

Ruapehu District Council



Heritage Policy 2007



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Cover page images clockwise:

Mangapurua Bridge 'Bridge to Nowhere'
Anderson House, Pipiriki
The Royal Picture Theatre, Raetihi
Hapuawhenua Viaduct.

RUAPEHU DISTRICT COUNCIL

HERITAGE POLICY

Introduction

Heritage of any nature, once lost or altered, is irreplaceable. The conservation of heritage (including places, areas and objects) of historic interest allows people to develop a greater understanding of history and identity. Even if there is little left to preserve, heritage items offer linkages and stories of interest to locals and visitors alike. Recognising and acknowledging the importance of the past contributes to the community's understanding and awareness of a sense of place.

Ruapehu District's unique identity and its appeal as a cultural and tourist centre are built on its historic, cultural and scenic attractions. The Heritage Policy supports Community Outcomes 1, 2 and 3 related to Cultural Wellbeing in the Future Ruapehu Long Term Plan 2006-16 (LTP):

- CO 1 A community that understands, embraces, respects and celebrates the traditions and history of all ethnic groups.
- CO 2 The history of the community and District is preserved and appreciated through museums, libraries, places of interest and historical attractions.
- CO 3 Events and festivals that are unique to the District are fostered and celebrated.

This Policy was adopted by Council on 14 December 2007. It will be reviewed one year after its initial adoption and thereafter on a triennial basis.

Obligations

Ruapehu District Council has the primary responsibility for promoting the recognition and protection of heritage in the District on behalf of its communities. The introduction of the Resource Management Act 1991 (RMA), the Building Act (1991) and a revised Historic Places Act 1993 (HPA) have, in various ways, affected Council's remit and approach towards heritage conservation.

Council is a heritage protection authority under the RMA and, as such, has certain statutory responsibilities to recognise and provide for the protection of historic heritage from inappropriate subdivision, use and development within the context of sustainable management. Responsibilities for managing adverse effects on heritage arise as part of policy and plan preparation and the resource consent processes. This Policy is part of a mutually supporting heritage management framework, including the provisions of the Ruapehu District Plan and the work of the New Zealand Historic Places Trust (NZHPT).

Changes have also occurred in the field of heritage conservation management outside this legislative framework. In 1993, the New Zealand Committee of the International Council on Monuments and Sites (ICOMOS) adopted the ICOMOS New Zealand Charter, setting out internationally accepted conservation principles for heritage management. This charter has guided Council's work in developing its Heritage Policy.

Objective of the Policy

The aim of the Heritage Policy is to identify, recognise and record the diverse heritage of the Ruapehu District for the benefit of its communities and visitors, of both present and future generations.

To achieve this aim, the Policy contains criteria and methodologies to identify heritage places, areas and objects and to acknowledge them in a way that reflects the heritage value to the community. The Policy covers the following areas:

- Identification.
- Recognition.
- The Ruapehu Heritage Inventory.
- Future Protection.

1. Identification

Before any heritage can be recognised and, where required, be protected, it must first be identified. The identification of heritage is an ongoing process that requires continuous updating as knowledge of heritage grows. Generally, the identification of heritage items has been a neglected activity and many significant areas may exist (for example, the CBD of a small rural town or country village) that have not been identified or recognised. Council encourages full community involvement in the heritage identification process, as it is the value and significance of heritage to the people in the District that this Policy aims to recognise.

Scope

The following framework sets out the scope of heritage covered by this Policy. It is a guide for the community in identifying potential heritage to be recognised by Council.

Heritage Framework		
Type	Explanation	Examples
Historic place (building)	A place that contributes to an understanding and appreciation of New Zealand's history and cultures. It may include any land, temporary or permanent movable or immovable building(s) or structure(s) and anything that is in, or fixed to, any land. The term may include any building registered as a Historic Place under the Historic Places Act 1993.	Commercial, industrial, residential, and public buildings. Recreational structures (eg, gazebos), infrastructure (eg, bridges), memorials, retaining walls,
Historic place (site)	A place that contributes to an understanding and appreciation of New Zealand's history and cultures. It may include land (and water) and vegetation without any temporary or permanent building or structure. The term may include any site registered as a Historic Place under the Historic Places Act 1993 and any recorded archaeological site that is not a place/area of significance to Maori, as defined below.	Battlefields, locations of important events whaling station site, historic roads, gold mining sites, boundary markers, coastal defences, heritage trees, parks and gardens, archaeological sites, historic sites of scientific value.

Heritage Framework		
Type	Explanation	Examples
Historic area	An area of land containing an inter-related group of historic places, buildings, structures and/or sites that contributes towards an understanding and appreciation of New Zealand's history and cultures. The term may include any registered Historic Area under the Historic Places Act 1993, or any heritage conservation area or precinct.	Historic streets, historic towns, rural historic environments.
Places or areas of significance to Maori	A place or area of significance to Maori. It may include any wahi tapu or wahi tapu area registered under the Historic Places Act 1993 and recorded archaeological sites of significance to Maori.	Tauranga waka, historic marae, maunga, awa, mahinga kai, pa, midden, Maori archaeological sites.
Surroundings associated with any historic heritage	An area of land (including land covered by water) surrounding a place, site or area of heritage significance, which is essential for retaining and interpreting the place's heritage significance.	View shafts of a prominent historic building or site. Designed landscapes, green space and historic gardens surrounding a building or site.
Heritage Landscapes	Many places and areas comprise a range of heritage values including cultural, scientific, ecological and geological values. The full range of values of significant places and areas should be acknowledged and provided for in historic heritage frameworks.	Auckland's volcanic cones, New Plymouth's Sugar Loaf Islands, Wairarapa Moana, Tongariro World Heritage Area.

2. Recognition

Once identified, the recognition of heritage will be subject to a nomination and assessment process that includes the application of set criteria to determine its value and significance. A basic outline of the criteria is included in the nomination and is then considered in depth by Council in making its assessment and decision on the recognition of heritage.

Criteria

Historic heritage is of value to people and communities. That value may be a direct use or commercial value, a recreational value, an optional or bequest value in terms of possible use of future generations, or an existence value that often relates to the values that people may hold about a particular place or area. Such values may be held by both individual owners, different community groups, or by society as a whole. In reflecting the range of values that define the meaning of heritage, the criteria for assessing value and significance is broad and covers all aspects of heritage value.

These criteria are not mutually exclusive. Some heritage will possess a range of values that often overlap, while others may be strongly associated with just one type of value and its value will not be judged cumulatively across all the types of value. Each nomination will also be assessed individually and not in direct comparison with any others.

The following best practice criteria are promoted by the NZHPT for use by local authorities and communities to encourage a systematic and transparent approach to the assessment of heritage value (See Appendix A for further explanation of values.)

Physical Values	<ul style="list-style-type: none"> • Archaeological Information • Architecture • Technology • Scientific • Rarity • Representativeness • Integrity • Vulnerability • Context or Group
Historic Values	<ul style="list-style-type: none"> • People • Events • Patterns
Cultural Values	<ul style="list-style-type: none"> • Identity • Public esteem • Value to Tangata Whenua • Commemorative • Education • Statutory Recognition

In addition to these heritage values, Council will also take into consideration the level of relative significance of the heritage. To assess this, Council will consider placing heritage within one of the following groups:

- **Group 1:** Heritage of international or national significance, the protection of which is considered essential.
- **Group 2:** Heritage of national or regional significance, the protection of which is seen as important, where this can be reasonably achieved.
- **Group 3:** Heritage of regional or district importance, the protection of which is seen as desirable, where this can be reasonably achieved.
- **Group 4:** Heritage of district and/or local significance, the protection of which will be encouraged by Council.

It is the intention of Council to recognise under this Policy and to list in the Ruapehu Heritage Inventory, all heritage in the District already registered by the NZHPT. This will be done to reflect the existing recognition that registered heritage has, under the remit of the NZHPT. This also adheres to RMA requirements for local authorities to 'have regard to' the NZHPT register. A current list of NZHPT registered heritage in the District can be found at Appendix B. As additions are made to the NZHPT register, the Ruapehu Heritage Inventory will be updated accordingly to include newly registered heritage in the District.

Process

This part of the Heritage Policy sets out in detail the process of nominating heritage for recognition and inclusion in the Ruapehu Heritage Inventory (The full nomination form can be found at Appendix C.)

1 Nomination

Any individual, group or organisation (the nominator) in the District may nominate Heritage for recognition.

2 Recommendation

The initial nomination shall be made to Ruapehu District Council, from where it will be considered by the relevant local Community Board, Ward Committee or the Ohura Ward Elected Representative, for their recommendation to Council. Any nomination that is not supported and recommended by the Community Board, Ward Committee or Ohura Ward Elected Representative cannot be proposed to Council.

3 Notification of nomination to Council and invitation for public comment

Once Council has received a recommended nomination, an invitation for public comment on the nomination, including iwi, will be publicly notified. This stage allows the community to contribute to the recognition process and no other formal consultation will take place.

4 Council assessment and decision

The assessment of heritage value and significance and the final decision to list such heritage in the Ruapehu Heritage Inventory will be at Council's discretion. In making its decision, Council will consider the nomination, including any supporting information, as well as any public comment made with regards to each nomination.

Where any nominated heritage is private property, or part of any private property, it must be stated in the nomination whether the owner of the heritage is either the nominator or a signatory supporting the nomination. If the owner's support is not included in the nomination, a reason for this must be provided and Council will consult with the owner before public comment is invited or the nomination is assessed. The non-regulatory nature of listing in the Ruapehu Heritage Inventory will place no specific obligations on owners and it is hoped all owners of nominated heritage will support its recognition in this way (see also Section 4 Future Protection).

3. Ruapehu Heritage Inventory

The Ruapehu Heritage Inventory is a non-regulatory method to recognise heritage and raise awareness of it, as a means to increase the appreciation of such heritage. It is also a public document that will be made available to be accessed by the community, both physically in Council locations and online. It is intended to be a tool for promoting heritage both within local communities and to the outside world. It is hoped that the local community will use the Ruapehu Heritage Inventory to tell the stories of the District among themselves and to visitors.

The information included in the Ruapehu Heritage Inventory will include the names, location information (where appropriate), a referenced statement outlining the history, physical nature and significance of the site and relevant photographs, maps or other visual aids. It is recognised that it is not always appropriate to make all information on a site available to the public. In such cases, stakeholders will be consulted to determine the best outcome.

Further actions for advocacy and education, such as information publications and heritage trails, will be developed in conjunction with the Ruapehu Heritage Inventory itself. In the case of any heritage where no physical representation of the site or object remains, in addition to listing in the Ruapehu Heritage Inventory, Council will have the option to create or erect a suitable sign or similar structure to mark the site and provide information on its heritage value. Community support and contributions for such an undertaking will be sought, especially in respect of funding.

4. Future Protection

Despite their immense value to our history, identity and sense of place, many heritage items are under threat from development pressures, neglect, or simply the wear of time. Where heritage is at risk the non-regulatory powers of this Policy is insufficient to enforce or ensure protection and conservation of such heritage. In such cases the existing regulatory powers of the District Plan and other statutory provisions for protection of heritage, particularly under the RMA, may be called into action while specific statutory provisions for the protection of archaeological sites are contained in the HPA. Where a heritage item is included in the District Plan, it will be recognised with a Council plaque, except where it already has an existing physical form of recognition such as a NZHPT plaque. Unless specific additional funding contributions are received, these plaques will be installed at a rate of two per year.

The Heritage Framework and Heritage Values used in this Policy will support the criteria used for District Plan purposes, to ensure continuity and consistency between Council's regulatory and non-regulatory approaches to heritage management. However, regulatory protection through inclusion in the District Plan will conform to the standard procedures and consultation processes in respect of changes to the District Plan.

As a guide for protection and conservation, Council supports the use of the ICOMOS NZ Charter and the conservation principles therein.