

# Whakatu Nelson Heritage Strategy



**November 2006**

*"We value, protect and celebrate our distinctive heritage, recognising it contributes to our identity and sense of belonging."*



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Cover Photos:

### **Upper Trafalgar Street, c1918**

*Photo courtesy of the Tasman Bays Heritage Trust/The Nelson Provincial Museum.*

*F N Jones Collection 6x8 21*

### **Upper Trafalgar Street 2006**



### **Rushpool Argillite Quarry**

Quarried face of outcrop and debris on working floor.

Large scars on the rock result from Maori quarrying using large boulders carried from the Boulder Bank as hammers. Several argillite quarries lie within Whakatu Nelson boundaries.

*Photos courtesy of the Department of Conservation (DOC).*





## Foreword

Thank you for your interest in how we manage our heritage. Nelson's heritage is precious and contributes significantly to the city's unique character and sense of place. The city's rich history, both Maori and non-Maori, is reflected in the numerous agencies and groups with an active interest in heritage. Many heritage resources have been lost however and what remains is coming under increasing pressure. In recognition of the importance of Nelson's remaining heritage, the Council is committed to working with the community to improve the promotion, protection and maintenance of the city's finite, and often fragile, heritage resources. The Heritage Strategy is an important step forward in doing this.

I believe the Council has a clear role in the protection of heritage:

- as landowner with responsibility for managing several historic buildings and places
- as a regulator and provider of incentives for the protection of significant heritage buildings, trees and sites in private ownership
- as a facilitator for growth and development in the city
- and as an advocate to boost public awareness of the benefits of heritage.

The Council has previously made a substantial investment in Nelson's heritage (see Appendix A) and will continue to do so. However the Council does not have the resources or capability to achieve this work alone. There are other heritage management agencies with statutory responsibilities, such as the NZ Historic Places Trust and the Department of Conservation, and Tangata Whenua are also an important partner in the management of heritage resources. A number of community organisations also make significant contributions to Nelson's remaining heritage. The support of owners and operators of heritage properties is critical for ongoing maintenance and restoration work.

While the Council has led the development of the Strategy, there has been extensive consultation with all the above interests through interviews, hui and representation on the Heritage Strategy Advisory Group. This process has produced a Strategy that I hope Nelson's iwi, heritage agencies and the community can support and use as a basis for aligned action.

The actions in the Strategy reflect the need for cooperation and collaboration from all with an interest in heritage and outline how improvements can be made in the identification, protection, maintenance and promotion of Nelson's scarce heritage resources. They result from a range of options considered and I am confident that the actions outlined in this Strategy present a balanced approach to improving heritage management in Nelson.

Councillor Gail Collingwood, Chair, Policy Committee, Nelson City Council



## 1.0 INTRODUCTION

“Heritage” can mean different things to different people. In this strategy it is a term applied to buildings and structures, places, objects, precincts, areas, and trees which have strong links with our past, as well as archaeological sites and waahi tapu. “Heritage” also includes the relevant events and stories associated with these.

### 1.1 The Importance of Heritage

Nationally, the Ministry of Culture and Heritage has set the goal of ensuring New Zealanders have widespread access to quality culture and heritage experiences, and that culture and heritage contribute to our social, economic, cultural and environmental wellbeing. In line with the Local Government Act 2002, and the Resource Management Act 1991 (RMA), Councils have a role of protecting and interpreting our past to achieve community outcomes. For example, protection of heritage has recently become a matter of national importance that Council’s must provide for under the RMA.

In a local context, Whakatu <sup>1</sup> Nelson has a wealth of heritage that helps to define the identity of the City as a gateway to the region, as well as providing residents and communities with a distinct sense of place.

Heritage items are precious and finite resources that impact on our quality of life and add to the appeal of the City as a place of residence, for business location and for visitors, thereby contributing to our ongoing prosperity. Managing our heritage is a fundamental part of the continued sustainable management of Whakatu Nelson’s natural, physical and economic resources.

While all cultures share an appreciation of heritage values, heritage is particularly integral to Tangata Whenua<sup>2</sup> cultural identity (refer to Appendix B). Taonga (heritage treasures) may include: places associated with living, birth, death, events, harvest of food and medicines, or cultural practices; a place imbued with the mana of chiefs or tupuna (ancestors); stories about places/people and or events (oral history); recorded history, including photographs (whakapapa); Te Reo (Maori language); place names; and waterways and pathways (waka and walking trails). Protection, conservation and maintenance of taonga are essential for the wellbeing of present-day and future generations. These Tangata Whenua heritage outcomes are closely aligned with those of other cultures in that there is a common goal to protect things of heritage value.

### 1.2 Challenges

With Whakatu Nelson continuing to grow and develop, heritage places<sup>3</sup> and objects, often located in prime commercial and residential areas, are coming under increasing pressure. Specific recent cases involving heritage issues have highlighted a number of challenges:

- retention and maintenance of listed and unlisted heritage buildings
- identification and assessment of heritage places

<sup>1</sup> “Whakatu” is the Maori name for the Nelson city area

<sup>2</sup> “Tangata whenua” - a generic term to describe Maori in the context of their physical setting - literally “people of the land”.

<sup>3</sup> “Heritage place” includes any land (including land covered by water), the airspace above and anything fixed to land that contains heritage value.



- additional costs and restrictions involved in owning heritage properties (public and private)
- inappropriate development adversely affecting heritage values
- loss of significant trees through development
- loss of heritage information to outside the region
- proactive protection and management of archaeological sites
- coordination between heritage management agencies/individuals
- increased public interest in, and desire to know more about, heritage

These challenges have raised the public profile of heritage management, to the extent there is an identified need to improve heritage processes and to improve coordination between the various heritage agencies.

### 1.3 Purpose of the Strategy is to:

1. Establish policies and actions for implementing the vision to ensure Whakatu Nelson's heritage is respected, celebrated and protected
2. Ensure heritage considerations are attended to by all with responsibility for heritage resources
3. Integrate heritage within policies and activities to raise heritage awareness
4. Improve coordination and cooperation between all parties having an interest in heritage, and set out agreed responsibilities.

### 1.4 Working together

While the Council has taken the lead in developing the Heritage Strategy, it is a community-wide strategy recognising that there are a number of agencies and organisations which are critical to the effective management of heritage, some with statutory responsibilities (see Appendix C). As such, effective heritage management requires a collaborative approach. There are opportunities and synergies where the Council, organisations, property owners and the community can work together to protect and enhance the City's heritage assets.

The Strategy is founded on the proposition that aligned action by responsible agencies and committed individuals will lead to achieving our heritage vision for Whakatu Nelson. The Strategy works through a "Whole of Council" and "Whole of Community" approach.

- **Whole of Council approach:** The objectives of the Strategy will be considered whenever Council policies are developed, implemented, and reviewed.
- **Whole of Community approach:** This acknowledges that catering for heritage is a community wide responsibility. The Council will work in partnership with agencies and the community to create a better heritage future for Whakatu Nelson by committing to aligned action under the vision and objectives of the Strategy.

The Strategy builds on the initiatives and actions that already exist, linking them together under a common vision; and it introduces some new actions that address the priority issues related to heritage management in Whakatu Nelson.



## 2.0 COMMUNITY OUTCOMES

The Nelson Long Term Community Plan sets out a pathway for how the Council sees Whakatū Nelson progressing. This plan is based around outcomes in relation to the community’s well-being and quality of life. The outcomes of most relevance to this Strategy are:

- **People-Friendly Places** – we build healthy, accessible and attractive places and live in a sustainable region. We think and plan regionally and act locally within that context. Growth is well managed. Attractive, safe, accessible and walkable ‘city villages’ provide for people of all ages and abilities through good urban design. We protect, enhance and interpret Nelson’s human heritage and historic sites.
- **A Strong Economy** – we all benefit from a sustainable, innovative and diversified economy. Economic activity is sensitive to the environment, heritage and people of Nelson.
- **A Fun, Creative Culture** – we are proud of our creative local culture and regional identity. We understand that our heritage contributes to our distinctive identity, so we protect, interpret and celebrate our human heritage and historic places - Maori and more recent. We value and support those things that make Nelson special and unique - our people, art and crafts, the café culture, the outdoors, local food and wines, boutique shops and the relaxed atmosphere.



### Isel House

Heritage building set within woodland setting of Isel Park, including numerous heritage trees.



### 3.0 OPPORTUNITIES AND ISSUES

In working to achieve these community outcomes through the development of this Strategy, iwi and stakeholders (see Appendices B and D) were consulted to identify opportunities and issues, and these are summarised below. Further details on this consultation and the full list of issues are set out in the document, “*Background Information: Draft Nelson Heritage Strategy*”.

#### 3.1 Heritage identification

Not all of Whakatū Nelson’s significant heritage items worthy of protection have been identified (see Appendix E), in particular industrial heritage/structures, public infrastructure, buildings and trees. Further work is required to complete an accurate inventory of Whakatū Nelson’s significant heritage, including Tangata Whenua and recent heritage<sup>4</sup>. This requires a coordinated multi-agency approach to proactively identify heritage features using best practice processes and assessment methods.

#### 3.2 Heritage protection, conservation<sup>5</sup> and maintenance

While protection of heritage items already identified is generally adequate, there is no certainty that all significant heritage items are protected. In addition, there is an opportunity for clarifying the process for having items protected. Processes relating to Tangata Whenua heritage need further clarity and a proactive approach, in partnership with Tangata Whenua, particularly in relation to accidental discovery. There is also a need to investigate proactive protection of urban archaeology<sup>6</sup>, townscape<sup>7</sup>, recent heritage, and the appropriate storage of heritage objects, records, taonga and artefacts.

Lack of maintenance and the inappropriate conservation of heritage buildings have been identified as issues, with a risk of heritage buildings falling into disrepair. Reasons for this include inadequate incentives for heritage owners, confusion over where to go for advice, and absence of a “one stop shop” for heritage advice. Investment in heritage needs to be considered as an investment in the community’s future. Consistent provision of heritage advice is also needed. Regulatory protection needs to be complemented with effective financial and planning incentives.

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<sup>4</sup> “Recent heritage” includes iconic and significant buildings, objects and places which have been created or built recently, including up to the present day, and which in the future may be considered as having heritage value.

<sup>5</sup> “Heritage conservation” is a process of caring for and maintaining heritage to safeguard heritage value.

<sup>6</sup> “Urban archaeology” relates to sites of historic infrastructural development of the city, including roads, kerbstones, and services for storm-water, sewage and water supply.

<sup>7</sup> “Townscape” refers to the inner city area of Whakatū Nelson that provides an attractive, unique character to the city and includes many heritage buildings, trees and places. These values can be adversely affected by inappropriate development. The need for good urban design to protect heritage values will be incorporated into other planning initiatives undertaken by Nelson City Council.





### 3.3 Heritage interpretation

There is an opportunity to increase awareness and understanding of heritage through effective interpretation, especially of Tangata Whenua heritage. More research, resources and coordination is needed.

### 3.4 Heritage promotion and celebration

There is an opportunity to make more of heritage as a key part of Whakatu Nelson's identity and economic prosperity. This opportunity may not be fully realised due to public perceptions, competition for funding, inadequate economic research, and lack of coordination. More celebration and promotion of heritage is needed, along with upskilling of those directly and indirectly involved in heritage management or heritage resource ownership.

### 3.5 Coordination

There is an opportunity to improve coordination and collaboration between heritage owners, heritage agencies, Tangata Whenua, business and the general community. This includes further clarification of agency roles. Resourcing and alignment of heritage goals and actions would better serve heritage management. While Nelson City Council is clearly seen as a lead agency, owner of heritage resources and facilitator, other agencies also have responsibilities and can provide valuable contributions. There is also an opportunity for improving coordination within Council on policies and activities affecting heritage.



**Nelson School of Music c.1901**

*Photo courtesy of Tasman Bays Heritage Trust/The Nelson Provincial Museum.*

*Tyree Studio Collection 180648/3*



## 4.0 HERITAGE VISION

Building on the relevant Community Outcomes, the following heritage vision and objectives have been developed.

### Vision

*“We value, protect and celebrate our distinctive heritage, recognising it contributes to our identity and sense of belonging.”*

Human occupation over several centuries has created a distinctive heritage in Whakatu Nelson. “Our distinctive heritage” consists of different strands, stemming from Tangata Whenua (pre 1840) when the area was known as Whakatu, and from Tangata Tiriti<sup>8</sup> (post 1840) following colonisation from Europe. Each strand needs to be valued protected and celebrated. With regard to the Tangata Whenua strand, Tangata Whenua own their heritage, and the final say on its interpretation rests with Tangata Whenua.



### Matangi Awhio

Traditional Pa site - the “Birthplace” of Whakatu more than 550 years ago.

<sup>8</sup> “Tangata Tiriti” - people whose right to be here stems from the Treaty of Waitangi, i.e. settlers and their descendants since 1840.



## 5.0 OBJECTIVES

### Objective 1:

To identify Whakatu Nelson's heritage resources.

### Objective 2:

To protect, conserve and maintain Whakatu Nelson's heritage resources.

### Objective 3:

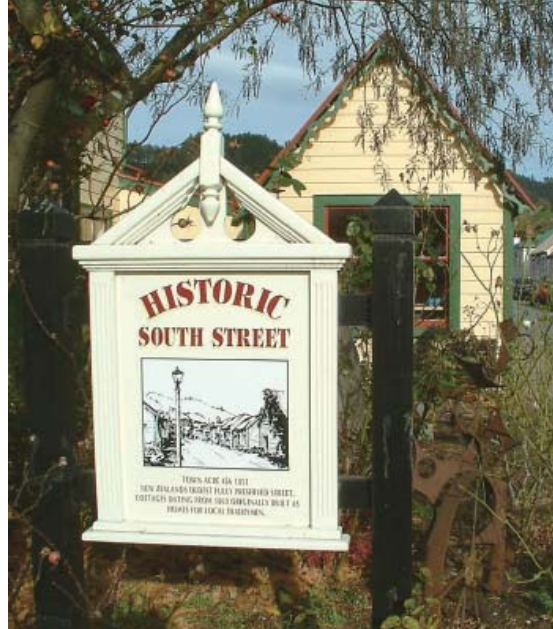
To interpret and enhance Whakatu Nelson's heritage resources.

### Objective 4:

To promote and celebrate Whakatu Nelson's heritage resources.

### Objective 5

To clarify roles and responsibilities of Whakatu Nelson's heritage agencies and groups and for them to cooperate in implementing this Heritage Strategy.



### South Street Heritage Precinct

New Zealand's oldest fully preserved street, contains cottages built 1860-1900.



## 6.0 PLAN OF ACTION

This section sets out the specific set of actions to be undertaken to achieve the above objectives. The intention is to implement all of the following actions, gradually over time. Because of funding constraints, the actions have been prioritised on the basis of need and will be implemented as resources permit.

**Table 1: List of actions**

<b>Actions</b>	<b>When</b> (Financial years 1 July to 30 June)	<b>Partners</b> (see p15 for list of acronyms used)	<b>Benefits</b>
<b>Objective 1: Identification</b>			
1.1 Prepare a list of heritage resources not currently protected, update inventories where required.	1.1 2007 - 2010	1.1 NCC, Tangata Whenua, and NZHPT in consultation with heritage groups (including NZAA).	1.1 Heritage items not currently protected are identified.
1.2 Review information, heritage category and level of protection in existing inventories of heritage resources (buildings, trees, places, objects, artefacts).	1.2 ongoing rolling review	1.2 NCC, Tangata Whenua, and NZHPT in consultation with heritage groups (including NZAA).	1.2 Existing inventories are updated to take into account changing circumstances.
1.3 Establish web based system for recording, storing and retrieving public oral history.	1.3 2007/08	1.3 TBHT to lead work with NCC, Tangata Whenua, NHAG.	1.3 Preserves important historical information and makes it publicly accessible.
1.4 Advocate for return of LINZ land records to the region.	1.4 2007/08	1.4 Tangata Whenua, TBHT, NZ Genealogical Society, Surveyors.	1.4 Valuable heritage records are returned and made more readily available to the region.



<b>Actions</b>	<b>When</b> (Financial years 1 July to 30 June)	<b>Partners</b> (see p15 for list of acronyms used)	<b>Benefits</b>
Objective 2: Protection, conservation & maintenance			
2.1 Provide the appropriate level of protection for heritage resources not currently protected through plan changes, review of design guides, and non-regulatory methods	2.1 2007-10	2.1 NCC	2.1 Heritage items not currently protected are given appropriate protection.
2.2 Investigate gaps in heritage protection (e.g. townscape/urban archaeology/recent heritage) and programme in additional protection where required.	2.2 2007/08	2.2 NCC in consultation with heritage groups.	2.2 All heritage resources are given an adequate level of protection.
2.3 Explicitly recognise and provide for heritage management in relevant operational documents (e.g. asset management plans).	2.3 ongoing	2.3 Heritage management agencies (NCC, DOC).	2.3 Raises awareness of heritage values; provides mechanism for ongoing maintenance and protection of heritage resources.
2.4 Establish a “heritage storage task force” to identify, obtain funding for, and set up a regional archive and record storage resource for physical storage of archives, artefacts and records.	2.4 2007/08	2.4 TBHT, NCC, TDC, Tangata Whenua, Suter.	2.4 Archives, artefacts and records are adequately protected.
2.5 Review and update heritage provisions in the Nelson Regional Policy Statement.	2.5 2006/07-2010	2.5 NCC with interested heritage groups.	2.5 Heritage policies and methods are updated to be relevant and achievable.
2.6 Continue to work with Tangata Whenua and NZHPT where activities threaten archaeological sites.	2.6 ongoing	2.6 NCC, Tangata Whenua, NZHPT.	2.6 Archaeological sites are protected.
2.7 Research the feasibility of a compulsory maintenance liens ordinances.	2.7 2007-10	2.7 NCC, TBHT.	2.7 Heritage resources are maintained rather than falling into disrepair by neglect.



Actions	When (Financial years 1 July to 30 June)	Partners (see p15 for list of acronyms used)	Benefits
<p>2.8 Increase the level of planning and financial incentives by providing:</p> <p>2.8.1 A heritage incentive fund (\$35,000) for heritage sites and building maintenance, conservation, restoration (<i>“restoration “ means returning a place as nearly as possible to a known earlier state</i>) and earthquake strengthening advice; as well as the identification and interpretation of heritage resources.</p> <p>2.8.2 Targeted rates relief for highest heritage value buildings (<i>Group A and B listed buildings in the Nelson Resource Management Plan; 50% for Group A Buildings; 25% for Group B</i>) with commitment to maintain in return.</p> <p>2.8.3 Zero fees for resource consents for alterations to conserve and restore heritage buildings.</p>	<p>2.8.1 2006/07, ongoing</p> <p>2.8.2 2007/08, ongoing</p> <p>2.8.3 2007/08, ongoing</p>	<p>2.8 NCC in consultation with heritage agencies and owners.</p>	<p>2.8 More effective incentives for heritage owners to conserve and maintain heritage resources, leading to owner-initiated conservation and restoration. Recognises the private cost of owning heritage buildings and reduces risk of poorly maintained heritage buildings falling into disrepair.</p> <p>2.8.1 Ensures funding meets set criteria and achieves better heritage gains. Provides better information on heritage and an incentive for a wider range of building owners than rates alone, with non-rated buildings being eligible.</p> <p>2.8.2 With agreement can ensure ongoing maintenance. Provides some certainty of ongoing financial assistance to Group A and B heritage building owners. Highly valued by building owners as being equitable and recognising private costs incurred for public benefit.</p> <p>2.8.3 Heritage building owners are not penalised for maintaining or enhancing their building, thereby reducing barriers to work involved with adaptive reuse or enhancement.</p>
<p>2.9 Advocate nationally for financial support for major heritage projects.</p>	<p>2.9 2006/07, ongoing</p>	<p>2.9 NCC, Tangata Whenua, NHAG and other heritage groups.</p>	<p>2.9 Other sources of funding are accessed when local funding is inadequate.</p>



<b>Actions</b>	<b>When</b> (Financial years 1 July to 30 June)	<b>Partners</b> (see p15 for list of acronyms used)	<b>Benefits</b>
Objective 3: Interpretation			
3.1 Prepare an action plan for the coordinated interpretation of Whakatu Nelson's heritage.	3.1 2007/08	3.1 NCC to facilitate, in collaboration with NHAG, heritage agencies and Tangata Whenua.	3.1 Heritage is interpreted in a way that is coordinated and effective (reduces duplication, minimises costs).
Objective 4: Promotion			
4.1 Incorporate heritage events into the EDA Events Strategy.	4.1 2006/07	4.1 EDA/NTCC/Latitude Nelson in conjunction with NCC, heritage groups and property owners.	4.1 Heritage values are better recognised by celebrations of heritage events.
4.2 Prepare an action plan for the coordinated promotion of Whakatu Nelson's heritage, including heritage trails, a heritage week, and heritage awards.	4.2 2007/08	4.2 NCC to facilitate, in collaboration with NHAG, heritage agencies and owners.	4.2 Heritage is promoted in a way that is coordinated and effective (reduces duplication, minimises costs).
4.3 Facilitate and broker suppliers of professional heritage services and heritage supplies.	4.3 2007/08	4.3 NCC and other heritage groups.	4.3 Readily accessible information on heritage services and supplies.



<b>Actions</b>	<b>When</b> (Financial years 1 July to 30 June)	<b>Partners</b> (see p15 for list of acronyms used)	<b>Benefits</b>
<b>Objective 5: Agency roles &amp; cooperation</b>			
5.1 Collate information on heritage agencies' roles and responsibilities and where to go for advice into a web-based heritage section on Council's website and in brochures, with adequate promotion.	5.1 Commence 2006/07, ongoing updates	5.1 NCC to facilitate & host, heritage agencies to research and contribute.	5.1 The roles of heritage agencies are clarified through a well-resourced and publicly accessible website and supporting brochures. Improved awareness of heritage and information/advice available.
5.2 Establish a 3 monthly Heritage Strategy implementation meeting, with heritage agencies, groups, Tangata Whenua and owner representation.	5.2 2006/07, ongoing	5.2 NCC, Tangata Whenua, NHAG and other heritage groups.	4.2 Provides a mechanism for inter-agency cooperation and coordination.
5.3 Work with TDC and MDC to establish a broader regional approach to heritage management, focusing on Te Tau Ihu (the 'Top of the South' region).	5.3 2006/07 ongoing	5.3 NCC, Tangata Whenua, heritage agencies, TDC, MDC	5.3 Heritage resources are consistently managed across political boundaries.

**Note 1:**

Action 2.3 reflects a resolution of the Nelson City Council's Applications Committee date 18th April 2005 in deciding on section 357 RMA objection for consent RC035218. The Committee resolved that "the Committee urge the Council in establishing its heritage policy [strategy] to consider acknowledging, by way of fee reduction or other appropriate subsidies, the public good aspect of resource consent applications for maintenance or improvement works being carried out on heritage buildings."

**Note 2:**

Acronyms are as follows:

- NCC – Nelson City Council
- NZHPT – NZ Historic Places Trust
- NZAA – NZ Archaeological Association
- TBHT – Tasman Bays Heritage Trust
- NHAG – Nelson Heritage Advisory Group
- DOC - Department of Conservation
- TDC – Tasman District Council
- EDA – Economic Development Agency
- NTCC – Nelson Tasman Chamber of Commerce
- MDC – Marlborough District Council





## 7.0 MONITORING & EVALUATION

This Heritage Strategy is intended to be a practical working document and monitoring is important to ensure it is effective and being achieved. Nelson City Council will lead a review of this Strategy in collaboration with other heritage owners, Tangata Whenua, heritage agencies and the community. This review will be based on the following process:

1. An annual heritage forum will review the progress of the Strategy.
2. A three yearly review of how the Strategy is being implemented will be undertaken.
3. A review report will be prepared in 2008, to be available prior to the Council's three yearly Long Term Council Community Plan (LTCCP) estimate round (to enable funding relating to heritage to be included in the LTCCP estimates).
4. The report will measure the Strategy implementation against the following criteria in Table 2.



### **Theatre Royal**

*Photo courtesy of Tasman Bays Heritage Trust/The Nelson Provincial Museum.*

*F N Jones Collection 11260*



**Table 2: Monitoring and Evaluation**

Strategy Objective	Review Criteria	Target	Measured by
1	Satisfaction with heritage process and identification.	90% satisfaction with heritage management.	Annual ratepayers survey Feedback from heritage agencies, owners and professionals.
2	Identification of heritage and effectiveness of protection.  Extent of conservation and level of maintenance.	Whakatu Nelson’s heritage resources are identified and retained.  All listed heritage buildings, objects and places are maintained. No listed buildings demolished due to safety concerns caused by lack of maintenance. No listed heritage trees require removing through lack of maintenance.	Heritage inventories have been updated. Number of listed heritage items that remain, are modified, or are removed with consent or without consent. Amount of funding secured for heritage conservation projects. Uptake of available funding for heritage conservation projects. Amount of spending, through incentives and financial assistance, on heritage protection, upgrade and adaptive reuse (“ <i>adaptive reuse</i> ” means <i>modifying a place to suit a compatible use involving the least possible loss of heritage</i> ). Number of listed buildings falling into disrepair.
3	Increase interpretation of Whakatu Nelson’s heritage.	75% of public are aware of heritage resources, including Tangata Whenua heritage.	Annual ratepayers survey. Feedback from visitors. Number of resources/sites interpreted.
4	Increase knowledge by public and property owners of Whakatu Nelson’s heritage values.	75% of public and heritage property owners highly value heritage resources.	Annual ratepayers survey Survey of heritage property owners. Uptake of promotional material and programmes.
5	Agency roles and collaboration.	90% of public know where to get relevant heritage information. 90% satisfaction with information provided. Demonstrable coordination of heritage management with willing participants .	Annual ratepayers survey. Feedback from heritage agencies, groups and owners.



## Appendix A: Council's heritage commitments to date

The Nelson City Council already provides guidance, funding and incentives with regard to heritage. These include:

- Capped resource consent fees of \$250.00 for non-notified consents involving alterations to residential heritage buildings – around \$1,600 subsidised annually
- Rates remissions of between 25 and 75% on Wakefield Quay depending on listing in the Resource Management Plan (7 properties, \$11,651 in rates remission for 2005/6)
- Initiating and supporting the Nelson Heritage Advisory Group, an umbrella organisation of heritage groups and individuals
- The production of design guides, a heritage section on the council's website
- The creation of a new Council staff position of Arts & Heritage Team Leader
- Update of archaeological sites based on national review
- Owner and custodian of heritage buildings
- Funding the maintenance of listed heritage trees – includes maintenance (pruning allowed by Plan, remove deadwood, sucker removal, leaf collection bags) professional arborists report on tree condition, label is installed on tree indicating significance - \$53,000pa in 2006/07 budget for this work.
- Funding for heritage agencies
- Heritage walk brochures
- Heritage promotion
- Some financial contribution exemptions in the Resource Management Plan for maintenance work on heritage buildings

In addition to this iwi monitors are engaged to safeguard iwi taonga (treasures) while major earthworks and other activities are being carried out on or near significant sites in the Whakatu Nelson rohe (area), as identified in the Nelson Resource Management Plan. There is an existing Memorandum of Understanding on archaeological sites, signed between Tangata Whenua and Council to establish guidelines for when iwi monitors are required in relation to archaeological sites.

Council's total operational contribution for arts, culture and heritage for 2005 to 2007 (including salaries, loan payments, and interest charges) is as follows:

<b>Item</b>	<b>2005/06</b>	<b>2006/07</b>
Museum	\$556 108	\$779 732
Suter	\$200 000	\$200 000
Isel House	\$5 448	\$6 318
Melrose House	\$10 033	\$48 923
Broadgreen House	\$141 159	\$152 834
Founders	\$90 003	\$83 913
Theatre Royal	\$450 000	\$200 000
Sundry community grants	\$165 400	\$170 376
<b>Total</b>	<b>\$1 168 151</b>	<b>\$1 642 096</b>



## Appendix B: Tangata Whenua perspective on heritage

### Tangata Whenua ki Whakatu heritage statement

#### Background

This Tangata Whenua heritage statement has been developed to assist the Nelson City Council in the preparation of a Heritage Strategy for Whakatu Nelson.

A Hui was held (19th April 2006) to discuss Tangata Whenua heritage and its management. Participants were: Judi Billens (Ngati Tama), Chris Hemi (Ngati Kuia) Moetu Stephens (Ngati Tama), Barney Thomas (Ngati Rarua), Richard Frizzell (NCC Policy Planner), Tony Quickfall (Quickfall Associates) and Ursula Passl (Facilitator). Iwi members who were unable to attend included: Rangiriri Kohe (Ngati Toa), Mick Park (Te Atiawa) and Caron Paul (Ngati Koata).

The Hui focused on identifying a range of heritage sites/places and other taonga (sacred treasures), followed by a discussion of the issues and options associated with heritage management. The Hui outcomes and background notes<sup>9</sup> were integrated to form this Tangata Whenua heritage statement.

#### Tangata Whenua heritage

For Tangata Whenua, heritage embraces a wide range of taonga – from oral history and Te Reo (language) to settlement sites and walking trails. Heritage is integral to Tangata Whenua cultural identity – therefore its protection, conservation and maintenance are essential for the well being of present-day and future generations.

The following list illustrates the breadth of Tangata Whenua heritage. These taonga include, but are not limited to:

- Places associated with birth or death
- Pa sites
- Marae
- Urupa (cemeteries)
- Sites used for ritual, ceremonial worship or healing practices
- Battle sites or other places where blood has been spilled;
- A place imbued with the mana of chiefs or tupuna (ancestors)
- Places or areas, which are significant to Tangata Whenua because of the traditions practised there, such as camping and settlement sites
- Places associated with customary harvest, such as mahinga mataitai (food gathering places), weaving, or the collection of medicines
- Stories about places/people and or events (oral history)
- Recorded history, including photographs (whakapapa)
- Te Reo (Maori language)
- Place names
- Waterways and pathways (waka and walking trails).

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<sup>9</sup> The background notes for the Hui contain material from *Nga taonga tuku iho ki Whakatu Management Plan (2000)*, *Te Puni Kokiri "Sites of significance process" (1996)*, and the *Nelson City Council draft heritage strategy*.



### **Issues associated with managing Tangata Whenua heritage** ***Heritage protection – conservation and maintenance***

Activities or actions, which damage, destroy or suppress Tangata Whenua heritage result in:

- An affront to nga atua kaitiaki (the spiritual guardians) and nga tangata kaitiaki (human guardians) of those sites/places;
- Loss of Tangata Whenua cultural identity, health and well being;
- Loss of mana - inability of Tangata Whenua to protect heritage sites according to kaitiakitanga (customary practices); and
- Loss of matauranga (knowledge) associated with Tangata Whenua heritage sites/places.

Current management and planning processes do not always provide adequate protection for Tangata Whenua heritage:

- The processes for managing heritage are unclear and reactive;
- Taonga have been damaged or destroyed before the appropriate protection mechanisms have been put in place;
- There is poor co-ordination between agencies responsible for protecting Tangata Whenua heritage;
- There is confusion over the roles and responsibilities of each agency; and
- Agencies have limited resources and are subsequently unable to adequately protect and manage Tangata Whenua heritage.

There are few incentives for people to conserve and maintain heritage.

Tangata whenua heritage has been lost through land sales and the use of legislation, such as the Public Works Act.

Other legislation, such as the Rongoa and Building Acts has blocked the protection, conservation and maintenance of heritage sites.

Occupation sites/areas were lost through confiscations (subject of Waitangi Tribunal Claims).

For many years Tangata Whenua were unable to speak Te Reo openly; this resulted in young Maori not learning how to speak the Maori language and a loss of cultural identity and well being.

Tourism is increasing annually; growing tourist numbers in sensitive areas present a real threat to the protection of Tangata Whenua heritage sites/areas.

#### ***Awareness about Tangata Whenua heritage***

There is a low level of awareness in the Whakatū Nelson community of the legal and moral obligations to protect Tangata Whenua heritage sites.

Community education is currently insufficient to raise the profile of Tangata Whenua heritage and highlight the importance of its protection.

Insufficient or inappropriate interpretation of Tangata Whenua heritage has resulted in a low level of awareness about the historical importance of those sites/areas. Examples include: Cathedral Hill, Haulashore Island, Boulder Bank, and Tahunanui.

#### ***Management and storage of information***

There are heritage sites/areas, which have not yet been identified and are vulnerable to development. Examples include: areas where settlements existed, but have been concealed by reclamation and/or modification of river pathways and coastal margins.

Conversely, taonga have been removed from publicly recorded sites.



Tangata whenua are apprehensive about disclosing the location of waahi tapu sites/areas and other taonga, for fear that the information will be used for the wrong purposes.

There is a need for storage facilities for Tangata Whenua historical records, in order that each iwi manage their own taonga.

The transfer of LINZ information from Whakatu to Christchurch is an affront to Tangata Whenua, as it is inappropriate for such an important taonga to be held in another rohe (area).

#### **Options for addressing issues**

Tangata whenua support the use of a range of mechanisms to protect heritage. Any one or more of these options may be appropriate depending on the nature of the taonga in question:

1. NCC heritage management. For Tangata Whenua to work with the Council to strengthen the protection, conservation and maintenance of heritage. Options include:

##### **Management:**

- The appointment of an iwi manager to advise the Council (s) on heritage matters (NB: it is critical that iwi are involved in the Manager's appointment process);
- Develop a heritage protocol in partnership with the Council;
- Delegate heritage management powers to a Council committee, with a resourced iwi representative on the Committee;
- Transfer management powers of key heritage sites/areas to an iwi authority(s);
- Encourage Nelson City Council to work with TDC/MDC to establish a regional approach to heritage management;

##### **Planning:**

- Support the establishment of clear processes and implementation of incentives, including a single point contact within the Council;
- Improve the resource consent process;
- Review permitted activities in relation to heritage sites/areas
- Map areas of significance, creating heritage overlays in the RM plan and creating silent files (where appropriate)
- Incorporate Heritage Protection Orders into the plan, to restrict how land can be used

##### **Conservation:**

- Use existing development contributions to fund heritage maintenance and conservation
- Advocate the development of conservation plans, setting out how heritage conservation is to be achieved

##### **Incentives:**

- Reduce rates for listed heritage sites/properties
- Stronger enforcement to protect heritage

##### **Information and education:**

- Heritage training for Councillors and staff
- Introduce appropriate interpretation or marking of key sites using plaques, waharoa and/or pou-whenua
- Work with the Council to develop promotional material

##### **General**

- Council could improve its support of Tangata Whenua customs and traditions by:
  - i Providing opportunities for Tangata Whenua to speak about cultural heritage at Council events
  - ii Planting rongoa on Council reserves



- iii Supporting Tangata Whenua access to traditional areas (including those on private land)
- iv Providing a contribution for the maintenance of Maori cemeteries (recognising that these urupa take the pressure off other cemeteries)
- v Introducing a water tap at the entrance gate of all cemeteries
- vi Placing a rubbish bin near the information sign outside the Nelson Cathedral main entrance
- vii Establishing at least two designated sites in Whakatu Nelson and Stoke where traditional hangi or umu can be lit
- 2. Undertake a process of adequately researching and documenting Tangata Whenua heritage and determining what kind of protection these taonga require. For example, the Tahunanui area, looking at settlement sites and lookout points.
- 3. GIS mapping of Tangata Whenua heritage – each iwi could have their own password to access the information from one computer.
- 4. Placing a covenant on title – these covenants are negotiated between the owner of the land and HPT and provide for the protection, conservation and maintenance of a heritage site.
- 5. Heritage listing – register heritage site(s) with HPT to enable Tangata Whenua to pursue protection of a site through the RMA and Historic Places Act.
- 6. Archaeological listing of Tangata Whenua heritage.
- 7. Transfer of ownership. In some cases, Tangata Whenua will seek to restore heritage sites to iwi ownership to ensure the appropriate protection for those sites.
- 8. Advocate for local history to be taught in local schools

NB: Criteria to rank or assess the significance of heritage sites/ places are inappropriate for Tangata Whenua heritage – all waahi tapu are significant taonga and require protection.

#### **Preferred options**

In order for Tangata Whenua heritage to be protected, conserved and maintained, a combination of management options is appropriate, depending on the nature of the taonga in question. A good working relationship between Tangata Whenua, the Council, Historic Places Trust, the Department of Conservation and landowners is essential if heritage is to be well managed.

Tangata whenua participation in heritage management would be facilitated through the following mechanisms:

- The appointment of an iwi Manager to work with the Council's heritage team
- Council kaumatua participation in Council events on a regular basis
- A resourced, iwi appointed member to sit on a Council Heritage Subcommittee (CHS)
- Iwi representation on the Heritage Advisory Group (HAG);
- The agendas and minutes of the CHS and HAG meetings to be sent to iwi
- For the Council Iwi Liaison Officer and Kaumatua in cooperation with the Iwi RM Committee to assist in the process of improving the Council's heritage management planning and processes



- For Tangata Whenua to seek funding to map Tangata Whenua heritage using GIS
- For Tangata Whenua to work with the Council through the annual planning process, to estimate the funding required for the management and protection of heritage



**Delaware Bay and Wakapuaka Estuary**

Area containing numerous identified Maori archeological sites protected within an archaeological overlay.





**Appendix C**

**Appendix C: Roles of heritage management agencies**

<b>Role</b>	<b>Lead agencies</b>	<b>Support agencies</b>
<p><b>Identifying heritage</b>            Creating and maintaining heritage inventories.            Researching and assessing heritage for its significance.</p>	<p>NCC*            NZHPT*            DOC*            Tangata whenua            NZAA</p>	<p>Museums            TBHT            Owners            Professionals            Community organisations            Property managers</p>
<p><b>Protecting heritage</b>            Architects and planners of Whakatu Nelson's physical form, including heritage.            Managing activities so as to avoid adverse effects on significant heritage.            Archiving, recording and storing heritage items and records for future access.</p>	<p>NCC            NZHPT            DOC            TBHT            Tangata whenua</p>	<p>Museums            Owners            Historical Society            Genealogical Society            Civic Trust            Property managers            Community organisations            Professionals</p>
<p><b>Conserving and maintaining heritage</b>            Custodians and managers of Whakatu Nelson's heritage resources and assets.            Enabler, supporter, facilitator and partner of individuals having an interest in heritage.</p>	<p>NCC            Museums            DOC            TBHT            Tangata whenua</p>	<p>HPT            Owners            Professionals            Property managers            Community organisations</p>
<p><b>Promoting Heritage</b>            Providers of information and resources to promote heritage opportunities and conservation.            Advocates for heritage.            Promoters of Whakatu Nelson's heritage resources to its communities and visitors.</p>	<p>NCC (multi agency)</p>	<p>MOCH*            Nelson HPT            NZHPT            Tangata whenua            NHAG            Museum            TBHT            Owners            DOC</p>

Note: \* denotes those agencies having statutory responsibilities for heritage management

- DOC            Department of Conservation
- MOCH        Ministry of Culture and Heritage
- NCC          Nelson City Council
- Nelson HPT   Nelson branch of the NZHPT
- NHAG        Nelson Heritage Advisory Group
- NZAA        New Zealand Archaeological Association
- NZHPT      New Zealand Historic Places Trust
- TBHT        Tasman Bays Heritage Trust



## **Appendix D: Groups Represented on Heritage Strategy Advisory Group**

- NZ Historic Places Trust
- Historic Places Trust Nelson Branch
- Nelson Heritage Advisory Group
- Tasman Bays Heritage Trust
- The Suter Te Aratoi o Whakatu
- Nelson Bays Arts Marketing Network
- Department of Conservation
- Heritage Architect (representing NZ Institute of Architects)
- Nelson Tasman Chamber of Commerce
- Artist (arts community)
- Heritage building owners (2)



## Appendix E: Nelson Resource Management Plan: overview of heritage management

There are three levels of heritage management in the Nelson Resource Management Plan (the Plan):

- Objectives and policies
- Rules
- Heritage design guides (assessment criteria under which applications in heritage precincts assessed by)

The Plan contains the following listed heritage items, with controls of activities affecting these items.

### Buildings

Total listed Class A buildings	81
Total listed Class B buildings	183
Total listed Class C buildings	74
Total listed heritage buildings (of these 226 are residential)	338

### Trees

Total listed heritage trees	245
Total listed landscape trees	218
Total listed local trees	112
Total listed trees	575

### Archaeological

Waahi tapu 1 (included in archaeological site total)	
Archaeological sites	63

### Objects & Places

Heritage objects or places	25
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### Heritage Precincts

Heritage precincts in city centre	5
Residential heritage precincts*	7

### Heritage in Council Ownership

Heritage buildings in Council ownership	7
Heritage objects & places in Council ownership	16

### Overlays

Archaeological overlays	2
Heritage overlay	1

NB: Listings include items in 05/02 Plan Change. Plan Change not completed but listings effective from date of notification.

\*Wakefield Quay precinct not included although this precinct (detailed in Appendix 23 of the Plan) has heritage elements.

