

Historic heritage

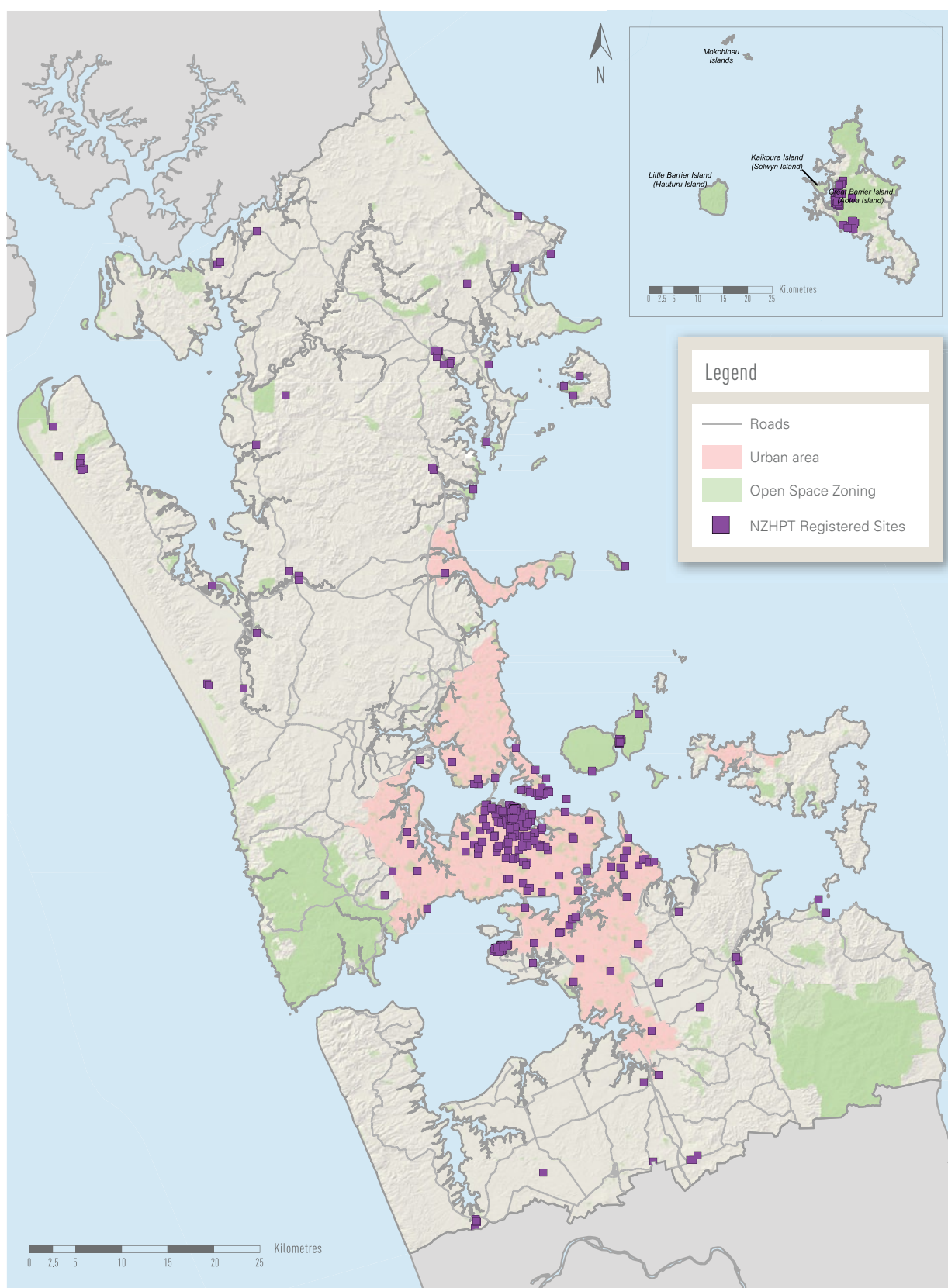


FIGURE 9 Location of NZHPT registered heritage items across the Auckland region. (Source: ARC CHI).

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Condition of and risk to heritage items

The ARC and other agencies in the region currently expend considerable effort and resources in trying to identify and protect heritage values. However there is little systematic monitoring of the condition of historic heritage.

The following indicators report on applications made to destroy or modify known built heritage sites. However, they do not report on any human-inflicted damage that may be occurring without appropriate consent, or sites that are not scheduled in plans or not registered by the NZHPT (where consent is not required). Neither do these indicators report on the extent of deterioration due to natural processes (e.g. exposure to wind, rain and sunlight).

Indicator 6: Number of resource consents for demolition or relocation

Data for this indicator was collected for 2005 and 2006. A national list of heritage items was compiled from the 11,633 items that were scheduled by council, district and regional plans, registered by NZHPT, or on conservation land managed by DoC. Archaeological sites were excluded from the list. Table 3 shows the number of built heritage items that were destroyed, relocated or partly removed as a result of resource consents granted by the relevant council during this period.

TABLE 3 Number of protected heritage items that were destroyed, relocated or partly removed in 2005/06.
(Source: Opus International Consultants Ltd, unpublished findings).

Region	Destroyed	Relocated	Partly removed	Total
Northland	2	0	0	2
Auckland	3	0	0	3
Waikato	2	1	0	3
Bay of Plenty	0	0	0	0
Hawke's Bay	4	1	0	5
Wanganui	1	1	0	2
Wellington	3	3	1	7
Nelson/Marlborough	1	0	0	1
Canterbury	3	1	3	7
West Coast	1	0	0	1
Otago	4	3	2	9
Southland	0	0	0	0
Total	24	10	6	40

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Three protected built heritage items were destroyed in the Auckland region, all located in North Shore City and listed on the heritage schedule of the district plan (but not registered by the NZHPT).

Figure 10 shows that compared with the rest of the country, the results for the Auckland region are better than for a number of other regions (notably Otago, Wellington and Canterbury).

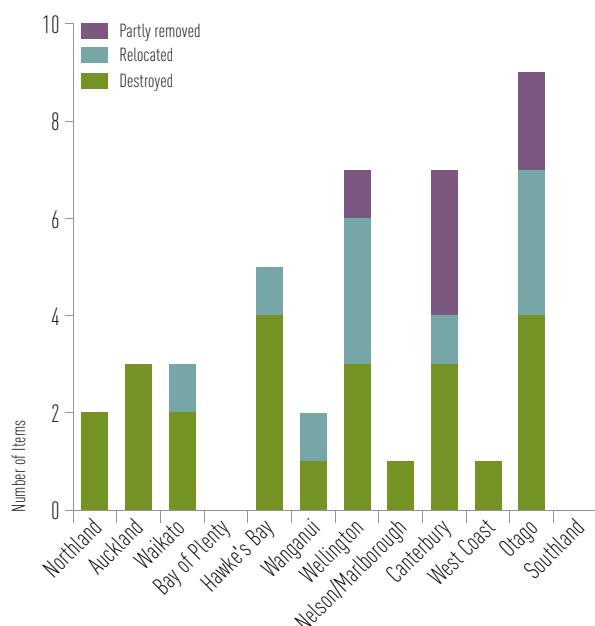


FIGURE 10 Number of protected heritage items destroyed, relocated or partly removed in 2005/06 by region. (Source: Opus International Consultants Ltd, unpublished findings).

Indicator 7: Number of authority applications granted

The NZHPT is responsible for granting authority applications to modify, damage or destroy an archaeological site (whether or not it is scheduled in a district plan). Between 2004 and 2008, the NZHPT made decisions on 200 authority applications in the Auckland region:

- 186 were granted
- one was part granted/part declined
- one was declined
- 12 were withdrawn by the applicants.

Figure 11 shows that, within the Auckland region, the largest number of authority applications were granted in Auckland City, followed by Manukau City and Rodney District, while Papakura District had only six. These numbers may be a useful indicator of development pressure but further research is needed before any conclusions can be made.

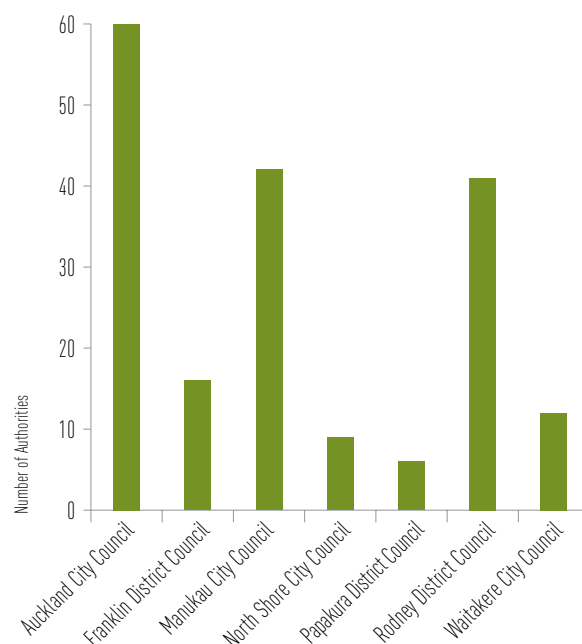


FIGURE 11 Numbers of archaeological authority applications granted by the NZHPT 2004-08, by council. (Source: NZHPT).

Figure 12 shows that the number of authority applications granted by the NZHPT doubled from 25 in 2004 to 50 in 2008. The reasons for this trend are not clear; it could be due to increased development pressure from rural subdivision and/or urban redevelopment and infill, or landowners may be more aware of the need to apply to the NZHPT for an archaeological authority.

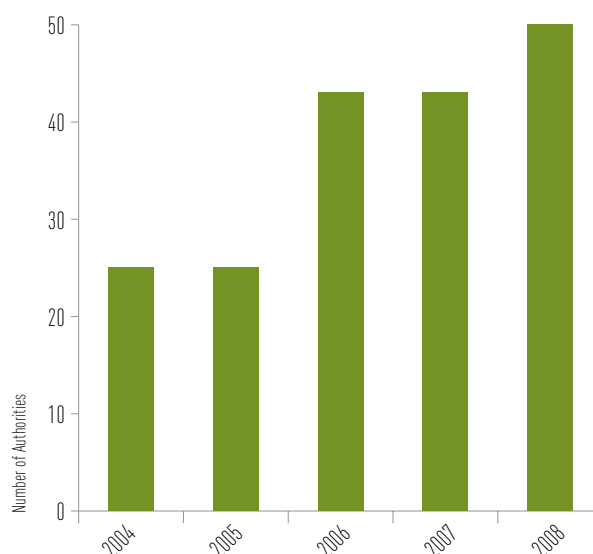


FIGURE 12 Numbers of archaeological authority applications granted by the NZHPT 2004-08. (Source: NZHPT).

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The five reasons for which authority applications were granted were:

- urban development (45 per cent)
- forestry (21 per cent)
- utility and remedial works (14 per cent)
- heritage investigation/conservation works (12 per cent)
- roading/footpath (8 per cent).

Additional research into the nature and effect of the authority applications that were granted is required before any conclusions can be drawn about the extent of modification or damage consented to, or the significance of these sites.

Indicator 8: Change in condition of archaeological sites

There is very little monitoring information available to report on the condition of heritage items in the Auckland region, apart from the details provided by the New Zealand Archaeological Association (NZAA) about the condition of archaeological sites.

The condition of an archaeological site can be re-assessed for various reasons: as part of a council survey to assist with the district planning process, as part of the land development process, or as a result of:

- an archaeological investigation undertaken by the University of Auckland
- monitoring and site visits by ARC staff
- surveys undertaken for archaeological authority applications
- the NZAA site upgrade programme.

This information is used to update the existing information about known archaeological sites, including changes in their condition over time.

Figure 13 shows the various changes that have occurred since 1999. In particular, the number of intact sites has increased slightly (from 20 per cent in 1999 to about 22 per cent in 2008). The number of damaged sites has remained fairly constant, despite small fluctuations, but the number of destroyed sites has increased slightly (from 7 per cent in 1999 to 9 per cent in 2008).

A positive development is that the number of sites with no data available has declined from 9 per cent in 1999 to 3 per cent in 2008, indicating that our knowledge about the condition of archaeological sites in the Auckland region is improving.

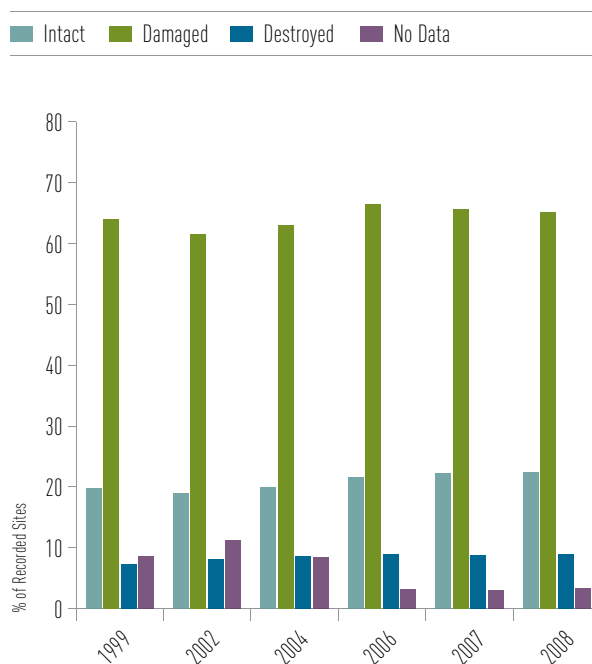


FIGURE 13 State of archeological sites in the Auckland region, 1999-2008. (Source: ARC 2008).

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Implications

As identification of historic heritage increases, there is a corresponding increase in our ability to protect known heritage sites and items.

The distribution of currently known heritage items in the CHI does not necessarily reflect the distribution of actual items, since survey work is often driven by development proposals. This means that rural areas and other areas with low development pressure are often not well surveyed and historic heritage within those areas may, as a consequence, be at greater risk.

The NZHPT registration of sites has had a strong focus on Auckland City. This has implications in terms of the potential availability of the National Heritage Preservation Fund which is available in the Auckland region only to Category 1 registered heritage sites. The analysis of the type of heritage sites being registered by the NZHPT suggests that Māori heritage is under-represented and, therefore, may not have adequate access to funding support.

As there is no systematic monitoring of the condition of heritage items, little is known about how heritage items are withstanding degradation from natural pressures or human activities. Consequently, our ability to respond in a co-ordinated and comprehensive manner is affected.

ARC responses

Improving our planning

The future of historic heritage in the Auckland region will be largely determined by:

- the quality of our land use and coastal planning
- the extent to which district and regional plans, in particular, control development in order to minimise threats to heritage items and maximise protection and enhancement.

To assist with planning, the Auckland Regional Policy Statement sets out policy to guide the evaluation of historic heritage by councils as part of their responsibility under the RMA.

All councils in existence in the Auckland region at the time of writing have identified various heritage items of significance and listed these in the schedules of their district and regional plans. For example the ARC has scheduled heritage items in the marine area in the Auckland Regional Plan: Coastal and this plan also includes rules to control activities in the Coastal Marine Area that may damage heritage items. However, the bulk of historic heritage in the Auckland region is located on land so the primary responsibility for managing the effects of development upon historic heritage rests with councils. Consequently, most information in this section relates to the responses of the councils in the Auckland region (and the ARC in regard to marine heritage).

Scheduling of heritage items

Figure 14 shows an increasing trend in the overall number of heritage items scheduled in district plans and in the Auckland Regional Plan: Coastal since 2000. In 2000, about 2205 items had been scheduled. By 2008, 2886 items were scheduled, meaning that 681 new items had been added (a 31 per cent increase).

This growth is due to additional sites being added to the heritage schedules over time, as a result of plan changes initiated by local authorities. The most substantial of these was the proposed Hauraki Gulf Islands section of the Auckland District Plan, which was notified for public submissions in 2006. More than 200 new heritage items, predominantly built heritage and archaeological sites, were added after surveys on Waiheke Island and Rangitoto Island. These accounted for about one third of the total increase in scheduled heritage items between 2000 and 2008.

However, apparent inconsistencies in the way that scheduled heritage items have been counted over time means that caution is needed when trying to identify trends or draw conclusions from this data.

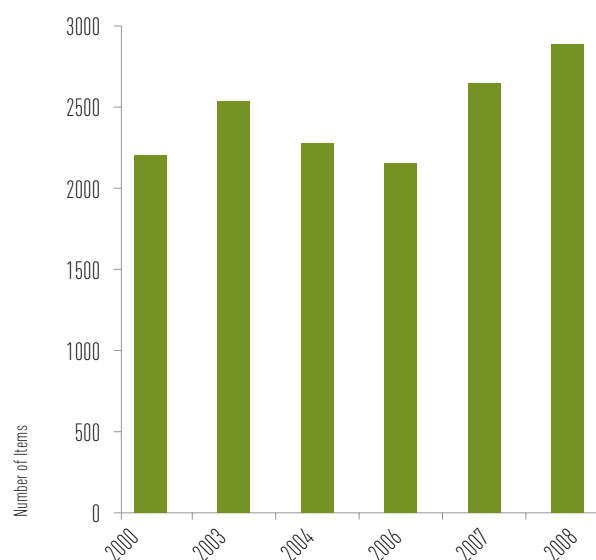


FIGURE 14 Changes in the total number of scheduled items between 2000 and 2008. (Source: ARC).

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Type of scheduled items

All local councils currently identify heritage buildings and other structures in schedules to their district plans and, as for the NZHPT register, these dominate the types of scheduled items.

To date, all local councils in the Auckland region have scheduled the exterior of buildings for protection, and four have also identified interior features that contribute to some of the heritage value of the item. It is less common for the site surrounds to be scheduled, and only Auckland City and Rodney District councils have specifically identified site surrounds such as gardens and other open spaces.

Archaeological sites and trees are commonly included in the heritage schedules. All councils have identified archaeological sites (although the number scheduled varies significantly across the councils) but together they reflect only a small proportion of the approximately 10,400 archaeological sites recorded in the CHI.

The ARC is the only council to not identify trees, although sites of historic botanical and ecological significance are recorded in the CHI.

Māori heritage items are considerably under-represented, with only three of the eight district/regional plans containing items with specific Māori heritage value, and all of these were first registered by the NZHPT.

Table 4 and Figure 15 show the type and proportion of heritage values identified in schedules to district plans and the Auckland Regional Plan: Coastal.

TABLE 4 Types of scheduled items identified in council plans. (Source: Local authority district plan schedules).

Council	Built			Archaeological	Māori	Trees	Geological
	Exterior	Interior	Surrounds				
Auckland City	✓	✓	✓	✓	✓	✓	✓
Franklin District	✓	✗	✗	✓	✗	✓	✗
Manukau City	✓	✓	✗	✓	✓	✓	✓
North Shore City	✓	✓	✗	✓	✗	✓	✗
Papakura District	✓	✗	✗	✓	✗	✓	✗
Rodney District	✓	✗	✓	✓	✗	✓	✗
Waitakere City	✓	✓	✗	✓	✗	✓	✗
Auckland Regional	✓	✗	✗	✓	✓	✗	✗
Key	✓	Scheduled in the district plan					
	✗	Not scheduled in the district plan					

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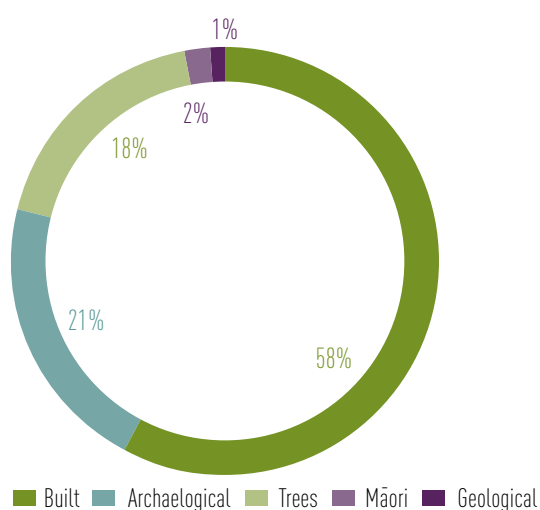


FIGURE 15 Proportion of scheduled items in district plans, by type. (Source: Local authority district plan schedules).

Regulating activities that affect heritage items

District and regional plan rules

Heritage items that are listed in heritage schedules are given a high level of protection. All of the councils in the Auckland region have scheduled items and have corresponding rules within plans that are aimed at protecting those scheduled items. In addition, many commercial and residential heritage areas and/or zones have been identified for protection on planning maps. This means that any activities with the potential to damage, diminish or destroy the heritage values of these areas or zones cannot be undertaken without resource consent.

For built heritage, rules control demolition, relocation, additions and alterations, new buildings on the site, signage, landscaping and subdivision. For sites that are significant to Māori, and for archaeological sites, these rules relate to modification, destruction, earthworks, new buildings, vegetation clearance and planting, subdivision and signage. For scheduled trees, the rules usually relate to any work to be done within the dripline of the tree, such as earthworks, building construction and pruning.

Heritage Protection Orders

These can be made under the RMA and offer strong protection when imposed by a Heritage Protection Authority, including the NZHPT and councils. Heritage Protection Orders are used very sparingly, typically when a site of significant historic value is threatened by imminent destruction or when the existing rules are insufficient.

At the time of writing, only two councils within the Auckland region have scheduled items that are subject to heritage protection orders. Auckland City has five buildings in the CBD with heritage protection orders in place and Waitakere City had one in place for the New Lynn Hotel, a council-owned building. However, this was demolished in 2008 for health and safety reasons.

Scheduling and regulation: Is it working?

The success of scheduling and the inclusion of rules in plans by individual territorial authorities can be assessed in various ways.

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Protection activity over time

Figure 16 shows an apparently uneven level of effort in scheduling heritage items within the Auckland region, with the Auckland City Council district plan having the greatest number of scheduled items (about 1144). More importantly, the number of scheduled items in the Auckland, North Shore, Papakura, Manukau and Waitakere district plans has increased since 2000 but there has been no increase in the Franklin and Rodney district plans or in the Auckland Regional Plan: Coastal. This uneven level of effort reflects varying levels of resourcing for historic heritage across the Auckland region.

It is also worth noting that only two councils have made changes to the historic heritage provisions in their district plans in response to the RMA Amendment (2003) that introduced new and additional historic heritage management responsibilities for councils. Auckland City Council initiated changes to a number of provisions affecting historic heritage, and in 2006 North Shore City Council notified a plan change (Plan Change 3) to strengthen the provisions of a particular residential heritage zone following a detailed assessment of resource consent outcomes and a residents' survey.

This pattern shows that, in general, the recognition of historic heritage in plans is increasing but there appears to be intra-regional variation in that trend.



FIGURE 16 Number of schedule items 2000-2008, by council. (Source: ARC).

NZHPT review

The NZHPT recently published a nationwide study into the quality of the heritage provisions (rules) in district and regional plans. Some examples of weakness that were identified by the NZHPT within the Auckland region are the:

- Waitakere City Council District Plan. This has only limited regulation for waahi tapu (the rules relate to the alteration of any known waahi tapu rather than its damage or destruction).
- Manukau and Papakura district plans. These do not explicitly control the relocation of listed heritage items. Instead, they adopt a 'modification' rule with varying definitions.
- Several plans for the Auckland region were highlighted for the high quality of their rules:
- Auckland City and Rodney district plans. These had strong provisions to deal with the surrounds of scheduled items.
- North Shore District Plan. This was singled out for its provisions to waive development controls if a proposal would enhance the heritage values.

Non-regulatory responses to historic heritage

In addition to the regulatory mechanisms, various non-regulatory responses are used by a number of councils in the region, or are available to encourage protection, conservation and/or restoration of historic heritage.

Providing funding to assist private owners

Most councils in the Auckland region have funds to assist private owners with the cost of protecting, conserving and restoring heritage items identified in the district plans and the Auckland Regional Plan: Coastal. Examples of projects that may receive funding include:

- earthquake strengthening of buildings and structures
- repair and restoration of built heritage fabric
- maintenance of scheduled trees
- fencing to prevent damage to archaeological and Māori heritage sites
- professional services, such as the preparation of archaeological reports, conservation plans and historical research.

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Financial support for historic heritage funding is renewed each year through the annual planning process. The level of funding devoted to historic heritage protection by councils across the Auckland region in 2008/09 is shown in Figure 17.

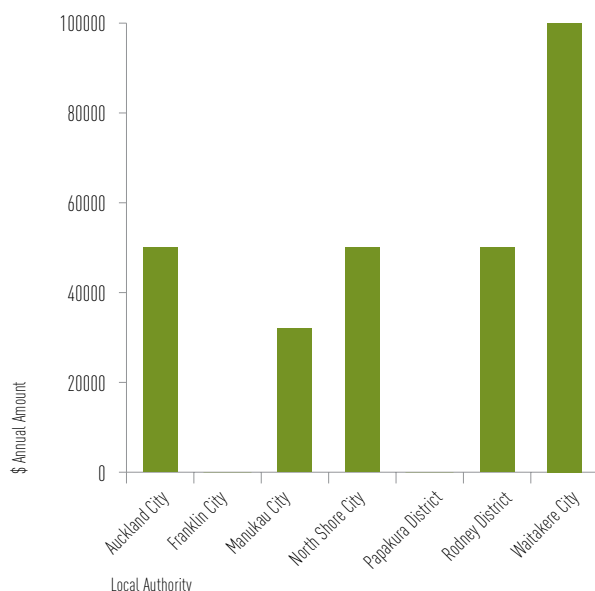


FIGURE 17 Amount of historic heritage funding provided to private owners by local authorities 2008/09. (Source: Local authority websites and personal communication).

In addition, the ARC has supported a number of historic heritage protection projects through the Environmental Initiatives Fund (see Projects funded by the Environmental Initiatives Fund, Chapter 4.6, pg 234).

Since 2003, the NZHPT has operated a National Heritage Preservation Fund worth about \$500,000 annually. This provides funding for private owners of historic places, waahi tapu or waahi tapu areas that are either registered as Category I under the Historic Places Act (HPA) (1993) or that would satisfy the requirements for Category I registration. The fund covers stabilisation, repair or restoration work relating to historic buildings or structures, conservation work relating to land or archaeological sites, and a range of professional services. Nine applications from projects within Auckland city have received funding worth \$519,243.

Other funding agencies (such as the New Zealand Lottery Grants Board and the ASB Trust) also provide grants for historic heritage restoration and conservation projects.

Covenants, reserves and conservation management

Other protection mechanisms used in the Auckland region include conservation covenants. These are provided for under legislation, including the HPA and the Conservation Act (1987). Covenants are attached to a land title and impose conditions or restrictions on its use. This means that they are an important mechanism for the long-term protection of historic heritage.

Under the Reserves Act (1977), land may be acquired and/or managed as a reserve by local authorities and DoC for a range of purposes (including the protection and preservation in perpetuity of places, objects and natural features of historic, archaeological, cultural, educational and other special interest). The management and use of reserves is governed by policies and strategies set out in a reserve management plan. DoC also has processes under the Conservation Act to ensure protection and management of historic heritage on conservation land.

Conclusion on the state of historic heritage

Our awareness of the amount and nature of historic heritage in the Auckland region is improving. The number of heritage items recorded on the CHI has increased steadily over the past ten years, many councils have added more heritage items to their district plan schedules and more additions are planned. Fifty-five registrations have been added to the NZHPT register since 2004 and the NZAA Site Record File is also increasing.

The amount of land in the Auckland region that has been surveyed for historic heritage is an important consideration when assessing our overall effectiveness in heritage management: if we are unaware of heritage items we cannot manage and protect them. Over the past eight years there has been a slow but steady increase in the amount of land that has been systematically surveyed and assessed for the presence of heritage sites and items.

Although there are positive trends for historic heritage in the Auckland region, it is difficult to establish a clear picture of the overall condition of historic heritage or the success of heritage provisions of district and regional plans, due to an overall lack of research and monitoring. This situation will persist until there is more awareness about the importance of monitoring in the planning process, and until councils have developed a commitment to monitoring at all levels.

In the absence of sufficient data, few conclusions can be drawn about whether historic heritage as a whole is being protected over time. At present, the best that can be done is to assess the adequacy of responses, based on the representativeness of current scheduling and registration. From this, it is clear that, although buildings and structures, archaeological sites, sites of significance to Māori, and trees are identified in the plans, the level of representativeness is questionable. Built heritage dominates both council heritage schedules and the NZHPT register while Māori heritage is substantially under-represented in district plan schedules and the NZHPT register. Therefore, more work with local hapu and iwi is required to establish appropriate processes for identifying and assessing Māori heritage values. In addition, the group values of heritage items needs to be recognised, to ensure that buildings and sites are not viewed in isolation from their surroundings.

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Case Study: The Value of Education – Mangere Mountain Education Centre

Education is an important tool in raising public awareness and commitment to cultural heritage protection. Many education methods are employed in the region including interpretative panels at cultural heritage sites, public talks, heritage trails, guided walks, and the provision of advice to owners by specialist heritage staff employed at the councils.

Mangere Mountain Education Centre – *Te Whare Akoranga o Te Pane o Mataaho* is an example of a unique large-scale education initiative that incorporates many of these education techniques.

Mangere Mountain is of significant spiritual value to the tāngata whenua, Te Wai-o-Hua, who named the mountain Te Pane o Mataaho (The Head of Mataaho) after Mataaho, an ancient ancestor who presides over the volcanoes of Auckland. The mountain was occupied for at least 600 years prior to colonisation. It is thought that it was once home to about 3000 people, making it one of the largest pre-colonial Polynesian settlements in the world. Many archaeological features from this long period of occupation remain, including evidence of terraced housing and kumara pits. Mangere Mountain also has one of the largest scoria cones in the Auckland volcanic field and is one of the most complete volcanic cones.

The education centre developed from an initial idea tabled in 1989 by the Auckland Regional Committee of the NZHPT for a project that covered the volcanic and cultural history of the region. Subsequently, the centre has been realised through the ongoing efforts and/or financial support of a range of agencies, including the Tamaki ki Raro Trust, DoC, Manukau City Council, ARC and the local Mountain View Primary School.

To date, an existing building has been refurbished and turned into an educational facility, a commemorative shell path has been constructed, and interpretation signs and carvings and a children's nature park have been added to the site. In addition, a wide range of activities and resources are provided by the centre, including:

- curriculum based activities for primary and secondary schools
- adult education programmes relating to the natural cultural and historical values of the mountain
- guided group walks around the mountain
- public events such as open days, walks and Matariki New Year celebrations
- planting days, including the establishment of pa harakeke (flax plantation), rongoa (medicinal) garden, and a traditional food garden.

Since 2003, the centre has been managed by the Mangere Mountain Education Trust, whose objectives are to undertake and facilitate the study of Mangere Mountain and its related environs (including natural, historic and cultural values), provide environmental and bicultural education programmes for young people and the wider community, and make resources available to teachers, students and other interested members of the public.

Information for this case study came from a brochure produced by the Mangere Mountain Education Trust and the Mangere Mountain website – www.mangeremountain.co.nz



Photo: Mangere Mountain – Te Pane o Mataaho.
(Source: Alastair Jamieson).

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