

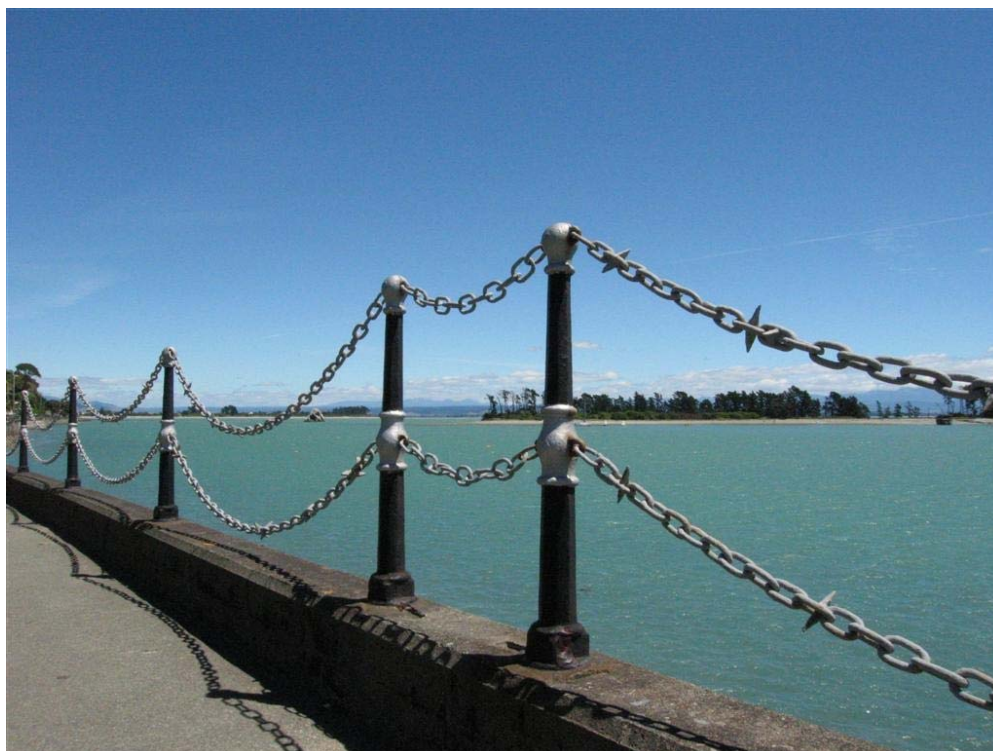


New Zealand
Historic Places Trust *Pouhere Taonga*

**SUSTAINABLE MANAGEMENT
OF
HISTORIC HERITAGE**

Guide No. 1

**REGIONAL POLICY
STATEMENTS**



3 August 2007

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Sustainable Management of Historic Heritage Guidelines

Guide No.1

Regional Policy Statements

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While the NZHPT acknowledges the contribution of other agencies and organisations, the opinions and views expressed in this guide are those of the NZHPT only.

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REGIONAL POLICY STATEMENTS AND HISTORIC HERITAGE

Regional councils have functions to establish, implement and review objectives, policies and methods to achieve integrated management of the natural and physical resources of the region.¹ Regional councils also have functions relating to preparation of objectives and policies relating to any actual or potential effects of the use, development and protection of land which are of regional significance.²

The New Zealand Historic Places Trust (NZHPT) considers that historic heritage is an important natural and physical resource that requires integrated management at the regional level³, and that the use, development and protection of land associated with historic heritage is of regional significance. Regional councils have particular responsibilities for historic heritage located in the coastal marine area (CMA), and some local authorities actively manage parklands and reserves⁴.

Regional councils, in the NZHPT's view, have a significant role in the management of historic heritage at a strategic regional level and practical conservation level (CMA and parks and reserves). The primary statutory tools to exercise this strategic management are the regional policy statement, regional plans and parks management plans.

Regional policy statements provide 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.⁵ The regional policy statement must state the significant resource management issues for the region. These significant resource management issues can include, but are not limited to, any actual or potential effects of the use, development or protection of land.⁶

The protection of historic heritage from inappropriate subdivision, use and development is a matter of national importance under the RMA. Regional policy statements should identify historic heritage as a nationally and regionally significant resource management issue and outline objectives, policies and methods relating to historic heritage.

When preparing or changing a regional policy statement, the regional council shall have regard to a number of matters outlined in section 61 of the RMA, including any relevant entry in the Historic Places Register to the extent that it has a bearing on resource management issues of the region.

¹ Sec 30(1)(a), RMA

² Sec 30(1)(b), RMA

³ It is important to note that 'archaeological remains' are considered to be natural and physical resources (Environment Court Decision A55/97, p. 15, 1991).

⁴ Sec 64, RMA

⁵ Sec 59, RMA

⁶ Sec 30(1)(b) RMA

While historic heritage is recognised in the RMA as a matter of national importance, it can be difficult to categorise historic heritage into geographic-based levels of significance, such as national, regional or district. Discussion Paper No. 1 of this series, Principles and Issues, provides an overview of issues relating to the identification, recognition and protection of historic heritage. These issues may be relevant at a national, regional, or district level. Local significance may mean that a place has important value for the local community, as opposed to being at the bottom of a three level hierarchy.

Many historic heritage issues are generated at a very local or community level. The closure of a school, hall or post office is often portrayed as a heritage issue if the building is considered historic by the community. Fundraising efforts are also often carried out at the local level. Maori-related heritage issues can also be locally-specific involving a particular whanau or hapu.

Other historic heritage issues may generate an interest at a district, regional or national level. For example an early truss bridge associated with a railway may be valued at a national level by the Rail Heritage Trust of New Zealand. However, at a local, district, or regional level it may have little or no recognition or value and the structure may be effectively abandoned.

While historic heritage of regional importance may be difficult to identify, historic heritage is a significant regional resource management issue and often transcends district boundaries (e.g. across CMA boundaries). Regional direction and coordination can promote integrated management of historic resources. There are also efficiency and cost savings in the coordination of historic heritage policy at a regional level.

With regard to registered historic places, a simple statutory ranking system is provided in the Historic Places Act. This ranking system divides registered historic places into Category I and Category II. Category I historic places are those of special or outstanding historical or cultural heritage significance or value. Category II historic places are of historical or cultural heritage significance or value.

The NZHPT considers that the heritage schedule (excluding places/areas of significance to Maori and historic areas) can be divided in two categories that reflect the statutory categorisation under the Historic Places Act 1993 in terms of registered Category I and Category II historic places. This practice would enable places of special or outstanding (national) significance and value to have greater recognition and protection, and also enable appropriate protection for other heritage items of regional or district significance (see Guide No.3 of this series, District Plans).

Regional policy statements should ensure the identification, recognition and protection of historic heritage. In particular, the regional policy statement should contain:

- An overview of heritage agency roles and responsibilities.
- A discussion of significant historic heritage issues for the region.
- Objectives and policies for the management of effects that may impact on historic heritage.
- A range of methods for historic heritage.
- Principal reasons for adopting objectives, policies and methods.
- Key definitions associated with historic heritage.

The NZHPT suggests that objectives and policies should cover the range of historic heritage as defined in section 2 of the RMA. The following table set outs a conceptual framework for historic heritage places, that may be utilised in historic heritage identification, management and protection.

Suggested Historic Heritage Framework		
Group	Explanation	Examples
Historic (building) place	A place that contributes to an understanding and appreciation of New Zealand's history and cultures. It may include any land, temporary or permanent movable or immovable building(s) or structure(s) and anything that is in or fixed to any land. The term may include any building registered as a Historic Place under the Historic Places Act 1993.	Commercial, industrial, residential, and public buildings. Recreational structures (e.g. gazebos), infrastructure (e.g. bridges), memorials, retaining walls
Historic place (site)	A place that contributes to an understanding and appreciation of New Zealand's history and cultures. It may include land (and water) and vegetation without any temporary or permanent building or structure. The term may include any site registered as a Historic Place under the Historic Places Act 1993, and any recorded archaeological site that is not a place/area of significance to Maori, as defined below.	Battlefields, locations of important events whaling station site, historic roads, goldmining sites, boundary markers, coastal defences, heritage trees, parks and gardens, archaeological sites, historic sites of scientific value (e.g. palaeontological sites).
Historic area	An area of land containing an inter-related group of historic places, buildings, structures and/or sites that contributes towards an understanding and appreciation of New Zealand's history and cultures. The term may include any registered Historic Area under the Historic Places Act 1993, or any heritage conservation area or precinct.	Historic streets, historic towns, rural historic environments.
Place/area of significance to Maori, including wahi tapu	A place or area of significance to Maori. It may include any wahi tapu or wahi tapu area registered under the Historic Places Act 1993, and recorded archaeological sites of significance to Maori.	Tauranga waka, historic marae, maunga, awa, mahinga kai, pa, midden, Maori archaeological sites
Surroundings associated with any historic heritage	An area of land (including land covered by water) surrounding a place, site or area of heritage significance which is essential for retaining and interpreting the places' heritage significance.	View shafts of a prominent historic building or site. Designed landscapes and historic gardens surrounding a building. Green space around a historic battle site.
Heritage Landscapes	Many places and areas comprise a range of heritage values including cultural, scientific, ecological and geological values. The full range of values of significant places and areas should be acknowledged and provided for in historic heritage frameworks. See Discussion Paper No. 3, Heritage Landscape Values	i.e. Auckland volcanic cones, New Plymouth's Sugar Loaf Islands, Wairarapa Moana, Tongariro World Heritage Area, Mana Island (Porirua), Lake Manapouri

It is important to recognise that there may be statutory requirements under the Historic Places Act 1993 for work affecting archaeological sites in any heritage group.

In most instances historic places (sites) will possess tangible associations with the past, demonstrated by physical remnants of human activity such as ruined structures or memorials. Occasionally, places may be important for events that took place there, but there is no physical evidence. The significance of such places will be evident through the application of heritage criteria (see below), and appropriate protection can then be determined. It is important that these places are also protected to safeguard the options of future generations. Places associated with battles or religious events may increase in importance as time passes.

The regional policy statement may also highlight other places with scientific or amenity qualities such as significant geological areas and notable/heritage trees. Trees with historic associations are known as heritage trees and are part of the historic heritage resources of a region. Where there are no historic associations, notable trees should be considered under the natural heritage or ecological section of the plan. Places with scientific values associated with the historical development of a discipline may also be considered in the historic heritage section of the plan. Again, the use of heritage criteria (see below) will assist with determining any historic values and hence appropriate protection.

This guide promotes the approach adopted by the Bay of Plenty Regional Council in their Plan Change No.1 (<http://www.ebop.govt.nz/Proposed-Change-No-1.asp>). This approach promotes the use of common criteria in the regional policy statement for identifying historic heritage and assessing the effects of historic heritage. The NZHPT considers this approach has valuable benefits for a region in terms of promoting a consistent and integrated approach to historic heritage. Section 3.1 provides a model for the use of heritage criteria.

In terms of methods, the NZHPT considers it mandatory that the regional policy statement includes direction for regional and district plans to include relevant objectives, policies, rules and reasons relating to historic heritage, including historic heritage schedules. The regional policy statement can also include a range of other non-mandatory methods as outlined in the best practice examples below.

The regional policy statement methods may include direction for district plans on a range of historic heritage matters especially cross-boundary issues where integrated management is required and appropriate definitions. These methods should be developed in consultation with local authorities prior to inclusion in regional policy statements and plans.

Further guidance on heritage provisions within regional policy statements is outlined in NZHPT, *Heritage Management Guidelines for Resource Management Practitioners*, 2004, pp 16-17.



Edmonds Ruins, Kerikeri, May 1999. Photo, R McClean, NZHPT

BEST PRACTICE EXAMPLES OF HISTORIC HERITAGE REGIONAL POLICY STATEMENT PROVISIONS

The following section provides an example of an objective, supported by policies and methods that may be adopted by regional councils for use in regional policy statements. The provisions are suggestions only and should be adapted to apply to regional circumstances and specific regional heritage-related issues.

The section closely reflects guidance on best practice district plan provisions outlined in Guide No. 3 – District Plans.

1. Issue

Development and land-use can damage and destroy historic heritage of significance in the region.

2. Objective

To protect significant historic heritage in the region from adverse effects of land-use and development.

3. Policies

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 below⁷:

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?

⁷ 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.

Historic values

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.

4. Methods

4.1 Method 1 – Investigation

The regional council and local authorities will support the survey, research and investigation of historic heritage places and areas.

4.2 Method 2 – Conservation Estate

The regional council and local authorities will promote close co-operation with the New Zealand Historic Places Trust and the Department of Conservation to manage legislative and procedural cross-boundary issues relating historic heritage issues on the conservation estate.

4.3 Method 3 – Archaeological Sites

The regional council and territorial authorities will promote close co-operation with the New Zealand Historic Places Trust and the New Zealand Archaeological Association to manage legislative and procedural cross-boundary issues relating to archaeological sites.

It should be noted that the New Zealand Archaeological Association is a voluntary organisation and this should be recognised when the Association is being consulted about archaeological issues.

4.4 Method 4 – Incentives

The regional council and local authorities will consider initiatives to provide financial and other incentives to maintain and conserve historic heritage, including the development of a regional heritage incentive fund.

4.5 Method 5 – Advice and information

The regional council and local authorities, in association with the New Zealand Historic Places Trust and other regional heritage groups, will consider initiatives to provide technical advice and information to landowners, resource users and the public about the values of historic heritage and its protection.

4.6 Method 6 – Public education

The regional council and local authorities, in cooperation with the New Zealand Historic Places Trust, will consider initiatives to promote awareness of historic heritage in the region, including public education about the archaeological authority process under the Historic Places Act 1993. The regional council and local authorities may consider adopting the archaeological advice notes outlined in Appendix A in plans and resource consent processes.

4.7 Method 7 – Financial contributions

The regional council and local authorities will promote the payment of financial contributions to encourage the conservation and protection of historic heritage.

4.8 Method 8 – Monitoring strategy

The regional council will consider promoting the development of a regional heritage monitoring strategy in partnership with local authorities and the New Zealand Historic Places Trust. The results of the regional heritage monitoring strategy would be reported in the bi-annual State of the Environment Report for the region.

Appendix A: Archaeological advice for use in resource consent processes

Advice note where archaeological sites will be affected by consent activity:

This proposal will affect recorded archaeological site(s). Work affecting archaeological sites is subject to a consenting process under the Historic Places Act 1993. An authority (consent) from the New Zealand Historic Places Trust must be obtained for the work prior to commencement. It is an offence to modify, damage or destroy a site for any purpose without an authority. The Historic Places Act 1993 contains penalties for unauthorised site damage. The applicant is advised to contact the New Zealand Historic Places Trust for further information.

Advice notes where archaeological sites may be affected by consent activity:

There are recorded archaeological sites in the vicinity of the proposed work. The applicant is advised to contact the New Zealand Historic Places Trust for further information. Work affecting archaeological sites is subject to a consenting process under the Historic Places Act 1993. If any activity associated with this proposal, such as earthworks, fencing or landscaping, may modify, damage or destroy any archaeological site(s), an authority (consent) from the New Zealand Historic Places Trust must be obtained for the work prior to commencement. It is an offence to modify, damage or destroy a site for any purpose without an authority. The Historic Places Act 1993 contains penalties for unauthorised site damage

Advice notes where unrecorded archaeological sites are possible:

It is possible that archaeological sites may be affected by the proposed work. Evidence of archaeological sites may include burnt and fire cracked stones, charcoal, rubbish heaps including shell, bone and/or glass and crockery, ditches, banks, pits, old building foundations, artefacts of Maori and European origin or human burials. The applicant is advised to contact the New Zealand Historic Places Trust if the presence of an archaeological site is suspected. Work affecting archaeological sites is subject to a consenting process under the Historic Places Act 1993. If any activity associated with this proposal, such as earthworks, fencing or landscaping, may modify, damage or destroy any archaeological site(s), an authority (consent) from the New Zealand Historic Places Trust must be obtained for the work to proceed lawfully. The Historic Places Act 1993 contains penalties for unauthorised site damage.