

BEFORE THE QUEENSTOWN LAKES DISTRICT COUNCIL

IN THE MATTER

of the Resource Management Act 1991

AND

IN THE MATTER OF

Queenstown Lakes Proposed District Plan – Queenstown
Mapping Hearings Stream T14

**STATEMENT OF EVIDENCE OF ROBIN ALEXANDER KEITH MILLER
ON BEHALF OF THE FOLLOWING SUBMITTERS:**

560 – Spruce Grove Trust

Wiltshire Street/Arrow Lane, Arrowtown

12 June 2018

1.0 Introduction

- 1.1 My name is Robin Alexander Keith Miller.
I am the Director of Origin Consultants Ltd (formerly known as Jackie Gillies + Associates). I am a Chartered & Registered Building Surveyor and a RICS Certified Historic Building Professional (The Royal Institution of Chartered Surveyors). I have a NZ National Diploma in Architectural Technology and hold a Licenced Building Practioner Design Level 2 licence. I also have a Postgraduate Diploma in Building Conservation from the College of Estate Management, University of Reading, England.
I am a full member of ICOMOS New Zealand and of The Institute of Historic Building Conservation, UK.
- 1.2 My area of expertise is heritage conservation. I have 30 years' experience as a Chartered Surveyor and have for the last 14 years, or so, specialised in heritage conservation; the last 8 years being in New Zealand. My day to day work involves the preparation of conservation plans, heritage assessments and heritage impact assessments, together with condition surveys, building reports, schedules of works, drawings and specifications.
- 1.3 My office is in Arrow Lane in Arrowtown and in the past (2013) I have prepared heritage assessments for the heritage precincts in Queenstown and Arrowtown in connection with the QLDC District Plan Review.

2.0 Code of conduct

In preparing this evidence, I acknowledge that I have read the code of conduct for Expert Witnesses in the Environment Court Consolidated Practice Note (2014). I agree to comply with this Code of Conduct. This evidence is within my area of expertise, except where I state I am relying on what I have been told by another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

3.0 Scope of evidence

- 3.1 I have been engaged by submitter 560 – Spruce Grove Trust to prepare heritage evidence for Hearing Stream T14 – Wakatipu Basin (Arrowtown Mapping). Specifically, I have been asked to:
- a) Respond to Items 13.41 to 13.45 of the Section 42A Report of Luke Thomas Place on behalf of Queenstown Lakes District Council Arrowtown Urban Rezoning – Stage 1 and Stage 2 Submissions 30 May 2018 and, in particular, item 13.44 that states:

I/[t] do not consider that the area subject to submission 560 is comparable to the Buckingham Street/Merioneth Street ATCTO in terms of its association with the ATCZ or land use characteristics. In particular, this area of land, while accessible from Buckingham Street, is not closely associated with this core part of Arrowtown's Town Centre. Further, while the Montessori School operates in this location, it is clear that residential activities are the predominant land use and town center uses are not present in the same way that they are in the Buckingham Street/Merioneth Street ATCTO.
 - b) Comment on the controls under the Arrowtown Residential Historic Management Zone Chapter of the Proposed District Plan and how they will continue to protect the heritage values of the site if it were to become part of the Transitional Overlay.
- 3.2 In order to do this, my evidence is set out below in the following manner:

- i. I have reviewed the historical development of the site by archival research and reference to old photographs and aerial images;
- ii. I have looked for evidence of historical land use connections between the area subject to submission 560 and the core of the town centre;
- iii. I have assessed the heritage values of the site subject to submission 560; and
- iv. I have given my opinion of whether the current controls under the Arrowtown Residential Historic Management Zone Chapter are sufficient to protect those heritage values if the site were to become part of the Transitional Overlay.

4.0 Brief description of the site

4.1 The site lies to the south of Arrow Lane and is bounded by the lane, Berkshire Street and Wiltshire Street. It is referred to in the Arrowtown Design Guidelines 2016 (ADG 2016) as 'Neighbourhood 1 – Above The Town Centre'.

4.2 The description in the ADG 2016 is as follows:

This neighbourhood occupies the terrace face to the south of the Town Centre and relates more to the Town Centre than Old Town Residential. It overlooks and contrasts with the town forming the important backdrop. Arrow Lane runs along the base of the terrace.

Residential in character, with a mix of small-scale cottages and buildings, this neighbourhood is distinctly non-commercial.

5.0 Historical development of the site

5.1 The development of the site is appraised as follows by reference to archival information, including aerial photographs (with supporting images in the Appendix).

5.2 The street pattern that creates the site is clearly shown in the Arrowtown Crown Grant Index Map 1867 (Figure 1). Originally the site was divided in to 10 sections with 4 people having applied for (and possibly been granted) ownership; William Scoles, Samuel Holley, Samuel Goldston and Robert Pritchard.

5.3 The site is visible in the cropped image taken in 1874 (Figure 2). At that time, the site was predominately free of buildings with the visible structures being the cottage that still remains at 16 Wiltshire Street; another building which appears to be a dwelling to the west of it; a stables on the corner of Arrow Lane and Berkshire Street (still remaining but converted to residential use); a small timber shed (use unknown, but possibly a small workshop) to the south of the stables; and three smaller sheds (possibly stores and an outhouse). Roughly speaking the eastern portion of the site was at that time fenced and cultivated with fruit trees/bushes, whilst the western portion was fenced and appears to have been in use as paddocks and land used in connection with the stables.

5.4 The development of the site changed little until the 1960s (see Figures 3–5); the small content of buildings within was similar throughout this period.

5.5 Between the 1960s and 1980s residential development took place within the western portion of the site, but the eastern part remained largely vacant, but was developed from the 1980s onwards. The Stables on the south corner of Arrow Lane and Berkshire Street was converted to a residential dwelling in 1988 according to the Heritage New Zealand Pouhere Taonga plaque on the elevation of the building facing Berkshire Street.

6.0 Historical land use connections

6.1 The Arrowtown Crown Grant Index Map 1867 shows that the site originally comprised 10 sections (Sections 22 to 31, Block VI).

Sections 22-25

6.2 The Index Map shows William Scoles as the owner of these sections. William Scoles was listed as a hotelkeeper in the town in 1865¹ and had rebuilt the Royal Oak Hotel (located on the south side of Buckingham Street backing onto Arrow lane) in 1864 after the first one burned down.²

6.3 Scoles sold the sections he owned in Block VI in 1870 to James Garroway,³ who took over the running of the Royal Oak.⁴ He sold less than two years later to Feehly, Healy, and Co.⁵

6.4 Healy, who acquired the sole ownership of Sections 22-25,⁶ attempted to sell his land in 1877,⁷ and then again in 1880.⁸ Issue 307 of the Lake County Press in 1877 carried an advert describing the land for sale by Healy as:

"... Three sections fronting Buckingham Street (adjoining the Bank), and four sections in Wiltshire Street (near the Post Office), formerly known as the Royal Oak Garden, and bearing fruit trees sixteen years old, with a new five-roomed cottage thereon..."

6.5 Another advertisement for sections 22, 23, 24 and 25, Block VI in December 1892⁹ carried the following description for the land:

"..comprising about 1 acre.....on which is erected a five-roomed house, and there is a first-class fruit garden, which formerly belonged to the Royal Oak Hotel..."

6.6 It is thus clear that the land in the eastern portion of the site has a long historical connection with the Royal Oak Hotel site in Buckingham Street as its fruit-producing garden. It also confirms the use that is visible in old photographs (see 5.3 earlier), where an orchard of fruit trees/bushes can be seen.

Sections 26 & 27

6.7 Sections 26 and 27 were first acquired by Holley as shown on the 1867 Crown Index Map for Arrowtown and the first certificate of title was issued to him in 1872.¹⁰ He then sold the two sections to Patrick Moran (? – name difficult to decipher) in 1874. He sold the land to George Heller in 1882, who worked for William Paterson initially, and then in partnership with Mr Romans in the town centre bakery and butchery business.¹¹ The land continued to change hands in the 20th century. In depth research may reveal other connections to Buckingham Street, but in the 1880s/1890s, there was a connection between the land

¹ Page 1 Advertisements Column 5. LAKE WAKATIP MAIL, ISSUE 186, 8 FEBRUARY 1865, SUPPLEMENT THE ARROW. LAKE WAKATIP MAIL, ISSUE 150, 5 OCTOBER 1864

² Otago Deeds Index – M pg. 313.

³ Cromwell Argus. CROMWELL ARGUS, VOLUME I, ISSUE 23, 20 APRIL 1870

⁴ Page 1 Advertisements Column 4. LAKE COUNTY PRESS, ISSUE 31, 5 JANUARY 1872

⁵ Otago Deeds Index – O pg. 447

⁶ Page 2 Advertisements Column 3. LAKE COUNTY PRESS, VOLUME VI, ISSUE 307, 10 MAY 1877

⁷ Page 2 Advertisements Column 2. LAKE COUNTY PRESS, VOLUME IX, ISSUE 482, 12 AUGUST 1880

⁸ Page 2 Advertisements Column 1. LAKE COUNTY PRESS, ISSUE 534, 29 DECEMBER 1892

⁹ OT4/125

¹⁰ OBITUARY. LAKE COUNTY PRESS, ISSUE 3169, 18 NOVEMBER 1926

being in the ownership of George Heller and the town centre bakery & butchery business. The connection may simply be that Heller lived close to his place of business.

Sections 28-31

- 6.7 The Index Map shows Robert Pritchard as the owner of these sections as well as Section 17 on Buckingham Street, where he owned a store with a rear warehouse.
- 6.8 Pritchard acquired three of these sections (28, 29, & 31) when they were first surveyed in the 1867 Crown Index Map, but only acquired Section 30 from Samuel Goldston in 1875.¹² In 1877 Pritchard attempted to sell his business to go into retirement, which included a garden with a substantial stone stable on Sections 28-31.¹³ He was unsuccessful in selling his properties, and attempted again in 1882, this time listing the four sections as having well stocked fruit trees and the stone stable.¹⁴ Pritchard retained the sections until his death in 1907, when they were transferred to Allen.¹⁵
- 6.9 Again, it is clear that the land in the western portion of the site has a strong historical connection to the store and warehouse opposite on Buckingham Street. Horses and carts would have been needed to supply the store and warehouse and for deliveries. The land therefore provided ancillary space for horses and equipment to be kept and stabled.
- 6.10 To summarise parts 5.0 and 6.0 above, since the mid-1870s (at latest), the site has had some low-level residential use, but with the greater area providing agricultural and ancillary services use in connection with the town centre. In the latter part of the 20th century, residential use became much more prominent, but with some commercial and community uses mixed-in.
- 7.0 Historic Heritage Assessment of the site
- 7.1 The site contains a number of historic features protected in the Operative and Proposed District Plans and two are also included in the Heritage New Zealand Pouhere Taonga List. These are:
- Summers Cottage, 16 Wiltshire Street – QLDC Category 2;
 - 3 Berkshire Street (former stables converted to a cottage) – QLDC Category 2 & HNZPT Category 2;
 - Stone wall, Arrow Lane – QLDC Category 3; and
 - Cobbled road gutters, Berkshire Street - QLDC Category 2 & HNZPT Category 2; and
 - King Edward VII Memorial Lamp, Corner Wiltshire Street and Berkshire Street.
- 7.2 My overall assessment of the heritage significance of the entire site is that it has moderate to high significance. I have reached this assessment in accordance with the Evaluation Criteria contained in section 26.6 of the Proposed District Plan as follows:
- 7.3 **Historic and Social Value**
The site has high historic significance for its association with some of the early pioneers of Arrowtown and the business community that sprang up in the town centre, including William Scoles and Robert Pritchard. It also represents an important social and development pattern in the settlement history of the town.

¹² Otago Deeds Index – O pg. 848

¹³ Page 3 Advertisements Column 2. LAKE COUNTY PRESS, VOLUME VI, ISSUE 329, 11 OCTOBER 1877

¹⁴ Page 2 Advertisements Column 2. LAKE COUNTY PRESS, VOLUME XI, ISSUE 562, 9 MARCH 1882

¹⁵ Otago Deeds Index – M pg. 696

7.4 **Cultural and Spiritual Value**

The site has high cultural significance as it provides an insight into the way of life in the early years of the town, including how this terrace of land and its street pattern helped shape the development of the town centre and provided a service space associated with town centre businesses.

Arrow Lane has always provided a crucial transportation link for servicing the town centre. Reference to the historical images in the Appendix shows that, in addition to Arrow Lane, there have historically been pedestrian routes from the site to the town centre, across Arrow Lane, that have connected the two locations.

The site is not considered to have any spiritual value.

7.5 **Architectural Value**

None of the historic features of the site are the work of a prominent New Zealand architect, but they have high vernacular significance to the town representing its small-scale, functional 19th century architecture. This significance relates to the individual features within the site only. The mid-to-late 20th century buildings erected on the site are not considered to have heritage significance. Accordingly, the style of the historic features contributes to the general character of the area, but overall the area has undergone substantial alteration in the form of late 20th century residential development, thereby changing the original aesthetic of the site.

7.6 **Townscape and Context Value**

The land form of the site is of high value as the terrace and its slope down toward Buckingham Street help define the town centre and its historic service area. The original street pattern that borders the site is also of high value, as is the secondary service nature of Arrow Lane linking the site to Buckingham Street.

7.7 **Rarity and Representative Value**

The historic features within the site have moderate rarity value as stone buildings and structures becoming increasingly under threat in the District. The representative value of the site is low due to the substantial intensification of residential construction that occurred to it in the late 20th century.

7.8 **Technological significance**

The site has no technological significance.

7.9 **Archaeological significance**

Isolated parts of the site, essentially the locations of the pre-1900 buildings and features, have potentially moderate to high archaeological significance for the knowledge they may provide about Arrowtown's history. Other parts of the site used before 1900 for agricultural or pastoral purposes are considered to have low or negligible archaeological value.

7.10 Accordingly, the following attributes of the site should be retained and protected:

- The historical pattern and form of the roads that border the site;
- The existing historic features that are protected by the ODP & PDP;
- The landscape form of the site;
- The key views shown in the Arrowtown Design Guidelines 2016;
- The historic relationship of the site with the town centre rather than with the surrounding residential neighbourhoods; and
- Development should be small-scale and vernacular.

- 8.0 Heritage protection under the Arrowtown Residential Historic Management Zone and Arrowtown Design Guidelines 2016
- 8.1 As stated in section 10.1 the purpose of the Arrowtown Town Centre Transition Overlay (ATCTO) is to provide for limited expansion of commercial activities in identified locations adjoining the town centre. The historical record of the site shows that it provided ancillary/service uses supporting the town centre and, thus, it is appropriate for it to be included in the ATCTO. In the ATCTO, any modifications to existing buildings or properties are expected to retain the historical character and qualities of the Old Town Residential Area, so giving protection against inappropriate development.
- 8.2 Objective 10.2.6 recognises the importance of non-residential activities that provide local employment and commercial services to support the role of the Town Centre Zone. This was the historical purpose of the site, which should once again be recognised in the Proposed District Plan.
- 8.3 The principle of adaptive reuse is well-established in heritage conservation practice. Historic places and sites need to adapt to ensure that they remain relevant and valued. Historic town centres are no exception to this and it is crucial to their continued survival that they provide a range of local services and employment opportunities. The site to the south of Arrow Lane provides the opportunity for appropriate non-residential uses to support and compliment Arrowtown Town Centre as it did for about the first 100 years of the town's development. In my view the site has the capacity to absorb non-residential change; it is how this change will be managed in the future that will determine its success.
- 8.4 The Rules contained in sections 10.4 and 10.5 regarding the bulk, location, design and appearance of development will maintain an emphasis on the historic heritage of the site and will maintain high levels of amenity to it.
- 8.5 With regard to the effect on the Arrowtown Town Centre of the site being included in the ATCTO, I do not feel that the application of the Transitional Overlay will undermine the heritage protection given to the town centre. Again, Objective 10.2.6 of the ARHMZ stresses that non-residential activities should support the role of the Town Centre Zone and Policy 10.2.6.2 limits retailing in the Transitional Overlay to ensure that the Town Centre Zone remains the principal focus for Arrowtown's retail activities.
- 8.6 Furthermore, there are provisions in Chapter 26 – Historic Heritage that will ensure that in terms of bulk, location, design and appearance, any historic values will be protected.
- 8.7 The Arrowtown Design Guidelines 2016 provide comprehensive advice to protect the character of the Town Centre and ARHMZ. Inter alia, the following guidance is relevant to the proposal in respect of the site:
- A. Section 3.1.1 provides advice on aspects and relationships important to the character of the Town Centre. These include recognition of (f) "The traditional nature of the lanes, including the types of buildings and their presentation to the lanes. The different characteristics of Ramshaw and Arrow lane." And (h) "The relationship of the Town Centre to its context...".
 - B. Section 3.1.2 Guidelines: Character Protection and Conservation recognise the need to (g) "Retain the characteristics of adjacent areas that contribute to the historic character of the Town Centre."
 - C. Section 3.4 Streetscape includes specific reference to (3.4.2) The lanes, including stating "In terms of the historic character and integrity of Arrowtown the character of the lanes is very important and care needs to be taken to retain what remains of this backyard character." Furthermore, Section 3.4.2 is specific to Arrow Lane identifying

that it “has a distinctive and different character derived from the backside of buildings including sheds and lean-tos. The small scale retaining walls and vegetation are distinctive features.”

- D. Section 3.4.5 provides substantial guidelines for protection under:
3.4.5.1 “Protect the individual and distinctive character and charm of the Buckingham Street, Ramshaw and Arrow Lanes; and
3.4.5.2 “Retain the simple ‘working and service’ character of Arrow Lane.”
- E. Section 3.10.1 provides advice on vegetation for Arrow lane and 3.19.1 provides substantial advice for ‘The Shed’; sheds were “traditionally a particular feature of the two lanes from where the industrial and manufacturing activities and the stabling of horses took place....”.
- F. Section 4 Old Town and New Town Residential Area Guidelines also provides substantial advice relating specifically to the ARHMZ and where it considers there are general guidelines that apply to the ARHMZ and Proposed MDR and LDR Zones. These include identification and conservation of the heritage character of the ARHMZ (Section 4.1) and heritage conservation best practice in the ARHMZ (Section 4.2). There are also guidelines on settlement pattern, site planning & design and existing buildings and new construction in the ARHMZ, amongst others.

8.8 In conclusion, I consider that:

- there are adequate controls to protect the heritage values of the site if it were to become part of the Transitional Overlay and to assist in the successful management of non-residential change;
- non-residential uses can be integrated into the subject site in the ARHMZ without comprising the significant levels of protection already given to the character of the Town centre and ARHMZ.

9.0 Summary

- 9.1 I disagree with the statement that “*this area of land, while accessible from Buckingham Street, is not closely associated with this core part of Arrowtown’s Town Centre.*” I am of the opinion that the historical record shows the land has had a close association with the core part of the Arrowtown Town Centre ever since the town centre developed in Buckingham Street.
- 9.2 With regard to the statement that “*while the Montessori School operates in this location, it is clear that residential activities are the predominant land use...*”, residential activities on the site have only become the predominant use since the 1980s and the longer-term predominate use for more than 100 years before that was agricultural and ancillary services use in connection with uses in Buckingham Street.
- 9.3 I disagree with the statement in the Arrowtown Design Guidelines 2016 that Neighbourhood 1 is “*Residential in character, with a mix of small-scale cottages and buildings, this neighbourhood is distinctly non-commercial.*” I consider that it has traditionally been a mixed-use neighbourhood and that commercial development in this location does not/would not in the future undermine the historic heritage values of the zone; sensitive commercial development would, in fact, be more akin to the historical uses of the site.
- 9.4 In order to reflect the true historic heritage values of the site, I consider that the site should be included in the ATCTO. Its inclusion solely in the ARHMZ would deny its identity over 100 years or more.

- 9.5 I consider that the application of the Transitional Overlay will not undermine the Arrowtown Town Centre zoning of the adjoining Buckingham Street centre given the notified provisions (within Chapter 10 – the ARHMZ), which would discourage retail in this area. Nor will it undermine the character of the ARHMZ and the intentions of the Arrowtown Design Guidelines 2016. Non-residential uses can be included in the subject site within its existing provisions for heritage protection.

Robin Miller
12 June 2018

APPENDIX

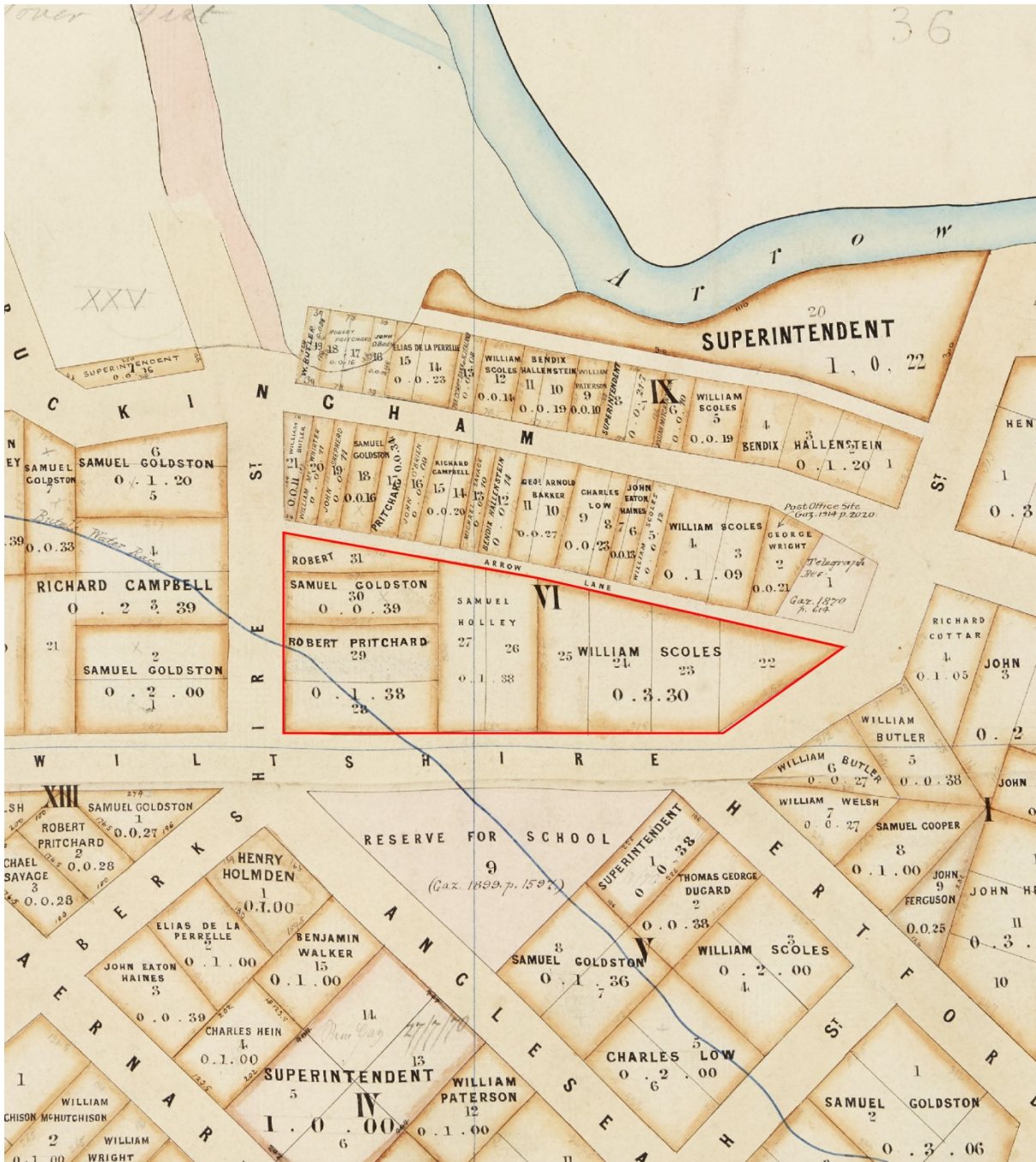


Figure 1 - Arrowtown Crown Grant Index Map 1867: courtesy of Archives New Zealand – cropped image



Figure 2 1874 EL1278 Arrowtown Buckingham Street - cropped image

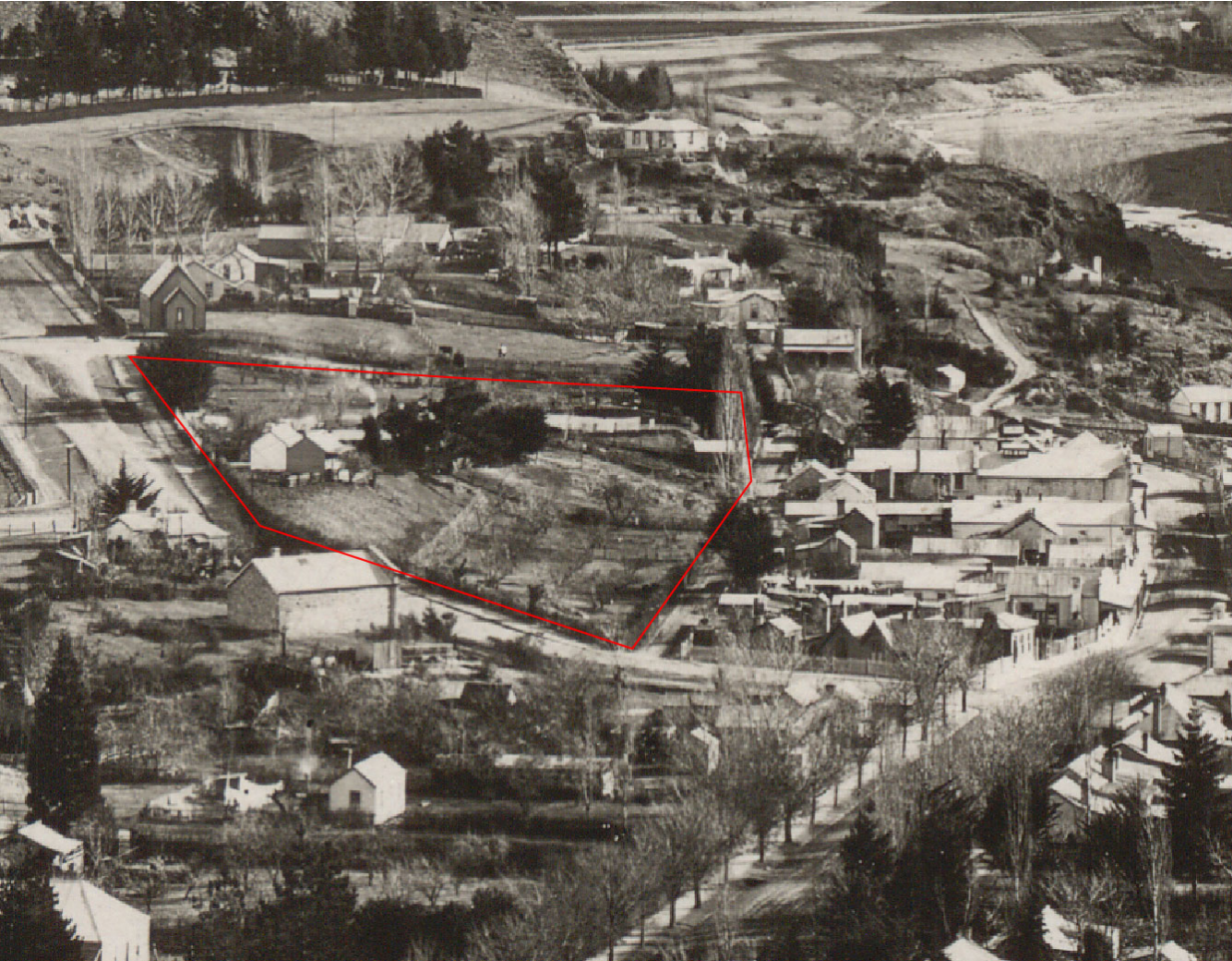


Figure 3 c.1900. 09 EL1159 Arrowtown: courtesy of Lakes District Museum - cropped image



Figure 4 1949 QN1-44 - 33 VC Browne & Son - Arrowtown - 1949 - cropped image



Figure 5 1959 SN1219 Retrolens - cropped image



Figure 6 1966 SN2016 Retrolens – cropped image



Figure 7 1983 SN8180 Retrolens – cropped image