



New Zealand
Historic Places Trust *Pouhere Taonga*

HERITAGE MANAGEMENT GUIDELINES FOR
RESOURCE MANAGEMENT
PRACTITIONERS

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Heritage Management Guidelines for Resource Management Practitioners

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<http://www.historic.org.nz>

Email: information@historic.org.nz




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PREFACE

The New Zealand Historic Places Trust Pouhere Taonga (NZHPT) has prepared these guidelines on sustainable management of historic heritage to promote understanding of historic heritage and to assist local authorities, owners and developers to identify and manage historic heritage in light of the Resource Management Act and its 2003 Amendment. The guidelines also provide information on the legal obligations associated with archaeological sites under the Historic Places Act. While these guidelines are intended particularly for people practising in the resource management field, they may also be useful for developers, property managers and others who work with heritage properties.

The guidelines traverse the range of heritage management responsibilities for local authorities, but can only be a summary. Please contact the NZHPT if you would like further information.

A handwritten signature in black ink that reads "William Trampusch". The signature is fluid and cursive, with a large loop at the end of the last name.

Dr William Trampusch

Chief Executive, New Zealand Historic Places Trust

ABOUT THESE GUIDELINES

Why the guidelines have been prepared

These guidelines have been prepared with the assistance of the Ministry for the Environment's Sustainable Management Fund to fill a gap and provide information on the implications of the Resource Management Act 1991 (RMA) and its 2003 Amendment, relating to sustainable management of historic heritage.

These guidelines draw together the threads of the relevant legislation and briefly describe the roles and responsibilities of organisations involved in the management of historic heritage. Information is also provided on some of the non-regulatory tools being used.

The New Zealand Historic Places Trust sees this document as a first version, to promote discussion on management of historic heritage. We hope to update the guidelines as the thinking and professional practice advances, as plans and policies are implemented and monitored, and as case law develops.

How the guidelines have been structured

The guidelines are set out in several sections. Sections 1 and 2 deal with legislation and the framework of responsibilities for historic heritage in New Zealand. Sections 3 to 7 focus on operational practice. The appendices include 'how to' guides for assessing heritage places and preparing a heritage inventory and set out supplementary information including a glossary, further reading suggestions and a contact information list.

How the guidelines should be used

The guidelines should be used as:

- a source of information
- guidance when preparing plans and policies that address historic heritage
- a checklist when processing resource consents that have effects on historic heritage, including those that may affect archaeological sites.

Section 1
LEGISLATIVE FRAMEWORK

1.1 What is historic heritage and why should we protect it?

Why protect heritage

The Resource Management Act 1991 identifies the protection of historic heritage from inappropriate subdivision, use and development as a matter of national importance. Heritage places and areas are a touchstone for many people, and contribute identity, distinctiveness and diversity in urban and rural environments. Historic places have lasting value in their own right and provide evidence of the origins of New Zealand's distinct society.

Cultural heritage is irreplaceable. Once it is altered or lost it cannot be returned to its original state or be replaced. Many generations and different cultures have lived in New Zealand. They had different lives and different experiences from those we have today. Heritage is reflected in the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wahi tapu, and other taonga. The conservation of heritage places associated with our ancestors, cultures, or past allows people to experience in a small way a taste of how past generations lived and to develop a greater understanding of our history and identity.

Definition of historic heritage

Historic heritage is defined in the RMA as:

Historic heritage—

(a) means those natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures, deriving from any of the following qualities:

- (i) archaeological
- (ii) architectural
- (iii) cultural
- (iv) historic
- (v) scientific
- (vi) technological; and

- (b) includes—
 - (i) historic sites, structures, places, and areas; and
 - (ii) archaeological sites; and
 - (iii) sites of significance to Maori, including wahi tapu; and
 - (iv) surroundings associated with the natural and physical resources.

Typical examples of heritage include¹:

- built heritage (historic buildings or structures)
- archaeological sites
- places of special significance to Maori, including wahi tapu, urupa, and places of traditional importance
- trees or other vegetation with historical or cultural associations
- places where past events have taken place
- cemeteries and burial places
- shipwrecks and other maritime heritage
- wider historical and cultural complexes or historical and cultural landscapes.

1.2 Resource Management Act 1991

Many sections in the RMA apply to the recognition and protection of historic heritage. The Resource Management Amendment Act 2003 added the definition of historic heritage to the RMA and made significant changes applying to historic heritage. Three of these changes are listed immediately below. Other parts of the RMA that apply to historic heritage are covered later in these guidelines.

¹ Auckland Regional Council – www.arc.govt.nz/arc/environment/cultural-heritage/

Protection of historic heritage is a matter of national importance

In carrying out their functions under the RMA local authorities must, in relation to managing the use, development, and protection of natural and physical resources, recognise and provide for matters of ‘national importance’. The Resource Management Amendment Act 2003 added the following matter to the list of matters of national importance:

the protection of historic heritage from inappropriate subdivision, use, and development.

Another matter of national importance is ‘the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development’. The courts have used this as a mechanism to consider cultural landscapes of historical importance.²

The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wahi tapu, and other taonga is also a matter of national importance and has implications for the sustainable management of historic heritage.

Restrictions on the use of the coastal marine area

Section 12 of the RMA restricts certain activities in coastal marine areas unless specifically permitted by a rule in the regional coastal plan, or unless a resource consent has been obtained. The Resource Management Amendment Act 2003 added the following paragraph to the list of activities restricted under s.12:

(g) Destroy, damage, or disturb any foreshore or seabed (other than for the purpose of lawfully harvesting any plant or animal) in a manner that has or is likely to have an adverse effect on historic heritage

Planning documents recognised by an iwi authority

The Resource Management Amendment Act 2003 amended the requirement regarding planning documents recognised by an iwi authority. Local authorities are now required to:

take into account any relevant planning document recognised by an iwi authority, and lodged with the council, to the extent that its content has a bearing on resource management issues of the region when preparing or changing a regional policy statement, or regional plan or district plan.

(See ss.66(2A) and 74(2A) of the RMA.)

1.3 Historic Places Act 1993

The primary purpose of the Historic Places Act 1993 (HPA) is to promote the identification, protection, preservation and conservation of the historical and cultural heritage of New Zealand (s.4(1) of the HPA).

Archaeological sites

An ‘archaeological site’ is defined in the Historic Places Act 1993 as:

Any place in New Zealand that

- (a) either –
 - (i) Was associated with human activity that occurred before 1900; or
 - (ii) Is the site of the wreck of any vessel where that wreck occurred before 1900; and
- (b) is or may be able through investigation by archaeological methods to provide evidence relating to the history of New Zealand (Historic Places Act 1993).

Any person wishing to undertake work that may damage, modify or destroy an archaeological site, or to investigate a site by excavation, must first obtain an authority from the NZHPT for that work (ss.10-20 of the HPA).

² See NZ Marine Hatcheries v Marlborough District Council W129/97 (Environment Court), which deals with Kakapo Bay in the Marlborough Sounds.

The archaeological authority process applies to all sites that fit the HPA definition, regardless of whether:

- the site is recorded in the NZAA Site Recording Scheme or registered by the NZHPT
- the site only becomes known through development work taking place
- the activity is permitted under a district or regional plan, or a resource or building consent has been granted.

It also applies to sites on land of all tenure, including public, private and designated land.

The HPA contains penalties for unauthorised site damage or destruction.

For further information on the archaeological authority process see the information on archaeological sites later in these guidelines or contact the NZHPT's archaeologists.

Register of historic places, historic areas, wahi tapu and wahi tapu areas

Under the HPA the NZHPT has the responsibility to establish and maintain a register of historic places, historic areas, wahi tapu, and wahi tapu areas for the purposes of:

- informing members of the public about historic places, historic areas, wahi tapu, and wahi tapu areas
- notifying owners of historic places, historic areas, wahi tapu, and wahi tapu areas where necessary for the purposes of the HPA
- assisting historic places, historic areas, wahi tapu, and wahi tapu areas to be protected under the RMA

1.4

Other legislation

The Conservation Act 1987 and Reserves Act 1977 are also relevant to heritage management by local authorities. Reserves may contain heritage values. There may also be specific Acts tailored to apply to specific sites. Examples are Cemeteries Act 1908, Auckland Domain Act 1987, Auckland Improvement Trust Act 1971.

Maori reservations can be set aside under the Te Ture Whenua Maori Act 1993 which promotes the retention, use, development, and control of Maori land, including wahi tapu, as taonga tuku iho by Maori owners, their whanau, their hapu, and their descendants. The Reserves Act 1977, too, provides for historic reserves to be set aside, which could include Maori sites. Covenants can also be applied under the Conservation Act 1987, Historic Places Act and QEII National Trust Act 1977.

Section 2
MANAGEMENT FRAMEWORK

Schematic Diagram of Principal New Zealand Historic and Cultural Heritage Legislation and Agencies

Governmental Organisations				
Ministerial Portfolios	Minister for the Environment	Minister for the Arts, Culture and Heritage	Minister of Conservation	Minister of Maori Affairs
Government Departments	Ministry for the Environment – RMA administration and advice	Ministry for Culture and Heritage – History Group – Heritage Operations – Policy Group – Agency Team	Department of Conservation – Management of public conservation areas – Conservation management strategies and plans	Te Puni Kokiri, Ministry of Maori Development – Promotes high achievement by Maori – Ensures quality of government services delivered to Maori
Legislation	– Resource Management Act 1991 – Environment Act 1986 – Building Act 1991	– Historic Places Act 1993 – Antiquities Act 1975	– Conservation Act 1987 – Reserves Act 1997 – National Parks Act 1980 – QEII National Trust Act 1977	– Maori Trustee Act 1953 – Maori Trust Boards Act 1955 – Maori Community Development Act 1962 – Te Ture Whenua Maori Act 1993
Statutory Agencies	Parliamentary Commissioner for the Environment – Investigation and advice Regional Councils – RMA regional plans, regional coastal plans and policy statements Territorial Authorities – RMA district plans and resource consents – Building Act consents	NZ Historic Places Trust – HPA Register – HPA archaeological authorities – Property management – Advocacy – Public education NZ Historic Places Trust Board Maori Heritage Council Museum of New Zealand National Library Archives New Zealand	NZ Conservation Authority Conservation Boards	Iwi Authorities/ Maori Authorities Runanga and Trust Boards Maori Incorporations Management Committees Maori Trusts and Reserve Boards Marae Committees NZ Maori Council Maori District Councils
Non-Governmental Organisations (NGOs)				
Tangata Whenua Heritage NGOs and Advocates – Heritage Trusts, Civic Trusts, Historical Societies				
	– NZ Archaeological Association – Maritime Archaeological Association of NZ	– Professional Historians Association of NZ Aotearoa – NZHPT Branches – Town Centre Assoc. of NZ	– NZ Heritage Trails Foundation – Rail Heritage Trust – Defence of NZ Study Group	– ICOMOS New Zealand – Museums Aotearoa – Lottery Grants Board
Private Sector				
Specialists	– Archaeologists, Architects, Archivists, Engineers, Heritage managers, Historians, Landscape architects, Museum specialists, Planners, Resource managers, Scientists			
Businesses	– Corporate owners and managers, Concessionaires, Consultants, Contractors, Sponsors, Suppliers			
National Interest Groups	– Corporate, Building industry, Farming, Forestry, Resource management, Education providers, Research providers, Nature conservation, Recreation, Tourism			
The Public	– Private owners and managers, Taxpayers, Visitors, Volunteers			

2.1 Overview

The sustainable management of historic heritage occurs within a wider context. There are a number of organisations with various responsibilities associated with recognition and management of historic heritage (see table, left).

2.2 Local government and heritage management

Local authorities participate in heritage management in various ways. These include preparation of plans and policy statements under the RMA, statutory processes, partnerships, strategic direction, and the public interest roles. They also manage historic heritage in areas for which they are responsible (eg regional parks). These roles are described below.

Functions under the Resource Management Act 1991

Local authorities have the statutory responsibility to recognise and provide for the protection of historic heritage from inappropriate subdivision, use and development in the context of sustainable management. Responsibilities for managing adverse effects on heritage arise as part of policy and plan preparation and the resource consent processes.

Local authorities are also heritage protection authorities in relation to any heritage orders they administer.

Local authorities have a duty to gather information and monitor the state of the environment in the region or district (s.35 of the RMA). Knowing the state of the historic heritage resources in regions, districts and the coastal marine area is important and should

be monitored and addressed in the state of the environment report.

As owners of heritage places (eg buildings, parks, reserves, infrastructure, and archaeological sites) local authorities must meet relevant statutory requirements and comply with plan rules for land they own and administer. Local authorities can set a good example for heritage management in the district or region by ensuring that their own assets have been researched and evaluated for their heritage values, and are managed in accordance with conservation principles. By doing this, local authorities can provide a positive example to the wider community.

Local authorities have a responsibility under the RMA to take into account the principles of the Treaty of Waitangi. Forming partnerships with Maori and providing training for staff in protocol and language can begin to address this. Local authorities should develop policies that address how the objectives and policies stated in iwi management plans will be integrated with the council's planning practices. A publication, *He Tirohanga o Kawa ki te Tiriti o Waitangi*, by Te Puni Kokori, 2001, gives details on partnership principles under the Treaty of Waitangi.

Functions under the Building Act 1991

The Building Act 1991 regulates all buildings and structures to safeguard the health, safety, and amenity of people, facilitate efficient energy use, and to protect property from damage. The key regulatory tool is the Building Regulations 1992 which contain the mandatory New Zealand Building Code. In administering its functions under the Building Act, the territorial authority can adopt a flexible approach with regard to heritage buildings. This flexibility is provided for in section 47(j) of the Act which states that the territorial authority shall have due regard to any special historical or cultural value of a building. On this basis,

a territorial authority may grant a waiver to permit something not specified in the Building Code or in an approved document. For example, the introduction of a handrail within a set of historic steps may be found to be inappropriate in terms of the heritage values of the steps. The territorial authority, therefore, may grant a waiver allowing the non-provision of a handrail.

Currently the Building Act links with the Historic Places Act through Project Information Memoranda (PIMs) and building consent processes. These links provide an ‘early warning system’ to enable the Trust to fulfill its statutory function to advocate the protection of historical and cultural heritage in the public interest.

The ‘early warning system’ works by the following procedure:

1. The Trust has a statutory responsibility under the Historic Places Act (sections 34 and 35) to notify territorial authorities of entries on the Register for the purposes of the Building Act.
2. Territorial authorities have a statutory responsibility under the Building Act (sections 30 (4), 31 (5) and 33 (6)) to notify the Trust of receipt of a building consent or PIM relating to an entry on the Register.
3. On receipt of a Building Act notification, the Trust has the opportunity to liaise with owners, developers and territorial authorities to advocate good outcomes for historical and cultural heritage in the public interest.

It is the role of the territorial authority (not the Trust) to grant or refuse an application for a building consent based largely on compliance with the building code. In terms of section 47(j) of the Building Act, if an existing building is involved, the territorial authority is required to “have due regard to” any special

historical or cultural value of that building when formulating conditions. This does not require, or authorize, the territorial authority to refuse the building consent, but conditions might be imposed irrespective of whether the building is registered or not.

The Building Act also contains provisions relating to managing dangerous or insanitary buildings. These provisions may require owners of heritage building to strengthen their building or remove any danger. While many territorial authorities have policies dealing with dangerous buildings, few councils have integrated the need to manage dangerous buildings with an alignment to both the Resource Management Act 1991 and the Historic Places Act 1993. Ideally, owners of listed or heritage buildings should receive funding assistance to ensure their building meets the structural and sanitary standards of the Building Act.

Other sources of information about the relationship between heritage and the Building Act 1991 include the NZHPT published guidelines on:

- Earthquake Strengthening
- Fire Safety
- Making Heritage Buildings Accessible.

Functions under the Local Government Act 2002

Under the Local Government Act 2002 (LGA) a local authority must provide opportunities for Maori to contribute to the decision-making processes of the local authority, consider ways in which it may foster the development of Maori capacity to contribute to the decision-making processes of the local authority, and provide relevant information to Maori for the purposes of enabling Maori to contribute to decision making (see s.81 of the LGA). A local authority can address this by ensuring processes are in place for consulting with Maori.

The LGA provides for community plans, and a sustainable development approach to strategic land use and planning in New Zealand. The LGA revives requirements for consultation to ensure plans reflect community-based objectives. Strategic direction for growth of new development, or even negative growth as places contract, should always address the effects on heritage places. As areas used by the community change, new uses may need to be found for heritage buildings and places.

2.3 New Zealand Historic Places Trust

The NZHPT participates in heritage management through advocacy, property ownership, tourism and visitor services, and has statutory responsibility for regulation of archaeological sites.

Functions under the Historic Places Act 1993

The NZHPT is an independent non-Crown statutory body established by legislation with primary responsibility under the HPA to promote the identification, protection, preservation and conservation of the historical and cultural heritage of New Zealand.

The NZHPT's responsibilities relate not only to historic buildings, but historic places, historic areas, archaeological sites and Maori heritage including wahi tapu and wahi tapu areas.

The NZHPT is a bicultural organisation, governed by its Board of Trustees and the Maori Heritage Council. The functions of the Maori Heritage Council include the development of the bicultural dimension of the NZHPT, the empowerment of iwi, hapu and whanau to manage their heritage, and raising public awareness of Maori heritage.

Archaeological sites

The NZHPT has a regulatory function under the HPA for archaeological sites and is the

decision-maker in respect of applications for archaeological authorities.

Register of historic places, historic areas, wahi tapu, and wahi tapu areas

Under the HPA, the NZHPT must keep a register of historic places, historic areas, wahi tapu and wahi tapu areas (the Register).

The Register and supporting files are a source of heritage information on registered heritage properties that have been assessed by NZHPT using the criteria in the HPA³. The NZHPT conducts an on-going programme to identify and evaluate sites of historical significance and is continually reviewing, updating and adding new entries to the Register.

As part of its Register review process, the NZHPT employs researchers and architectural historians, and also uses research provided by local volunteers and Historic Places Trust branch members. Local knowledge is important and community members frequently identify previously unknown historic resources for future documentation.

Advocacy under the RMA

The NZHPT advocates for the protection of heritage under the RMA through making submissions on strategies, annual plans, policy statements, district, regional and regional coastal plans.

Owner of heritage places

Like local authorities, as owners of heritage places the NZHPT must comply with the RMA and heritage orders.

The NZHPT can set a good example for heritage management by managing properties in accordance with conservation principles. NZHPT is in a position to use its properties to educate people about historic heritage, and to promote tourism and participate in achieving the economic and strategic objectives of local authorities.

³ There is a guideline used by NZHPT to interpret the HPA criteria for registration (Greg Vossler, *Guidelines for Interpreting Registration Criteria for Historic Places and Historic Areas*, March 2001).

2.4

Other statutory agencies

Other statutory agencies have involvement in historical and cultural heritage management.

The Ministry for Culture and Heritage is the Crown's principal adviser for arts, culture and heritage policy and is responsible for the purchase and monitoring of the historic heritage services provided to the Crown by the NZHPT. The Ministry's History Group takes the lead in national public history projects. The Ministry manages a large number of war graves, 71 historic graves and 16 national monuments, and is also responsible for monitoring the efficiency and effectiveness of the Historic Places Act and Antiquities Act.

The Ministry for the Environment advises the Crown, its agencies and other public authorities on the management of natural and physical resources with particular reference to the RMA, and monitors the state of the New Zealand environment, including historic heritage.

The Parliamentary Commissioner for the Environment reviews, investigates, advises and reports to the House of Representatives on environmental matters, including historic heritage.

The Department of Conservation manages most of New Zealand's public conservation areas. This responsibility includes the management of historic resources on public conservation land. The New Zealand Conservation Authority and Conservation Boards have statutory roles under the Conservation Act 1987. These roles include the approval of regional conservation management strategies and conservation management plans. The department administers the Reserves Act 1977 and manages many historic reserves. (Others are managed by NZHPT and also by local authorities.)

The Queen Elizabeth the Second National Trust promotes the provision, protection and enhancement of open space for the benefit and enjoyment of the people of New Zealand. The Trust has registered over 1,450 open space covenants, which may include historic and cultural heritage.

Maori administrative organisation is addressed under a variety of statutes. These organisations include iwi authorities, runanga, trust boards, management committees, trusts, reserve boards, incorporations and marae committees. Maori as **tangata whenua** are kaitiaki of their historic and cultural heritage and need to be major contributors to its management.

The Ministry of Maori Development Te Puni Kokiri is a policy ministry promoting higher achievement by Maori and liaising with each department and agency that provides services to Maori to ensure the adequacy of those services.

2.5

Non-governmental organisations

In addition there are non-governmental organisations with a national role in historic and cultural heritage.

The New Zealand Archaeological Association (NZAA) is a non-governmental organisation formed in 1954 to foster and promote archaeological research. The NZAA maintains and runs the national Site Recording Scheme which contains records of over 59,000 archaeological sites in New Zealand.

The International Council on Monuments and Sites (ICOMOS) is an international non-governmental organisation, allied to UNESCO, of persons and agencies engaged in the conservation of places of cultural heritage value. ICOMOS exists to encourage best

practice in the protection and management of historic heritage. ICOMOS is organised through national committees including the New Zealand national committee. ICOMOS New Zealand has developed the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value.

(see www.icomos.org/docs/hz_g2charter.html)

Many volunteer interest groups play a key role in heritage management, especially at the local level. These include the NZHPT branch committees, heritage trail groups, the Rail Heritage Trust, the Town Centre Association of New Zealand and historical societies, community trusts, and civic trusts.

2.6 Practitioners and skills

Professional organisations contribute to heritage management with specialist advice.

Archaeologists provide professional expert advice about the conservation and management of archaeological sites. They can be contracted to prepare archaeological assessments for resource consents and archaeological authority applications. Consulting archaeologists undertake archaeological surveys, assessments and investigations, and provide advice and assistance with archaeological site management.

Conservation architects are involved in the preparation of heritage studies and architectural assessments of heritage values for inventories, heritage assessments and conservation plans which identify important heritage fabric, methods of maintenance and repair, and options for adapting heritage buildings.

Conservation architects design and prepare plans to adapt heritage buildings and structures for new uses while retaining their heritage values. They may also work with

engineers to devise structural strengthening schemes, ensuring that these do not detract from heritage values. Such designs must comply with planning regulations and building code requirements. Conservation architects also prepare condition reports with recommendations for appropriate repair methods, and can record heritage places by photography, measurement and drawing.

Conservation architects commonly prepare assessments of environmental effects as part of the resource consent process under the RMA. This may involve identification of heritage values and an assessment of the impact of any changes.

A lot of this work is done in conjunction with historians, researchers, engineers, planners and other heritage professionals.

Heritage planners prepare heritage studies and inventories, heritage policies and heritage provisions for inclusion in planning documents prepared under the RMA. Heritage planners prepare and peer review assessments of environmental effects associated with resource consents.

Professional historians and researchers research, evaluate and assess information. They gather and write material for publication, present reports, and produce displays and exhibitions. They are usually aware of a vast array of archival material and its location and are skilled in historical techniques such as oral evidence collection, statistical analysis, and historical interpretation based on their wider historical learning.

Section 3
**HERITAGE MANAGEMENT UNDER THE
RESOURCE MANAGEMENT ACT**

3.1 General principles

Local authorities have a responsibility to protect historic heritage within their district or region. Protecting historic heritage involves identifying historic heritage places, managing adverse effects and promoting the protection of heritage values in accordance with conservation principles.

As noted previously, the protection of historic heritage from inappropriate subdivision, use or development is a matter of national importance under the RMA.

The less tangible aspects of cultural significance—including those embodied in the use of heritage places, in the associations with a place and in the meanings that places have for people—should also be recognised.

Conservation principles:

- promote a conservation approach toward the management of effects on heritage values
 - retain as much of the existing fabric as possible
“Better to maintain than repair, better to repair than restore, better to restore than reconstruct or replicate”
 - new material should be compatible with the existing heritage fabric
Compatible design is sensitive to historic structures and compatible with them in terms of size, scale, colour, material, and character of the property and its context.
 - do not distort the evidence of the past
Do not attempt to fool the observer into thinking a recent construction is much older and part of the original historic structure
 - evaluate each situation to achieve minimum intervention

- provide for the conservation of any significant fabric and contents removed from the place
- provide for the dissemination of the resulting information.⁴

3.2 Protecting historic heritage

To recognise and protect historic heritage as a matter of national importance, local authorities should:

- Establish effective controls over inappropriate subdivision, use and development where this may have adverse effects on historic heritage, including sites of significance to Maori and archaeological sites.
- Undertake a comprehensive review of heritage within their districts and regions, including archaeological sites and historic features and places. The review can provide a basis for monitoring the state of the environment with respect to historic heritage.
- Have criteria for identifying and assessing heritage places of regional and local importance. There will be places and areas with heritage values that are registered, and also heritage places and areas that meet the criteria that are not already registered by the NZHPT.
- Prepare, or amend, planning documents to include provisions that require an assessment of effects of proposed activities on historic heritage. This should include an archaeological assessment to determine whether an authority to modify, damage or destroy an archaeological site should be applied for from the NZHPT under the HPA.

⁴ Derived from the Australia ICOMOS: *Guidelines to the Burra charter (1988)*: www.icomos.org/australia/

- Include assessment criteria in plans and put processes in place that promote integrated management with the archaeological provisions of the HPA. As part of the resource consent process, an assessment of effects on archaeological sites should be carried out. Where there is reasonable expectation that archaeological sites are present, local authorities should advise applicants that an archaeological authority may need to be obtained from NZHPT prior to work being carried out. Conditions on consents should include a process for managing accidental discovery of archaeological materials.
- Keep a copy of the NZAA Site Recording Scheme index, and preferably have planning maps that identify those archaeological sites on the NZAA site record forms. This can help in making owners aware of sites on their properties and the requirement to comply with the archaeological authority provisions of the HPA.
- Create a heritage alert layer by using a predictive model approach. (See Section 5 of these guidelines for more information)

3.3 Consultation

Consultation is critical in preparing appropriate plan and policy provisions. It is particularly important in determining whether a site may be of interest to Maori.

National and regional policy statements, regional plans, regional coastal plans and district plans should articulate Maori values and concepts, and include policies to address any issues identified in iwi management plans. These can incorporate protocols or a process for ensuring consultation occurs.

Consultation should also occur with NZHPT when local authorities are identifying resource management issues and preparing strategies, plans or policy statements associated with archaeological sites, and historic places or areas. NZHPT can be a resource for information on historic heritage within the district or region.

Where applications for resource consents may affect sites of significance to Maori, archaeological sites, places and areas with heritage significance, applicants should be encouraged to consult with the relevant people before finalising their development plans or lodging an application for a resource consent.

If the owner has not consulted with appropriate people then local authorities should consider notification of the resource consent, or consult to determine who the affected parties may be and what matters may need to be addressed in the decision on a resource consent. In any event, the requirements of s.94 of the RMA to serve notice on affected parties will apply.

3.4 National policy statement for historic heritage

National policy statements are part of the planning framework of the RMA. To date, a national policy statement that addresses heritage issues has not been prepared or adopted by the Minister for the Environment under s.45 of the RMA.

A national policy statement for historic heritage could establish a structure for the protection and management of adverse effects on historic heritage and give direction for other planning documents prepared under the RMA. A national policy statement could promote consistency in approach to identification and management of heritage as a matter of national importance.

Policies on the criteria to use when assessing heritage values and guidance on what is considered to be inappropriate subdivision, use and development could be set out in a national policy statement.

3.5 Regional policy statements

A function of regional councils and unitary authorities is preparing objectives and policies in relation to any actual or potential effects of the use, development, or protection of land of regional significance. The hierarchy of planning documents means the heritage provisions in regional coastal plans, regional and district plans must not be inconsistent with the regional policy statement.

The regional policy statement gives an overview of the resource management issues of the region and establishes objectives and policies to achieve integrated management of the natural and physical resources of the region. Groups of archaeological sites, when considered together as areas of archaeological value, can be valuable indicators of past resource use, settlement patterns and historical events. Often iwi boundaries extend beyond local authority boundaries, so approaching Maori heritage issues from a regional perspective can promote integrated management by providing a coordinated and consistent approach across a region.

Regional council involvement in heritage may include:

- leadership in heritage policy development and implementation
- guidance and integrated management of historic heritage through regional policy statements
- promotion of heritage conservation through education and advocacy

- establishing regional heritage databases:
 - shipwreck database
 - archaeological sites database
 - structures in the coastal marine area with heritage significance
- promoting heritage networks, partnerships and programmes
- promoting community involvement in natural and historic heritage conservation.

3.6 Regional plans

Recognition of archaeological sites and natural and cultural heritage in regional plans helps with integrated management and the protection of places of regional significance. Heritage places of regional significance may include natural formations or landscapes of heritage significance, heritage places of regional significance, and heritage places in the coastal marine area.

Regional plans (and regional coastal plans) that provide for landscapes of regional significance or that manage soil disturbance or earthworks should include schedules and maps showing details of archaeological, cultural or historic heritage sites of significance.

An inventory of heritage places provides a useful starting point for management of historic heritage. The inventory should then be included in the plan as a heritage schedule, along with objectives, policies and rules that control adverse effects and provide for sustainable management of the resource. The background material collected while researching and preparing the inventory can form part of the RMA s.32 report. Consultation with the regional community during the preparation of a cultural and heritage inventory can help to identify places that merit further research and assessment of heritage values.

Quick check list

- Regional policy statements should:
 - integrate heritage conservation into policies and plans prepared under the RMA
 - provide for integrated management of activities that may impact upon historic heritage across district and iwi boundaries.
- Regional policy statements and plans should refer to the requirement for compliance with the archaeological authority provisions of the HPA.
- Regional policy statements should establish objectives, policies and criteria for identifying and assessing historic heritage of regional significance:
 - to recognise the heritage of the region across all heritage themes and provide for protection of sites of significance to Maori
 - to provide for public involvement in heritage conservation
 - to increase community appreciation of the breadth and value of heritage places and the importance of retaining heritage and passing it on in good condition to future generations
 - to encourage use or development that does not adversely affect the heritage significance of heritage places
 - to establish a consistent approach toward identification and management of heritage places of regional significance in planning and development control processes
- Regional policy statements could provide guidance on appropriate themes and criteria for identification of heritage places of regional significance. These might include:
 - natural and cultural heritage that has special value for current and future generations
 - sites of significance to Maori
 - places and areas that are important in demonstrating the evolution or pattern of the region's history and development
 - places that demonstrate rare, uncommon or threatened aspects of the region's heritage
 - places and areas that have the potential to yield information that will contribute to an understanding of the region's history or archaeology
 - places and areas that are important because they demonstrate the characteristics of a range of cultural places
 - places that demonstrate a high degree of technical achievement
 - places and areas that have a strong or special meaning for any group or community because of social, cultural or spiritual associations.
- Regional policy statements can provide a context for research strategies for investigation and recording of archaeological sites. Outcomes of research strategies may include:
 - a better understanding of cultural values in the regional context
 - identification of sites within the region and appropriate protection mechanisms
 - a better understanding of the history of the region through research and interpretation
 - identification of sites to be left in situ as a permanent feature
 - identification of gaps in coverage of NZAA site record forms and map overlay with Maori heritage sites.

3.7

Regional coastal plans

Identification of historic heritage in plans

Heritage places in the coastal marine area may include archaeological sites, wharves, buildings or structures built over water or on wharves, shipwrecks, navigation aids and other maritime heritage. They may also include places of significance to Maori, including wahi tapu, urupa, and places of traditional importance and places associated with Maori settlement and resource use (eg fish traps). Marine landscapes with historical or cultural significance, and places where past events have taken place (eg first contact or meeting of cultures), meeting places of the two cultures and burial places may also be heritage places.

A comprehensive process for identifying historic heritage within the coastal marine area makes it possible for regional councils to identify permitted activities in areas where it is confident that activities will not adversely affect historic heritage. Rules should control activities that may have adverse effects on historic heritage. Activities that have potential for adverse effects on historic heritage include dredging or disturbance of the seabed and reclamation or damage to the foreshore or seabed.

Regional coastal plans should identify archaeological sites and require compliance with the archaeological authority provisions of the HPA.

Regional coastal plans should control adverse effects on historic heritage and effects of use on archaeological sites from:

- marine farming in aquaculture management areas
- research activities within marine reserves
- deposition of structures on the seabed
- location and installation of moorings
- location and installation of marinas
- dredging or disturbance of the seabed, dredging for recreational purposes and boat passage
- removal of sand or stones from beaches where historic heritage may be present or where the geographic feature itself may have heritage values
- reclamation
- removal of structures which have historic heritage values.

Identifying zones for particular uses

Aquaculture management areas

There is pressure in many regions to provide for aquaculture. The identification of aquaculture management areas in regional coastal plans should include an assessment of whether historic heritage is present, and whether the nature of the marine farming operation may have an adverse effect on historic heritage.

Wrecks dated pre-1900 are archaeological sites, and an archaeological authority is required to modify, damage or destroy such sites. This also includes land-based sites where buildings and other infrastructure may be located.

Early landing sites may have archaeological evidence that may be adversely affected if marine farming activities include scraping or removing debris from the seabed or disturbance of the seabed to establish structures.

Aquaculture management areas should provide for aquaculture in areas where there is a reasonable certainty that the adverse effects on historic heritage from marine farming can be adequately controlled. These areas are ideally located either where historic heritage values are not present, or where the type of aquaculture allowed does not disturb the foreshore or seabed.

Moorings

Areas set aside for moorings should be subject to plan provisions that enable conditions to be placed on coastal permits on consents that will ensure that mooring blocks are placed on the seabed, and are unlikely to result in disturbance of any archaeological features. Moorings should not be located where they will destroy, damage or modify any pre-1900 wrecks or other archaeological features.

Marinas

The coastal environment should be surveyed before establishing zoning for marinas. Information on any historic heritage present should be identified in the information provided with the application for a coastal permit. The removal of existing structures with heritage value should be controlled by rules in the plan, and council should retain the discretion to ensure that any reclamation and the location of piles do not have adverse effects on historic heritage.

Protected sites and marine protected areas

Plans may identify historic heritage sites of significance to be left in place as permanent features.

An archaeological authority may be required to investigate sites within a marine protected area for research purposes. Plan provisions that address activities within marine protected areas should refer to the archaeological provisions in the HPA.

Assessment criteria

Assessment criteria should be included in the plan to enable councils to attach conditions to consents. For an example of comprehensive assessment criteria, see appendix 2 to Environment Waikato's Proposed Regional Coastal Plan

www.ew.govt.nz/policyandplans/rcpintro/coastalplan/CoastalPlan_55.htm

The assessment criteria used by Environment

Waikato are divided into general criteria, and more specific criteria; for example tangata whenua, structures, disturbances. Assessment criteria include:

- identified iwi concerns and measures proposed to avoid, remedy or mitigate any adverse effects
- the extent to which the activity adversely affects any values identified in any area of significant conservation value
- the extent to which the activity adversely affects landscapes, seascapes and landforms, including:
 - significant representative examples of each landform which provide the variety in the region
 - visually or scientifically significant geological features, and
 - the collective characteristics which give the coastal environment its natural character, including wild and scenic areas
- the extent to which the activity will affect significant heritage sites or areas of historic and cultural significance
- the extent to which the public will benefit from the activity
- in relation to a heritage resource, the extent to which the principles under the ICOMOS NZ Charter have been considered
- whether or not a structure has historical/archaeological significance
- the extent to which the foreshore or seabed will be disturbed
- the extent to which areas of significant value to Maori are affected.

3.8

District plans

Identification of significant resource management issues

Development pressure raises significant resource management issues associated with the protection of historic heritage from inappropriate subdivision, use or development. Changing land use, particularly subdivision of land for residential purposes, can have a potentially devastating effect on archaeological heritage.

Particular issues and solutions differ depending on the nature and extent of heritage values present. Significant resource management issues include:

- loss of historic heritage through relocation or demolition of existing buildings
- diminished heritage values through poorly designed addition of verandas and balconies
- heritage features being obscured by signs
- extensions to the top or sides of heritage buildings changing the form and scale of the buildings
- loss of heritage fabric through alterations to doors and windows
- loss of archaeological sites through earthworks
- loss of heritage values through alterations to heritage landscapes
- a lack of knowledge of what heritage places are present within a region or district.

Heritage orders

A heritage order is a provision made in a district plan to give effect to a requirement made by a heritage protection authority. Heritage orders can protect places of special interest or character or special significance to tangata whenua. They are a useful protection mechanism for important heritage places

where there is an imminent threat of damage or destruction, or where plan provisions are not sufficient.

Ministers of the Crown and local authorities are automatically heritage protection authorities under the RMA. A body corporate with an interest in the protection of a place can apply to the Minister for the Environment for approval as a heritage protection authority. The Minister must be satisfied that the body corporate can carry out the duties, functions and financial responsibilities associated with any notice of requirement for a heritage order. The Historic Places Act 1993 provides for NZHPT as a heritage protection authority.

A heritage protection authority initiates a heritage order by serving a notice of requirement on the council to include a heritage order in its district plan. The council then follows a procedure similar to that for preparing a plan or a plan change, including calling for and hearing submissions from the owner and the public. The council makes a recommendation to the heritage protection authority as to whether the authority should confirm or withdraw the requirement.

Upon public notification, heritage orders have immediate effect. When the heritage order is confirmed, it is included in the district plan.

The effect of a heritage order is set out in s.193 of the RMA, which says:

Where a heritage order is included in a district plan then, regardless of the provisions of any plan or resource consent, no person may, without the prior written consent of the relevant heritage protection authority named in the plan in respect of the order, do anything including –

- Undertaking any use of land described in section 9(4); and
- Subdividing any land; and
- Changing the character, intensity, or scale of the use of any land –

that would wholly or partly nullify the effect of the heritage order.

Until the heritage order is withdrawn, the written consent of the relevant heritage protection authority is required to undertake any work that may compromise the heritage values protected by the heritage order. This written approval is separate from, and goes beyond, the rules in the district plan.

Plan provisions

Objectives and policies

Objectives and policies in plans should guide decision-makers on the appropriate degree of development that may affect particular types of historic heritage. Policies can establish the criteria to be used to identify historic heritage within the district.

Rules

District plans must state the rules and other methods to be used to protect historic heritage. Historic heritage is a limited and non-renewable physical resource, and therefore plan provisions must be sufficiently robust to manage any risk that heritage values may be diminished or lost.

The rules should provide certainty and sufficient control to ensure heritage values are appropriately managed. At a minimum, rules must retain sufficient discretion to decline an application that may have adverse effects on heritage values that can not be addressed by conditions on a resource consent or where the effects are likely to be significant and irreversible.

A degree of flexibility and discretion may be needed in the planning requirements that apply to historic heritage. Plan provisions for parking, site coverage, signage, height limits, landscape works, or veranda requirements may impact on heritage values. Bulk and location requirements may not recognise the historical form and on-site position and context of heritage buildings. Changes to fit proposals into the rules may be incompatible

and reduce the heritage value of the place. Heritage buildings were often built to a street edge or boundary (current rules may require set backs), have little or no place for car parking (current rules may require on-site parking) and have tall heights in relation to boundaries (current rules may require sunlight access planes). Where a heritage building is being added to, or part is being replaced, it may be appropriate to use the council's discretion to provide for the retention of the historical form and location of heritage buildings to ensure the result is not an 'out of character' heritage shape or position.

The district plan should include retention through adaptive re-use, protection of character of heritage precincts and control of adverse effects arising from subdivision.

Subdivision of heritage properties can undermine the integrity of the site or the curtilage of the building or item. Plans should address the retention of the setting or the curtilage of historic heritage.

Example

Protecting Individual Listed Buildings from Demolition or Removal

Wanganui is a historic town dating back to the 1840s and has many historic buildings. The heritage rules that apply to listed buildings and items cover many of the basic requirements. These include provision for conditional permitted maintenance; alterations as discretionary activity with a requirement for a conservation plan; and the demolition or relocation of any structure or building as a non-complying activity.

Wanganui District Plan

Permitted: 25.3.1 Maintenance of registered features in the following Heritage Inventory categories (refer to Appendix A) (i) buildings and structures (ii) vegetation/natural features (iii) other heritage features. 25.3.2 Conditions and terms: There will be no physical alteration to the external appearance (colour and materials) of any registered building or structure, except that this does not apply to: (i) painting or other method of colouring in the tones traditionally used on the item (ii) minor repair or replacement of individual components where the colour, texture, form and design is the same or similar to the original condition.

There will be no physical alteration to the internal fabric of any registered building where the interior is specifically identified in the criteria of registration.

Any maintenance to a registered ecological or natural feature shall not adversely affect the qualities for which the feature is protected.

Discretionary: 25.3.4 Alterations to, or adaptive re-use of, registered buildings or structures, provided that for major physical alterations a Conservation Plan shall be prepared by persons suitably qualified in heritage conservation prior to the physical works being undertaken.

Non-complying: 25.3.5 Demolition or relocation of any registered building or structure.

Damage to, or destruction of, any registered ecological or natural feature. For the purposes of this rule, 'damage or destruction' includes clearance or burning of indigenous vegetation, dumping of fill or waste and earthworks.

Example

Protecting Heritage Curtilage: Conservation lots in Hastings

Hastings District Plan tackled this issue by providing for conservation lots. Conservation lots are allowed if the subdivision results in the perpetual protection of the heritage item by agreement or covenant and the subdivision is of sufficient area to successfully safeguard the heritage item.

Hastings District Plan, Operative, June 2003

15.1.8.2(2) Conservation Lots

Subdivision for the creation of a Conservation Lot shall be allowed on sites containing a heritage item listed in Appendix 12.5-2(A) and (C) and shall comply with the following standards:

- (i) The subdivision shall result in the whole of the heritage item being physically and legally protected in perpetuity. An agreement or covenant must be entered into before the issue of the Section 224 Certificate under the RMA, such instrument is to be registered on the Certificate of Title of the relevant lots. The covenant or encumbrance shall be prepared by a solicitor at the applicant's expense.
- (ii) The covenant shall incorporate any specified protective or enhancement measures to maintain or enhance its value or physical security.
- (iii) The application shall include sufficient detail for the Council to ascertain the particular cultural, or historic value associated with the item.
- (iv) Where the protected heritage item cannot, or is not intended for residential activity, a single residential dwelling shall be permitted on the site. An area of at least 2500m² – for unsewered sites and 400m² – for sewerred sites exclusive of the heritage item and its immediate area, shall be provided to accommodate any proposed dwelling.
- (v) The proposed subdivision shall be of sufficient area to enable the heritage item to be sensitively integrated into the site, or locality, particularly where the land contributes significantly to the heritage value of the item...(further details apply).

See also specific assessment criteria for conservation lots (15.1.10.2(3)).

Design guides

Design guides for common types of development such as signage, verandas, balconies, and extensions or additions can promote appropriate and compatible modifications and a conservation approach to the retention of existing heritage fabric. Any modifications should be compatible with the particular design or characteristics of the heritage item.

Example

Protecting Character: Wellington's Design Guides and the Thorndon Character Area

The design guides in Wellington's District Plan provide a level of protection for many residential and commercial character areas. The Thorndon Character Area is a significant residential area on the edge of the CBD. The area dates back to the earliest days of Wellington's settlement and some three-quarters of the buildings were built before 1900. All new building development within the Thorndon Character Area is a Controlled Activity, in terms of the design and appearance and siting of buildings. Applicants are required to demonstrate (through the detailed design of new development) a commitment to maintaining and extending the present and intended character of the Thorndon Character Area.

Thorndon Character Area rules:

Controlled: Construction, alteration of, and addition to residential buildings including accessory buildings in respect to design, external appearance and siting, and building height in the Thorndon Character Area (non-notified/written approval not necessary)

Restricted Discretionary: Construction, alteration, additions where two or more household units are created in Thorndon and Mt Victoria; Demolition of any building in Thorndon or Mt Victoria constructed before 1930 or for which approval for construction was granted before 1930 in respect of the contribution of the building to the streetscape character of the neighbourhood.

Discretionary: Total or partial demolition or removal of any building constructed before 1930 in the Thorndon Character Area

Heritage schedules and maps

Most district plans use heritage schedules to identify those properties where the heritage rules apply. Heritage schedules need to recognise that the heritage resources are more than the fabric or architecture of buildings. Places with heritage values include places with cultural and social history, examples of technical innovations, industrial architecture, and infrastructure (tunnels, power sub-stations, railway tracks). They include wahi tapu, archaeological sites, trees, navigation aids, wharves, roads, structures, monuments and gardens.

There are a variety of approaches to identifying heritage values. An example from the Australian Heritage Commission includes:

- archaeological remains of buildings (for example, the remains of First Government House in Sydney)
- an architecturally and aesthetically important streetscape containing many individually important buildings
- places demonstrating ways of life, customs, land use or designs no longer practised
- a landscape with a range of evidence related to a particular activity (for example, a mining site that includes miners' huts, the mine, poppet head, water races, sheds or Chinese gardens)
- places important in the community's history or part of local folklore, or associated with work or knowledge of the country.

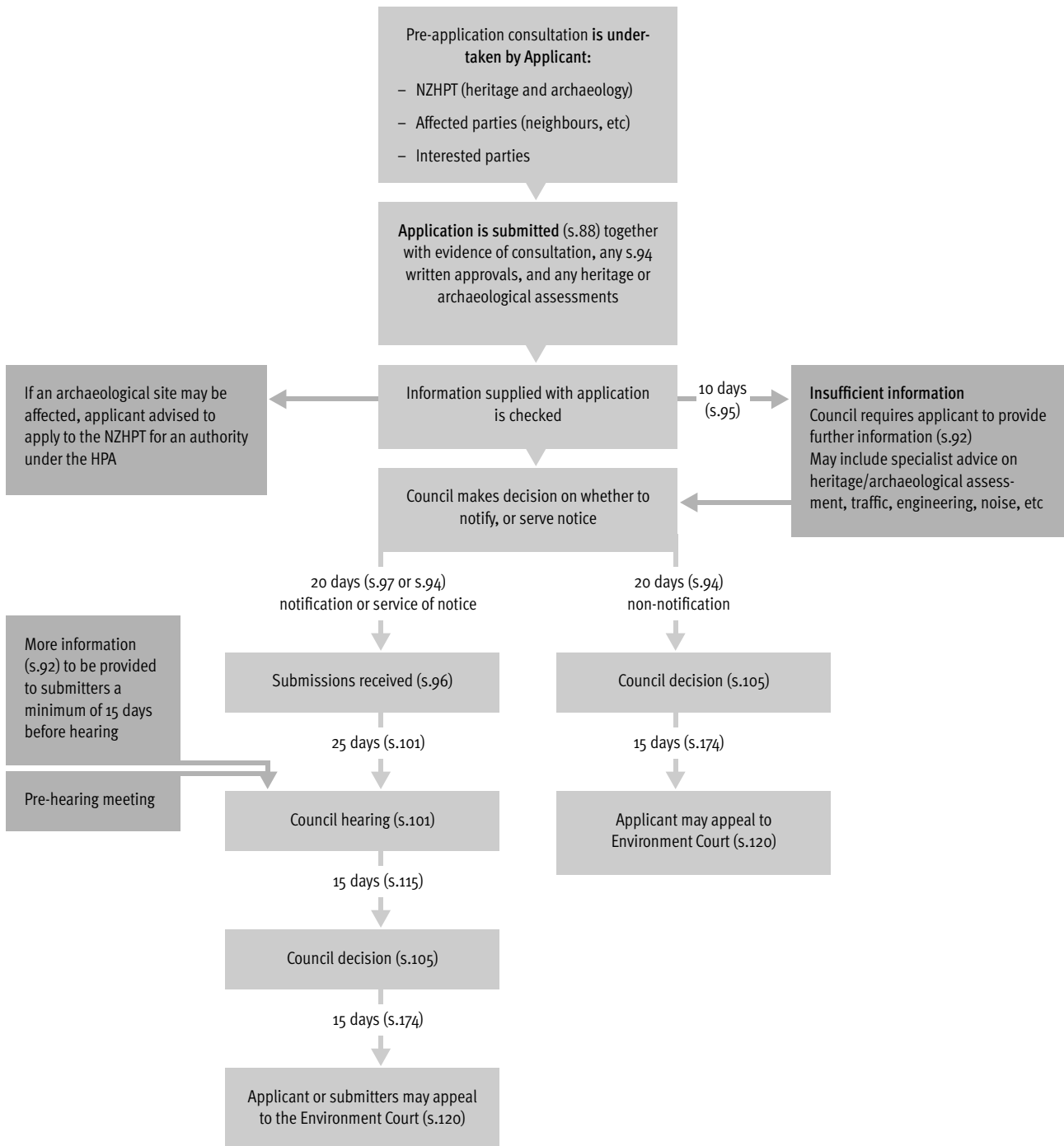
A district plan should:

- identify the significant resource management issues associated with protecting heritage in terms of Part II of the RMA
- list and map heritage places, areas and sites of significance, identified through a comprehensive identification and assessment process

- incorporate an archaeological alert layer in the GIS system that identifies where an archaeological assessment may be required and where an archaeological authority must be obtained from the NZHPT
- have rules that enable the council to assess, and where appropriate decline, activities that diminish, remove or demolish heritage places, trees, features, sites of significance to tangata whenua, or archaeological sites
- specify any other methods that may be used to give effect to the protection of heritage as a matter of national importance
- use special overlay zones or precincts, in addition to the base zoning, to recognise the values in groupings of heritage places
- include provisions that avoid adverse effects on Maori heritage sites and values and that ensure that tangata whenua have the opportunity to identify significant sites and to participate fully in the planning process
- specify relevant iwi as affected parties, and require consultation and an assessment of effects that includes heritage values of significance to Maori
- clearly identify heritage sites and areas on maps (except if tangata whenua wish this information to remain confidential)
- include a policy to recognise and apply the ICOMOS Charter for conservation practice or integrate the Charter principles into the plans policy framework
- include financial contributions that can be used for the protection of heritage.

Section 4
RESOURCE CONSENT APPLICATIONS

Flow chart illustrating resource consent process:



Note: days mean working days

4.1

Overview

Making decisions on resource consent applications is likely to be the most common day-to-day function in dealing with the heritage requirements of the RMA. Some pointers that may assist with the resource consent process follow:

- Establish formal protocols and clear lines of communication with key parties. Start by establishing protocols with iwi and the NZHPT. The NZHPT's specialist Maori heritage advisors may be able to assist you with iwi protocols.
- Promote an 'open door' policy to the known developers, owners, surveyors, architects and planners in the district. Wherever possible hold pre-application meetings with NZHPT, the applicant and all relevant internal council staff (parks, roading, heritage advisors, urban design advisors and other consent staff) so that any concerns can be raised before an application is lodged. It is important to try to be positive in your dealings with these groups.
- Give potential applicants a copy of the heritage inventory information on the property that they plan to develop. Where the council has incentive funds or grants for the repair, maintenance or retention of heritage, also provide information on this.
- Prepare and make available a heritage check sheet that lists all the relevant information that must be provided with an application for a resource consent.
- Encourage staff with an interest in heritage to develop specialist knowledge and training in the field.
- Have experts on call that can assist with heritage matters. These may be appropriately trained staff or external consultants.
- Seek a peer review or specialist heritage advice, or encourage the applicant to engage a suitable specialist (eg archaeologist, conservation architect, historian) to provide a thorough heritage assessment; both parties can benefit from this. Some specialists will come to a standing arrangement for advice on an 'as required' basis. Where beneficial to both parties, local authorities could consider meeting some cost as a way of encouraging enquiries about heritage (see the section later in these guidelines on Non-regulatory Methods for Heritage Management).
- Develop a heritage policy that includes fee waivers for applications for repairs and maintenance or reinstatement of original features on places with heritage values. Consider developing a policy to allocate grants for activities that result in preservation or promotion of listed heritage.
- Consider developing guidelines to assist applicants to prepare an assessment of effects on heritage values.

4.2

Pre-application consultation

Ideally applicants will consult with the NZHPT at the pre-design stage to identify any issues that need to be covered in the resource consent application and any mitigation measures that may address any adverse effects. Applicants may also wish to seek written approval from the NZHPT in terms of s.94 of the RMA once their proposal and plans have been prepared.

The purpose of pre-application consultation is to ensure that the application includes all the information on actual and potential adverse effects needed to assess whether the application should be notified and whether any

adverse effects can be avoided, remedied or mitigated.

Applicants should identify potentially affected or interested parties in the assessment of environmental effects that forms part of the information provided with a resource consent application. This includes NZHPT for applications affecting:

- pre-1900 archaeological sites
- land that is subject to a heritage order or a notice of requirement for a heritage order
- any historic place, historic area, wahi tapu, or wahi tapu area registered under the HPA
- any items identified in the plan as having heritage value.

4.3 Information with resource consent applications

Information provided with resource consent applications should include information on historic heritage features, and on the likelihood that there may be any archaeological sites or evidence of human occupation before 1900.

If the application involves historic heritage, the information should show consultation with the NZHPT. Where appropriate, a copy of the archaeological assessment or archaeological authority should also be provided. The applicant may need to be advised that an archaeological authority is also required.

A good standard of information on the effects on heritage values is needed. An assessment of effects on the environment should include adequate information from suitably qualified professionals.

The information provided with the application needs to include: construction date, name(s) of architect/builder/designer, identify relevant social or cultural history, and people of interest associated with the heritage place. Any gaps in the information provided should be identified early on.

Further information should be sought under s.92 of the RMA where an application may have effects on historic heritage and does not include a heritage assessment and an assessment of effects prepared by a suitably qualified heritage professional. Similarly, local authorities should consider requesting further information where an assessment of environmental effects does not include evidence of consultation with affected or interested parties. If the information provided is not adequate local authorities can obtain that information through notification of the resource consent application or by commissioning a specialist to undertake the assessment of effects on historic heritage.

Further information for heritage sites

Applications for resource consent for a registered or heritage listed site should include the following (in addition to existing requirements):

- Site characteristics
 - age and location of any existing buildings or structures (including indicators of archaeological issues)
 - location of any sites and features identified in the NZAA Site Recording Scheme, or any indicators of pre-1900 unrecorded archaeological sites
 - any significant natural features, aged trees or landscapes.
 - curtilage details (heritage values or features of merit may include space, or lack of space, for front and side yards, gardens, fences, and ancillary buildings such as outhouses or garages)

- Where a heritage place is being developed, a report on conservation values. Where modifications that are more than minor are proposed a conservation plan prepared by an appropriately qualified specialist may be needed. This is to ensure that the most important heritage values are identified and are not adversely affected. If this is not included an option for the local authority is to have the resource consent application and the assessment of effects on the environment peer reviewed by a suitably qualified person.
- A heritage assessment prepared by a suitably qualified person (eg a conservation architect, historian, or archaeologist), and/or a copy of any assessment prepared by the NZHPT and a copy of any archaeological assessment if one has been prepared. Information to consider when preparing a heritage assessment includes
 - copies of original plans from archives, showing original elevations and specifications
 - photographs of existing buildings or structures and adjacent land
 - architecture/fabric description and assessment of heritage values (may include roof, windows, doors)
 - inventory of remaining original internal features
 - social or cultural history
 - statement of community interest in the site or development
 - any consultation carried out, particularly with iwi, hapu, runanga, the NZHPT and the NZAA Filekeeper regarding archaeological sites, local historical associations
 - copies of any written approvals provided under s.94 of the RMA
 - plans of the proposal including proposed alterations, soil disturbance etc

Information should be sought on whether or not an archaeological authority needs to be obtained from the NZHPT.

Further information for archaeological sites

Land use and subdivision applications should be checked for the presence of archaeological sites. An assessment of effects on archaeological sites should be included in an application if sites are present in the area under application, or located nearby. Likely places are town centres, coastal areas, near rivers, hilltops, and proximity to 'alert layers'. Where it is known or suspected that an archaeological site is present, an archaeological report from an archaeologist will be necessary. The NZAA Filekeeper is an essential starting point.

The assessment of effects should be included in a resource consent application whether the consent is required because of the effects on the archaeological site, or whether the consent is required for another reason, eg subdivision, earthworks. The assessment should state whether an archaeological authority is also needed. If the proposal will not affect the archaeological site this should also be stated.

4.4 Site visits

A site visit should be undertaken to check that heritage places have not been overlooked and to verify the characteristics of the site. Site characteristics should be recorded and photos taken as a record. All structures and buildings on the site should be identified on the site plan, and the age and any heritage merits assessed.

Site characteristics include any large or unique trees, all existing building and structures, and any existing fences or features that may indicate pre-1900 occupation of the site.

4.5

Assessment of effects

The next step is for the local authority to assess the effects of the proposal on the heritage values of the site.

First, determine the significant characteristics and values associated with the heritage place and systematically identify the effects of the proposed activity. Original plans or early photographs of the heritage place can be used to identify remaining original features and features that have already been altered. In some cases the alterations may have heritage merit in themselves.

Compare elevations and plans to identify the parts of the proposal that avoid, remedy or mitigate adverse effects on heritage values, or restore lost or damaged features to their original state. Some experience of heritage management is helpful when evaluating these. If in doubt consult the NZHPT and a reliable professional.

The outcome of any consultation (particularly with iwi or hapu, runanga, the NZHPT, the NZAA Filekeeper, and local historical associations) should be considered. Where interested or potentially affected parties have raised concerns the application should be notified so that conditions may be attached to the resource consent to mitigate any relevant concerns.

The plans provided with the application should be reviewed to determine whether there may be soil disturbance that may adversely affect an archaeological site or feature.

Where a plan does not include specific criteria or clear guidance on what is appropriate, then it may be helpful to refer to Part II of the RMA, to the ICOMOS Charter, Burra Charter, any heritage inventory and the s.32 report on heritage values. Then undertake an architectural,

heritage, and cultural assessment to identify effects on heritage values. A plan change or variation to include assessment criteria should be considered as a priority.

4.6

Assessment of effects and archaeological sites

Assessment criteria in plans, particularly in relation to rules managing earthworks, subdivision and demolition, should address the actual or potential effects on archaeological sites, and reference should be made to the HPA requirements. Matters to be considered include:

- whether a re-design may avoid adverse effects on the archaeological site
- how much of the site will be affected
- whether the proposed work may increase the risk of damage to the site. For example, change from farming to residential use would make archaeological sites vulnerable to increased activity.

Subdivision applications are likely to raise issues if an archaeological site is involved. The need for services usually results in soil disturbance, and the creation of building platforms often requires earthworks. A decision on whether the use or development of the site is appropriate may be needed.

The extent and significance of a particular archaeological site is an important consideration. A matter to consider is whether the proposal can be amended to avoid an archaeological site. A thorough investigation of all alternatives should be carried out.

Conditions can be included to address the effects on archaeological sites and sites to be avoided during earthworks can be marked. Options include taking bonds to ensure protection of sites during development, land for

reserve contributions that include archaeological sites, and consent notices on subdivision titles that identify sites and any limitation on their use.

In archaeologically sensitive areas, an Accidental Discovery Protocol can be included as a requirement in earthworks management plans and triggered by a condition of consent. The protocol sets out the procedure to be followed at the NZHPT if contractors uncover suspected archaeological material, and lists the appropriate contacts and specifies what is required before work can recommence.

Any proposals that affect an archaeological site will require an authority under the HPA (sections 10-20). It is good practice to advise the applicant formally of this at the outset because it can affect the time frame. Refer them also to the NZHPT's regional archaeologist and, where Maori archaeological sites are involved, to the relevant iwi.

Any proposal that could affect a Maori archaeological site will require an evaluation of the effects on cultural values for the relevant iwi or hapu. Iwi may wish to be assisted financially to engage in the resource consent process and this can be undertaken as a charge under section 36 and/or on a standing annual fee basis. There may be concerns about the overt identification of wahi tapu and a need for confidentiality (See example, page 33).

4.7

Notified or non-notified?

The presumption in the legislation is that resource consent applications and applications for coastal permits will be notified. Notification of an application and consideration of submissions assists the decision-maker to identify and consider the full range of potential adverse effects and possible alternatives or mitigation measures.

Quick check list

- Establish early contact with the NZHPT and iwi to identify issues to be aware of in assessing the consent application.
- Formally notify the NZHPT of applications affecting heritage places and/or archaeological sites and sites of significance to tangata whenua.
- Insist on sufficient information on heritage values in assessments of effects on the environment.
- Require an assessment of effects on heritage values and peer reviews of such assessments by a suitably qualified professional.
- Check applications specifically for known or likely archaeological sites and include conditions on the consent.
- Notify applicants as early as possible that an archaeological authority under the HPA may be required for archaeological sites.
- Send copies of applications to relevant iwi for submissions on Maori heritage sites.
- Require a conservation plan for significant changes to heritage places.
- Apply conditions as appropriate to protect heritage value, eg monitoring, accidental discovery of archaeological sites.
- Have heritage expertise that can be called on as required.
- Have a protocol with iwi and the NZHPT regarding heritage matters.
- Require consultation with iwi and the NZHPT for applications that have the potential for adverse effects on heritage places or sites of heritage or cultural value.

The NZHPT should be considered to be an affected party in resource consent applications that have adverse effects on historic heritage. Where, in accordance with s.93(2) or s.94C of the RMA, a consent authority is required to serve notice of an application for resource consent it must serve that notice on the NZHPT if the application:

- (i) relates to land that is subject to a heritage order or a requirement for a heritage order or that is otherwise identified in the plan or proposed plan as having heritage value; or
- (ii) affects any historic place, historic area, wahi tapu, or wahi tapu area registered under the Historic Places Act 1993.⁵

Proposals that have more than minor adverse effects on heritage values should be notified. Any application for complete removal or demolition of historic heritage will have significant and irreversible effects on the heritage values and should be publicly notified. Relocation of historic heritage out of the district may also have the effect of total loss of historic heritage values. Relocation into another district means the item is not recognised in the receiving district's district plan, and would not be subject to any regulation, recognition or protection.

It is good practice to notify a resource consent application where the range of potentially affected parties cannot be identified, or where the proposal is in an area with public use or interest, or where the site has national significance that extends beyond the immediate locality of the application.

Unless there are special circumstances, applications are appropriately dealt with as non-notified where the NZHPT and all other affected parties provide written approval, and where all other effects can be adequately managed or are considered minor.

The tests for non-notification are that:

- the application is for a controlled activity or that the adverse effects are only minor (s.93 (1))
- written approvals are obtained (s.94(2))
- for restricted discretionary activities, the plan must explicitly state that applications need not be publicly notified, (s.94D(2))
- for controlled and restricted discretionary activities, the plan must explicitly state that written approvals are not required and that adversely affected persons need not be served notice (s.94D(3))
- the applicant has not requested public notification (s.94C(1)),
- no special circumstances exist (s.94C(2)).

The existing tests of special circumstances still apply for notification of controlled activities. Adverse effects on historic heritage, and public interest in the site, should be considered to be 'special circumstances'.

4.8 Lapsing of consents

A consent lapses after five years, unless a longer time has been specified in the consent or unless an application to extend the time is made. The local authority may extend the time if it is satisfied that every person who may be adversely affected by the extension has given written consent (unless in the authority's opinion it is unreasonable in all the circumstances to require every such approval). This will include the NZHPT where the consent concerns a place listed on the Register, or land that is subject to a heritage order, or an archaeological site, or an item listed as having heritage values in the plan.

⁵ Resource Management (Forms, Fees, and Procedure) Regulations 2003, regulation 10(2)(g)

Example

Resource Consent Information Requirements: Archaeology and Heritage Resources

Stratford District Plan, Operative December 1997

Stratford District ensures comprehensive information is provided to council when a resource consent application is submitted. This information requirement allows the full extent of heritage values to be researched and documented. With regard to archaeological sites, the plan includes a requirement for an archaeological survey if none exists for an area.

B6.4 Heritage Resources Applications for consent activities affecting heritage resources shall include the following information:

- A description of the activity for which consent is sought and its compatibility with the characteristics, values, attributes, or integrity of the heritage resource, including information as to whether or how the work will resemble the material, manner, design, colour, texture, and/or form originally used; and
- Alternative locations and methods of undertaking the activity, and of these alternative locations and methods, the preferred alternative/s (if any); and
- The outcome of any consultation undertaken with NZHPT, the appropriate iwi, DOC, relevant Heritage Protection Authority, or any relevant body or individual; and
- For applications affecting archaeological sites, applicants must indicate whether they have checked with the NZAA Filekeeper, and with iwi, for previous surveys of archaeological sites or additional sites. Where no archaeological survey has been conducted for a particular property or area, the applicant must demonstrate the results of a survey done by the applicant to determine the effects of the proposal and the measures to be undertaken to avoid, remedy, or mitigate any actual or potential effects on any archaeological sites revealed as a result of this survey. Where an archaeological site is to be modified, an authority has been obtained from the NZHPT under the HPA 1993 to destroy, damage or modify the site; and
- For applications affecting historic buildings and structures, applicants must indicate whether they have consulted with the NZHPT, and whether a building report, heritage inventory or conservation plan has been required to be prepared for the building or structure and, if so, indicate the details of this report, inventory, or plan; and
- The effects of subdivision on the heritage building in terms of amenity and/or loss of heritage integrity and where it relates to an archaeological site and no archaeological site survey has been undertaken, then an archaeological assessment is required.

B6.7 **Subdivision.** Application for consent for subdivisions that are discretionary or non-complying activities, shall include... whether the site encompasses any heritage resource identified for protection as listed in Appendix 5 of this Plan, and/or any notable trees identified for protection as listed in Appendix 4 of this Plan, and information on proposed measures to protect and retain these features. Where the site does encompass such a heritage resource, applicants must provide information on the actual or potential effects of the proposed subdivision on the heritage resource in terms of amenity and/or loss of heritage integrity. Where the heritage resource is an archaeological site, the applicant must demonstrate whether an archaeological site survey has been undertaken and, if no such survey has been undertaken, the progress to date in undertaking such a survey.

Section 5
ARCHAEOLOGICAL SITES

5.1 Introduction to archaeology

Archaeology is the study of the material heritage of the human past by archaeological methods. The primary source of information for archaeologists is the surviving physical evidence of human activity. This evidence may be on or below the ground surface or underwater, and can take many forms. Archaeological sites in New Zealand may be of Maori, European or other cultural origin.

New Zealand possesses a wide range of archaeological sites that relate to all aspects of our past. Maori sites include the remains of pa, villages, quarries and gardens. The archaeological remains of pa can be very obvious in the landscape. They are often located on naturally defensible high points, the ends of steep-sided ridges or coastal headlands or isolated hills. In many cases pa can be recognised from a distance by their profile on the skyline, such as a flat platform, the 'v' shaped notch of a defensive ditch or a series of terraces cut into the hillside to make level areas.

Middens are probably the most common kind of archaeological site found in New Zealand and relate to both Maori and European settlement. 'Midden' is an old English word for a household rubbish dump and this is the meaning used by archaeologists. Although often neither large nor spectacular, middens are one of the most important archaeological sources of information about the past. Archaeologists can recover material and analyse it using techniques such as radiocarbon dating to provide dates for when sites were occupied. Studying the contents of middens can show where people went to get their food, what proportions of different foods made up their diet, its nutritional quality and how it may have changed in different seasons or over long periods of time. It is partly from the study of middens that we know about the numerous bird species (including moa, swans and eagles) that once existed in New Zealand but are now

extinct. Charcoals, seeds and land snails from middens can also enable the description of vegetation patterns from the past.

The remains of early European industries such as mining, forestry and brick-making have left large and sometimes spectacular archaeological sites.

Archaeological studies of industrial sites can trace technological change and innovation through time and give insights into New Zealand's history, development and way of life. Gold mining sites on the West Coast and Central Otago, for example, show the changing technology from simple manual methods to large-scale steam and water-powered machinery. Archaeological remains of transportation networks include tracks, bush tramways, roads, bridges and railways.

Other archaeological sites include whaling and sealing stations, mission stations, early farms and towns, military sites and shipwrecks.

The NZHPT has a series of educational pamphlets available on different types of archaeological site in New Zealand.

5.2 The NZAA Site Recording Scheme

The NZAA's Site Recording Scheme is the national inventory of archaeological sites in New Zealand. The Site Recording Scheme was initially established as a special interest research database, but is now being increasingly used for planning and resource management purposes. It remains the most comprehensive database of archaeological sites in New Zealand.

Records have been contributed to the scheme since its inception in 1957. The database is not, however, based on a total survey of the country and many areas have had limited or no archaeological survey undertaken.

The records can vary in quality and in level of detail. There are also limitations with the accuracy of the location information, in part attributable to the scale of the maps used (1:50,000). Grid references obtained from these maps are only accurate to 100 metres. Many sites were recorded using early imperial edition maps (1:63,360) that have since had their grid references converted to the metric version (NZMS 260), which has resulted in further inaccuracies. The NZAA is currently running a national project to upgrade the information in the scheme in line with its expanded use for planning purposes.

Local authorities find it useful to have a copy of the index relevant to their area as a resource to use when carrying out responsibilities for building permits and resource consents. It provides information that may be relevant for noting on LIMs and PIMs and is useful for identifying sites in regional and district plans.

A copy of the index can be obtained from the NZAA. Councils using data from the site-recording scheme need to understand its limitations and should discuss its use with the NZAA Site Recording Coordinator.

5.3 Archaeological areas

Archaeological sites are often more than just a peppering of dots across a map. Sites are related to each other and to the events of the time (an important concept known as ‘cultural landscapes’). This does not mean that local authorities must always protect wide areas. Rather, the significance of perhaps otherwise seemingly modest individual sites and groups of sites need to be better provided for in land use planning practice.

The stories in these linkages and connections also present opportunities for local authorities

to interpret them as trails and guides for the interest and awareness of its community and, more and more significantly, as an attraction to visitors.

Two excellent examples of archaeological landscapes protected by council initiatives are the Auckland Isthmus Volcanic Cones and the Papamoa Hills proposed regional park near Tauranga.

5.4 Identification of archaeological sites

Appendix 1 describes how to identify heritage places, including archaeological sites. It sets out criteria or values for selection and describes techniques for identifying heritage places.

The suggestions below address particular issues that arise when identifying archaeological sites:

- Use NZAA Site Recording Scheme as a starting point, but be aware of the nature of the data. Discuss use with NZAA Site Recording Coordinator, or regional filekeeper.
- Consider identifying archaeological areas as well as sites.
- Discuss the process with iwi to determine level of accuracy shown on planning maps. For sites of significance to Maori it may be more appropriate to identify an area rather than an exact location.
- Consider the use of alert layers (see below) on planning maps and GIS systems for archaeologically sensitive areas or to identify areas where archaeological sites are likely.

- Consider undertaking a comprehensive archaeological survey in areas which are at risk of being altered or damaged. Areas at risk include new urban growth areas (current or future), infrastructure projects, forestry or large scale land developments, and coastal or water use changes.
- If you use regulatory methods to control effects on archaeological heritage, ensure that the level of information about each site is appropriate for this purpose.
- Engage specialist assistance where appropriate.
- Recognise that there may be archaeological parts of other heritage places in the district, such as buildings, Maori heritage places, that may be subject to the archaeological authority process under the HPA and include advice notes to this effect.

5.5 Alert layers

A useful tool being used by some local authorities for managing archaeological heritage is alert layers on planning maps or in GIS systems (or both).

Alert layers may be used to identify areas of known archaeological sensitivity. They can also show the results of predictive modelling which, in the absence of comprehensive archaeological survey, can indicate the likelihood of archaeological sites being present. Predictive modelling may be used for areas where total survey is difficult for reasons of scale or access.

Predictive modelling for archaeological sites should be carried out by a specialist. In rural areas a predictive model for the location of archaeological sites may draw on geographical information, Maori traditions and history, documentary sources and known archaeo-

logical site distribution. In urban areas a predictive model may use old maps and plans, known locations of old buildings, current buildings on site and results from urban archaeological excavations in the area. See the Gisborne District Plan for an example of the use of alert layers for archaeological sites and wahi tapu.

The planning process can thus recognise areas where archaeological sites will most likely be affected and manage these with more caution through the consent process. For example, a development within an area identified in an alert layer may require an archaeological assessment to accompany a consent application, notification to the NZHPT and/or an application for an archaeological authority or particular conditions in any consent granted.

Alert layers enable local authorities to inform landowners of the likelihood of archaeological sites on their land. As with the identification of the heritage values of any place, alert layers should be applied with discretion and after comprehensive investigation. Remember that any predictive model is only as good as the quality of information used to develop it, and this should be matched carefully with what it is required for.

5.6 Maori archaeological sites

Maori have their own special interests in significant sites. These interests should direct identification and management. Wahi tapu need careful management and it will be a matter for tangata whenua and the local authority to decide on a protocol for dealing with these in terms of resource management planning. The NZHPT has a statutory role with respect to all archaeological sites and must be kept in the loop.

5.7

Resource consents

Where an application for resource consent involves a proposal that affects an archaeological site, a first step is notifying and consulting with the NZHPT .

If a site may be damaged as part of a proposal associated with a resource consent application, the developer must apply to the NZHPT for an archaeological authority before any work is carried out. Councils should advise applicants that in addition to resource consent, an archaeological authority is required before any work is carried out.

Many applicants will not be aware of what constitutes an archaeological site, so be prepared to assist with contact information. The NZHPT has produced pamphlets on

archaeological sites and the authority process. The pamphlets are freely available for use in such circumstances.

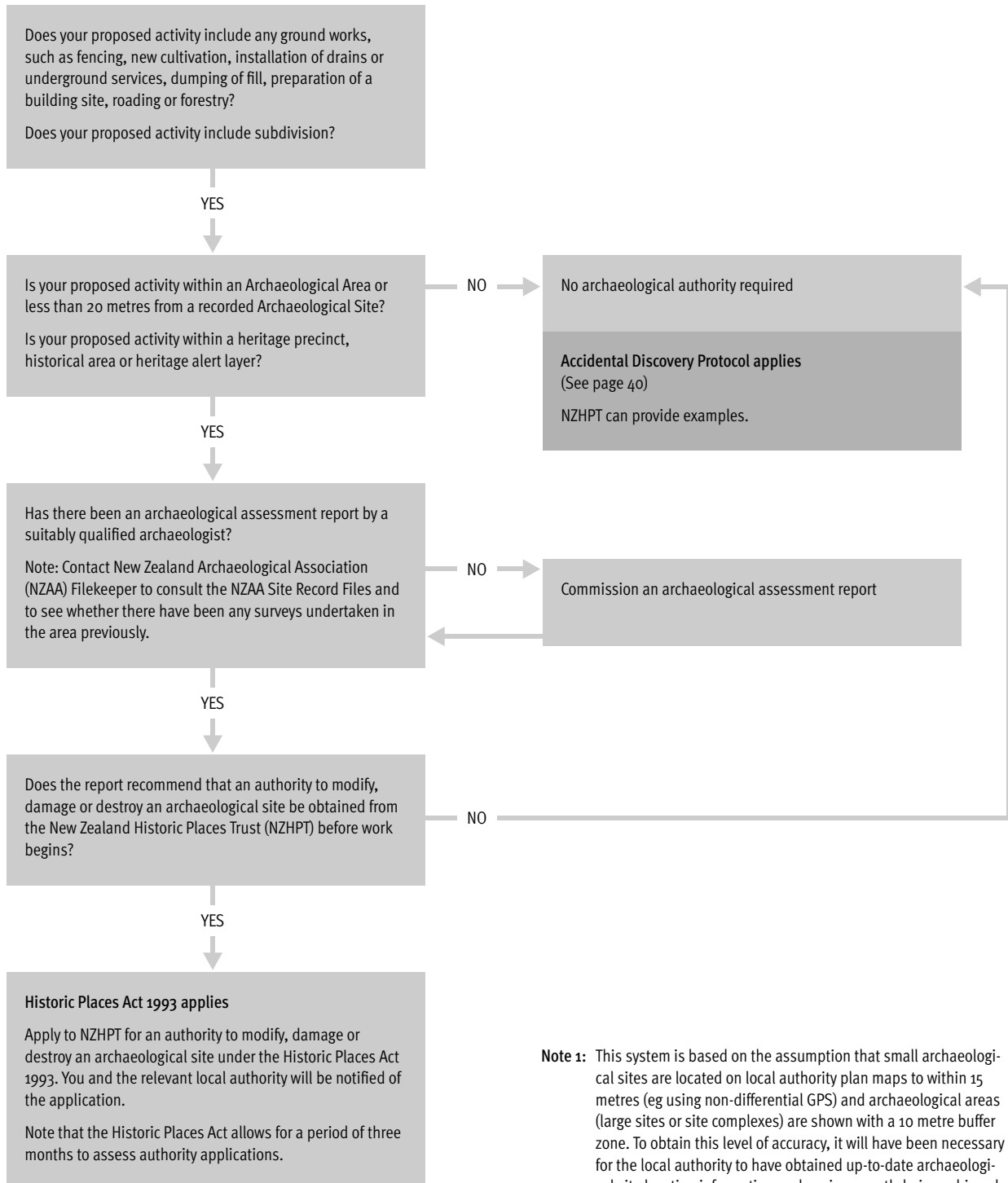
If developers uncover a previously unknown site during earthworks, permission from the NZHPT to continue may be needed. Any work that would affect the site must be stopped and the NZHPT contacted for advice on how to proceed.

Consider conditions that manage effects on archaeological sites, such as requiring sites not affected by works to be fenced or marked off or requiring that Accidental Discovery Protocols are prepared and followed. Monitor compliance with conditions involving archaeological sites.

An example of a consent condition (Wellington City Council, SR #73908, 25.09.01)

The applicant is advised to consult with officers of the Historic Places Trust regarding the need for any archaeological assessment of this proposal prior to any earthworks or construction taking place. The applicant should be aware that the Historic Places Act 1993 provides for the identification, protection, preservation and conservation of the historic and cultural heritage of New Zealand. Under s.2 of the HPA, an archaeological site is defined as a place associated with pre-1900 human activity where there may be evidence relating to history of New Zealand. Section 10 of the HPA directs that an authority is required from the NZHPT if there is reasonable cause to suspect an archaeological site (recorded or unrecorded), may be modified, damaged or destroyed in the course of any activity. An authority is required for such work whether or not the land on which an archaeological site may be present is designated, or a resource or building consent has been granted, or the activity is permitted in a regional or district plan. Evidence of archaeological sites may include oven stones, charcoal, shells, ditches, banks, pits, terraces, stone walls, building foundations, artefacts of Maori or European origin or burials.

Flowchart illustrating the requirement for an archaeological authority



Note 1: This system is based on the assumption that small archaeological sites are located on local authority plan maps to within 15 metres (eg using non-differential GPS) and archaeological areas (large sites or site complexes) are shown with a 10 metre buffer zone. To obtain this level of accuracy, it will have been necessary for the local authority to have obtained up-to-date archaeological site location information such as is currently being achieved through the New Zealand Archaeological Association's Site Record Upgrade Project and for this information to be recorded on the plan maps. Otherwise, sites can only be assumed to be located to within about 100 metres and the figure of 20 metres in the first box would need to be increased to 100 metres.

Note 2: Note that any pre-1900 building can be associated with archaeological deposits. If a proposed development involves disturbance of the ground or foundations of a pre-1900 building please contact the NZHPT for advice.

5.8 Accidental discovery

The nature of archaeological sites is such that to the untrained eye, or even to the experienced, many may not be recognised until they are uncovered, often unintentionally. It is important that the process under the HPA is followed if sites are uncovered. Where there is a possibility that sites may be affected, such as in coastal areas or old town centres, resource consents should include a standard condition containing an Accidental Discovery Protocol to be followed should sites be encountered. Where earthworks management plans are required as a condition of resource consents, it is a good idea to require an Accidental Discovery Protocol.

5.9 Archaeological reports

A resource consent applicant or a council may commission an archaeological report if sites may be affected by a development proposal.

The report should be carried out by an appropriately qualified archaeologist. The NZAA website contains a list of archaeological consultants. However, this list is for information purposes only and is not part of an accreditation system. The NZHPT does not regulate archaeological reports for assessment purposes, but under s.17 of the HPA as a condition of an authority the NZHPT must approve in writing the person carrying out archaeological work.

Example of an Accidental Discovery Protocol for archaeological sites

If any archaeological site(s) are uncovered during physical works *<insert Project Manager>* will require the contractor to adopt the following protocol. Evidence of archaeological sites can include oven stones, charcoal, shell middens, ditches, banks, pits, old building foundations, artefacts of Maori and European origin or human burials.

1. Work shall cease immediately at that place.
2. The contractor must shut down all machinery, secure the area and advise the *<Site Manager>*.
3. The *<Site Manager>* shall notify the Project Archaeologist, the NZ Historic Places Trust (if no general authority has been granted) and if necessary the appropriate consent process shall be initiated. *Contact: Historic Places Trust Archaeologist phone/mobile.*
4. If the site is of Maori origin the *<Site Manager>* shall notify *<insert appropriate iwi groups>* to determine what further actions are appropriate to safeguard the site or its contents. Contact: *<insert appropriate iwi contacts>*
5. If skeletal remains are uncovered the *<Site Manager>* shall advise the Police.
6. Works affecting the archaeological site shall not resume until the NZ Historic Places Trust, the Police (if skeletal remains are involved) and *<insert iwi groups>* have each given the appropriate approval for work to continue.

See Kaikoura District Plan for example of an Accidental Discovery Protocol included in the plan.

An archaeological report to be used as part of an assessment on the effects on the environment should include:

- a description of the site (or sites), including current condition and with NZAA site records attached
- a map clearly indicating the location and extent of sites and the proposed development
- an assessment of the archaeological values of the site (or sites), including consideration of the information potential, rarity or representativeness, and the relationship of the site to others in the area
- an assessment of the effects of the proposal on the site (or sites), including the extent to which the site will be affected, the way it will be affected, and alternatives that may avoid effects on the archaeological site
- recommendations about ways any effects can be protected through avoiding adverse effects, or how effects may be mitigated.

For further assistance about archaeological assessments and reports please contact the NZHPT.

QUICK CHECK – Archaeological Sites

- Get together with other agencies to discuss coordinating archaeological site management.
- Know the location and type of archaeological sites in the district or region (start with NZAA Site Recording Scheme).
- Recognise that the absence of recorded archaeological sites for an area is not a reliable indication that no sites are present.
- Consider undertaking a comprehensive archaeological site survey, at least for the areas at greatest risk from change.
- Consider the use of alert layers for overall archaeological site management in combination with a good GIS map base.
- Understand and promote the obligation of all parties to comply with the HPA archaeological authority regime.
- Recognise and manage archaeological sites on council owned land and during council operations.
- Consult tangata whenua to determine if there are any archaeological sites that require particular management.
- Include archaeological sites, places and areas in the district or regional plan.
- Include objectives, policies and methods to manage inappropriate subdivision, use or development.
- Ensure that resource consent applications provide information on any effects on archaeological sites.
- Apply conditions to consent applications to deal with accidental discovery in sensitive areas.
- Notify NZHPT and instruct applicants what to do if archaeological sites are affected.
- Provide for monitoring of compliance with consent conditions.
- Workshop archaeological site risks and consequences with key sectors of the community where their activities have the potential to impact on archaeological sites (eg earthmoving contractors)

Section 6
**NON-REGULATORY METHODS FOR
HERITAGE MANAGEMENT**

Non-regulatory methods are an effective complement to regulation. Listed below alphabetically is a list of tools and incentives. A mix of different methods will usually work best, and that mix may change over time.

A heritage strategy is a good way to explore and decide on the balance of heritage management methods (regulatory and non-regulatory) that best suits the local conditions. A heritage strategy can guide planning, promote integrated management across sometimes-conflicting council functions, and allow for prioritisation of financial resources through the annual plan process.

Advice. Professional advice can be provided on a case-by-case basis. Funds allocated through the annual plan can be used to engage a heritage professional (eg a conservation architect) to provide a help-desk type service on a regular basis. The help desk system can help people understand the significance of retaining the heritage values of their properties. Professional advice can refine development proposals, which in turn can save time in processing resource consent applications.

Advocacy. Strong advocacy by local authorities can improve the commitment of everyone to protecting and maintaining of heritage values. Advocacy can include inventive approaches, for example a Heritage Week, local tourism initiatives, community focused heritage trails, information, simple technical bulletins. Advocacy can include making politicians aware of good heritage outcomes and the benefits to the district of heritage and encouraging their support.

Associated programmes. Look for associated programmes that can help to conserve heritage. The Town Centre Association of New Zealand, for example, specifically encourages heritage conservation as one of its key tenets in the pursuit of revitalising town centres.

Awareness. Ensure that heritage places are noted on Land and Project Information Memoranda. Good publicity will also raise awareness. Use the media to demonstrate the council's support for positive heritage outcomes.

Conservation plans. A conservation plan sets out what is significant in a place and what policies are appropriate to enable that significance to be retained in its future use and development. For most places a conservation plan deals with the management of change. Approved conservation plans can provide some certainty that heritage fabric has been identified and policies are in place for the protection of heritage values. With an approved conservation plan in place local authorities may consider reducing the degree of control without compromising the ability of the plan to provide effective protection.

Counter information. Provide clear explanatory information on heritage information requirements for applications at planning and building enquiry counters. Other information to make available at enquiry counters includes what an archaeological site is, where to get information, and the contacts for the NZAA, the NZHPT and iwi.

Covenants. Heritage covenants can be negotiated with the owner of any historic place, historic area, wahi tapu, or wahi tapu area for the purpose of the protection, conservation or maintenance of that place. Covenants can address parts of a site, depending on the heritage values, which are to be protected. The covenants are between the organisation and the owner and can detail any special provisions that the parties agree. They are registered on the land title, and therefore are binding on future owners too.

There may be open space covenants in place in your district from organisations like the Queen Elizabeth II National Trust for

natural and cultural heritage areas. Covenants are also arranged with local authorities and the Department of Conservation under the Reserves Act 1977 through the Nature Heritage and Nga Whenua Rahui funds. Covenanting natural heritage sites can pick up valuable cultural heritage places within them. This is especially relevant with heritage of significance to Maori where cultural and natural values are closely connected.

Fee waivers. Local authorities may develop a policy on when it is appropriate to waive fees for building or resource consents where the work results in the repair, reinstatement or maintenance of heritage values. Waivers can be incorporated into a financial contributions policy.

Funds, grants and incentives. Incentives and grants are one of the most measurably successful methods for local authorities to positively influence heritage management outcomes.

The incentive funds should be set up with a clear policy for management and allocation of funds based on the merits of the application. The aim of such a fund is to encourage heritage property owners to look after the heritage values of a place.

Some local authorities operate a grants system for earthquake strengthening of buildings or preparing conservation plans. Grants have the advantage of being a transparent and contestable method of allocating council funding assistance, and can be adjusted annually through the annual plan as demands on council resources allow.

The New Zealand Lottery Grants Board Environment & Heritage Committee is another source of funding for community based natural, physical and cultural heritage projects. Local funding sources can be found for heritage projects from business and financial

institutions such as banks and trusts. Other sources include: Community Trusts; Todd Foundation; Regional and District Council Strategic Grants/ Masterton Lands Trust; Environment Bay of Plenty Environmental Enhancement Fund; Greytown Lands Trust; see www.envirofunz.org.nz.

Guidelines. There are many examples of non-statutory guidelines, covering topics such as making additions to heritage buildings and areas, or preparing appropriate colour schemes. The NZHPT has the following guidelines available:

- Preparing Conservation Plans
- Altering Heritage Buildings
- Earthquake Strengthening
- Fire Safety
- Making Heritage Buildings Accessible
- Developing Heritage Buildings
- Altering Historic Churches

Heritage advisory group or heritage councils.

A heritage advisory group is set up by the local authority to provide advice on heritage matters. A group can also be a liaison group between the council and the various groups and individuals with an interest in heritage. Groups that have been established have a range of terms of reference and can include provision of independent advice to council committees and review of policies to promote inclusion of heritage. Such groups should have representation from the local authority, (staff from archives and libraries may make a useful contribution), the NZHPT, iwi, historical societies, heritage place owners, archaeological community, and developers.

Heritage awards. Institute a system of awards for responsible property owners – there is prestige in these awards when done well. A plaque will provide recognition as well as interpretation of a site.

Heritage policies. There is potential for conflict between the need to manage the earthquake risk and to protect heritage values. The Building Act 1991 and Building Regulations are triggered where a change is proposed for a building, or it is considered to be ‘earthquake prone’ and notice is served accordingly. A good way to address the protection of historic heritage and the Building Act provisions is to prepare a policy that promotes strengthening of built historic heritage that is earthquake prone (eg Wellington City Council’s Building Safety Policy 1998 for Earthquake Prone Buildings in Wellington (www.wcc.govt.nz/policy/current/policies/buildingsafety_june98.pdf)). A policy that addresses earthquake prone heritage buildings may include a programme to identify and serve notice in terms of the Building Act, incentive funds to promote retention of heritage buildings and a conservation approach to earthquake strengthening design. Incentives may be useful for encouraging owners to strengthen and adapt heritage buildings to new uses and some local authorities use direct grants to assist with building strengthening. Professional advice should be sought on solutions to strengthen earthquake prone building with heritage values. It is important to engage an engineer who is competent in minimising heritage interventions. The NZHPT has prepared a guideline on earthquake strengthening.

Heritage strategy. The complexity of heritage management – with its various local authority roles, multiple statutory requirements, cultural significance and sensitivities, and variety of heritage resource types – makes a ‘heritage strategy’ a very useful tool. A heritage strategy documents how a local authority intends to manage heritage in its area. Although it may feed into planning documents as a method of implementation, a strategy provides an opportunity for some clear and independent thinking outside the limited regulatory regime. It can provide a coherent answer to the

question of ‘why’ a local authority is involved in heritage management. It can describe the risks for heritage places, various roles (statutory, partnership and advocacy), ownership arrangements, funding policy, resourcing and so on. It can be a one-stop-shop for the local authority’s position and direction for heritage management. A strategy is a useful political tool as it allows community aspirations to be identified, recorded, assimilated and then prioritised for action by the local authority, following an agreed plan.

Heritage trails. These are a popular way to interpret the history of an area. Heritage trails are self-guided walks (or drives) put together by local authorities or the community. Heritage trails promote and educate people about what heritage exists in the local area. Trails make connections between places (some of which might be quite modest) and help with understanding a theme in the development of a district. Heritage trails are very popular with tourists and locals alike. An application may be made to the Lottery Grants Board for researching heritage sites, preparing and printing brochures and installing signs.

The basic steps to preparing a trail are:

- Put together a steering committee.
- Identify a route that can be walked or driven, ideally in about an hour, but there are many worthwhile trails that take longer than this. A route that may be completed in several parts may be an option. Consider themes, such as architectural types, or features of heritage interest on existing tracks.
- Decide on what sites may be of interest on the route and consult with landowners of those individual sites.
- Research the heritage ‘stories’ of the sites you have selected and write a short summary of matters of interest.

- Assess the trail and decide whether a map and brochure with printed details of heritage items is sufficient, or whether signage giving heritage details may need to be installed at each site. Councils may wish to assist with erecting the signs where the trail is a community initiative.
- Install directional and, if appropriate, information signs. Produce and distribute brochures, and open the trail.

For further information see the NZ Heritage Trails Foundation website – www.heritagetrails.org.nz

Information. Information supplements the range of methods that a local authority might use and can be a powerful method of achieving positive heritage outcomes. Knowing the right people to speak to, the process to follow, the value of a property’s heritage, where to get assistance, and the rules will help anyone weighing up property development or investment prospects, for example.

Interpretation. Telling the stories associated with historic places can be an effective way of increasing public awareness of heritage. Start with council-owned reserves, buildings and sites. Signage should be interesting, accurate and informative. The local museum, library or historical society may be able to assist with researching sites and consulting with the community on the wording of signs. Consider whether there is a demand for pamphlets.

Partnerships. A partnership in heritage management between local authorities, the NZHPT, tangata whenua and the community offers long-term benefits as a mutual trust develops. Such a partnership provides opportunities for a coordinated arrangement of responsibilities, functions and resourcing. Dunedin City Council’s protocol with Kai Tahu is an example of a formal arrangement. There is a copy on their website: DCC and Kai

Tahu ki Otago Protocol – Resource consents. (www.cityofdunedin.com/city/?page=policy_kaitahu_plann)

Rates relief. Rates relief can benefit heritage property owners as well as being a tangible recognition for owners, even if the monetary value is small. The relief can take various forms (eg holidays, ceilings, sliding scales or caps). A clear rates relief policy is needed to avoid the potential for this method working as a perverse incentive. The rates relief policy needs to give careful consideration to the criteria and conditions that apply, as rates relief can work to encourage alterations rather than restoration. Refer to the Local Government (Rating) Act 2002, which provides for local authorities to develop a rates relief policy.

Additional non-regulatory options include:

- asset management plans
- cyclical maintenance plans
- revolving heritage fund
- professional development/staff training.

Section 7

**NON-REGULATORY MANAGEMENT OF
HERITAGE PLACES OF SIGNIFICANCE TO MAORI**

Sites are most at risk when they are unidentified or their location and significance is not widely known. To manage the effects of activities on sites of significance it is generally best if local authorities identify them in planning documents, such as in a district plan. This way, sites can be appropriately recognised and managed subject to the rules in the plan. However, iwi and hapu may wish to keep information about wahi tapu sites confidential because there may be particular sensitivities involved. There are ways of managing information about confidential sites.

It is useful to have a working protocol in place with tangata whenua, particularly for wahi tapu sites. Everyone should know where information is held, who the appropriate contact is and what the process will be for handling proposals that affect wahi tapu. The protocol should also articulate the common understanding as to the partnership and resourcing requirements.

A good example can be found on the Dunedin City Council website. (see page 46 above)

7.1 Identification

Wahi tapu should be identified by tangata whenua, or tangata whenua working in partnership with local authorities. The process of identifying these sites and their location needs to be worked out with all the local iwi. The NZHPT Register should also be referred to, as it identifies some wahi tapu sites and areas.

Iwi can be encouraged to use iwi management plans to identify sites of significance. The Ngai Tahu Iwi Management Plan is an example of this approach.

The Australian Heritage Commission publication *Ask First – A Guide to Respecting Indigenous Heritage Places and Values* (2002) provides a useful approach. In particular it contains a flowchart of a process for identifying and managing indigenous heritage places.

7.2 Confidentiality

The degree of confidentiality required for wahi tapu and heritage sites of interest to Maori will vary. Local authorities and iwi should explicitly address access to the information provided by iwi on sites early on in discussions. Iwi may decide not to require information on the location of a particular site to be kept confidential as the risk of damage is greater where the site is in private ownership. However, some iwi also have 'silent file' arrangements with the local authority to ensure that only the local authority uses the information. There is a risk, however, that the 'silent file' may go unchecked when local authorities are assessing activities that do require consent.

A local authority may be able to enter into informal arrangements or protocols with sympathetic landowners to ensure that the owners understand a site's significance and will not take any action that could damage it.

Local authorities should ensure that they are aware of wahi tapu on any land they administer so their actions do not unwittingly affect these sites. Some wahi tapu can be recognised and provided for by identifying the general area where it is rather than a specific place. This provides enough latitude to prevent the site being easily located and interfered with, and consultation requirements can identify and be used to address any adverse effects that may arise.

7.3 Partnership

There are opportunities for local authorities and iwi to form collaborative partnerships to address the on-going management of risk to wahi tapu and other sites of Maori heritage value. These partnerships can be very helpful in establishing an agreed basis for management and on-going involvement in maintaining any systems set up for identification, recording, and decisions on applications. A partnership built on a mutual respect and trust for each other's needs will be of substantial assistance to wahi tapu site management and will go well beyond a limited regulatory approach in achieving positive outcomes.

APPENDIX

Appendix 1:

IDENTIFYING AND ASSESSING HERITAGE PLACES

The following notes identify some techniques for identifying heritage places and their values. It may be that a mix and match of different methodologies will suit the needs of a particular district or region.

Guidance on how to assess the significance of a place can also be found at www.heritage.gov.au/protect-places/scr4_03.htm.

1 Plan the process

To identify the heritage of the district or region, establish an appropriate process and objectives for undertaking assessments. This may be addressed by a heritage strategy (refer to Non-Regulatory Methods for Heritage Management) or else objectives may already be included in district or regional plans or regional policy statements.

Before starting, develop a clear plan (it can be brief) as to what you are seeking to achieve. Identify:

- what the inventory will be used for
- the interfaces with other documents and functions
- the aspirations of iwi and the community and how these should be accommodated
- the process of updating and what alternatives there might be.

This is important as a touchstone to refer to and also can form part of a s.32 RMA evaluation.

2 Types of values

Before identifying heritage places in the field it is necessary to establish the criteria or values for selection. It is important to recognise that there may be different criteria for establishing significance for Maori. Remember that places where there is evidence of pre-1900 occupation are also archaeological sites. While age is an indicator of heritage value, just because a place is old does not mean it has heritage significance and, conversely, places that may appear relatively young may be of considerable heritage significance.

Although there may be different values the common elements are:

- **Historic values.** What are the sites, buildings, places, and structures associated with important or representative aspects of national, regional or local history? What sites, buildings and places are associated with important ideas, events, people, groups, or organisations? How rare is the place?

- **Social and cultural values.** What are the landscapes, areas, sites, buildings, places and structures that are held in high public esteem? Which ones have symbolic, commemorative, traditional, spiritual, or cultural value for groups within the community? Which ones demonstrate aspects of change or continuity in a way of life or culture of New Zealand societies?
- **Architectural values.** What are the sites, buildings, places, and structures with architectural or artistic value because of design? Consider form, scale, materials, colours, patina or quality of space. Are they representative examples of a style or period? Do they have townscape value for the part played in defining a street or space? Do they provide visual interest by their role as a landmark? Do they contribute to the character and sense of place?
- **Archaeological values.** What is the likely age or rarity of the site? Is it documented, associated with other sites? What is its condition? How fragile or vulnerable is it? What is its information potential? What are its visual, educational or recreational values?
- **Scientific values.** What are the sites, buildings, places and structures with technical values? These include representative examples of construction techniques and examples with significant fabric remaining from the time of construction or when important additions or alterations were carried out. What is the potential to provide information about past human activity or lifestyle?
- **Maori values.** Cultural values may differ – consult iwi.

3

Identification techniques

The methodology used to identify heritage places influences the scope and cost of the exercise, and will determine whether the range of heritage places is comprehensive. Below are four techniques for identifying heritage places in New Zealand.

Register of historic places, historic areas, wahi tapu and wahi tapu areas

The RMA requires local authorities to have regard to the NZHPT Register when they prepare RMA policies and plans. Local authorities can identify historic places, historic areas, wahi tapu and wahi tapu areas directly from the Register.

However, the Register will not contain all heritage places and areas in the district or region that may be of special value to people and communities. The Register is an evolving document and is continually being added to and updated.

To address historic heritage at a regional or district level, local authorities should not rely only on the Register to identify heritage in the region or district. District and regional plans and policy statements should also develop criteria for assessment of historic heritage, and identify historic heritage that meet those criteria.

Windscreen survey

This method involves scoping potential heritage sites from a car, or by walking about. It was commonly used in the past and is relatively straightforward. A windscreen survey is usually supplemented by local knowledge and information from the Register.

Windscreen surveys are useful for rapid, macro-scale identification of candidates for further research and investigation by qualified heritage professionals. This method is easy and can pick up the most visually significant iconic

and well-known heritage places. However, it is not comprehensive or detailed enough to give full effect to regional or district plan requirements to identify historic heritage.

A windscreen survey is a subjective assessment and tends to identify heritage places with obvious face value or with architectural or aesthetic merit. Gaps arise where heritage places cannot be readily seen from the road. Heritage places with social or cultural significance may be overlooked. Heritage places that rate lowly on aesthetic criteria but have significant historical, social or technical value (such as industrial sites) are also likely to be missed. Windscreen surveys tend to reflect the surveyor's professional bias. They are inappropriate for identifying archaeological sites, as these must always be inspected at a closer level and many are largely invisible.

A systematic review should be programmed into the local authority's annual plan. A monitoring regime to pick up those places that may have been overlooked in the windscreen survey should be used. Care is needed to ensure that, as far as possible, any list derived is comprehensive and representative of the range of heritage values extant in a local authority's area.

Cultural mapping

This technique engages communities in collaboratively identifying valued heritage places. It does not rely solely on heritage professionals. Professionals may be engaged as facilitators to help the community to reach its own conclusions.

Still in its infancy in New Zealand, this approach has the potential to identify and value heritage places as evidence of the web of activities and influences that have had a bearing on the way a community has developed over time. The approach lends itself to supporting any heritage advocacy and community development initiatives of the council.

Thematic survey

Some local authorities are using thematic surveying to compile heritage inventories. The thematic approach is a way of interpreting heritage values within a broader context and looking at the full range of types of heritage that may be present.

Although relatively new to New Zealand, thematic surveying is well established overseas. Both the US National Park Service and the Australian Heritage Commission have published thematic frameworks. The approach is based on developing an understanding of the key themes in the history of the community and identifying candidates for research before going out into the field. It thus provides the context for identifying places that represent themes in the community's past and better balances 'representative' and 'iconic' places. Obviously, researching and selecting the themes is important and this can be an opportunity for the community to participate.

Thematic survey has the advantage of being flexible and comprehensive. Themes to investigate could include industrial heritage, residential buildings, commercial buildings, statues and monuments, infrastructure such as bridges and tunnels, heritage areas such as railway communities and military sites.

In terms of annual planning, funding for the work can be targeted at a particular theme, breaking the identification and research into manageable parts.

Appendix 2:

HOW TO PREPARE A HERITAGE INVENTORY

1 Identify methodology and decide what to assess

Identify which method will be used to identify historic heritage to be assessed, for example a thematic framework.

The following shows how a thematic framework can provide a useful basis for selecting places for heritage assessments. The framework is used as a guide to ensure a comprehensive range of sites are researched and provides a context for interpretation of the values associated with each place or area (see Appendix 1).

1.1 The inventory may include historic places and historic areas of:

- discovery, migration, exploration and survey
- early contact between Maori and Pakeha
- settlement, accommodation and residence
- fishing, hunting and gathering
- farming, timber and forestry
- mining and minerals
- processing, manufacturing and construction
- trade, finance and retailing
- central and local government
- law and justice
- dispute, war and defence
- transport by sea, land and air
- utilities, postage and communications
- education, science and technology
- health and welfare
- sport, outdoor recreation and conservation
- arts, culture, heritage and indoor recreation
- events, persons, ideas and movements
- religion and burial
- disasters, memorials and monuments
- sites of political events.

1.2 Historic places and historic areas of significance to Maori should be determined in consultation with the relevant iwi. Agreement should be reached on how the information may be used, and to whom it is available. Iwi may regard some places as wahi tapu and consultation with iwi is important to determine the range of values associated with these places. Historic places and historic areas of significance to Maori in the inventory may include:

- taunga waka (ancestral canoe landings)
- pa and kainga (occupied in former times)
- marae buildings and wharehenui
- mahinga kai (places where food was procured)
- taunga ika (fishing grounds and associated features)
- mineral and stone resource sites
- wahi taonga mahi a ringa (resource sites for art materials)
- places associated with kingitanga, governance and leadership
- landscape features which determined the boundaries of iwi or hapu
- ahi karoa (sites associated with claiming land occupation or ownership)
- battle sites and defence sites where the tapu has been removed
- ara (pathways connecting tribal areas or resource sites)
- wananga and kura kaupapa (places of education and learning)
- wahi taonga mahi (art sites, rock art, dendroglyphs)
- sites associated with mythological events
- wahi whakamahara (sites recognised as memorials to historic events).

Example: Wellington Heritage Buildings Inventory Non-residential Buildings; 2001

An example of the thematic approach that focuses on buildings is the Wellington City Council's Wellington Heritage Buildings Inventory Non-residential Buildings; 2001. Under each theme in the framework it is possible to develop sub-themes eg:

Settlement, accommodation and residence:

- houses, ancillary buildings
- planned subdivisions
- high density residential forms
- inner city apartments

Farming, timber and forestry:

- farm buildings
- wool, meat, dairy industry
- timber industry

Transport by sea, land and air:

- warehouses
- wharves, roads, tunnels, bridges
- buildings associated with horse transport, trams, bus services, cable cars and ferries.
- garages, motor transport buildings
- railway buildings
- airport buildings
- wharf buildings, lighthouses

Arts, culture, heritage and indoor recreation:

- theatres, cinemas
- galleries
- concert halls
- publishing houses/printers
- buildings associated with artists.

- 1.3 Wahi tapu and wahi tapu areas in the inventory may include (indicative list only):
- urupa (burial places)
 - rua koiwi (places where skeletal remains are kept)
 - sites where skeletal remains once were, unless the tapu has been removed
 - caverns and underwater burial places
 - places where baptismal rites were performed
 - wahi whenua (repository places for placenta)
 - whare karakia
 - tuahu (enclosures used for divination and other mystic rites)
 - battle grounds and other places where blood was spilled and where the tapu has not yet been removed
 - waiora (springs or sources of water for healing)
 - sources of water for death rites
 - ara purahourua (sacred pathways for messengers)
 - places imbued with the mana of chiefs or tupuna
 - landforms such as mountains which embody the creation stories and whakapapa of tangata whenua.
- 1.4 Other variables should be taken into account in applying a thematic approach to heritage identification and/or assessment projects. These include:
- time, from the earliest traditions and arrivals to the present day
 - geographical space, including terrestrial and marine
 - cultural variation, including the full range of immigrant groups.

2 Publicity

Raise the profile of the project. Prepare press releases and send information to residents' associations and historical societies, churches, and community groups.

3 Photograph historic heritage

Photographs are a useful resource for compiling heritage inventories. Photographs make a good reference for consulting with owners and checking that addresses are correctly matched with houses. They can also provide useful information on the existing condition of the heritage place.

Photograph heritage places from the street and index each photo with date, film and slide/negative reference, address and folder reference.

Bear the following points in mind when photographing private property:

- Before photographing the property, write to owners and give them information about the inventory and its purpose.
- Ensure as places are photographed that owners receive flyer with contact details and information about the project.
- Provide owners with copy of the photographs of their properties if requested.
- Ask owners if photographs can be taken from within the property.

For a small amount extra most photo shops will also provide the developed photographs on CD, which helps when loading the heritage inventory onto websites. Alternatively, photos can be taken on good quality digital cameras.

4 Research

Compile a folder for each site with copies of all background information and source materials. Cross-reference with photograph film and slide references.

A key aspect of establishing heritage value is to have sufficient information to determine significance relative to criteria. Research can draw on:

- council archival material, including building permit records, plans and specifications, rate books, early survey plans and maps
- NZHPT records, including Register information, conservation plans, branch research etc
- site records from the NZAA, which contain a lot of information (plans, photos, articles) about individual archaeological sites (these should be a primary source)
- iwi and community input, including oral and written histories, photos and contacts
- local museum and library holdings of published and unpublished information, including historic images from the area (in addition, the Alexander Turnbull Library, Archives New Zealand, the Hocken Library, and Te Papa Tongarewa hold national collections of records, maps and historical images)
- electoral rolls
- information from historical societies (these societies are usually very helpful and keen to assist)
- books such as the *Dictionary of New Zealand Biography* and *Wises New Zealand Post Office Directory* are other published sources for information on a range of people

- newspaper records for information such as opening dates, celebrations (but these records take time to trawl through and may need verification)
- architectural and heritage assessments by qualified professional conservation architects and historians.

There is considerable skill in undertaking research in knowing what to look for, where, and how. It is recommended that a professional is engaged to at least guide the process.

5 Recording

Record information about heritage places in a consistent and comprehensive manner so that it provides:

- a concise and clear reason for why the place was identified with reference to assessment criteria
- a good description (photograph, legal description, address/es) of the place so that it can be identified
- a sufficient explanation of significance of the place so that when changes are proposed it is clear what is to be protected. Often this will be the whole place and its context (such as gardens, for example), but sometimes it may be only parts.

Conservation plans are the appropriate way to document heritage values and guide any works on a heritage place.

6 Interpretation of historic values

There are a number of methods that may be used to place historic values into a context.

Ranking

Some councils have adopted the ranking approach (eg Auckland City, Manukau City, Palmerston North City, Christchurch City). Ranking can acknowledge variance in the level of value or significance of heritage places. For example, the NZHPT Register has two categories for its historic places (but not historic areas, wahi tapu and wahi tapu areas). Any local authority adopting this Register will inherit the ranking.

Category I is for places of special or outstanding significance or value. Category II is for places of significance or value (this implies different regimes are appropriate but both

are still subject to the Part II tests). Local authorities are not bound to follow the ranking method.

If ranking is used it should be transparent. Ranking must be done carefully to ensure it is legally defensible, as it will undoubtedly be put to the test if it gives rise to variable degrees of control being imposed. Any ranking system must balance robustness against ease of application and comprehension.

Ranking archaeological sites is not recommended because unless the site is above ground, it has to be dug up to establish value. This is impractical over anything other than a small area and may result in damage or destruction. It is not practicable to qualify degrees of tapu for Maori sites. There appears to be little support within Maoridom for the ranking of sites of significance to iwi.

Quick Check: Recognising and protecting heritage places

- Have a strategy before embarking on identifying heritage places.
- Develop or adopt values or assessment criteria that address the key considerations and are professionally recognised.
- Consider whether or not to adopt a ranking system for heritage buildings.
- Use a reputable and rigorous survey and evaluation technique to identify candidates and associated heritage values, the results of which will be defensible.
- Ensure that heritage places are assessed for inclusion using reliable and sufficient information.
- Ensure heritage values are recorded for each place in a useful and consistent manner.
- Use precincts, areas and heritage landscapes to address the contextual relationships between heritage places.

Grouping places

Precincts

Precincts (groups of places with related heritage values) are an excellent method for capturing the connections between heritage places – streets or areas of heritage buildings, groups of archaeological sites, or gardens and trees for example. Precincts retain the significant collective value of places that, in isolation, may be relatively modest.

Precinct boundaries must be chosen with care so as not to dilute the significance of the precinct by including too much that is only peripherally related to the main value or values of the area.

Heritage landscapes

The precinct and area approach, if taken a step further, recognises the long-accepted international premise that development over

time will result in a heritage ‘landscape’. Even with the passing of time, the development of a district or region can be traced by looking at and for its remnants.

The layers of development of a place can be identified in their context and the connections made from one related place to another, even if they are not contiguous. It is from these related layers that we can come to understand social, cultural and historical values of a place.

Heritage trails are now a relatively common recognition of those connections. Regional policy statements and regional landscape plans are useful tools for identifying and managing landscapes that are difficult to read at the local level but appear more coherent when viewed regionally. Heritage landscapes may be a useful tool in preparing community plans as heritage landscapes are a means of articulating characteristics of the area that are important for retention.

Example Heritage Inventory – The South Taranaki Model

The South Taranaki District Council initiated a district-wide heritage inventory project in 1998 following initial work in the Hawera Town Centre and Eltham. A local working party made up of volunteers was established for each area within the district. These working parties were assisted by professional conservation advice and research assistance. The criteria for assessment were adapted from section 23 of the Historic Places Act 1993 and included historic, architectural, technical, symbolic, rarity, townscape, and group values. Sites of significance to tangata whenua were not included in the study.

The final product is a series of separate heritage inventories for Opunake, Manaia, Patea, Hawera Town Centre, Outer Hawera, Kaponga, Waverley, and Eltham. Each listing includes a colour photograph and information on address, use, materials, valuation number and legal description, heritage value assessment, description, history, architect and builder, and a statement of significance. The inventories will be updated on a regular basis, the last update having occurred in June 2003.

Appendix 3: FURTHER READING

The following may be useful reading:

- Allen, H. *Protecting Historic Places in New Zealand*. Department of Anthropology, University of Auckland, 1998.
- Australian Heritage Commission. *Ask First – A Guide to Respecting Indigenous Heritage Places and Values*. 2002.
- Davidson G and McConville G (eds). *A Heritage Handbook. The meanings of Heritage*. Allen & Unwin, 1991, p. 1.
- Department of Conservation. *Historic Heritage Management Review* – various. (1998).
- Hall M & McArthur S (eds). *Heritage Management in New Zealand. Towards Sustainable Heritage Management?* Oxford University Press, 1993, p. 274.
- Kawharu, M (ed) *Whenua. Managing Our Resources*. Reed Books, 2002.
- Kerr, John Semple. *The Conservation Plan: A Guide to the Preparation of Conservation Plans for Places of European Cultural Significance*. 3rd ed. 2nd impression. National Trust of Australia, Sydney, New South Wales, 1991.
- Parliamentary Commissioner for the Environment. *Historic and Cultural Heritage Management in New Zealand*, 1996.
- Pearson, M & Sullivan, S. *Looking After Heritage Places. The Basics of Heritage Planning for Managers, Landowners and Administrators*. Melbourne University Press, 1995.
- Planning Quarterly, Issue 123 (1996) *Local Authorities and Heritage Management* (p10); and *Sustainable Heritage Management* (p13).
- Te Puni Kokiri, Ministry of Maori Development. *He Tirohanga o Kawa ki te Tiriti o Waitangi*, 2001.
- Trapeznik A. (ed). *Common Ground? Heritage and Public Places in New Zealand*. University of Otago Press, 2000.
- Vossler G. *Guidelines for Interpreting Registration Criteria for Historic Places and Historic Areas*, March 2001.

Useful Websites

Useful websites containing examples, criteria for identification and guidelines for protection of historic heritage.

www.heritage.vic.gov.au/heritage_planning_app_index.html

www.heritage.nsw.gov.au

www.heritage.gov.au/keyresources.html

www.cr.nps.gov/hhl/QA.htm#3

www.cityofsydney.nsw.gov.au/catz_ditc_fsapi_heritage_dcp.asp

www.icomos.org/

www.nationaltrust.org/

www.arc.govt.nz/arc/auckland-region/heritage/

www.ew.govt.nz/policyandplans/rcpintro/coastalplan/CoastalPlan_55.htm

Appendix 4: CONTACTS

New Zealand Historic Places Trust

National Office

Antrim House, 63 Boulcott St,
P O Box 2629, Wellington
Tel: 04 472 4341
Email: information@historic.org.nz

Northern Regional Office

Premier Buildings, 2 Durham St East
Private Bag 105291, Auckland
Tel: 09 307 8896
Email: infonorthern@historic.org.nz

Area Office, Kerikeri

P O Box 836, Kerikeri
Tel: 09 407 4443

Area Office, Tauranga

P O Box 13339, Tauranga
Tel: 07 578 1219

Central Regional Office

Antrim House, 63 Boulcott St,
P O Box 2629, Wellington
Tel: 04 472 4341
Email: information@historic.org.nz

Southern Regional Office

Gough House, 1st Floor,
90 Hereford St,
P O Box 4403, Christchurch
Tel: 03 365 2897
Email: infosouthern@historic.org.nz

Area Office, Dunedin

Queens Building, 109 Princes St
P O Box 5467, Dunedin
Tel: 03 477 9871
Email:
infodeepsouth@historic.org.nz

Archives New Zealand

Archives House, 10 Mulgrave St,
P O Box 12050, Wellington
Tel: 499 5595
Email: enquiries@archives.govt.nz
(also has regional offices in
Auckland, Christchurch and
Dunedin)

Department of Conservation

Head Office, 59 Boulcott St,
Wellington, P O Box 10-420
Tel: 04 471 0726

ICOMOS New Zealand

P O Box 90 581, Auckland
For copies of the Charter:
[www.icomos.org/
docs/nz_92.charter.html](http://www.icomos.org/docs/nz_92.charter.html)

New Zealand Lottery Grants Board

P O Box 805, Wellington
Tel: 0800 824 824

Ministry for Culture and Heritage

Level 5, Radio New Zealand House,
155 The Terrace, P O Box 5364,
Wellington
Tel: 04 499 4229
www.cultureandheritage.govt.nz

Te Puni Kokiri

Te Puni Kokiri House,
143 Lambton Quay,
P O Box 3943, Wellington
Tel: 04 922 600
Email: tpkinfo@tpk.govt.nz

New Zealand Archaeological Association

P O Box 6337, Dunedin
Tel: 03 477 2372 Fax: 03 477 5993
For list of archaeological
consultants:
www.nzarchaeology.org

NZAA Site Recording Coordinator

PO Box 6337 Dunedin North
Ph: (0508) 272 423 (tollfree)
Fax: (07) 304 6335
For NZAA File enquiries
Email: kylie.bop@clear.net.nz

Queen Elizabeth II National Trust

PO Box 3341
Wellington
Telephone: (04) 472-6626
Fax: (04) 472-5578
www.nationaltrust.org.nz

New Zealand Institute of Architects

P O Box 2516, Auckland
Tel: 09 623 6080

New Zealand Planning Institute

P O Box 52046, Kingsland, Auckland
Tel: 09 815 2086

Professional Historians' Association of New Zealand/Aotearoa

P O Box 1904, Thorndon, Wellington
Email: bronwyn.dalley@mch.govt.nz
www.nzhistory.net.nz/PHANZA/

Town Centres Association of New Zealand

(formerly Main Street Association)
P O Box 72563, Papakura

Appendix 5:

GLOSSARY

Archaeological authority

An authority to destroy, damage or modify an archaeological site granted by the NZHPT under s.14 of the Historic Places Act 1993.

(Historic Places Act 1993, ss.9-20)

Archaeological site

Any place in New Zealand that –

- (a) Either –
- (i) Was associated with human activity that occurred before 1900; or
 - (ii) Is the site of the wreck of any vessel where that wreck occurred before 1900; and
- (b) Is or may be able through investigation by archaeological methods to provide evidence relating to the history of New Zealand.

(Historic Places Act 1993, s.2)

Conservation plan

The process of preparing a conservation plan is a way of working out what is important about a place. The plan will guide work on a place to ensure that the important things are looked after. Preparation will follow the steps of investigation, assessment, policy, action.

(adapted from *Guidelines for Preparing Conservation Plans*, New Zealand Historic Places Trust, 1994).

Hapu

Sub-tribes with a common ancestor.

Heritage covenant

The Historic Places Trust may negotiate with the owner, a lessee or licensee of any historic place, historic area, wahi tapu, or wahi tapu area for the execution of a heritage covenant to provide for the protection, conservation, and maintenance of that place, area, or wahi tapu.

Heritage inventory

In a district or region-wide context a heritage inventory will comprehensively document the heritage resources of the area. Sometimes these cover one component of the overall resource such as buildings, trees, Maori sites, or precincts. An inventory should provide basic descriptive details (location, legal description, and photograph), a history of the place, and an assessment of the values associated with it relative to a predetermined set of criteria.

Heritage order

A provision made in a district plan to give effect to a requirement made by a heritage protection authority.

(Resource Management Act 1991, s.187)

Heritage protection authority

- (a) Any Minister of the Crown including –
- (i) The Minister of Conservation acting either on his or her own motion or on the recommendation of the New Zealand Conservation Authority, a local conservation board, the New Zealand Fish and Game Council, or a Fish and Game Council; and
 - (ii) The Minister of Maori Affairs acting either on his or her own motion or on the recommendation of an iwi authority;
- (b) A local authority acting either on its own motion or on the recommendation of an iwi authority;
- (c) The New Zealand Historic Places Trust in so far as it exercises its functions under the Historic Places Act 1993;
- (d) A body corporate that is approved as a heritage protection authority under section 188.
- (Resource Management Act 1991, s.187)

Historic area

An area of land that –

- (a) Contains an inter-related group of historic places; and
 - (b) Forms part of the historical and cultural heritage of New Zealand; and
 - (c) Lies within the territorial limits of New Zealand.
- (Historic Places Act 1993, s.2)

Historic heritage

- (a) means those natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures, deriving from any of the following qualities:
- (i) archaeological
 - (ii) architectural
 - (iii) cultural
 - (iv) historic
 - (v) scientific
 - (vi) technological; and
- (b) includes –
- (i) historic sites, structures, places, and areas; and
 - (ii) archaeological sites; and

- (iii) sites of significance to Maori, including wahi tapu; and
- (iv) surroundings associated with the natural and physical resources.

(Resource Management Act 1991, s.2)

Historic place

(a) Means –

- (i) Any land (including an archaeological site); or
 - (ii) Any building or structure (including part of a building or structure); or
 - (iii) Any combination of land and a building or structure, –
- that forms part of the historical and cultural heritage of New Zealand and lies within the territorial limits of New Zealand; and

(b) Includes anything that is in or fixed to such land.

(Historic Places Act 1993, s.2)

ICOMOS

International Council on Monuments and Sites – refer to New Zealand Charter for the Conservation of Places of Cultural Heritage Value, which contains principles to guide the conservation of places of cultural heritage value in New Zealand.

Iwi

Tribal group.

Iwi management plans

Iwi management plans or planning documents recognised by iwi authorities, can provide the basis for identifying and managing important places, wahi tapu sites and areas. When preparing or changing a regional policy statement, regional or district plan, local authorities must take into account any relevant planning document recognised by an iwi authority, and lodged with the council, to the extent that its content has a bearing on resource management issues.

(Resource Management Act 1991, s.61(2A) s.74(2A)).

Kaitiakitanga

The exercise of guardianship by the tangata whenua of an area in accordance with tikanga Maori in relation to natural and physical resources, and includes the ethic of stewardship.

(Resource Management Act 1991, s2)

Local authority

A regional council, unitary authority or territorial authority.

Marae

Complex around a whareniui (meeting house).

Mana Whenua

Customary authority exercised by an iwi or hapu in an identified area

(Resource Management Act 1991, s.2)

New Zealand Archaeological Association (NZAA)

The NZAA is a non-statutory body representing professional and amateur archaeologists throughout New Zealand.

NZAA Site Recording Scheme Database

The NZAA Site Recording Scheme is endorsed by the NZHPT and the Department of Conservation as the official national inventory for archaeological sites. It currently contains over 59,000 records, comprising paper based records held by District Filekeepers and an electronic index (CINZAS) held by the Department of Conservation. The Parliamentary Commissioner for the Environment in the review of Historic and Cultural Heritage management in New Zealand in 1996 recognised the Site Recording Scheme as ‘a database of national significance’.

Register

See Register of historic places, historic areas, wahi tapu and wahi tapu areas.

Register of historic places, historic areas, wahi tapu and wahi tapu areas

The Register of historical and cultural heritage compiled by the NZHPT under the Historic Places Act 1993.

(Historic Places Act 1993, s.22)

Wahi tapu

A place sacred to Maori in the traditional, spiritual, religious, ritual, or mythological sense.

(Historic Places Act 1993, s.2)

Wahi tapu area

An area of land that contains one or more wahi tapu.

(Historic Places Act 1993, s.2)

Appendix 6: ICOMOS NEW ZEALAND

Charter for the Conservation of Places of Cultural Heritage Value

Preamble

New Zealand retains a unique assemblage of places of cultural heritage value relating to its indigenous and its more recent peoples. These areas, landscapes and features, buildings, structures and gardens, archaeological and traditional sites, and sacred places and monuments are treasures of distinctive value. New Zealand shares a general responsibility with the rest of humanity to safeguard its cultural heritage for present and future generations. More specifically, New Zealand peoples have particular ways of perceiving, conserving and relating to their cultural heritage.

Following the spirit of the *International Charter for the Conservation and Restoration of Monuments and Sites* (the Venice Charter 1966), this charter sets our principles to guide the conservation of places of cultural heritage value in New Zealand. It is intended as a frame of reference for all those who, as owners, territorial authorities, tradespersons or professionals, are involved in the different aspects of such work. It aims to provide guidelines for community leaders, organisations and individuals concerned with conservation issues. It is a statement of professional practice for members of ICOMOS New Zealand.

Each section of the charter should be read in the light of all the others. Definitions of terms used are provided in section 22.

Accordingly this charter has been adopted by the New Zealand National Committee of

the International Council on Monuments and Sites at its Annual General Meeting on 4 October 1992.

1. The purpose of conservation

The purpose of conservation is to care for places of cultural heritage value, their structures, materials and cultural meaning. In general, such places:

- i. have lasting values and can be appreciated in their own right;
- ii. teach us about the past and the culture of those who came before us;
- iii. provide the context for community identity whereby people relate to the land and to those who have gone before;
- iv. provide variety and contrast in the modern world and a measure against which we can compare the achievements of today; and
- v. provide visible evidence of the continuity between past, present and future.

2. Indigenous cultural heritage

The indigenous heritage of Maori and Moriori relates to family, local and tribal groups and associations. It is inseparable from identity and well-being and has particular cultural meanings.

The **Treaty of Waitangi** is the historical basis for indigenous guardianship. It recognises the indigenous people as exercising responsibility for their treasures, monuments and sacred places. This interest extends beyond

current legal ownership wherever such heritage exists. Particular knowledge of heritage values is entrusted to chosen guardians. The conservation of places of indigenous cultural heritage value therefore is conditional on decisions made in the indigenous community, and should proceed only in this context. Indigenous conservation precepts are fluid and take account of the continuity of life and the needs of the present as well as the responsibilities of guardianship and association with those who have gone before. In particular, protocols of access, authority and ritual are handled at a local level. General principles of ethics and social respect affirm that such protocols should be observed.

3. Conservation practice

Appropriate conservation professionals should be involved in all aspects of conservation work. Indigenous methodologies should be applied as appropriate and may vary from place to place. Conservation results should be in keeping with their cultural content. All necessary consents and permits should be obtained.

Conservation projects should include the following:

- i. definition of the cultural heritage value of the place, which requires prior researching of any documentary and oral history, a detailed examination of the place, and the recording of its physical condition;
- ii. community consultation, continuing throughout a project as appropriate;
- iii. preparation of a plan which meets the conservation principles of this charter;
- iv. the implementation of any planned work; and
- v. the documentation of any research, recording and conservation work, as it proceeds.

General Principles

4. Conservation method

Conservation should:

- i. make use of all relevant conservation values, knowledge, disciplines, arts and crafts;
- ii. show the greatest respect for, and involve the least possible loss of, material of cultural heritage value;
- iii. involve the least degree of intervention consistent with long term care and the principles of this charter;
- iv. take into account the needs, abilities and resources of the particular communities; and
- v. be fully documented and recorded.

5. Respect for existing evidence

The evidence of time and the contributions of all periods should be respected in conservation. The material of a particular period may be obscured or removed if assessment shows that this would not diminish the cultural heritage value of the place. In these circumstances such material should be documented before it is obscured or removed.

6. Setting

The historical setting of a place should be conserved with the place itself. If the historical setting non longer exists, construction of a setting based on physical and documentary evidence should be the aim. The extent of the appropriate setting may be affected by constraints other than heritage value.

7. Risk mitigation

All places of cultural heritage value should be assessed as to their potential risk from any natural process or event. Where a significant risk is determined, appropriate action to minimise the risk should be undertaken. Where appropriate, a risk mitigation plan should be prepared.

8. Relocation

The site of an historic structure is usually an integral part of its cultural heritage value. Relocation, however, can be a legitimate part of the conservation process where assessment shows that:

- i. the site is not of associated value (an exceptional circumstance); or
- ii. relocation is the only means of saving the structure; or
- iii. relocation provides continuity of cultural heritage value.

A new site should provide a setting compatible with cultural heritage value.

9. Invasive investigation

Invasive investigation of a place can provide knowledge that is not likely to be gained from any other source. Archaeological or structural investigation can be justified where such evidence is about to be lost, or where knowledge may be significantly extended, or where it is necessary to establish the existence of material of cultural heritage value, or where it is necessary for conservation work. The examination should be carried out according to accepted scientific standards. Such investigation should leave the maximum amount of material undisturbed for study by future generations.

10. Contents

Where the contents of a place contribute to its cultural heritage value, they should be regarded as an integral part of the place and be conserved with it.

11. Works of art and special fabric

Carving, painting, weaving, stained glass and other arts associated with a place should be considered integral with a place. Where it is necessary to carry out maintenance and repair of any such material, specialist conservation advice appropriate to the material should be sought.

12. Records

Records of the research and conservation of places of cultural heritage value should be placed in an appropriate archive. Some knowledge of place of indigenous heritage value is not a matter of public record, but is entrusted to guardians within the indigenous community.

Conservation Process

13. Degrees of intervention

Conservation may involve, in increasing extent of intervention: non-intervention, maintenance, stabilisation, repair, restoration, reconstruction or adaptation. Where appropriate, conservation processes may be applied to parts or components of a structure or site.

Re-creation, meaning the conjectural reconstruction of a place, and replication, meaning to make a copy of an existing place, are outside the scope of this charter.

14. Non-intervention

In some circumstances, assessment may show that any intervention is undesirable. In particular, undisturbed constancy of spiritual association may be more important than the physical aspects of some places of indigenous heritage value.

15. Maintenance

A place of cultural heritage value should be maintained regularly and according to a plan, except in circumstances where it may be appropriate for places to remain without intervention.

16. Stabilisation

Places of cultural heritage value should be protected from processes of decay, except where decay is appropriate to their value. Although deterioration cannot be totally prevented, it should be slowed by providing stabilisation or support.

17. Repair

Repair of material or of a site should be with original or similar materials. Repair of a technically higher standard than the original workmanship or materials may be justified where the life expectancy of the site or material is increased, the new material is compatible with the old and the cultural heritage value is not diminished. New material should be identifiable.

18. Restoration

Restoration should be based on respect for existing material and on the logical interpretation of all available evidence, so that the place is consistent with its earlier form and meaning. It should only be carried out if the cultural heritage value of the place is recovered or revealed by the process.

The restoration process typically involves reassembly and reinstatement and may involve the removal of accretions.

19. Reconstruction

Reconstruction is distinguished from restoration by the introduction of additional materials where loss has occurred. Reconstruction may be appropriate if it is essential to the function or understanding of a place, if sufficient physical and documentary evidence exists to minimise conjecture, and if surviving heritage values are preserved. Reconstruction should not normally constitute the majority of a place. Generalised representations of typical features or structures should be avoided.

20. Adaptation

The conservation of a place of cultural heritage value is usually facilitated by it serving a socially, culturally or economically useful purpose. In some cases, alterations and additions may be acceptable where they are essential to continued use, or where they are culturally desirable, or where the conservation of the place cannot otherwise be achieved. Any change, however, should be the minimum

necessary and should not detract from the cultural heritage value of the place. Any conditions and alterations should be compatible with original fabric but should be sufficiently distinct that they can be read as new work.

21. Interpretation

Interpretation of a place may be appropriate if enhancement of public understanding is required. Relevant protocol should be complied with. Any interpretation should not compromise the values, appearance, structure or materials of a place, or intrude upon the experience of the place.

22. Definitions

For the purposes of this charter:

- **adaptation** means modifying a place to suit it to a compatible use, involving the least possible loss of cultural heritage value
- **conservation** means the processes of caring for a place so as to safeguard its cultural heritage value
- **cultural heritage value** means possessing historical, archaeological, architectural, technological, aesthetic, scientific, spiritual, social, traditional or other special cultural significance, associated with human activity
- **maintenance** means the protective care of a place
- **material** means physical matter which is the product of human activity or has been modified by human activity
- **place** means any land, including land covered by water, and the airspace forming the spatial context to such land, including any landscape, traditional site or sacred place, and anything fixed to the land including any archaeological site, garden, building or structure, and any body of water, whether fresh or seawater, that forms part of the historical and cultural heritage of New Zealand

- **preservation** means maintaining a place with as little change as possible
- **reassembly (*anastylosis*)** means putting existing but dismembered parts back together
- **reconstruction** means to build again in the original form using old or new material
- **reinstatement** means putting components of earlier material back in position
- **repair** means making good decayed or damaged material
- **restoration** means returning a place as nearly as possible to a known earlier state by reassembly, reinstatement and/or the removal of extraneous additions
- **stabilisation** means the arrest of the processes of decay
- **structure** means any building, equipment, device or other facility made by people and which is fixed to the land.