

# Heritage





## Heritage

### Key Issues

There are a number of sites in the district that contain heritage values, such as the Te Aroha Character Area, which has a unique array of historic buildings and places. Also other historic buildings and places, archaeological sites, and culturally significant sites are spread throughout the district. Development in the district can result in pressure to inappropriately use and develop heritage and cultural sites. Are our objectives, policies and AERs relating to the protection of heritage features being achieved?

### Indicators



#### Pressures:

- Number of resource consents applied for/granted to substantially modify scheduled buildings within the Te Aroha Character Area;
- Number of resource consents granted for the construction of new buildings within the Te Aroha Character Area;
- Number of resource consents applied for/granted to substantially modify listed heritage features; and
- Number of resource consent applications submitted/granted involving sites which contain or adjoin a culturally significant site.

#### State:

- Number, type and location of listed heritage buildings or features;
- Number and location of listed/known/protected culturally significant sites; and
- Public perception of condition/quality of Te Aroha Character Area.

#### Response:

- Number of resource consent applications declined to substantially modify scheduled buildings within the Te Aroha Character Area;
- Number of resource consent applications declined for the construction of new buildings within the Te Aroha Character Area;
- Number of resource consent applications declined to substantially modify listed heritage features;
- Number of resource consent applications declined involving sites which contain or adjoin a culturally significant site (waahi tapu);
- Number and type of resource consent conditions imposed to protect/enhance heritage resources;
- Percentage(%) of the community that received educational/promotional material regarding heritage resources;
- Council expenditure(\$) on protecting, enhancing and promoting heritage features; and
- Number, type and value of incentives offered for the protection of heritage resources.



**Results**

From 2000/01 to 2007/08 there have only been four resource consents applied for (and granted) to substantially modify scheduled buildings in the Te Aroha Character Area. These have mainly related to altering the appearance of buildings by the addition of signage or decks.

Only one new building has been granted consent to be constructed within the Te Aroha Character Area during the period 2000/01 to 2005/06. However two consents were granted in the 2006/07 financial year to develop structures in the Te Aroha Character Area. One structure was a covered outdoor area for a hotel and the other was a garage. There were no consents granted in 2007/08 to construct buildings within the Te Aroha Character Area.



 Te Aroha Character Area

Since 2000/01, five resource consents have been granted to modify listed heritage features (outside the Te Aroha Character Area). The most recent consent application was granted in 2005/06. This was to demolish an existing toilet block and convert the area into a garden bar, as well as to erect a garage. In this instance the toilet block was not of historical significance but it was the site that was of significance. Council, with the assistance of the New Zealand Historic Places Trust (NZHPT), worked through this application to ensure that all effects on the heritage building were mitigated.

Number of resource consents granted to modify listed heritage features outside the Te Aroha Character Area:

	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08
Number of consents granted	1	1	0	1	1	1	0	0

The number of resource consents applied for and granted involving sites that contain or adjoin a culturally significant site (waahi tapu) has been very low, between 2003/04 and 2007/08 there have been no applications.

Number of resource consent applications involving sites which adjoin or contain a culturally significant site:

	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08
Number of applications	9	2	1	0	0	0	0	0

There are 87 listed heritage features in the Plan. These include historic buildings such as churches and commercial buildings, as well as monuments, geological formations, and landing sites.

There are 78 other culturally significant sites in the district including urupa (Maori Reservation), pa and midden sites, and marae. One of these culturally significant sites (a pa site) was added to the Plan in the 2006/07 financial year after a plan change was undertaken. This amended Schedule 2 Heritage - Waahi Tapu by including a pa site which was already recognised by the New Zealand Archaeological Association. The owner of the property initiated the proposed plan change however, Council subsequently took it over as a Council driven plan change as it was for the benefit of the whole community.

Six consent conditions have been imposed on resource consents to protect or enhance heritage resources since 2000/01. In 2001/02 these consisted of waiving of car parking requirements to protect and enhance a heritage building, and the registering of a category II historic building (a status given to places of historical or cultural importance). The most recent consent condition (2004/05) involved registering the historical importance of the building on the title to protect the feature and requiring that all developments that affected the appearance of the feature be avoided and/or mitigated.

Number of imposed conditions on resource consents to protect or enhance heritage resources:

	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08
Number of resource consent applications	0	2	0	3	1	0	0	0



Council has allocated funds that are used to protect and promote the heritage resources in the district. A large amount of money was spent on protecting, enhancing and promoting heritage features in the 2006/07 and 2007/08 financial years. This included:

- reconstruction of a footbath that was historically a feature of the Te Aroha Domain;
- advertising the Te Aroha Mineral Spas. The spas were promoted through radio advertising, brochures, magazines, the website, the women's Lifestyle Show, television advertising, local newspapers and the i-Site;
- advertising of both the Te Aroha Leisure Pools, and Firth Tower; and
- reconstruction of lakelets at both Howie Park, Morrinsville and the Te Aroha Domain.

Amount of Council spending on protecting, enhancing and promoting heritage features:

	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08
Amount spent (\$)	25,000*	10,000*	12,500	unknown	6,415	unknown	136,800 (approx)	280,000 (approx)

\*Includes maintenance and protection of protected trees and buildings, and expenditure on heritage trails.

Council has not declined any consent for construction of new buildings within the Te Aroha Character Area, or modification of listed heritage features or involving sites which contain or adjoin a culturally significant site (waahi tapu) between 2000/01 and 2007/08. Information on declined consents only paints a partial picture as it does not show how many people have not applied for consents because they have been deterred by the rules in the Plan

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## District Plan Provisions

### Section 3.1.2 Natural environment and heritage

**Objective:**

- To recognise, protect and enhance significant heritage resources which are valued as part of the district's heritage.

**Policies:**

- Activities in the vicinity of significant heritage resources should be sensitive to their original form and features;
- Activities in the Victorian/Edwardian areas of Te Aroha should be managed in such a way as to ensure their distinctive heritage character is fostered and enhanced;
- Use or refurbishment of heritage resources will be encouraged provided it does not give rise to the damage or destruction of these resources or any of their valued features;
- Activities which adversely affect significant recorded archaeological sites and waahi tapu should be avoided, remedied or mitigated;
- To actively encourage iwi to participate in the protection of all their heritage resources;
- To facilitate greater public awareness and appreciation of heritage resources and the statutory protection afforded them and the limits of that statutory protection;
- To support initiatives which seek to encourage alternative means of protection, such as financial incentives or technical assistance;
- To encourage the refurbishment or use of historic resources while ensuring that their valued features are not impaired or destroyed;
- To consult with key agencies such as iwi, NZHPT to develop a tourism strategy which is sensitive to tangata whenua requirements and the integrity of historic resources;
- Council may, where it considers it necessary, purchase important heritage resources. The primary responsibility and opportunities however rests with the owner or future owner(s);
- To increase public awareness of the value of its historic resources through public education programmes and by setting a good example; and
- To develop a cultural heritage strategy to coordinate data collection and evaluation.

**Anticipated environmental results:**

- Certainty in the protection of the significant historic resources of the district;
- Owners of historic resources will retain and protect these resources for the appreciation of future generations (typical performance measure: reduction in the loss or degradation of historic resources); and
- Improved public awareness of the value of the district's historic resources (typical performance measure: greater public support for measures to protect historic resources).

## Efficiency and Effectiveness

*Are the Plan's objectives and policies the most effective and efficient way to achieve the following anticipated environmental results?*

- *Certainty in the protection of the significant historic resources of the district.*
- *Owners of historic resources will retain and protect these resources for the appreciation of future generations (typical performance measure: reduction in the loss or degradation of historic resources).*
- *Improved public awareness of the value of the district's historic resources (typical performance measure: greater public support for measures to protect historic resources).*

Heritage features such as buildings, monuments, waahi tapu, natural landscapes and artefacts that represent our past and provide valuable links could be lost forever if not preserved. Development in the district can result in pressure to inappropriately use and develop heritage and cultural sites.

The Plan contains one broad objective 'to recognise, protect and enhance significant heritage resources which are valued as part of the districts heritage.' Recognition of heritage resources is effectively achieved through the scheduling of significant heritage items within the Plan. There are currently 87 listed heritage features which include historic buildings such as churches and commercial buildings, as well as monuments, geological formations and landing sites. There are 78 other culturally significant sites listed within Schedule 2: Heritage - Waahi tapu, which include urupa (maori reservation), pa and midden sites, and marae. This scheduling of heritage sites and the rules associated is an effective way of achieving the AER of giving certainty on which heritage resources are to be protected within the district. The associated rules provide a degree of certainty as to what can be done to these sites. Any activity affecting the appearance of any building or object in Schedule 1, 2 or in the Te Aroha Character Area that is considered to be more than minor is a discretionary activity and needs resource consent. Alteration or demolition of waahi tapu sites is non-complying – providing the greatest level of certainty that the sites will be protected from inappropriate development.

The policies and rules have been effective in providing for a high level of protection of scheduled items. Between 2000/01 and 2007/08 only five resource consents have been granted to modify listed heritage features outside of the Te Aroha Character Area. The most recent of these granted was in 2005/06 which was to demolish an existing toilet block and convert the area into a garden bar, as well as erect a garage. In this instance the toilet block was not of historical significance, it was the site that was of significance. Council, with the assistance of the NZHPT, worked through this application to ensure that all effects on the heritage building were mitigated. The rules are effective in that anything 'more than minor' triggers a discretionary activity status, which allows for thorough analysis of the effects. It is recognised that 'discretionary' activity status does not provide the highest level of protection and heritage resources could potentially be lost if development pressure significantly increases. It is suggested that perhaps a more stringent test under 'non-complying' activity status may be more effective in achieving true 'protection'. However it is recognised that this could prevent maintenance on scheduled items leading to degradation in the long-term. In a Perception Survey conducted in conjunction with other territorial authorities within the Waikato Region and EW in 2007, 83% of Matamata-Piako respondents were satisfied with the unique or special character of their town.

The policy *'activities in the Victorian/Edwardian areas of Te Aroha should be managed in such a way as to ensure their distinctive heritage character is fostered and enhanced'* recognises that parts of Te Aroha have a unique character which requires a broad unifying approach to control the use and management of both publicly and privately owned properties. This approach ensures that the existing heritage environment in Te Aroha is maintained and enhances the character of the whole area. This approach is implemented through a special zoning contained within the Plan which requires any activity or development defined as 'more than minor' to gain resource consent. The permitted status for 'any minor redecoration, repair and/or insignificant alteration to a scheduled item, building or object which is carried out in a manner and design and with similar materials and appearance to those originally used which does not detract from those features for which the item has been scheduled', serves as encouragement for owners to keep with the original look and design. This is an effective way of achieving the policy 'use or refurbishment of heritage resources will be encouraged provided it does not give rise to the damage or destruction of these resources or any of their valued features', without being unnecessarily restrictive by allowing minor work to be carried out without needing to gain resource consent. It could be considered inefficient and ineffective if resource consent was needed for all work on scheduled items, which may lead to the loss and degradation of significant heritage buildings and items due to the cost of compliance (resource consent costs) for minor maintenance.

Between 2000/01 and 2007/08 only four resource consents were applied for and granted to modify buildings within the Te Aroha Character Area. These have related to altering the appearance of buildings by the addition of signage or decks. During the same period three consents were granted for new buildings / structures in the Te Aroha Character Area, these were for a new building, a covered outdoor area and a garage. This suggests that either very little modification is being completed or most of the work being completed is minor work. It may also be that Council is not aware of the modifications as we do not actually have a monitoring programme in place to monitor all scheduled heritage items. This is recognised as something that Council needs to look into. Through the consenting process Council has the ability to impose consent conditions. Six consent conditions were imposed on resource consents to protect or enhance heritage resources between 2000/01 and 2007/08. The most recent of these was in 2004/05 which involved registering the historical importance of the building on the title.

The policy 'activities which adversely affect significant recorded archaeological sites and waahi tapu should be avoided, remedied or mitigated' appears to be effective as the number of resource consents applied for and granted that contain or adjoin a culturally significant site (waahi tapu, which includes archaeological sites) has been reasonably low, between 2003/04 and 2007/08 there have been no applications, however between 2000/01 and 2002/03 there were 12 granted (Council is not sure on the accuracy of these specific results, therefore a new procedure has recently been implemented to reduce the risk of reporting on inaccurate data).

The 2003 amendments to the RMA raised the importance of historic heritage protection by including it in section 6 - matters of national importance. This requires that all parties given functions under the RMA must *provide for* historic heritage, compared with when it was previously contained under section 7 which required Councils to *have regard to* heritage. The requirement that decision-makers recognise and provide for matters of national importance implies that these values have a significant priority and cannot be merely an equal part of a general balancing exercise. It is recognised that whilst Schedules 1 and 2 have a broad range of items protected a review has not been undertaken since the elevation of historic heritage through the 2003 RMA amendment. As a result Council should consider a review of the current list of scheduled, and potential new buildings / items which may be added to the Schedule, as well as the associated objectives, policies and rules to ensure that the Plan is giving effect to section 6(f) of the RMA as a result of this amendment.

A combination of strong regulatory methods as well as non-regulatory incentives appears to be best practice in the protection of historic heritage. It is also acknowledged that best practice has elevated much of the activity statuses of heritage items to non-complying as a result of the 2003 RMA amendment.

Rule 6.1.3 offers the opportunity for a bonus protection lot (one additional residential lot) for the protection in perpetuity of any feature proven to be of natural, historical, ecological or cultural significance. This effectively achieves the policy 'to support initiatives which seek to encourage alternative means of protection, such as financial incentives or technical assistance' as it encourages protection by offering something back rather than through strong regulatory enforcement.

The AER 'improved public awareness of the value of the district's historic resources' could be effectively achieved through non-regulatory incentives such as the implementation of a heritage protection fund for work on historic items. This would not only encourage protection of the resources but would also bring attention to, and raise public awareness of our heritage. It is noted that we do not currently have data on public awareness or the value of the district's historic resources.

It is noted that plan change seven was completed in 2006/07, this amended Schedule 2 Heritage - Waahi Tapu by including a pa site which was already recognised by the New Zealand Archaeological Association. The owner of the property initiated the proposed plan change however, Council subsequently took it over as a Council driven plan change as it was for the benefit of the whole community.

It is acknowledged that there are external factors which may also contribute to the protection of heritage resources. The Historic Places Act (1993) should be acknowledged as also contributing to the protection of heritage sites, particularly archaeological sites. EW currently has very little, if any, influence on heritage outcomes in the district. This may change as the new Regional Policy Statement is developed and the EW seeks greater involvement in heritage management .

It is efficient to have strong regulatory methods in place to protect our historic heritage for long-term social and cultural wellbeing despite potential short term economic costs. The combination of regulatory and non-regulatory methods contained within the Plan is found to be positively contributing to the recognition, protection and enhancement of significant heritage resources. It would be inefficient to not have strong regulatory methods in place to protect these items of importance as once lost, they are lost forever. The resource consent process is an efficient way of ensuring objectives and policies are met and allows for consent conditions requiring protection of certain areas of significance.

**Summary:**

<b>Anticipated Environmental Results Heritage</b>	<b>Achieved?</b>  ☺ - Achieving → - Progress towards achievement ☹ - Not achieving ? - Not monitored
Certainty in the protection of the significant historic resources of the district	→
Owners of historic resources will retain and protect these resources for the appreciation of future generations	☺
Improved public awareness of the value of the district's historic resources	?