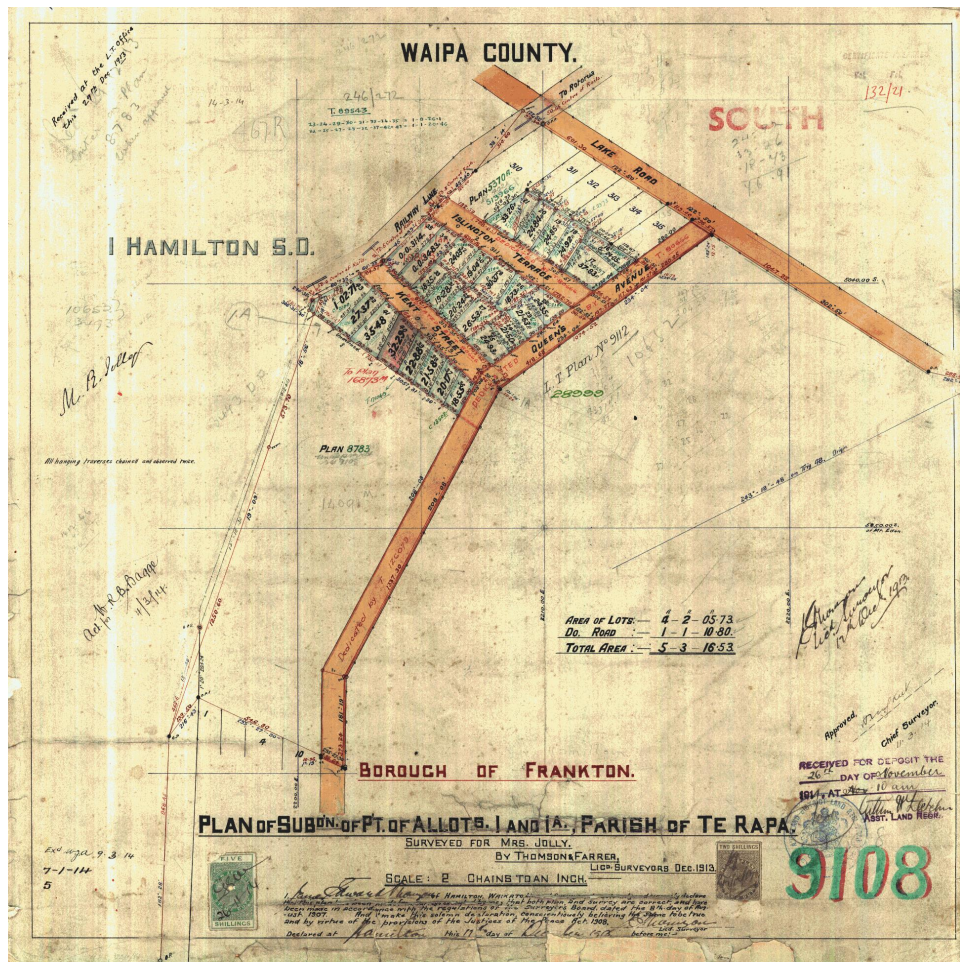


Each of the family members undertook further subdivisions from 1913 around the newly-created Queens Avenue. For instance Alice Beale subdivided her 11½ acres, on both side of Killarney Road including the end of Queens Avenue, into residential-sized parcels from 18.39p to 27.62p (see DP 9051).



DP 9051 surveyed in November 1913 for Alice Beale.

Also in 1913, Mary Jolly subdivided the other end of Queens Avenue (DP 9108): 4½ acres plus 1¼ acres of roads; 28 parcels varying in shape and size, with larger parcels on three of the street corners – new streets Kent [now Upper Kent] and Islington Terrace.

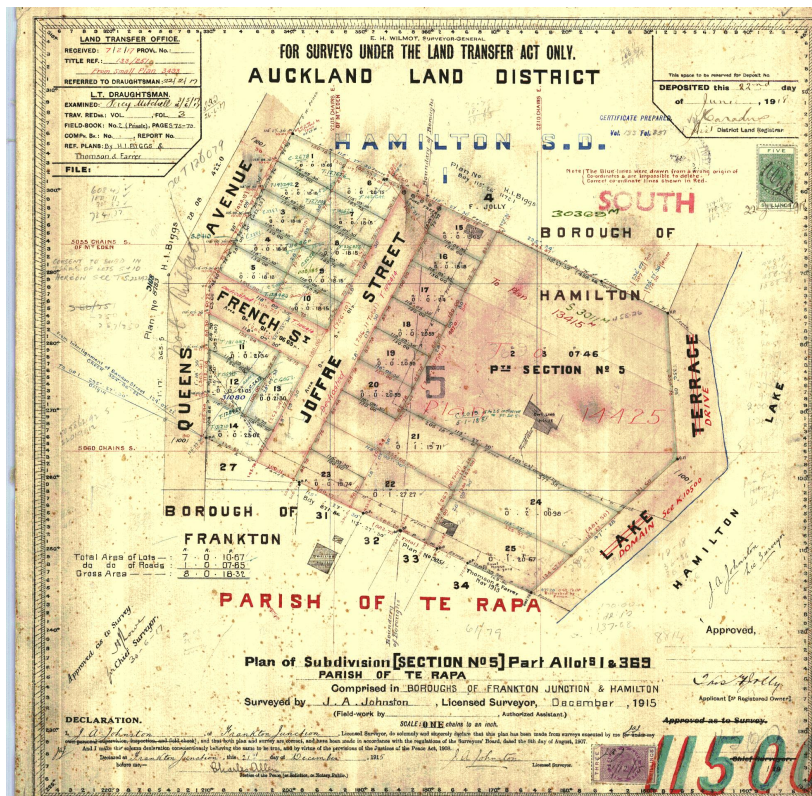


DP 9108 surveyed for Mary R Jolly in 1913 shows a subdivision between the eastern railway line and Queens Avenue. The parcels along Lake Road were part of an earlier subdivision by Mary Jolly.

In August 1913 Kate Biggs surveyed some of her land into three parcels of approximately half-acre each.

On the north side of Alice Beale's subdivision, in 1915 Tom Jolly subdivided eight parcels along Queens Avenue, and a further 12 around new streets named Joffre and French, while retaining a nearly-3 acre parcel for himself, where his house was.





DP 11500 surveyed in December 1915 for Tom Jolly shows the creation of French and Joffre Streets and 20 small residential lots, while retaining a larger lot around his house.

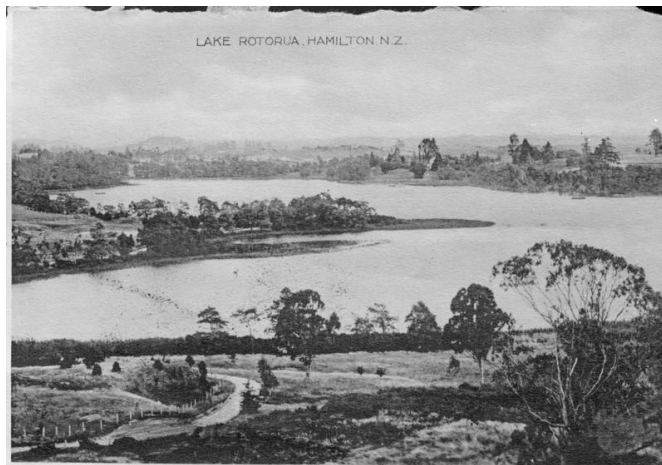
These subdivisions set the pattern and the rest of Queens Avenue was similarly subdivided by the Jolly family members in 1915, 1917, 1918, 1920 and 1921. In each case they created small residential lots of  $\frac{1}{4}$  acre or less, but Kate Biggs's subdivisions created larger lots and these were subsequently subdivided either by who or new owners. Mary Jolly died in 1914 and her remaining land passed to Frank and Tom,. In 1920 the two brothers signed off a subdivision that extended along the west side of Queens Avenue from near Kent Street to just beyond Fraser Street (numbers 38 to 96 today).<sup>3</sup>

The Jollys also subdivided land adjacent to Lake Domain Drive and Marama Street extension. Research on the Certificates of Title undertaken by Peter Were gives the initial purchasers and their occupations. The range of occupations throughout the street included manual workers, tradesmen, railway workers, clerical workers and farmers, but also includes two architects, Charles Vautier and Charles Lambeth, a Stipendary Magistrate Henry Young, and Edward Valentine, proprietor of a successful motor car business.

As Hamilton developed Queens Avenue became a desirable place to live because of its proximity to the central business district as well as to Frankton's commercial and light-industrial premises.

<sup>3</sup> Most of these houses were demolished and replaced with new constructions recently.

## Photographic Views of Queens Avenue

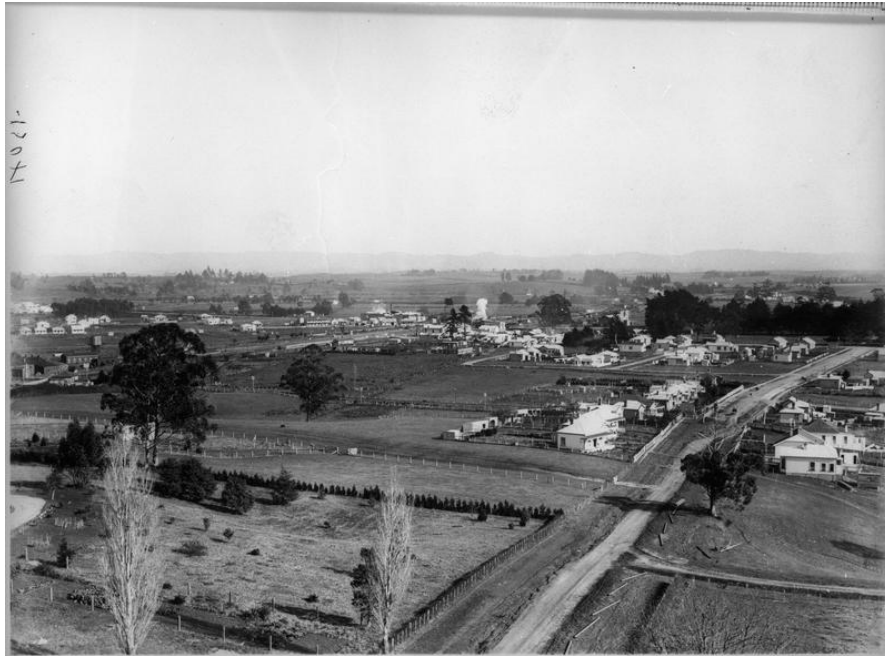


The view from the Jolly estate towards the lake. HCL\_02220 circa 1885.

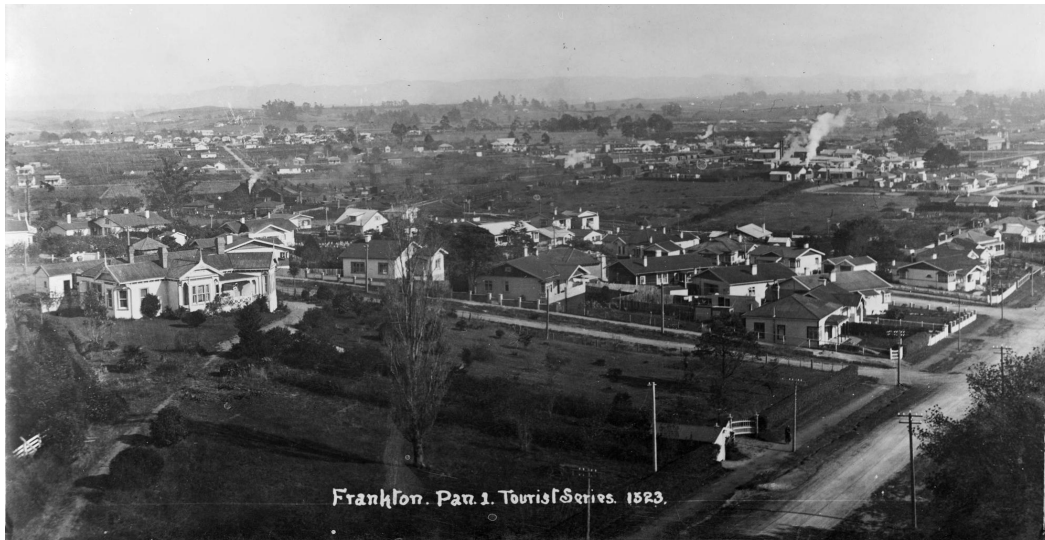


View facing south-west from the water tower, Windermere is at left, with the two villas belonging to Mary Jolly and her unmarried daughters in foreground. The setting is still essentially rural and Queens Avenue not yet formed. HCL\_00497a 1913.





Another view from the water tower circa 1914 shows Lake Road in the foreground, Marama Street at right, and Queens Avenue not formed but roughly where the white gate and drive are at the foot of the hill. The houses built on the west side of Lake Road on the first of Mary Jolly's subdivision are evident. HCL\_07048



Almost the same view a few years later shows one of the Misses Jolly's villa at left above Marama Street, Queens Avenue joining Lake Road on the right-hand edge of the image. Several houses have been built on Queens Avenue. HCL\_01015.



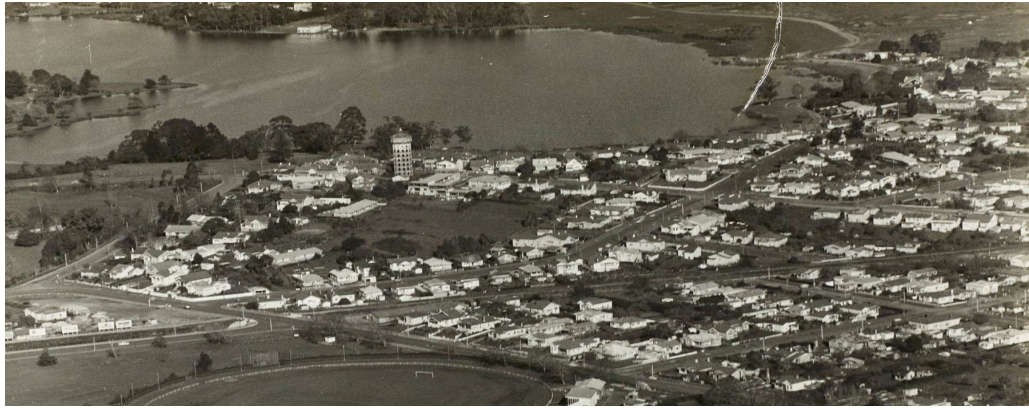
A circa 1920 view shows a few houses on Queens Avenue and Upper Kent Street have been built. HCL\_09766.



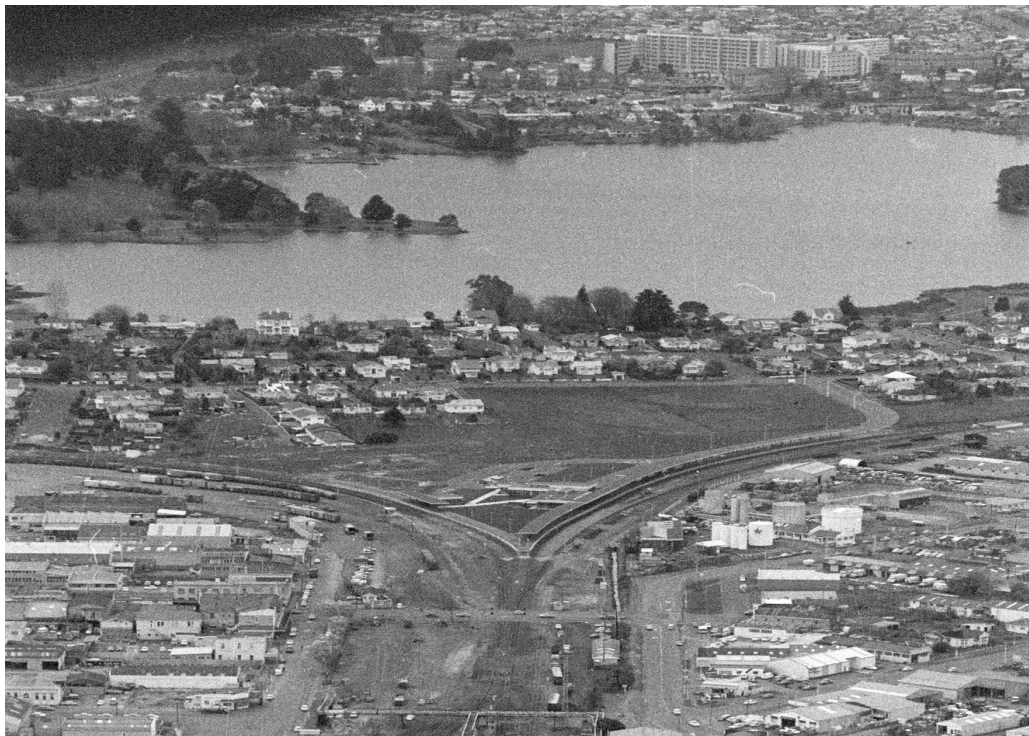
This 1930 view of Frankton looking south towards the lake shows more houses have been built along Queens Avenue, Islington and Upper Kent Streets. Windermere is partially obscured by trees. HCL\_08624 (cropped).



A view of the aftermath of the tornado in August 1948. Queens Avenue runs across the top of the image, with Islington and Upper Kent running down to the railway line. HCL\_00329 (cropped).



In this aerial view the Lake Road end of Queens Avenue is visible at the right-hand side of the image. HCL\_15012 (cropped) 1976.



Another aerial view taken in 1976 shows Windermere silhouetted against the lake, Queens Avenue running from left to right to its junction with Killarney Road and the railway junction in the foreground. HCL\_14020 (cropped).



## Appendix 2 – Extent Map and addresses for Queens Avenue HHA



### Indicative numbers only

Block	Primary House numbers included in Proposed HHA extent	
Queens Avenue Lake Road end block	3, 5,7, 9, 119, 11 Queens Avenue 4,6,8, 10, 12(A),14,16,18,22,24 Queens Avenue 92 & 94 Lake Road	
The upper Queens block fronting the Jolly estate and home;	39 Queens Avenue - "Windermere" 41,43,,41, 43,47, 51, 53,57,61,65,69, Queens Avenue 73,77 Queens Avenue 1 French Street (81 Queens Avenue)	Considered extent includes Windermere flats
Queens Avenue Killarney Road end (known as the Soldiers Settlement)	92,94,98,100 Queens Avenue 91,95,99 Queens Avenue 102,104,106 Queens Avenue 107 Queens Avenue	Note 102,104 ,102,104, 106 & 107& 107 are outside of Were submission

Notes :

1 French Street is also 81 Queens Avenue

92 and 94 Lake Road are corner sections (1 and 2 Queens ) but numbered under Lake Road

## Appendix 3 – Assessments

From Appendix 9 Plan Change 9 -s32 Report Historic Heritage Areas Report 22 June 2022 Hamilton City Council

Extract assessment of Queens Avenue, Islington and Upper Kent grouping by Mr Knott 2022.

STREET NAME	Representativeness	The area displays consistency in physical and visual qualities that are representative of their identified Heritage Theme and assessed as being at least moderate value in relation to the majority of the consistency criteria:								Conclusion Consistency Criteria	Recommended as HHA
		Street/Block Layout	Street Design	Lot Size, Dimensions and Density	Lot Layout	Topography and Green Structure	Architecture and Building Typology	Frontage Treatments	Comments		
	That the area is representative of a period of development which has historic heritage significance in the development of the city	A consistent Street/Block Layout which makes a positive contribution to the character and quality of the area	Consistent Street Design, including street trees, berms, carriageways and other planting within the street which make a positive contribution to the character and quality of the area.	Consistency in Lot Size, Dimensions and Development Density, including shape and size of lots which makes a positive contribution to the character and quality of the area.	Consistent Lot Layout, including position of buildings on lots, dominance of car parking, and landscape and tree planting within the lot which makes a positive contribution to the character and quality of the area.	Whether the overall Topography and Green Structure of the area makes a positive contribution to the character and quality of the area.	Consistency of styles of Architecture and Building Typologies, including overall shape, form and material, and whether these factors make a positive contribution to the character and quality of the area.	Consistency in Street Frontage Treatments, such as walls, fences and planting, and whether these make a positive contribution to the character and quality of the area.			
Queens Avenue , Upper Kent Street , Islington Street									Provides connection from Killarney Road to Lake Road. Wide carriageway with berms and footpaths (also has on street cycle lanes). Regular street trees on east side, less regular on west due to overhead power lines. Lot shape and width and lot layout vary, in part due to topography (buildings on east side are above street level) and also redevelopments. Layouts respond to topography. Large number of historic weatherboard buildings, along with some brick and plaster too. However, large redevelopment at corner of Fraser Street and other recent and historic redevelopments	4/7	Not recommended as HHA as not Representative and does not score sufficiently high in Consistency Criteria
									throughout street. Boundaries vary with a number of tall fences; recognising that this is a busy street.		

Not recommended as HHA as not Representative and does not score sufficiently high in Consistency Criteria

# Assessment of Queens Avenue, as defined by HHA map, by L Kellaway April 2023

## HISTORIC AREA STREET ASSESSMENT –BASED ON KNOTT CRITERIA (ORIGINAL)

STREET NAME	Representative photos	The area displays consistency in physical and visual qualities that are representative of their identified Heritage Theme and assessed as being at least moderate value in relation to the majority of the consistency criteria										Consistency Criteria Criteria	Recommendation
		Street/Block Layout	Street Design	Lot Size, Dimensions and Density	Lot Layout	Topography and Green Structure	Consistency of styles of Architecture and Building Typology	Frontage Treatments	Comments				
	That the area is representative of a period of development which has historic heritage significance in the development of the city	A consistent Street/Block Layout which makes a positive contribution to the character and quality of the area	Consistent Street Design, including street trees, benches, caravans and other planting within the street which make a positive contribution to the character and quality of the area	Consistency in Lot Size, Dimensions and Density, including shape and size of lots which makes a positive contribution to the character and quality of the area	Consistent Lot Layout, including provision of parking, and landscape and tree planting within the lot which makes a positive contribution to the character and quality of the area	Whether the overall Topography and Green Structure of the area makes a positive contribution to the character and quality of the area	Consistency of styles of Architecture and Building Typology, including overall shape, form and material, and whether these factors make a positive contribution to the character and quality of the area	Consistency in Street Frontage Treatments, such as walls, fences and planting, and whether these make a positive contribution to the character and quality of the area					

### QUEENS AVENUE - partial street – Soldiers Settlement block, upper Queens Jolly block, Lake Road Jolly block (excludes lower middle) Refer to map extents

Queens Avenue Soldiers Settlement Block									Block subdivision remains substantially intact since 1913-20 Edwardian period. Initiated as WW1 Returned Pioneer Soldiers Settlement although Killarney Road part has been demolished in 2010s. Lots are as original & not consistent. While some but no historic plantings. Reasonably intact. Modern fencing, busy road. Minimal subdivision.	5.5/7	
Queens Avenue Upper Queens Jolly block & entrance to Jolly									Block subdivision remains substantially intact since 1913-20 Edwardian period. Initiated by Thomas Jolly. Lots are as original & not consistent. While some but no historic plantings. Reasonably intact. Modern fencing, busy road. Minimal subdivision until middle. Where some historic house included at rear.	5.5/7	
Queens Avenue Lake Road and Jolly block - from Lake Road to Upper Kent on lower side									Block subdivision remains substantially intact since 1913-20 Edwardian period. Initiated by Jolly family. Lots are as original & not consistent. While some but no historic plantings. Reasonably intact. Modern fencing, busy road. Minimal subdivision until middle row on lower level, and opposite 1900s subdivision in front of Jolly side. Original houses (2) included at rear. A part of early subdivision.	5.5/7	

## KNOTT -APPENDIX 9

Queens Avenue Upper Kent & Inlington Street									Provides connection from Killarney Road to Lake Road. Wide carriageway with benches and footpaths (also has on street cycle lanes). Regular street trees on east side; less regular on west due to overhead power lines. Lot shape and width and lot layout vary, in part due to topography (buildings on east side are above street level) and also redevelopments. Layouts respond to topography. Large number of historic weatherboard buildings, along with some brick and plaster too. However, large redevelopment at	4/7	Not recommended as HHA as not representative and does not score sufficiently high in Consistency Criteria
--	--	--	--	--	--	--	--	--	---	-----	---

#### **Appendix 4– Proposed Queens Avenue HHA**



## **PRELIMINARY REPORT ON PROPOSED QUEENS AVENUE HISTORIC HERITAGE AREA** **April 2023 L Kellaway for Peter Were**

### **Proposed Historic Heritage Area** **Queens Avenue Frankton HHA**



Queens Avenue HHA is a significant early 20<sup>th</sup> century housing estate, associated with the Jolly family and Frankton, and is of at least moderate heritage value.

It is part of the history of the early establishment of Frankton as a railway town.

The area comprises a long 1 kilometre avenue between two major Frankton roads, along with four cul de sacs on the historic Jolly estate.

The area was part of Waipa County and Frankton Borough until the town of Frankton amalgamated with Hamilton in 1917. The subdivisions are historically significant with the World War 1 Soldiers Settlement, and the middle and eastern end all part of the Jolly estate subdivisions of 1913 to 1921. The Jolly family established the town of Frankton and were Frankton and Hamilton benefactors. The suburb is directly related to the Jolly farm and Jolly homesteads, of which only Windermere survives located off Queens Avenue. The area survived the 1948 Frankton tornado which destroyed housing and commercial places and killed several people.

The area is bound on the west by the North Island Main Trunk Line and Frankton railway yards and 19<sup>th</sup> century drain; to the north by Lake Road and to the south by Killarney Road, which is a main historic road of Frankton. To the southern side is the prominent hill which overlooks Lake Rotorua to the south, on which Windermere is located. The greatest change has been the infill housing on the Frankton railway yards lands facing Queens Avenue. Until the 2000s the suburb remained substantially intact with most of the houses dating between 1910 and 1940, with mid century subdivision.

The suburb includes Queens Avenue, part Killarney Road, Joffre Street, Islington Avenue and Upper Kent Street, and part of Lake Road. The green space related to Queens Avenue was the Main Trunk Railway land which dated to the 1870s and is an archaeological site. From 1975 Queens Avenue was the main entrance to Hamilton Railway Station. A historic open drain bounds part of the subdivision against the railway line. Queens Avenue area is located where the NIMT junctions to the Thames Eastern Line through Hamilton.

Windermere is a landmark and can be seen for kilometres from the north and west hills, facing Frankton and the lake, and is an important part of the historic area.

The main avenue curves between two 19<sup>th</sup> century roads. The smaller cul de sacs form part of the Jolly family subdivisions. The land is part of the land confiscated as result of the Waikato Land Wars in 1864. Mr Jolly and his family have a long association with the land as farm and then subdivisions created within a decade. Its setting between the two railway lines and hill are significant elements in containing the area, with both single storey simple cottages and more elaborate villas and bungalows housing. Hamilton architects were involved in the house designs along with early 20<sup>th</sup> century group housing builders. The place retained a strong community identity and has historic bungalows in rear sites due to the early subdivision of the avenue. The avenue is a wide street that allow for vistas of the homes, many of which

have a similar house form, There is a predominance of timber and concrete materials, with one distinctive brick home.

Known as the Soldiers Settlement at the Killarney end a number of these cottages have been demolished in Killarney Road and in Mary Street. It is an unusual urban settlement for WW1 soldiers.

Street trees are generally not historic and have been planted under HCC. Old trees are within a number of the houses sites. The railway forms a distinctive urban element, although infill has impacted on the visual connection to the city station.

The homes predominantly date from the late 1910s to 1930s, with later flats and mid century houses. Historically the homes are a mix of working class builders package houses and architect designed bungalows. The area retains much of its original 20<sup>th</sup> century subdivision pattern, with very little change at each end. Lot sizes are generally original in the Edwardian lots, but not consistent. The historic western cul de sacs were part of roads that extended across the rails to commercial Frankton. The upper cul de sacs were focused around entrances to the Jolly homesteads. The 1910a-1930s housing forms and scale have consistency with almost all single storey cottages and bungalows typical of of the time. Garages were built historically on some sites.

Building forms are mainly simple gables in a rectangular shape facing the street, with stuccoed chimneys and clad in weatherboard or stucco (on brick or concrete). Several houses have similar characteristics, and there is one surviving villa which had a turret.

Queens Avenue has recently been impacted by demolition and intensive subdivision on the railway site. The avenue remains a link between two parts of Frankton.

Queens Avenue has historic heritage value for its early 20<sup>th</sup> century housing development by one family; which includes as a WW1 Soldiers Settlement; and with the Jolly family who established the town of Frankton. It is an early 20<sup>th</sup> century example of private housing development, that was considered in the 20<sup>th</sup> century to be a significant town street and one of Frankton's most famous streets.

Significant elements and features include the landmark views to Windermere, the connection to the government railway and views to it, the wide street, the range of Edwardian cottages and transitional villas, some rear homes, and the low single storey scale of the cottages set within their gardens with some front entries and others on the side. The houses on Lake Road corners and on the cul de sacs also form part of the character of the place. A few historic low fences survive including concrete. There are also a few historic garages. Windermere is a landmark in this part of the city. Cultural layers are important as part of the Ngati Wairere lands.

## Proposed Historic Heritage Area Queens Avenue HHA

Below is the proposed Queens Avenue Historic Heritage Area outlined in blue, based on historical research by Ms Williams and a site assessment by Ms Kellaway in March 2023.



## Preliminary Recommendations

Queens Avenue was specifically designed as a private subdivision, by the Jolly family. It has rare elements and historic heritage with the southern block known as a WW1 Soldiers Settlement. It has been an important part of the development of Frankton and in the use of land close to the government railway. Along with Windermere the estate retains many of its original 1910s-30s homes, constrained by the two boundary roads and the Lake Rotorua hill to the south.

The predominantly single storey suburb has retained its early 20<sup>th</sup> century housing types and subdivision. It includes a rare WW1 Soldiers Settlement. It is predominantly an example of early builder design and build cottages and architect designed homes, which includes a range of similar early standardised mass house elements.

House style and plans are of the period with a few villas, but mainly cottages and bungalows. Generally houses face the street although side entrances form part of the design.

Plantings are modern as are a variety of fencing types.

The suburb has retained a high degree of integrity and authenticity at each end and along the upper hill side. Historic bungalows sit behind the front sites, including Windermere, which was common as the Jolly family retained ownership of the farm and Jolly homesteads.

The Knott assessment of the three streets is appended (Appendix 1) followed by my assessment based in a reduced area to 1-107 Queens Avenue (Appendix 2).

In viewing the reduced street area (based on the proposed historic heritage area) as above the following comments are made:

<b>Proposed Queens Avenue</b>	<b>Assessment Criteria</b>
-------------------------------	----------------------------

The proposed Queens Avenue extent is under assessment criteria representative of a Heritage Theme which has local historic heritage significance to the development of the city<sup>3</sup>- Late Victorian and Edwards and during and after inter-war growth (1890 to 1949) ; and the area displays consistency in physical and visual qualities that are representative of their identified Heritage Theme and assessed as being at least moderate value in relation to the majority of the consistency criteria:

- A consistent **Street/Block Layout** which makes a positive contribution to the heritage significance and quality of the area (includes typical private subdivision streets and cul de sacs as original)
- some consistent **Street Design**, including street trees, berms, carriageways and other planting within Queens Avenue which make a positive contribution to the heritage significance and quality of the area. (Berms and carriageways are consistent however street trees are not historic) ;
- Consistency in **Lot Size, Dimensions and Development Density**, including shape and size of lots which makes a positive contribution to the heritage significance and quality of the area, and are historically varied. However recent infill does impact negatively and equates to a reduction in score within the selected area:.
- consistent **Lot Layout**, including position of buildings on lots, dominance of car parking, and landscape and tree planting within the lot which makes a positive contribution to the heritage significance and quality of the area. There is some historic landscape and tree planting within section, and a few original garages. Tree planting on street is modern and does not contribute
- Whether the overall **Topography and Green Structure** of the area makes a positive contribution to the heritage significance and quality of the area. The topography of the area is original with sloping land with housing at low levels and on the upper side of the street reflecting the topography in

setting. Green space has been recently removed which linked the city railway station to the avenue and has diminished any contribution, although original gardens are evident in a number of properties.;

.oConsistency of styles of Architecture and Building Typologies, including overall shape, form and material, etc is evident with both builder housing types of the Edwardian period, some Arts and Crafts and architect designed homes of the same period.

o Consistency in Street Frontage Treatments, such as walls, fences and planting, and whether these make a positive contribution to the heritage significance and quality of the area. There is some consistency in walls and plantings with the same palette as the homes, however there is also more recent elements which detract.

It is noted that these criteria can be considered at street, group of streets or block level as appropriate, The original Knott assessment was Queens avenue , Islington and Upper Kent and wider than the selected area which has been looked at in terms of subdivision blocks based on the history provided by Ms Williams.

My rating as tabled is at 5/7 for the selected area.

## CONCLUSION

In my view Queens Avenue Frankton in parts or groups identified should be 5/7 based on integrity and authenticity, based on historic heritage values (history based) and the criteria used in initial assessment. The recent infill including loss of Hamilton railway station street frontage, has impacted negatively on the readability of the full street.

The suburb was developed by the Jolly family who established the town of Frankton in 1877. It is an important part of the history of development as it is one of the two towns of Hamilton city, as notated in the Williams Themes Report. The street has rarity as a Soldiers Settlement locally and potentially regionally.

The housing suburb holds a clear pattern of the development of the subdivisions and modest single family homes, generally without the use of the car, during the first part of the 20<sup>th</sup> century. Queens Avenue holds a community identity as part of the town of Frankton and is of local social value.

Inclusion of the following should be considered:

- two corners on Lake Rd – 94 Lake and 96 Lake is important as these form 1 and 2 Queens Avenue.
- Windermere (1910) and views to from Frankton should be protected
- Cul de sacs- Islington & Upper Kent – 1910s-1930s

I would recommend that the ratings for the street – in two parts be reconsidered as above with inclusion of the two Lake Road cottages, and former Jolly house, Windermere.

Excluded should be the post 1980s houses.

Visual connections to the railway line should be protected including down Islington and Upper Kent, and the visual site lines to Windermere should be protected.

Height controls are important and retaining front yards. Including rear sites is important and part of the historic nature of the Jolly estate.

Laura Kellaway

## Appendix 5 Shroeder McEwan Paper

## **Stepping forward to look back: Heritage conservation areas and the recognition of the heritage values of place**

**Josie Schroder<sup>1</sup>, Dr Ann McEwan<sup>2</sup>**

<sup>1</sup>Urban Opera, Tauranga, NEW ZEALAND

<sup>2</sup>Heritage Consultancy Services, Hamilton, NEW ZEALAND

**Proposed Theme(s) for Abstract:** Raising the bar/Planning for successful heritage outcomes

Historic heritage identification by territorial authorities combines best practice resource management assessment with an awareness of community expectations around heritage protection and interpretation. In the past many local authorities have focussed upon the identification and protection of individual heritage items, in tandem with the recognition and management of local area character and amenity. Heritage conservation areas offer a more holistic means of identifying and protecting historic heritage values as required by statute, while also meeting community objectives in relation to local identity and environmental protection.

A heritage conservation area may be broadly applied to any distinctive environment in which historic heritage values are embodied; provided it has a good level of physical integrity; can communicate the heritage story of the place's development; has heritage values which are defensible within the context of the RMA; and meets established heritage assessment criteria. Generally a heritage conservation area will incorporate both public space and private property and acknowledge the wider physical and historical context in which it is located.

In New Zealand the Resource Management Act (RMA) provides a definition of what 'historic heritage' is and establishes that its sustainable management is a matter of 'national importance'. Historic heritage is defined as '[t]hose natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures, deriving from any of the following qualities:

- (i) archaeological;
- (ii) architectural;
- (iii) cultural;
- (iv) historic;
- (v) scientific;

(vi) technological; and includes

(a) historic sites, structures, places, and areas; and

(b) archaeological sites; and

(c) sites of significance to Maori, including waahi tapu; and

(d) surroundings associated with the natural and physical resources.

A key point to note here is that the primary focus is upon resources that embody New Zealand's history and cultures, i.e. it is the narrative of history that is the motivation here rather than simply the conservation of a physical entity. Also of note is that surroundings are specifically mentioned in conjunction with the structures (buildings) and sites that are most commonly thought of as heritage resources.

The District/City Plan prepared by each territorial authority is the chief tool with which these councils address the identification and protection of local historic heritage resources. Commonly the Heritage chapter of a District/City Plan will contain a schedule of individual buildings, sites and places that are acknowledged for their historic heritage value. The owners of scheduled buildings and sites are then governed by the rules laid out in the Plan. Individual scheduling focuses attention upon a specific site or structure and its story but this approach may overlook the wider context of that particular scheduled item and ultimately lead to the degradation of the environment from which the building or site derives its meaning and value. District/City Plans more commonly recognise the visual character and amenity of neighbourhoods and areas, rather than their heritage values. In this case aesthetic coherency and homogeneity will likely be emphasised over the diversity and heterogeneity that generally arises out of historic patterns of use and development.

Heritage conservation areas, also sometimes known as historic areas, can be effectively used to recognise and protect the historic heritage values of a locale in which there are located a number of significant individual heritage items or where an important aspect of a community's history and identity is embodied. For example, planned residential environments, such as the Labour Government's state house subdivisions of the late 1930s and 1940s, may be readily identified as heritage conservation areas and their common vocabulary of building styles, materials, setbacks and garden settings protected within the District/City Plan. Less homogenous areas, such as commercial areas or areas of upper class housing that have developed over time, may initially be more challenging for policy and consent planners but their value to the community may be very high. Such areas can also



encompass character values and therefore demand sophisticated urban design responses that are best based upon a sound knowledge of their historic genesis as the basis of, not in addition to, local character values.

Undertaking the identification of heritage conservation areas calls for a multi-disciplinary approach, based upon a sound knowledge of the underlying history of an area and using assessment criteria that are aligned with the RMA definition of historic heritage. The criteria should be consistent with those used to identify individual heritage items for scheduling in the District/City Plan and identification should proceed from a best practice thematic assessment framework<sup>1</sup> that does not privilege age and architectural pedigree over other considerations. Or, to put it another way, the story of New Zealand's history and cultures is obviously not entirely captured by architecturally designed Victorian and Edwardian housing for the upper middle class, and so best practice historic heritage identification and protection seeks to acknowledge the diversity of circumstance and experience of all New Zealanders.

Heritage conservation areas may be highly individual, for example a mixed-use village hub in which the physical environment has determined the position of roads and the containment of individual properties between water bodies and courses. For example, in Akaroa there are two such hubs, which owe their form to both environmental and cultural factors arising out of the settlement's colonial Anglo-French origins.

If the focus is on environments that are primarily residential or commercial in nature, a heritage conservation area may be identified that represents historic heritage values that are also found in other parts of a town or city. In Christchurch a matrix of different residential circumstances and experiences, including: living on the flat or on the hills; upper class or working class neighbourhoods; 19<sup>th</sup> and 20<sup>th</sup> century housing styles and subdivision patterns; private or government housing development for example, encourages the identification of a cluster of heritage conservation areas that not only have intrinsic value but also embody shared narratives that may be communicated across the city.

As much as historic heritage identification is directed towards protection, it is also important that territorial authorities keep in mind the importance of recording and communicating the heritage values and narratives of their communities so that, hopefully, better environmental outcomes arise voluntarily rather than solely by

---

<sup>1</sup>New Zealand Historic Places Trust's *Heritage Management Guidelines for Resource Management Practitioners* [2004, pp. 65-67] and  
The use of thematic frameworks for management and interpretation in *Science for Conservation* 285  
by Peter Clayworth for Department of Conservation.

regulation. Arising out of this activity should be the recognition of emerging or future heritage conservation areas that may embody heritage values the community does not easily recognise. Interpretation, closely aligned with the identification of heritage conservation areas, is therefore fundamental to promoting community understanding of and support for council efforts in this area.

Of course regulation to achieve positive historic heritage identification and protection outcomes will no doubt continue to be necessary as long as District Plans exist. In this case city and district councils need to take a multi-disciplinary approach to historic heritage identification, bringing together expert knowledge in social history, architectural history, landscape history, archaeological and iwi history. Local iwi and hapu (tribes and sub-tribes) may elect to undertake their own historic heritage assessment in partnership with local councils, but good historic heritage outcomes will proceed from an appreciation of the historic continuum in which pre-European indigenous, settler and post-colonial societies all play a part.

While community expectations may be the catalyst for undertaking a heritage conservation area identification project, councils should always be mindful of the need for heritage outcomes to be robust, consistent and defensible. Hence the need for clear and concise assessment criteria as well as a project methodology that can be effectively defended and communicated.

Heritage protection may be achieved through District/City Plan scheduling or under the auspices of other policies and plans such as Reserve Management Plans and Development Codes. Effective alignment between protection mechanisms is essential for achieving robust heritage outcomes and raising awareness of historic heritage values. In the case of council cemeteries and reserves, for example, it is important that historic heritage values are adequately acknowledged and their management addressed so that the territorial authority can demonstrate its own adherence to the objectives, policies and rules promulgated in the District Plan. Where ecological and historic heritage values may come into conflict, such as with the reintroduction of native plantings versus the conservation of exotic species, it is important that good decisions arise out of sound historic heritage information and analysis.

The implementation of heritage conservation area identification and protection by territorial authorities, based on best practice thematic assessment and underpinned by an effective communication and interpretation strategy, has the potential to achieve better and more proactive historic heritage outcomes. By including heritage conservation areas within their planning toolbox local bodies can not only address community concerns about the ongoing loss of heritage buildings, sites and structures, but also raise the standard of knowledge about what constitutes historic

heritage fabric and values. The heritage conservation area template developed for Christchurch City Council has much to offer councils wishing to fulfil their obligations under the RMA in a manner that is not only robust and defensible but also, perhaps even more importantly, interesting and accessible.

Me huri whakamuri, ka titiro whakamua

In order to plan for the future, we must look to the past