

13 OBJECTIVES/POLICIES: Historic Heritage

13. Historic Heritage

Historic heritage, as defined in Section 2 of the RMA, encompasses a range of places including historic sites, structures and areas, archaeological sites and sites of significance to Māori. Such places provide us with a sense of identity and connection and once lost cannot be replaced.

The long history of Māori and European occupation and settlement in the District has provided it with a rich legacy of places of historic and cultural heritage value. These range from culturally important sites such as Waiwiri (Lake Papaitonga), through to archaeological sites such as the Moa hunter midden near Foxton and built heritage such as the Shannon Railway Station and Duncan House.

The protection of such places is recognised in Section 6(f) of the RMA as a matter of national importance that the Council needs to recognise and provide for in achieving the purpose of the RMA. Section 74(2)(b)(ia) of the RMA also requires Councils to have regard to relevant entries on the Historic Places List when preparing or changing their District Plan.

In response, Schedule 2: Historic Heritage – Buildings, Structures and Sites, identifies places of historic and cultural heritage value that represent the history of occupation and settlement in the District, while this Chapter sets out how these places will be protected and managed for the benefit of present and future residents. Natural landscapes and areas are addressed in Chapter 3 'Natural Features and Values' of the District Plan.

Advice Notes:

- Building Act 2004: Historic heritage buildings are not exempt from the Building Act 2004.
- Relationship with Heritage New Zealand: Recognition and management of historic heritage through the District Plan complements the statutory regime administered by the Heritage New Zealand under the Heritage New Zealand Pouhere Taonga Act 2014. Where a resource consent is required for any building or site entered on the Historic Heritage Schedule, the Heritage New Zealand will be notified as an affected party.

Issue 13.1 IDENTIFICATION OF HISTORIC HERITAGE

Insufficient understanding and awareness of the historic heritage that exists in the District.

ISSUE DISCUSSION

As the founding Māori and European families of the District dissipate, so too does much of the acquired knowledge relating to places associated with its history of occupation and settlement. Effective historic heritage protection and management relies on understanding the historic heritage values that apply to remaining buildings and sites in the District and identifying those places of significance to the community. Owners, occupiers and users of these places also need to be engaged and made aware of their significance if they are to be effectively managed into the future.

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Objectives & Policies

Objective 13.1.1 Identification of Historic Heritage

To identify historic heritage within the District that is representative of its history of occupation and settlement.

Policy 13.1.2

Identify historic heritage that contributes to an understanding and appreciation of the culture and history of the District, the region and/or New Zealand that is significant in terms of one or more of the following values:

- Māori cultural values.
- Archaeological values.
- Historic values.
- Social values.
- Setting and group values.
- Architectural values.
- Scientific and technological values.

Policy 13.1.3

Record significant historic heritage buildings and sites identified in accordance with Policy 13.1.2, and group these buildings and sites according to their relative significance into one of the following categories:

- Historic Heritage Group 1 Buildings and Structures:
Buildings that have outstanding national and/or regional significance due to their "rarity" and/or level of "integrity".
- Historic Heritage Group 2 Buildings and Structures:
Buildings that have regional and/or local significance.
- Historic Heritage Sites:
Places and areas that are of national, regional and/or local significance.

Explanation and Principal Reasons

For protection to occur historic heritage in the District needs to be identified and accurately researched, documented and mapped. The objective and associated policies seek to ensure that the important buildings and sites that represent the culture and history of the District, the region and the nation, are identified for inclusion in the District Plan.

To achieve this, the range of values that the Council will use to assess places nominated for inclusion in the Historic Heritage Schedule are set out in the District Plan. Where a nomination is successful, the relevant values are to be recorded in the schedule. This information, in turn, will help to inform the preparation of consent applications relating to the development of scheduled buildings and sites along with their subsequent assessment.

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Historic heritage buildings and sites have also been differentiated, recorded and presented in the District Plan on the basis of their relative significance. Some historic buildings in the District have 'outstanding' national or regional significance due to their rarity and/or integrity, while others have been assessed as significant at a regional or local level. Historic heritage sites are separately identified from buildings due to their differing management needs and requirements.

Methods for Issue 13.1 & Objective 13.1.1

District Plan

- Update Schedule 2 - Historic Heritage to reflect the full range of places in the District that are registered by the NZHPT.
- Have the remaining buildings, structures and sites, which were nominated by the public for their historical values, assessed by suitably qualified professionals to establish whether they should be included in Schedule 2 of the District Plan in the future.
- Commence a process, in line with the Horowhenua Heritage Strategy 2012, to identify sites of significance to Māori, wāhi tapu, wāhi tūpuna and archaeological sites.
- Council will review and maintain Schedule 2 of the District Plan on a regular basis, making appropriate changes to the Schedule by way of future plan changes based on the advice received from a suitably qualified heritage professional.

Other Council Initiatives

- Record scheduled historic heritage on the property information database and update as necessary.
- Liaise with Iwi and agencies such as the NZHPT and local Historic Societies to identify historic heritage in the District.
- Implement the action plan outlined in the Horowhenua District Heritage Strategy 2012 in order to identify the heritage resources that are representative of the District's history of occupation and settlement.

Issue 13.2 PROTECTION OF HISTORIC HERITAGE

Loss or degradation of historic heritage in the District due to inappropriate use, development or subdivision.

ISSUE DISCUSSION

Historic heritage is a finite resource. The inappropriate use, development or subdivision of important buildings and sites can directly result in their loss or degradation, while unsympathetic development in the vicinity of such places can adversely affect their associated heritage values.

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Objectives & Policies

Objective 13.2.1 Protection of Historic Heritage

To protect significant historic heritage that reflects the culture and history of the Horowhenua District from inappropriate subdivision, use and development.

Policy 13.2.2

Encourage the compatible use of buildings and sites included in the Historic Heritage Schedule.

Policy 13.2.3

Enable the maintenance, redecoration, repair and adaptive reuse of buildings and sites included in the Historic Heritage Schedule.

Policy 13.2.4

Encourage and facilitate the strengthening of buildings included in the Historic Heritage Schedule to increase their ability to withstand future earthquakes while minimising the significant loss of associated heritage values.

Policy 13.2.5

Avoid or appropriately mitigate any adverse effects of activities that could destroy or diminish the heritage values associated with buildings and sites included in the Historic Heritage Schedule.

Policy 13.2.6

Unless exceptional circumstances exist, avoid the demolition or destruction of Group 1 buildings and sites included in the Historic Heritage Schedule.

Policy 13.2.7

Discourage the demolition of Group 2 buildings included in the Historic Heritage Schedule.

Policy 13.2.8

Discourage subdivision that could destroy or diminish the heritage values associated with buildings and sites identified in the Historic Heritage Schedule.

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Explanation and Principal Reasons

The objective and policies seek to prevent the loss of heritage value associated with buildings, structures and sites included in the Historic Heritage Schedule due to neglect or under-use, or from changes arising from such activities as external alterations, additions, earthworks and subdivision.

For historic heritage buildings, structures and sites to be successfully and sustainably managed they need to remain functional. In response, the District Plan encourages their continued compatible use and enables regular maintenance, repair, redecoration and internal alterations to occur without the need for a resource consent. The District Plan also recognises that in order to provide for the ongoing safe, functional and economic use of historic heritage buildings it is necessary for them to be upgraded to meet relevant code standards, including earthquake strengthening.

Historic heritage buildings, structures and sites are also subject to activities which can lead to their associated heritage values being destroyed or severely diminished. Insensitive alterations and additions, for instance, can detract from the architectural qualities of a scheduled building, while demolition in response to development pressure results in permanent loss.

To address this situation the District Plan seeks to ensure that such effects are avoided or appropriately mitigated by requiring resource consent to be sought. In the case of demolition of Group 1 buildings and structures or the destruction of sites, the intent is that these activities are avoided unless exceptional circumstances exist. Exceptional circumstances could include total or partial demolition considered necessary due to significant and irreversible damage from fire or natural hazard events.

The context or setting associated with historic heritage buildings, structures and sites can also make an important contribution to its heritage value. The relationship between a building and its site, for instance, can be lost or eroded through the reduction of its original surrounds. In response, the District Plan seeks to ensure that the setting of a historic building, structure or site is not unduly compromised or its value diminished by inappropriate earthworks or on-site development, or incompatible subdivision activity and associated development.

Methods for Issue 13.2 & Objective 13.2.1

District Plan

- Schedule and categorise recognised historic heritage buildings and sites according to the relative significance of their associated values in the District Plan and identify these places on relevant Planning Maps.
- Adopt targeted rules relating to the management and protection of scheduled historic heritage buildings and sites.
- Impose conditions on resource consents to ensure the adverse effects of land use, subdivision or development are avoided, mitigated or remedied.

Other Council Initiatives

- Inform prospective purchasers of scheduled historic heritage through Land Information Memoranda (LIM) and landowners undertaking building work through Project Information Memoranda (PIM) and Planning checks.

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- Implement the action plan outlined in the Horowhenua District Heritage Strategy 2012 in order to appropriately protect and manage heritage resources that have been identified as requiring protection or management.
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Issue 13.3 BALANCING PRIVATE RIGHTS/PUBLIC GOOD

Reconciling the tension between the private cost and public benefit of protecting and managing the District's historic heritage.

ISSUE DISCUSSION

Most of the places identified in the District as being of historic heritage value to the community are in private ownership, with current owners being responsible for the cost associated with their management and protection. In the absence of adequate community awareness of the value derived from their ongoing retention, and recognition that their protection and management is a shared responsibility, there is a risk that the heritage values associated with these places will be lost or seriously diminished through demolition or deferred maintenance and repair.

Objectives & Policies

Objective 13.3.1 Balancing Private Rights/Public Good

To promote greater public awareness of, and support for, historic heritage within the Horowhenua District.

Policy 13.3.2

Increase public recognition and understanding of the District's historic heritage, its associated values and the respective responsibility that the public and private landowners assume in its ongoing management and protection.

Policy 13.3.3

Develop a range of non-regulatory mechanisms that encourage, assist and facilitate the conservation and protection of buildings and sites identified in the Historic Heritage Schedule.

Policy 13.3.4

Provide opportunities for greater development flexibility, where development facilitates the retention, conservation and/or protection of buildings and sites identified in the Historic Heritage Schedule.

Explanation and Principal Reasons

The objective and policies recognise that the protection and ongoing management of historic heritage comes at a cost, and that it may be unreasonable for private landowners to bear all of these costs when the public also benefits from its retention and careful stewardship. These provisions also recognise that effective protection of the District's historic heritage cannot be achieved through sole reliance on regulation.

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The District Plan acknowledges that the community and private landowners jointly have a responsibility to ensure that the District's historic heritage is appropriately managed and protected. In response, it seeks to increase public awareness through such measures as education and preparation of promotional material and guidance and to offer support to private landowners as Council funding and resources permit.

Methods for Issue 13.3 & Objective 13.3.1

Other Council Initiatives

- Through the Long Term Plan and Annual Plan processes, Council may commit resources such as rates relief, grants, waive administration fees, low interest loans or offer access to professional technical advice to encourage the management and protection of scheduled historic heritage buildings, sites and areas of interrelated significance.
- Implement the actions identified in the Horowhenua District Heritage Strategy 2012.
- Provide guidance and advice to assist landowners to sensitively manage scheduled historic heritage buildings, sites and areas of interrelated significance.
- Develop information and promotional material relating to scheduled historic heritage buildings and sites, including their associated value and the community benefit that is derived from their ongoing protection.
- Liaise and collaborate with landowners, Iwi and other groups and agencies with interests in the management and protection of scheduled historic heritage buildings, sites and areas of interrelated significance.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for historic heritage which are anticipated to result from the combined implementation of the above policies and methods are as follows:

- 13(a) A representative range of historic heritage buildings and sites that are of significance to local Iwi and the community are identified and protected.
- 13(b) Historic heritage buildings and sites are used and developed in a way that does not compromise their associated heritage values.
- 13(c) Increased community appreciation and awareness of the District's historic heritage and the importance of ensuring its ongoing protection.

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