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fig. 1 former asylum building, 1 carrington road.

former oakley hospital main building and extent of place

1 carrington road
auckland

assessment of effects on
historic heritage

for

ministry of housing and urban development

final- july 2023

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Ministry of Housing and Urban Development (HUD)

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Auckland, July 2023

assessment of effects on
historic heritage

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1. executive summary

The historic heritage place (building and defined Extent of Place (**EOP**)) formerly known as the former Oakley Hospital Main Building, and also known variously as Whau Asylum, Carrington Hospital and, more recently, Unitec Building One will be affected to a minor degree by the proposed height increases in Height Area 1. Overall, the proposed change in height in Height Area 1 adjacent to the west of, but beyond the EOP associated with, the former Oakley Hospital is unlikely to have a significant adverse effect on its historic heritage values.

The analysis of heritage elements for previous planning applications has focused on the historic building fabric and the chronology of development on the associated site (that being within the associated EOP). This report considers the wider setting and environmental context of the scheduled historic heritage place and how effects arising from the proposed Te Auaunga Precinct Private Plan Change can be appropriately considered against those recognised historic heritage values and in the context of adjacent zoning that seeks residential intensification outcomes.

The proposed Height Area 1 is intended to become a marker of the wider northern portion of the site which can be observed from the longer reaches of the western area of the region. The western site edge has dense planting which currently obscures the historic building. The building was not designed to be appreciated from this range and consequently makes only a slight contribution to the area. Installing large landmark buildings in this location is an appropriate approach considering effects on historic heritage values that can be achieved without causing any change to how the historic heritage place is understood and appreciated.

The proposed change to Height Area 1 offers better clarity to the consideration of potential effects of built form (notably height) within the setting of the former Oakley Hospital. The proposed arrangement of the three building sites and their respective maximum heights provides a spatial layering which illustrates how the depth and scale of the development sites, combined with the advantage of the natural and substantial changes in ground level, might allow the historic building to remain appreciable as a prominent feature in the wider townscape context.

The architectural emphasis of the historic former Oakley Hospital Main Building is strongly horizontal and it relies on the open space around it recognised by the defined EOP, specifically to the front as illustrated in view VS6 in commanding its prominent position in the townscape and open space setting. The operative Auckland Unitary Plan (**AUP**) allows height in this area that surpasses the ridgeline of the historic building. The proposed additional height changes the backdrop to the former Oakley Hospital Main Building, but it would remain nonetheless appreciable as a prominent building within the wider area. The articulation of the open space in the foreground of the Oakley Hospital Main Building could be enhanced to support the development site as a permeable threshold to the local town centre of Point Chevalier.

Overall, the proposed change in height is unlikely to have a substantial effect on the interior shading of the historic building and, in some cases, the effects appear to lessen. The formerly long views from these wards and corridors will become shorter in some locations, but the proposed height increase will not worsen the effects from shading from those generated by the currently operative controls.

2. commission

archifact – architecture & conservation ltd (Archifact) was commissioned by Ministry of Housing and Urban Development (**HUD**) in March 2023.

3. brief

The brief for the project required Archifact to undertake an independent and objective professional assessment with respect to the proposed private plan change to rezone land within the current Wairaka Precinct and to amend the provisions within the existing precinct, including a request to rename the precinct “Te Auaunga” (the **Te Auaunga Plan Change**).

The operative Wairaka Precinct comprises 64.5 ha of land partially bordered by Carrington Road, Oakley Creek (Te Auaunga), and the North-Western Motorway. The southern end of the precinct is contained by Woodward Road and a series of smaller side roads with residential plots forming the southernmost edge.

The elements of the plan change are set out in full in the application materials, including specifically the Planning Report including section 32 assessment, prepared by Tattico, dated 21 December 2022.

Of relevance to this heritage assessment, the plan change proposes identification of areas within the precinct where additional height can be accommodated, including in proximity to the former Oakley Hospital Main Building.

Although included in the Wairaka Precinct, the land apportioned to the Mason Clinic (Sub-precinct A), is excluded from the proposed plan change and is being addressed in a separate process. There are no historic heritage elements in that area.

Archifact have been appointed by HUD to provide advice in relation to potential adverse effects on historic heritage values at the former Oakley Hospital and site, specifically providing consideration of those effects arising from development potential enabled in Height Areas 1, 2, & 4 as they are described in the Te Auaunga Plan Change and are new to the Plan Change as they are not included in the operative Wairaka Precinct. The Auckland Council RMA Clause 23 *Requests and Response* includes matters relating to effects on historic heritage¹ which specially seeks comment on impacts of increased buildings heights in Height Areas 1, 2, and 4 as these areas are in close proximity to the former Oakley Hospital Main Building and its associated EOP. The proposed heights in these areas are appropriate to their respective locations to the west (Area 1), south (Area 2) and north and east (Area 4) and also respond to, and are positively influenced by, their respective topographic condition.

Height Area 1 is proposed to accommodate increased heights from that currently enabled at 27m to provide for heights proposed at 35m generally, plus three towers at 43.5m, 54m, and 72m.

This commission complements that being undertaken by Dave Pearson Architects as a separate independent assessment.

¹ AUP RMA Clause 23 *Requests and Responses*, section H, items H1-H12.

4. identification of the place

4.1 address

1 Carrington Road
Mount Albert
Auckland

NZTM reference: N:1752284
W:5917843

4.2 ownership

The site is owned by the Ministry of Housing and Urban Development.

4.3 legal description

LOT 5 DP 314949

4.4 local authority status

The former Oakley Hospital Main Building is located within the subject site at 1 Carrington Road, within the operative Wairaka Precinct under the AUP. The Te Auaunga Plan Change applies to the land on which the former Oakley Hospital, also known variously as, Whau Asylum, Carrington Hospital, and more recently Unitec Building One, is located. The former Oakley Hospital Main Building and its EOP are listed in the AUP *Schedule 14.1 Schedule of Historic Heritage* (Schedule ID 01618) as a Category A historic place. The listing includes the interiors and excludes “*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*”.²

This Category A heritage place is identified as having recognised historic heritage values of:

- Historic (a);
- Social (b);
- Physical Attributes (f);
- Aesthetic (g); and
- Context (h).

4.5 heritage new zealand pouhere taonga listing

The subject place at 1 Carrington Road, Mount Albert, the building and the site, is listed as Item 96 in the New Zealand Heritage List/Rārangi Kōrero administered by Heritage New Zealand Pouhere Taonga (HNZPT) as a Category 1 historic place.

4.6 archaeological status

It is acknowledged that the site, having been associated with human activity before 1900, may be defined, in accordance with Sections 6a(i) and 6b of the Heritage New Zealand Pouhere Taonga Act 2014, as an archaeological site.

² AUP Schedule 14.1 list entry 01618

The ArchSite Archaeological Recording Scheme administered by the New Zealand Archaeological Association records an archaeological site immediately to the south and southeast of the central wing of the Oakley/Carrington Hospital building as R11/3365. This archaeological site is recorded as representing:

“at least three outbuildings constructed prior to 1900 that were connected with the occupation of Oakley/Carrington Hospital. These are visible in an 1890 plan of the asylum (PWD16667), and detailed further in a 1903 plan showing alterations to the main hospital building at that time. These were noted to be a ‘workshop’, ‘boiler house’ and ‘drying shed’”.³ The record also records that “these buildings are subsurface now under landscaped areas of grass, courtyards and private roads. Test pits show subsurface compacted scoria floors remain in some locations.”⁴

An application for an Authority must be made to HNZPT for any activities that will or may modify or destroy the whole or any part of any archaeological site.

5. planning policy context

The government’s National Policy Statement on Urban Development (NPS-UD) came into force in August 2020. In response, changes to the AUP to allow for greater building heights and densities in urban Auckland are being considered through Proposed Plan Change 78 - *Intensification*. Proposed Plan Change 80 to the AUP, seeks amendments to the AUP’s Chapter B Regional Policy Statement (**RPS**) to support Proposed Plan Change 78 – *Intensification*. Request H3 to Appendix 1 of the Auckland Council RMA Clause 23 *Requests and Responses* seeks to test the proposed plan change against the AUP RPS objectives and policies. These matters are considered below.

Chapter B2 addresses urban growth and development and includes (amongst other matters) in the *Issues* at B2.1(6) the maintenance and enhancement of the quality of the environment, both natural and built. This is supported by *Policies* (development capacity) at B2.2.2(2)(g) that protect “*natural and physical resources that have been scheduled in the Unitary Plan in relation to natural heritage, Mana Whenua, natural resources, coastal environment, historic heritage and special character*”.

Objectives for a quality built environment at B2.3.1(1)(a) target a quality built environment where subdivision, use, and development (amongst other matters) should respond “*to the intrinsic qualities and physical characteristics of the site and area, including its setting*”. This is supported by *Policies* at B2.3.2(1) that manage the form and design of subdivision, use and development so that development:

- (a) *supports the planned future environment, including its shape, landform, outlook, location and relationship to its surroundings, including landscape and heritage.*

At B2.4 (*residential growth*) is addressed through *Objectives* at B2.4.1(2) that target residential areas that are attractive, healthy, and safe with quality development in keeping with the planned built character of the area. *Policies* at B2.4.2(2) enable higher residential intensities in areas closest to centres, the public transport network,

³ NZAA Site Number R11/3365, <https://archsite.eaglegis.co.nz/NZAA/Site/?id=R11/3365>

⁴ ditto

large social facilities, education facilities, tertiary education facilities, healthcare facilities and existing or proposed open space. At B2.4.4(c) the *Policy* provides for lower residential intensity in areas where there are “natural and physical resources that have been scheduled in the Unitary Plan in relation to natural heritage, Mana Whenua, natural resources, coastal environment, historic heritage and special character”.⁵ At B2.4.2(5)(a) the *Policy* looks to:

“avoid intensification” where there are “natural and physical resources that have been scheduled in the Unitary Plan in relation to natural heritage, Mana Whenua, natural resources, coastal environment, historic heritage or special character”

It is noted that this *Policy* is qualified “*where such intensification is inconsistent with the protection of the scheduled natural or physical resources or with the avoidance or mitigation of the natural hazard risks*”. In this case, the proposed intensification is not considered to be inconsistent with the protection⁶ of the scheduled former Oakley Hospital.

B5 of the AUP provides RPS provisions concerning the identification and management of Auckland’s distinctive historic heritage and special character values and includes (amongst other matters) *Issues* at B5.1 that recognise that:

(1) *Auckland’s distinctive historic heritage is integral to the region’s identity and important for economic, social, and cultural well-being.*

and

(2) *Historic heritage needs active stewardship to protect it from inappropriate subdivision, use and development.*

Objectives that guide historic heritage target protection in accordance with s6(f) of the RMA and at B5.2.1 include:

(1) *Significant historic heritage places are identified and protected from inappropriate subdivision, use and development.*

and

(2) *Significant historic heritage places are used appropriately and their protection, management and conservation are encouraged, including retention, maintenance and adaptation.*

These *Objectives* are supported by *Policies* that address the protection of scheduled significant historic heritage places at B5.2.2 that include at:

(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;*

The primary features of the historic former Oakley Hospital building are defined in the AUP at Schedule 14.3 (refer Figures 4 and 5 below). The consented works to the former Oakley Hospital (unrelated to the proposed Te Auaunga Plan Change) include

⁵ AUP Chapter B2.4.2(4)(c)

⁶ See RMA s6(f)

partial demolition of post-1905 extensions to the historic building. These elements are distinctly expressed in the AUP as not being primary features and as such are recognised as having lesser historic heritage significance. The proposed Te Auaunga Plan Change does not include any amendments that conflict with the existing consents and, in heritage terms, does not present any conflict to the consented works currently underway.

- (b) *the relocation or removal of any of the primary features of such places away from their original site and context.*

The proposed Te Auaunga Plan Change does not require the relocation or removal of any of the primary features of the former Oakley Hospital.

- (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.*

The EOP is also recorded in the AUP to identify the surroundings associated with the historic heritage values of the place which contribute directly to its significance or allow it to be understood and appreciated. The development enabled through the Proposed Plan Change avoids physical encroachment within the EOP and capitalises on the topography in Height Area 1 where greatest height is proposed as the land falls away from the former Oakley Hospital. While there may be a perceived visual relationship between the Proposed Plan Change heights and the scale of the former Oakley Hospital and its EOP, that height and development in accordance with it is behind and to the side of the principal formal visual relationship to the northern elevation of the Hospital building.

and,

- (8) *Encourage new development to have regard to the protection and conservation of the historic heritage values of any adjacent significant historic heritage places.*

New development enabled through the Proposed Plan Change responds appropriately to the historic heritage values of the former Oakley Hospital Building and its associated EOP. The spatial condition which the former Hospital Building frames (both to the north and into the associated formal landscape and EOP, and to the south and the lesser scaled courtyard spaces framed by the wings of the building) are protected and conserved.

B5.4 of the RPS provides an explanation and reasons for the adaptation of provisions associated with historic heritage values, noting that:

“Historic heritage helps people to understand and appreciate their history, culture and identity. Historic heritage places contribute to Auckland’s distinctiveness as a visitor destination and to its economic vitality. The recognition, protection, conservation and appropriate management of historic heritage places will help future generations appreciate what these places mean to the development of the region. Historic heritage places are a finite resource that cannot be duplicated or replaced.

There are two key components in managing historic heritage places and areas:

- *the recognition of their significance, which may include multiple values, and protection of places with significant values through restrictions on demolition and modification;*
- *the protection of their values through appropriate use of them (including adaptive re-use) and appropriate management of their context, including other activities which may affect them.”⁷*

6. methodology

This report offers an independent and objective professional assessment of the potential impact on historic heritage values of the existing scheduled building at 1 Carrington Road, Auckland relative to the proposed Height Areas 1, 2 & 4 as they are described in the Te Auaunga Plan Change. This report also takes into account guidance from HNZPT where it considers where land is essential for retaining and interpreting heritage significance as well as considerations for new buildings to be introduced to the surroundings.⁸

The RMA recognises historic heritage as a matter of national importance and, at s6(f), protects historic heritage from inappropriate subdivision, use, and development. The RPS of the AUP at Chapter B5 includes at B5.1 *Issues* that recognise:

- (1) *Auckland’s distinctive historic heritage is integral to the region’s identity and important for economic, social, and cultural well-being; and,*
- (2) *Historic heritage needs active stewardship to protect it from inappropriate subdivision, use and development.*

In a manner similar to the Learning Quarter Precinct provisions in the AUP, a best practice approach to considering effects arising from the Te Auaunga Plan Change on adjacent historic heritage values found in the former Oakley Hospital Main Building and its associated EOP provides an appropriate lens through which to consider potential adverse effects. As such, Objectives that target the recognition, protection, and enhancement of heritage values including historic heritage places, Māori sites of significance, and notable trees and the contribution they make should be considered. Open spaces and pedestrian connections to the wider context, including connections between activities and open spaces, should also be provided for and enhanced.

This assessment has been based on information available at the time. A site visit was conducted on 30th March 2023. The building is currently secured, and interior access is not possible. Access to the east and south-east ends of the building were not possible, due in part to construction works that are underway. Access to proposed Height Area 1 and to the wider site to a medium distance was possible and considered sufficient to meet the requirements of the brief at this stage.

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This assessment is based on the proposals that have been prepared for the precinct level plan change and described in the associated reports:

⁷ AUP Chapter B5.4

⁸ *Sustainable Management of Historic Heritage Guidance, Information Sheet 16 ‘Assessing Impacts on the Surroundings associated with Historic Heritage’*

- Wairaka Precinct: Plan Change Request to Auckland Unitary Plan, Tattico 21 December 2022;
- Te Auaunga Private Plan Change: Assessment of Landscape and Visual Effects, Boffa Miskell 21 December 2022, updated in 2023; and,
- Te Auaunga Private Plan Change: Urban Design Assessment, Boffa Miskell 21 December 2022.

7. site and context

7.1 location

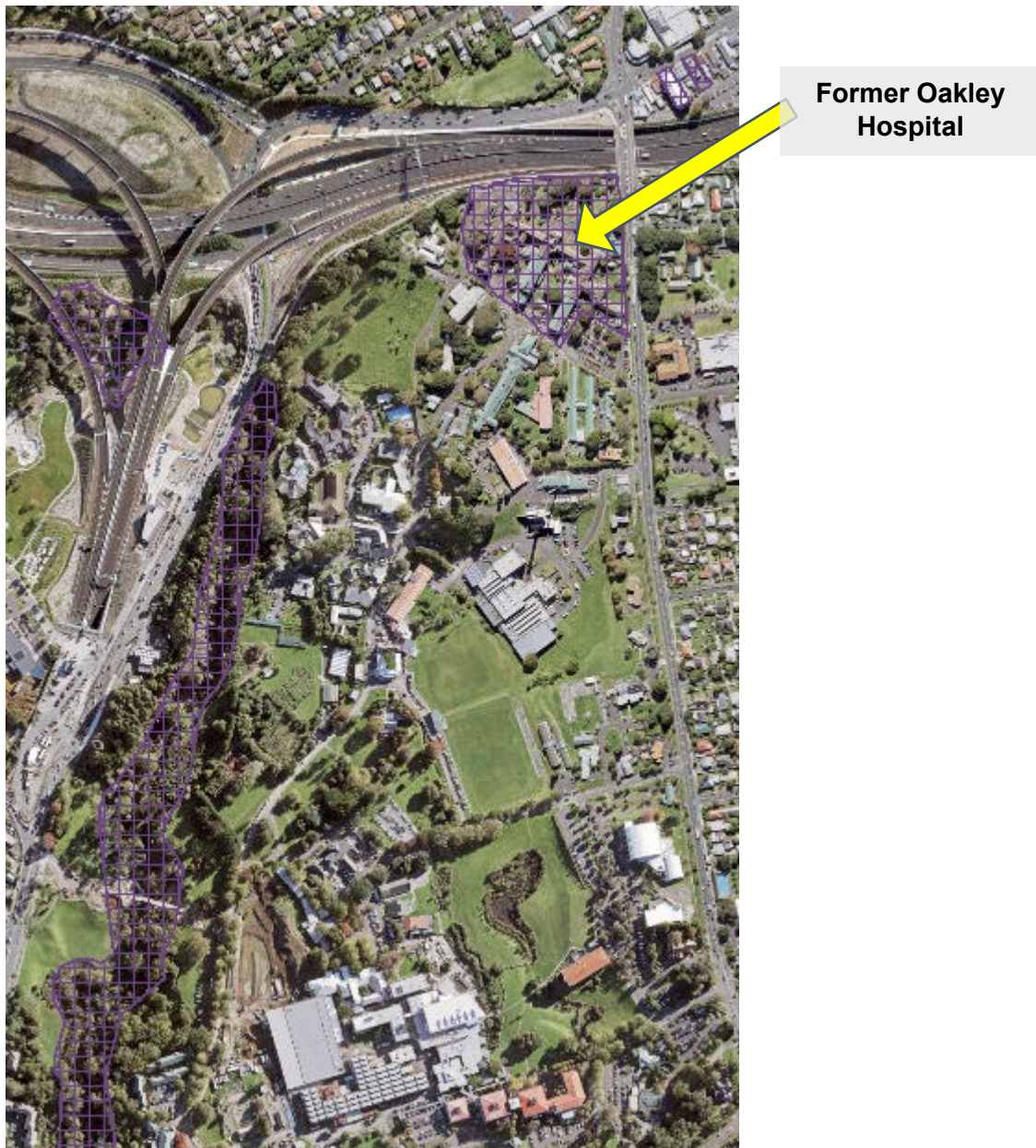


Fig. 2 Site aerial showing the former Oakley Hospital Main Building and associated Extent of Place (arrowed), its associated Extent of Place (purple hatch), and its wider surrounding context. True north is directly up the page. (Auckland Council GeoMaps GIS Viewer, 2023)

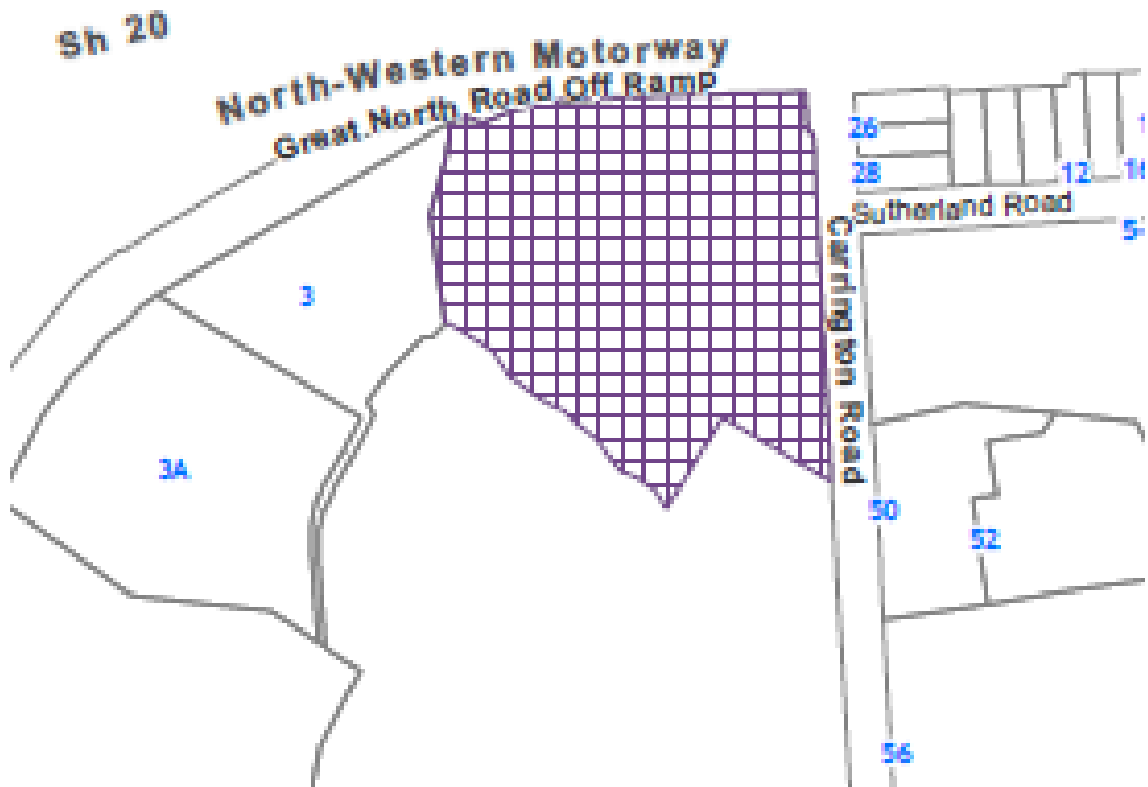


Fig. 3 Extent of Place shown hatched, from AUP 2016 GIS planning maps. (Auckland Council GeoMaps GIS Viewer, 2023)

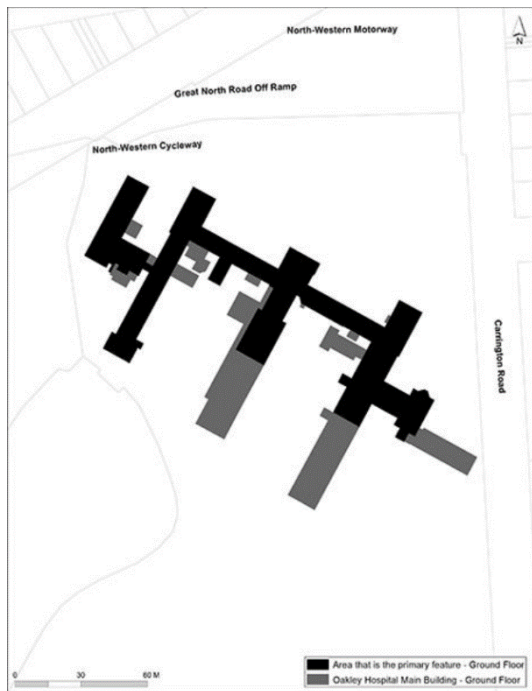


Fig. 4: Ground floor, primary features diagram, Auckland Unitary Plan 2016

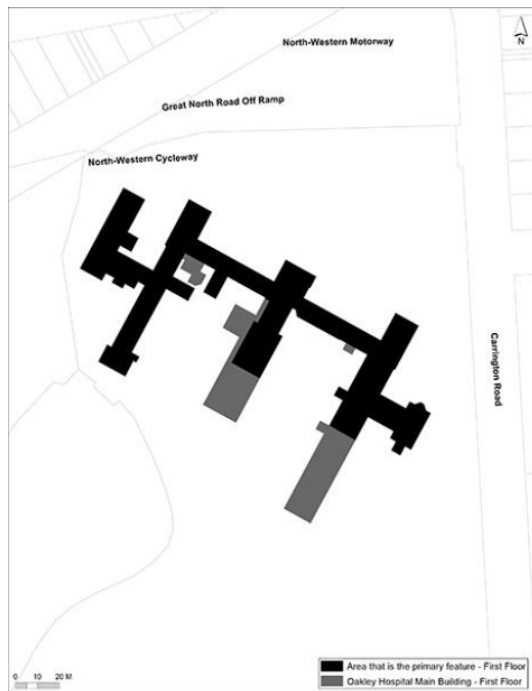


Fig 5: First floor, primary features diagram, Auckland Unitary Plan 2016

The primary features of the historic building are defined in the AUP at Schedule 14.3 (refer Figures 4 and 5 above). The areas in black indicate the parts of the building that make a high contribution to its historic heritage values. The grey areas are later additions of lesser significance, or represent intrusive elements that do not support the historic heritage values. The EOP is also recorded in the AUP to identify the surroundings associated with the historic heritage values of the place which contribute

directly to its significance or allow it to be understood and appreciated. The AUP describes EOP as:

*'The extent of place comprises the area that is integral to the function, meaning and relationships of the place and illustrates the historic heritage values identified for the place. The provisions relating to a historic heritage place apply within the area mapped as the extent of place on the Plan maps, including the airspace.'*⁹⁹

The EOP for the former Oakley Hospital Main Building reflects the building's complex form and acknowledges that it should be experienced 'in the round' and not simply from any one specific viewpoint. Kinetic views of the place are also accessed from further distances and the EOP associated with the principal-built form offers a spatial relief which assists in maintain the historic heritage values of the place and its prominence in its townscape context and setting.

8. recent planning history

Works are currently in progress within the precinct to upgrade and future-proof road entrances to provide access to the consented and planned residential development.

Resource Consent (LUC60386272) authorises the construction of new a multi-modal road that will improve access for pedestrians, cyclists and a variety of vehicles at the closest point to the Point Chevalier shops. The road is designed to provide a high degree of accessibility to existing infrastructure and is partially constrained by the topography of the site which includes substantial retaining walls and gradients. Figure 6 below illustrates the location of the consented road alignment in the vicinity of the former Oakley Hospital Main Building.

The consented works include partial demolition of post-1905 extensions to the historic building. These elements are distinctly expressed in the AUP as not being primary features and as such are recognised as having lesser historic heritage significance. The proposed Te Auaunga Plan Change does not include any amendments that conflict with the existing consents and, in heritage terms, does not present any conflict to the consented works currently underway.

⁹⁹ Auckland Unitary Plan – Operative in Part 2016, Part D17 Historic Heritage Overlay, p.2

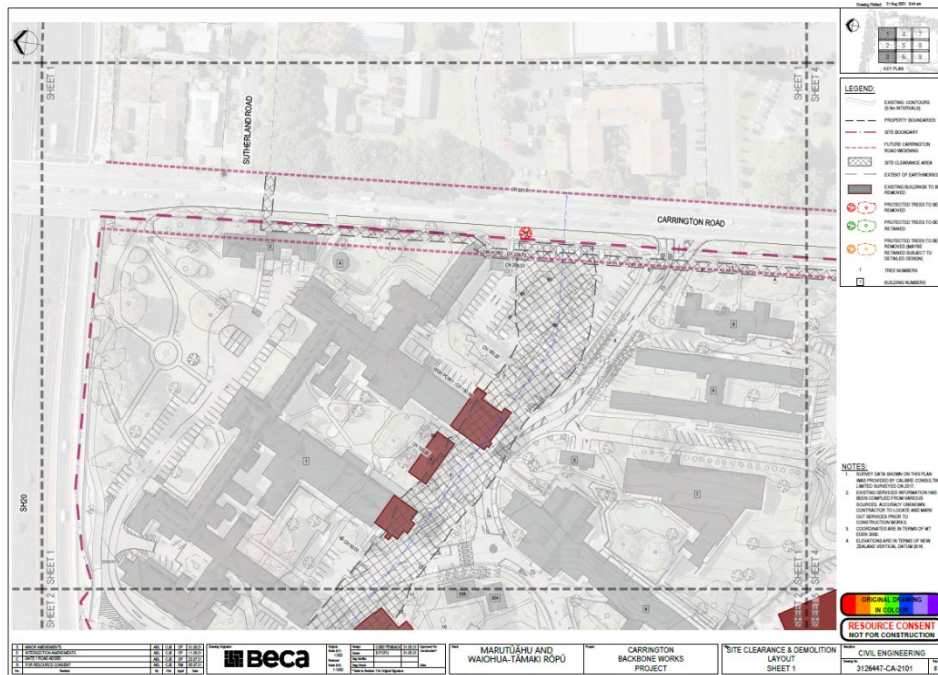


Fig. 6: Consented multi-modal road access showing partial demolition of the non-primary features of the historic building.

9. review of extent of place and historical landscape setting

The analysis of heritage elements for previous planning applications has focused on the historic building fabric and the chronology of development on the associated site (that being within the associated EOP). This report considers the wider setting and environmental context of the scheduled historic heritage place and how effects arising from the proposed Te Auaunga Precinct Private Plan Change can be appropriately considered against those recognised historic heritage values and in the context of adjacent zoning that seeks residential intensification outcomes.

The contribution of the surroundings of the hospital to its historic heritage value are considerable given the medical and social context within which treatment and attitudes to the mentally ill were being addressed at the time of its establishment. In Britain, the Lunacy Act 1845 made the provision of asylums (particularly for paupers) the responsibility of respective county administrations. This is considered the start of an ‘asylum era’ which spurred impressive building projects and variations of a new building typology. As is the case for the former Oakley Hospital, many of these designs were issued to the colonies and, although spurned as mere patterns by local architects, were re-worked into meaningful tender documents and robustly constructed with local knowledge and experience. The approach of the Lunacy Act was comprehensive in requiring asylum projects to be properly managed, inspected and regulated with design standards.

“The construction, arrangement, and government of Asylums for the Insane are subjects at this time so important, in consequence of the new asylums about to be built in England and Wales, and in Ireland, as well to deserve very careful consideration... The recovery of the curable, the improvement of the curable, the comfort and happiness of all the patients, should therefore steadily be kept in view by the architect from the moment when he commences his plan”¹⁰

¹⁰ Connolly, J., *The Construction and Government of Lunatic Asylums*, 1847: reprint with Introduction by Hunter, R., and Macalpine, I., London, Dawsons of Pall Mall, 1968

Institutions such as hospitals, schools, and the police broadly adopted a similar approach to their buildings in the mid-late 19th century. This involved making the buildings as appealing as possible to their users. Some of the considerations related to this included using domestically scaled elevations, warm toned bricks and clear hierarchies to openings to indicate the public access routes. The 1994 Conservation Plan for the building also notes the particular influence that military designs have had on buildings of this scale and use type where it notes:

'The design of these buildings was greatly influenced by the work of military engineers and, in particular, the work of Sir Edmund du Cane (1830-1903), the designer of Wormwood Scrubs prison, he brought to the design of these institutions concepts of hygiene, economy and functionalism. His prison plans were logical and clean with integrated system of heating and ventilation. Typically, these buildings were based on a series of parallel wings connected by covered ways and this principle was rapidly adapted to hospital design as a means of preventing the spread of infections and allowing the introduction of light and air into individual rooms.

Although by the standards of today the new institutions may be seen to have been harsh and austere, they represented a significant shift from a system which had previously either physically tormented such people or left them to fend for themselves - whether inside an institution or out. The sense of civic obligation to such persons meant that funds - albeit limited - were always assured to guarantee continuity of care, food and shelter."¹¹

9.1 dual aspect

The historic building is a threshold to the local town centre of Point Chevalier. The nature of the original use as an asylum necessarily created a defensible edge between the two locations. This is particularly evident in the minimal number of openings in the principal façade, with only one entry to the building shown at ground level on the early plans. Early photographs show the boundary treatments of the hospital to be low-rise and relatively open without planting obscuring any part of a building designed to be state of the art for its time. The large, landscaped gardens to the front of the building allowed for natural surveillance from both the interior of the building and the local streets of town centre, perhaps providing sufficient time and space for any untoward events to be dealt with efficiently. The rear elevations of the historic building have a decidedly different quality to the front, offering two contained 'airing courts' with the E-shaped floor-plate of the principal building.

The middle of the 19th century introduced developments in health care that are considered positive advancements by contemporary standards. As well as improving science around the need for hygiene and anaesthesia in surgery during the early 19th century, mental health care was experiencing a shift from being security-focused to understanding the elements of successful rehabilitation. This approach is very evident in the architecture of the former Oakley Hospital Main Building with the inclusion of the 'airing courts' to the rear of the building and the generous composition of fenestration featured in the wards and corridors allowing light and air to flow throughout the building.

The role of the outlook and aspect in the restoration of patients to better health was increasingly considered important as well as it being an opportunity to connect to nature, which was thought to be an effective way to calm the mind. To this end the

¹¹ Former Carrington Psychiatric Hospital Avondale, A Conservation Plan, Salmond Architects, Second Draft. July 1994
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hospital provided long views from some wards, kitchen gardens, small animal farming and daily exercise in the female and male airing courts.

9.2 sequence of spaces

There remains a clear opportunity within the precinct in the vicinity of the former Oakley Hospital Main Building to enhance the responses to the architecture and location of the historic building. This is reflected, in part, in the Boffa Miskell Open Space Framework (December 2016) document, based on Auckland Council Open Space Provision Policy 2016 illustrated at Figure 7 (below). Understanding the arrangement of the existing building will help to inform future uses and how the place can best be adapted to inform identity and sense of place for new and existing communities in a positive and truly functional manner. The architecture of the existing building has a strict hierarchy of spaces which stem from the principal elevation through to the rear of the site which navigates substantial land contours with terraces and later built form.

9.3 desire lines

The currently uncoordinated arrangement of landscape planting, boundary treatments, 20th century road network modifications including the incursion of the North-Western Motorway (SH16) in a deep cut between the local town centre and hospital building, security measures and discrete educational use have cumulatively severed the historic building from the local town centre. The amended precinct plan, in proposing to formalise the extent of place in front of the building as open space, creates an opportunity to adapt elements within the title boundary to better interconnect the building with surrounding infrastructure, and the adjacent town centre, including through intuitively navigated pedestrian and cycle routes.

9.4 kinetic views

The setting of the former Oakley Hospital is such that it is experienced from a range of places and at a variety of scales. The dynamic nature of the road network to the north of the site also applies the scale of speed to vehicles travelling at 80 and 100kms/hr. The opportunity to appreciate a two-storey, horizontal building from such position is fleeting at best. At this scale, the historic building is a backdrop. As traffic speeds decrease, cyclists and pedestrians are able to navigate the paths along Great North Road and Carrington Road as well as within the site at a pace which has better opportunity to experience the building and its immediate surrounds in a pleasant way.

The proposed Height Area 1 is intended to become a marker of the wider northern portion of the site which can be observed from the longer reaches of the western area of the region. The western site edge has dense planting which currently obscures the historic building. The building was not designed to be appreciated from this range and consequently makes only a slight contribution to the area. Installing large landmark buildings in this location is an appropriate approach considering effects on historic heritage values that can be achieved without causing any change to how the historic heritage place is understood and appreciated.

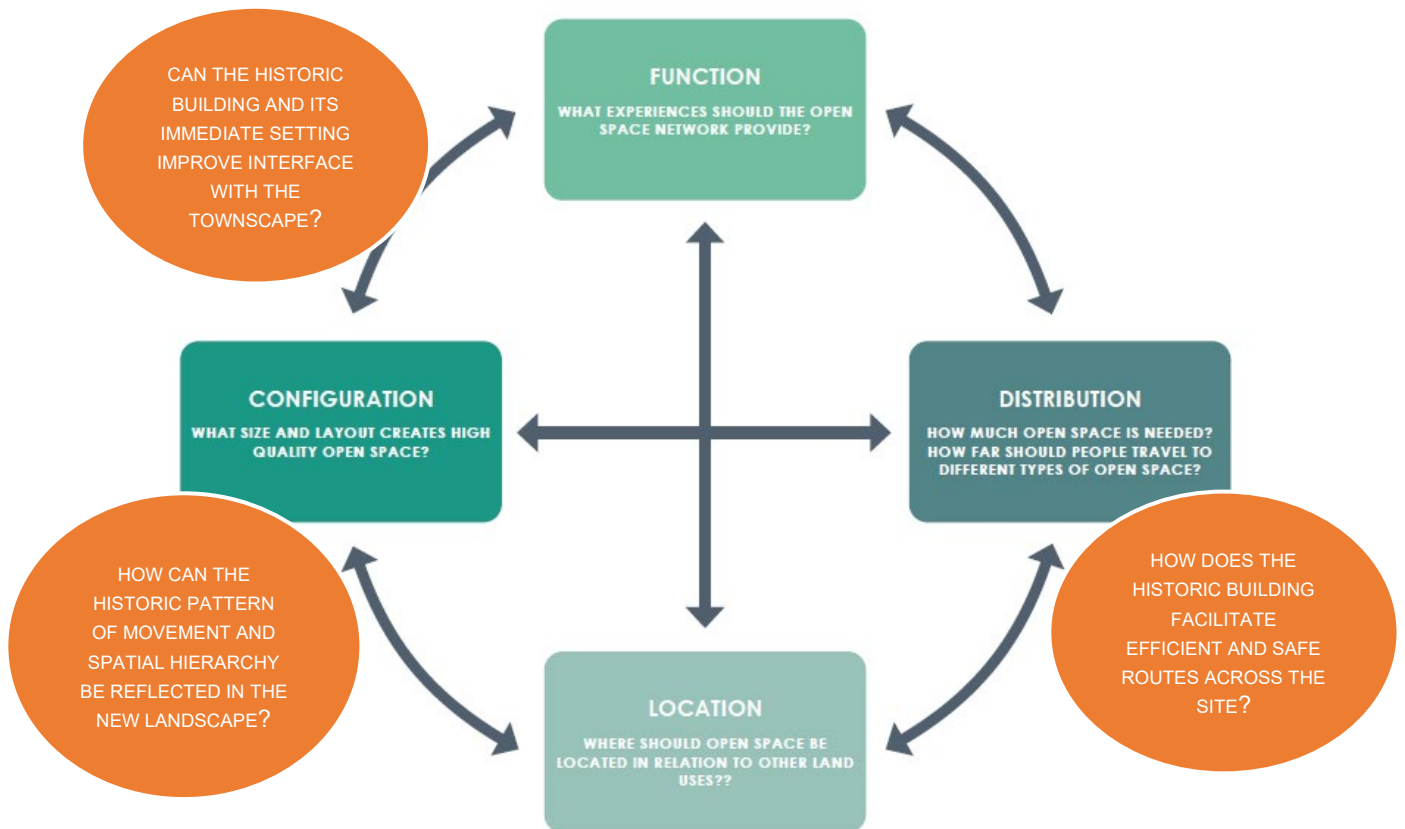
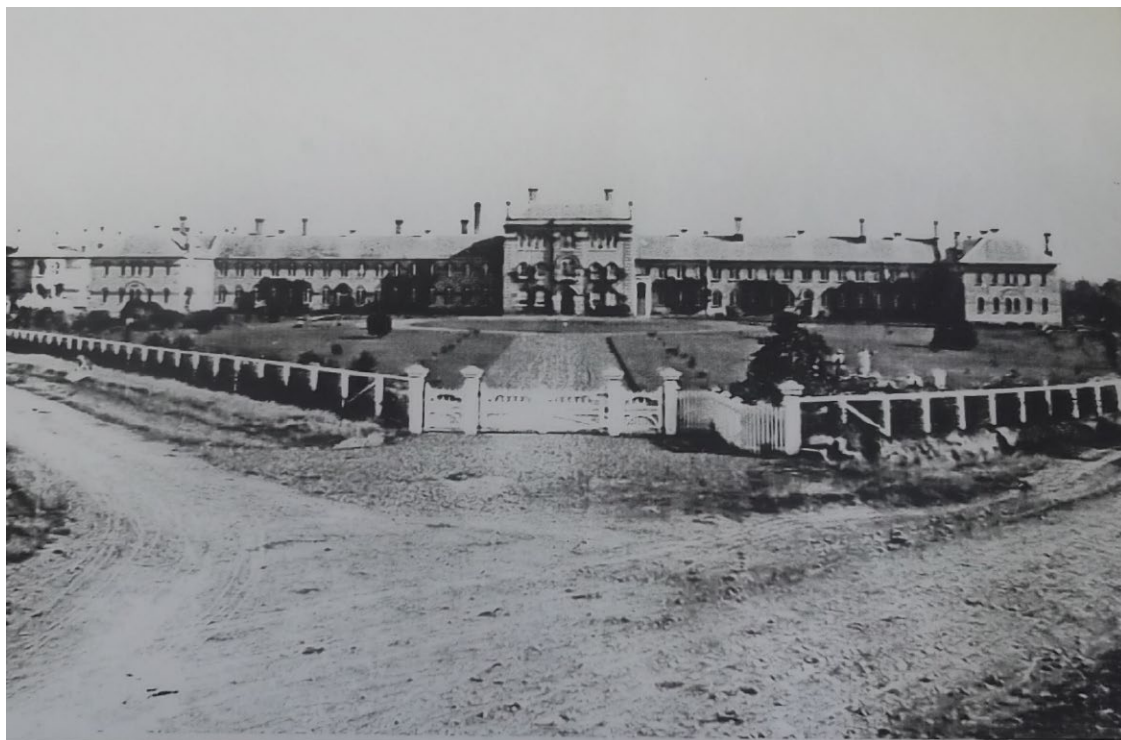


Figure 7: Excerpt from Boffa Miskell Open Space Framework (December 2016) document, based on Auckland Council Open Space Provision Policy 2016, with heritage opportunities added here in orange.



Carrington Hospital building from the north entrance ca.1895, Auckland Institute and Museum, neg C21

Fig. 8: 19th century image of the principal elevation showing the low-rise boundary treatment and visual permeability as well as the early earthwork ha-ha level change. ¹² Penny Cliffin presentation

¹²



Fig. 9: 1940 aerial view of Carrington Hospital and surrounds. The cyan line running east-west indicates where the site was modified to accommodate the North-Western Motorway in the 1960s.



Fig. 10: Aerial view of former bowling green and southeast corner of Carrington Hospital to left of frame.



Bowling Green SW of Building One. Archives NZ - File Sheet. BBAD 154 Box 3071 b 13/3/6 Hospitals, Reserves and Domains – Oakley Hospital (Wellington, 1930-1966).

Fig. 11: Photograph of former bowling green in use to the south-west corner of the former Oakley Hospital Building.¹³



Fig. 12: 2023 photograph, area in vicinity of former bowls lawn, showing retained ground possibly associated to the former green.

¹³ Cliffin, P.F. (2012). Unitec Arboretum. CITYPLANTastic, 8th International Conference, World in Denmark, University of Copenhagen, Copenhagen. 27-29 June

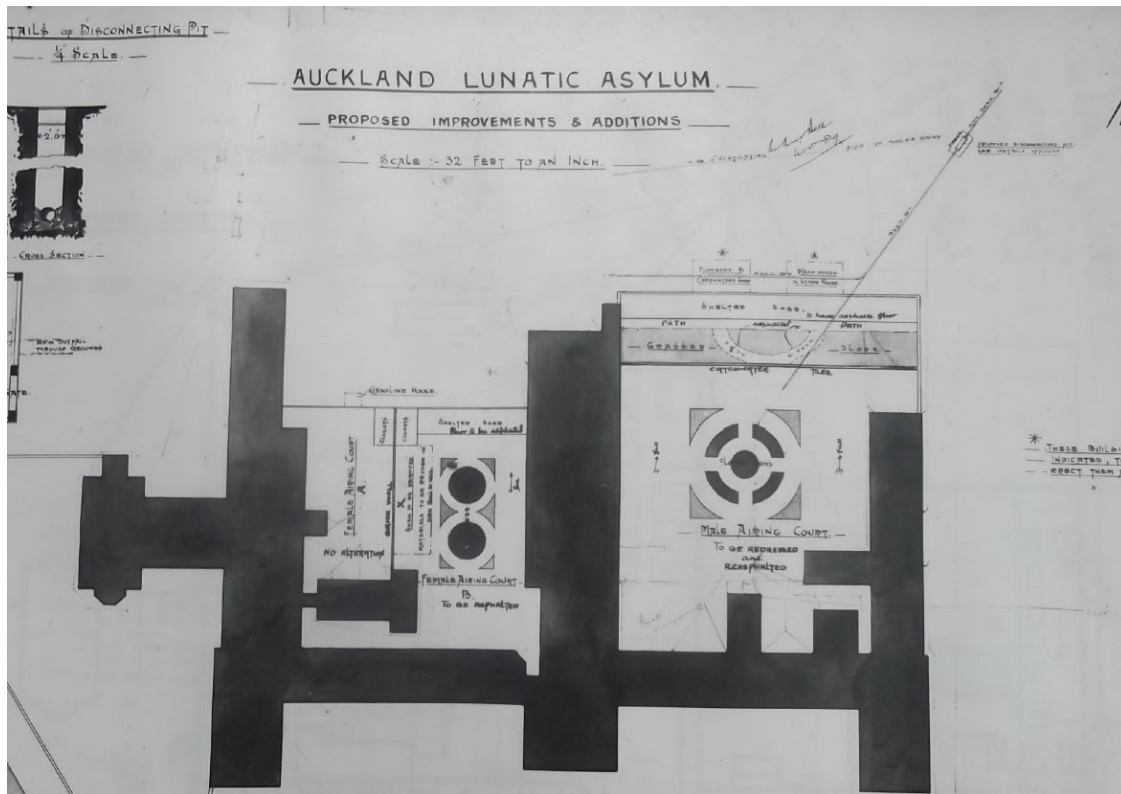


Fig. 13: Early plan of exterior spaces featuring Female and Male 'Airing Courts', gradients to manage ground level changes and a shelter shed in addition to a range of building services and facilities¹⁴.

10. summary statement of significance

The historic heritage values attributed to the former Oakley Hospital Main Building are recognised in the AUP list description as being related to:

- historical
- social
- physical attributes
- aesthetic
- context

historical

The former Oakley Hospital is a prominent example of a specific type of institution during the formative years of asylum architecture in the mid-19th century. The building has a high degree of intactness and integrity, particularly through the principal stages of development prior to 1905, that reveal how care and treatment were administered to residents. The arrangement of the building also indicates ancillary activities and accommodations for staff.

social

The building is representative of 19th century society's changing attitudes to the mentally unwell and the emerging knowledge around the importance of sanitation and infection control. The establishment of such institutions also reflects society's emerging duty of care to the less fortunate.

physical attributes

The former Oakley Hospital Main Building is a prominent building for the region and is best understood and experienced in the round as a complex structure. It benefits from being appreciable at a range of scales from a variety of locations and is afforded visual and spatial relief through relatively low-lying or undeveloped surroundings.

aesthetic

The design and layout of the building have their origins in Britain and were part of a 19th century focus on asylum architecture. The design was necessarily adapted in New Zealand for a detailed tender. The local knowledge and craftsmanship of the masons who built the asylum have influenced its proportions and some of the finer details that remain evident. The polychromatic brickwork and careful detailing reflect various periods of development and contribute to the integrity of composition of the building.

context

The immediate environs of the former asylum building are recognised and protected through the EOP annotation within the AUP. Importantly, the EOP recognises that the building has equal interest between the formal hierarchy of the principal elevation and the more prosaic activities at the rear. The building is experienced and understood in the round, with the formal façade presenting a defensible edge to the local townscape and the less strictly arranged courtyards at the rear filtering various pathways through the building into the hinterland.

10.1 assessment of the contribution of the development site to historic heritage value

The precinct has had a long association with the genesis of the historic place through a formative period of Auckland's history. As a large institutional building with a residential population, the former Oakley Hospital and later tertiary institution has had a substantial impact on the identity of the area through its historical uses. The former Oakley Hospital was encouraged towards self-sufficiency and subsistence living both as a form of rehabilitation and as a function of introducing early infrastructure to the

local area. This is partly why the generous farm site was initially chosen for the asylum building commission. The activities related to the principal functions of the hospital appear to have been contained around the immediate vicinity while other parts of the development site have accommodated various activities and buildings that are distinct from the historic heritage nature of the former asylum building.

Some of the experiments on the wider site included allotment gardens, animal rearing, an innovative sewage system, and swimming baths apparently built by resident labour. The only remnant of these ancillary occupations of the principal building is the levelled pitch of the lawn bowls green. Despite being barely discernible within the existing landscape, the bowls green holds some interest and is representative of how the principal building productively occupied the larger site. Understanding the former Oakley Hospital within a wider site context supports the social and historical values that informed its design and operation for mental health care in the 19th century.

11. assessment of effects on historic heritage values

11.1 scope

The Te Auaunga Plan Change has potential to affect the historic heritage values of the former Oakley Hospital Main Building and its associated recognised EOP. This report assesses these potential effects. The relevant proposed plan change provisions address in increase in maximum height in Height Areas 1, 2 and 4 as notated on proposed Precinct plan 3.

11.2 built form and character

The Te Auaunga Plan Change includes the following relevant policies in the precinct provisions:

- (11) Encourage the retention and adaptation of the heritage and character building, and elements identified within the precinct.
- (12) Provide for the adaptation of the scheduled part of the heritage building for economically viable activities which ensure ongoing economic sustainability for this building and its integration into the Te Auaunga Precinct.
- (13) Require new buildings to be designed in a manner that provides for a high standard of amenity, recognises landscape values and, where appropriate, enhances the streetscape and gateway locations of the precinct.
- (14) Require proposals for new buildings, structures and infrastructure or additions to existing buildings, structures and infrastructure adjoining or adjacent to the significant ecological area of Te Auaunga to be sympathetic and provide contemporary and high-quality design, which enhances the precinct's built form and natural landscape.
- (14A) Provide for taller buildings in the north western part of the precinct in this landmark location with enhanced outlook across the Waitemata Harbour and Waitakere Ranges, but in a location removed from residential neighbourhoods outside the precinct. Request H4 to Appendix 1 of the Auckland Council RMA Clause 23 *Requests and Responses* seeks to test the appropriateness of locating buildings of additional height in the site's northwestern corner (Height Area 1) and considers this to be the development area of the most potential visual impact on the scheduled building's historic heritage values. The nature of this corner should be considered in the round as this location within the site overall acts as a fulcrum or hinge point to the massing and the dynamic views that receive the potential massing within and beyond the site. The topography of this hinge point, falling away from the heritage building and site, mitigates the simple defects of dominance in a locally distinctive and site specific way (a matter of clarification raised at H5).(14B) Provide for additional height in the central and northern parts of the precinct, recognising the topographical and locational characteristics of this part of the precinct, and the ability to provide greater housing choice, increase land efficiency, benefit from the significant views and outlook from the precinct, and leverage the proximity and amenity of Te Auaunga.

A new Policy 14AA is to be included in the precinct provisions as below:

Policy 1334.3(14AA):

Require proposals for new high rise buildings adjacent to the former Oakley Hospital scheduled historic heritage building to provide sympathetic contemporary and high quality design which enhances the precinct's built form.

This policy reinforces approaches to ensuring that new high rise buildings adjacent to the former Oakley hospital (including its associated extent of place) are appropriate and responsive to that specific context.

With reference to proposed Precinct plan 3, reproduced below:

- Height Area 1 is proposed to accommodate increased heights from that currently enabled at 27m to provide for heights proposed at 35m generally, plus three towers with heights of 43.5m, 54m, and 72m.
- Height Area 2 is proposed to accommodate increased heights from the 27m currently enabled to 35m. It is an area within the site overall where greater height can be appropriately conserved and is bordered by Height Area 4 and its respective enabled height and massing of 27m to its eastern edges and by the lower topographic areas of the site to the east of the Oakley Creek.
- Height Area 4, specifically along Carrington Road, currently provides for an 18m building height at the road frontage stepping up to 27m 20m back from the existing precinct boundary. The proposed plan change seeks to enable 27m height at the street frontage, subject to specific design controls to manage and protect appearance and good design.

1334.10. Precinct plans

1334.10.3 Te Auaunga: Precinct Plan 3 - Te Auaunga Height

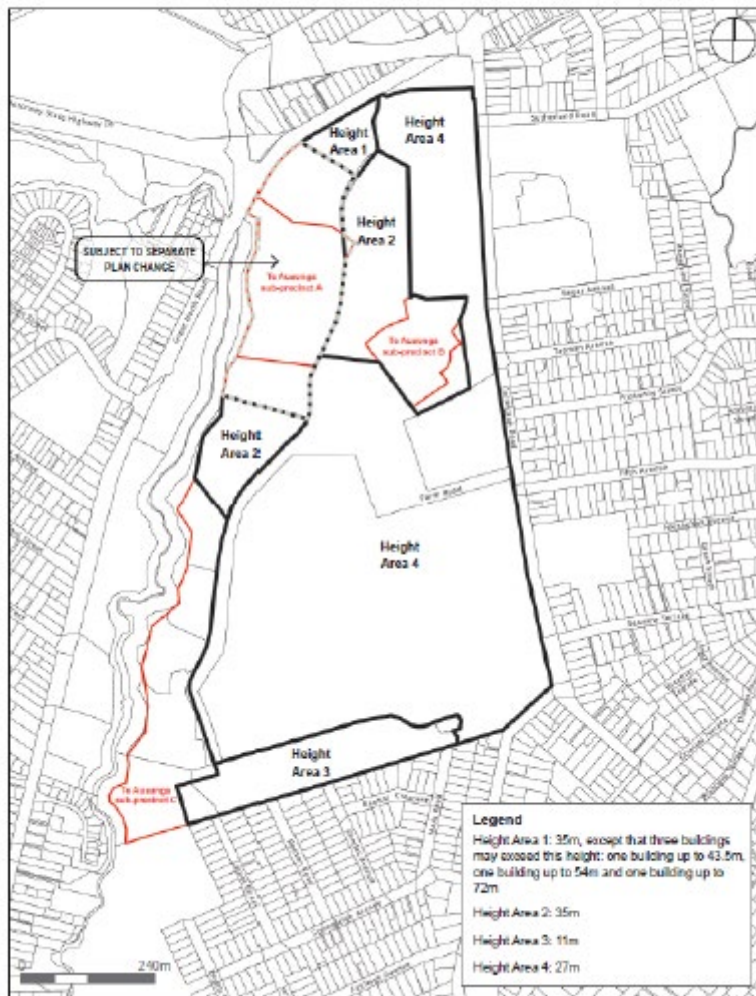


Figure 14: Proposed Precinct Plan 3, describing the four proposed Height Areas.

In association with the wider consultant team, we have collectively approached consideration of the effects arising from the Te Auaunga Plan Change request for increased height controls and the potential for an appropriate height mindful of the heritage built and landscape context that lends distinctive value to the former Oakley Hospital Main Building and its associated EOP by looking at a number of key themes, including:

- a) **The immediate and wider historic context.** This has involved careful consideration of the proposed maximum heights adjacent to the heritage site.
- b) **Site permeability.** Before looking at building form studies on the site, the compositional role of each of those potentials and the spaces between these elements and their relationship to the heritage site has been considered through exercises such as the Boffa Miskell *Urban Design Assessment*¹⁵ and the revised shading diagrams produced by Boffa Miskell received on the 5th of July 2023.
- c) **The spaces between the buildings** (including the heritage building and its respective EOP as recognised in the AUP) have been considered relative

¹⁵ Boffa Miskell *Te Auaunga / Private Plan Change Urban Design Assessment*, 21 December 2022

to the proposed maximum heights sought through the Te Auaunga Plan Change. This has led to an understanding of the sensitivity to the heritage site's permeability (visual and pedestrian) and the relationship between built form, which informs the design of the new building to those site-specific sensitivities. In a design sense, this is reflected in the recognition that the heritage of the site lends a particular and distinctive value to the adjoining site context to which any proposed design should respond.

- d) **Mass, scale and proportion** relative to the immediate relationship with the heritage EOP arising from the proposed height standards sought. The future resolution of the vertical proportion and articulation of any potential the façade treatment in response to height is recognised as relevant to an appropriate site-specific response.
- e) **The ground plane.** Consideration of the ground plane and the potential for the proposed building heights promoted through the plan change to respond at a pedestrian scale to the space between buildings and to the historic heritage values of the former Oakley Hospital's spatial values; something that varies through the proposed plan change.
- f) **View points and visual simulations.** These not only test the proposed plan change and the maximum height promoted, but acknowledge the immediate, surrounding, and more distant contexts. The views developed by Boffa Miskell anticipate matters of landscape and visual sensitivity, and these views afford opportunity to test the height promoted by the proposed plan change its appropriateness in the immediate historic heritage, near, and distant contexts.

11.3 visual impact

A range of views have been selected and assessed as part of the *Landscape and Visual Effects Assessment*, prepared by Boffa Miskell in 2022 and updated in 2023. Two of these views, VS5 and VS6 show the former Oakley Hospital Main Building and associated EOP in a prominent position and have been assessed here for impacts related to historic heritage significance arising from the proposed plan change and the additional height it seeks to enable.

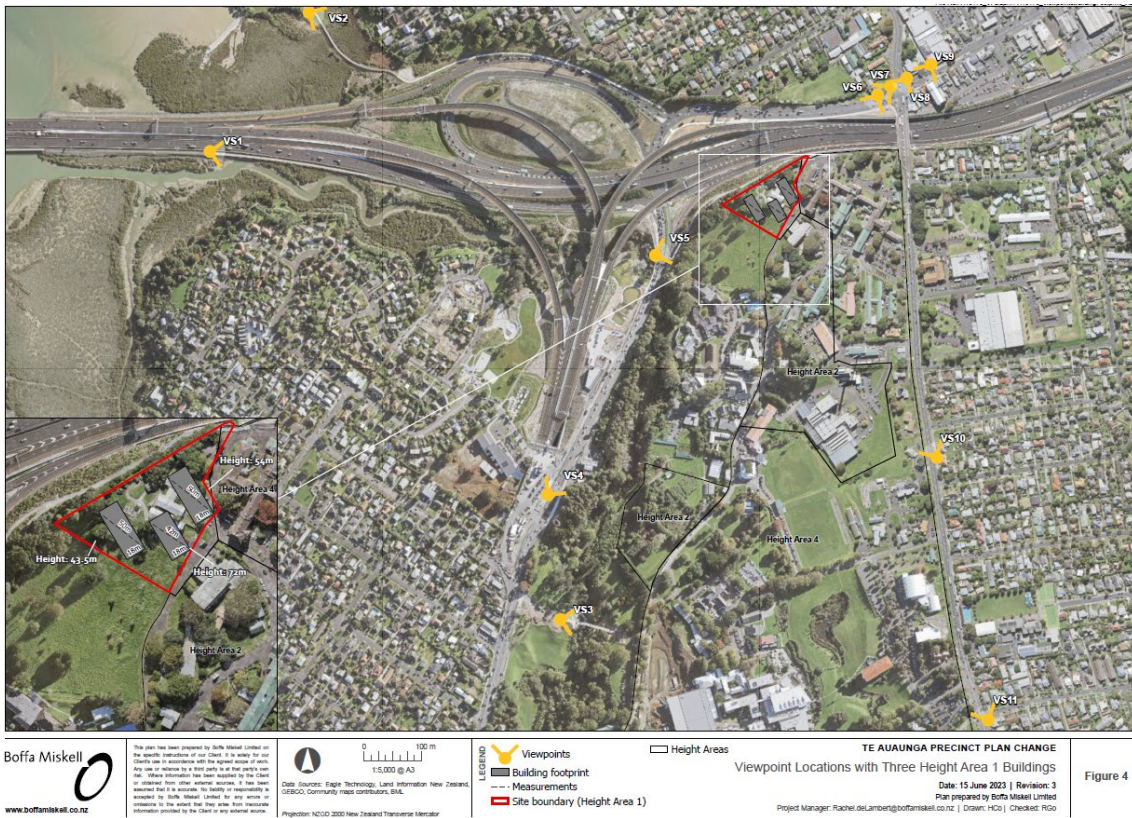


Figure 15: Viewpoint locations map prepared for Assessment of Landscape and Visual effects by Boffa Miskell (June 2023)



Existing View



Plan Change enabled height and massing

Note: Model for plan change includes the consented the road network



Operative enabled height and massing



Note: Model for plan change includes the consented the road network

Plan Change enabled height and massing

Figure 16: VS7A - Verified view prepared for Assessment of Landscape and Visual Effects by Boffa Miskell (June 2023)

The main effects of the Te Auaunga Plan Change on the historic heritage values of the former Oakley Hospital are associated with how the principal historic building is viewed and understood within its historic context. Verified views taken from the local town centre (Fig. 15 & 16) compare the existing condition with what is enabled under the operative Wairaka Precinct and the height increase proposed to be enabled by the Te Auaunga Plan Change, including specific building footprints.

The operative Wairaka Precinct enables buildings of 27m in height to the west and south of the former Oakley Hospital Main Building. Such anticipated development will form a contemporary backdrop to the historic building beyond its recognised Extent of Place. The former Oakley Hospital has been appreciated historically as one of the largest buildings in the area and the proposed plan change offers further clarity on how height controls will influence the layout of the tall buildings and their impact on the understanding and experience of the historic place. The operative AUP allows for a tall building mass to the rear of the former Oakley Hospital in both Height Area 1 (to the west of the former Oakley Hospital site) and Height Area 4 (to the north and east). The baseline massing breaks the ridgeline of the historic building and changes its backdrop, but maintains its formal relationship to the north and engaged with its Extent of Place.

The primary proposed change to Height Area 4 is to enable buildings of 27m in height along Carrington Road. This change is not perceptible in these views (Figure 16) and, overall, is considered to have a negligible effect on the historic heritage significance of the former Oakley Hospital and its associated Extent of Place.

The proposed change to Height Area 1 from 27m to 35m responds, in part, to the distinctive topography of this area, as it falls away and below the general ground level of the former Oakley Hospital site and supports great height relative to that topographic condition. The proposed plan change offers better clarity to the consideration of potential effects of built form (notably height) within the setting of the former Oakley Hospital. The indicative arrangement of the three tower building sites and their

respective maximum heights, while not enshrined in the plan change, provide a spatial layering which illustrates how the depth and scale of the development sites, combined with the advantage of the natural and substantial changes in ground level, might ensure the historic building remains appreciable as a prominent feature in the wider townscape context. In a similar way, the proposed plan change seeks to increase height in Height Area 2 from the 27m height currently enabled to 35m. In a similar way to the site-specific response to the topographic condition of the site recognised in the Height Area 1 the proposed plan change recognises, the Height Area 2 south of the former Oakley Hospital site falls away and below the relative level of the former Oakley Hospital site platform. The proposed increase in height will have a negligible effect on the historic heritage values of the former Oakley Hospital as the site topography mitigates effects of dominance.

The emphasis of the historic former Oakley Hospital Main Building is strongly horizontal and it relies on the open space around it recognised by the defined EOP, specifically to the front as illustrated in view VS6 in commanding its prominent position in the townscape and open space setting. The operative AUP allows height in this area that surpasses the ridgeline of the historic building. The proposed additional height changes the backdrop to the former Oakley Hospital Main Building, but it would remain nonetheless appreciable as a prominent building within the wider area. The articulation of the open space in the foreground of the Oakley Hospital Main Building could be enhanced to support the development site as a permeable threshold to the local town centre of Point Chevalier.



Existing View



Note: Model for plan change includes the consented the road network

Plan Change enabled height and massing

Figure 17: VS 6A Verified view prepared for Assessment of Landscape and Visual Effects by Boffa Miskell (June 2023). Gt. North Rd and Pt. Chevalier Rd looking West



Operative enabled height and massing



Note: Model for plan change includes the consented the road network

Plan Change enabled height and massing

Figure 18: VS 6B Verified view prepared for Assessment of Landscape and Visual Effects by Boffa Miskell (June 2023). Gt. North Rd and Pt. Chevalier Rd looking West

Request H1 to Appendix 1 of the Auckland Council RMA Clause 23 *Requests and Responses* seeks to test “*various views of the Oakley Hospital Main Building as experienced in the local landscape*” and the following images provide a basis for that consideration and demonstrates how the Oakley Hospital Main Building and its space in front remains a primary focus within that viewing context framed behind by the development potential enables by the operative and Plan Change height and massing provisions. The Plan Change enabled height and massing breaks up and articulates that foil against which the Main Building is read more than the single mass enabled by the operative provisions.



Existing View



Note: Model for plan change includes the consented the road network

Plan Change enabled height and massing

Figure 19: VS 8A Verified view prepared for Assessment of Landscape and Visual Effects by Boffa Miskell (June 2023). Intersection Gt North Road and Pt Chevalier Road looking West.



Operative enabled height and massing



Note: Model for plan change includes the consented the road network

Plan Change enabled height and massing

Figure 20: VS 8B Verified view prepared for Assessment of Landscape and Visual Effects by Boffa Miskell (June 2023). Intersection Gt North Road and Pt Chevalier Road looking West.

11.4 shading effects

The potential for overshadowing of the former Oakley Hospital Main Building and its associated EOP could affect historic heritage values that are associated with its architectural, aesthetic, and social values.

The design of the historic building was purposeful in including generous fenestration to the wards and corridors which allowed fresh air and light into the interior. While most of the ventilation was mechanically controlled into the building, the large windows provided aspect and prospect to recuperating residents and their attendant staff. This quality of place is important in understanding the historic building as a state-of-the-art facility of its time. Excessive overshadowing could compromise the quality of the former Oakley Hospital Main Building and affect those historic heritage values.

The potential effects of taller buildings proposed to be enabled by the Te Auaunga Plan Change in shading the former Oakley Hospital Main Building and its associated EOP are compared to the currently operative provisions for the Wairaka Precinct in the following Boffa Miskell-produced studies.

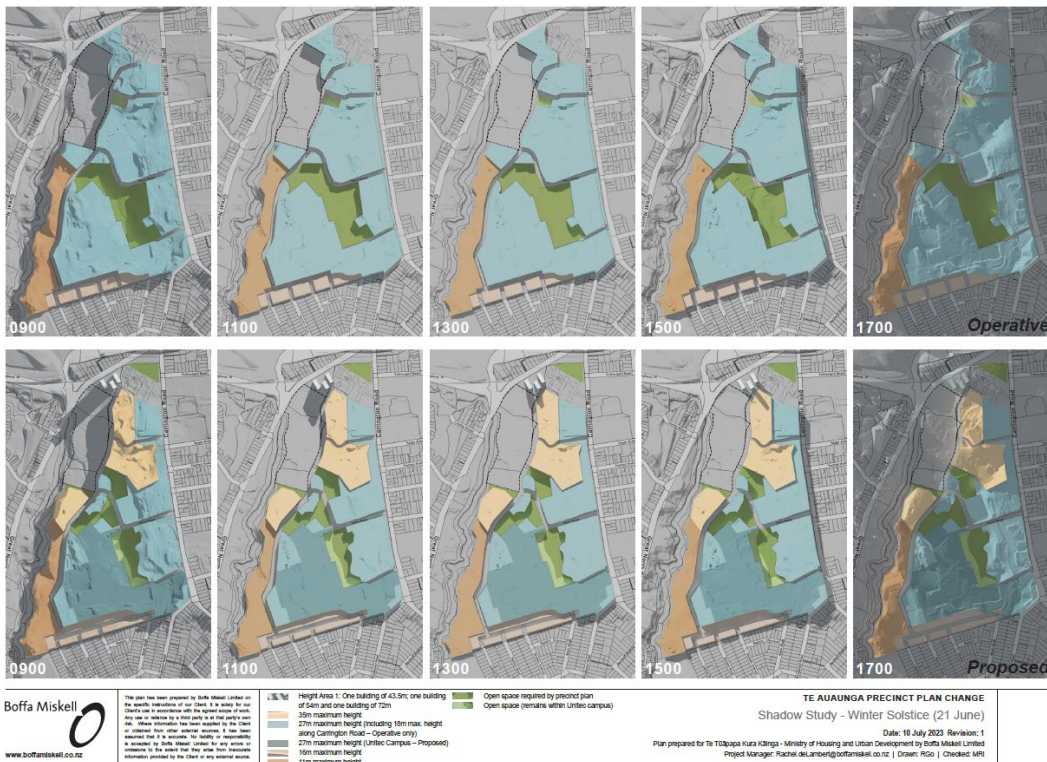


Figure 21: Shadow Study prepared by Boffa Miskell, 10 July 2023, - Winter Solstice (21 June) showing Operative AUP effects (top) and Proposed Plan effects (below).

Winter Solstice modelling (Fig.21) shows that the proposed plan would reduce the over-shading effect to a less than minor level over the former Oakley Hospital Main Building at the west end of the historic building.

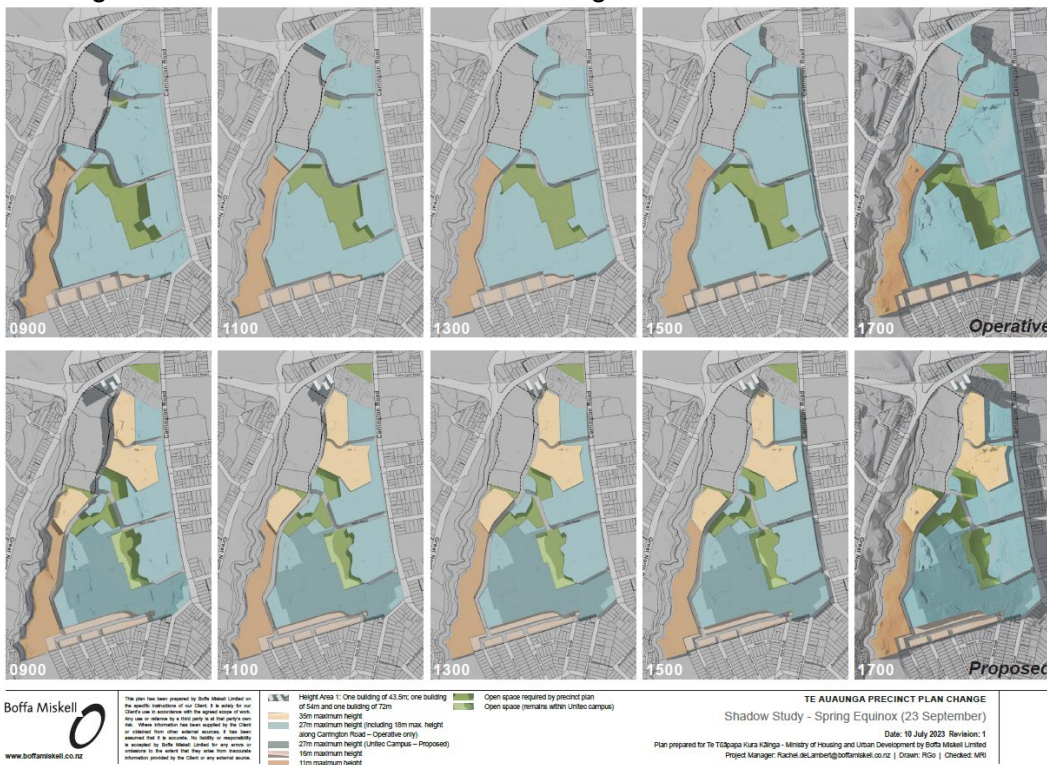


Figure 22: Shadow Study prepared by Boffa Miskell 10 July 2022, Spring Equinox (23 September). Showing Operative AUP effects above Proposed Plan effects.



Spring Equinox modelling (Fig.22, above) shows that the minor over-shading effect at 1500hrs would reduce to a less than minor level across the southern elements of the former Oakley Hospital Main Building. The diagrams also indicate that while shading across the majority of the building would be evident at 1700hrs at the Spring Equinox, the principal elevation of the building would remain in more even daylight for longer periods.

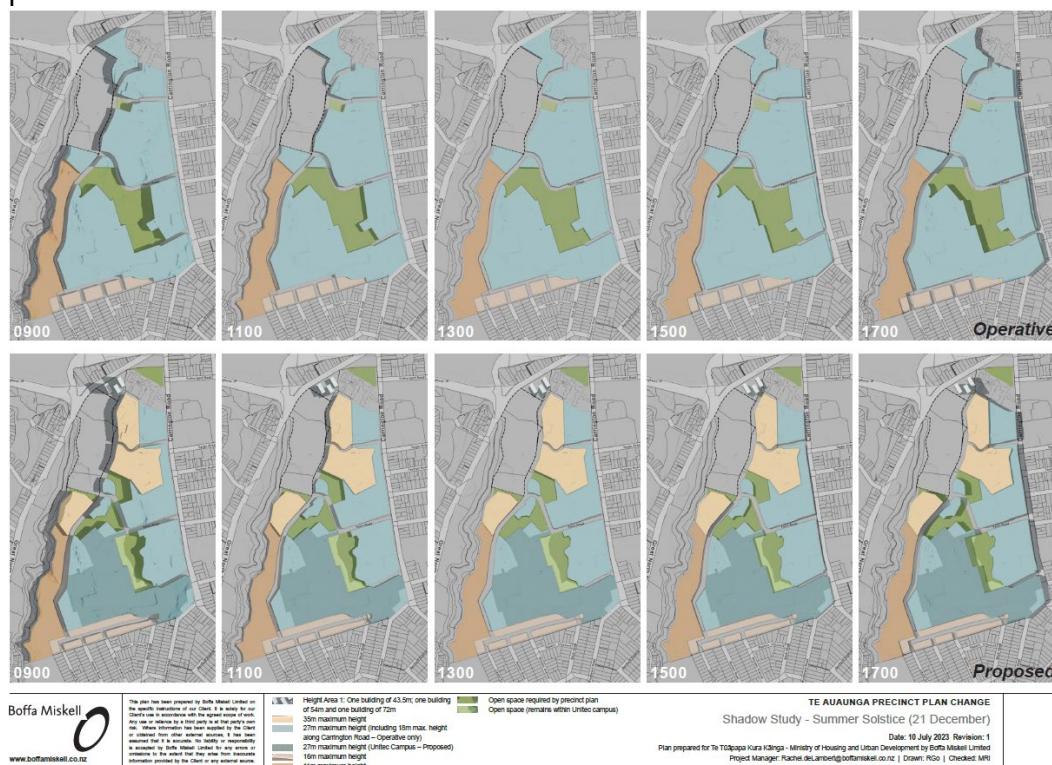


Figure 23: Shadow Study prepared by Boffa Miskell 10 July 2022, Summer Solstice (21 December). Showing Operative Plan effects above Proposed Plan effects.

Summer Solstice modelling (Fig.23, above) shows that the quality of over-shading will change from a deep shadow with a sharp edge to a slightly broader shadow that partially intrudes into the former Male Airing Court, but leaves the principal elevation to the west end in daylight for longer. The change in effect in this instance is considered to be neutral.

The Shadow Studies prepared for the *Urban Design Assessment* by Boffa Miskell demonstrate that the proposed articulated built form of three towers will likely reduce the overshadowing effects on the historic building in comparison to the operative AUP potential overall. The excerpts in this report are considered to represent a legible change in effect. The balance of the modelling is not considered to have potential to affect the historic heritage values and appreciation or experience of the former asylum building.

Overall, the proposed change in height is unlikely to have a substantial effect on the interior shading of the historic building and, in some cases, the effects appear to lessen. The formerly long views from these wards and corridors will become shorter in some locations, but the proposed height increase will not worsen the effects from shading from those generated by the currently operative controls.

11.5 traffic and transport

The most dramatic change to the historic place during the 20th century has been the modification to the front (north) of the former Oakley Hospital site to enable the North-Western Motorway to be built in the 1960s. A large section of the formal garden frontage was lost to the new below grade road network. This modification severed the former Oakley Hospital from the local town centre shops and irrevocably changed the historic contribution of the former Oakley Hospital within the wider townscape.

The motorway overbridge is an inhospitable environment from where the historic building is unlikely to be appreciated and the mature trees further obscure a visual connection between the two places. The intersection of Great North Road and Carrington Road is cluttered with traffic signals and road management measures, so that the historic place is further obscured from the local town centre.

The operative Wairaka Precinct allows taller buildings in the Height Area 1, proposed through the Te Auaunga Plan Change, which lies to the west of the former Oakley Hospital. The proposed plan change articulates the taller building heights across the proposed heights of 43.5m, 54m, and 72m further moderated by the particular topography that falls away and below that that contains the former Oakley Hospital site. The effect of pulling proposed building footprints back from the boundary edges affords further spatial relief in Height Area 1.

The historic former Oakley Hospital Main Building, framed as it is by its associated EOP, would remain in the foreground, but would not be the largest structure in the area. As the 1994 Conservation Plan notes, the building has historically been prominent as the largest building in the local area. It is noted that the operative provisions of the AUP change this aspect. The foreground of the former Oakley Hospital is already compromised by a modern roading network, and the existing access driveway should not be adapted or co-opted to manage the additional traffic demands. The proposed Te Auaunga Precinct plan change would not change the existing provisions that protect this aspect of the former Oakley Hospital and it is acknowledged that the alignment of the road network in the proposed precinct plan is not proposed to impact the building more than what has been consented.

11.6 vegetation

Schedule 14.1 of the AUP specifically excludes the vegetation within the EOP from the listing protections. This allows some existing trees and planting to be changed without resource consent. There are 15 specimens on the 'identified trees' list in the operative Wairaka Precinct that are within the same land parcel as the former Oakley Hospital. The Te Auaunga Plan Change does not propose any amendment to the identified trees list.

The mature trees in the formal garden area of the former Oakley Hospital are tall and obscure views to and from the principal elevation. Trees could be managed (replaced or removed) to improve the visual connection of the historic place with the wider townscape and would assist in preserving the historic building's prominent and aesthetic scale within the context of increasing density to other parts of the precinct.

12. conclusion

The proposed Te Auaunga Plan Change request seeks to accommodate increased heights from that currently enabled in the operative Wairaka Precinct. This includes increases from 27m in Height Area 1 to and to 35m generally plus three towers at 43.5m, 54m, and 72m, from 27m in Height Area 2 to 35m, and from 18m in the 20m setback to Carrington Road in Height Area 4 to 27m. A range of building heights are applied across the precinct that recognise the favourable size, location and topography of the land within the precinct. These heights recognise the relative sensitivities of adjoining and adjacent neighbouring properties, with greater height applied to areas where the potential adverse effects can be managed within the precinct. In the north-western corner of the precinct height is also proposed to act as a landmark for the development, supporting the urban legibility of the precinct.

Policies that support the Objectives include requirements that new buildings be designed in a manner that respects existing buildings, provides for amenity, protects heritage values and, where appropriate, enhances the streetscape and gateway locations of the campuses. Similarly, new buildings or additions to existing buildings adjoining or adjacent to scheduled historic heritage places should be sympathetic and provide contemporary and high-quality design which enhances the historic built form. That is not a requirement however that relies on the form and scale of the historic heritage assets as a baseline for the establishment of height per se.

The proposed change to Height Area 1 offers better clarity to the consideration of potential effects of built form (notably height) within the setting of the former Oakley Hospital. The indicative arrangement of the three building sites and their respective maximum heights provides a spatial layering which illustrates how the depth and scale of the development sites, combined with the advantage of the natural and substantial changes in ground level, might allow the historic building to remain appreciable as a prominent feature in the wider townscape context.

The architectural emphasis of the historic former Oakley Hospital Main Building is strongly horizontal and it relies on the open space around it recognised by the defined EOP, specifically to the front as illustrated in view VS6 in commanding its prominent position in the townscape and open space setting. The operative AUP allows height in this area that surpasses the ridgeline of the historic building. The proposed additional height changes the backdrop to the former Oakley Hospital Main Building, but it would remain nonetheless appreciable as a prominent building within the wider area. The articulation of the open space in the foreground of the Oakley Hospital Main Building could be enhanced to support the development site as a permeable threshold to the local town centre of Point Chevalier.

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