

BEFORE THE HORIZONS REGIONAL COUNCIL

IN THE MATTER The Resource Management Act 1991
OF

AND

IN THE MATTER Combined Regional Policy Statement,
OF Regional Plan and Coastal Plan –
Proposed One Plan – Historic
Heritage

**STATEMENT OF EVIDENCE OF ROBERT McCLEAN FOR AND ON
BEHALF OF THE NEW ZEALAND HISTORIC PLACES TRUST
POUHERE TAONGA (NZHPT)**

25 July 2008

Introduction

1. My name is Robert McClean. I am employed as a Senior Heritage Policy Adviser for the New Zealand Historic Places Trust Pouhere Taonga (NZHPT) on whose behalf I am giving evidence.
2. I have a Bachelor of Resource Environmental Planning and a Masters in Historical Geography from Massey University, Palmerston North. I have over 10 years' experience in resource management planning, environmental research, and heritage planning in New Zealand. I also have six years' experience in the plumbing industry (1985-1991). I have recently returned from a 9-month research sabbatical at Incisa Valdarno, Tuscany, Italy. While in Italy, I carried out a heritage landscape assessment of Loppiano, Incisa Valdarno, and completed a post-graduate diploma in family mediation and inter-cultural communication.
3. I am a former resident of Levin, Horowhenua (1990-1998) and I am familiar with many of the towns and countryside of the Manawatu-Wanganui region.
4. I am the principal author of the NZHPT's primary resource management guidance for local authorities: *Sustainable Management of Historic Heritage Guidance Series*, August 2007.
5. I am presenting evidence in support of the NZHPT's submission on the Horizon's Regional Council's Proposed One Plan (POP).
6. I have read and considered all the relevant reports and expert evidence that have been commissioned by the Horizon's Regional Council (the Council).
7. I have read and considered the Council's planner's report for this hearing by Fiona Gordon, dated June 2008 (the planner's report).
8. I have read the Environment Court's practice note Expert Witnesses – Code of Conduct and I agree to comply with it.
9. My evidence today focuses primarily on the regional policy statement (RPS) part of the POP. In particular, the following key issues raised by the NZHPT's submission:
 - 9.1. The significant historic heritage issues for the region (NZHPT sub no.7).

9.2. The NZHPT's *Sustainable Management of Historic Heritage Guidance Series*, September 2007 (NZHPT sub no.5).

9.3. The concept of historic heritage (NZHPT sub no.2 and 8).

9.4. The use of the term 'living heritage' (NZHPT sub no.4).

Significant historic heritage issues of the region

10. The purpose of a RPS is to 'achieve the purpose of the Act by providing an overview of the resource management issues of the region and policies and methods to achieve integrated management of the natural and physical resources of the whole region.'¹
11. As explained in the *Planning Evidence and Recommendations Report* for the Overall Plan hearings (Helen Marr, May 2008), the Council have undertaken to focus the POP on the 'big four' environmental issues for the region: water quality, water quantity, biodiversity and sustainable land use.
12. The NZHPT's submission essentially argues that historic heritage is also an important regional environmental issue for attention in the POP.
13. Issue identification requires a process of research to generate evidence and evidence informs policy responses and intervention. For this reason, I agree with the comments of the Council's chairman, Garrick Murfitt, quoted in the *Planning Evidence and Recommendations Report* for the Overall Plan hearings, that the 'One Plan was our opportunity to create a plan based on good scientific information and clearer expectations about what is acceptable and unacceptable in relation to resource use.'
14. Historic heritage has unfortunately suffered from a lack of evidential research and scientific information both in New Zealand and internationally. In New Zealand, this gap appears to be the result of monitoring and state of the environment reporting (SER) focused on ecological-based matters rather than issues such as historic heritage. For example, many local government SER reports (including the *State of the Environment Report for the Manawatu-Wanganui Region*, 2005) generally exclude historic heritage indicators.
15. The NZHPT promotes policy informed by SER frameworks that incorporate historic heritage indicators. For this purpose, the NZHPT has produced guidance on state of

¹ Section 59, RMA 1991

the environment reporting and monitoring for historic heritage.² The guidance adopts 8 key historic heritage indicators (see appendix 1).

16. This guidance was informed by a joint NZHPT-GWRC state of the historic environment pilot project for the Wellington region in 2004. This pilot project was recognised in the heritage section of the Wellington SER report (*Measuring Up*, 2005). It further guided the development of heritage provisions in the draft Regional Policy Statement for the Wellington Region, 2008.
17. In the absence of detailed research on the state of the historic environment of Manawatu-Wanganui region, I will attempt to outline some key status information from the NZHPT's research sources and experience.

Knowledge of historic heritage

18. The main sources of information about historic heritage in the region is the NZHPT's Register, territorial authority listings in district plans, the Department of Conservation (DOC) list of actively managed historic places, the NZ Archaeological Association's (NZAA) recorded archaeological sites, and places/areas listed by tangata whenua in iwi management plans and inventories. There are also important lists such as the Register of New Zealand's rail heritage by the Rail Heritage Trust of New Zealand.
19. To give an indication of the numbers of identified historic heritage, the table below provides a summary of NZHPT registered places in the region (as at June 2008):

| District | No. of NZHPT registered places, areas, wahi tapu, and wahi tapu areas |
|-----------------------|--|
| Horowhenua District | 45 |
| Manawatu District | 41 |
| Palmerston North City | 40 |
| Rangitikei District | 60 |
| Ruapehu District | 31 |
| Tararua District | 38 |
| Wanganui District | 87 |
| Total | 342 |

² NZHPT, *Sustainable Management of Historic Heritage Guidance Series*, Guide No.5, 'State of the Environment Reporting and Monitoring', August 2007

- 20.** The numbers of historic heritage on the NZHPT Register or listed in territorial authority district plans are dominated by historic places that are buildings. As an example, the Wanganui District has 86 registered places which are mostly all buildings and 1 registered wahi tapu area.
- 21.** Identification of historic heritage is a key issue for the region. As indicated in the NZHPT's submission, the region has a long and recognised history and culture. There are special places that include wetlands, rivers, the coast, harbours, mountains, buildings, historic sites, archaeological sites, towns and villages. The NZHPT's submission provides examples of a few of these places such as Tongariro National Park, the Whanganui River, the city of Wanganui, Lake Papaitaonga, Lake Horowhenua, Foxton Harbourside, the wreck of the Hyderabad, the historic towns such as Marton, Taihape, Bulls, and Raetihi. There are many important archaeological sites such as Willis Redoubt, Te Porere, Waiu Pa and Te Aputa Pa.
- 22.** The inadequate recognition of the range of historic heritage is an important issue for the region. Many historic sites (including archaeological sites), historic areas and places/areas of significance to Maori are not recognised. Districts such as, Horowhenua, Manawatu, Ruapehu and Wanganui councils have refrained from listing places and areas of significance to Maori in their district plans schedules.

Condition of historic heritage

- 23.** Consent applications to demolish registered and/or listed historic buildings in the region are, unfortunately, becoming more common. While this is a particular issue in the Wanganui CBD, it is also occurring in towns such as Marton and Feilding.
- 24.** In addition to consent applications, the NZHPT is aware of a large number of listed historic buildings that are in a poor state of condition or repair. In the absence of regular repair or maintenance work, the condition of a historic building deteriorates and can lead to, in severe cases, collapse. This issue is termed 'demolition by neglect'.
- 25.** Generally demolition by neglect is attributed to inadequate use or loss of utility of a building. If a building is not used and is vacant, the owner often does not have the resources to maintain the building. For commercial buildings, there is a relationship between economic activity and building condition. Normally, at times of economic prosperity, buildings are utilised and maintenance work carried out. In times of economic hardship, buildings are vacant and maintenance work is neglected. This issue is also affected by social factors such as crime, change in technology, mobility, and other threats such as flooding and earthquake risk. For example, changing farm practices such as on-field silage and hay storage means that many historic hay barns are becoming vacant.

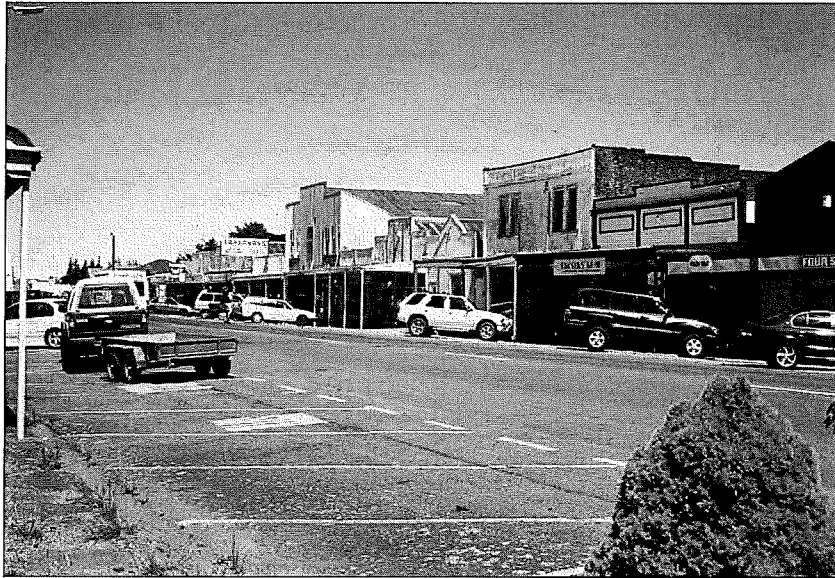
- 26.** The issue of poor condition of commercial historic buildings is a significant issue within the rural towns of the Manawatu-Wanganui region, especially in the towns of Ohura, Taumarunui, Raetihi, Taihape, Managaweka, Marton, Bulls, Feilding, Wanganui, Shannon, Levin, Norsewood, Eketahuna and Pahiatua. It also affects many small villages of the region.



Marton



Ohura township, Taumarunui



Raetihi



Former BNZ, Mangaweka



Mangaweka

27. The issue is regional because economic activity and social trends are not limited to the boundaries of one particular district. For example, the expansion of shopping facilities in one town will affect other towns within driving distance. This is particularly the case with the expansion of 'large format' retailing developments and regional shopping centres.
28. Confronting the issue of demolition by neglect requires an approach that goes beyond regulation and listing. It requires a coordinated regional strategy that can provide incentives to owners to use and maintain historic buildings. This strategy must be closely connected the regional community outcomes and regional economic initiatives.

Protection of historic heritage

29. Over the past 30 years, district schemes and district plans have included lists of historic heritage for protection. Generally most district plan heritage schedules are based on the NZHPT Register of historic places, historic areas, wahi tapu, and wahi tapu areas. Many local authorities, however, have prepared their own heritage inventories to recognise places of local or district significance.
30. The different methods and practices to identify historic heritage can result gaps and inconsistencies across the region. As mentioned above, Maori heritage is often not identified and listed for protection. District plan schedules can also fail to list registered historic places. For example, the NZHPT registered a large number of places in the Ruapehu and Rangitikei districts in 2002-2004 (the Rangitikei-

Ruapehu Registration Pilot Project). Nearly all of these registered places are not currently listed in the respective district plans and are unprotected.

- 31.** The NZHPT promotes the adoption of guidance criteria for identification of historic heritage as contained in the *Sustainable Management of Historic Heritage Guidance Series*, Guide No.1, 'Regional Policy Statements', August 2007. The adoption of this guidance in regional policy statements should assist regional and territorial authorities adopt a common and consistent approach at the regional level.
- 32.** The quality of protective rules in district plans across the region does require some areas of improvement. The NZHPT is promoting a basic standard for heritage rules for the nation so to encourage plan effectiveness and consistency. In the Manawatu-Wanganui region there are a variety of rule approaches and some district plans suffer from rule deficiencies. For example, the following rules are considered inadequate to protect historic heritage:
- Protection of significant interiors: an issue in all district plans.
 - Relocation of historic buildings: Horowhenua District Plan.
 - Protection for Group C historic buildings: Manawatu District Plan.
 - Repair and maintenance rules unclear: Rangitikei and Ruapehu district plans.
 - Destruction of historic sites: Manawatu and Ruapehu district plans.
 - Subdivision of land containing historic heritage: Palmerston North and Ruapehu district plans.
- 33.** In addition to these problems in relation to regulatory protection, there is a lack of positive heritage rules to encourage protection. Instead of negative-based regulation (i.e. saying you cannot do any activity), positive heritage rules provide an incentive or a degree of flexibility for owners of historic heritage. Positive heritage rules are extremely important to gain support and buy-in from the owners of historic heritage. Examples of positive heritage rules adopted in district plans in New Zealand include:
- Flexible subdivision rules (conservation lots).
 - Waivers for zone provisions.
 - Heritage floor space bonus and transfer development provisions.
 - Environmental benefit provisions.
 - Permitted activity rule for existing uses, including car parking.
 - Building Act waiver provisions.
 - Economic incentives.
 - Exemptions from resource consent charges and financial contributions.
 - Exemptions for conservation plans.

34. Positive heritage rules are currently lacking in all the district plans of the region and this issue would benefit from a coordinated regional approach.

35. Positive heritage rules work effectively in association with non-regulatory instruments, especially funding for conservation of historic heritage. While some territorial authorities maintain heritage incentive fund schemes (Taranaki, Manawatu, PNCC, Wanganui), funding support for owners across the region is inadequate. This issue would benefit from regional leadership and coordination as has been achieved in Auckland, Bay of Plenty, and Southland regions.

36. To conclude this section of my evidence, there are important historic heritage issues facing the Manawatu-Wanganui region. I have only lightly touched upon some of the issues from the perspective of the NZHPT. The issues confront territorial authorities and the region as a whole. The key issues include:

- Inadequate identification and protection of places/areas of significance to Maori.
- Inadequate identification and protection of historic sites (including archaeological sites), historic areas and landscapes.
- Inadequate identification and protection of coastal heritage.
- Upgrading of NZAA recorded archaeological site information (currently under action by the NZAA site record upgrade scheme).
- Lack of protection for NZHPT registered historic places, areas, and wahi tapu (especially relating to registrations since 1995).
- Demolition of registered and/or listed historic places (a particular issue in Wanganui, but also other places in the region).
- Poor and deteriorating condition of historic heritage, especially commercial buildings and abandoned farm buildings.
- Heritage rule deficiencies in the district plans.
- Lack of positive heritage rules in district plans.
- Lack of funding to support owners of historic heritage.

NZHPT's guidance for historic heritage provisions, regional policy statements and regional plans

- 37.** Addressing the complex and dynamic issues of regional significance relating to historic heritage requires a joint-effort at the local, regional and national levels by all the relevant agencies and key stakeholders. It will also involve a mix of non-regulatory and regulatory measures. Effective provisions in a regional policy statement or regional plan are one important method within the wider legislative and policy framework.
- 38.** The NZHPT recognises that the regional policy statement cannot 'do everything' and that provisions should be focused on the key regional issues without unnecessary duplication or over-regulation. This principle underlies the NZHPT's guidance in the form of the *Sustainable Management of Historic Heritage Guidance Series*, Guide No.1, 'Regional Policy Statements'.
- 39.** To avoid duplication of effort, the NZHPT's guidance does not advocate for the preparation of additional list or schedule of places of regional significance on top of the district plan schedules and the national NZHPT Register. Instead, the NZHPT's guidance aims towards a common policy language and conceptual approach focused on 'historic heritage'. The historic heritage framework includes:
- Historic places (buildings).
 - Historic places (sites).
 - Historic areas.
 - Places/areas of significance to Maori, including wahi tapu.
 - Surroundings associated with historic heritage.
 - Heritage landscapes.
- 40.** These concepts are explained in the NZHPT's guidance and on page 13 of the NZHPT's submission to the POP.
- 41.** Instead of historic heritage, Chapter 7 of the POP is entitled 'Living Heritage'. As explained in the planner's report, this title was adopted to reflect the landscape, natural character and biodiversity content of the chapter.
- 42.** In New Zealand, living heritage is a relatively new term and may not be automatically associated with historic heritage without some explanation. Internationally, however, living heritage is an emerging concept in relation to historic heritage. The concept of living heritage has developed in association with the movement for greater recognition of intangible values especially in Asia and Africa, highlighting the role of people in the historic environment so to overcome the binary between the natural and historic environment. The International Centre for the

Study of the Preservation and Restoration of Cultural Property (ICCROM) is at the forefront of the living heritage initiative and maintains a living heritage sites training programme.

43. Following from the focus on historic heritage (within the wider concept of living heritage), the NZHPT considers that regional policy statements are most effective by containing objectives, policies and methods to provide direction to regional and district plans in the following areas:

1. Identification of historic heritage in a comprehensive and consistent manner.
2. Provisions to protect historic heritage from inappropriate subdivision, use and development.
3. Measures to protect both places of national significance and those of regional and district significance.
4. Guidance to assist in determining inappropriate subdivision, use and development.
5. Recognition of the role of the NZHPT.
6. Providing for the management of unidentified historic heritage.

44. To assist in the identification of historic heritage and in determining inappropriate subdivision, use and development, the NZHPT guidance provides a list of heritage criteria encompassing physical, historic and cultural values, and principles to assist in determining whether or not an activity is 'appropriate' (see appendix 2). These principles will hopefully assist planners to ensure assessments of adverse effects to historic heritage are undertaken in a consistent and comprehensive manner taking into account all the relevant matters as opposed to ad-hoc and uninformed decision-making.

45. In addition, the NZHPT guidance provides more detailed criteria to assist planners and decision-makers assess adverse effects to historic heritage in relation to activities such as repair and maintenance, alterations and additions, relocation, damage and demolition, signage and subdivision. This guidance is provided in *Sustainable Management of Historic Heritage Guidance Series*, Discussion Paper No. 2.

46. As a basic standard, the NZHPT considers that all regional policy statements should contain policies to ensure regional and district plans include provisions to protect identified historic heritage and areas from inappropriate subdivision, use and development. While the NZHPT has not dictated exactly what those 'provisions' may

involve, the NZHPT guidance for regional and district plans provides direction on the scope of provisions such as heritage rules governing activities such as alterations and additions, relocation, and demolition of listed historic heritage. It is hoped that this guidance will ensure that all regional and district plans will contain at least the basic protective provisions and, hopefully, positive heritage rules to provide an incentive for owners of historic heritage.

47. The NZHPT's guidance also promotes policies that recognise places and areas of national significance. While there is no legislative definition for historic heritage of national significance, Government policy in the form of the National Heritage Preservation Incentive Fund Policy (a fund managed by the NZHPT), promotes the concept of national significance in relation to places of special or outstanding heritage value. These places include registered Category I historic places, wahi tapu and wahi tapu areas under the Historic Places Act 1993. Private owners of historic heritage of national significance are eligible to make applications for financial assistance to carry out conservation work to the National Heritage Preservation Incentive Fund. Since the introduction of the fund in 2004, a number of historic places in the Manawatu-Wanganui region have received funding assistance including the Hunterville Post Office, Westoe and Overton homesteads (Marton), and Merchiston homestead at Rata.
48. The Government and the NZHPT is eager to ensure that historic heritage of national significance is appropriately recognised in RMA policy instruments and that the public's money invested in these places also protected by adequate listing and protection in regional and district plans.
49. Providing for the management of unidentified historic heritage is another policy issue promoted by the NZHPT for regional policy statements and regional plans. Unidentified historic heritage are often unrecorded archaeological sites which are not visible (or not easily recognised) on the ground surface. These sites can often be disturbed and destroyed by earthworks. This matter is a particularly important issue in the coastal dune belt between the Horowhenua and Wanganui. Many archaeological sites are buried by successive/advancing dunes in the coastal environment and are often discovered by accident during earthworks, especially for subdivisions. Inclusion of a policy that deals with unidentified historic heritage promotes a proactive approach that can include methods such as the publication of information sheets on unrecorded archaeological sites, procedures for accidental discovery and avoidance of areas which have a high probability for buried archaeological sites based on archaeological survey.
50. The NZHPT's guidance has been well-received by many regional councils in association with regional policy statements and other policy reviews. It was particularly instrumental in the development of new heritage provisions in the

Proposed Taranaki RPS and the draft Wellington RPS. The NZHPT is also in discussion with councils such as Southland and Canterbury about new heritage provisions as part of the current RPS reviews.

51. I am encouraged by the planner's report with regard to the list of recommendations to the Hearing Panel. In particular, the consistent use of the term 'historic heritage', the addition of new Policy 7-11 to include criteria for identification and scheduling of historic heritage by territorial authorities and the Regional Council, the development of a coastal heritage schedule for the CMA, recognition of the role of the NZHPT and background information regarding the roles of the heritage agencies and the addition of relevant AER. These recommendations will bring the POP close to the standard, outlined in the guidance, that the NZHPT expects of regional policy statements nationwide.

52. In addition to these recommendations, Council should also consider:

- The inclusion of a brief discussion of significant historic heritage issues for the region.
- The inclusion of a policy that directs regional and district plans to include provisions to protect historic heritage from inappropriate subdivision, use and development.
- The inclusion of a policy to protect places and areas of national significance.
- The inclusion of a policy for the management of unidentified historic heritage.

Conclusions

53. Historic heritage is a complex environmental issue which is constantly dynamic as new contemporary generations seek to preserve aspects of the past for future generations. In the Manawatu-Wanganui region, the perspective of historic heritage has shifted from 'nice old buildings' to the full range of places: mountains, rivers, wetlands, historic sites, heritage landscapes and townscapes.

54. Managing historic heritage is not the sole occupation of one agency such as the NZHPT. Instead historic heritage requires the interaction and cooperation of local government, central government, iwi, owners and community groups in an integrated manner.

55. Regional coordination and integration of historic heritage is assisted by the close involvement of regional councils and appropriate provisions in regional policy

statements. These provisions should provide direction for action for historic heritage in the districts and on the coast.

56. I consider that the existing POP lacks adequate recognition of historic heritage in terms of absence of key policies and methods in relation to ensuring regional and district plans:

- Identify historic heritage in a comprehensive and consistent manner.
- Include provisions to protect historic heritage from inappropriate subdivision, use and development.
- Include measures to protect both places of national significance and those of regional and district significance.
- Provide guidance to assist in determining inappropriate subdivision, use and development.
- Recognise of the role of the NZHPT.
- Provide for the management of unidentified historic heritage.

57. I am encouraged by the planner's report and the summary of recommendations outlined on page 9 of that report which will address many of my concerns. I would also encourage the adoption of a brief discussion on significant historic heritage issues, inclusion of a policy to ensure regional and district plan provisions protect historic heritage, a policy to protect places/areas of national significance, and the inclusion of a policy for the proactive management of unidentified historic heritage.

Robert McClean
Senior Heritage Policy Adviser
New Zealand Historic Places Trust Pouhere Taonga
63 Boulcott Street
Wellington

Appendix 1. Historic Heritage Indicators (extract from NZHPT, *Sustainable Management of Historic Heritage Guidance Series*, Guide No.5, 'State of the Environment Reporting and Monitoring', August 2007)

Historic Heritage Indictors

- I.1 Number and distribution of identified historic items.
- I.2 Number and type of historic items assessed using best practice standards.
- I.3 Number of historic items destroyed or values severely diminished.
- I.4 Proportion of historic heritage in a good, fair or poor condition, based on physical condition, integrity, occupation, use and conservation activity.
- I.5 Number of statutory mechanisms actively used to protect historic heritage.
- I.6 Number of historic items actively protected by formal statutory instruments or conservation plans.
- I.7 Assessment of the effectiveness of plans, resource consents and archaeological authorities relating to historic heritage.
- I.8 Funds provided and allocated for conservation of historic heritage.

Appendix 2. Best Practice Historic Heritage Policies for Regional Policy Statements (extract from NZHPT, *Sustainable Management of Historic Heritage Guidance Series*, Guide No.1, 'Regional Policy Statements', August 2007)

3.1 Policy 1 – Identification of historic heritage

Regional and district plans shall identify historic heritage places and areas to be included in historic heritage schedules, in accordance with the criteria listed below³:

Physical values

Archaeological information: Does the place or area have the potential to contribute information about the human history of the region, or to current archaeological research questions, through investigation using archaeological methods?

Architecture: Is the place significant because of its design, form, scale, materials, ornamentation, style, period, craftsmanship or other architectural element?

Technology: Does the place demonstrate innovative or important methods of construction or design, does it contain unusual construction materials, is it an early example of the use of a particular construction technique or does it have the potential to contribute information about technological history?

Scientific: Does the area or place have the potential to provide scientific information about the history of the region?

Rarity: Is the place or area, or are features within it, unique, unusual, uncommon or rare at a district, regional or national level or in relation to particular historical themes?

Representativeness: Is the place or area a good example of its class, for example, in terms of design, type, features, use, technology or time period?

Integrity: Does the place have integrity, retaining significant features from its time of construction, or later periods when important modifications or additions were carried out?

Vulnerability: Is the place vulnerable to deterioration or destruction or is threatened by land use activities.

Context or Group: Is the place or area part of a group of heritage places, a landscape, a townscape or setting which when considered as a whole amplify the heritage values of the place and group/ landscape or extend its significance?

Historic values

³ These criteria are based largely on Proposed Change No.1 to the Bay of Plenty Regional Policy Statement (Heritage Criteria), November 2005 and advice provided by Karen Greig and Lynda Walter, InSitu Heritage Ltd.

People: Is the place associated with the life or works of a well-known or important individual, group or organisation?

Events: Is the place associated with an important event in local, regional or national history?

Patterns: Is the place associated with important aspects, processes, themes or patterns of local, regional or national history?

Cultural values

Identity: Is the place or area a focus of community, regional or national identity or sense of place, and does it provide evidence of cultural or historical continuity?

Public esteem: Is the place held in high public esteem for its heritage or aesthetic values or as a focus of spiritual, political, national or other cultural sentiment?

Commemorative: Does the place have symbolic or commemorative significance to people who use or have used it, or to the descendants of such people, as a result of its special interest, character, landmark, amenity or visual appeal?

Education: Could the place contribute, through public education, to people's awareness, understanding and appreciation of New Zealand's history and cultures?

Tangata whenua: Is the place important to tangata whenua for traditional, spiritual, cultural or historical reasons?

Statutory recognition: Does the place or area have recognition in New Zealand legislation or international law including: World Heritage Listing under the World Heritage Convention 1972; registration under the Historic Places Act 1993; is it an archaeological site as defined by the Historic Places Act 1993; is it a statutory acknowledgement under claim settlement legislation; or is it recognised by special legislation?

3.2 Policy 2 – Protection for historic heritage

Regional and district plans shall include provisions to protect historic heritage places and areas identified in accordance with Policy 1 from inappropriate subdivision, use and development.

The regional and district plan provisions shall include measures to protect both places of national significance and those of regional and district significance. When determining whether or not an activity is 'appropriate' local authorities shall consider the following matters:

1. Respect values

Recognising the lasting values of the place or area and evidence of the origins and development of New Zealand's distinct peoples and society.

2. Diversity and Community Resources

Recognising the diverse cultures of New Zealand and the diverse social and physical environments and communities. There is a need to work with communities and take into account the needs, abilities and resources of particular communities, including owners of historic heritage and other stakeholders.

3. Sustainability

Recognising the finite nature of historic heritage and the need to take a precautionary approach in order to safeguard the options for present and future generations. Promoting sustainability may include encouraging regular maintenance and finding compatible uses for places, including original and new adaptive uses.

4. Maori heritage

Recognising and providing for the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wahi tapu and other taonga following the spirit and intent of the Treaty of Waitangi (Te Tiriti o Waitangi).

5. Research and documentation

Ensuring interventions are informed by sufficient research, documentation and recording, where culturally appropriate. All changes should be fully documented in drawings and photographs.

6. Respect for physical material

The degree to which interventions involve the least possible loss of heritage significance and the least loss of material of heritage value, including those arising from irreversible or cumulative effects. This may be achieved by promoting appropriate regular maintenance, repair (rather than replacement), repairing in compatible materials, respecting the patina of age, and making new work reversible.

7. Understanding significance

Whether the values of the place are clearly understood before decisions are taken that may result in change. Decision making, where change is being contemplated, should take into account all relevant values, cultural knowledge and disciplines. Understanding significance should be assisted by methods such as the preparation of heritage assessments and conservation plans.

8. Respect for contents, curtilage and setting

The extent to which interventions respect the contents and surroundings associated with the place. This may be achieved by ensuring, for example, that any alterations and additions to buildings, and new adjacent buildings, are compatible in terms of design, proportions, scale and materials.

3.3 Policy 3 – Plans to include objectives, policies, methods and rules

Regional and district plans shall include objectives, policies, methods and rules to address the avoidance or mitigation of effects on any scheduled historic heritage.

3.4 Policy 4 – Protection of places and areas of national significance

Regional and district plans shall include objectives, policies, methods and rules to protect places of national significance. These are places of special or outstanding heritage value which include registered Category I historic places, wahi tapu and wahi tapu areas under the Historic Places Act 1993.

3.5 Policy 5 – Role of New Zealand Historic Places Trust

Regional council and local authorities shall have regard to the Register of historic places, areas, wahi tapu and wahi tapu and shall recognise the New Zealand Historic Places Trust role as the consenting authority for all pre-1900 archaeological sites.

3.6 Policy 6 – Management of unidentified historic heritage

Regional council and local authorities shall ensure that development and land-use associated with any previously unidentified historic heritage is managed in a way that avoids damage or destruction until its significance is assessed in accordance with the criteria in Policy 1 and appropriate actions determined.