

Taonga Tuku Iho

Draft Heritage Policy





Ka mua, ka muri

Walking backwards into the future

Heritage in all its forms is a resource that is both precious and finite. Our past has shaped our present and our present will shape the future of many generations to come. Mana whenua, their culture, traditions and ties with their ancestral lands, water, sites, wāhi tapu, and other taonga are an integral part of that story – past, present and future - and therefore an integral part of this policy.

As our city evolves, protection and use of the city's historic heritage resources are fundamental to the sustainable management of our environment. Protection and conservation can also have positive economic impacts. A balance must be struck between the property and other rights of kaitiaki and owners of heritage buildings and sites of significance, and their protection, as well as the use and appreciation of the city's historic heritage resources.

Council recognises that a city where everyone has the opportunity to thrive is a city that promotes, protects, celebrates and conserves its stories and heritage. To do this, Council needs to clearly articulate the role it can and should play and also how we will work with our communities to achieve their aspirations.

During engagement completed in early 2019 our community told us that they expect the city to have a robust and workable Heritage Policy that could enjoy broad community support and provide Council, and where relevant heritage building owners, with a solid platform for future planning and decision making.

This policy does not contain operational detail – these matters are addressed in other policies relevant to each form that heritage might take – cultural, social, economic and environmental.

STRATEGIC CONTEXT

This draft Heritage Policy is a statement of Council's intent to carry out its legislative responsibilities and support its community's aspirations to value, protect, celebrate and conserve heritage in Te Awakairangi/Lower Hutt in all its forms.

Legislation

Heritage New Zealand Pouhere Taonga Act 2014

The overriding legislation protecting heritage is the Heritage New Zealand Pouhere Taonga Act 2014. Its purpose is to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand. Heritage New Zealand Pouhere Taonga is the primary body responsible for implementing this Act. They hold responsibility for establishing and maintaining a list of nationally important structures and sites including wāhi tapu and wāhi tapu areas. Local authorities have to take appropriate measures to assist in the conservation and protection of items on that list.

Resource Management Act 1991

Heritage identification, protection and conservation is guided by the Resource Management Act, section 6 (e) and (f) which states:

"In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

- The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga.
- The protection of historic heritage from inappropriate subdivision, use, and development.”

This directive means that regional, district and city councils are obliged identify and provide for the protection of the region's historic heritage.

The GWRC Regional Policy Statement (2013) identifies regionally significant issues, objectives and policies. The issue of significance for the Wellington region's with respect to heritage is the inappropriate modification and destruction of historic heritage. The Regional Policy Statement requires district and city council's to identify and protect places, sites and areas with historic/heritage value (Policies 21 and 22).

Community Outcomes

People being able to ground their present life experience in events, people, stories and structures from their past is important to everyone's social, environmental and cultural wellbeing - *ka mua, ka muri* – *walking backwards into the future*.

Heritage can also provide economic opportunities and add value to an area. Heritage buildings and historic area can help to create a sense of place for communities. The goals and objectives of the draft Heritage Policy are consistent with contributing to:

- A city where everyone has the opportunity to thrive – our present will shape the future of many generations to come.
- A dynamic, resilient city – respecting and learning from the past is an essential ingredient to making a more resilient and vibrant future.
- Connecting individuals and neighbourhoods through our acknowledgement and celebration of our collective past and differing histories.





DEFINITION

The Council's definition and interpretation of historic heritage will align with that provided in the Resource Management Act 1991 as follows

'Historic Heritage' as defined in Section 2, Interpretation of the Resource Management Act 1991: means "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:

- archaeological
- architectural
- cultural
- historic
- scientific
- technological

It includes:

- historic sites, structures, places, and areas,
- archaeological sites,
- sites of significance to Māori, including wāhi tapu, and
- surroundings associated with the natural and physical resources."

VISION, OBJECTIVES AND ACTIONS

Vision

Council recognises that a city where everyone has opportunities to thrive is a city where all our communities value, promote, protect, celebrate and conserve their stories and heritage. Council's role is to:

- a. work with our community to ensure that locally significant heritage in all its forms is identified, managed, preserved and conserved for the benefit and enjoyment of present and future generations; and
- b. delivers on its legislative responsibilities.

Objectives

The key objectives are:

1. Recognition and identification
2. Retention, protection and conservation
3. Celebration and promotion
4. Sustainable economic use
5. Council effectiveness

OBJECTIVE 1 – Recognition and Identification

- a. contain a clear definition of heritage and a best practice policy framework for the management of cultural and built heritage in Te Awakairangi/Lower Hutt,
- b. recognise mana whenua, their history, heritage and sites of significance. Intrinsic in this is the identification, management and conservation of significant Māori sites. All work must be completed with advice and direction from mana whenua; and
- c. provide clear mechanisms for identifying heritage sites and structures directly referencing pre-1900 European archaeological and Māori archaeological sites.

Actions

Definition

The Council's definition and interpretation of historic heritage will align with that provided in the Resource Management Act 1991 (see section 3).

Identification

Council will conduct a full district wide assessment of historic heritage in Hutt City to identify places, sites and areas of historic heritage values in accordance with Policy 21 of the Regional Policy Statement. This will include a review of the existing heritage items listed in the district plan and a full district wide assessment to identify any new items that meet the criteria set out under Policy 21 but are not currently listed in the district plan.

Inventory

Council will develop a full inventory of places, sites and areas of historic heritage values that meet the criteria set out under Policy 21 of the Regional Policy Statement.

OBJECTIVE 2 - Retention, Protection and Conservation

1. Ensure that the Council's role in protecting and conserving significant historical areas, structures and sites of historical and cultural importance is clear.
2. Ensure that the Council's role in retaining, protecting, and conserving archaeological sites is clear.
3. Educate and support the owners of historic structures and sites, significant historical areas and archaeological sites about their roles and responsibilities in protection and conservation.
4. Address the recognition and retention of heritage collections of significance and how these are collected, stored and managed.

Actions

Mana whenua Memorandum of Understanding

Establish as part of the Memorandum of Understanding between Council and mana whenua partners a protocol for approaching ancestral lands, water, sites, wāhi tapu and wāhi tapu areas and other taonga that includes:

- appropriate criteria for identifying, managing, and conserving sites that are significant to Māori
- an approach for maintaining and further developing a comprehensive list of sites that are significant to Māori in the District Plan and
- controlling the modification of, and impacts on, listed significant Māori sites.

City Spatial Plan/Petone 2040

The development of the city-wide spatial plan will be informed by the district wide assessment of historic heritage in Hutt City to identify places, sites and areas of historic heritage values in accordance with Policy 21 of the Regional Policy Statement.

Identifying patterns of heritage such as the coarse grain character of Petone's street grid or the suburban patterns of Naenae and how the plot sizes and house set-outs on the plots define the local character. These patterns could be protected under character overlays or heritage precincts in the district plan.

District Plan

Council will conduct a full review and re-write of historic heritage provisions in the District Plan to ensure that they adequately protect identified places, sites and areas with significant historic heritage values, in accordance with 6(f) of the RMA, and Policy 22 of the Regional Policy Statement.

The Council will work with the mana whenua and iwi authorities, alongside land owners, to appropriately identify, protect and manage sites of particular significance to Māori.

OBJECTIVE 3 – Celebration and Promotion

1. telling our stories, and celebrating our past;
2. partnering with our community to promote and preserve important local stories and history through storytelling and community celebration; and
3. increase and enhance public understanding of the rationale for identifying, protecting and enhancing cultural and built heritage in Te Awakairangi/Lower Hutt and what is best practice.





Actions

Community and Historical Heritage

Further develop programmes, activities and services providing public access to heritage material and informational content by sectors within Council working collaboratively.

1. Establish collaborative working between Council, the community and heritage sectors to ensure a collective understanding of heritage matters.
2. Develop an organisational Collections Policy with criteria for the acquisition of archives and heritage collections.
3. Develop a whole-of-council comprehensive inventory of Council's heritage collection including, where appropriate and/or of sufficient value, information content.
4. Store heritage material and artefacts to best practice standards with regard to value, public access and regulatory requirements.
5. Develop a repository for digitised heritage records and material, including sound recordings of heritage stories. This repository will be discoverable and accessible to the public.
6. Provide access to heritage material online.

Community Celebration

We are passionate about Te Awakairangi/ Lower Hutt and the role heritage plays in our communities' lives. We want to celebrate all the things that make us who we are and our goal is to ensure heritage increases the aspirations, pride and well-being of all of our communities.

We want to use heritage to improve the lives of our people by helping to increase their skills and aspirations, their sense of belonging, their enjoyment of life and the overall prosperity of the city.

We have three key actions to help us achieve this goal:

1. Inspire people through digital tech and learning experiences.
2. Connect with our communities to celebrate our heritage and stories through local events.
3. Empower people to make their own journeys of discovery and exploration.

OBJECTIVE 4 – Sustainable Economic Use

Restoring and retaining heritage buildings and sites provides economic benefits however it can also have financial impact on the building/property owner. It is important that the city values the contribution heritage building owners are bringing to our city and support them to protect and enhance their building/property.

Actions

- Provide built heritage conservation incentives including:
 - a. financial and other incentives focused on achieving the conservation of built heritage and sites of historical importance, including residential heritage buildings of historical importance; and
 - b. support for owners/kaitiaki of built heritage and sites of historical importance or significance with resource consent and building consent applications.

1. Future Council decisions concerning the use of all available means to protect cultural and built heritage in Te Awakairangi/Lower Hutt will be guided by the Heritage Policy;
2. Council will partner with Heritage New Zealand and other heritage specialists locally and regionally; and
3. Council will support and/or provide public education about heritage in the city, the heritage protection in the District Plan, the Resource Management Act and the Heritage New Zealand Pouhere Taonga Act 2014.

See actions under objectives 1-4

Mana whenua is guiding and working alongside Council to further develop the mana whenua section of Taonga tuku iho – the draft Heritage Policy – so that it accurately reflects both the history and heritage of mana whenua and the influence and importance of that on our present and future.

- appropriate criteria for identifying, managing, and conserving sites that are significant to Māori
- a comprehensive list of sites that are significant to Māori in the District Plan
- an approach to controlling the modification of, and impacts on, listed significant Māori sites.

The policy will be reviewed in 2026.





Appendix I:

Conservation incentives - built heritage and sites of significance

To help achieve the above objectives, particularly those related to built heritage and sites of significance, Council has a number of activities and incentives for building owners. These incentives are designed to make heritage conservation more economically viable and to reduce the risk of demolition. The specific incentives available are:

Built Heritage

1. *Heritage Grant Fund*: operate a Heritage Grant Fund to fund building and sites of significance conservation related work, whether consultancy advice, design, or construction for listed heritage buildings and sites of significance. This fund would be available for specific pieces of work (e.g. an engineering report on a heritage building or archaeological investigation) and would be funded through the \$150,000 Heritage Allocation.
2. *Specialist Heritage Adviser Paid Advice*: council to subsidise on a case by case basis consultant fees for conservation advice for heritage buildings and sites of significance. This fund is more focused on general advice rather than a specific piece of work (as in 2 above) and could be undertaken on a one-on-one or group basis. This incentive will be funded through the \$150,000 Heritage Allocation.
3. *Resource Consent Fee Waiver*: waive part of (up to 50%) resource consent fees where applicable for conservation and protection related work to listed heritage buildings and sites of significance. This waiver relates only to Council work and does not include third party fees such as external advice Council needs to gather. These third party fees must still be paid. Waivers will be funded through the \$150,000 Heritage Allocation.
4. *Building Consent Fee Waiver*: waive part of (up to 50%) of building consent fees for conservation and protection related work to listed heritage buildings. This waiver does not include third party fees such as BRANZ or Department of Building and Housing. These third party fees must still be paid. Waivers will be funded through the \$150,000 Heritage Allocation.
5. *Rates rebate*: Listed heritage buildings maybe eligible for up to 50% waiver of rates if the building owner can show that they are investing in retaining and conserving the building
6. *Heritage Inventory*: maintain and continue to develop a heritage list that is based on nationally and internationally recognised criteria for the inclusion of buildings, objects, areas, and sites of significance.
7. *Council Officer Free Advice*: council officers to provide free advice to owners of heritage buildings and/or kaitiaki of and sites of significance on council policies and other statutory requirements.
8. *Specialist Heritage Adviser List*: develop an approved list of developers, contractors, and consultants who have credibility and/or have specialised skills in conservation work with heritage buildings and sites of significance. This list will be coordinated and monitored by council, and made available to building owners undertaking conservation related work to heritage listed buildings and sites of significance. Council may maintain a watchdog role throughout a project to maintain a fair environment and to ensure the best results are achieved for the city.
9. *Heritage Support*: support local heritage area programmes and activities and local historical societies, trusts and museums.
10. *Heritage Trade-offs*: allow flexibility in conservation related work by allowing heritage offsets e.g more important heritage features are retained and the less important ones traded off, perhaps staged in at a later time to reduce cost/complexity of the initial conservation related construction cost.
11. *Development bonuses for approved projects*: Bonuses could include increased floor area, site coverage, height, or other outcome that is above and beyond that permissible under a new build.
12. *Existing Rates Remissions*: continue to offer existing rates remissions capped at 50% as shown in the 2006-2017 Draft Community Plan as "PART 4 – Remission on land protected for natural, historic or cultural conservation purposes".

Scale: 0 10 20 30 Chains



