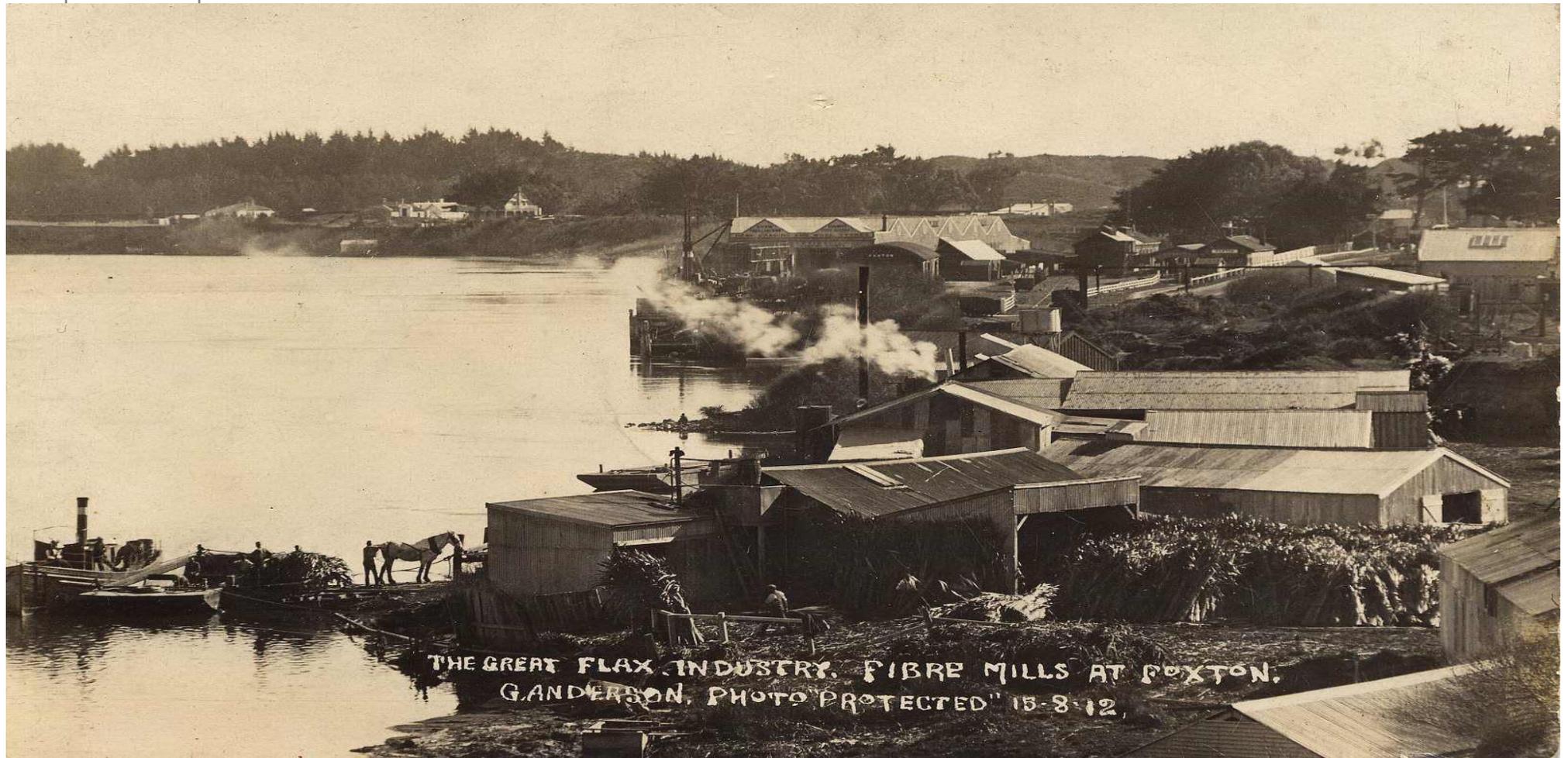


HOROWHENUA DISTRICT HERITAGE STRATEGY

Adopted 5 September 2012



THE GREAT FLAX INDUSTRY. FIBRE MILLS AT FOXTON.
G. ANDERSON. PHOTO PROTECTED 15-8-12.

Document Quality Assurance

This report has been prepared in accordance with Boffa Miskell quality assurance procedures, and has been reviewed and approved for release as set out below.

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Prepared by:	Greg Vossler Senior Planner Boffa Miskell Limited	
Peer reviewed by:	Marc Baily Director Boffa Miskell Limited	
	David McCorkindale Project Manager (District Plan Review) Horowhenua District Council	
	Tony Thomas Manager, Environmental Services Horowhenua District Council	
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Figure 1: Weraroa Boys Training Farm, Levin; courtesy of the Te Horowhenua Trust

1.0 Introduction

1.1 What is Heritage and Why is it Important?

Heritage, in the context of this strategy, is a term that is generally used to describe buildings, sites, objects and other elements we value from the past and that we want to safeguard and pass on to future generations. The reason for this is that heritage provides us with a sense of identity and continuity through:

- teaching us about the past and the culture of those who came before us;
- providing a context for community identity which helps people relate to an area;
- providing variety and contrast and a measure by which we can compare the achievements of today; and
- providing visible evidence of the continuity between past, present and future.

Regardless, heritage is a finite resource and once it is lost it cannot be replaced.

The Horowhenua District has a rich Māori and European history that has influenced the development of the area, tangible evidence of which includes:

- Built heritage (historic buildings and structures, either individually or in groups) – examples include, Shannon Railway Station, Duncan House in Foxton, the War Memorial in Manakau, the Horowhenua College Main Building in Levin and Hydro-electric Power Station in Mangahao;
- Archaeological sites – for example, the moa hunter site near Foxton and Mangaroa Pa adjacent to Lake Horowhenua; and
- Māori heritage sites, including wāhi tapu, wāhi tupuna, urupā and places of cultural or traditional importance – examples include Lake Papaitonga near Levin and Poutu Marae near Shannon.

Given the important role these places play in reflecting the District's history they are the primary focus for the purposes of this strategy.

1.2 Statutory Context

Consistent with the statutory role and responsibilities assumed by other local authorities the Horowhenua District Council (the Council) has a key role in protecting and managing the heritage of the District as follows:

- Under the Resource Management Act 1991 it is required to recognise and provide for the protection of the District's heritage from inappropriate subdivision, use and development as a matter of national importance [section 6(f)];
- Under the Local Government Act 2002 it is required to promote the social, economic, environmental and cultural well-being of the community, with heritage being a key

contributor to well-being from a cultural, social and environmental perspective [section 11(a)];

- Under the Building Act 2004 it is required, in exercising any associated function, duty or power, to take into account the need to facilitate the preservation of buildings of significant cultural, historical or heritage value [section 4(2)(l)].

Additionally, the Historic Places Act 1993 also assumes an influential role in determining how the District's heritage is protected and managed. In particular, it applies 'blanket' protection over all archaeological sites in the District regardless of whether they currently known or recorded, and requires the approval of the New Zealand Historic Places Trust (NZHPT) for any activity that could lead to their destruction, damage or modification [sections 10-12].

1.3 Purpose of the Strategy

The purpose of the Strategy is to assist the Council and community to more effectively manage heritage in the Horowhenua District. It does this by:

- Identifying issues and opportunities to address heritage management in the District;
- Creating a vision to ensure that the District's heritage is recognised, protected and celebrated;
- Providing a framework for action to enable the Council to achieve its vision;
- Creating and fostering opportunities to partner with key heritage interest groups and agencies to enable a more

- collaborative approach to heritage management in the District; and
- Providing a mechanism to raise community awareness and appreciation of the District's heritage.

2.0 Opportunities and Challenges

In advancing the protection, management and promotion of the district's heritage the Council is presented with a range of opportunities and challenges. Some of the key opportunities and challenges identified through engagement with iwi and heritage sector representatives are as follows:

2.1 Opportunities

- Development of a more extensive heritage inventory, including a more representative range of heritage places that will enhance community pride in the District;
- Selection and active promotion of key 'themes' that encapsulate the major development influences in the District (e.g. railways, flax industry);

- Recognition and promotion of the characteristics allied with distinct precincts/areas within the District, including their associated economic contribution (e.g. historic Main Street & wharf area, Foxton; Plimmer Terrace, Shannon);
- Establishment of an Iwi advisory body to assist and advise the Council on the management of Māori heritage;
- Rejuvenation and adaptive re-use of the District's heritage buildings;
- Exploration with Iwi of opportunities to utilise the research undertaken for Treaty settlement purposes and to co-manage sites of significance to Māori;
- Exploration of measures to offset the regulatory impact of heritage protection on private property rights (e.g. incentives such as rates relief, access to professional advice and public/private partnerships);
- Development of closer collaborative relationships between parties/agencies with an interest in heritage (e.g. Council/Iwi/Historical Societies/NZHPT);
- Exploration of ways to increase community/public education and awareness of the district's rich and diverse heritage (e.g. plaques);
- Support for, and promotion of, the efforts of local museums in compiling, curating and exhibiting material connected with the history of the District; and
- Promotion and Integration of cultural considerations into Council activities (e.g. Te Takere) and recognition of the dual/multiple names and associated meaning that apply to places throughout the District.

2.2 Challenges

- General community disinterest in or understanding of the District's heritage;
- Recognition and appreciation of the District's heritage and the contribution that heritage areas make to the 'character' of a place;
- Recognition that there is more to heritage than age and architectural value;
- Acknowledgement of, and respect for, the existence of differing iwi histories and perspectives;
- Tension between the private cost vs public benefit of heritage protection;
- Costs associated with strengthening heritage buildings identified as earthquake prone (e.g. Foxton Main Street);
- Accommodating heritage within the District's urban growth aspirations;
- Subdivision, particularly reduction in lot size and the affect that this can have on the existing heritage setting;
- Resilience of the District's heritage to the effects of natural hazards and climate change;
- Impact of intensified land use on the District's archaeological resources (e.g. earthworks);
- Impact of 'Big Box' retailing on heritage areas and streetscapes;
- Council willingness to commit ongoing resources to heritage protection and management;
- Effective collaboration between local government, NZHPT and Iwi concerning the management of heritage of significance to Māori (e.g. modelled on the Manawatu River Accord);
- Reconciliation of differing cultural perspectives that exist regarding our understanding and appreciation of the District's history (e.g. the outcomes of post-contact conflict).



Figure 2: Mangahao Hydro-electric Power Station; courtesy of the Te Horowhenua Trust

3.0 Heritage Vision and Goals

3.1 Heritage Vision

The heritage of Horowhenua District is recognised, protected and promoted; it contributes to community identity and pride and offers resident's a meaningful connection with the District's past.



Figure 3: Shannon Railway Station; courtesy of the Te Horowhenua Trust

3.2 Heritage Goals

3.2.1 Recognising

Goal 1: To identify heritage resources that are representative of the District's history of occupation and settlement.

3.2.2 Protecting

Goal 2: To appropriately protect and manage heritage resources that have been identified.

3.2.3 Promoting

Goal 3: To promote public awareness of, and appreciation for, identified heritage resources.

4.0 Action Plan

To progress the heritage vision and associated goals a specific plan of action has been developed in conjunction with Iwi and heritage sector representatives. It is the Council's intention that the set of actions identified in this strategy will be gradually implemented over time, as funding and resources permit. Due to these constraints the actions have been prioritised on the basis of their relative need and/or urgency.

4.1 Goals and Actions

The range of specific actions that have been identified for each of the strategy goals is as follows:

Goal 1: To identify heritage resources that are representative of the district's history of occupation and settlement

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
4.1.1	Develop a nomination process, thematic framework and associated criteria to inform the identification and assessment of prospective historic heritage buildings and sites for inclusion in the District Plan.	HDC/Iwi/NZHPT/Horizons/DoC/ Historical Societies/Historic Places Manawatu Horowhenua	High	High	2012 - 2013
4.1.2	Undertake a comprehensive survey of prospective historic heritage buildings and sites in the District, including an assessment of the significance of the places nominated, their categorisation under key themes relating to the occupation and settlement of the district and co-ordinated management of the information	HDC/Iwi/NZHPT/Horizons/DoC/ Historical Societies/Historic Places Manawatu Horowhenua/QE II Trust	High	High	2012 - 2013

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
	collected.				
4.1.3	Undertake research to identify the nature and extent of the collective heritage values associated with prospective historic heritage areas/precincts identified through the comprehensive survey.	HDC/Iwi/NZHPT/Historical Societies/Historic Places Manawatu Horowhenua	Low	Low	2014 - 2015
4.1.6	Explore, in collaboration with NZHPT and Iwi, undertaking research to identify the nature and extent of archaeological sites and Māori heritage sites in the District (e.g. Lake Horowhenua, Lake Papaitonga and the Waiwiri, Moutere and Hokio Streams; Manawatu River mouth and estuary; the coastal foredune; and the Tararua Ranges).	HDC/Iwi/NZHPT	Medium	Low	2013 -2014
4.1.7	Subscribe to the NZAA online digital site recording scheme (Archsite) and transfer relevant information relating to the District onto the Council's GIS system.	HDC	High	High	2012 - 2013

Goal 2: To appropriately protect and manage heritage resources that have been identified

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
4.2.1	Review and amend the Operative District Plan to include more effective regulatory provisions to manage and protect historic heritage buildings and sites in the District (e.g. alterations, earthworks, demolition, relocation, subdivision).	HDC	High	High	2012 - 2013
4.2.2	Review and amend the Proposed District Plan Heritage Schedule following the comprehensive review of historic heritage in the District and any investigations relating to Māori heritage sites and archaeological sites.	HDC	High	High	2012 - 2013
4.2.3	Investigate the introduction of planning provisions to encourage the ongoing use and adaptive re-use of historic heritage buildings in the District (e.g. earthquake strengthening).	HDC	High	High	2012 - 2013
4.2.4	Explore options with Iwi and NZHPT to appropriately manage and protect identified archaeological and Māori heritage sites in the District, including the use of advice notes for development in areas of moderate – high archaeological potential and alert layers in archaeologically sensitive areas.	HDC/Iwi/NZHPT	Medium	Medium	2013 - 2014
4.2.5	Ensure historic heritage management is recognised in, and implemented through, relevant HDC operational documents (e.g. reserve management plans).	HDC	Medium	Medium	Ongoing

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
4.2.6	Establish a heritage focus group to explore the use of non-regulatory methods and other voluntary mechanisms to incentivise the maintenance and enhancement of historic heritage buildings and sites, deter demolition and limit the impact of alterations to places of significant historic heritage value (e.g. waiving consent application fees, low interest loans, grants, covenants).	HDC/NZHPT	Medium	Low	2014 - 2015
4.2.7	Explore opportunities with Iwi to provide relevant training and guidance to HDC staff regarding the management and protection of Māori heritage sites.	HDC/Iwi	Low	Low	Ongoing
4.2.8	Promote early discussions with property owners/developers regarding the development/re-development of historic heritage buildings and sites, and ensure relevant information regarding historic heritage buildings and sites and associated heritage values (where known) is included on LIM's.	HDC/NZHPT	Medium	Low	Ongoing
4.2.9	Develop guidance to assist property owners to undertake activities such as maintenance, repair, alterations, additions and earthquake strengthening, including information regarding the heritage values associated with their properties.	HDC/NZHPT	Medium	Medium	2013 - 2014

Goal 3: To promote public awareness of, and appreciation for, identified heritage resources

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
4.3.1	Develop and maintain strong working relationships with key heritage agencies/interest groups, including regular information exchanges.	HDC/Iwi/NZHPT/DoC/Historical Societies/Historic Places Manawatu Horowhenua	High	Low	Ongoing
4.3.2	Explore the establishment of joint partnerships with heritage agencies/interest groups for the purposes of undertaking specific heritage studies or research.	HDC/Iwi/NZHPT/Historical Societies/Historic Places Manawatu Horowhenua	Medium	Medium	Ongoing
4.3.3	Introduce a heritage interpretation programme, including placement of heritage plaques on identified heritage buildings and installation of signage and interpretive panels relating to the District's historic heritage.	HDC/Iwi/NZHPT/Historical Societies/Historic Places Manawatu Horowhenua	Medium	Medium	2013 -2014
4.3.4	Promote the District's heritage through inclusion of relevant information on the HDC website and in HDC publications (e.g. brochures, booklets), and embedding heritage education into mainstream HDC activities (e.g. Te Takere, Te Awahou).	HDC	High	Medium	2012 -2013
4.3.5	Explore, in collaboration with adjacent local authorities and key heritage agencies/interest groups, the introduction of an annual/biennial 'Heritage Week'.	HDC/PNCC/KCDC/MDC/ Horizons/ Iwi/NZHPT/Historical Societies/Historic Places Manawatu Horowhenua	Low	Low	2014 - 2015
4.3.6	Establish an annual heritage awards programme to recognise the efforts of individuals or groups to conserve or protect	HDC/NZHPT	Low	Low	2014 - 2015

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
	historic heritage in the District.				
4.3.7	Support the establishment of tourism related heritage projects.	HDC	Low	Low	Ongoing

5.0 Implementation, Monitoring and Review

The Heritage Strategy is intended to be implemented through a variety of methods including regulation, incentives, education and collaborative arrangements with Iwi, heritage organisations, heritage landowners and the wider community. Implementation will also involve the development of a Council work programme to advance relevant actions identified in the Strategy. As this has resource and budget implications, the programme will be signalled in the Council's Long Term Plan and progressively implemented, subject to funding availability, through its Annual Plan process.

Progress towards implementing the identified actions will be monitored and internally reviewed on an annual basis. A more comprehensive review of how the Strategy as a whole is being implemented will be undertaken three years after it has been formally adopted by the Council and at three yearly intervals thereafter.



Figure 4: St. Andrew's Church, Manakau; courtesy of the Te Horowhenua Trust