



# DRAFT REGIONAL POLICY STATEMENT

May 2016

## Chapter 6

### Historic Heritage

*Taonga tuku iho*

## **I.6 Significant Resource Management Issues: Historic Heritage**

### **Issue 6.1 Whakatū Nelson’s distinctive historic heritage is integral to the region’s identity, and needs active stewardship to retain it for future generations.**

Kia whakatomuri te haere ki mua (to walk into the future our eyes must be fixed on the past).

Historic heritage is an essential part of Whakatū Nelson’s cultural values. It serves to link successive generations, enabling present and future communities to identify with their region through evidence of the past within the existing environment. This in turn encourages kaitiakitanga, promoting an understanding and appreciation of the region’s history, cultures and legacies, while contributing to its character, identity, visual amenity and the cultural affiliations tangata whenua have with their rohe.

Whakatū Nelson’s historic heritage is distinctive. The City Centre includes a range of well maintained examples of Edwardian and Victorian architecture, its residential areas are blessed with a nationally significant number of early timber buildings, and the early Māori occupation of the area has resulted in rich cultural legacies. This unique heritage is important, contributing to the region’s economic, social and cultural wellbeing. However, this heritage is subject to change brought about as a result of resource use including the potential for demolition, relocation or modification. These changes have the potential to either completely eliminate or otherwise reduce the historic heritage values of the heritage resource. The risk is compounded by the increasing pressure for heritage buildings to be earthquake strengthened which leads to consideration of demolition.

### **Issue 6.2 Recognition of the cultural affiliations tangata whenua have with their ancestral lands, waters, sites, waahi tapu, and other taonga is needed.**

Māori cultural heritage is a valuable resource that requires recognition and support, in particular sites of significance and value to local Iwi. This is particularly relevant given Deeds of Settlement have now been signed between the Crown and Whakatū’s tangata whenua Iwi in relation to Treaty of Waitangi claims.

## **R.6 Resource Management Responses: Historic Heritage**

### **Objectives**

**Objective 6.1 Retain and enhance Whakatū Nelson’s significant historic heritage resources.**

### **Policies**

**Policy 6.1 Identify and provide appropriate protection to Whakatū Nelson’s significant heritage resources.**

#### **Explanation**

In the Whakatū Nelson context heritage resources can include buildings, places, objects, archaeological sites, places or sites of significance to Whakatū Nelson’s tangata whenua Iwi, and groups of these items which together have particular significance. Trees can also have historic heritage significance, for example they may commemorate an important local event, serve as a landmark, have an association with a public figure or be of particular importance to tangata whenua Iwi. Notable trees generally are generally addressed in the Character and Amenity section of the RPS.

Protection in this context should be considered in a broad way and relates to the avoidance of adverse effects which may result from:

- the total, substantial or partial demolition or destruction of features that contribute to the significance of the item
- inappropriate modification, addition, alteration or new development in proximity to the item
- a lack of conservation and appropriate maintenance
- the loss of, or substantial reduction in, the setting of the place
- the loss of interiors fundamental to the historic heritage value of a building
- The destruction of, or substantial reduction in, the spiritual associations held by tāngata whenua and/or the community in relation to the place

Protection may also mean encouraging a wide range of appropriate uses for heritage resources (providing their significant qualities are retained) to ensure the item’s function can remain relevant and contemporary, for example enabling the adaptive reuse of buildings. Protection also involves

owners and the community being encouraged to actively protect and conserve these places.

The Nelson Plan should also consider allowing departures from plan rules for other aspects of development if heritage items are protected, for example providing for breaches in building coverage, site size or parking.

The use of “appropriate” in the policy reflects the diversity of protection methods, range of potential uses, and also signals the practicalities that need consideration when setting policy around safeguarding historic heritage resources (e.g. requirements for seismic strengthening and tree removals following storm events.)

**Policy 6.2 Historic heritage buildings, places or objects shall be evaluated for their significance using the following criteria:**

- **Historic and social significance**
- **Cultural and spiritual significance**
- **Architectural and aesthetic significance**
- **Technological and craftsmanship significance**
- **Archaeological significance**
- **Scientific significance**
- **Group, landmark and contextual significance**

**Evaluated items shall be classified by the following categories:**

**Category A Protection and retention essential (except in exceptional circumstances)**

**Category B Protection and retention important**

**Explanation**

Inclusion and classification of buildings, places, or objects in this Plan serves several functions. It helps to inform and educate people about the existence of the item, allowing more people to appreciate it and reducing the risks of it being destroyed. It also provides a framework for regulation of activities affecting the item and incentives for its protection, according to its relative importance.

Category A heritage items are the premier or most significant heritage buildings, places or objects in the district. Their protection and retention is a high priority. The policy recognises that there may be exceptional circumstances when demolition or removal of such items may be appropriate, for example where the item:

- Poses a serious risk to human life or is in a serious state of disrepair, with prohibitive remediation costs
- Can be demolished in part without significant adverse effects on heritage values
- Can be reasonably relocated on the site, or on another site in the District, without significant adverse effects on heritage values

The retention of Category B heritage items is important to the district, but of a lesser priority than Category A items due to the lower level of significance.

The full criteria for assessment of a heritage building, place or object is provided in Appendix XX.

(See the Character and Amenity Chapter for criteria for assessing the significance of notable trees.)

**Policy 6.3 Provide appropriate protection to regionally significant archaeological sites, while relying on the requirements of the Heritage New Zealand Pouhere Taonga Act 2014 to regulate other archaeological sites within Whakatū Nelson.**

**Explanation**

There are dual responsibilities for the management of historic heritage in New Zealand with both Heritage New Zealand Pouhere Taonga and local authorities involved, especially for archaeological sites. Given the specific regulatory protection provided to archaeological sites through the Heritage New Zealand Pouhere Taonga Act 2014, the Council considers it to be an inefficient use of resources to create a dual consenting process in respect of archaeological sites, given that an additional consenting process under the RMA would provide no measurable additional protection.

A regionally significant site may be one that is unique within the region, of greater than local significance to tangata whenua, or one of potential interest to substantial parts of the community. Determination of regional significance is to be informed by tangata whenua Iwi, expert archaeologist advice and relevant guidelines from Heritage NZ (e.g. AGS2 Guidelines for writing archaeological assessments).

**Policy 6.4 Where heritage values are to be retained, the Nelson Plan should not unreasonably restrict works undertaken to significant heritage resources to mitigate risk from natural hazard or in response to damage caused by natural hazard events.**

### **Explanation**

This policy seeks to ensure appropriate works can be carried out to heritage resources in response to hazard events or to the threat of hazards.

Examples include not unduly restricting seismic strengthening works to heritage buildings or remedial works (including removal where appropriate) to trees that have been destroyed or severely damaged as a result of a climatic event. Proposals that seek to conserve heritage values while mitigating risk from flooding or sea level rise should also not be unduly restricted.

### **Policy 6.5 Control activities that impact on places and values significant to Whakatū's Iwi, including those identified as cultural heritage landscapes.**

#### **Explanation**

As noted in Issue Toru of the *Resource Management Issues of Significance to tangata whenua Iwi of Te Tau Ihu* chapter, the Whakatū region is rich in features and landscapes that collectively form part of the cultural heritage of each of Whakatū's tangata whenua Iwi.

Statutory Acknowledgment documents set out areas of interest for each of the rohe's tangata whenua Iwi and provide a basis on which to identify areas of significance.

Pre-European Māori occupation of Whakatū Nelson was extensive and not all sites of spiritual or cultural significance to Whakatū's tangata whenua Iwi will be known and/or recorded, meaning that the significance cannot necessarily be attributed to a discrete site. For this reason, the policy refers to "places" and "values" of significance.

In order for this policy to be implemented, a *cultural heritage landscape* will need to be developed and incorporated into the Nelson Plan in order to improve identification of places and values (see Methods section below). This will identify places and values of significance to different Iwi, develop criteria for establishing significance and guide future controls that may impact on these places. The policy seeks to improve certainty for Iwi and developers alike.

## Methods

Regulatory methods	Who	Policy link
<b>Nelson Plan</b>		
Identify heritage resources (including areas) and control activities in order to appropriately protect them.	Council	Policy 6.1 Policy 6.2
Work with Whakatū Nelson's Iwi to develop a <i>cultural heritage landscape</i> for the Whakatū Nelson rohe and incorporate items of significance to Iwi into the district plan through plan changes as appropriate.	Council, tāngata whenua Iwi	Policy 6.5
<b>Other Statutory Policies, Standards and Plans</b>		
Use Heritage Orders where preservation of any heritage resource warrants such an approach.	Council, heritage protection authorities	Policy 6.1
Incorporate specific heritage objectives, policies and methods into Parks and Reserves Management Plans in relation to protection and best practice management and enhancement of historic heritage.	Council	Policy 6.1
Non-regulatory methods	Who	Policy link
<b>Non-Statutory Plans and Strategies</b>		
Maintain and review, at a maximum of ten yearly intervals, a Heritage Strategy for the region.	Council	Policy 6.1
Develop, maintain and implement an accidental discovery protocol for archaeological sites. This will detail the procedures to be followed if any feature, artefact or kōIwi tangata (human remains) are discovered or are suspected to have been discovered. Information will be included within the protocol on the rohe of different Iwi to enable people to make contact with the relevant Iwi.	Council, Heritage NZ, NZAA, tangata whenua Iwi	Policy 6.1 Policy 6.5 Policy 6.3
Asset and activity management plans for Council-owned or controlled heritage	Council	Policy 6.1
<b>Monitoring and information</b>		
Compile and maintain an online heritage inventory for the region, whether or not the sites and items are protected in the Nelson Plan. The inventory will ensure a database of heritage information is available for public use, and may include archaeological sites, built heritage sites, maritime sites, reported historic sites, historic botanical sites, places of special significance to Māori, bibliographic references for reports, newspaper articles, books and photos.	Council, Iwi, public, museum, NZAA, Heritage NZ, DOC, Nelson Heritage Advisory Group	Policy 6.1 Policy 6.5 Policy 6.3
Make information on recorded archaeological sites in Nelson available through the Council's GIS system. This will assist resource users to determine whether they need an archaeological authority from Heritage NZ.	Council NZAA Heritage NZ	Policy 6.1 Policy 6.5 Policy 6.3
<b>Advocacy and education</b>		
Encourage information sharing between the public, Council and other agencies regarding the significance of heritage resources, including the kaitiaki responsibilities of the public.	Council, public, Heritage NZ, NZAA, tangata whenua Iwi, DOC	Policy 6.1 Policy 6.5

Non-regulatory methods	Who	Policy link
<p>Raise awareness:</p> <ul style="list-style-type: none"> <li>• support community initiatives to retain and enhance heritage resources.</li> <li>• inform the public of their obligations relating to heritage resources</li> <li>• promote and advocate for the District's heritage</li> <li>• provide interpretation for heritage resources</li> </ul>	Council	Policy 6.1 Policy 6.5
<p>Liaison and support:</p> <ul style="list-style-type: none"> <li>• Liaise with, involve and/or support various agencies and groups involved in the protection or enhancement of heritage in Nelson on an ongoing basis to ensure that protection efforts are coordinated.</li> <li>• Support the establishment of new groups to advance the profile and protection of historic heritage in Nelson. Examples of such groups include the Christchurch Vintage Home Restorers' Group, the Whanganui Earthquake Prone Buildings Community Taskforce and Napier's Art Deco Trust.</li> <li>• Providing advice on heritage matters.</li> </ul>	Council, Iwi, DOC, Heritage NZ, NZAA, and the Nelson Heritage Advisory Group	Policy 6.1 Policy 6.5
<p>Advocacy:</p> <ul style="list-style-type: none"> <li>• Consider the purchase of significant heritage resources</li> <li>• Provide non-standard services (e.g. street lighting and paving appropriate to a heritage precinct's theme)</li> <li>• Ensure historic heritage is adequately provided for in the Long Term Plan</li> <li>• Demonstrate leadership by modelling best practice retention and enhancement of Council's own heritage assets.</li> </ul>	Council	Policy 6.1 Policy 6.5
<b>Funding and assistance</b>		
Support, including financially, the protection and enhancement of heritage resources.	Council	Policy 6.1 Policy 6.4 Policy 6.5
Make use of the Urban Design Panel in relation to historic heritage consent applications, including when assessing applications for fee waivers.	Council UDP	Policy 6.1 Policy 6.4
Maintain Council-owned or controlled heritage places.	Council	Policy 6.1
<b>Partnerships and agreements</b>		
MOUs with government departments and agencies.	Council, DOC, NZTA, Ministries (e.g. education)	Policy 6.1
Agreements with Council controlled organisations.	Council, CCOs	Policy 6.1
MOUs with tāngata whenua Iwi groups and other entities.	Council, Iwi	Policy 6.1 Policy 6.5

## Anticipated environmental results

Anticipated Environmental Result	Link to policy	Indicator	Data Source
Significant heritage resources are retained.	Policy 6.1 Policy 6.2 Policy 6.5 Policy 6.3	The number of listed heritage resources that are lost through development.	Nelson Plan Resource and building consents data
Greater public awareness of the contribution that heritage makes to our social and cultural wellbeing, including greater recognition of the cultural affiliations of tangata whenua with their ancestral lands, waters, sites, waahi tapu, and other taonga.	Policy 6.1 Policy 6.3 Policy 6.5	Property specific heritage and notable tree information is made available to the public. A reduction in the number of complaints of unlawful activity involving archaeological sites and heritage resources. Completion of a Cultural Heritage Landscape (see below).	LIMs, GIS, complaints database, Māori Cultural Landscape
Maintain or improve resident satisfaction with the heritage activity of the Council.	Policy 6.1 Policy 6.5 Policy 6.3 Policy 6.4	Resident survey results.	Residents survey

## Principal reasons

The objective and policies regarding retention or enhancement of significant historic heritage resources aim to:

- Establish a coordinated and systematic process for evaluating items
- Retain or enhance significant heritage resources
- Control activities that may compromise heritage values
- Recognise places or values of significance to local Iwi, and control activities that may compromise those places or values

These are matters Council will recognise and provide for and are important to Nelson due to its unique legacy of Māori and European settlement and development.

The need for development, particularly with the backdrop of current seismic strengthening requirements, poses a significant risk to historic heritage and the community has indicated strong support through resident surveys and feedback for the retention of historic heritage. In addition, a number of Iwi authority planning documents have been lodged

with the Council that emphasise the importance of appropriately managing the region's heritage.

For all heritage resources, a practical (albeit precautionary) approach is required so as to efficiently allow reasonable use without the need for resource consent where the situation merits it. Plan provisions that enable adaptive reuse and works such as seismic strengthening (where heritage values are not compromised) without undue formality. Similarly, the Council does not see the benefit in scheduling all archaeological sites in the region for regulation where this is already provided through other legislation; therefore only regionally significant items will be included.