

Rangitikei District Council

Heritage Protection Strategy

2008

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Executive Summary

The Council wishes to provide for the protection of heritage resources in the District. There are a number of heritage resources known in the District, and many more that are likely to exist but at this time are unknown. Many of these will relate to sites of significance to Maori, while others will have value to the wider Rangitikei community.

There are a number of options available to the Council to provide for heritage resources protection. The Council has identified some of these in the District Plan. Options include:

- Inventories of sites and items
- Regulation, including:
 - District Plan rules
 - heritage orders
 - Consent Notices
- Incentives, including:
 - rates relief
 - waiving of fees
 - establishment and management of a heritage fund
 - provisions of services
- Council ownership of heritage items
- Advocacy and education
- Co-ordination between the various agencies and interested individuals and groups

These options are discussed and a number of criteria suggested for applying particular methods.

The report recommends a working party be established to further develop the strategy. The working party would consist of representatives of the Council, Historic Places Trust, Department of Conservation, iwi and representatives of local heritage groups. This working group could carry out community consultation to confirm the strategy.

The first task of the strategy is likely to be the development of a heritage inventory, describing the heritage resources of the District. From there specific methods for protection can be further developed and confirmed.

1 Introduction

- 1.1 This report was first prepared in November 2001 by Jane Davis for the Rangitikei District Council. It was envisaged that a Heritage Advisory Committee would be established, as recommended in paragraph 7.1 of the 2001 Draft Report to progress the strategy. The Heritage Advisory Committee was formed in July 2005 and includes representatives from Council, NZHPT, tangata whenua, DOC, and community heritage organisations.
- 1.2 Since 2001, there have been a number of changes in heritage-related legislation including amendments to the RMA, Historic Places Act 1993, Building Act 2004, and the Local Government Act 2002. It was agreed, at the first meeting of the advisory group on 5 August 2005, to update the Heritage Strategy to recognise these changes.
- 1.3 The Strategy has been prepared for the Rangitikei District Council as a first step in developing a strategy for recognising and protecting heritage resources in the District. This draft strategy can be used as the basis for consultation with the community to determine a final strategy.
- 1.4 Council has an obligation to protect heritage resources. How protection is achieved is at the discretion of the Council. There are a number of sites, buildings and places within the District that have been identified as having heritage value. This draft strategy describes the known heritage resources and identifies options available to protect them. Criteria are suggested that could be applied to the District's heritage resources when applying protection mechanisms.

2 Council's Obligations to Provide for Heritage Items

- 2.1 The Rangitikei District Council, like all other territorial local authorities, is required to provide for heritage items. Five pieces of legislation are relevant: the Historic Places Act, the Building Act, the Local Government Act, the Local Government Rating Act and the Resource Management Act.

Historic Places Act 1993

- 2.2 The Historic Places Act 1993 requires the NZHPT to maintain and supply to every territorial authority a record of registered historic places, historic areas, wahi tapu, and wahi tapu areas and heritage covenants. The territorial authority must keep the record available for public inspection during its usual business hours.¹

Building Act 2004

- 2.3 The Building Act 2004 provides a regulatory regime with regard to building consents, PIMs, dangerous buildings, and dams. The Act has a number of heritage-related provisions and local authorities are required to develop strategic policies relating to

¹ Sec 34, Historic Places Act 1993

dangerous buildings and dams and these documents must have regard to heritage issues. Where a site or item is registered the Council is required to include the information about the site or item when issuing any Project Information Memoranda (PIM) under the Building Act, or Land Information memoranda (LIM) under the Local Government Official Information and Meetings Act.

- 2.4 Under the Building Act, Councils are required to notify the Historic Places Trust when a building consent is received relating to a registered site.

Local Government Act 2002

- 2.5 The Local Government Act 2002 promotes the economic, social, cultural, and environmental wellbeing of local and regional communities. The Act provides local government with powers of general competence with certain limitations including the need to prepare 10 year, long term council community plans and consultation on any 'significant' policy and action. The Act retains the annual plan process which can be adopted to enable the allocation of funds for the protection of historic sites and items.

Local Government Rating Act 2002

- 2.6 The Local Government Rating Act 2002 allows the Council to adopt a policy on the remission or postponement of rates land on which natural, historic or cultural features are voluntarily preserved or enhanced by the occupier and access is granted to the public. The land must not be used for private profit.

Resource Management Act 1991 (RMA)

- 2.7 The purpose of the RMA is to promote the sustainable management of natural and physical resources. Historic heritage is deemed to be a physical resource and is defined in the Act as meaning:

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:

2.8 Section 31 of the RMA requires the Council to establish, implement and review:

“objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the District”.

2.9 Section 6(f) of the Resource Management Act (RMA) places an obligation of the Council, when exercising its functions and powers under the Act, to recognise and provide for the protection of historic heritage from inappropriate subdivision, use, and development, as a matter of national importance.

2.10 Section 6(e) of the RMA also requires the Council to recognise and provide for the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga, as a matter of national importance.

2.11 These provisions apply to the Council when it is preparing and administering the District Plan and any changes to the Plan, and when it considers applications for land use or subdivision consents. The District Plan is the principal tool for providing policy and regulatory control on activities that may affect heritage items.

2.12 The RMA also provides for heritage orders to be included in District Plans. This mechanism will be discussed later in this report. The Council is a heritage protection authority under the RM Act and can impose heritage orders on sites or items.

3 Current Heritage Protection Policies

3.1 Council’s policy for the management and protection of heritage items is contained in the District Plan. The Plan recognises the importance of significant heritage resources, including buildings, significant trees, places or areas or cultural and historical significance, archaeological and geological sites, objects, heritage sites valued by Maori and waahi tapu as an issue in the District. It also recognises the importance of protecting these resources from any adverse effects of subdivision, use and development.

3.2 The objective the Council has adopted for the management and protection of heritage resources is:

Objective 18

Recognition and protection of the heritage values of buildings, trees, objects, places or areas of historic or cultural significance, artefacts, archaeological and geological sites and waahi tapu; and protection of them from inappropriate subdivision, use and development.

3.3 The policies the Council has adopted to achieve this objective are:

- Policy 18.1 Maintain records of the known heritage sites and resources of the District and continue to expand that database and overall understanding of heritage resources.*
- Policy 18.2 Ensure that the adverse effects of subdivision, use or development of land on special values of the heritage resources identified in the plan are avoided, remedied or mitigated.*
- Policy 18.3 Encourage public awareness of the value of heritage features in the development or use of land.*
- Policy 18.4 Ensure that the external design and appearance and significant fabric of heritage buildings and other structures are protected.*
- Policy 18.5 Work together with tangata whenua to protect any significant waahi tapu sites or values that are identified by tangata whenua as needing protection.*

- 3.4 In addition to the District Plan policies the Council has adopted a policy on the remission of rates in respect of Land Protected for Natural Conservation Purposes.
- 3.5 The objective of the policy is to provide rates relief to property owners who have voluntarily protected land for natural conservation purposes and to protect and promote significant areas. The policy supports the District Plan where a number of these features have been identified.
- 3.6 The criteria for assessing applications for rates remissions are described in the policy.
- 3.7 Council has adopted the following methods in the District Plan to implement its heritage protection policies:

Plan Rules

- *The Plan identifies registered protected heritage items in Schedule 1. The Schedule will be revised on a regular basis by way of plan changes and variation to add any new items as they occur.*
- *Certain activities within heritage buildings will be permitted provided certain base performance standards are met within each zone and there are no structural alterations which would damage heritage features.*
- *Any alteration or modification of a significant heritage feature will be required to obtain a resource consent.*

Consultation

- *The Council will work within iwi and hapu to determine whether any waahi tapu sites need Council protection and, if so, what type of protection might be appropriate.*

- *The Council will consult with iwi and hapu in respect of any building or resource consent proposal which may affect any waahi tapu that is known to Council.*
- *Project Information Memoranda (Building Act) and Land Information memoranda (Local Government Act) will be used to inform landowners of heritage features.*
- *Registers of heritage resources will be consulted when assessing applications for building consents and resource consents to determine whether the proposal would adversely affect any registered historic or archaeological site.*
- *Heritage protection orders will be considered to protect significant heritage items where necessary.*
- **LTCCP and Annual Plan** – *Council will consider the use of incentives such as rates relief for landowners who protect identified significant heritage features; and will consider making resources available to publicly acquire heritage features and develop criteria for purchase.*
- *Council will also consider requests from registered heritage groups for assistance with research or promotion or protection of heritage resources.*

Education

- *The Council will participate in programmes such as “Mainstreet” which encourage revitalisation of heritage areas.*
- *The Council will encourage use of voluntary covenants to protect heritage resources.*
- *As in-house technical expertise permits, the Council will provide professional advice on conservation to owners of heritage features.*
- *Council will promote the practice of developing a conservation plan for each heritage building and will consider as an incentive waiving fees for resource consents and heritage order requirements where a conservation plan is in place.*

4 Heritage Items in the District

4.1 Heritage places or objects have value to people for a number of reasons: they may provide a link with the past, they may provide a sense of identity for a community, or they may give people a sense of where they are in time. The elements that contribute to these values include both the physical attributes of the item (design, appearance, materials, quality of workmanship) and historical and cultural setting (history attached to the construction/creation of the item and its associated social history). By examining these various elements the significance of a particular place, structure or site can be, to at least some degree, determined.

4.2 According to the ICOMOS² New Zealand Charter for the Conservation of Places of Historic Value, places with heritage value:

² International Charter of the Conservation and Restoration of Monuments and Sites (1966), adopted by the New Zealand Committee of the ICOMOS in 1992

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

4.3 The District Plan contains a list of sites and items in the District that are considered to have special heritage value. These are reproduced in Appendix One. They include a number of marae, buildings, structures and trees. With the exception of marae the buildings and structures listed in the Plan all have a Historic Places Trust classification.

4.4 The list of heritage sites included in the District Plan does not include a description of the state or particular values associated with the items and sites.

4.5 The places, sites and items included in the list contain a mix of elements that contribute to their heritage value. Some are more significant in heritage terms than others. For example the buildings with an Historic Places Trust classification of I have been identified by the Trust as having a higher value than those with a II classification.

5 Options for Protecting Heritage Items

5.1 The Council has a number of options available to it to protect heritage items in the District. Not all these options will be feasible or relevant, but they should all be considered as part of the Council's strategy for heritage protection. The Council has already adopted some of these options through the District Plan.

Heritage Inventories

5.2 Heritage inventories are a list of heritage items and would provide the basis for any protection strategy. It is the "*knowing what we've got*" part of the strategy.

5.3 An inventory for the Rangitikei District should include all known heritage resources throughout the District. It would be a continually evolving document, with new sites or items added as they are recognised. Each item in the inventory – should be described, including its state and its particular values identified. The degree of significance of the item, determined by a set of agreed and consistent criteria, would be stated. The known threats to any item should also be listed.

5.4 An inventory should be prepared by a suitably qualified person. This will give credibility to the inventory and provide a reliable basis for determining the appropriate method to apply to ensure protection. It will also ensure that accurate records are held about the resource, should it be lost or destroyed.

- 5.5 More than one inventory could be kept. For example, a separate inventory for Maori heritage sites may be appropriate. This could be kept as a confidential document if that was deemed to be necessary by Maori. The development of the Maori heritage sites inventory would need to be carried out alongside iwi and hapu. The Council has signalled this approach in the District Plan.
- 5.6 It is likely that the heritage items in the District are already identified and well known. It is also possible that further items exist and are not recorded. Finalising the information into an inventory will provide the basis for implementing protection policies and methods. The inventory could also be used as a basis for monitoring changes to heritage resources, or values associated with heritage resources.

Task 1

That an additional list of heritage assets that are not in the District Plan but that the community would like recognized/preserved, be compiled.

Task 2

That Iwi establish a set of processes for Iwi heritage features.

District Plan Rules

- 5.7 The District Plan is the principal mechanism for regulating the protection of heritage items. The Plan already contains a list of heritage items and there are rules associated with activities in the District that may impact on the identified heritage items. A condition of all permitted activities in the District is that:
- (a) *No activity or development shall result in any external modification, demolition or removal of any heritage item listed in Schedule 1, unless the work is in accordance with a conservation plan approved by the Council.*
 - (b) *No activity or development shall lead to the modification, demolition or removal of any site of significance to Maori where such site has been identified by Council prior to the time that any activity or development is proposed.*
- 5.8 These rules allow the Council to use the consent process to control effects on known heritage items. When considering applications that may adversely affect heritage resources it will be guided by its policies and objectives. These promote the protection of heritage resources.
- 5.9 On-going monitoring of the implementation of the rules and policies will be required to ensure the effectiveness of this regulatory option.

Heritage Orders

- 5.10 Heritage protection authorities may request that the Council includes in its District Plan provisions to give effect to a heritage order. The process for requiring heritage orders is set out in Sections 189-198 of the RMA. A heritage order can be required for the protection of any place of special interest, character, intrinsic or amenity value or visual appearance, or of special significance to the tangata whenua for spiritual, cultural or historical reasons.
- 5.11 Heritage orders applied to items in effect prohibit any changes to an item without the written consent of the Authority.
- 5.12 The Council has signalled it will consider the use of heritage orders in the District Plan. Unless the Council resolves to the contrary the Council will not exercise its status as a Heritage Protection Authority.

Consent Notices

- 5.13 The Council has the ability, under Section 221 of the Resource Management Act, to require consent notices to be lodged against a certificate of title as a condition of a subdivision consent. A consent notice has the effect of an on-going condition that the property owner must comply with. There are mechanisms under the Resource Management Act to vary or cancel consent notices.
- 5.14 Consent notices can require the on-going protection of a heritage site or item. It will bind all future owners of the property.

Incentives

- 5.15 Incentives can be one of the most successful ways to protect heritage resources. There are a number of forms of incentives that could be applied, depending on the state and relative value of a particular heritage resource. The Council has stated it will consider the use of incentives in the District Plan.

Rates relief

- 5.16 The Council could give consideration under Local Government Rating Act for rates relief where properties contain heritage items. The Council has signalled it will consider rates relief to protect heritage items in the District Plan and also in its rates remission policy (set out at paragraph 3.4).

Task 3

That Rates Relief (remission) be considered as a potential incentive with specific criteria to be further investigated. (*Refer para 6.2*)

- 5.17 There are a number of options for providing rates relief:

- a discount on a property's rates proportional to the on-going cost of protecting a heritage item
- a rate discount on a property that is scaled over time, reflecting a decreasing or increasing cost associated with protecting an item
- a rate "holiday"
- a cap on rates so that a property is not subject to increases in rates over time.

5.18 Where rates relief is to be applied a set of criteria needs to be developed to ensure it is applied fairly, and that the items are in fact protected. The criteria should recognise the loss of development rights and should be accompanied by an agreement between the owner and the Council for the on-going preservation of the resource.

5.19 Rates relief could be offered as an incentive to protect an items using the following criteria:

- the item or site is listed in Schedule I of the District Plan as a Category A site
- the owner makes the heritage item available to the public for viewing on a regular basis
- the owner undertakes works on a heritage item that restores the values associated with the item
- an agreement is entered into between the Council and owner to give effect to the protection of the site or item.

Waiving of Fees

5.20 The Council's policy is to not waive Resource Consent and Building Consent fees in respect of Heritage Buildings but to rather utilise other incentives identified in this strategy.

Heritage Fund

5.21 The Council could establish a heritage fund that could provide grants to assist in the protection of heritage items in the District. Applications for funding would include details of the item and works to be undertaken. Funding could be made available where the item has special importance to the District (for example it is a Category I heritage site) and the item is at high risk of damage from earthquake or other similar threats.

5.22 The heritage fund could also support research and promotion undertaken by heritage groups, as signalled in the District Plan. The fund could also be used to assist owners prepare conservation plans.

5.23 Specific criteria would need to be developed. See discussion below in Section 6.

Task 4

That a Heritage fund be considered as a potential incentive with specific criteria to be further investigated. (*Refer paragraph 6*)

Information and Education

5.24 Information and education are useful methods to increase awareness of heritage in the District and to foster respect for heritage resources. Information and education could take the following forms:

- support for heritage groups in the District through the provision of information about heritage resources, the provision of meeting facilities, promotion of activities, etc and Council assistance to heritage groups to disseminate information themselves and for Council to hold information for distribution.
- provision of information about various heritage resources in the District. Again, the inventory could form the basis of this information. This information would be supplied not only to owners, but to the community generally, through displays, information brochures, articles in the local newspapers, and through schools. The internet is also a key information dissemination tool. The Council's inventory (and heritage strategy) could be included on the Council's web site so that anyone can have easy access to that information.
- heritage trails form an integral part of Heritage Tourism.
- Relevant website links include www.historic.org.nz or www.doc.govt.nz

6 Criteria for Applying Protection Mechanisms

6.1 Deciding which method to apply to the various heritage items will depend on a number of factors. The key factors are likely to be:

- the value of the heritage item to the District; and
- the threats associated with the heritage item.

6.2 Before any criteria can be finally agreed, information about the heritage resources will be required. However, as a starting point the following criteria could be considered where Council is to consider/provide financial or services assistance:

- assistance (for example rates relief, grants or loans) will be limited to buildings or sites that are listed in the District Plan
- assistance for physical improvements to sites will be limited to those sites that are subject to high risks of damage or destruction from elements other than development (for example, earthquake or fire risk)
- assistance may be provided where upgrading works are necessary as part of a project to open the site or place up to the public (that is, to meet health and safety requirements)

- assistance will be provided only where the works are necessary to protect the heritage values associated with the site and described in the Council's heritage inventory
- assistance will not be provided for routine maintenance or repairs
- the provision of financial assistance will be conditional on the owner signing a legally binding agreement that requires that owner to retain the building or site for a minimum of, say, 15 years
- grants made for projects that meet to above criteria will be to a maximum of, say, \$10,000 per property
- loans may be made up to a maximum of, say, \$15,000 per property

7 Review

7.1 The Council will review this strategy as required.

Appendix One

Sites and items in the District with special heritage value

Marae	Location
Parewahawaha Marae	Domain Road, Bulls
Tini Waitara Marae	Turakina Beach Road
Whangaehu Marae	Whangaehu Beach Road
Otahuhu Marae	Te Houhou Road, Rata
Potaka Marae	Taraketi Road, Rata
Kauangaroa Marae	Kauangaroa Road, Kauangaroa
Kapua Marae	Kumuiti Road, Kauangaroa
Tautahi Marae	State Highway 1, Winiata
Rakatapuama Marae	Maukuku Road, Iirangi
Tamakopiri Marae	Spooners Hill Road, Opaea
Whitikaupeka Marae	Te Moehau Road, Moawhango
Oruamatua Marae	Wherewhere Road, Maowhango
Nga Hau E Wha Marae	Nga Tawa Road, Marton

Notable Tree	Location
Rata Tree	Corner High/Daniel Streets, Bulls
Common Elm	Marton Primary School, Marton
Common English Oaks (3)	Marton Park, Marton

Heritage Sites	Historic Places Trust Category	Location
Wheriko Church (Anglican)	I	Parewanui Road, Parewanui
Pukehou (dwelling)	II	Scotts Ferry Road, Parewanui, Bulls
Ex Bulls Information Centre	II	Bridge Street, Bulls
Lock-up (former)	II	107 Bridge Street, Bulls
St Andrews Church (Anglican)	II	198 Bridge Street and cnr Wilson St, Bulls
Lenthenty (dwelling)	II	25 Daniell Street, Bulls
Lenthenty Water Tower	II	25 Daniell Street, Bulls
War Memorial	II	1 Daniell Street, Bulls
House	II	15A Daniell St, Bulls
Pubic Library	II	High Street, Bulls
House	II	43 High Street, Bulls
Lancewood (dwelling)	II	170 High Street, Bulls
Beccles (dwelling)	II	19 High Street, Bulls
Rangiatea (dwelling)	II	Greatford Road, Bulls
Rangiatea Stables	II	Greatford Road, Bulls

Heritage Sites	Historic Places Trust Category	Location
Heaton Park Homestead	II	Off State Highway 3, Bulls
Pembroke Vale (dwelling)	II	Waimutu Road, Marton
St Martins Church (Anglican)	II	Willis Street, Greatford
Westoe (dwelling)	II	Westoe Farm, Kakariki Road, Kakariki
Crofton Store (former)	II	Makirikiri Road, Crofton, Marton
Rangitikei Floriste	II	212–214 Broadway, Marton
Post office	II	249-253 Broadway, Marton
Hannan's Marton Hotel	II	255-265 Broadway, Marton
JJ MacDonald Building	II	256-268 Broadway, Marton
Hilton's Building	II	286 Broadway, Marton
Sash and Door Building	II	296-302 Broadway, Marton
Abraham's & Williams Building	II	304-310 Broadway, Marton
Davenport Brothers Building	II	310-312 Broadway, Marton
Cobbler Building	II	314-318 Broadway, Marton
Nielsen's Engineering Works	II	8 Hammond Street, Marton
Bank of New Zealand Building	II	12-14 High Street, Marton
Club Hotel	II	17-19 High Street, Marton
Public Trust Office Building (former)	II	20 High Street, Marton
Marton Courthouse	I	23 High Street, Marton
Marton Rest Room	II	27 High Street, Marton
Advocate Building	II	28 High Street, Marton
Old Granary (Grapevine Café)	II	3 High Street, Marton
St Stephens Church (Anglican)	II	23-27 Maunder Street, Marton
Marton and District Historical Society Museum	II	399-407 Wellington Road, Marton
Puketutu Homestead (original Overton)	II	Overton Station, SH1, Marton
Overton (dwelling)	I	Overton Farm, SH1, Marton
Maungaraupi Homestead	I	Leedstown Road, RD1, Marton
Merchiston Station Homestead Fountain	I	Putorino Road, Rata
Merchiston Station Homestead	I	Putorino Road, Rata
Huntermville Post Office (former)	I	10 Bruce Street, Huntermville
Legal Chambers	II	12 Bruce Street, Huntermville
Church of St John the Baptist (Anglican)	II	41 Bruce Street, Huntermville
Church of the Sacred Heart (Catholic)	II	Gordon Terrace, Huntermville
Courthouse and Pickett Fence (former)	II	8-12 Milne Street, Huntermville
Makohine Railway Viaduct	I	Ironworks Road, Ohingaiti
Bank of New Zealand Building (former)	II	Kawakawa Street, Mangaweka
St Martins Church (Anglican)	II	Maungawharariki Road, Mangaweka
St Andrews Church (Presbyterian)	II	Maungawharariki Road, Mangaweka

Heritage Sites	Historic Places Trust Category	Location
St Patrick's Church	II	Maungawharariki Road, Mangaweka
St Margaret's Church	II	Huia Street, Taihape
Courthouse	II	10 Tui Street, Taihape
Batley Memorial Chapel	II	Wherewhere Road, Moawhango
Moawhango Maori Church	II	Wherewhere Road, Moawhango
Moawhango Gaol (lockup)	II	Wherewhere Road, Moawhango
Orumatua Clay House (Cob Cottage)	II	Erewhon Road, Moawhango
Erewhon Station Homestead	II	Erewhon Station, Erewhon Road, Moawhango