

Part 2 – Resource management overview

SRMR – Significant resource management issues for the region

HCV – Historical and cultural values

Issues

SRMR-HCV-I1 Importance of heritage to regional identity [RPS]

Whakatū Nelson’s distinctive historic and cultural heritage is integral to the region’s identity and is potentially vulnerable to adverse effects from inappropriate subdivision, use and development.

Kia whakatōmuri 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 Whakatū Nelson’s history, cultures and legacies, while contributing to its character, identity, visual amenity and the cultural affiliations tāngata 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 well-being. However, this heritage is subject to change brought about because of resource use, including the potential for demolition, relocation or modification. These changes have the potential to either 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.

SRMR-HCV-I2 Cultural relationships of tāngata whenua with their taonga [RPS]

Development of natural and physical resources in the region has the potential to adversely affect the cultural relationships tāngata whenua have with their ancestral lands, waters, sites, wāhi tapu, and other taonga.

Māori cultural heritage is a valuable taonga that requires recognition and support, in particular places and values of significance to local tāngata whenua. This is particularly relevant given that Deeds of Settlement have now been signed between the Crown and Whakatū Nelson tāngata whenua in relation to Treaty of Waitangi claims.

Impacts of the damage, destruction or restriction of access to places and values of significance to tāngata whenua may include the inability to use resources or associate with important historic sites, natural features or cultural landscapes, or the permanent loss of these irreplaceable cultural heritage resources. As kaitiaki, tāngata whenua have inherited the responsibility to protect these resources for

future generations. Any damage or destruction to places and values of significance results in both spiritual and physical loss to tāngata whenua, as such resources can be considered key indicators of tāngata whenua identity.

Objectives

SRMR-HCV-O1 Protection of historic and cultural heritage [RPS]

Whakatū Nelson's significant historic and cultural heritage resources are maintained, enhanced and protected from inappropriate subdivision, use and development.

Policies

SRMR-HCV-P1 Evaluation of historic heritage items [RPS]

Identify and evaluate historic heritage items for their significance using the following criteria:

1. historic and social significance;
2. cultural and spiritual significance;
3. architectural and aesthetic significance;
4. technological and craftsmanship significance;
5. archaeological significance;
6. scientific significance; and
7. group, landmark and contextual significance;

and classify the evaluated items using the following categories:

8. Category A - Protection and retention essential (except in exceptional circumstances); and
9. Category B - Protection and retention important.

Explanation

Inclusion and classification of buildings, places, or objects 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 access to incentives for its protection, according to its relative importance.

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

SRMR-HCV-P2 Minimising loss of heritage values [RPS]

Protect Whakatū Nelson’s significant heritage resources by minimising the loss of heritage values associated with modification or removal of those resources.

Explanation

In the Whakatū Nelson context, heritage resources can include buildings, places, objects, archaeological sites, and places or values of significance to Whakatū Nelson’s tāngata whenua, and groups of these items, which together have particular significance.

The Nelson Plan should allow for consideration of plan rules for other aspects of development if heritage items are protected, such as providing for increased building coverage or reductions in parking.

The policy reflects the diversity of protection methods, range of potential activities and their potential impact on different forms of heritage, and also accommodates the practicalities that need consideration when setting policy around safeguarding historic heritage resources (such as requirements for seismic strengthening.)

SRMR-HCV-P3 Ongoing use [RPS]

Encourage and provide for retaining heritage values and resources through:

1. the ongoing use of heritage resources which ensures their functions are relevant, contemporary and sustainable; and
2. the restoration and ongoing maintenance of heritage resources; and
3. works to mitigate risk to heritage resources from natural hazards and other adverse effects; and
4. works in response to damage to heritage resources caused by natural hazards and other events.

Explanation

There are some circumstances in which minor alterations, if done sensitively, can extend the life of heritage resources, protect against risk from natural hazards, improve interior comfort (and thus the economic and social value of the resource) or provide for necessary maintenance activities. This policy provides for a limited range of activities where changes are appropriate and should be encouraged. This includes assistance with funding efforts to refurbish and restore heritage buildings, promoting central government assistance with earthquake strengthening and enabling those changes in plan provisions.

SRMR-HCV-P4 Significant heritage streetscapes [RPS]

Identify and protect areas with significant heritage streetscape character.

Explanation

Heritage streetscapes are highly valued for their contribution to historic heritage and are also particularly vulnerable to activities that would adversely affect their heritage values. In order to protect such streetscapes, they need to be identified and clearly described, with controls on changes to buildings and fences in the relevant area. This may be done through the development of design guides

for each heritage streetscape overlay, and also through promotion and celebration of those heritage resources.

SRMR-HCV-P5 Regionally significant archaeology [RPS]

Protect the heritage and cultural values from use, development and subdivision that may compromise those values.

Explanation

Regionally significant sites may be sites that are unique to Whakatū Nelson, of greater than local significance to tāngata whenua, or of potential interest to substantial parts of the community. Determination of regional significance is informed by tāngata whenua, expert archaeologist advice and relevant guidelines from Heritage New Zealand Pouhere Taonga (Heritage NZ) such as the AGS2 Guidelines for Writing Archaeological Assessments.

There are dual responsibilities for the management of historic heritage in New Zealand with both Heritage NZ and local authorities involved, especially for archaeological sites. Specific regulatory protection is provided to all sites containing physical evidence of human habitation prior to 1900 under the Heritage New Zealand Pouhere Taonga Act 2014. Council, therefore, considers it an inefficient use of resources to create a dual consenting process in respect of archaeological sites. Instead, there will be an information response to protection of all archaeological sites (including non-regionally significant ones), and a regulatory response only for regionally significant sites. For any enquiries relating to potential disturbance of a known archaeological site, the applicant and Heritage NZ will be informed of the need to obtain an archaeological authority. For regionally significant sites, it is appropriate that the activity also require resource consent.

SRMR-HCV-P6 Sites and values of significance to tāngata whenua [RPS]

In partnership with Whakatū Nelson tāngata whenua, develop an appropriate means of identifying and assessing Sites and areas of significance to Māori, and their associated values, including through the development of Māori Cultural Landscapes.

Explanation

As noted in SRMR-RMIA-I3, Whakatū Nelson is rich in features and landscapes that collectively form part of the cultural heritage of each Whakatū Nelson iwi. These include wāhi tapu and wāhi taonga as well as broader associations with the land and sea.

Statutory Acknowledgment documents set out areas of interest for the rohe of each iwi and provide a basis on which to identify areas of significance.

The identification of sites of significance in the plan raises several logistical issues. Pre-European Māori occupation of Whakatū Nelson was extensive and not all places of spiritual or cultural significance to tāngata whenua will be known and/or recorded, meaning that the significance cannot necessarily be attributed to a discrete site. For this reason, the policy refers not just to “sites and areas” but also “values” of significance.

Difficulties with records are compounded by a lack of resourcing for iwi to carry out the work to identify places and their attributes of significance. In addition, the identification of significant sites in the plan may raise the risk of fossickers. The use of overlays to identify the place of significance in broad terms

ensures that tāngata whenua are able to protect places of significance while reducing the risk of fossicking.

At the same time, it is important to provide landowners with certainty regarding the matters that they need to address where their property contains cultural heritage. It will be necessary to explore means of confirming, curating and making available information in a culturally appropriate way. Options might include site-specific identification, broader overlays and cultural landscapes. Information regarding these sites may be kept in silent files and shared with prospective applicants. Identification of these areas will be accompanied by controls on activities that would result in damage or loss.

Currently, sites and areas have been identified and protected through relevant objectives, policies, and rules. While this is not comprehensive for tāngata whenua sites and values, it does protect known areas of settlement. A revision of this work will be conducted in partnership with Te Tau Ihu iwi and actioned by way of a plan change process, to be completed during the life of the Nelson Plan.

SRMR-HCV-P7 Protecting the pākohe resource [RPS]

Protect the pākohe resource from inappropriate use and development while providing for cultural harvest of that resource, recognising the guidelines provided in iwi management plans in relation to the extraction and use of pākohe.

Explanation

Pākohe is a dark coloured stone traditionally used by tāngata whenua to make tools. The stone's geological name is *metamorphosed indurated mudstone* or *metasomatised argillite*. It is found in the Nelson mineral belt and, as a taonga of Whakatū Nelson tāngata whenua, it warrants protection.

Methods [RPS]

Regulatory methods	Who	Links to policy
The Nelson Plan		
SRMR-HCV-M1 [RPS] Identify and map heritage resources (including areas or groups of items) and include a framework of objectives, policies and rules to protect historic and cultural heritage from inappropriate subdivision, use and development.	Council	SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6 SRMR-HCV-P7
Future plan changes to the Nelson Plan		
SRMR-HCV-M2 [RPS]	Council, iwi	SRMR-HCV-P6

Jointly with Whakatū Nelson tāngata whenua, investigate the development of a Māori cultural landscape for Whakatū Nelson, incorporating places and values of significance to iwi, for use within or alongside the Nelson Plan.		
Other legislation, statutory policies, standards and plans		
SRMR-HCV-M3 [RPS] Use Heritage orders, heritage covenants and management plans where preservation of any heritage resource warrants such an approach.	Council, heritage protection authorities	SRMR-HCV-P2
SRMR-HCV-M4 [RPS] Ensure Parks and Reserve Management Plans contain the protection and best practice management and enhancement of historic and cultural heritage items and values.	Council	SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6 SRMR-HCV-P7
SRMR-HCV-M5 [RPS] Ensure the Long Term Plan provides funding for historic and cultural heritage restoration and protection.	Council	SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6

Non-regulatory methods	Who	Links to policy
Non-statutory plans and strategies		
SRMR-HCV-M6 [RPS] Maintain and review, at a maximum of ten yearly intervals, a Heritage Strategy for Whakatū Nelson.	Council	SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6

<p>SRMR-HCV-M7 [RPS]</p> <p>Implement an accidental discovery protocol for archaeological sites. This details 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 appended to the protocol on the rohe of different iwi to enable people to make contact with the relevant iwi.</p>	<p>Council, iwi Heritage NZ, NZAA</p>	<p>SRMR-HCV-P5 SRMR-HCV-P6</p>
<p>Monitoring and information gathering</p>		
<p>SRMR-HCV-M8 [RPS]</p> <p>Identify heritage and their associated values of significance and work with Heritage NZ to compile and maintain an online heritage inventory for Whakatū Nelson, whether or not the sites and items are protected in the Nelson Plan and make this information available to the public.</p>	<p>Council, iwi, public, DOC, Heritage NZ, Nelson Heritage, Nelson Provincial Museum, NZAA</p>	<p>SRMR-HCV-P1 SRMR-HCV-P4 SRMR-HCV-P6</p>
<p>SRMR-HCV-M9 [RPS]</p> <p>Make information on recorded archaeological sites in Whakatū Nelson available to the public through the Nelson City Council GIS system. In some cases, information relating to pre-European settlement may be kept in silent files at Nelson City Council.</p>	<p>Council, Heritage NZ, NZAA</p>	<p>SRMR-HCV-P5 SRMR-HCV-P6</p>
<p>Advocacy and education</p>		
<p>SRMR-HCV-M10 [RPS]</p> <p>Encourage information sharing between the public, Nelson City Council, tāngata whenua and other agencies regarding the significance of heritage resources, including the stewardship responsibilities of the public.</p>	<p>Council, iwi, public, DOC, Heritage NZ, NZAA</p>	<p>SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6 SRMR-HCV-P7</p>
<p>SRMR-HCV-M11 [RPS]</p> <p>Raise awareness of historic and cultural heritage by:</p> <ol style="list-style-type: none"> 1. supporting community initiatives to retain and enhance heritage resources; 2. informing the public of their obligations relating to heritage resources; and 	<p>Council</p>	<p>SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6</p>

3. providing interpretation for heritage resources.		SRMR-HCV-P7
SRMR-HCV-M12 [RPS] Liaise, involve and/or support various agencies and groups involved in the protection or enhancement of heritage in Whakatū Nelson on an ongoing basis to ensure that protection efforts are coordinated.	Council, iwi, DOC, Heritage NZ, Nelson Heritage, NZAA	SRMR-HCV-P1 SRMR-HCV-P2
SRMR-HCV-M13 [RPS] Ensure that the Nelson City Council demonstrates leadership and best practice in retaining and enhancing its own heritage assets.	Council	SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6 SRMR-HCV-P7
SRMR-HCV-M14 [RPS] Support the establishment of new groups to advance the profile and protection of historic heritage in Whakatū Nelson.	Council	SRMR-HCV-P2 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6
SRMR-HCV-M15 [RPS] Provide advice on heritage matters.	Council	SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6 SRMR-HCV-P7
Funding and assistance		
SRMR-HCV-M16 [RPS] Support, including financially, the protection and enhancement of heritage resources.	Council	SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6

		SRMR-HCV-P7
<p>SRMR-HCV-M17 [RPS]</p> <p>Make use of suitably qualified and experienced expertise in relation to historic and cultural heritage consent applications.</p>	Council	SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6 SRMR-HCV-P7
<p>SRMR-HCV-M18 [RPS]</p> <p>When appropriate, explore options for:</p> <ol style="list-style-type: none"> 1. the retention of significant heritage resources; and 2. the provision of non-standard services (e.g. street lighting and paving appropriate to a heritage streetscape overlay's theme). 	Council	SRMR-HCV-P2 SRMR-HCV-P4
<p>SRMR-HCV-M19 [RPS]</p> <p>Ensure maintenance of Nelson City Council owned or controlled heritage buildings, places and objects to a level appropriate to the item.</p>	Council	SRMR-HCV-P2
<p>SRMR-HCV-M20 [RPS]</p> <p>Advocating for national-level funding assistance for heritage preservation and enhancement, and applying for (or assisting heritage owners to apply for) that funding, where available.</p>	Council	SRMR-HCV-P2 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6
Partnerships		
<p>SRMR-HCV-M21 [RPS]</p> <p>Develop relationships with government departments and agencies with property portfolios and establish agreements regarding the identification, protection and/or maintenance of heritage resources.</p>	Council, DOC, Heritage NZ, Ministries (e.g. education), NZTA	SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6 SRMR-HCV-P7

<p>SRMR-HCV-M22 [RPS]</p> <p>Enter into agreements with Nelson City Council controlled organisations regarding appropriate procedures when planning activities that may affect listed heritage resources.</p>	<p>Council, Council controlled organisations</p>	<p>SRMR-HCV-P1 SRMR-HCV-P2 SRMR-HCV-P3 SRMR-HCV-P4 SRMR-HCV-P5 SRMR-HCV-P6 SRMR-HCV-P7</p>
<p>SRMR-HCV-M23 [RPS]</p> <p>Work with existing relationships with representatives of Te Tau Ihu iwi and other entities, and establish agreed procedures and protocols for identifying and protecting cultural heritage.</p>	<p>Council, iwi</p>	<p>SRMR-HCV-P6 SRMR-HCV-P7</p>

Principal reasons

SRMR-HCV-PR1 [RPS]

The objective and policies regarding maintenance, protection or enhancement of significant historic heritage resources aim to:

1. establish a coordinated and systematic process for evaluating items;
2. maintain, protect and enhance significant heritage resources;
3. control activities that may compromise heritage values; and
4. recognise places or values of significance to Whakatū Nelson tāngata whenua, and manage activities that may compromise those places or values.

These are matters Nelson City Council will recognise and provide for, and are important to Whakatū 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, iwi authority planning documents have been lodged with the Nelson City Council that emphasise the importance of appropriately managing the region's cultural heritage.

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

Anticipated environmental results

Relevant policies	Anticipated environmental result
<p>SRMR-HCV-P1 [RPS]</p> <p>Identify and evaluate historic heritage items for their significance using the following criteria:</p> <ol style="list-style-type: none"> 1. historic and social significance; 2. cultural and spiritual significance; 3. architectural and aesthetic significance; 4. technological and craftsmanship significance; 5. archaeological significance; 6. scientific significance; and 7. group, landmark and contextual significance. <p>and classify the evaluated items using the following categories:</p> <ol style="list-style-type: none"> 8. Category A - Protection and retention essential (except in exceptional circumstances); and 9. Category B - Protection and retention important. 	<p>SRMR-HCV-AER1 [RPS]</p> <p>The Whakatū community understand both the criteria for assessing heritage value and the importance of listed heritage items.</p>
<p>SRMR-HCV-P2 [RPS]</p> <p>Protect Whakatū Nelson's significant heritage resources by minimising the loss of heritage values associated with modification or removal of those resources.</p>	<p>SRMR-HCV-AER2 [RPS]</p> <p>Heritage resources in Whakatū Nelson are valued by owners and the community, and their contribution to the historic heritage of Whakatū Nelson is celebrated.</p>
<p>SRMR-HCV-P3 [RPS]</p> <p>Encourage and provide for retaining heritage values and resources through:</p> <ol style="list-style-type: none"> 1. the ongoing use of heritage resources which ensures their functions are relevant, contemporary and sustainable; and 2. the restoration and ongoing maintenance of heritage resources; and 	<p>SRMR-HCV-AER3 [RPS]</p> <p>Heritage resources are maintained, risk from natural hazards mitigated and heritage buildings are functional, useful and valued for their contribution to Nelson's history and character.</p>

<p>3. works to mitigate risk to heritage resources from natural hazards and other adverse effects; and</p> <p>works in response to damage to heritage resources caused by natural hazards and other events</p>	
<p>SRMR-HCV-P4 [RPS]</p> <p>Identify and protect areas with significant heritage streetscape character.</p>	<p>SRMR-HCV-AER4 [RPS]</p> <p>Heritage streetscape character is maintained and development in those areas is appropriate to that character.</p>
<p>SRMR-HCV-P5 [RPS]</p> <p>Protect the heritage and cultural values of use, development and subdivision that may compromise those values.</p>	<p>SRMR-HCV-AER5 [RPS]</p> <p>Regionally significant archaeology and archaeological overlays protect the most significant cultural resource of the region. These resources are only disturbed where heritage and cultural values of the site are retained.</p>
<p>SRMR-HCV-P6 [RPS]</p> <p>In partnership with Whakatū Nelson tāngata whenua, develop an appropriate means of identifying and assessing Sites and areas of significance to Māori, and their associated values, including through the development of Māori Cultural Landscapes.</p>	<p>SRMR-HCV-AER6 [RPS]</p> <p>Sites and areas of significance to Māori are identified in accordance with tikanga and protected.</p>
<p>SRMR-HCV-P7 [RPS]</p> <p>Protect the pākohe resource from inappropriate use and development while providing for cultural harvest of that resource, recognising the guidelines provided in iwi management plans in relation to the extraction and use of pākohe.</p>	<p>SRMR-HCV-AER7 [RPS]</p> <p>The pākohe resource is protected and preserved for harvesting by the appropriate iwi.</p>