

**From:** [Kelly Durham \(AT\)](#)  
**To:** [Penny Anson](#)  
**Cc:** [Doug Fletcher](#); [Liam Winter](#)  
**Subject:** RE: BUN60444262: Carrington Road Upgrade n No 2: S92 Request Archaeology  
**Date:** Monday, 23 June 2025 6:52:00 pm  
**Attachments:** [Appendix K\\_Heritage\\_Impact\\_Assessment\\_Carrington\\_Road\\_2023.pdf](#)  
[image002.png](#)

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Kia ora Penny,

Thanks for your email. Please find a response to the archaeological comments below.

I have attached a copy of the Heritage Impact Assessment prepared by Plan.Heritage that was prepared as part of the Detailed Business Case. In my opinion this is not relevant for the purposes of the resource consent application or assessing the effects of the proposal. We are seeking resource consent to demolish the wall, we have assessed the effects of this and have detailed, in our most recent s92 response, why alternative options to retain the wall are not practical.

The significance of the wall is detailed in section 7 of the Heritage Impact Assessment prepared by DPA Architects. In my opinion this is not inadequate, particularly given that the wall is not identified as a primary feature in the AUP. Both the Heritage Impact Assessment and Archaeological Assessment acknowledge the value of the wall, it's relationship with the main hospital building and the effects of its removal. The effects of the removal of the wall are proposed to be mitigated via several measures including:

- Recording of the wall prior to its de-construction
- Re-use of bricks in the landscape treatment – particularly the boundary treatment with the final details still being worked through with HNZPT
- Interpretive panels / signs adjacent the hospital site.

Ngā mihi,  
Kelly

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**From:** Penny Anson <penny@formeplanning.co.nz>

**Sent:** Monday, 23 June 2025 1:37 pm  
**To:** Kelly Durham (AT) <Kelly.Durham@at.govt.nz>  
**Cc:** Doug Fletcher <doug.fletcher@aucklandcouncil.govt.nz>; Liam Winter <liam.winter@beca.com>  
**Subject:** BUN60444262: Carrington Road Upgrade n No 2: S92 Request Archaeology

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Good afternoon, Kelly

I refer to the s92 response received on 10 June specifically item 28.

Council's archaeologist still considers information to be outstanding. Please refer to their comments below.

To close this matter out and as requested on 20 May, can you please provide the assessment prepared by Plan Heritage Limited dated 2023. I would also suggest a response to address their concerns regarding inadequacy of the DPC Assessment provided to Council to date would also assist. This additional assessment could come from DPC or Plan Heritage.

*"Draft reports were shared with HNZ and AC Heritage staff in December 2024, but as noted in my original review, I consider the significance assessments of the wall contained in the final versions supplied at application to be inadequate. The feedback received from HNZ and AC Heritage staff is therefore based on an inadequate values and significance assessment. Again no reference to the 2023 Plan. Heritage report which appears to be the justification upon which design decisions were made.*

*It's great that design has reduced/removed effects on the Oakley Hospital Main Building but again and as indicated in my initial review, an asylum is only an asylum to the extent its patients can be controlled and contained, by rules and walls. Therefore the wall is a highly significant feature of the heritage place and the east/womens wing of the hospital makes no sense as a place of confinement, seclusion and privacy in the absence of the wall. The wall is a key contributing feature to the heritage landscape.*

*The Attachment A – Technical Memorandum – Airing Court Wall further assessment concludes by stating "outcome has been assessed as appropriate in two separate heritage impact assessments (by Plan Heritage Limited in 2023 for the DBC; and by Dave Pearson Architects in 2025 for the consent application)."*

*But again, the former document upon which many design decisions seems to turn, has not been provided and has not been tested, and the inadequate significance assessment of the Pearson Architects document produced once detailed design had been undertaken is inadequate.*

*I acknowledge the competing values at play here and the limited space to do justice to them all, but I continue to hold that the decision making with regard to the Airing Court Wall has been undertaken with a poor understanding of its heritage value. Ultimately, the decision to remove the wall might be the same in the face of a more robust assessment,*

*but that assessment is still outstanding in my opinion”*

Please note I am still waiting on comments from Council’s Landscape Architect. Their review of information submitted on 10 June is pending, when they return from leave at the end of this week.

Thanks very much.

**Penny Anson | Senior Planner | Forme Planning Limited**

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# CARRINGTON ROAD IMPROVEMENTS

## DETAILED BUSINESS CASE

### AUCKLAND

## HERITAGE IMPACT ASSESSMENT

### PREPARED FOR JACOBS

JULY 2023



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CARRINGTON ROAD IMPROVEMENTS  
DETAILED BUSINESS CASE  
AUCKLAND  
HERITAGE IMPACT ASSESSMENT  
PREPARED FOR JACOBS  
JULY 2023

**CONTROLLED DOCUMENT**

Version	Date	Prepared by:	Reviewed:	Approved:
Final for review	31/07/2023	J Brown		

Revision record	Date	Prepared by:	Summary of Changes	Approved:
Draft 1	31/05/2023	J Brown, A Brown		
Final draft	25/08/2023			

Reference this document:
Brown, J. And Brown, A. (2023) Carrington Road Improvements: Detailed Business Case. Auckland. Heritage Impact Assessment Prepared for Jacobs June 2023.

Cover image: Carrington Hospital (Former) Auckland (Plan.Heritage Ltd. 2023)

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## EXECUTIVE SUMMARY

### **Resource Management Act 1991 / Auckland Unitary Plan Operative in Part**

The project also requires modifications within the extent of place of a heritage place – the Oakley Institute Buildings which are part of the former Carrington Hospital complex. The buildings are scheduled in the Auckland Unitary Plan Operative in Part (AUPOP) as a Category A historic heritage place, and also included in the New Zealand Heritage List/Rāangi Kōrero administered by Heritage New Zealand. This HIA identifies that there are several, non-statutory places of local historical interest which will be potentially affected by the proposal, through changes in their setting only.

This assessment of effects concludes that adverse impacts to the built heritage places and features within the project area will be minor adverse overall provided mitigation measures are adopted. In the case of the Carrington Hospital / Oakley Institute, moderate impacts to one particular, non-primary feature of the site are likely to arise. The adverse effects of this can be appropriately mitigated through building recording and interpretation of the site.

Recommendations are also made for adoption of a Heritage Management Plan as a condition, including provisions for monitoring work to scheduled historic heritage places, and to establish remediation protocols in the event of accidental damage to neighbouring places caused by construction activities.

The assessment also concludes that overall, there is potential for minor and indirect beneficial effects to all individually scheduled heritage sites within or adjacent to the project area. These beneficial effects relate to the overall enhancement of the streetscape, which will also support additional footfall and potentially increase visitation to the scheduled historic heritage place Oakley Institute/ Carrington Hospital (former), and to a lesser degree, non-scheduled historical commercial buildings at either end of the development.

On this basis, the Carrington Road upgrade Project would not be contrary to the regional and district plan objectives and policies as they relate to Historic heritage.

### **Heritage New Zealand Pouhere Taonga Act 2014**

The project area includes the 19<sup>th</sup> century Hospital site which meets the definition of an archaeological site under the definition of the HNZPTA 2014. Technically the carriageway alignment also meets the definition of archaeological sites as a place of pre-1900 occupation or activity set out in the HNZPTA 2014. Based on the field visit however, there is little potential for pre-1900 road surfaces to be present due to the degree of later modification and resurfacing.

Recent excavations and site monitoring for the Waterview project to the west of the subject site have demonstrated the potential for archaeological sites of Pre-European Māori and 19<sup>th</sup> century European origin to be present in the wider area generally.

Typically, these sites have been recorded further to the west, along Oakley Creek, and it is also noted that the Unitec campus which borders much of the Project Area along the western edge has been systematically surveyed for archaeological sites and features. The likelihood of previously

unrecorded archaeological sites to be present is low based on this previous work. There are however recorded sites that may be potentially affected as noted above.

Although the proposal does not impact on any other recorded archaeological sites, the potential for unrecorded archaeological sites or features to be present subsurface cannot be entirely discounted. Unidentified subsurface archaeological remains that may be exposed during development, could include former land formations and road surfaces, early infrastructure/ services, artefacts, building foundations, or deep cut subsurface features. If avoidance of any newly discovered archaeological sites within The Project Area is not possible the archaeological remains will be destroyed.

Because there are grounds for archaeological sites to be present, notwithstanding the low probability, an application for a general Authority under section 44(a) of the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA) is recommended prior to the start of works. This will ensure that if any archaeological remains are exposed during the earthworks, impacts will be offset by archaeological investigation and recording, and appropriate action can be taken ensuring delays will be minimised.



## INTRODUCTION

### Project background

The Project relates to the delivery of a Detailed Business Case (DBC) for the Carrington Road corridor in Auckland. The Project is focused on confirming the corridor upgrade requirements for Carrington Road to achieve Auckland Transport's long-term strategic network objectives for the corridor and to enable growth in a manner that promotes mode shift and supports climate change outcomes. In particular, this will involve Carrington Road being upgraded to provide bus priority, upgrading walking and cycling facilities and safety improvements for the corridor to respond to intensified land use and to meet future network requirements (Figure 1; Figure 2).

This Heritage Impact Assessment (HIA) has been prepared for Jacobs by Plan.Heritage Ltd, to inform the Detailed Business Case. Multi Criteria Analysis (MCA) has been carried out for different options, with a preferred option yet to be identified. This assessment therefore focuses on general impacts associated with the upgrades. It assesses the actual and potential effects to historic heritage arising from the proposed streetscape upgrades. Plans showing the potential extent of the proposed works are shown in Appendix 2.

This HIA considers the general potential for effects, and also any relevant objectives, policies, and assessment criteria of the Auckland Council Auckland Unitary Plan Operative In Part (AUPOP) as they relate to historic heritage. This report also includes an archaeological assessment under the provisions of the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA) to determine the effects of the proposed works on archaeological values. This report should not be relied on for any other purpose.

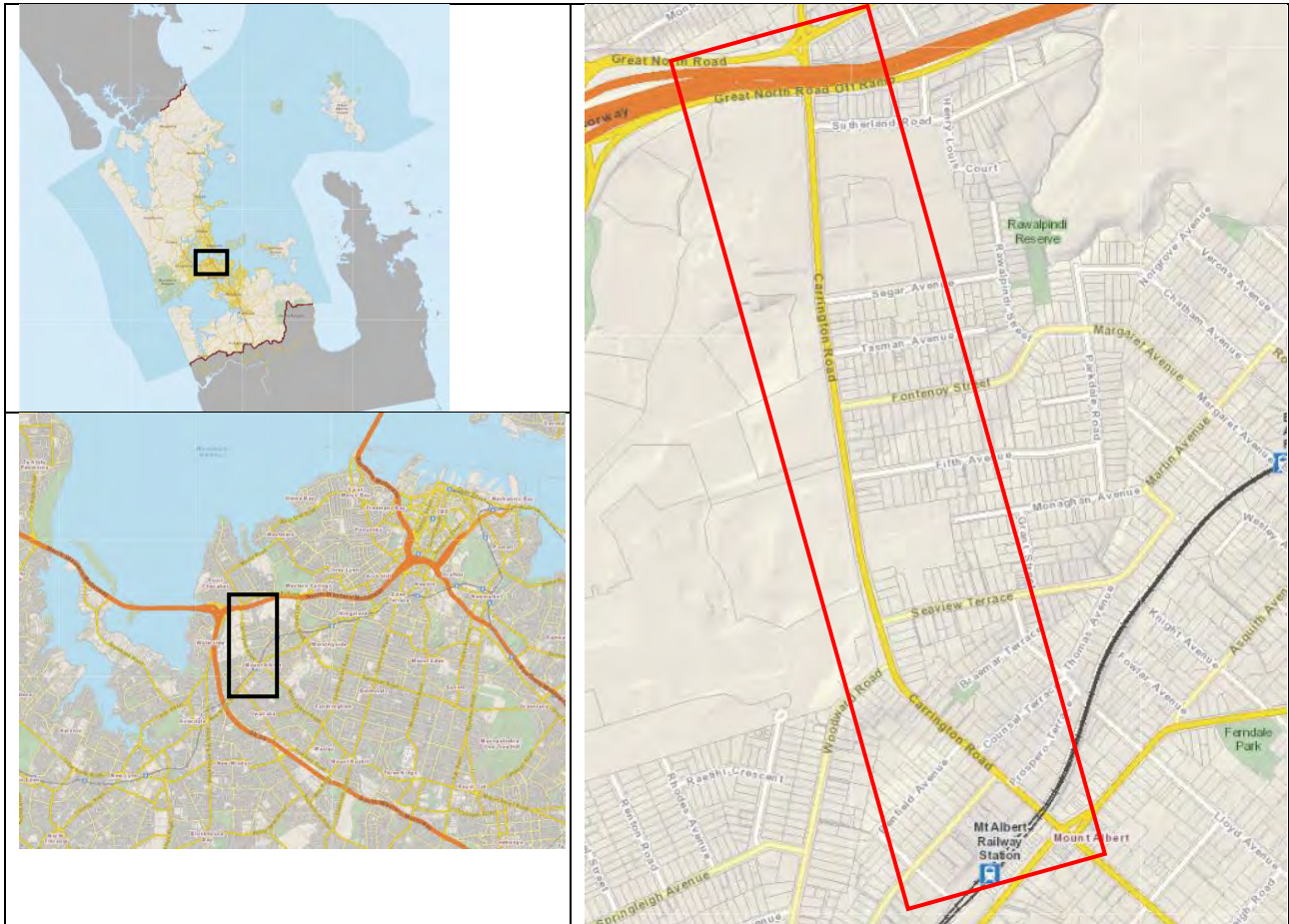
### Methodology

Plan.Heritage Limited was commissioned to undertake an independent historic heritage assessment of the proposal. This involved desk-top research for which the following material has been reviewed:

- Short-list Option Plans, Jacobs, June 2023;
- AUPOP provisions for historic heritage, including planning maps and Schedule of Historic heritage (14.1);
- Auckland Council Cultural Heritage Inventory (CHI);
- Heritage New Zealand Pouhere Taonga (HNZ) New Zealand Heritage List/ Rārangī Kōrero (HNZ List);
- New Zealand Archaeological Association (NZAA) ArchSite Database; and,
- Additional resources are referred to in the reference section

### Consultation and site visits

No consultation has occurred at the time of writing this report. A site visit to inspect the subject site was undertaken by John Brown of Plan.Heritage Ltd. on 11 June 2023.



**Figure 1. General location of project area, marked red (Auckland Council Geomaps accessed December 2022)**

## STATUTORY FRAMEWORK

There are two main pieces of legislation in New Zealand that control work affecting historic heritage sites (including archaeological sites). These are the Resource Management Act 1991 (RMA)<sup>1</sup> and the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA). The Building Act 2004 (BA) and the Building (Earthquake Prone Buildings) Amendment Act 2016 (B(EPB)AA) are also relevant when considering works to historic buildings and building code regulations.

### Resource Management Act 1991 (RMA)

Section 6 of the RMA recognises as matters of national importance: 'the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga' (S6(e)); and 'the protection of historic heritage from inappropriate subdivision, use, and development' (S6(f)).

All persons exercising functions and powers under the RMA are required under Section 6 to recognise and provide for these matters of national importance when 'managing the use, development and protection of natural and physical resources. Archaeological and other historic heritage sites are resources that should be sustainably managed by 'Avoiding, remedying, or mitigating any adverse effects of activities on the environment' (Section 5(2)(c)).

Historic heritage is defined (S2) as:

'those 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'. Historic heritage includes: '(i) historic sites, structures, places, and areas; (ii) archaeological sites; (iii) sites of significance to Māori, including wāhi tapu; (iv) surroundings associated with the natural and physical resources'.

Regional, district and local plans contain provisions that help to identify, protect and manage historic heritage places. The plans are prepared under the rules of the RMA. This includes definitions, identification of heritage sites and assessment of their heritage values, historic sites, incentives, regulatory controls, and mapping. The Auckland Council Operative in Part Unitary Plan (AUPOP) is relevant to this proposal and is considered in the assessment of effects section (below).

Further information on the RMA is available on the RMA Quality Planning Resource website under 'plan topic' historic heritage (<http://www.qualityplanning.org.nz>) and New Zealand Legislation website (<http://legislation.govt.nz>).

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<sup>1</sup> Management of historic heritage is also administered under the Local Government Act 2002 (LGA) and there are also relevant historic heritage-related provisions under the Reserves Act 1977, the Building Act 2004 and the Marine and Coastal Area (Takutai Moana) Act 2011. There are a range of organisations involved including: Ministry for Culture and Heritage, Ministry for the Environment, Heritage New Zealand, local authorities, iwi and hapū, and community groups.

## Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA)

Heritage New Zealand Pouhere Taonga (Heritage NZ) administers the HNZPTA. The HNZPTA contains a consent (authority) process that protects all archaeological sites whether recorded or not, and they may not be damaged or destroyed unless an Authority to modify an archaeological site has been issued by Heritage NZ (Section 42). An archaeological site is defined by the HNZPTA Section 6 as follows:

'archaeological site means, subject to section 42(3), –

(a) any place in New Zealand, including any building or structure (or part of a building or structure) that –

(i) was associated with human activity that occurred before 1900 or is the site of the wreck of any vessel where the wreck occurred before 1900; and

(ii) provides or may provide, through investigation by archaeological methods, evidence relating to the history of New Zealand; and

(b) includes a site for which a declaration is made under section 43(1)'

Under Section 42(3) an Authority is not required to permit work on a pre-1900 building unless the building is to be demolished.

Heritage NZ also administer the New Zealand Heritage List/Rārangi Kōrero (The List). The List is the only statutorily established national list of New Zealand's significant and valued historical and cultural heritage places. Entry on the List infers no statutory protection, but many places which are scheduled in regional and local plans are also places included on The List, and Heritage NZ may be deemed an affected party by the local authority when a resource consent is required for such places. Additionally local authorities are required to notify Heritage New Zealand Pouhere Taonga if a building consent application is received regarding a property on The List. This allows Heritage New Zealand Pouhere Taonga to offer conservation advice to property owners and the local authority. The fact that a property is included in the List should be noted on any relevant land information memorandum (LIM) supplied by a local authority. Further information on the HNZPTA is available on the Heritage NZ website ([www.heritage.org.nz](http://www.heritage.org.nz)) and New Zealand Legislation website (<http://legislation.govt.nz>).

Note that the Oakley Building / Carrington Hospital (Former) within the project area is included on The List at this time. Additionally, as a site of human occupation and activity prior to 1900 Carrington Road technically also meets the definition of an archaeological site under the provisions of the HNZPTA. This is addressed further in the assessment section of this document.

## Māori heritage sites

The RMA and HNZPTA provides for the relationship of Māori with their ancestral lands, water, wāhi tapu sites and other taonga (<http://www.qualityplanning.org.nz>). Recognition and protection of Māori heritage is a fundamental principle of historic heritage in New Zealand.

The Treaty of Waitangi is the founding document of our nation. Article 2 of the Treaty recognises and guarantees the protection of tino rangatiratanga, and so empowers kaitiakitanga as customary trusteeship to be exercised by tangata whenua. This customary trusteeship is exercised over their taonga, such as sacred and traditional places, built heritage, traditional practices, and other cultural



heritage resources. This obligation extends beyond current legal ownership wherever such cultural heritage exists.

Note that there are no scheduled sites or places of value or significance to mana whenua within the project area. Further advice on appropriate consultation with Mana Whenua can be obtained from Heritage NZ and Auckland Council (AC).



**Figure 2. Location of the Project area (north) – Great North Road to Woodford Road**





**Figure 3. Location of the Project area (South) – Woodford Road to New North Road / Mt Albert Road junction**

## SITE AND CONTEXT

### General Location and topography

The project area includes the length of Carrington Road to the junction with Great North Road at the north, and New North Road at the southern end (Figure 2; Figure 3).

Carrington Road is an arterial road running broadly north-south. It connects to Great North Road at the northern end, which then heads northeast toward Auckland City and north along Point Chevalier Road to Point Chevalier. To the south, the road crosses over the Auckland Line railway to connect with Mt Albert Road (heading southwest) and New North Road (heading northeast). This historical street layout has been modified at the northern end with the arrival of the motorway in the 1960s, which passes under the road bridge in a deep cut travelling roughly east-west. Carrington Road remains an important node for the road network.

Towards the north of the project area, the former Carrington Hospital building (Referred to also as the Oakley Institute Building 1) is located at the northeastern corner of a roughly rectangular parcel of land owned by Unitec. The site is bounded to the east by Carrington Road, to the west by the Great North Road and to the north by the Northwestern Motorway. Beyond the motorway, to the northeast of the building, is the shopping centre of Point Chevalier. Access to the site was traditionally from the Point Chevalier corner, however, this was severed when the motorway was constructed. South of the Main hospital building on the west side are the former grounds of the wider complex, now in the process of redevelopment. The grounds extend south to the junction with Woodford Road (Figure 4).

Across Carrington Road to the east of the Hospital is the Buchanan Rehabilitation Centre. Along the eastern edge of the carriageway is predominantly residential in character with a mixture of interwar bungalows, 1930s to 1950s State House development on the east side of the carriageway from Segar Avenue to Seaview Terrace and further south, Gladstone Primary School. Then south of Woodford Road to the rail bridge there is a mixture of Californian and transitional bungalows, and Edwardian Bay villas. At the junction with New North Road and Mt Albert Road, the domestic architecture is replaced by commercial buildings in the immediate vicinity of the Project Area (Figure 5).

Typical built form and landscaping is shown in Figure 6, while key historical buildings of interest are illustrated in Figure 7.





**Figure 4. Carrington Road – Great North Road to Woodford Road - general environs**





**Figure 5. Carrington Road – Woodford Road to New North Road**





**Figure 6. – typical built form and landscaping**





**Figure 7. Scheduled Historic Heritage Places and Non-Scheduled buildings**



## HISTORICAL BACKGROUND

The following history is primarily taken from the following recent Assessment documents and augmented in places. The work of the original authors is acknowledged:

*Farley, Low and Clough 2018. Wairaka Precinct: Archaeological and Heritage Due Diligence Prepared For The Wairaka Land Company February 2018*

*Ussher 2021. Carrington Backbone Works project: archaeological assessment. CFG report to Beca Ltd and Marutūāhu and Waiohua-Tāmaki Rōpū*

### Brief Māori history<sup>2</sup>

While based on reliable documentary sources, this information should not be viewed as complete or without other context. There are a large number of iwi historically associated with the Auckland region and many other histories known to tangata whenua.

Māori occupation of the Auckland Isthmus can be traced back over centuries and is evidenced by the numerous pre-European archaeological sites and associated place names throughout the region (Figure 8). A number of iwi and hapu groups claim affiliation with the Auckland area including Ngati Whatua, Ngati Paoa, Te Kawerau a Maki, Ngai Tai, and Te Wai-o-Hua, whose tribal territories commonly changed in response to warfare, migration or intermarriage.<sup>3</sup> Early settlements were typically established near shorelines and major rivers and were occupied for varying periods according to the availability of food resources.<sup>4</sup> Satellite fishing and gardening camps were usually set up away from long-term settlements during the summer months and food would be preserved and then taken back to the kainga (village) for use during the winter<sup>5</sup>.

Around 1500 AD Māori began to construct defensive settlements known as pa, which were sited on strategic areas such as headlands and volcanic cones (such as Mount Albert) and surrounded by ditches and palisades. The appearance of pa throughout Tamaki-makau-rau indicated increased competition for the area's resources, a growing population, and ultimately: warfare<sup>6</sup>.

#### *Owairaka (Mount Albert)*

Māori reputedly named the volcanic cone situated at present day Mount Albert 'Owairaka' (meaning 'the place of Wairaka') after the notable chieftainess Wairaka of Ngati Awa<sup>7</sup>. A number of different accounts, derived from oral histories, have attempted to recount the origin of the name; however, it is thought that Wairaka was the daughter of Ngati Awa chief Toroa, who travelled to New Zealand

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<sup>2</sup> This section is repeated from

<sup>3</sup> While based on reliable documentary sources, this information should not be viewed as complete or without other context. There are a large number of iwi historically associated with the Auckland region and many other histories known to tangata whenua. D. Simmons, *Māori Auckland*, Auckland, 1987, pp.27-31.

<sup>4</sup> Ibid., pp.14-17.

<sup>5</sup> Macready and Clough 2012, 4

<sup>6</sup> Macready and Clough 2012, 4

<sup>7</sup> Reed and Dowling 2010, 296

aboard the Mataatua waka<sup>8</sup>. Wairaka's migration was said to have resulted from marital disputes and Scott recorded: 'Wairaka was skilled in the sport of surf-board riding, her husband, to discourage her, moved to an inland village in Tahiti, but she still went frequently to the sea. Wairaka was beaten by her husband and a feud between their families broke out and as a result Wairaka came to New Zealand with her father Toroa<sup>9</sup>. The waka eventually made landfall at Whakatane and the tribe established a settlement at the Bay of Plenty. Wairaka was then encouraged to take a new husband and was asked to place her mark on the forehead of a suitable partner. Wairaka agreed; however, while searching for her intended during the night she mistakenly marked the wrong man. In order to escape the marriage, Wairaka journeyed north with a small section of her tribe<sup>10</sup>. She eventually reached what is now Owairaka, in the midst of Tamaki-makau-rau, and lit a fire on the summit to claim her possession of the mountain<sup>11</sup>

Close to the project area, within what is now Te Whare Wananga o Wairaka campus (Unitec Ōwairaka), is the spring fed Wairaka stream which would have been an important natural resource. Early Māori occupants of the Ōwairaka/ Te Ahi-kā-a-Rakataura / Mount Albert area utilised Te Auaunga / Oakley Creek and its catchment to support settlement, and gathered fresh water, crayfish, eels, and shellfish from the wider area. Abundant crops of flax and raupo around the waterway were commonly used to make clothing, roofing and matting, and stands of native timber, particularly karaka, facilitated the construction of whare, storage houses and defensive palisading<sup>12</sup>.

Around 1600 AD a migratory group of Ngati Awa, led by Titahi, came down from the north and claimed ownership of large tracts of Tamaki-makau-rau, including Owairaka (Harvey 2006: 147). A section of the tribe established themselves on the mountain and set about constructing terracing and defensive works which, despite later quarrying and levelling, can still be seen today. By 1740 ownership had passed to the tribe Wai-o-Hua, led by the chief Kiwi Tamaki, who held control over vast areas of the isthmus and established his main pa at Maungakiekie (One Tree Hill) (Matthews and Matthews 2009: 5). Owairaka pa formed the westernmost defence of Kiwi's territory and he is known to have regularly stayed on the mountain during the kuaka (godwit) season over March and April. Under Kiwi's leadership, the population of Owairaka is thought to have reached its peak, with around 1,500 people residing in the settlement (Scott 1983: 15). As the population grew Wai-o-Hua faced increasing pressure for food and sought resources further afield. This resulted in several clashes with other tribes, particularly Ngati Whatua, and eventually culminated in all-out warfare after Kiwi Tamaki attacked and killed several Ngati Whatua warriors at the funeral of Tumupakihi (Taonui 2006: 198).

Led by Tuperiri and Wahaakiaki, Te Taou (a tribe of Ngati Whatua based in the Kaipara Harbour) engaged in several subsequent battles throughout the Auckland region with Wai-o-Hua and eventually claimed revenge with the death of Kiwi Tamaki at Paruroa (Big Muddy Creek) (ibid.). Scott notes that during the period of warfare Owairaka pa was besieged by a Thames war party that had joined Ngati Whatua to seek utu for a historic incident. Wai-o-Hua offered an able defence and were thought to have given the longest resistance before they made their escape from the pa via

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<sup>8</sup> Harvey 2006, 146-7

<sup>9</sup> Scott 1983, 14

<sup>10</sup> Ibid.

<sup>11</sup> Matthews and Matthews 2009, 6

<sup>12</sup> Matthews and Matthews 2009

the network of lava tunnels (Scott 1983: 16). Following the decisive victory Te Taou claimed ownership of Tamaki-makau-rau and various sub-tribes (later known as Ngati Whatua-o-Orakei) settled on the isthmus (Taonui 2006: 198).

A period of peace ensued following the conquest of Wai-o-Hua and members of the tribe eventually travelled back to the region to live alongside Ngati Whatua. Owairaka lost its importance as a stronghold following the war with Te Taou and subsequent intertribal wars during the early 19th century ensured it never regained status. From 1815 skirmishes with tribes such as Ngati Paoa over food resources and land ownership continued throughout the isthmus; however, the Ngapuhi raids of 1821 proved the most devastating. Led by Hongi Hika, Ngapuhi travelled south from the Bay of Islands seeking revenge for an earlier defeat (the battle of Te Kai-a-te-karoro, or food for seagulls, in which Ngati Whatua had defeated Ngapuhi at Moremonui) (ibid.: 199). Equipped with newly acquired muskets, Ngapuhi laid waste to their traditionally armed enemies and scores of Ngati Whatua were killed. Survivors fled south into the Waikato and traditional territories lay abandoned. European travellers to the area in the early 1830s observed that they 'did not see a single inhabitant or observe a single fire'; however, by the mid-1830s many Maori had begun to re-establish themselves throughout the isthmus (Scott 1983: 16). Settlements were concentrated around Orakei, Mangere and Onehunga and former pa sites, such as Owairaka, vulnerable to musket attack, were left derelict.



Figure 8. Māori place names around the Waitemata Harbour and Central Auckland (source: Kelly, J. and J. Sturridge. 1990. Map of the Tamaki Isthmus with Māori Place Names Redrawn from Tamaki-makau-rau by Leslie Kelly. Department of Geography, Auckland University)



## European settlement

One of the first Europeans to sight Owairaka was Samuel Marsden, an Anglican cleric and member of the Church Missionary Society, who climbed the mountain in 1820. He later wrote:

‘After leaving Manukou [sic] we walked overland to the banks of the Wyteematta [Waitemata], a distance of about eight to ten miles. Our road lay over the summit of the very high round hill called Wyedakka [Wairaka] from the summit of which there is the most extensive prospect. The western and eastern shores are in view; several rivers, forests and mountains are also to be seen, with Point Rodney and Cape Colville at the entrance of the Thames. On descending the hill Kowhow [Apihai Te Kawau, Marsden’s Māori guide] called us on one side to see a deep cavern which had the appearance of the mouth of a volcano. He told us the cavern was very deep. The whole hill appeared to be a volcanic production, and the stones around the bottom had a similar appearance.’ (ibid.)

In January 1836 Sydney trader Thomas Mitchell acquired large tracts of Auckland, including Mount Albert, from Ngati Whatua chiefs Apihai Te Kawau, Kauwae and Tinana Te Tamaki. The deed described the area as: ‘Bounded on the west by the sea, on the east by land called Otahuhu until it reaches the Waitemata inlet, to follow on the north the Waitemata to its source, thence due west to the sea, and on the south by the Manukau’ (Daily Southern Cross, 5 June 1875: 1.) Mitchell traded the land for goods and cash including 1000 pounds of tobacco, 100 dozen pipes, and six muskets; however, following his death soon afterwards in November 1836 the property reverted to his widow, who sold the estate to the New Zealand Manukau and Waitemata Company for £500 (Scott 1983:16). Headed by Scottish entrepreneurs, the company issued prospectuses from 1839 and sold shares in Auckland land to interested migrants. The validity of the original purchase was later challenged by the Land Claims Commission, which concluded that ‘no Māori witnesses having presented themselves during three advertised hearings, the company’s claims were not proven’ and the claim was reduced to a vastly diminished parcel of land at Cornwallis (ibid.).

In 1840 Governor Hobson arrived in Tamaki-makau-rau at the invitation of Ngati Whatua chiefs, who encouraged settlement to provide greater trading opportunities as well as protection from northern tribes (Stone 2001). Hobson negotiated the Crown purchase of 3000 acres of land between Cox’s Bay and Hobson Bay (with Mt Eden at the apex) in September that same year and by March 1841 the capital of the fledgling colony had been relocated from Russell in the Bay of Islands to the newly named Auckland (Reed and Dowling 2010: 34). A second larger purchase was made in June 1841, which comprised around 12,000 acres of land known as the Waitemata to Manukau Block and included Mount Albert (Stone 2001: 300). The deed of conveyance read: ‘Know all men by this document that we the Chiefs and men of the Ngatiwatua [sic] tribe give up and sell the portion of land described within the boundaries mentioned in this writing to Mr. Clarke the protector of the Natives for the Queen of England and her heirs whether male or female whether Kings or Queens for ever the land the whole of the water and everything above or below that land and we altogether sell to Mr. Clarke Protector of Aborigines on behalf of the Queen of England and her heirs whether male or female. The Eastern boundary commences at Orakei and runs along the road to Manukau until it reaches Maungakiekie (One Tree Hill). The Southern boundary runs from One Tree Hill to Puketapapa (Mount Rascal) by Wairaka to the portage at Te Wao. The Western boundary runs from (the portage) Te Wao to the boundary of the land formerly sold by us to the Queen. The Northern boundary runs from the Queen’s boundary along the Sea Coast to the Bay of Orakei (The places we separately sold to Europeans formerly to be excluded).’ (Turton 1877: 271).

The deed was signed by Te Rewiti Tamaki, Apihai Te Kawau, Paora, Te Hira, and Taumata, along with several European witnesses, and acknowledged payment of four horses, 30 blankets, 10 cloaks, one tent and one sealing box (desk) (ibid.). The Crown also paid £200 in cash for the land,

which could be equated to around 4 pence an acre for the area which now includes Mt Albert, Epsom, Mt Eden, One Tree Hill, Avondale, Point Chevalier, and the majority of Remuera (Scott 1983: 18).

### **Carrington Hospital<sup>13</sup>**

Plans to establish a lunatic asylum in Auckland began in 1851 with a meeting held on 14 January at the Mechanics' Institute. By the middle of 1852, after much debate, the first asylum was established on the grounds of the provincial hospital, at the Domain. However, this building was small, and soon became overcrowded.

The situation with regard to accommodation for the mentally ill in Auckland had become dire by 1862. On 19 March 1863, the Auckland Provincial Council's Select Committee recommended that allotment 100, Suburbs of Auckland be set aside as an asylum endowment: "situated adjacent and to the west of Low & Motion's Mill, containing 200 acres, with the exception of 10 acres to be Harbour Endowment." This appears to have been an area of land between Meola and Motions Creek, which is the Meola Reef Reserve today. It still appeared on maps as late as 1892 as "Asylum Endowment".

The Council requested that the Superintendent go ahead and obtain Crown Grant title from the government. Then, Mr. Rowe moved postponement of any further consideration of this site. He may have had second thoughts about placing the asylum on the Meola Reef land, or he had other options in mind. On 31 March, 6 the Select Committee came up with that other option: the Reserve at Oakley's Creek ("No. 29", although this may have been a simple mis-numbering error, when they meant Allotment 30, Parish of Titirangi).

"Your Committee," they reported, "after having visited several proposed sites, and taken evidence of the Provincial Surgeon, are of opinion that the Reserve at Oakley's Creek, No. 29, should be recommended to the Provincial Government as being the most eligible site for the erection of a Lunatic Asylum, from its cheerful aspect, nature of the soil, supply of water, and easy distance from town." (Figure 9). Of the plans laid before them back in February, they recommended that the "central portion" be built, with alterations suggested by a Mr. Sanderson, to the cost "not to exceed £20,000." The Council was to get funding for half of that sum under authorisation of the Auckland Loans Act 1863.

By September, plans from England by a Mr. Barrett were submitted to James Wrigley, an Auckland architect, who adapted them as there was apparently "a material defect likely to affect the health of the inmates".

Of the two wings intended for the hospital, only the left or eastern wing was completed in the 1860s. A Select Committee considered the architect's report in October, and by early January 1864 the tender for supply of bricks for the asylum was advertised. Local flour miller John Thomas was awarded the contract to supply 900,000 bricks that year. He was unable to complete the contract however, for various reasons; he did however supply around half of the number required and finished up working a kiln on the construction site in early 1865. The remainder of the bricks came

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<sup>13</sup> Auckland Council CHI record - Research Summary by L Truttman 2008

from Daniel Pollen's brickyard at the end of Rosebank Peninsula, and George Boyd's Newton brickyard.

The builder of the first asylum building at Pt Chevalier was Henry White, who had arrived in Auckland c.1843, and had during his career "built some of the largest buildings in and about Auckland", including the Wesleyan Chapel in High Street, the Shortland Street Post Office and Custom house, and the Southern Cross printing office. ' Of his work, only the asylum building remains.

The building was completed in 1867. It was described in 1870:

"The building itself is a substantial, plain structure of brick. It possesses the latest modern improvements in internal details and ventilation, and is in a thorough state of repair. At the back are two large and well-gravelled airing yards, surrounded with lofty brick walls, for male and female inmates. There is a church capable of holding about 250 persons. The female inmates occupy the ground-floor, and the male patients the lower portion of the building. There are also within the building large, well-ventilated dining-rooms for the patients, and accommodation for the Resident Surgeon and the other officers; suitable kitchen, dairy, bakehouse, cellars, and other necessary places; and a good supply of water is obtained from a well on the premises."

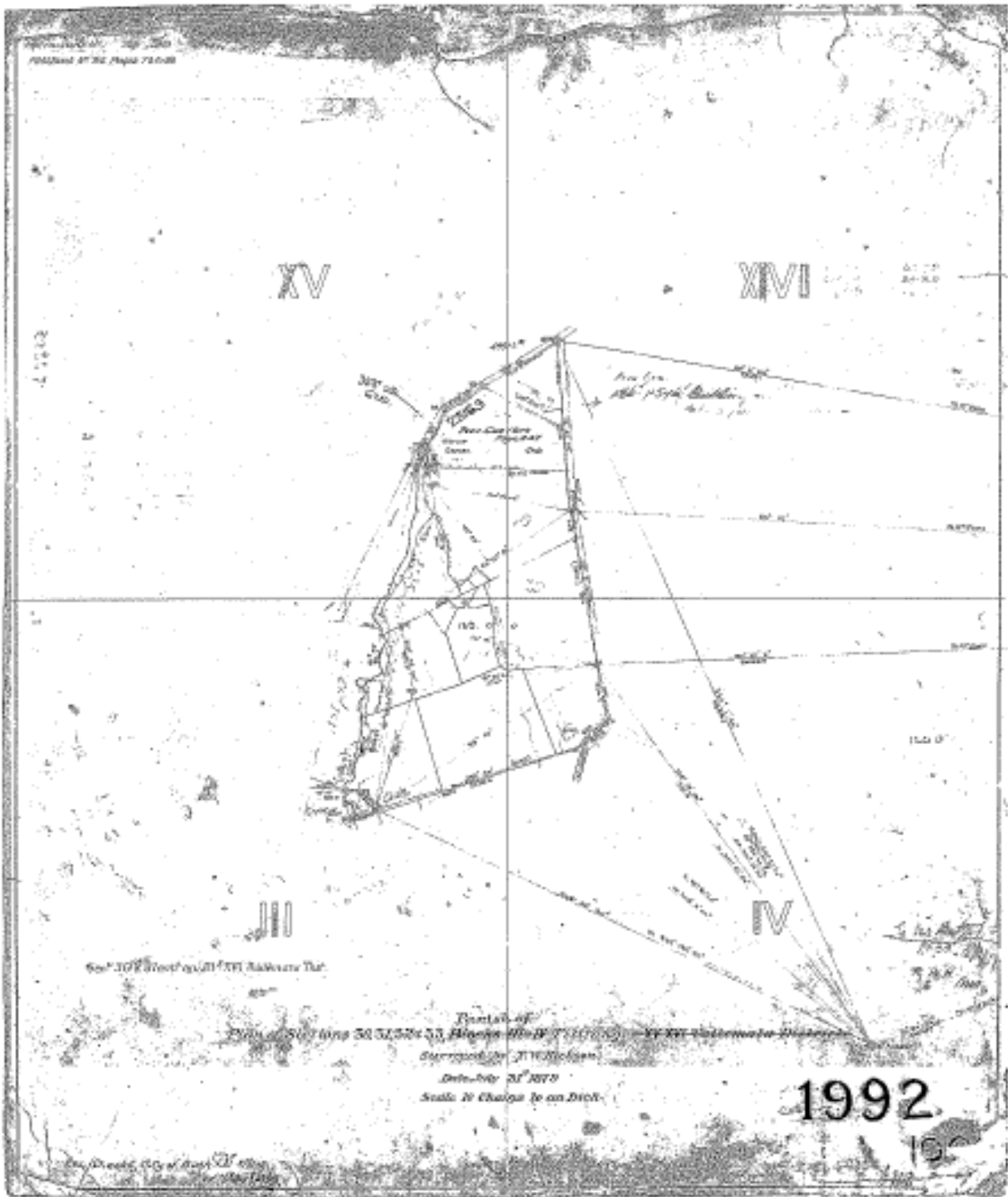
In September 1877, a fire destroyed most of the left wing of the hospital and the upper floor of the central part of the building. Soon after the fire, under the direction of architect Philip Herapath, temporary repairs were made to the roof, and the chapel converted into a dormitory. J By mid-1879, a new western wing was in the course of construction, 1\* and was completed by January 1881. The designer was Phillip Herapath, and the builders were Keane & Jenkinson. The work supervisor was Major Derrom. The new wing was two storeys high, with 32 circular windows at the front "handsomely finished with gauged arches tucked and pointed, coloured bricks with a mullion in the centre of each, and the sills in every instance are of dressed Hobart Town stone." The foundations were stone. The 10 chimneys were made from ornamental brick and Hobart stone "with three red courses underneath it, and yellow and black dentals with gothic shafts and splayed angles of brick corresponding with the main building (Figure 10)

In 1887-1888, the kitchen block was enlarged to provide for separate male and female dining halls. (Figure 11; Figure 12; Figure 13) In 1896-1897, additions were made to the male wing 18 In 1903-1904 the old laundry was altered for further accommodation purposes, but "the delays in getting on with the building were caused by the bad quality of the old bricks, which we counted on being able to use in the new structure, so a much larger extent of the old walls, which it was believed could carry a second storey, had to be taken down."

Windows in the building were altered to take louvred glass in 1955-1956. After the 1877 fire and subsequent alterations made to the central part of the building and its eastern wing, just how much of the original 1867 construction remains is unknown.

In 1972, the hospital was transferred from Government ownership to administration by the Auckland Hospital Board. The building closed as a mental hospital in 1993, and was sold to Carrington Polytechnic (now Unitec). Building 1 is a rare example of mid-to-late Victorian institutional

architecture in Auckland, and is associated with the Victorian to 20th century concepts of mental health and the treatment of those patients diagnosed with a mental illness.



**Figure 9. SO 1992 dated 31 July 1879, showing the area of farmland purchased by the Crown for the use of the Auckland Asylum. The plan shows existing stone walls (source: Quickmap)**



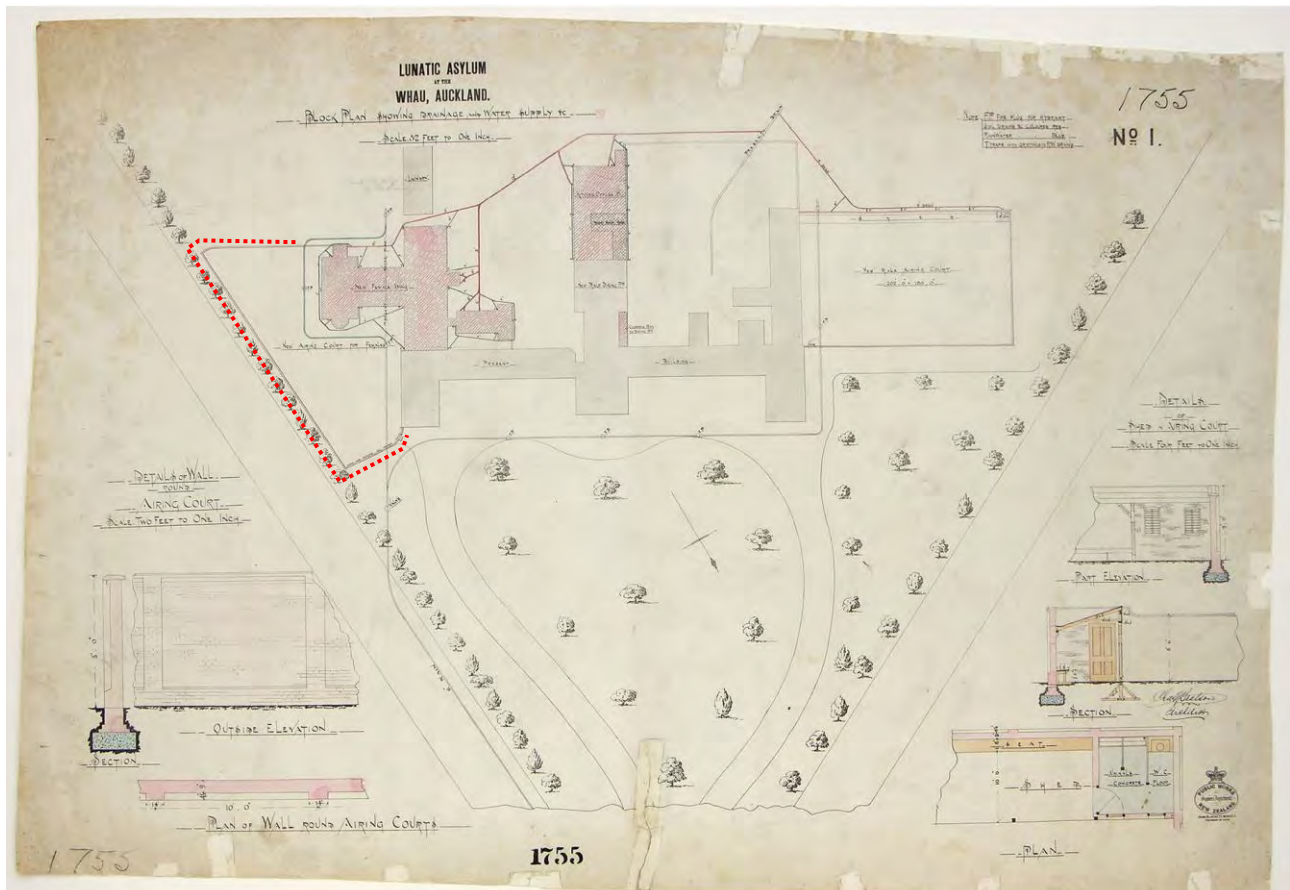


Figure 10. 1886 plan of 'Whau Lunatic Asylum' showing the alignment of the 'airing court' wall, dashed red line (Architecture Archive 33987 GI\_006)



Figure 11. 1890 plan of the asylum grounds showing several buildings to the south of the main hospital building (circled in red) (Archives New Zealand ABZK 24411 W5433 PWD16667/1).

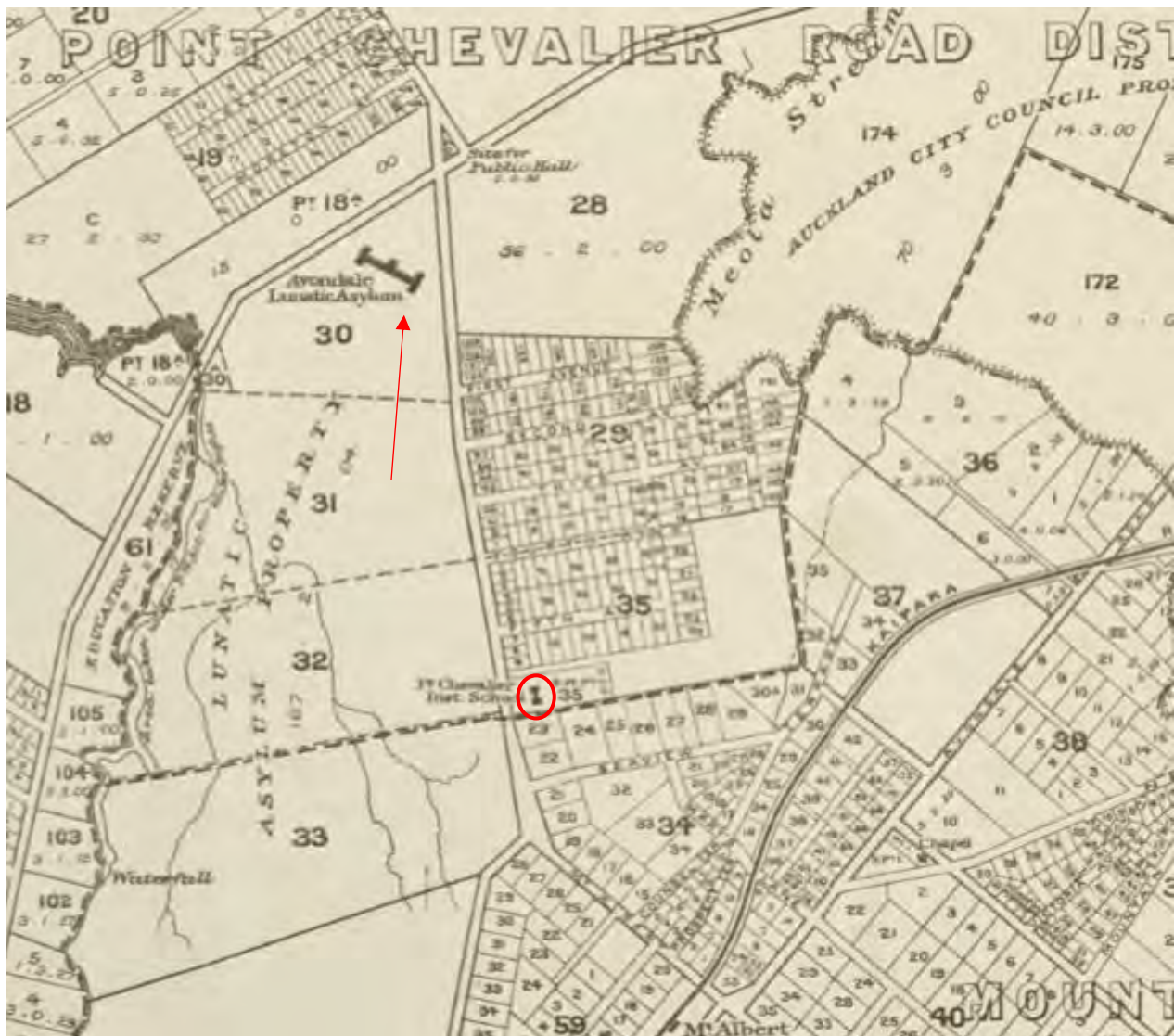


Figure 12. Close up portion of the 1891 plan (Eden Roll 46) showing the original allotments in the Waterview/Pt Chevalier area (Auckland Public Library NZ Maps 4785). Note location of 'Avondale Lunatic Asylum' (arrowed) and Point Chevalier District School (Circled)



**Figure 13. 1890s showing the original entry to the Avondale Mental Asylum at the junction of Great North Road and Carrington Road. (Auckland War Memorial Museum Ref: B3460)**



## RECORDED HERITAGE SITES

An area of 100m radius from the centre line of the roadway was adopted to define the vicinity of the overall Project area, to identify any historic heritage sites that may be affected by the proposed road upgrade.

### *Recorded Sites*

There are 18 historic heritage sites recorded on the Auckland Council Cultural Heritage Inventory (CHI) within a 100m search radius from the centre of the roadway within the project area (Figure 14; Figure 15).

Of these, the former Carrington Hospital / Oakley Buildings site is the only directly affected site. It is included in the AUPOP schedule 14.1. as a category A site (AUPOP id ref 1618). The Oakley Institute / former Carrington Hospital is also included on the New Zealand / Rārangī Kōrero National Heritage List administered by Heritage New Zealand Pouhere Taonga (The HNZ National List). The Oakley Institute is included as a Category 1 place which is the highest category (HNZ List ref 96). The List description applies to the legal title Lot 5 DP 314949 (RT 58983), North Auckland Land District (Figure 16).

There is a concentration of recorded archaeological sites further west within the vicinity of the project area recorded during construction of Waterview and during the development of The AUT Campus on the west side of the road. (Figure 17).

## Previous archaeological investigations

The majority of archaeological sites recorded in the general vicinity have been recently assessed in the following reports and are not repeated in detail here:

*Cable N, 2017. Opus ArchCheck™ Verification Sheet. for Aslam Bhikoo.*

*Farley, Low and Clough 2018. Wairaka Precinct: Archaeological and Heritage Due Diligence Prepared For The Wairaka Land Company February 2018*

*Ussher 2021. Carrington Backbone Works project: archaeological assessment. CFG report to Beca Ltd and Marutūāhu and Waiohua-Tāmaki Rōpū*

A brief desktop review was undertaken by Opus Consultants in 2017. The review only considered the ArchSite mapping data and did not review other documentation. The Conclusions reached were as follows:

“The majority of the proposed works lie within an active and existing road corridor (Carrington Road) managed by Auckland Transport which will have undergone modification during the 20<sup>th</sup> century. Despite these modifications it is possible that archaeological features may exist



within the road corridor which have not yet been identified or recorded. This is reflective of the lack of recorded archaeological sites on and to the east of Carrington Road which suggest that the area has not been archaeologically examined in any detail.

The area of Entrance 1 (Figure 3) and Woodward Road (Figure 7) are located within areas of archaeological potential relating to both Māori and 19<sup>th</sup> century use of the land parcel. The wider area was originally part of a volcanic stone field complex, and the area of Woodward Road and Entrance 1 is also located within the original land parcel used as the Auckland Lunatic Asylum established in 1867. This very brief examination of the ArchSite records suggest that there is some potential that archaeological features may exist in these areas; further investigation is needed to provide more clarity on this.<sup>14</sup>

The 2019 Clough Assessment identified that most areas of the Unitec grounds adjacent to the Road alignment had low archaeological potential (Figure 18).

The 2021 CFG archaeological assessment was undertaken for proposed development of a spine road within the Carrington Precinct. The majority of proposed works are not within the proposed alignment and street upgrade, but the report noted that:

'Any partial or full demolition of buildings may expose pre-1900 archaeological features associated with the occupation of nearby buildings, such as the Oakley / Carrington Hospital. Such pre-1900 features may be found both inside and outside the Historic Heritage Extent of Place of the buildings.'<sup>15</sup>

Additionally, a culvert and dam was recorded near the farm gate location (Figure 19)

### **Previously unrecorded Sites of archaeological potential**

The documented age and history of Carrington Road also predates 1900 (See earlier figures), which itself would meet the HNZPTA 2014 criteria for a site of occupation prior to 1900, but it is noted that the road alignment has been modified over the last 120 years. An evaluation of archaeological values for Carrington Road is included in this report.

On the eastern side of the road alignment the majority of development appears to have occurred after 1900 based on subdivision dates and architectural styles. The 1891 County Eden Map (Figure 12), does however show the Pt Chevalier District School Site present and developed in the 19<sup>th</sup> century. The original school buildings are apparently no longer present, however. Gladstone School currently occupies this site.

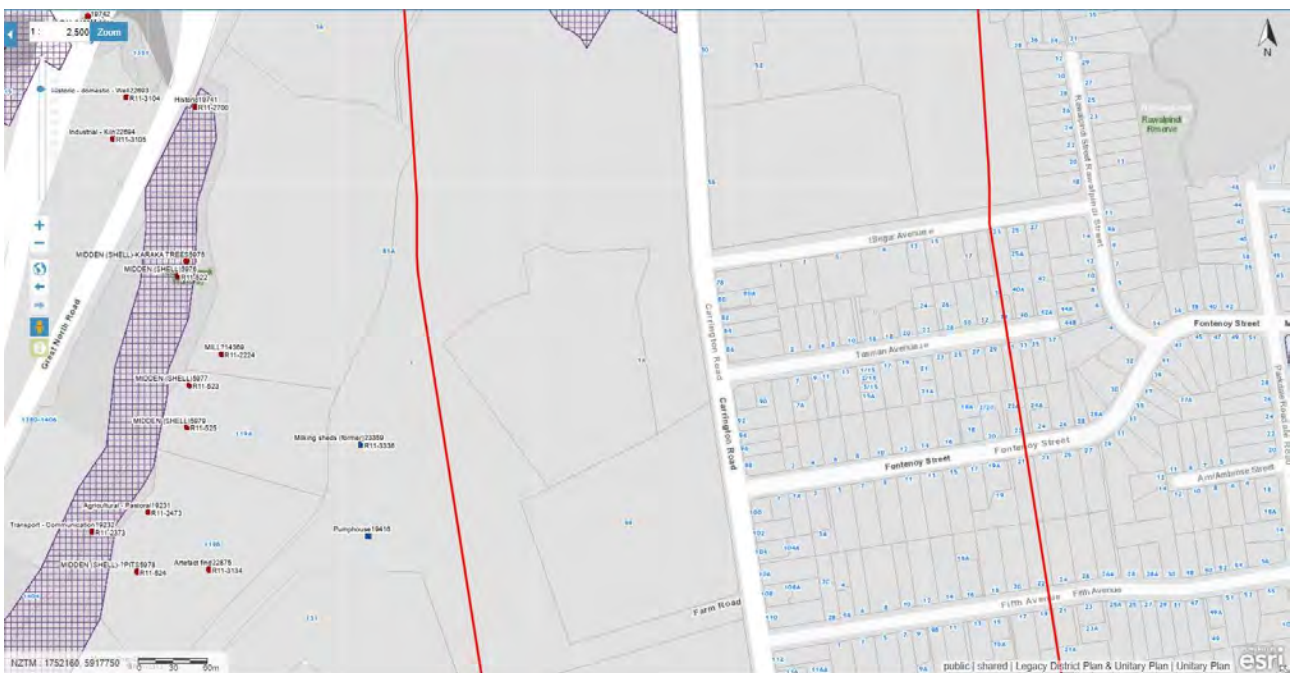
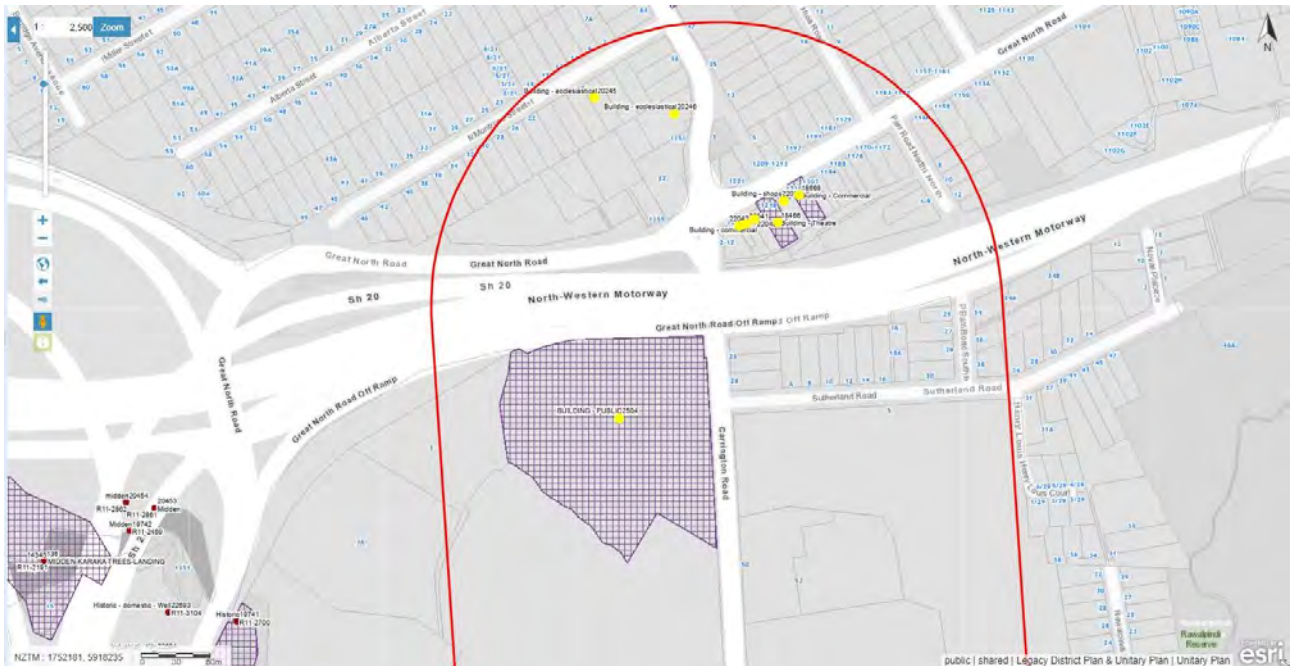
Field assessment also identified additional minor features of historical interest within the streetscape of the overall Project area which are either unrecorded on these databases or not included as discrete places. These include items of historical street furniture and details such as historical bluestone kerbing surviving along some parts of the road section. Occasional Survey marks, and historical cast-iron service covers are occasionally present. These historical street furniture elements collectively

<sup>14</sup> Cable N. 2017. ArchCheck™ Verification Sheet. for Aslam Bhikoo.

<sup>15</sup> Ussher 2021. Carrington Backbone Works project: archaeological assessment

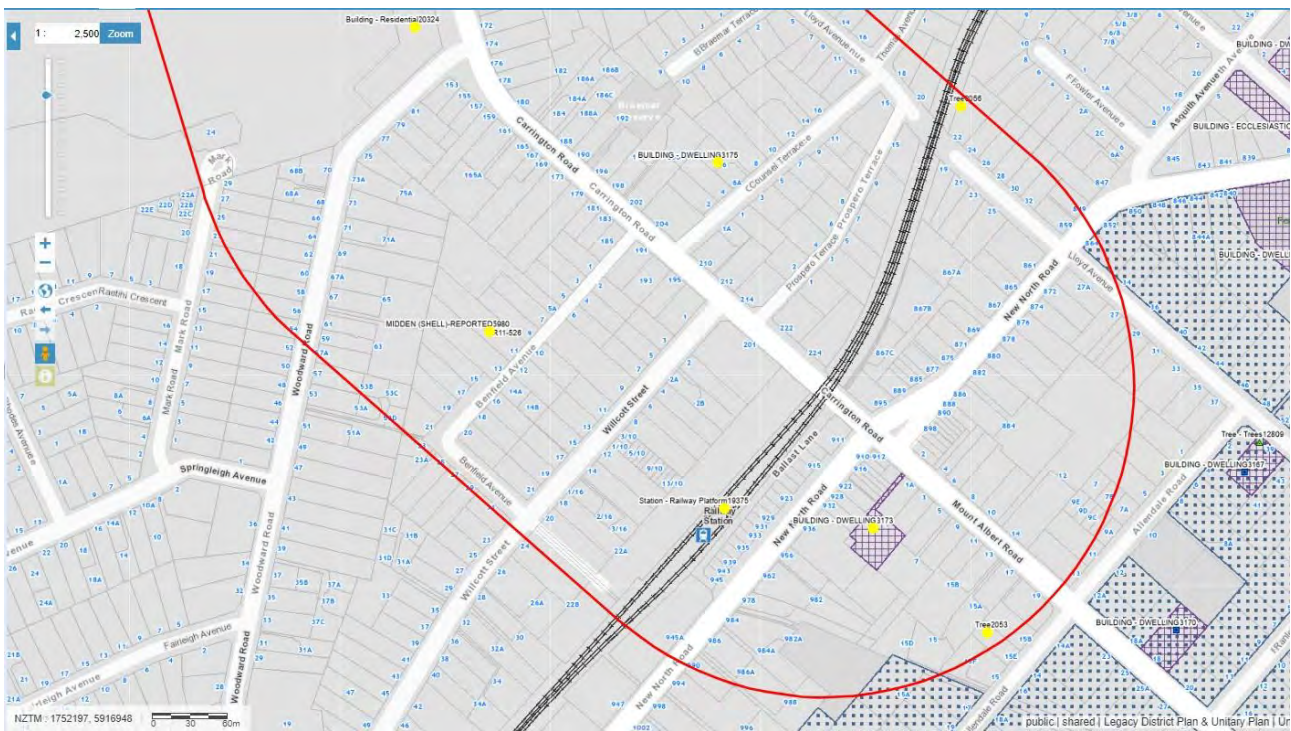
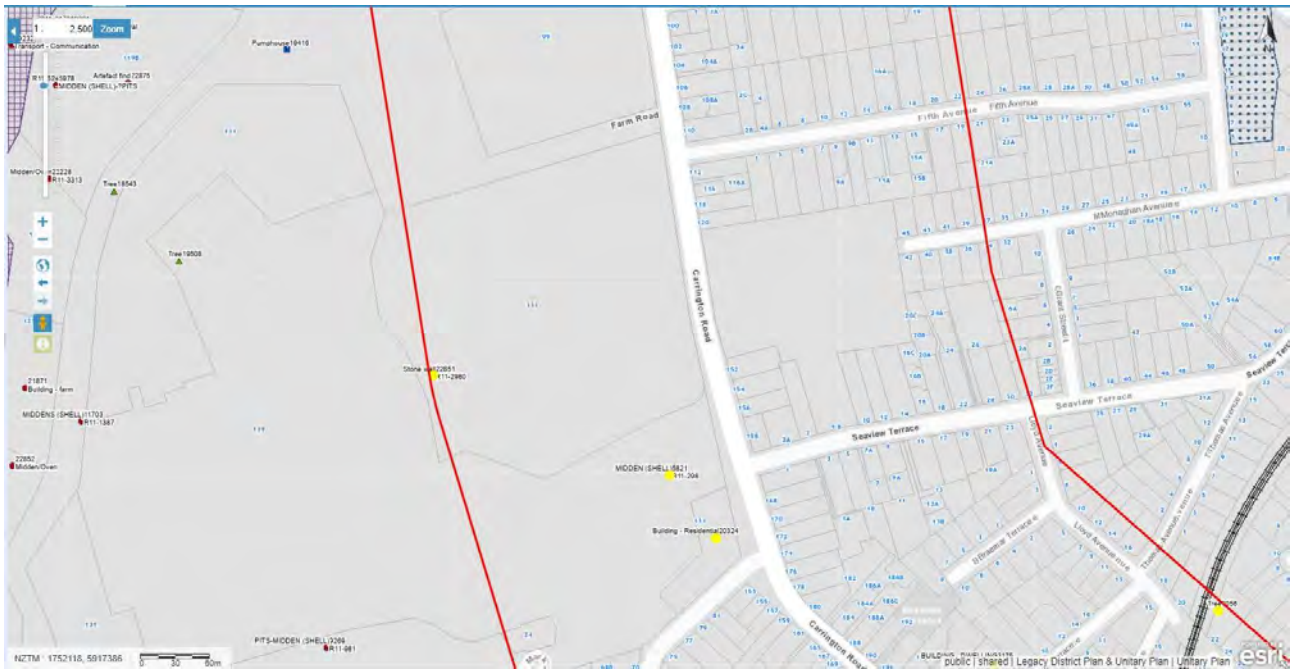
provide additional minor interest to the roadway and reflect the 20<sup>th</sup> century historical development of Carrington Road.

Overall, there is low potential for archaeological features to be present within the road alignment, except in the vicinity of the Oakley Institute Building, with the women's airing court wall confirmed as a pre-100 feature.

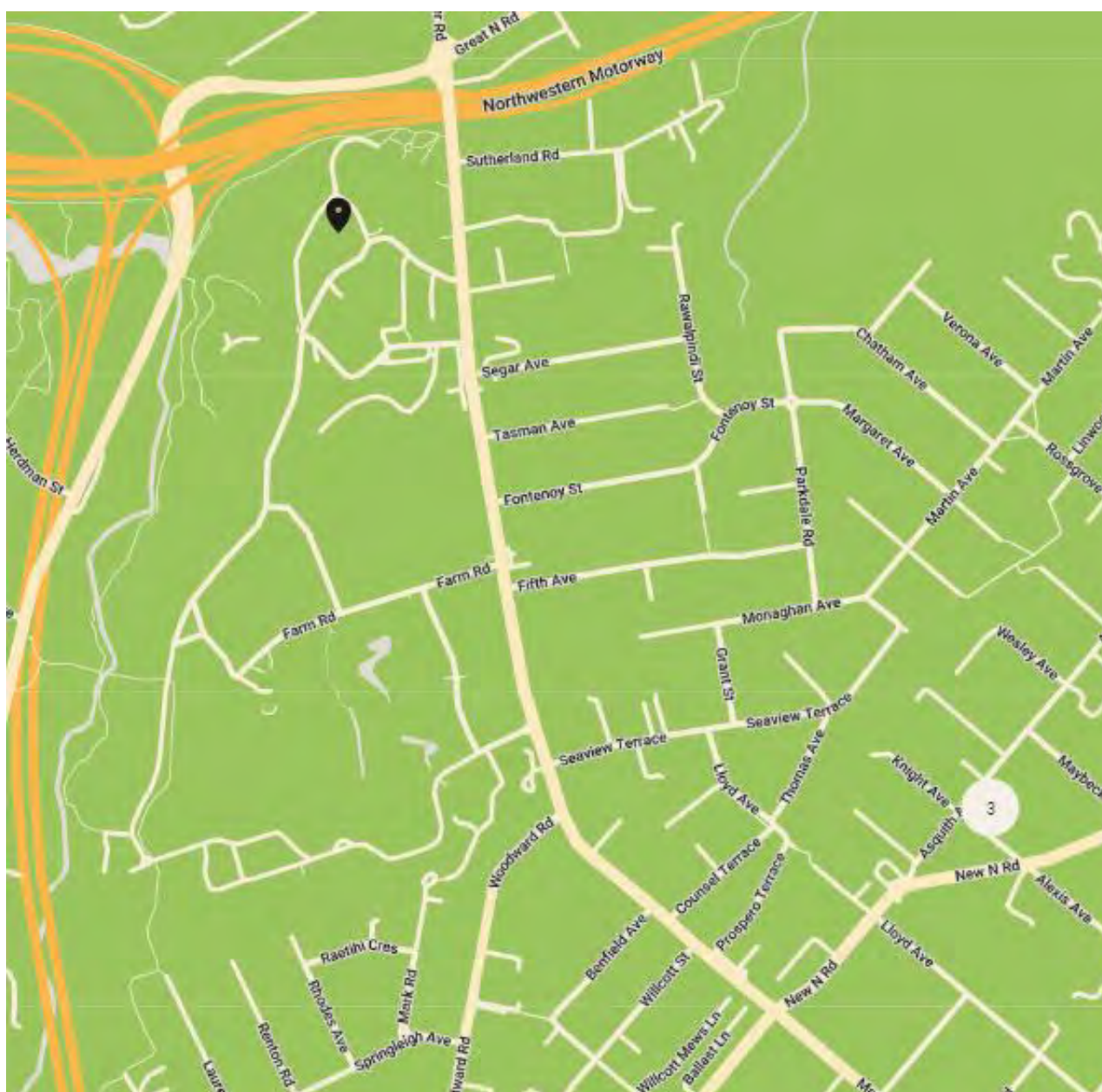


**Figure 14. Historic sites recorded on the Auckland Council Cultural Heritage Inventory (CHI) within 100m radius (red line) of the overall project area. Measurement taken from centre line of roads (Auckland Council Geomaps Accessed March 2023)**



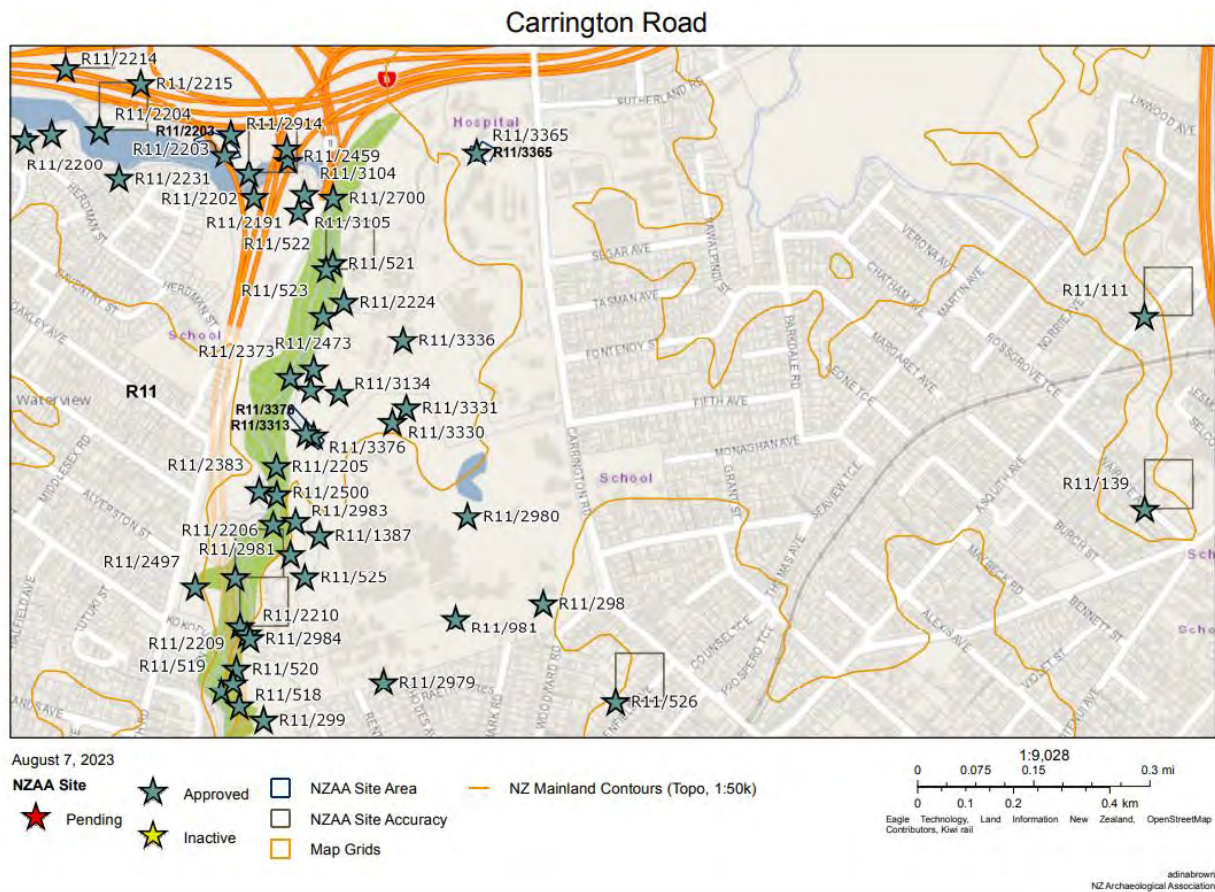


**Figure 15. Historic sites recorded on the Auckland Council Cultural Heritage Inventory (CHI) within 100m radius (red line) of the overall project area. Measurement taken from centre line of roads (Auckland Council Geomaps Accessed March 2023)**



**Figure 16. HNZ New Zealand Heritage List/ Rārangī Kōrero sites (excluding historic areas) in the vicinity of the overall Project area. (HNZPT List search online accessed July 2023)**





**Figure 17. NZAA Archaeological Sites recorded in the vicinity of Carrington Road (ArchSite database Accessed July 2023)**





**Plan 1. Plan showing those Parcels identified as having low archaeological potential**

**Figure 18. Clough Associates 2019 Assessment of archaeological potential (plan 1 pg 4)**



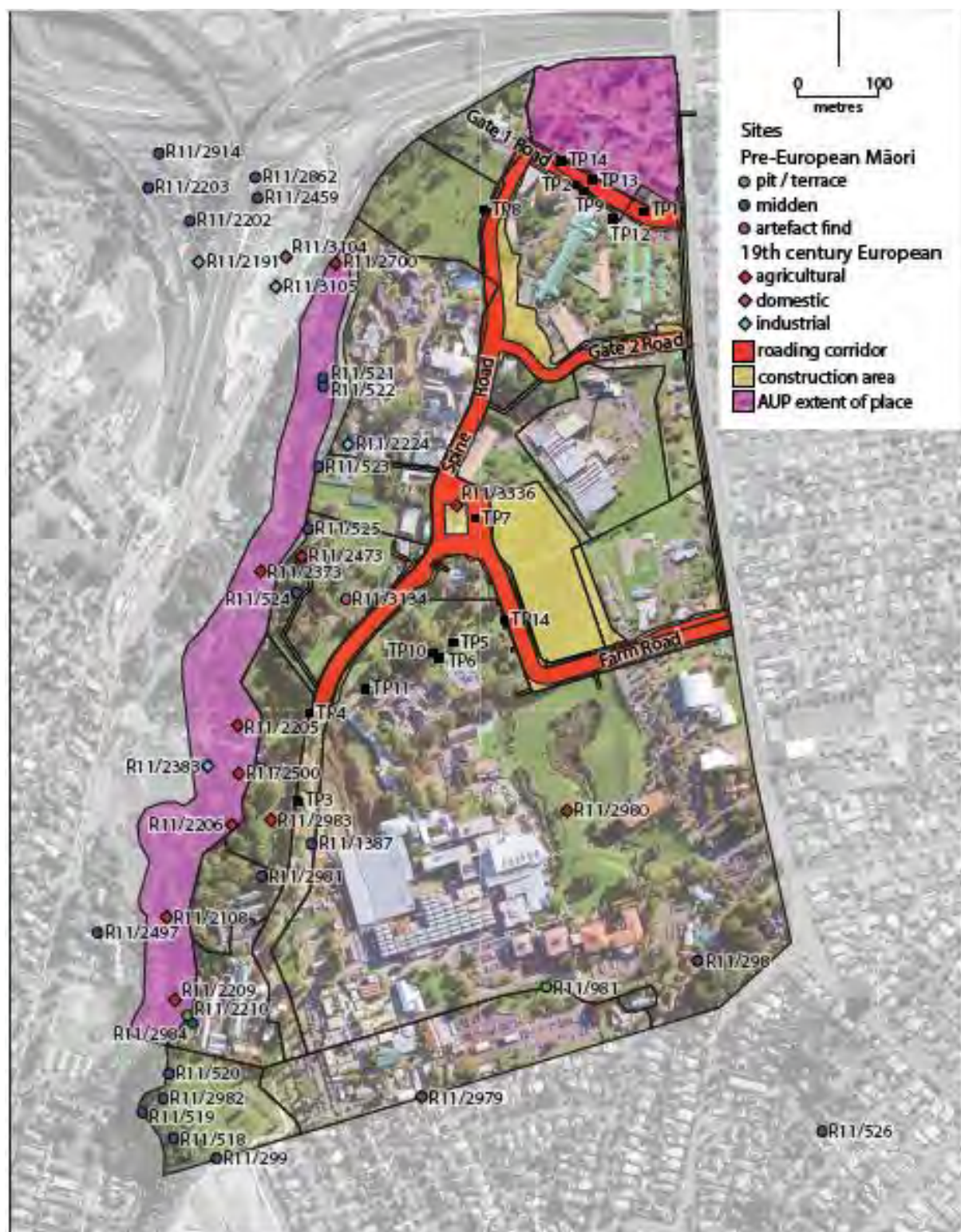


Figure 1. Location of proposed backbone works in relation to recorded archaeological sites and the Te Auaunga / Oakley Creek and Oakley Hospital Main Building Heritage Extends of Place.

Figure 19. Areas surveyed and sites assessed in CFG 2021 Archaeological assessment for Carrington Spine Road Development



## HISTORIC HERITAGE VALUES

### Resource Management Act 1991: AUPOP statement of historic heritage significance – Carrington Hospital - Former

The Carrington Hospital (Former) has been previously assessed for historic heritage values through the Auckland Unitary Plan Operative in Part (AUPOP Schedule 14.1; id 01618). The schedule relates to Building 1 only:

ID	Place Name and/or Description	Verified Location	Verified Legal Description	Category	Primary Feature	Heritage Values	Extent of Place	Exclusions	Additional Rules for Archaeological Sites or Features	Place of Maori Interest or Significance
01618	Oakley Hospital Main Building	1 Carrington Road, Mount Albert	LOT 5 DP 314949	A	Refer to Schedule 14.3 for the area of the Oakley Hospital Main Building that is identified as the primary feature that must be the used in applying rules relating to demolition or destruction	A,B,F,G,H	Refer to planning maps and Schedule 14.3	All buildings and structures constructed after 1905, whether attached to the Oakley Hospital Main Building or freestanding; all vegetation within the extent of place; all post 1905 modifications to the interior of the Oakley Hospital Main Building		

The Oakley Institute / Former Carrington Hospital is recognised as a place of outstanding local regional and national significance overall. It is recognised specifically for the following attributes

(a) historical: the place reflects important or representative aspects of national, regional or local history, or is associated with an important event, person, group of people, or with an idea or early period of settlement within New Zealand, the region or locality;

(b) social: the place has a strong or special association with, or is held in high esteem by, a particular community or cultural group for its symbolic, spiritual, commemorative, traditional or other cultural value;

(f) physical attributes: the place is a notable or representative example of:

- (i) a type, design or style;
- (ii) a method of construction, craftsmanship or use of materials; or
- (iii) the work of a notable architect, designer, engineer or builder;

(g) aesthetic: the place is notable or distinctive for its aesthetic, visual, or landmark qualities;

(h) context: the place contributes to or is associated with a wider historical or cultural context, streetscape, townscape, landscape or setting.

Structures within the Extent of Place which post-date 1905 are identified as exclusions which detract or do not otherwise contribute to the historic heritage values of the place.

The primary features of the building are shown in Schedule 14.3 as follows:

## Schedule 14.3 Historic Heritage Place maps

Map 14.3.3 Schedule ID 1618 – Oakley Hospital Main Building (First Floor)



## Schedule 14.3 Historic Heritage Place maps

Map 14.3.2 Schedule ID 1618 – Oakley Hospital Main Building (Ground Floor)



Auckland Unitary Plan Operative in part



A detailed statement of significance for Carrington Hospital / Oakley Institute is provided in a conservation plan prepared by Dave Pearson Architects (2010). This plan predates the adoption of the Auckland Council Evaluation Method described in Section B5 of the RPS and does not follow the same format as set out above.

### **Heritage New Zealand Pouhere Taonga Act 2014: Archaeological value and significance**

Section 46 of the HNZPTA 2014 states that all authority applications must include an assessment of the archaeological values of any archaeological site that may be affected by the proposed activity, so the effects on those values can be assessed. Heritage NZ has provided guidelines (Heritage NZ 2006a: 8-9) setting out criteria that are specific to archaeological sites:

- condition
- rarity/uniqueness
- contextual value
- information potential
- amenity value
- cultural associations

The archaeological value of sites relates mainly to their information potential, that is, the extent to which they can provide evidence relating to local, regional and national history using archaeological investigation techniques, and the research questions to which the site could contribute. The surviving extent, complexity and condition of sites are the main factors in their ability to provide information through archaeological investigation.

### **Archaeological values assessment**

The Heritage NZ criteria have been used to evaluate the archaeological value and significance of Carrington Road Reserve (see Table 1). Overall, Carrington Road Reserve is considered to have low archaeological value based on the criteria discussed. The information potential of the site is considered to be limited due to the degree of historical alteration and street modifications which have occurred over more than 120 years. This has affected the fabric/ survival of the 19<sup>th</sup> century road surfaces and infrastructure. There are many examples of the site type locally, regionally and nationally, and a number of other roads within the vicinity of the place which are likely to be less altered, not being a major urban thoroughfare.

**Table 1. Archaeological values assessment for Carrington Road (Heritage NZ 2006: 8-9)**

Carrington Road HHA - Road Reserve	
Value	Assessment
Condition	The road has been highly modified over time, but still follows the original route established in the mid-19 <sup>th</sup> century. The condition of any subsurface deposits is unknown, but should these survive they are likely to be heavily fragmented by later road surfacing, installation of utilities and previous street upgrades. The likelihood of substantial subsurface deposits to survive within the project area without previous modification is low. Archaeological deposits relating to individual properties along the road are likely to be largely contained within established property boundaries themselves. Recent work along the AUT Campus in advance of silt fencing has exposed soil profiles for considerable distances along the property boundary, but no extant features were noted upon visual inspection
Rarity/Uniqueness	There are many other comparable examples locally, regionally and nationally. This example is regionally and locally typical.
Contextual Value	The relationship of Carrington Road with pre-European Māori settlement is not well illustrated. It forms an early road in the context of 19 <sup>th</sup> century rural Auckland.
Information Potential	The extent of information that might be recoverable is limited as the 19 <sup>th</sup> century elements of the roadway have been substantially modified especially at higher levels. This limits the amount of surviving fabric that can be investigated through archaeological techniques. As the site type is not rare in Auckland, it is unlikely to contribute greatly to our understanding of this typology. Research questions would relate to more detailed analysis of any unrecorded features such as basements from neighbouring buildings and early services which extend into the roadway, or chance artefacts revealed through excavation.
Amenity Value	No archaeological site is visually discernible. However, the width of the roadway and its route inform the subsequent construction of Carrington Road's historical buildings and determine their contextual relationships. The site is considered to have low amenity value.
Cultural Associations	The main cultural associations of the pre-1900 site as it exists today are Colonial European.
Overall Significance	Overall, Carrington Road Reserve is considered to have low archaeological value based on the criteria discussed.

### Mana whenua values

This is an assessment of archaeological values and does not include an assessment of Māori cultural values. Such assessments should only be made by the tangata whenua. Māori cultural concerns may encompass a wider range of values than those associated with archaeological sites. The historical association of the general area with the tangata whenua is evident from the recorded sites, traditional histories and known Māori place names.

The historical association of the general area with Mana Whenua is evident from the recorded sites, traditional histories and known Māori place names in Auckland. However, there are no scheduled historic heritage sites of value or significance to Mana Whenua identified in the AUPOP within the project area.

The area was extensively occupied by Māori in the 18th- and early 19th- centuries, the probability of revealing archaeological sites of Māori origin within the project area is low due to the substantial modification that has occurred since European settlement, and the relatively limited earthworks that would arise from the road upgrade programme of works. It is noted there are no recorded archaeological sites of Māori origin known to be present within the project area itself, although a number of sites have been recently recorded to the west as part of the Waterview project.

Types of archaeological features that might be found in this area are likely to relate to horticultural activities, or processing of kaimoana (hangi or seafood midden sites). In archaeological terms, these types of features are among the most common archaeological remains of this period locally.

### Assessment constraints and limitations

This assessment is based on the information available at the time of the report. Historical and contextual research was undertaken within the timeframe available to an extent that enables the project to be assessed in accordance with statutory requirements, but it is not exhaustive. It is possible that additional research may yield new information on the place, however the research carried out is considered to be proportionate to the likely effects of the project on archaeology.

It should be noted that visual inspection of the area cannot necessarily identify sub-surface archaeological features. This report does not include a detailed structural or condition survey for the built form of the street. It also does not assess the historical attributes of any trees.



## THE PROPOSAL

The Carrington Road Improvements Detailed Business Case Option Selection Report, August 2023 documents the option identification, development, and assessment process undertaken as part of the Economics Case of the Carrington Road Improvements DBC. It identifies the steps that were undertaken to identify a Technical Emerging Preferred Option including the technical specialists involved and the outcomes of options assessment workshops. Refer to this report for further information on the short-list option methodology and process. This HIA provides the technical specialist evidence as part of the short-list option assessment undertaken for heritage impacts.

The project area covers Carrington Road from Great Northern Road to New North Road and the option development process involved further consideration of the study area in four sections, as shown in Figure 20 to take into account localised constraints and strategic design considerations along Carrington Road, as outlined below:

- Section 1: SH16 overbridge
- Section 2: SH16 overbridge to Woodward Road
- Section 3: Woodward Road to Rail over-bridge
- Section 4: Rail over-bridge



**Figure 20. Carrington Road Assessment Sections**

### Do Minimum

The Do-Minimum Funding Scenario for Carrington Road Improvements DBC was developed in collaboration with Auckland Transport and Auckland Forecasting Centre (AFC). The following Do Minimum (funding scenario) for Carrington Road was agreed to be the most likely transport scenario over the course of the appraisal period if Carrington Road Improvements did not occur.

- Carrington Residential Development, with associated intersection upgrades that are required to provide access to the precinct, including:
  - Gate 1 signalised, bus priority and dedicated left turn at intersection;

- Gate 2 left in left out arrangement;
- Gate 3 signalised, bus priority and dedicated left turn at intersection;
- Existing Gate 4 to remain signalised; and
- Woodward Road signalised (without left turn slip lane) and no bus priority lanes.
- New signalised pedestrian crossing at Prospero Terrace and uni-directional cycle lanes with separators over the rail-overbridge – 'Lloyd Avenue proposal' (as part of a separate Auckland Transport project, Lloyd Ave level crossing removal proposal)
- City Rail Link, with travel time and service frequency improvements for the Western Rail Line
- Point Chevalier to Westmere cycleway project
- Various other public transport improvements around the network

### Short-list Options

The short-list options are as follows:

- Short-list Option 1: Lower cost option, intermittent bus lanes with bidirectional cycling along Carrington Road
  - Section 1: SH16 overbridge lane rearrangement (left turn reduction) with uni-directional cycling
  - Section 2: Intermittent bus lanes and bi-directional cycling
  - Section 3: South of Woodward Road intermittent bus lanes/ bus jump and bi-directional cycling
  - Section 4: No change from Do Minimum, tie into Lloyd Avenue proposal with uni-directional cycling
- Short-list Option 2: Mid range cost option, continuous bus/ HOV lanes north of Woodward Road with southbound bus/ HOV lane south of Woodward Road and uni-directional cycling
  - Section 1: SH16 overbridge – lane rearrangement (left turn reduction) with uni-directional cycling
  - Section 2: Continuous bus/ HOV lanes north of Woodward Road with uni-directional cycling
  - Section 3: South of Woodward Road southbound bus/ HOV lane and uni-directional cycling
  - Section 4: Rail overbridge widening with uni-directional cycling
- Short-list Option 3: Higher cost option, continuous bus/ HOV lanes north of Woodward Road with southbound bus/ HOV lane south of Woodward Road and bi-directional cycling along Carrington Road
  - Section 1: SH16 overbridge widening with uni-directional cycling
  - Section 2: Continuous bus/ HOV lanes north of Woodward Road with bi-directional cycling
  - Section 3: South of Woodward Road intermittent bus lanes and bi-directional cycling
  - Section 4: Rail overbridge widening with uni-directional cycling

## ASSESSMENT OF EFFECTS

This assessment of effects on historic heritage reviews the information provided by the applicant and considers the requirements of the Project with regard to both the Auckland Unitary Plan Operative in Part (AUPOP), and separately against the provisions of the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA).

### **Resource Management Act 1991: Auckland Unitary Plan Operative in Part (AUPOP)**

The proposed works have the potential to affect one Scheduled historic heritage place, which is the Oakley Institute / Former Carrington Hospital. Several non-scheduled recorded heritage places are also likely to be affected in a minor way with regard to their setting.

The methodology for assessment of effects is set out in Appendix 3. It is based on internationally established good practice for Environmental Impact Assessment. Each historic heritage place (either formally protected or informally recognised) that has potential to be affected by the proposal is identified and assigned an 'importance' value based on its heritage values. Activities associated with each phase of works are identified where they may affect a historic heritage place. A discussion as to the nature (adverse, neutral, or beneficial); level (less than minor, minor, moderate, significant, critical); and permanence (temporary, permanent) of any identified effects is provided. The assessment presents all the relevant objectives and policies for both the Regional Policy Statement (RPS) and District Plan (DP) provisions of the AUPOP. The review of relevant objectives and policies is followed by any relevant criteria for assessment. Where appropriate, conditions for enhancing beneficial effects, or avoiding, remedying or mitigating adverse effects on historic heritage, are provided (see recommendations below).

### **Physical effects on historic heritage places**

The widening of the road alignment will require modifications to ground surfaces within the extent of place of the Oakley Institute / Former Carrington Hospital (AUPOP id 1618). This potentially includes the partial demolition of the boundary wall which forms part of the original hospital complex.

For the majority of the project area, the road alignment will not affect any recorded heritage places, however.

Overall it is anticipated that the adverse physical impacts of the proposal on historic heritage values for the built environment from the proposed works are likely to be low- to- moderate adverse with regard to impacts on the former Carrington Hospital. Once completed, new footpaths and road surfaces will enhance the overall condition and quality of the streetscape and will generate a moderate beneficial effect of a permanent nature.

Substantial trenches such as tree pits which are dug to depths up to c.1.7m within the road reserve have potential to pass beyond modern made ground layers and impact on subsurface archaeological features, should any survive in these locations. Based on the recent monitoring of other street upgrades, this presents a low risk but cannot be discounted entirely.



There are no additional archaeological controls associated with HH overlay, so there is no statutory assessment of the potential effect under the AUPOP provisions. Instead, this aspect is discussed in more detail under the following HNZPTA assessment of effects on archaeological sites. Effects in relation to the setting of historic heritage places arising from the removal or planting of street trees are discussed in more detail below.

### **Construction effects, and vibration**

During construction works there is a potential risk for accidental damage to occur to existing built fabric of historic heritage value. Scheduled, listed or 'contributing' historic heritage places which are in close proximity to the works, and which have highly detailed ornamentation may be potentially at risk of cosmetic damage such as cracking to plaster, glass etc. However, it should be noted that no such effects were observed generally during the equivalent works for other street upgrade projects such as at Franklin Road or Karangahape Road in Auckland. This is therefore assessed as a low risk which can be avoided or mitigated through an appropriate vibration construction management plan.

### **Effects on the setting of historic heritage**

Section D17.1 of the AUP(OP) defines the setting of a historic heritage place as follows:

#### **Setting of a historic heritage place**

The setting of a historic heritage place includes elements of the surrounding context beyond the identified extent of place within which a historic heritage place is experienced. The setting of a historic heritage place includes the sea, sky, land, structures, features, backdrop, skyline and views to and from the place. It can also include landscapes, townscape, streetscapes and relationships with other historic heritage places which contribute to the value of the place.

There will be an obvious change to the streetscape because of the proposal. This change will affect the setting of all those sites identified in this assessment. Changes to the streetscape include new paving treatments, a cycle lane in both directions, new road layouts and new infrastructure such as street lighting, and new street trees. Generally, these changes will not generate any significant adverse effects. There is potential to generate negligible adverse effects such as through the removal of kerbstones or historical street furniture. These negligible effects can be readily managed through the development of a Heritage Construction Management Plan.

Where these effects relate to the setting of historic heritage places, including the non-scheduled historical sites recorded on the CHI, the removal and relocation of street trees or replacement with alternatives is considered a change to setting. Mainly this is likely to occur at the junction with Woodward Road. None of the trees identified for potential removal are included in the AUPOP Schedule 10 of notable trees.

### **Remediation works**

It is assumed that in the event of any accidental damage arising from the proposed works, remediation to built heritage places will be undertaken as 'like-for-like' repair and in accordance with good practice conservation principles (e.g. New Zealand ICOMOS Charter 2010). Maintenance and repair in this manner is a permitted activity under the AUP(OP) provisions (Section D17) and would result in no adverse effects to built heritage features. A specific protocol for remediation could be

included within a Heritage Construction Management Plan (HCMP) as a condition of consent. Thus approach may be used if modern detracting extensions to the Oakley Institute are removed as part of the project.

### **Use effects on historic heritage**

Once works are completed, the street upgrade is anticipated to result in improved pedestrian and commuter experiences along the route. The proposed cycleway upgrade will facilitate the use of Carrington Road as an important alternative transport mode, linking Mt Albert to Point Chevalier. This may result in indirect beneficial use effects for the Carrington Hospital because of an improved pedestrian scale and walking environment.

### **Indirect effects on historic heritage**

Based on experiences of other projects such Karangahape Road and Franklin Road, it is likely that street upgrades and slower traffic conditions will encourage greater footfall. This is likely to directly benefit social values. The indirect effects of the proposed changes may support in a minor way the ongoing and viable use of non-scheduled historical shops at the Mt Albert /New North Road junction, and at Point Chevalier, for example. The gardens at the former Carrington Hospital may be more accessible to users as a result. Historic heritage places are therefore likely to be of minor to moderate benefit and permanent in nature.

### **Cumulative effects**

No cumulative effects from arising from other resource consent applications or consented works to the historic heritage area or specifically scheduled historic heritage places within the project area have been identified because of this proposal.

Table 2. Summary Assessment of Effects on Historic Heritage Values – 'Oakley Institute / Former Carrington Hospital

Heritage Value	Assessed Value*	Key Activities	Adverse Impact	Comment	Level of Adverse Effect (Impact x Value)**	Duration	Proposed Mitigation	Residual Effect	Beneficial Impact	Comment	Level of Beneficial Effect (Effect x Value)**	Duration	'On Balance' overall Effect
Historical (A)	Outstanding	Modification to some areas of Building fabric on primary elevations  Upgraded landscaping to extent of place	Negligible	The historical association of the building is unchanged	Negligible	Permanent	None required	Negligible Adverse	None	The proposed development is neutral in relation to historical associations	Nil	Permanent	Negligible adverse effect
Social (B)	Moderate	Modification to some areas of Building fabric on primary elevations  Upgraded landscaping to extent of place	None	No change to social values	None	Permanent	None Required	Nil	Nil	The proposal will not enhance social values	Nil	Permanent	None
Mana Whenua (C)	None identified	Modification to some areas of Building fabric on primary elevations  Upgraded landscaping to extent of place	N/A	The proposal will not enhance mana whenua values as they relate to identified cultural sites	N/A	N/A	N/A	N/A	N/A	The proposal will not enhance mana whenua values as they relate to identified cultural sites	N/A	N/A	N/A
Knowledge (D)	Moderate	Modification to some areas of Building fabric on wall boundary (non-primary feature)  Upgraded landscaping to extent of place	Nil	Knowledge aspects of the Place will be largely unaffected though the enclosed garden (female wing) will be altered.	Nil	Permanent	None required	Nil	Nil	Technological aspects of the place are not enhanced	Nil	Permanent	Nil
Technological (E)		Modification to some areas of Building fabric on primary elevations  Upgraded landscaping to extent of place	None	No technological aspects of the Place will be adversely affected	Nil	Permanent	None required	Nil	Nil	Technological aspects of the place are not enhanced	Nil	Permanent	Nil



Heritage Value	Assessed Value*	Key Activities	Adverse Impact	Comment	Level of Adverse Effect (Impact x Value)**	Duration	Proposed Mitigation	Residual Effect	Beneficial Impact	Comment	Level of Beneficial Effect (Effect x Value)**	Duration	'On Balance' overall Effect
Physical Attributes (F)	Considerable	Modification to some areas of Building fabric on primary elevations  Upgraded landscaping to extent of place	Low	The overall façade aesthetic (considerable value) will be retained, with some modification of the boundary wall (non-primary feature)  Potential for detracting exclusions to be removed	Little/ Minor adverse	Permanent	In-ground interpretation of wall alignment and additional interpretation. Building recording prior to demolition	Negligible adverse effects	Low	Removal of 'exclusion' features is a benefit	Little / Minor beneficial effects	Permanent	Negligible – Little Adverse effect overall.
Aesthetic (G)	Outstanding	Modification to some areas of Building fabric on primary elevations  Upgraded landscaping to extent of place	Low	Existing 'landmark' aesthetic will adversely affected in a very minor way	Little/ Minor adverse	Permanent	In-ground interpretation of wall alignment and additional interpretation. Building recording prior to demolition	Negligible adverse effects	Low	Removal of 'exclusion' features is a benefit	Little / Minor beneficial effects	Permanent	Negligible – Little Adverse effect overall.
Context (H)	Outstanding	Modification to some areas of Building fabric on primary elevations  Upgraded landscaping to extent of place.	Nil	The proposal does not alter the context values of the place significantly. It remains a prime example of 19 <sup>th</sup> medical facility. The primary features are unmodified	Nil	Permanent	None required	Nil	Nil	The proposal does not alter the context values of the place significantly. It remains a prime example of 19 <sup>th</sup> medical facility. The primary features are unmodified	Nil	Permanent	No apparent change

\*based on Unitary Plan RPS Criteria and evaluation rollover information provided by Auckland Council. Highlighted values are those for which the place is recognised in Schedule 14.1

\*\* based on Assessment Methodology set out in Appendix 3

## 1. HISTORIC HERITAGE AUPOP PROVISIONS

This section of the report reviews the information provided by the applicant and considers this with regard to the Auckland Council Auckland Unitary Plan Operative in Part (AUPOP) historic heritage provisions. The assessment presents all the relevant objectives and policies for both the Regional Policy Statement (RPS) and District Plan (DP) provisions of the AUPOP. The review of relevant objectives and policies is followed by any criteria for assessment where relevant (i.e. for Restricted Discretionary activities).

### **Auckland Council Auckland Unitary Plan Operative in Part (AUPOP) Statutory Assessment**

In the following section the Project requirement is considered against the objectives and policies of the AUPOP.

#### **AUP(OP) B5.2.1 Regional Policy Statement: Built Heritage and Character – Objectives**

- (1) Significant historic heritage places are identified and protected from inappropriate subdivision, use and development.
- (2) Significant historic heritage places are used appropriately and their protection, management and conservation are encouraged, including retention, maintenance and adaptation.

#### *Comment*

Provided appropriate mitigation and avoidance measures are adopted (see recommendations section below), the proposal meets these regional objectives. The street upgrade and continued use of the Road Reserve as a key transport route is entirely appropriate.

#### **AUP(OP) B5.2.2. Regional Policy Statement – Policies**

##### *Protection of scheduled significant historic heritage places*

- (6) Avoid significant adverse effects on the primary features of significant historic heritage places which have outstanding significance well beyond their immediate environs including:
  - (a) the total or substantial demolition or destruction of any of the primary features of such places;
  - (b) the relocation or removal of any of the primary features of such places away from their original site and context.
- (7) Avoid where practicable significant adverse effects on significant historic heritage places. Where significant adverse effects cannot be avoided, they should be remedied or mitigated so that they no longer constitute a significant adverse effect.
- (8) Encourage new development to have regard to the protection and conservation of the historic heritage values of any adjacent significant historic heritage places.

#### *Comment*

No significant adverse effects to scheduled historic heritage places are identified as arising from the proposed works. No identified primary features will be relocated or removed away from their original site and context.

The proposed new development may generate minor adverse effects to the physical fabric or setting of scheduled historic heritage places, but these can be appropriately mitigated through appropriate conditions attached to any resource consent that may be granted.

#### *Use of significant historic heritage places*

(9) Provide for the occupation, use, seismic strengthening, development, restoration and adaptation of significant historic heritage places, where this will support the retention of, and will not detract from, the historic heritage values of the place.

#### *Comment*

The street upgrade will potentially generate minor impacts on one scheduled historic heritage place – The Oakley Institute / Former Carrington Hospital (AUPOP id 1618).

### **AUP(OP) Section D17.2 – Historic Heritage Overlay Objectives**

(1) The protection, maintenance, restoration and conservation of scheduled historic heritage places is supported and enabled.

(2) Scheduled historic heritage places are protected from inappropriate subdivision, use and development, including inappropriate modification, relocation, demolition or destruction.

(3) Appropriate subdivision, use and development, including adaptation of scheduled historic heritage places, is enabled.

#### *Comment*

The proposed street upgrade is a considerable enhancement of the existing use of the road reserve and is therefore a clearly compatible use. No subdivision is required by the proposal.

### **AUP(OP) Section D17.3. Policies [rcp/dp]**

The following AUPOP historic heritage overlay policies are considered relevant for consideration of the proposal:

D17 Policy	Comment
<i>Use and development, including adaptation</i>	
<p>(3) Enable the use, development and adaptation of scheduled historic heritage places where:</p> <ul style="list-style-type: none"> <li>(a) it will not result in adverse effects on the significance of the place;</li> <li>(b) it will contribute to the ongoing maintenance and enhancement of the historic heritage values of the place;</li> <li>(c) it is in accordance with good practice conservation principles and methods;</li> <li>(d) it will not result in cumulative adverse effects on the historic heritage values of the place;</li> <li>(e) it will support the long-term viability, retention or ongoing use of the place; and</li> </ul>	<p>Sub-policies a-f are all achieved by the proposal</p> <p>The proposal is enabled by this policy</p>



D17 Policy	Comment
(f) it will not lead to significant adverse effects on the surrounding area.	
(6) Enable use and development of contributing and non-contributing sites or features within a Historic Heritage Area where it is compatible with the historic heritage values of the area.	The proposal is enabled by this policy
(7) Require the assessment of the effects for proposed works to scheduled historic heritage places, including where one or more places are affected, to address all the effects on: <ul style="list-style-type: none"> <li>(a) the heritage values of the place/s;</li> <li>(b) the significance of the place; and,</li> <li>(c) the setting and the relationship between places.</li> </ul>	This document fulfils this requirement
Modifications, restoration and new buildings within historic heritage places (8) Maintain or enhance historic heritage values by ensuring that modifications to, or restoration of, scheduled historic heritage places, and new buildings within scheduled historic heritage places: <ul style="list-style-type: none"> <li>(a) minimise the loss of fabric that contributes to the heritage values and level of significance of the place;</li> <li>(b) do not compromise the ability to interpret the place and the relationship to other heritage places;</li> <li>(c) complement the form, fabric and setting which contributes to, or is associated with, the heritage values of the place;</li> <li>(d) retain and integrate with the heritage values of the place;</li> <li>(e) avoid significant adverse effects, including from loss, destruction or subdivision that would reduce or destroy the heritage values of the place; and</li> <li>(f) avoid, remedy or mitigate adverse effects on the heritage values of the place.</li> </ul>	Sub-policies a-f are all achieved by the proposal
(9) Enable modifications to, or restoration of, scheduled historic heritage places, and new buildings within scheduled historic heritage places where the proposal: <ul style="list-style-type: none"> <li>(a) will not result in adverse effects on the significance of the place;</li> <li>(b) will contribute to the ongoing maintenance and enhancement of the historic heritage values of the place;</li> <li>(c) is in accordance with good practice conservation principles and methods;</li> <li>(d) will not result in cumulative adverse effects on the historic heritage values of the place; and</li> <li>(e) will contribute to the long-term viability, retention or ongoing functional use of the place.</li> </ul>	Sub-policies a-e are all achieved by the proposal

D17 Policy	Comment
<p>(10) Support modifications to, or restoration of, scheduled historic heritage places that will do any of the following:</p> <ul style="list-style-type: none"> <li>(a) recover or reveal heritage values of the place;</li> <li>(b) remove features or additions that compromise the heritage values of the place; or</li> <li>(c) secure the long-term viability and retention of the place</li> </ul>	Sub-policies a-c are all achieved by the proposal
<p>(11) Provide for modifications to, or restoration of, parts of buildings or structures where this is necessary for the purposes of adaptation, repair or seismic strengthening, either in its own right or as part of any modifications.</p>	The proposal is enabled by this policy
<i>Temporary activities</i>	
<p>(21) Provide for signs associated with temporary activities within scheduled historic heritage places where any adverse effects on the heritage values of the place are avoided, remedied or mitigated.</p>	The proposal is enabled by this policy
<p>(22) Provide for freestanding displays, exhibits and temporary structures within scheduled historic heritage places where any adverse effects on the heritage values of the place are avoided, remedied or mitigated.</p>	The proposal is enabled by this policy
<i>Infrastructure</i>	
<p>(24) Enable the operation, maintenance, repair and upgrading of network utilities and small-scale electricity generation facilities, and connections to buildings for network utilities within scheduled historic heritage places in a manner that avoids, remedies or mitigates new adverse effects on the heritage values.</p>	The proposal is enabled by this policy
<p>(25) Enable the establishment of network utilities and small-scale electricity generation facilities within scheduled historic heritage places where all of the following apply:</p> <ul style="list-style-type: none"> <li>(a) there is a functional need or operational constraint that necessitates their location within a scheduled historic heritage place;</li> <li>(b) significant adverse effects on the heritage values of the place are avoided where practicable; and</li> <li>(c) other adverse effects are avoided, remedied or mitigated.</li> </ul>	Sub-policies a-c are all achieved by the proposal
<p>(26) Avoid the relocation and total or substantial demolition or destruction of features within a scheduled historic heritage place to provide for network utilities and electricity generation facilities unless all of the following apply:</p> <ul style="list-style-type: none"> <li>(a) a functional need or operational constraint limits available alternatives;</li> <li>(b) there is no reasonable practicable alternative;</li> <li>(c) the infrastructure will provide a significant public benefit that could not otherwise be achieved; and</li> </ul>	This policy is not engaged by the proposal as there is no work that results in relocation or substantial demolition of a

D17 Policy	Comment
(d) the adverse effects on the heritage values of a place are minimised to the extent practicable.	historic heritage place

### Archaeological assessment of effects (Heritage Pouhere Taonga Act 2014)

There is well-established evidence of Māori settlement and occupation in the general area prior to European arrival. There are no archaeological sites of Māori origin recorded within the project area itself, and it is unlikely that archaeological sites of Māori origin will be revealed within the proposed alignment itself, because of the degree of previous modification of the carriageway. However, the possibility of archaeological remains of Māori origin being present onsite cannot be entirely discounted.

Although not technically recorded as such the 19<sup>th</sup> century hospital complex and the road alignment itself are archaeological sites under the provisions of the HNZPTA 2014. They are confirmed as present within the project area, both established during the 19<sup>th</sup> century. Additionally, there are several other archaeological sites of European origin recorded in the general vicinity to the project area, a number of which are associated with the operation of the Hospital during the 19<sup>th</sup> century.

Although there are several recorded archaeological sites in the general vicinity, inspection of earthworks trenches within the AUT Campus during the field visit suggests that the potential for sub-surface archaeological features remaining within the project alignment is low. However, it cannot be discounted that subsurface building foundations, features and deposits associated with 19<sup>th</sup> century buildings and infrastructure could be present within the project area, based on the desktop research.

Unidentified subsurface archaeological remains are likely to be in the form of early drainage elements, former road surfaces and earlier building frontages or basements which extend into the road reserve.

If archaeological remains are encountered during works, it should be possible to avoid the majority of them where they lie below the main level of earthworks (typically this would be around 300mm below ground level based on similar street upgrades). Some deeper excavations are likely to be needed in specific locations for utilities services and tree pits. Should previously unidentified archaeological remains be encountered during these earthworks it will not be possible to avoid them and they will be damaged or destroyed.

The significance of any potential archaeological deposits within the Project Alignment is assessed as low to moderate. It is recommended that should archaeological deposits be revealed, any adverse effects arising from modification or potential destruction of archaeological sites are mitigated by archaeological investigation and recording to recover information relating to Auckland's early history.



## CONCLUSIONS

### Resource Management Act 1991

This HIA identifies that the proposed works will affect the Oakley Institute / Former Carrington Hospital, which is a Category A scheduled historic heritage place, in the Auckland Unitary Plan Operative in Part (AUPOP). The key environmental effects identified with respect to historic heritage are:

- That there is potential for moderate direct adverse impacts on the physical fabric of the place, specifically the eastern garden wall, to accommodate new road widths
- These adverse effects are of a moderate nature only because they do not affect the significant primary features of the building;
- The potential adverse effects can be mitigated through the following techniques:
  - retention of those parts of the wall that do not need to be demolished to achieve required road and pavement width
  - building recording to form an archive record of the wall prior to removal
  - interpretation of the wall alignment in the subsequent pavement design
  - interpretation material adjacent to the wall remains to explain the nature and history of the site

Additionally, there is always some potential to cause accidental damage to heritage fabric and heritage features close to or within the proposed area of work. This risk can be readily addressed through appropriate working controls established through a construction management plan and enforced through Project conditions as set out below. If the recommended controls are adopted, the likely adverse effects of the proposal on the primary features of the building are no more than minor and temporary in nature. The long-term effects of the proposal are of a moderately beneficial nature overall.

### Heritage New Zealand Pouhere Taonga Act 2014

There is some potential for archaeological sites or features to be present subsurface which may be affected by deeper trench construction for tree pits and other utilities upgrades. The archaeological value of these potential features is assessed as low to moderate. Should they be present, any impact on archaeological features can be appropriately mitigated through the monitoring and archaeological recording of works that may be set out in an authority to modify an archaeological site administered by Heritage NZ.

Therefore, it is recommended that an application is made for an authority under Section 44(a) of the HNZPTA to cover all works undertaken for this project. This should be obtained before any earthworks are carried out.

The conditions of the authority are likely to include archaeological monitoring of earthworks beneath the sub-base level, and procedures for recording any archaeological evidence before it is modified

or destroyed. This approach would have the advantage of allowing any archaeology uncovered during the street upgrade works to be dealt with immediately, minimising project delays.

Note that acceptance of an authority application usually takes 5 working days, followed by 20-40 working days to grant or decline the application. This is followed by a 15-day appeal period (or until any appeal that has been lodged is resolved).

## RECOMMENDATIONS

It is recommended that works within the vicinity of scheduled historic heritage places will need to be appropriately controlled to avoid accidental damage, either during construction or during temporary relocation of heritage features.

The following heritage conditions are recommended in accordance with statutory requirements:

### Resource Management Act 1991 Recommendations

The following Draft HHMP Condition is recommended, based on the current model HHMP several AT / Waka Kotahi sponsored Infrastructure NoRs relating to Road upgrade projects.

#### 1. Historic Heritage Management Plan (HHMP)

- (a) A HHMP shall be prepared in consultation with Auckland Council, HNZPT and Mana Whenua prior to the Start of Construction for a Stage of Work.
- (b) The objective of the HHMP is to protect historic heritage and to remedy and mitigate any adverse effects as far as practicable. To achieve the objective, the HHMP shall identify:
  - (i) Any adverse direct and indirect effects on historic heritage sites and measures to appropriately avoid, remedy or mitigate any such effects, including a tabulated summary of these effects and measures;
  - (ii) Methods for the identification and assessment of potential historic heritage places within the designation to inform detailed design;
  - (iii) Known historic heritage places (including buildings) and potential archaeological sites within the designation, including identifying any archaeological sites for which an Archaeological Authority under the HNZPTA will be sought or has been granted;
  - (iv) Any unrecorded archaeological sites or post-1900 heritage sites within the designation, which shall also be documented and recorded;
  - (v) Roles, responsibilities and contact details of Project personnel, Council and HNZPT representatives, Mana Whenua representatives, and relevant agencies involved with heritage and archaeological matters including surveys, monitoring of Construction Works, compliance with AUP accidental discovery rule, and monitoring of conditions;
  - (vi) Specific areas to be investigated, monitored and recorded to the extent these are directly affected by the Project;
  - (vii) The proposed methodology for investigating and recording historic heritage places (including buildings) and potential archaeological sites that need to be destroyed,

demolished or relocated, including details of their condition, measures to mitigate any adverse effects and timeframe for implementing the proposed methodology, in accordance with: the HNZPT Archaeological Guidelines Series No.1: Investigation and Recording of Buildings and Standing Structures (November 2018), or any subsequent version;

- (viii) Methods to acknowledge identified cultural values where archaeological sites also involve ngā taonga tuku iho (treasures handed down by our ancestors) and where feasible and practicable to do so;
- (ix) Methods for avoiding, remedying or mitigating adverse effects on historic heritage places and archaeological sites within the designation during Construction Works as far as practicable. These methods shall include, but are not limited to:
  - a. security fencing or hoardings around historic heritage places to protect them from damage during construction or unauthorised access);
  - b. measures to mitigate adverse effects on historic heritage sites that achieve positive historic heritage outcomes such as increased public awareness and interpretation signage; and
  - c. Training requirements and inductions for contractors and subcontractors on historic heritage places within the designation, legal obligations relating to unexpected discoveries, the AUP Accidental Discovery Rule (E11.6.1). The training shall be undertaken prior to the Start of Construction, under the guidance of a Suitably Qualified Person and Mana Whenua representatives (to the extent the training relates to identified cultural values)

Electronic copies of all historic heritage reports relating to historic heritage investigations (evaluation, excavation and monitoring), shall be submitted to the Manager within 12 months of completion

### **Heritage New Zealand Pouhere Taonga Act 2014 Recommendations**

- Although the likelihood of revealing archaeological sites or features elsewhere along the route is low, such discoveries cannot be entirely discounted given the number of sites recorded to the west of the project area along Oakley Creek.
- General Archaeological Authority application should be made to Heritage NZ under Section 44 (a) of the HNZPTA, as the proposed works have some potential to modify or destroy unrecorded 19th-century road surfaces and drains.
- The Authority should be obtained before any activity on the site takes place that involves ground disturbance, which will ensure there are no unforeseen delays if archaeological remains are uncovered during the course of works.
- As the works may involve a number of contracting firms to complete, a 'Site Instruction' may be required by Heritage NZ. The site instruction shall include, but is not limited to, the following:
  - areas where the archaeologist must be present, to monitor works extending below modern ground surfaces. This includes all trenches for tree pits.



- areas where an archaeologist may be 'on call' for spot monitoring of works which may extend below modern ground surfaces. This includes stormwater connections or utilities extending more than 300mm below the existing ground level.
- on-site briefing by project archaeologist for contractors about the archaeological work required and how to identify archaeological sites during works,
- the responsibilities of contractors regarding notification of the discovery of archaeological evidence, and
- emergency contact details for project archaeologist, Heritage New Zealand Regional Archaeologist and Tangata Whenua.

Any HNZPTA requirements should be cross referenced in the HHMP as required.



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**APPENDIX 1: HISTORIC HERITAGE SITES WITHIN THE PROJECT AREA**



**APPENDIX 2: PROPOSED UPGRADE ALIGNMENT**

## APPENDIX 3: ASSESSMENT METHODOLOGY

The effects that must be addressed in an AEE are set out in clause 7 of Schedule 4 of the Resource Management Act and as follows:

- effects on those in the neighbourhood and, where relevant, the wider community including any social, economic and cultural effects
- physical effects on the locality including landscape and visual effects
- effects on ecosystems including effects on plants or animals and the physical disturbance of habitats in the vicinity
- effects on natural and physical resources having aesthetic, recreational, scientific, historical, spiritual or cultural, or other special value for present or future generations
- any discharge of contaminants into the environment, including any unreasonable emission of noise and options for the treatment and disposal of contaminants
- any risk to the neighbourhood, wider community or the environment through natural hazards or the use of hazardous substances or hazardous installations.

The requirement to address a matter in the assessment of environmental effects is subject to the provision of any relevant policy statement which may direct and/or restrict the assessment to certain matters.

The terms 'effect' and 'environment' under the RMA are broadly defined. It is the role of the AEE to identify and address actual and potential effects of a proposal on a particular environment. The term effect includes:

- **Positive and adverse effects** - both of these effects should be considered regardless of their scale and duration. It is also important to remember that the assessment is not about achieving a balance between the two but ensuring adverse effects are avoided, remedied or mitigated.
- **Temporary and permanent effects** - there are many effects associated with proposals that are often temporary, such as those relating to a temporary event. It is important to make the distinction in the assessment between effects that are temporary versus those that are permanent. If there is only a temporary non-compliance with rules in a plan or regulations, and the adverse effects of that aspect are not discernible from those of permitted activities, the council has the discretion to treat the activity as a permitted activity and issue a written notice to that effect, and return the application. See s87BB RMA. For further information on this process, refer to the MfE technical guidance on deemed permitted activities.
- **Past, present and future effects** - in addition to past and present effects it is also important to consider forecast effects as some effects may take time to show and consideration should be given as to whether these effects are of high or low probability at any time in the future.
- **Any cumulative effects** regardless of degree or element of risk - an adverse cumulative effect is an effect, when combined with other effects, is significant only when it breaches a threshold. It should not be confused with matters relating to precedent.
- **Any reverse sensitivity effects** - situations where a potentially incompatible land use is proposed to be sited next to an existing land use.
- Subject to the provisions of any policy statement or plan, all of these effects must be considered in the AEE regardless of their scale, intensity, duration, or frequency. It should

also be considered whether potential effects are of high and/or low probability and could have a high potential impact<sup>16</sup>

**Table for Determining Scale of Effects**

VALUE					
Outstanding (very high) 5	Nil (0)	Little/ Minor (10)	Moderate / More Minor (15)	Significant (20)	Critical / Significant (25)
Considerable (high) 4	Nil (0)	Little/ Minor (8)	Moderate / More Minor (12)	Moderate / Significant (16)	Significant (20)
Moderate (medium) 3	Nil (0)	Negligible / Less Minor (6)	Little / Minor (9)	Moderate / More Minor (12)	Moderate / More Minor (15)
Little (low) 2	Nil (0)	Negligible / Less Minor (4)	Negligible / Less Minor (6)	Little / Minor (9)	Little/ Minor (10)
Negligible 1	Nil (0)	Negligible / Less Minor (2)	Negligible / Less Minor (3)	Negligible / Less Minor (4)	Negligible / Less Minor (5)
None 0	Nil (0)	Nil (0)	Nil (0)	Nil (0)	Nil (0)
	No Change 0	Low 2	Moderate 3	High 4	Very High 5
IMPACT					

This scale is adapted from EIA Good Practice examples (e.g. UK Design Manual Roads and Bridges / NZILA / ICOMOS NZ) to incorporate common terminology used in the New Zealand RMA Planning Context, and the recommended scaling of effects described in MfE and Quality Planning Website documents. Numerical values are provided to demonstrate relative weighting of effects.

<sup>16</sup> Source: <https://www.qualityplanning.org.nz/node/836>

Effects to historic heritage values are considered using the following scale and may be classed as Temporary, Permanent; Adverse or Beneficial.



Magnitude of Effect		Adverse Effects
Critical / Significant		Significant unacceptable adverse effects that cannot be avoided or mitigated. Most, or key, statutory objectives are not met.
Significant		Significant adverse effects that is noticeable and will have a serious adverse impact on the environment but may be avoided or mitigated. Some key statutory objectives are not met
Moderate / More minor		Adverse effects that are noticeable that may cause an adverse impact but could be potentially mitigated or remedied and may be acceptable. Key statutory objectives are met, but not all
Little / Minor		Adverse effects that are noticeable but will not cause any significant adverse impacts, and may also be further avoided or mitigated. Most or all statutory objectives are met
Negligible / Less Minor		Adverse effects that are acceptable, and may not require further mitigation. They are discernible day-to-day effects, but too small to adversely affect other persons. Statutory objectives are met
None		No effect/Neutral
Intrusive*		Removal of an intrusive feature is always beneficial effect as intrusive aspects by nature are detrimental

Magnitude of Effect		Beneficial Effects
Critical		Beneficial effects which strongly enhance historic heritage values and support statutory objectives
Significant		Beneficial effects which positively enhance historic heritage values and support most statutory objectives
Moderate / More minor		Beneficial effects which maintain or slightly enhance historic heritage values and support some statutory objectives
Little / Minor		Beneficial effects which slightly maintain or slightly enhance historic heritage values
Negligible / Less Minor		Beneficial effects which maintain historic heritage values to a limited degree
None		No effect/Neutral
Intrusive*		Removal of an intrusive feature is always beneficial effect as intrusive aspects by nature are detrimental

\*(Where a particular feature is identified as intrusive in a conservation plan / heritage assessment)

## APPENDIX 4: EXPERT STATEMENT

JOHN BROWN MA ACIfA  
Director

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### Personal Statement

I am a director of Plan.Heritage Limited and have over 25 years of experience internationally in the heritage sector. My company provides specialist built heritage, planning and archaeological consultancy services to a range of clients. We have a particular focus on providing historic heritage services for resource consent and subdivision consent applications, as well as plan changes (private or Council). This typically includes heritage impact assessments, character assessments and AEE's through the Resource Management Act 1991. In addition, we undertake historic heritage evaluations (to determine eligibility for scheduling) and conservation plans (to support management of heritage assets). We also carry out archaeological assessments and authorities under the Heritage New Zealand Pouhere Taonga Act 2014. Prior to establishing the company in 2015, I was the 'Team Leader: Built Heritage Implementation' at Auckland Council Heritage Unit, for four years. Before I moved to New Zealand, I worked in a variety of heritage roles within the public and private sectors in the UK.

### About Plan.Heritage

Plan.Heritage is a family team with a combined 50+ years of NZ and international heritage consultancy and contracting experience in the planning environment. We have worked for international consultancies, archaeological contractors, museums, local government and national heritage organisations. Because of this experience, we can provide high quality advice based on a sound understanding of the requirements of national organisations, corporate entities, developers, private individuals, or public heritage portfolio managers. We believe that conservation is a process of managing significant places in a way that reveals or reinforces the heritage values of that place. But equally we should not fear change as part of this process, based on sound decision making and ensuring the future of places are sustainable. We aim to plan for the future of our heritage.

### Qualifications and certification

- Bachelor of Archaeology (BA) from the University of Newcastle-upon-Tyne (UK)
- Masters of Archaeology (and Cultural Heritage) University of London, Institute of Archaeology (UK)
- ICOMOS NZ Member
- Member of the New Zealand Archaeological Association

- Associate member of the Chartered Institute for Archaeologists (UK)
- Affiliate member of the Institute of Historic Building Conservation (UK).
- PRINCE2 Foundation level project management certification
- David Young course on conservation of historic building materials
- Site Safe Passport, Construct Safe Passport
- Full UK/NZ international Driving Licence

## Experience

- Historic environment master planning, strategic analysis for multicriteria projects
- Built heritage consultancy, Heritage evaluations, historic building survey
- Conservation planning, Heritage policy analysis, resource consents
- Expert Witness (Council Hearings, Environment Court, High Court)
- Project management
- Archive research, Heritage landscape analysis
- Archaeological consultancy, assessment and fieldwork
- Study and analysis of archaeological artefacts
- Business development and business planning
- Team and project management, client relationships
- Analysis and problem solving, creative thinking
- Project and systems design
- Communications, oral presentations
- Engagement and relationship management with key stakeholders and statutory bodies
- Working with mana whenua
- Community engagement, public consultation and museum experience
- Project archive and post-fieldwork management